

# SCARBOROUGH BOROUGH COUNCIL

## LEADERS PORTFOLIO

### INDIVIDUAL CABINET MEMBER DECISION

Date: Friday, 3 June 2011

#### DECISION

- 1. DEVELOPMENT BRIEFS FOR WEAPONNESS VALLEY, FILEY ROAD SPORTS CENTRE AND SEAMER ROAD FOOTBALL STADIUM, SCARBOROUGH** (Pages 1 - 210)  
To consider a report by the Head of Regeneration and Planning (Reference 11/241 attached)

**These details are published for information only. The decision will be taken by the Cabinet Member who will receive Officer advice in private. A statement of the decision taken, with any appropriate supporting information, will be published as soon as reasonably practicable afterwards.**

*(N.B. If you have any questions, need further information about the meeting or require special facilities in order to attend, please contact Gill Wilkinson, Democratic and Administrative Manager, Town Hall, St. Nicholas Street, Scarborough – 01723 232303 Fax 0870 238 4159 or e-mail [Gill.Wilkinson@scarborough.gov.uk](mailto:Gill.Wilkinson@scarborough.gov.uk))*

This page is intentionally left blank

	<p><b>LEADER</b></p> <p><b>3 JUNE 2011</b></p>						
	<table style="width: 100%; border: none;"> <tr> <td style="width: 60%;"><b>Key Decision</b></td> <td><b>NO</b></td> </tr> <tr> <td><b>Council Leader</b></td> <td><b>Cllr. Tom Fox</b></td> </tr> </table>	<b>Key Decision</b>	<b>NO</b>	<b>Council Leader</b>	<b>Cllr. Tom Fox</b>		
<b>Key Decision</b>	<b>NO</b>						
<b>Council Leader</b>	<b>Cllr. Tom Fox</b>						
<p><b>Corporate Priority</b></p> <p style="padding-left: 20px;"><b>Developing Safer and Stronger Communities</b></p> <p style="padding-left: 20px;"><b>Building Prosperous Communities</b></p> <p style="padding-left: 20px;"><b>Creating Healthy and Vibrant Communities</b></p> <p style="padding-left: 20px;"><b>Creating Quality Environments</b></p>	<table style="width: 100%; border: none;"> <tr> <td style="width: 60%;"><b>Date of Decision/ Referral to O&amp;S</b></td> <td><b>03 June 2011</b></td> </tr> <tr> <td><b>Deadline for call-in 5.00pm</b></td> <td><b>08 June 2011</b></td> </tr> <tr> <td><b>Implementation Date (if no call-in)</b></td> <td><b>09 June 2011</b></td> </tr> </table>	<b>Date of Decision/ Referral to O&amp;S</b>	<b>03 June 2011</b>	<b>Deadline for call-in 5.00pm</b>	<b>08 June 2011</b>	<b>Implementation Date (if no call-in)</b>	<b>09 June 2011</b>
<b>Date of Decision/ Referral to O&amp;S</b>	<b>03 June 2011</b>						
<b>Deadline for call-in 5.00pm</b>	<b>08 June 2011</b>						
<b>Implementation Date (if no call-in)</b>	<b>09 June 2011</b>						

**REPORT OF: HEAD OF REGENERATION AND PLANNING – HRP 11/241**

**WARDS AFFECTED: ALL (Weaponness, Ramshill, and Falsgrave Park Wards most directly affected)**

**SUBJECT: DEVELOPMENT BRIEFS FOR WEAPONNESS VALLEY, FILEY ROAD SPORTS CENTRE AND SEAMER ROAD FOOTBALL STADIUM, SCARBOROUGH**

**RECOMMENDATION (S):**

That the three Development Briefs referred to above are published for public consultation

**REASON FOR RECOMMENDATION (S):**

The Council has entered a competitive tender process to select a developer to develop a Sports/Leisure Village incorporating a new football ground on the

Weaponness Valley site. To raise funds the disposal of the Seamer Road Stadium and Filey Road Sports Centre are required. The development of the sites must be acceptable in planning terms and the Briefs are required to provide planning guidance when assessing planning applications. They can only be afforded significant weight as material considerations if they have been subject to adequate public consultation.

## **HIGHLIGHTED RISKS:**

1. Failure to prepare Development Briefs could limit the range of planning benefits secured.
2. The Development Briefs would be subject to full public consultation. Failure to do this increases the risk that subsequent planning applications could be refused due to objection from residents or statutory bodies.
3. If the requirements of the Development Briefs are too onerous this could hinder regeneration.
4. Negative environmental consequences could occur if sites are developed without policy guidelines/parameters.
5. Economic circumstances or lack of developer interest prevent redevelopment.
6. Consultation representations received prevent or delay adoption of Brief.

## **1. INTRODUCTION**

- 1.1 This report seeks approval of the contents of three draft Development Briefs (herein referred to as 'Briefs') for the purposes of public consultation. The Briefs relate to the Council owned sites of the former Weaponness Car and Coach Park (referred to herein as Weaponness Valley), the Filey Road Sports Centre and Seamer Road Football Stadium, Scarborough. The three draft Briefs are attached as Appendices 1 – 3.
- 1.2 The Briefs have been prepared as part of a Council led project, the ultimate aim of which is to provide a new football ground and sports and leisure village for the town on the Weaponness Valley site. The Briefs will provide up to date planning guidance, setting out the development principles and parameters which would be used to inform any proposals and assist in the determination of future planning applications.
- 1.3 The report sets out a short summary of the rationale underpinning the overall project, appraises the need for the Briefs and details the consultation process which would be undertaken prior to formal adoption.
- 1.4 The decision sought is to agree the Briefs purely for consultation purposes. Members will have the opportunity to raise issues and make further comments throughout the consultation process. A presentation will be held for all Council members on all feedback received and suggested amendments prior to further consideration by Planning & Development Committee and Cabinet in the Autumn of 2011 prior to adoption as planning guidance by Full Council.

- 1.5 At its meeting on 26<sup>th</sup> May, Planning & Development Committee resolved to recommend that the 3 Development Briefs be published for consultation in accordance with the revised timetable as contained in section 7 of this report. Prior to publication there may need to be some minor drafting changes to the Briefs, and questionnaire, such as inserting remaining images or refining the wording, but the overall contents will be unchanged.

## **2. CORPORATE AIMS/PRIORITIES AND THE COMMUNITY PLAN**

- 2.1 The drafts of the Briefs are underpinned by the aims and priorities of both the Corporate Plan and the Community Strategy. The implementation of development as proposed in the Briefs would directly contribute towards the achievement of four of the five corporate aims, namely:
- Developing Safer and Stronger Communities
  - Building Prosperous Communities
  - Creating Healthy and Vibrant Communities
  - Creating Quality Environments

## **3. BACKGROUND AND ISSUES**

- 3.1 A review of sports facilities in the town was undertaken by Strategic Leisure Limited (SSL) in 2007 and a subsequent Feasibility Study was prepared in 2008. The outcome of these studies was the recommendation for the development of a football ground and multi-use sports and leisure village on the Weaponness Valley site. The Council agreed to progress this project in 2010. The accompanying report (10/63) was approved by Council to authorise the disposal of the three sites to facilitate the development of the football ground and the sports and leisure village and to procure a private sector developer to assist the Council in the implementation of the project in accordance with European Regulations. This report also contained detailed background information relating to the demise of the Seamer Road Stadium, the SSL report and Feasibility Study.
- 3.2 The delivery of the project will involve an 'enabling development' approach, whereby the successful bidder to the tender will develop Weaponness Valley in exchange for the Seamer Road Football Stadium ('Seamer Road') and Filey Road Sports Centre ('Filey Road'). These would then be developed for alternative uses by the developer in order to recoup costs associated with the Weaponness Valley development. The tendering process to select a preferred development partner is currently underway; a final decision is anticipated later in 2011. The assumed target date within the tender documents for the completion of the sport and leisure component of the project is 2015. It is emphasised that the tendering process is independent of the preparation of the Briefs and the contents of the Briefs can only relate to relevant material planning considerations.

- 3.3 Section 38 of the Planning and Compulsory Act 2004 indicates that where relevant, planning determinations 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 (1999). 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.
- 3.4 Whilst the Local Plan contains 'saved' general planning policies against which development proposals would be assessed (i.e. relating to ecology, design, highway considerations, etc) it does not contain detailed planning guidance relating to the three sites. In due course the Local Plan will be replaced by the Local Development Framework (LDF), but being Borough-wide its timescale for preparation is longer to prepare and it would not concern itself with site specific issues to the same degree as Development Briefs. It is therefore considered that the current planning policy framework is not best placed to guide any development proposals that may come forward or to capture any associated planning and community benefits. The Briefs will provide a planning guidance reference tool to complement the statutory 'saved' policies of the Local Plan. They will also be able to provide guidance in advance of the LDF.

## **4. CONSULTATION**

- 4.1 The draft Briefs have been prepared by the Planning Service Unit following consultation with officers representing a wide range of service areas within the Council. There have also been discussions with key external agencies such as the County Council (highways) and Sport England.
- 4.2 It is intended that the draft Briefs will now undergo a thorough process of consultation with statutory bodies, the local community and other key stakeholders. These are likely to include the following agencies and organisations. It should be noted that this is not an exhaustive list.
- North Yorkshire County Council;
  - University of Hull (Scarborough Campus);
  - Environment Agency;
  - English Heritage;
  - Natural England;
  - Sport England;
  - National Governing Bodies of Sports;
  - Local Enterprise Partnerships;
  - Yorkshire Water;
  - Highways Agency;
  - Network Rail;

- North Yorkshire Police;
  - NHS North Yorkshire and York;
  - Northern Electric Distribution Ltd;
  - Northern Gas Networks Ltd;
  - Scarborough Civic Society;
  - Scarborough Town Team;
  - Scarborough Urban Space Group;
  - Parish Councils in hinterland of Scarborough;
  - Local Schools
  - Organised Sports Clubs and Societies; and
  - Other community and special interest groups.
- 4.3 The proposed consultation process has been devised taking account of the principles of community involvement as set out in national guidance PPS1 and the Council's Statement of Community Involvement (SCI).
- 4.4 The consultation process will consist of an 8 week period. Full copies of the Brief will be available to view on the Council's website and at the Council Offices, Scarborough Library and other key locations. A summarised version will also be available (Appendix 4). A questionnaire, as contained in Appendix 5 has been prepared so that interested parties may answer specific questions and submit comments on the content of the Brief; this will be sent to neighbours and be available on the Council's website. Any other comments and letters may be submitted to the Council by email or post.
- 4.5 In order to obtain a representative cross-section of views of all interest groups in the area a focus group of local residents will be asked to complete the questionnaire. This would comprise of approximately 500-600 residents who regularly respond to customer surveys and have been selected to represent a cross-section of the local population according to age, sex, disability etc.
- 4.6 Public exhibitions will be held at the Town Hall, the Filey Road Sports Centre and the Falsgrave Park Community Centre on Seamer Road and possibly another venue close to the Weaponness Valley on dates to be arranged and this will be clearly specified in the material publicising the consultation process. Planning officers from the Council will be available at specified times to discuss the redevelopment of the sites and answer any questions. Again, the questionnaires will be available.
- 4.7 The proposed consultation timetable is included in the Action Plan in Section 7.0 below.
- 4.8 Once the consultation process is complete, comments will be analysed and used to inform the final version of the Briefs. A presentation will be made to all members and a report will then be presented to the Planning & Development Committee and Cabinet with the intended subsequent adoption by Full Council in autumn 2011.

- 4.9 The community involvement associated with the preparation of the Briefs is intended as the start of a process of engagement with the local community and statutory agencies with respect to the future development of the sites. Applications for any future development proposals would be expected to continue this process with pre – application consultation as set out in the SCI. Any subsequent application would also be subject to the statutory requirements for publicity and neighbour notification to be carried out by the Council as Local Planning Authority and these are also outlined in the SCI.

## **5. ASSESSMENT**

- 5.1 The Council project to develop a new single site football ground and multi – use sports and leisure village on the site of the former Weaponness Car and Coach Park is of strategic importance to future sporting and leisure provision within the town and borough. Its facilitation is intrinsically linked to the release and development of two additional sites. Due to the nature and complexity of the project, and in the absence of an up to date Local Plan and specific planning guidance relating to the sites, it is necessary to prepare Development Briefs to inform proposals that may come forward.
- 5.2 Briefs are considered the best tool to provide this guidance. Other alternatives would be to prepare guidance as part of the emerging Local Development Framework (LDF), such as Supplementary Planning Documents (SPDs) or Area Action Plans (AAP), but detailed planning guidance is required much more quickly than can be facilitated by the LDF process. This is particularly relevant given the status of the tendering process and the Council’s assumed target date for the completion of the sport and leisure component of the project.
- 5.3 The Briefs have been prepared in the context of a thorough appraisal of the physical site characteristics and national, regional and local planning policy, including the emerging LDF. Further to this appraisal, development principles and parameters are established with respect to key issues including:
- Land Use
  - Land Use Zoning
  - Siting and Scale
  - Access and Movement
  - Architectural Design and Appearance
  - Landscape Treatment and Open Space
  - Sustainable Design
  - Environmental Considerations
  - Planning Conditions and Obligations
  - Development Phasing (e.g. Filey Road site cannot be developed until new sports facilities have been provided)
  - Community Consultation

- 5.4 The Briefs also contain indicative layout diagrams which demonstrate how the sites could be developed. These are not intended to be prescriptive and have been developed for information only. It is not implied that the indicative layouts would necessarily be acceptable in design or planning terms. The form of development eventually constructed will be determined through the submission of a planning application to the Council as Local Planning Authority.
- 5.5 It is important to note that at this stage a request is not being made for a decision to adopt the Briefs for development management decision – making purposes. Authorisation is merely being sought for publication of the draft Briefs for the purposes of consultation. It must be stressed that members will have ample opportunity to make further comments on the Briefs through the consultation process.
- 5.6 The documents will be reconsidered following completion of the consultation process, when members will be asked to decide upon the Briefs, having regard to the views of statutory bodies, local community and other key stakeholders

## **6. IMPLICATIONS**

### **Policy**

- 6.1 Further to the consideration of the results of the consultation process, Scarborough Borough Council, in its capacity as Local Planning Authority, intends to adopt the documents as development management tools. They will be used to shape the nature and type of any applications for planning permission (and / or Conservation Area Consent) and inform the subsequent decision-making process.

### **Legal**

- 6.2 There are no direct legal implications arising from this report.

### **Financial**

- 6.3 There are no financial issues arising from this report. Existing budget provision is in place for costs associated with the development of the Briefs and proposed consultation events. Any financial considerations relating to the sale / transfer of the Council owned sites are not material to the planning issues raised by the Briefs and are therefore not pertinent to the consideration of this report.

### **Equalities and Diversity**

- 6.4 The Briefs seek to promote equality and social inclusion. A range of local community groups will be consulted and the focus group survey will ensure a representative cross-section of the local population is consulted. The Briefs

also make reference to the need to cater for all sectors of the community, including those of the disabled.

### **Staffing**

- 6.5 There are no direct staffing implications arising from this report. Any decision on the relocation of Filey Road Sports Centre and any resultant impact on staffing levels will be taken separately.

### **Planning**

- 6.6 There will be significant planning implications for the sites covered by the Briefs. The Briefs are documents which will guide any future redevelopment. In drafting the Briefs full regard has been had to existing national, regional and local planning policy as well as the emerging Local Development Framework. While the Briefs would not replace existing adopted policy, they would in effect provide an up to date assessment of planning issues relating to the sites. The Briefs, when adopted, would remain in place as a material planning considerations until such time that they are superseded, although their significance would reduce upon redevelopment of the site.

### **Crime and Disorder**

- 6.7 The Briefs make specific reference to the need to reduce the risk of crime as part of the design process. The North Yorkshire Police Architectural Liaison Officer will be consulted on the draft Briefs.

### **Health and Safety**

- 6.8 No direct health and safety implications, but the provision of improved sports provision will be beneficial to the health and well-being of Borough residents.

### **Environmental Implications**

- 6.9 There are potentially significant environmental implications for the sites (and the immediate environments) covered by the Briefs. The Briefs are documents which will guide any future redevelopment. In drafting the Briefs full regard has been had to national, regional and local planning policies which seek to promote environmentally beneficial and sustainable forms of development. An overarching principle of the Briefs is to promote positive and prevent negative environmental outcomes.

### **Human Rights Act 1998**

- 6.10 All decisions relating to planning matters should comply with the requirements of the Human Rights Act 1998 (HRA). Article 8 of the HRA relates to the right to respect for privacy, family life, home and correspondence. It further states that there shall be no interference by a public authority with the exercise of this right except such as in accordance with the law and is necessary in a democratic society in a number of interests including the national security,

public safety or the economic well – being of the country. The Convention Rights conferred by HRA are qualified and there are circumstances when interference with them is justified, however, any interference must be proportionate.

## 7. ACTION PLAN

7.1 Timescales for preparation, consultation and adoption of the Briefs are set out below. The dates may be subject to change.

- Planning & Development Committee 26 May 2011
- Individual Cabinet Member Decision 3 June 2011
- ICM Decision confirmed 9 June 2011
- Public consultation (8 weeks) 13 June - 8 August 2011
- Results analysis Aug/early Sept 2011
- P & D Committee Member site visit late Aug/ early Sept 2011
- Presentation to all members early/mid Sept 2011
- Planning & Development Committee 6 Oct 2011
- Cabinet 18 Oct 2011
- Full Council 7 Nov 2011
- Publish final draft 15 Nov 2011



**Jill Low**  
**Planning Manager**

**Author:** Hugh Smith, Major Projects Officer, Planning Services  
Telephone No: 01723 383642  
E-mail address: [hugh.smith@scarborough.gov.uk](mailto:hugh.smith@scarborough.gov.uk)

**Background Papers:**

## **Appendices**

1. Weaponness Valley Development Brief – Consultation Draft
2. Filey Road Sports Centre Development Brief – Consultation Draft
3. Seamer Road Football Ground Development Brief – Consultation Draft
4. Summary Document for the three Development Briefs
5. Questionnaire for Public Consultation

Development Brief

## Weaponness Valley

June 2011

Consultation Draft



*A great place to live, work & play*

Document title: Weaponness Valley Development Brief

Version: Consultation Draft

Date: June 2011

Status -

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

Scarborough Borough Council  
Scarborough Town Hall

Contact/Prepared by: **Daniel Hamer**  
Planning Officer – Development Briefs  
Planning Services

Scarborough Borough Council  
Scarborough Town Hall

### **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](mailto:planningservices@scarborough.gov.uk)

## **Contents**

### **1.0 Introduction**

### **2.0 Purpose of the Brief**

*Project Background*

*Status of the Brief*

### **3.0 Site and its Surroundings**

### **4.0 Planning Policy Framework**

*National Policy*

*Regional Policy*

*Local Policy*

### **5.0 Constraints and Opportunities**

### **6.0 Development Principles and Parameters**

*Location*

*Use and Amount*

*Siting and Zoning*

*Scale*

*Access and Movement*

*Architectural Design and Appearance*

*Landscape Treatment and Open Space*

*Sustainable Design*

*Environmental Considerations*

*Planning Conditions and Obligations*

*Phasing*

### **7.0 Bringing Forward Development Proposals**

*Planning Performance Agreement*

*Phasing*

*Planning Application Requirements*

*Stakeholder Consultation on Planning Applications*

*Determining Planning Applications*

### **9.0 Community Consultation**

## **Figures**

1.1 Strategic location plan

3.1 Site plan

3.2 Adjacent land uses

3.3 Access and connectivity

3.4 Existing site features

3.5 Topography and building heights

3.6 Utilities infrastructure

6.1 Indicative development proposal

## Images

- 3.1 Properties on Weaponness Valley Road to the eastern boundary of the site
- 3.2 Properties on Weaponness Valley Road overlooking Ashburn Road
- 3.3 Industrial units beyond the railway line to the west
- 3.4 Car showroom beyond the railway line to the west
- 3.5 Residential properties on the A64
- 3.6 Residential properties on the A64
- 3.7 Site access from Ashburn Road
- 3.8 Height restricted railway bridge
- 3.9 Hard standing to the north of the
- 3.10 Public conveniences
- 3.11 Scrub land to the south of the site
- 3.12 Grazing land to the southeast
- 6.1 Covered seated stand<sup>1</sup>
- 6.2 Covered standing terrace<sup>2</sup>
- 6.3 Bletchley Sports Centre<sup>3</sup>
- 6.4 Talacre Community Sports Centre, Kentish Town<sup>4</sup>
- 6.5 Uppingham School Sports Centre, Rutland<sup>5</sup>
- 6.6 Bishop Burton Sports and Fitness Centre<sup>6</sup>
- 6.7 Example of viewpoint seating<sup>7</sup>
- 6.8 Example of 'Trim Trail' equipment<sup>8</sup>
- 6.9 Example of 'grasscrete'<sup>9</sup>
- 6.10 Example of swales<sup>10</sup>
- 6.11 Example of attenuation pond<sup>11</sup>
- 6.12 Example of green roof<sup>12</sup>

## Tables

- 1.0 Key development proposals and guidelines of the Brief

## Appendices

- A Appraisal of sites
- B Facilities at Bishop Auckland Football Club, County Durham

---

<sup>1</sup> Heritage Park Tindale Crescent home of Bishop Auckland Football Club © Copyright Peter Robinson and licensed for reuse under this Creative Commons Licence

<sup>2</sup> Heritage Park Tindale Crescent home of Bishop Auckland Football Club © Copyright Peter Robinson and licensed for reuse under this Creative Commons Licence

<sup>3</sup> [www.holdermathias.com/client\\_files/news/exterior\\_3\\_cropped\\_full.jpg](http://www.holdermathias.com/client_files/news/exterior_3_cropped_full.jpg)

<sup>4</sup> [http://www.davidmorleyarchitects.co.uk/uploads/projects\\_doing\\_projects-list\\_list\\_child\\_9\\_images\\_child\\_\\_image\\_-height\\_384px-4904.jpg](http://www.davidmorleyarchitects.co.uk/uploads/projects_doing_projects-list_list_child_9_images_child__image_-height_384px-4904.jpg)

<sup>5</sup> [www.bandk.co.uk/.../00-26591%20-%20012.jpg](http://www.bandk.co.uk/.../00-26591%20-%20012.jpg)

<sup>6</sup> [http://1.bp.blogspot.com/\\_kUJFpI7hEBA/Sq9SMX7afDI/AAAAAAAAAFw/VoUZCZqqfr4/s400/CENTRE+FOR+SPORT+%26+FITNESS.jpg](http://1.bp.blogspot.com/_kUJFpI7hEBA/Sq9SMX7afDI/AAAAAAAAAFw/VoUZCZqqfr4/s400/CENTRE+FOR+SPORT+%26+FITNESS.jpg)

<sup>7</sup> Serpentine Seating at the viewpoint above Mamhead © Copyright Roger Cornfoot and licensed for reuse under the Creative Commons Licence.

<sup>8</sup> [www.bedfontlakes.co.uk/.../northside19a.jpg](http://www.bedfontlakes.co.uk/.../northside19a.jpg)

<sup>9</sup> [http://www.esi.info/Images/profilePics/Grass\\_Concrete\\_Grasscrete\\_concrete\\_paver\\_system\\_12.jpg](http://www.esi.info/Images/profilePics/Grass_Concrete_Grasscrete_concrete_paver_system_12.jpg)

<sup>10</sup> [www.thomasengineeringpa.com/images/Swale%20.JPG](http://www.thomasengineeringpa.com/images/Swale%20.JPG)

<sup>11</sup> [www.defra.gov.uk/.../protect/attenupond.jpg](http://www.defra.gov.uk/.../protect/attenupond.jpg)

<sup>12</sup> <http://www.ecobuild.co.uk/var/uploads/exhibitor/23/jkevbv7vlh.jpg>

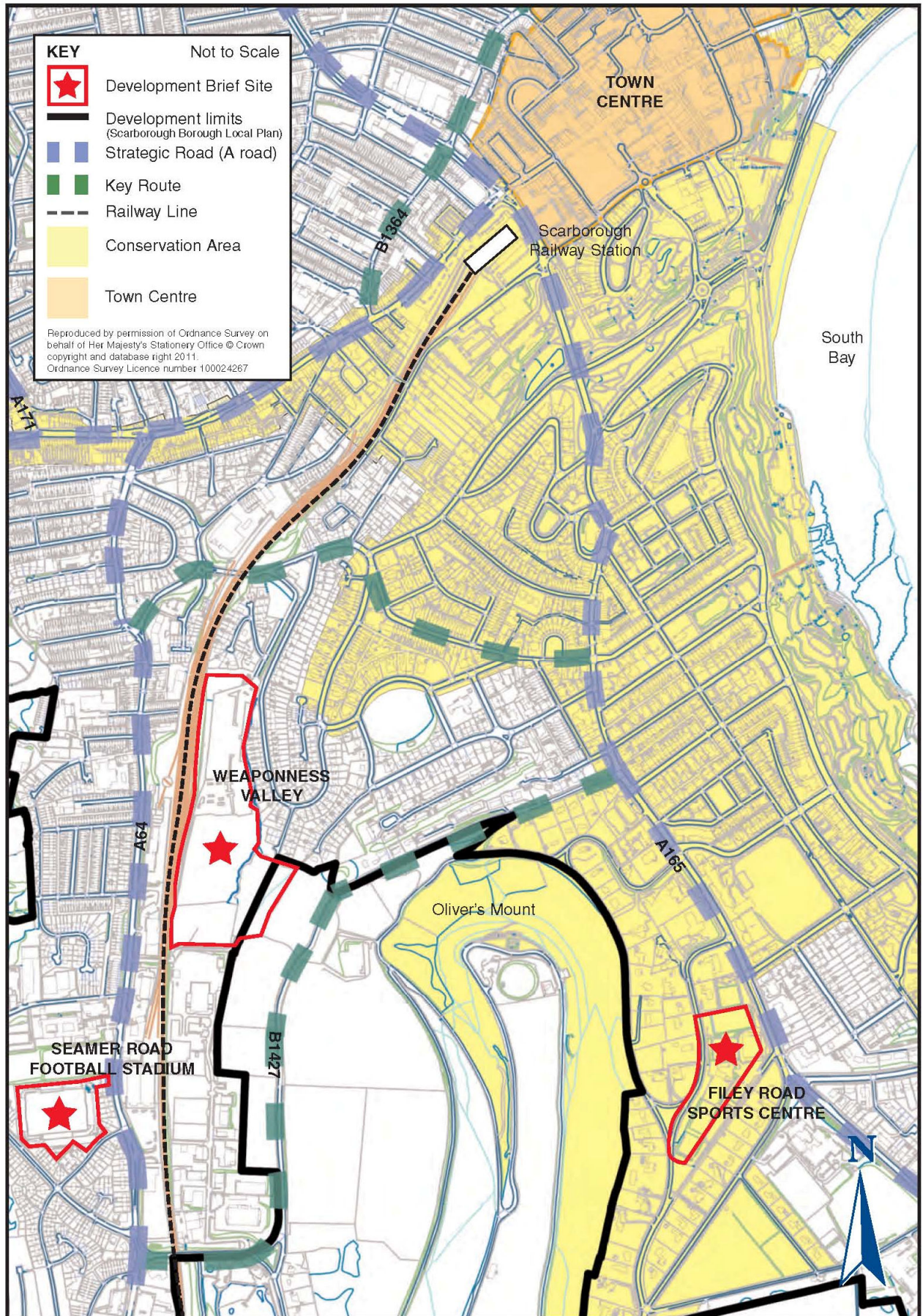
## **1.0 Introduction**

- 1.1 This is the Consultation Draft of a Development Brief (hereafter referred to as the 'Brief') which is being prepared to provide a guide to the future development of the former Weaponness Park and Ride facility, Ashburn Road, Scarborough (hereafter referred to as the 'site'). It has been prepared alongside the Development Briefs for the Seamer Road Football Stadium 'Seamer Road' and Filey Road Sports Centre 'Filey Road'. The strategic location of these sites is shown in Figure 1.1.
- 1.2 Subject to consideration of the results of consultation on this draft Brief, 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.
- 1.3 The Brief has been prepared by the Planning Service Unit following a thorough consideration of planning and related issues falling within the remit of Scarborough Borough Council.
- 1.4 The strategic location and precise boundaries of the site covered by the Brief are shown in Figures 1.1 and 3.1. The site is situated 1.2km to the southwest of Scarborough town centre on the western edge of Oliver's Mount. It lies adjacent to the railway close to A64, a major north – south route through the urban area and the main route linking Scarborough to York and Leeds. The site currently comprises two clearly divisible sub-areas. To the north lies a 2.4ha area of hard standing associated with the former Park and Ride facility. To the south lies 3.8ha of unkempt scrub land and vegetation.
- 1.5 Further to an appraisal of the site context and relevant planning policies and an analysis of constraints and opportunities, the Brief establishes development principles and parameters for the site, providing clear guidance to potential developers on issues including:
  - Land Use and Zoning
  - Siting and Scale
  - Access and Movement
  - Architectural Design and Appearance
  - Landscape Treatment and Open Space
  - Sustainable Design
  - Environmental Considerations
  - Planning Conditions and Obligations
  - Phasing
- 1.6 Guidance is also provided on the requirements and the process to be followed in the preparation and submission of a planning application(s) for the site. The final section presents the proposed consultation process for the Brief and future planning applications and how comments can be submitted with respect to these.
- 1.7 A summary of the key development proposals and parameters is summarised overleaf in Table 1.0. It must be emphasised that this table is an 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 1.0: Key development proposals and guidelines of the Brief

<b>Key Proposals / Guidelines</b>	
<b>1</b>	Development of a new single site football ground and multi – use sports and leisure village for the town.
<b>2</b>	Introduction of complementary uses on residual land, possibilities include education / student accommodation, healthcare, office and residential (including affordable provision).
<b>3</b>	Existing vehicular access from Ashburn Road to serve the development. Car and coach parking to be provided within the site.
<b>4</b>	Cycle, pedestrian and public transport movement prioritised and linkages with the surrounding area enhanced.
<b>5</b>	Football ground should be located to the south of the site with sports and leisure facilities adjoined directly to the north. Other uses on residual land located to the northern extent of the site.
<b>6</b>	Siting of development in a linear configuration parallel to the railway line in order to maximise the separation distance with residential properties on Weaponness Valley Road.
<b>7</b>	Scale and massing of buildings should be informed by an analysis of any potential impact of the development on key viewpoints, Edge Hill and Oliver’s Mount, and on nearby properties.
<b>8</b>	Developers are encouraged to adopt a bespoke and innovative design approach and to create a high quality contemporary style building form. This should utilise materials, elevation treatments and roof profiles to create distinctive buildings that accommodate large volume uses without appearing utilitarian or obtrusive.
<b>9</b>	Landscape framework that retains and enhances the character of the surrounding area, including publicly accessible landscaped setting to sports village on eastern flank of the valley. The development should also contribute towards ecological diversity and integrate ‘soft’ Sustainable Drainage System measures.
<b>10</b>	Application of sustainable development principles through regard to development patterns and building designs that make the most efficient use of land, reduce the need to travel (particularly by private car), reduce waste and demands for energy.
<b>11</b>	Requirement for assessment of environmental considerations, including ecology, flood risk, ground contamination, noise, artificial lighting and utilities. This is likely to require an Environmental Impact Assessment (EIA).
<b>12</b>	Development phasing sequence that minimises disruption to local residents, the highway network and ecological assets. Development of the sports and leisure facilities front loaded into the sequence, with that of any residual land and the open space following and prior to redevelopment of Filey Road Sports Centre.
<b>13</b>	A comprehensive approach to the development is required; a full planning application for the whole site is encouraged.
<b>14</b>	Consultation with the Council and key stakeholders, including the public, should form part of the pre – application design process.

Figure 1.1: Strategic location plan



## 2.0 Purpose of the Brief

### *Background*

- 2.1 In April 2007 the Council appointed Strategic Leisure Limited (SLL) to investigate issues relating to the long – term management and provision of sport and leisure facilities within the Borough. The study identified that:
- The Council has an ageing portfolio of sports and leisure facilities that require investment. The quality of the existing indoor provision appears to be having an adverse impact on the levels of usage.
  - There is limited availability of capital and revenue funding from within the Council and a reliance on external funding streams. This is unsustainable and may result in improvements to facility provision not being delivered, particularly given the reductions in public grant aid for sport. This points to the need to capitalise on opportunities for partnerships with the private sector and commercial enterprise.
  - With the exception of Whitby Leisure Centre, remaining Council sites are single facility sites which are not always cost effective to manage and operate.
  - There is a lack of facilities for disabled users with the exception of Whitby Leisure Centre.
  - Provision of indoor facilities needs to reflect the requirements of residents as a priority, but also cater for visitors given the economic benefits that could be captured from their seasonal influx.
- 2.2 It concluded that the development of a modern, centrally located, multi – purpose sports and leisure village within Scarborough could address these issues.
- 2.3 In January 2009 a report was presented to the Council Cabinet detailing that the Council owned football stadium off Seamer Road is in a dilapidated condition and that the financial costs of returning it to an acceptable standard to resume playing football are both significant and prohibitive. As a result, competitive league football would unlikely be able to return to Scarborough unless a new football ground were to be developed. Reflecting upon the outcome of the earlier Strategic Leisure Limited study, the report identified the possibility of developing a new football ground alongside a multi – purpose sports and leisure village. The report also recognised that if the new ground incorporated an all weather pitch it would be capable of being hired out on a regular basis for a range of sports and to a range of users, including organised competitive sports clubs, community groups and members of the public.
- 2.4 Further to these identified opportunities the Council propose to develop a single site football ground and multi – use sports and leisure village. This is consistent with the strategic objectives of the Leisure Strategy 2005 – 2010 and the Sustainable Community Strategy 2010 – 2013 which aim to improve the level and quality of sports and leisure facilities within the Borough. A single site development will achieve cost efficiencies in day to day management operations and provide scope for the football ground and sports and leisure facilities to cross – subsidise one another, thus creating an economically sustainable facility in the long – term.

2.5 Following an appraisal of sites within the Borough the Council owned Weaponness Valley site has been identified as the preferred location for the development (Appendix A). This conclusion is based upon two principal factors:

- Firstly, national planning policy guidance documents PPS4 and PPG17 advocate the siting of intensive sport and leisure uses within the closest possible proximity of a town centre in order to support its vitality and viability and ensure that facilities are accessible to a wide catchment area encompassing all sectors of the community. The site is located within the town's urban area and development limit boundary as defined in the Scarborough Borough Local Plan; it is the only available and deliverable predominantly brownfield site within good proximity of the town centre of a size appropriate to accommodate the type and scale of development proposed.
- Secondly, the site lies in an accessible location approximately 1.2km from the railway station and town centre and in close proximity of the A64, a key route into the town which is served by Park and Ride and timetabled bus services that connect the local and regional area. It is therefore not only accessible to residents of the town but also seasonal visitors and travelling supporters to the football ground.

2.6 Other sites are considered much less suitable due to a range of factors including: significant physical constraints (i.e. topography and conflict with adjacent land uses); poor relationship to the urban area and the town centre; poor accessibility; and planning policy that restricts or precludes development (i.e. relating to open space and the open countryside).

2.7 The Council propose to work with a private sector partner on the delivery of the project. This will involve an 'enabling development approach' whereby a developer will finance and construct the football ground and sports and leisure village at Weaponness Valley in exchange for the Council owned Seamer Road Football Stadium 'Seamer Road' and Filey Road Sports Centre 'Filey Road' sites. These would then be developed for alternative uses by the developer in order to recoup costs associated with Weaponness Valley and generate profit.

2.8 The Council's overall vision for the development of Weaponness Valley is consistent with the corporate aim to create healthy and vibrant communities:

*'Working in partnership with a private sector partner(s) the Council will create an accessible, sustainable and high quality sports and leisure village which will meet the needs of all members of the town's community and facilitate the return of competitive football back to Scarborough.'*

2.9 The development of the site will be considered successful if it:

- Sustains existing and stimulates new participation in sport and active leisure in the Borough;
- Provides modern environmentally sustainable facilities which optimise flexibility of space and which can accommodate the requirements of a number of sports and community uses;
- Provides a new football ground which secures a sustainable future for competitive football within the Borough;
- Provides fit for purpose high quality sports and leisure facilities that meet National Governing Body (NGB) competition standards;

- Provides facilities accessible to all members of the community, maximising opportunities to promote access by foot, cycle and public transport and reduce reliance on the private car; and
- Operates on an economically sustainable business model which minimises public capital and revenue expenditure.

### *Status of the Brief*

2.10 This Brief provides a guide to the development of the Weaponness Valley site on the assumption that the Council decides to relocate existing sports facilities in the town. The redevelopment of Seamer Road and Filey Road will be guided by separate Development Briefs. The objectives of the Briefs are:

- To set the context for future development and land management of the site; and
- To ensure a comprehensive and planning led approach to the future development of the site, which is linked to the redevelopment of Seamer Road and Filey Road.

2.11 The Brief will help to secure or contribute to:

- The introduction of uses which will deliver extensive community, social and economic benefits to the town;
- A form of development which integrates sympathetically with the adjacent uses and minimises impacts such as noise, highway safety and visual amenity;
- The protection of ecological assets, including protected species;
- High quality architectural design and landscape treatments that respect and enhance the setting of the site and a key gateway on one of the main approaches into the town;
- The enhancement of existing, and the creation of new, pedestrian and cycle movement routes that integrate the development with its surroundings;
- A design approach underpinned by sustainable development principles;
- A form of development that capitalises on the strategic location of the site and its accessibility to sustainable modes of travel; and
- Developer contributions towards required infrastructure.

2.12 The Brief has been prepared in the context of saved policies from the Scarborough Borough Local Plan, the Regional Spatial Strategy (RSS) and emerging policies in the Local Development Framework which is currently in the process of preparation. It will therefore provide an up to date framework for future development on the site, taking account of adopted policies and regeneration needs of the town.

2.13 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, regional 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.

### 3.0 Site and Surroundings

- 3.1 The site is located approximately 1.2km to the southwest of the town centre on the western edge of Oliver’s Mount (Figure 1.1). It is bounded to the west by the railway line, to the east by Weaponness Valley Road and woodland, to the north by Ashburn Rise and to the south by industrial buildings (Figure 3.1).
- 3.2 As illustrated in Figure 3.2, the area to the north and east of the site is predominantly residential. It is characterised by semi – detached and detached bungalows and 2 – 2.5 storey dwellings with front and rear gardens and driveway parking (Images 3.1 – 3.2). The area to the south and west (immediately beyond the railway line) is characterised by utilitarian industrial buildings and car showrooms, areas of hard standing and vacant land (Images 3.3 – 3.4). The area beyond the A64 is predominantly residential (Image 3.5 – 3.6).



Image 3.1: Properties on Weaponness Valley Road to the eastern boundary of the site



Image 3.2: Properties on Weaponness Valley Road overlooking Ashburn Road



Image 3.3: Industrial units beyond the railway line to the west



Image 3.4: Car showroom beyond the railway line to the west



Image 3.5: Residential properties on the A64



Image 3.6: Residential properties on the A64

3.3 There are two points of access into the site (Figure 3.3):

- The principal access is to the northeast corner off Ashburn Road (Image 3.7). To the north Ashburn Road joins with Valley Road via a priority controlled junction, from which, connection can be achieved with the A165 to the east and the A64 to the west. These are principal highway routes into and out of Scarborough. Directly to the east of Ashburn Road lies Weaponness Valley Road. These roads run parallel to each other, separated by a wide grass verge. Weaponness Valley Road is served by the local Scarborough & District Bus Service 4 which provides connection to the town centre.
- A secondary access is located to the southwest corner off the A64, Seamer Road. This access is an unnamed road which runs beneath a railway bridge with a restricted height of 3.0m (Image 3.8). It connects to the A64 via a priority controlled junction. The A64 is served by the local Scarborough & District Bus Services 7, 17 and 28, the Scarborough Park and Ride Service 64 and the regional Coastliner Service 843 which connects Scarborough to York and Leeds.



Image 3.7: Site access from Ashburn Road



Image 3.8: Height restricted railway bridge

Figure 3.1: Site plan

Figure 3.2: Adjacent land uses

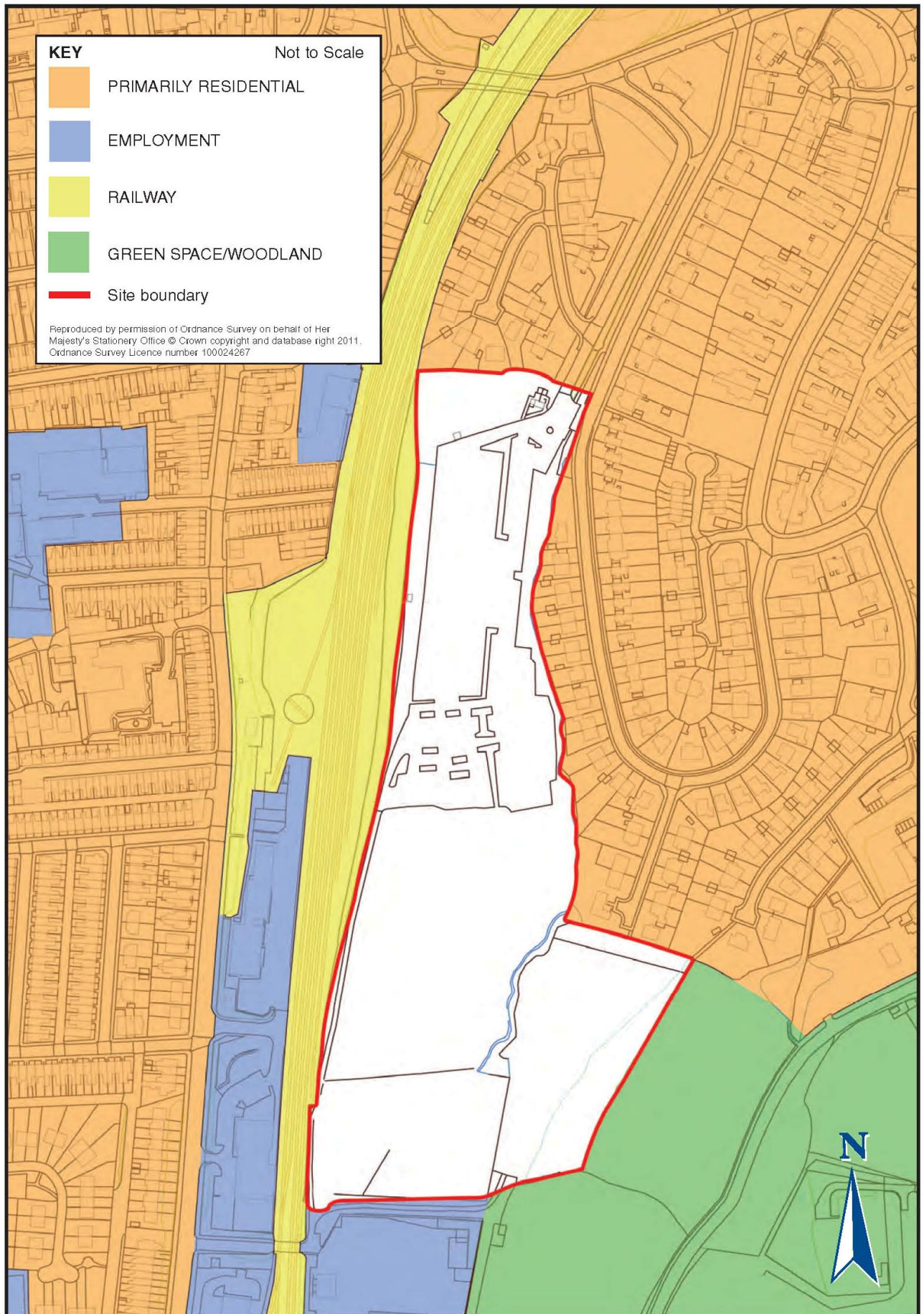
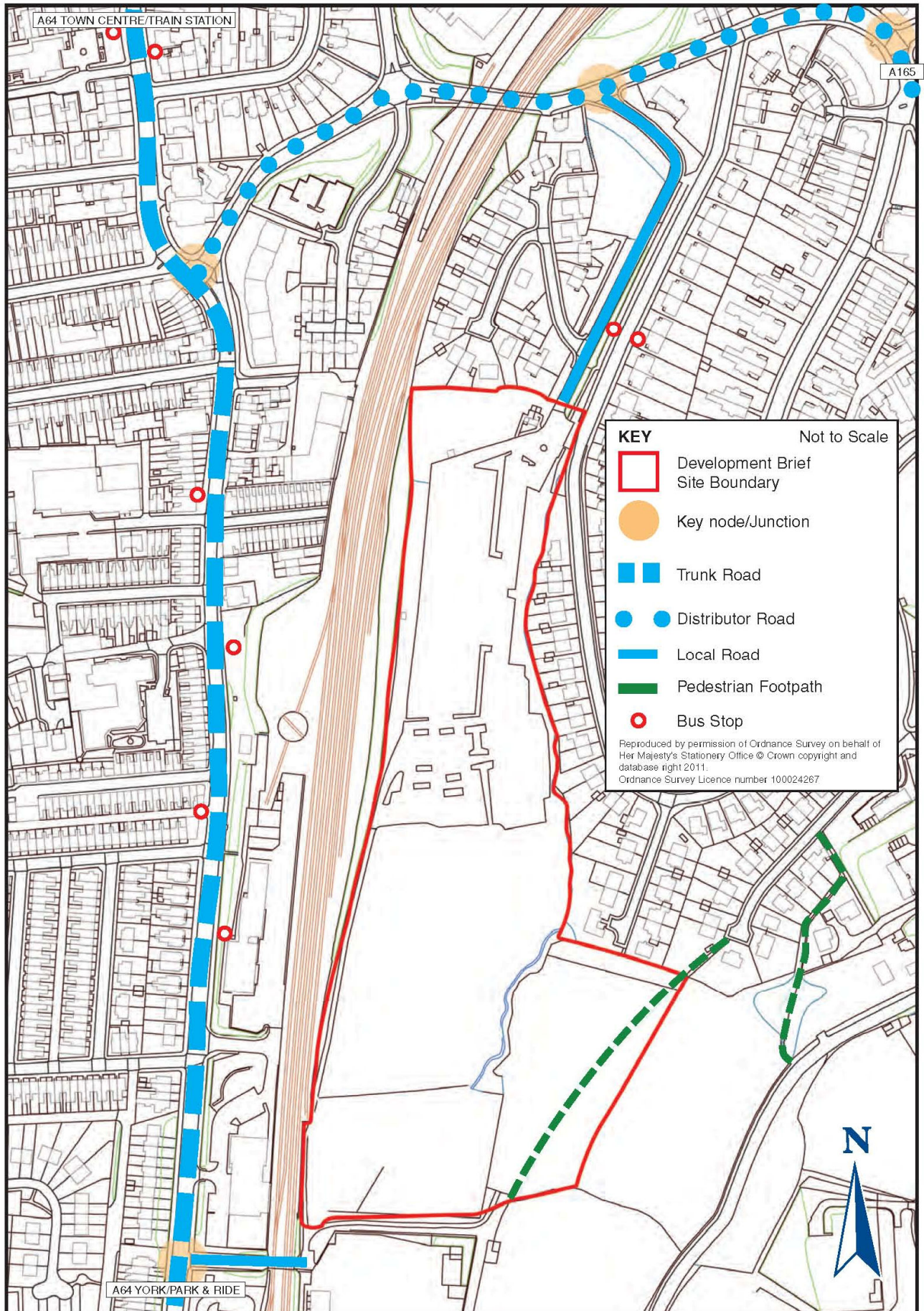


Figure 3.3: Access and connectivity



- 3.4 Pedestrian facilities in the area surrounding the site are well developed with well maintained footways running alongside the main components of the road network. Footpath links to Oliver’s Mount and the southern suburbs of the town exist but are not particularly direct or user friendly. There are a range of services and employment areas located within walking distance of the site. These include: local primary schools, the retail and commercial units on Seamer Road and Falsgrave Road, the railway station and the town centre.
- 3.5 In total the site occupies approximately 6.2ha. It currently comprises two clearly divisible sub-areas (Figure 3.4). To the north lies a 2.4ha area of hard standing associated with the former Park and Ride facility which operated at a peak time capacity of circa 400 cars and 100 coaches. Public conveniences are located to the northern boundary of this area (Image 3.9 – 3.10). To the south of the site lies 3.8ha of unkempt scrub land and vegetation (Image 3.11).



Image 3.9: Hard standing to the north of the



Image 3.10: Public conveniences



Image 3.11: Scrub land to the south of the site



Image 3.12: Grazing land to the southeast

- 3.6 As illustrated in Figure 3.5, the site and its surrounding environment is characterised by a varied topography. In general terms the site slopes south to north with a fall of approximately 11.5m. The site also slopes west to east. This is most severe in the southern sub-area where the level falls 8m before it rises again towards Queen Margaret’s Road. At the mid-point of the site the cross fall from west to east is approximately 7m and at the northern boundary it varies between 4 – 4.5m. A railway embankment rises above the site to the west, its height gradually decreasing from north

to south. Further to the west on the A64, a mix of 2 – 3 storey terraced and semi – detached properties sit on a slightly elevated position facing towards the site. To the north (Ashburn Rise) and east (Weaponness Valley Road) residential dwellings also occupy an elevated position above the site.

- 3.7 To the southeast of the site and south of Weaponness Valley Close is a field (Image 3.12) traversed diagonally by a public footpath. The field is characterised by a steep topography that would severely limit any potential for development.
- 3.8 Along the eastern boundary of the northern sub area is a beck flowing south to north (Figure 3.4). This bisects the southern sub area on a southwest to northeast alignment, it is culverted in part. There is no recorded drainage system on the site, it is anticipated that currently some surface water from the hard standing will discharge into the beck. There is no recorded flooding on the site.
- 3.9 There are a number of trees on the site (Figure 3.4). None are protected by Tree Preservation Orders (TPOs). The trees principally occupy the northern, eastern and western boundaries. However, there are also additional trees within the open areas of the site. To the north these consist of landscaping in the former car and coach park, and to the south self seeded growth along the length of the beck. An ecological walkover undertaken in 2008 identified that the site has the potential to support ecological assets such as bats, great crested newts and birds with high conservation priority.
- 3.10 There are no extant planning permissions for the site and the planning history relates to operational development associated with its former Park and Ride use. Historical mapping dating from 1853 to present shows that the site has remained largely undeveloped other than for the Park and Ride and an area of approximately 1.4ha to the southern boundary which accommodated the town's gas works in the early to mid 20<sup>th</sup> Century. Consequently, potential contamination of the site needs to be taken into consideration.
- 3.11 There are records of electricity (over and under ground), gas and foul water utilities infrastructure within the site (Figure 3.6). These are located to the southern, south-eastern and western boundaries. Along the western boundary Network Rail require a standoff distance from the boundary fence of approximately 3.5m.

Figure 3.4: Existing site features

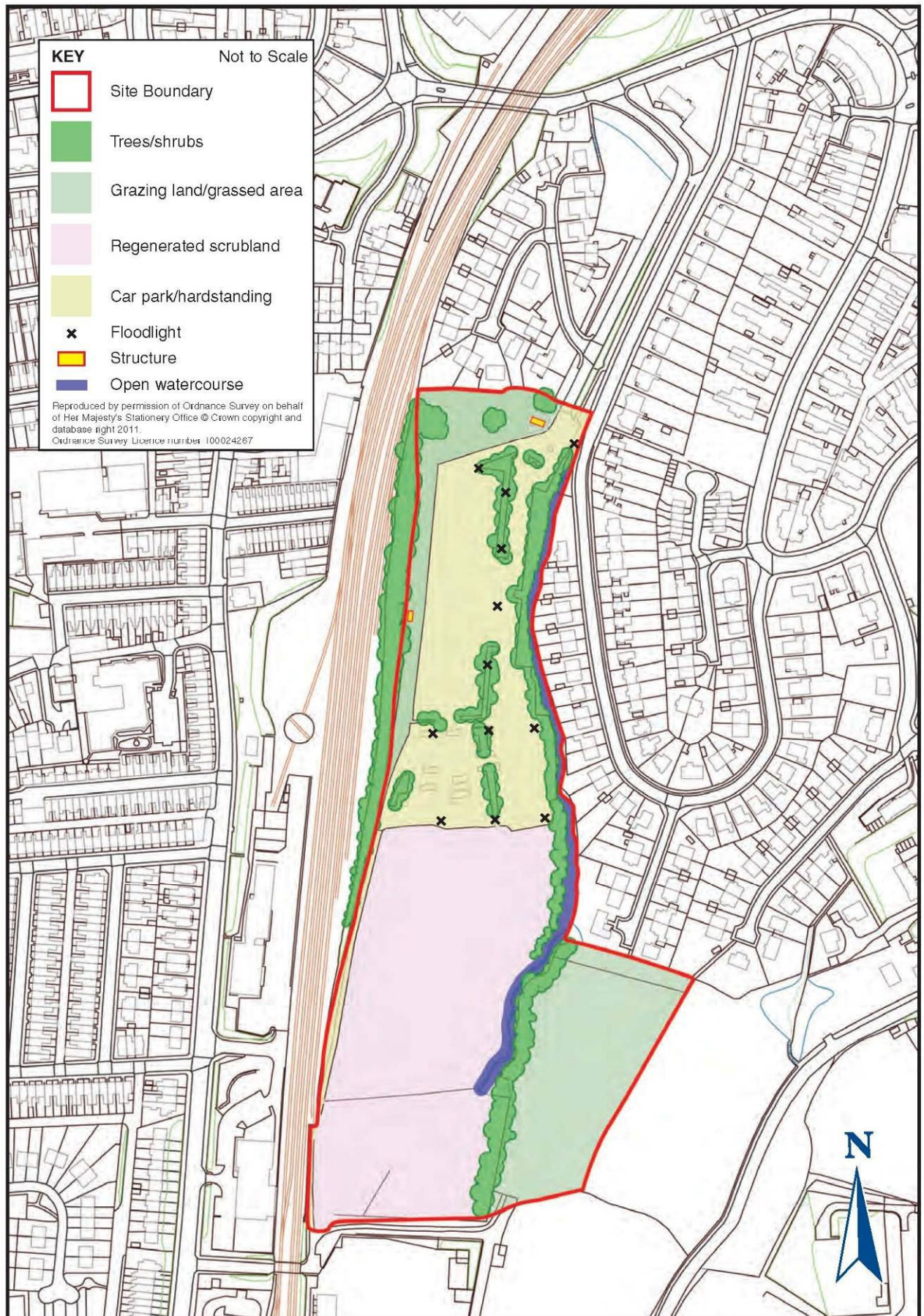


Figure 3.5: Topography and building heights

Figure 3.6: Utilities infrastructure

## **4.0 Planning Policy Framework**

- 4.1 The guidance provided in this Brief has been prepared having full regard to extant planning policy. Section 38 of the Planning and Compulsory Purchase Act 2004 indicates that where relevant planning determination shall be made in accordance with the Development Plan unless material considerations indicate otherwise. The relevant Development Plan for this Brief comprises of the Yorkshire and Humber Regional Spatial Strategy (2008) and the Scarborough Borough Local Plan (1999). The Local Plan will, in due course be replaced by Development Plan Documents forming part of the Local Development Framework. This section of the Brief sets out the local and regional planning policy context which has been considered in its preparation and which may be of relevance to bringing development proposals forward in the future. National planning policy set out in Planning Policy Statements and Guidance is also a key material consideration.
- 4.2 In the Localism Bill published in December 2010 the Government committed to abolish the regional tier of planning policy provided by Regional Spatial Strategies. When / if the Bill is enacted and becomes part of statutory law, the Yorkshire and Humber Regional Spatial Strategy (2008) will no longer form part of the Development Plan. It is anticipated that the Bill will be enacted by the end of 2011. Recent High Court decisions have confirmed that the RSS remains part of the Development Plan, but the Government's intended revocation of the document is a material consideration in making planning decisions.
- 4.3 Due to the changes in local planning policy that will be occurring over the next few years applicants are advised to contact the local planning authority to clarify which planning policies are extant at the time of preparing and submitting a planning application. The following policies represent the current and emerging planning policy.

### **Local Planning Policy**

#### ***Scarborough Borough Local Plan***

- 4.4 The Local Plan was adopted in April 1999. 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.
- 4.5 The Scarborough Borough Local Plan Proposals Map identifies that much of the site is located within the development limits of the town. A small area falls outside the development limit in the open countryside, with regard to Policy E1 new buildings are not proposed in this area.
- 4.6 The key 'saved' local plan policy includes:
- H3: Small Scale / Infill Housing within the Development Limits of Settlements;
  - 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;
- H10: Protection of Residential Amenity;
- H14: Nursing and Residential Care Homes;
- I5: Employment Development within Settlement Limits
- C6: Developer Contributions;
- C7: Foul and Surface Water Disposal; and
- R2: Open Space Provision within New Residential Developments; and
- R.5A: New and Improved Sport and Recreation Facilities.

### ***Local Development Framework (LDF)***

- 4.7 The emerging Local Development Framework (LDF) will provide the future planning policy context for the Borough. 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. 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 (these do not form part of the Development Plan and are therefore not material considerations in the determination of planning applications). The SPDs which have already been adopted must be taken into account alongside the development plan.

#### *Draft Core Strategy (Preferred Options) (November 2009)*

- 4.8 The Core Strategy DPD is linked to the Sustainable Community Strategy (SCS). The SCS document sets out the issues which local people and organisations think are key priorities for the future of the Borough. It recognises the relationship between the economy and factors such as environmental regeneration, housing, health, culture, citizenship and community safety as integral to sustainable development. One of the strategic objectives of the SCS is to create safe and healthy communities. Reference is given to the need to provide good quality homes and increase the availability of affordable housing within the Borough.
- 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.

#### *Supplementary Planning Documents*

4.11 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; and
- Education Payments SPD.

#### **Regional Planning Policy**

##### ***Yorkshire and Humber Plan Regional Spatial Strategy***

4.12 The 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 sets out the overall strategic vision for the Coast sub area and states that plans, strategies, investment decisions and programmes should, among other provisions:

- Focus most development on Scarborough;
- 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 within tourism, sport and recreation, and other employment generating development and major new infrastructure at Scarborough and Bridlington.

4.13 The following regional planning policies are of general relevance to the 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;
- 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;
- ENV1: Development and Flood Risk
- ENV2: Water Resources
- ENV5: Energy;
- ENV6: Forestry, Trees and Woodlands;

- ENV8: Biodiversity;
- ENV9: Historic Environment; and
- ENV11: Health, Recreation and Sport.

### **Other National and Local Planning Policy and Guidance**

4.14 This consists of a range of different nationally and locally produced planning policy documents, which although not part of the formally adopted development plan, are nonetheless material planning considerations. The documents relevant to this Brief are listed below:

#### ***National***

- PPS1: Delivering Sustainable Development and Supplement to PPS1: Planning and Climate Change;
- PPS3: Housing;
- PPS4: Planning for Sustainable Economic Growth;
- PPS5: Planning for the Historic Environment;
- PPG17: Planning for Open Space, Sport and Recreation;
- PPS9: Biodiversity and Geological Conservation;
- PPG13: Transport;
- PPG14: Development on Unstable Land;
- PPG23: Planning and Pollution Control;
- PPG24: Planning and Noise; and
- PPG25: Development and Flood Risk.

#### ***Local***

- North Yorkshire County Council – Transport Issues and Development Guide (2003);
- Interim Housing Position Paper (2010);
- The Weaponness Character Appraisal and Management Proposals (2007); and
- Sustainable Building – Guidance for Developers (2008).

4.15 In addition, there are a number of useful information sources that may be useful in developing proposals:

- BS5837:2005 Trees in Relation to Construction;
- Department of the Environment, Transport and Regions – By Design: Urban Design in the Planning System Towards Better Practice;
- Department for Transport: Manual for Streets (2007) and Manual for Streets 2 (2010);
- Football Association – National Ground Grading: Category C (2010);
- Sport England – Active Design (2010);
- Sport England – Accessible Sports Facilities (2010);
- Sport England – Sports Halls: Design and Layouts (2010);
- Sport England – Design Guidance Note: Swimming Pools (2008);
- Sport England – Design Guidance Note: Fitness and Exercise Spaces (2008);
- Sport England – A Guide to the Design, Specification and Construction of Multi – Use Games Areas (MUGAs), Part 1 (2004); and
- Department for Culture Media and Sport – Guide to Safety at Sports Grounds ‘The Green Guide’ (2008); and

- Kissing Sleeping Beauty: A Strategic Development Framework for Scarborough (July 2003).

## 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*

- Proximity to town centre, service and public transport links;
- Large site under single ownership and available for redevelopment;
- The majority of the site is located within the urban area and defined development limit;
- Within close proximity to the A64, a main north – south route through the urban area and the main route linking Scarborough to York and Leeds;
- Existing development to the west and south is non – residential in nature
- There are only limited uninterrupted views of the site from key vantage points such as Oliver’s Mount; and
- Northern vehicular access arrangement already accommodates cars and coaches.

### *Constraints*

- Possible land contamination within southern sub – area;
- Railway line is a potential noise source;
- Network Rail interface distance and rights of access;
- Utilities infrastructure (electricity, gas, water and telecoms) present on site;
- Varied topography across the site, most notable within southern sub - area;
- No recorded surface water drainage infrastructure. Surface water discharges into a beck along the eastern boundary (culverted in part). Potential to increase flood risk on the site and other areas.
- Trees on site, particularly to the eastern and western boundaries;
- Potential to support ecological assets, including protected species;
- Vehicular access to the south east is constrained by a height restricted railway bridge and its junction with the A64 is unsuitable to accommodate traffic associated with development of the site;
- Proximity to primarily residential area to north and east (through which access is principally achieved);
- Residential properties with views across the site; and
- Vehicular access to the north will need to accommodate all traffic associated with the development.

### *Opportunities*

- To facilitate the return of competitive football back to the town;
- To facilitate the development of a state of the art multi – use leisure village;
- To remediate and re – use an underused site;
- To enhance the quality of sports and leisure facilities in the Borough;

- To introduce a limited element of complimentary uses such as residential, healthcare, education or office development. These could diversify the town's mix of accommodation, generate employment opportunities and enhance service provision for local residents;
- To develop highway transport infrastructure, including pedestrian, cycle and public transport links;
- To enhance the character and appearance of a key gateway site for rail users on the approach to Scarborough; and
- To create an area of publicly accessible open space, including enhancement of pedestrian / cycle linkages with Oliver's Mount;
- To enhance biodiversity of the site.

### *Threats*

- Potential for abnormal costs associated with land remediation and re-routing of utilities infrastructure (if necessary);
- Overdevelopment or poorly designed development could impact upon the local highway network, adversely affecting local residential amenity and movement into and around the town;
- Leisure and employment uses could threaten viability and regeneration of town centre;
- Need to find alternative location for coach parking.

5.2 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 and 7.0.

## **6.0 Development Principles and Parameters**

6.1 This section of the Brief sets out the general principles and parameters that should guide the development of proposals for the site. Developers are expected to relate to these within supporting documentation (such as the Design and Access Statement) and to demonstrate compliance with the specific requirements of national, regional and local planning policy and guidance as outlined in Section 4.0.

### **Location**

6.2 The development of the Weaponness Valley site for sport and leisure use is supported by the extant 'saved' Policy R.5A of the Scarborough Borough Local Plan which permits new sport and recreation facilities within or adjacent to settlements subject to certain criteria. The criteria relevant to the site seek to protect and promote:

- The use and enjoyment of adjacent land and neighbourhoods;
- The appearance of the surrounding area;
- Nature conservation interests;
- Highway safety and opportunities for sustainable modes of transport.

6.3 Weaponness Valley is the most appropriate available location within Scarborough for a multi-purpose sports and leisure village. This is demonstrated through the appraisal of alternative sites undertaken within the context of PPS4 and PPG17 contained within Appendix A. (In accordance with PPS4, any planning applications for leisure development or town centre uses would still need to be accompanied by formal sequential and impact assessments. This appraisal provides a starting point for such assessments but its primary purpose is to demonstrate how the Council has come to the conclusion that Weaponness Valley is the most appropriate location for the proposed development).

6.4 PPS4 and PPG17 advocate the siting of intensive sport and leisure uses within the closest possible proximity of a town centre in order to support its vitality and viability and ensure that facilities are accessible to a wide catchment area encompassing all sectors of the community. The site is located within the town's urban area and development limit boundary; it is the only available and deliverable site within close proximity of the town centre of a size appropriate to accommodate the type and scale of development proposed. Furthermore, it lies in an accessible location approximately 1.3km from the railway station, directly adjacent to bus stops on Weaponness Valley Road and in close proximity of the A64, a key route into the town which is served by timetabled bus services. These sustainable transport options readily connect the site to the local and regional area. It is therefore not only accessible to residents of the town but also seasonal visitors and any travelling users / supporters to the football ground.

### **Use and Amount**

#### **a) Sports and Leisure Village**

6.5 The Council's desired specification for the sports and leisure village is outlined below. This should be discussed and agreed with the Council prior to commencement of the design process:

- 1) A new football ground to Football Association (FA) Grade C comprising:

- Capacity of 1,950 with the capability to expand up to 3,000 in the future;
- Covered viewing for 500 including covered seating for 250;
- Third Generation (3G) playing surface; and
- Floodlighting.

(N.B the Council may decide to vary the pitch specification to require a grass, hybrid (or other surface type) pitch in accordance with the FA Performance Quality Standard).

2) Sport and leisure facilities comprising:

- 25m eight lane competition swimming pool, learner pool and spectator seating for 500;
- Aerobics and Gymnastics Suite;
- Squash Courts;
- Sports Hall including provision for badminton, basketball court, five a side football, hockey, netball and volley ball;
- Cardiovascular / Weights Suite;
- 2no. external all weather MUGAs – 1no. Type 1 – Tennis / Mini – Tennis and 1no. Type 4 – Football / Basketball;
- Community room; and
- Public bar and function room.

(N.B. The above list is an indication of the Council's current aspirations for the leisure village. It may differ following further consultation and discussions with potential private sector partners in terms of deliverability. It is also dependent on the Council's decision on the location and level of swimming facilities which currently consist of the six lane pool at Ryndle Crescent).

3) Provision for operational car and coach parking, servicing and amenity landscaping.

6.6 Detailed design guidance for these facilities is contained within the Football Association and Sport England documents referenced in Section 4.0. These can be sourced from [www.thefa.com](http://www.thefa.com) and [www.sportengland.org](http://www.sportengland.org) respectively.

6.7 Appendix B details a case study example of a recently completed FA Grade C football ground at Bishop Auckland Football Club, County Durham which contains elements similar to those outlined above. The inclusion of this example is solely intended to give an impression of the scale and type of facilities which may be provided on the site. It is not implied that the details as shown would necessarily be acceptable in design or planning terms on the Weaponness Valley site.

## **b) Residual Development**

6.8 Further to the provision of the facilities above, there may be residual land available adjacent to the sports and leisure village to introduce an element of other uses complementary to the site and the surrounding area which will diversify the range of benefits that can be achieved. Other uses considered acceptable include:

- Education facilities (including student accommodation);
- Office space; and

- Healthcare facilities, subject to no adverse impact on highways.
- 6.9 Residential development may be considered as a secondary use to those referred to above, subject to an appropriate siting arrangement within the development and consideration of the noise environment associated with the railway line.
- 6.10 The provision of any form of residual development on the site is secondary to the overriding goal of providing a new football ground/leisure village. It should not jeopardise planning permission being obtained for the sports/leisure facilities. For example, if the cumulative traffic generated by this and a use (such as a large scale health facility) would create a substantial volume of traffic, adversely affecting the highway network, then the sports facilities should take priority. In this scenario, a residual use which generates less traffic would need to be found.
- 6.11 The mix and amount of other uses will be dependent upon detailed design; proposals will therefore be considered on a case by case basis with regard to the relevant planning policy / guidance and factors such as residential amenity, access arrangements and any environmental constraints. Further guidance on affordable housing and other planning obligations which will apply to residential development is contained in Section 7.0.
- 6.12 Due to a range of constraints, most notably the steep topography, the field to the south of Weaponness Valley Close is not being proposed for new built development. This area could be enhanced through structural landscape design to create a publicly accessible informal open space for the benefit of sports village users and local residents. This would align with the unsaved Scarborough Borough Local Plan Policy L14 which sought to develop The Mere and Oliver's Mount into a country park and area for quiet enjoyment of the landscape. Although the policy no longer forms a material consideration in the determination of planning applications the Council consider that it would be beneficial to the residents of the town for the treatment of the field to reflect this aspiration.

### **Siting and Zoning**

- 6.12 Figure 6.1 presents an indicative layout which demonstrates how development could be sited taking into consideration the Council's key principles and parameters outlined within this Section. The illustrative proposals are not intended to be prescriptive and have been developed for information only. It is not implied that the proposals as shown would necessarily be acceptable in design or planning terms.
- 6.13 Due to the area of land required to accommodate the football ground and reduce impact on residential properties, its location is shown as being on the southern part of the site. For the purposes of operational efficiency it is anticipated that the sports and leisure facilities would directly adjoin the football ground on the central part of the site. Other uses on any residual land would be located to the northern extent of the site. The areas marked as public open space are generally too steep for any new building.
- 6.14 To maximise the separation distance with residential properties on Weaponness Valley Road development should be sited in a linear configuration as close as practicable to the western boundary without impacting upon the operational requirements of Network Rail. It is recommended that Network Rail is consulted at an early stage. The area between the development and the eastern boundary should remain relatively open in character, accommodating elements such as the access road, car parking and amenity landscape planting. It could also provide a useful buffer from the beck in the event of flooding.

- 6.15 In the siting of development consideration should be given to the noise environment associated with the railway line and also the potential impact of noise generated by the development on adjacent residential properties. For example, as illustrated in Figure 6.1, an opportunity may exist to locate the MUGAs adjacent to the railway line and enclose them with the sports centre building. This would contain noise and also any artificial light if floodlights are utilised. Other constraints to take into account with respect to the siting of development include: utilities infrastructure, topography, existing trees, the beck and ecological assets. These are examined in greater detail later in the Brief.

### **Scale**

- 6.16 In general terms the site sits in a relatively prominent position at the base of a valley with residential areas and open land occupying elevated positions to the north, east and west. The scale and massing of buildings should be informed by an analysis of any potential impact of the development on key viewpoints, in particular directly adjacent residential properties, the railway/A64, the hillside to the west of Edge Hill and Oliver's Mount, (the latter is identified as a key viewpoint by Local Plan Policy E27). A visual impact appraisal detailing the relationship of the development proposal with its surrounding environment should be submitted as part of the planning application package and / or the visual / landscape impact assessment forming part of the EIA. Information should be presented using photomontages and 3D modelling images.
- 6.17 In addition, to ensure that the siting and scale of the development does not create shading that impacts upon natural light levels within the development and on adjacent residential properties, the design process should be informed by a sun path analysis assessment. This will also be important in maximising the benefits that can be achieved through bioclimatic design. The assessment should be included within the Design and Access Statement.
- 6.18 The form of development required to accommodate the football ground facilities and large volume spaces such as sports halls, fitness suites and swimming pools is inherently 'box like' and relatively large – scale. The design approach should seek to explore opportunities to minimise the apparent scale and massing of buildings. These may include measures such as: the re - profiling of the varying topography of the site to create lower ground levels; utilisation of the railway embankment and tree cover as visual barriers; varied roof profiles; and materials to create visual interest and architectural detailing and materials that avoid reference to utilitarian 'industrial' architecture.
- 6.19 The amount and scale of development associated with a new football ground of FA Grade C standard will be a reduction on that which exists at the Seamer Road Stadium. Whilst the existing Stadium comprises covered accommodation for 6,400 spectators within stands and terraces on each side of the pitch, the new ground would have a capacity of 1,950 with covered accommodation for 500 spectators, of which at least 250 must be seated. As a guide Appendix C provides details of a recently completed FA Grade C football ground for Bishop Auckland Football Club, County Durham. The covered accommodation requirement comprises a covered 250 seated stand and 750 covered standing terrace, the remaining 1000 spectators are accommodated on open hard standing around the perimeter of the pitch (Images 6.1 – 6.2). The seated stand measures approximately 7m – 8.5m in height and the covered terrace approximately 4m – 5m in height. It is envisaged that a similar amount and scale of development would be utilised at Weaponness Valley.



Image 6.1: Seated stand



Image 6.2: Covered standing terrace

### Access and Movement

- 6.21 The access and movement strategy is outlined in general terms in Figure 6.1.
- 6.22 The existing vehicular access to the northeast corner of the site off Ashburn Road would be the primary access serving the proposed development. Other routes have been examined, but they are unsuitable to accommodate any significant increase traffic flows for reasons indicated below:
- The low bridge under the railway line, close to the southwest corner of the site, emerges onto a busy stretch of the A64 at a junction which is not controlled by signals; it also would not accommodate high vehicles.
  - A direct link to the stretch of Queen Margaret's Road to the east would be unfeasible due to the steep topography.
  - Whilst a link could in theory be provided to the road serving the Queen Margaret's Road Industrial Estate to the south, the existing highway is not of an adequate standard to accommodate any significant increases in traffic. The widening/realignment works, which would be required to bring it up to a suitable standard, would be dependent on the acquisition of land in a number of ownerships, making this option impractical.
- 6.23 Directing most of the traffic onto Ashburn Road and subsequently Valley Road would clearly have an impact on these and other roads in the vicinity, which would have to be thoroughly assessed. Nonetheless, Valley Road/Westbourne Grove is a key existing east-west route through the town and benefits from the regulation afforded by signal controlled junctions at either end on Seamer Road and Filey Road. The full impact of the development can only be accurately estimated once its traffic generation potential has been quantified and this would be undertaken in the form of a Transport Assessment submitted with a planning application. Both this and the accompanying Travel Plan would need to contain a package of mitigation measures which may include optimising existing signals or the introduction of signal controls on the Ashburn Road junction.
- 6.24 Due to the nature of movement patterns associated with sporting developments (i.e. a concentration of vehicles arriving / departing in a relatively short time period on match days) a situation may arise where developers need to explore opportunities to introduce temporary traffic control measures to manage flows on the highway network. This could

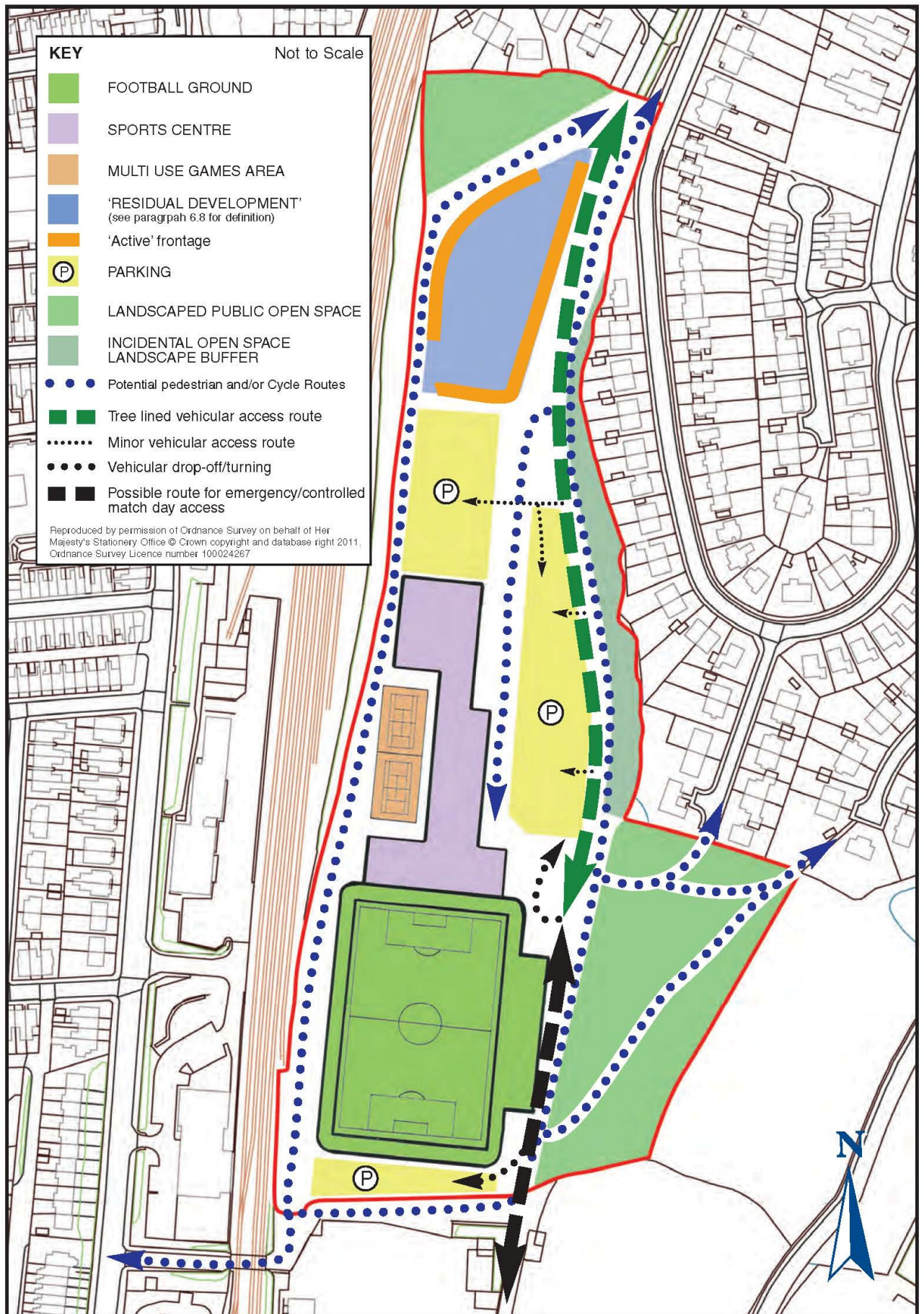
involve the provision of an additional vehicular access which may be operated on an occasional basis, such as before and after football matches. Two potential options exist for such an arrangement; the existing height restricted vehicular access to the southwest corner of the site of the A64 (although the previously identified issues relating to this route may limit its effectiveness); and / or to the south alongside the eastern boundary fence of the industrial facility where it could link into the estate road which connects to Queen Margaret's Road. The design specification, operation and the long – term management of such an access would be subject to discussion and possibly legal agreements. There is the potential for such vehicular access routes to also be used as cycle / pedestrian routes, and in the case of the latter route to the south as an emergency service access. In addition, developers are expected to give consideration to how parking on nearby residential roads will be managed to prevent visitors to the football ground and sports centre impacting upon local residents parking provision.

- 6.25 Planning applications must be supported by a full Transport Assessment which details the vehicular movement strategy, the nature and extent of any impacts on the highway network and the nature of any highway infrastructure improvements if required. It should also include an outline Traffic Management Plan addressing issues such as directional signage, the management and enforcement of parking restrictions and how temporary access roads would be operated. The scope of the Transport Assessment should be discussed with the Council, the North Yorkshire County Council Highways Department and the Highways Agency.
- 6.26 As stated in Paragraph 6.14, it is anticipated that the internal highway will extend southwards parallel to the eastern boundary in order to contribute towards the creation of a landscaped area between the residential properties on Weaponness Valley Road and the proposed development.
- 6.27 Internal highways should be designed and constructed to adoptable standard and accompanied by pedestrian footways and cycle lanes as agreed with local planning and highway authorities. Design features should be utilised to ensure pedestrian and cycle priority and encourage low vehicle speeds. Appropriate provision should be made for the emergency services and operational servicing requirements. Developers will need to refer to the DfT's 'Manual for Streets', 'Manual for Streets 2' and the DCMS 'Guide to Safety at Sports Grounds'.
- 6.28 When considering on – site parking requirements reference should be made to the North Yorkshire County Council – Transport Issues and Development Guide (2003). Provision should be made for car, coach, motorcycle and cycle parking, including a proportion of spaces for disabled users.
- 6.29 A key priority for the movement strategy should be the creation of new, and the enhancement of existing, formal pedestrian and cycle linkages which integrate the development with its surroundings, including public transport facilities (bus services, park and ride, railway station) and adjacent areas of public open space. In particular, these should establish better pedestrian, and if possible, better cycling links with Oliver's Mount, residential properties on the A64 corridor and south eastern parts of town including Ramshill, South Cliff and the university.
- 6.30 Figure 6.1 shows a range of options which may be developed as pedestrian, and in certain cases, cycle routes. These have been identified taking account of the need to create a sustainable and permeable development as well as existing formal and informal

pedestrian routes across the site. The routes should be designed to be convenient, safe, well lit, direct and attractive, where possible relating to active frontages on the development to increase natural surveillance.

- 6.31 A Travel Plan Framework for the proposed development should be produced to support any planning applications to enable the Council to secure a commitment to deliver sustainable transport options and reduce reliance on car travel to the site.
- 6.32 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.

Figure 6.1: Indicative development proposals



## Architectural Design and Appearance

- 6.31 The surrounding area comprises a mixture of residential properties of varying styles and ages and commercial development industrial in appearance. There is no particular architectural character within the vicinity upon which to draw reference, although there may be scope to draw inspiration from buildings within the town as a whole. Developers are encouraged to adopt a bespoke and innovative design approach and create high quality contemporary style buildings that enhance the surroundings and a key movement route into the town.
- 6.32 Images 6.3 – 6.6 illustrate examples of sports and leisure developments which the Council consider reflect the general design ethos that should be adopted at Weaponness Valley. These developments utilise a palette of materials, elevation treatments and roof profiles to create distinctive buildings that accommodate large volume uses without appearing utilitarian or obtrusive upon the street scene.



Image 6.3: Bletchley Sports Centre



Image 6.4: Talacre Community Sports Centre, Kentish Town



Image 6.5: Uppingham School Sports Centre, Rutland



Image 6.6: Bishop Burton Sports and Fitness Centre

## Landscape Treatment and Open Space

- 6.32 There are a number of trees on the site. These principally occupy the northern, eastern and western boundaries. However, there are trees within the open areas providing amenity landscaping.
- 6.33 Policy E39 of the Local Plan maintains a presumption in favour of the retention of all trees on the site. In view of this policy, the treatment and management of trees must be dealt with on a site wide basis; a piecemeal approach will not be accepted. It is strongly recommended that proposals are discussed with the Council's Arboricultural Officer at an early stage prior to any development on the site (including site clearance and remediation).
- 6.34 The British Standard 5837:2005 'Trees in Relation to Construction – Recommendations' document is an important reference tool which will underpin dialogue with the Council and against which decisions relating to trees will be considered. The document sets out guidance on the identification of trees suitable for retention, their protection during development operations and on the successful integration of existing and newly planted trees within a development. It also provides detailed information on the potential impact of development on trees, and of trees on buildings, and gives guidance on how to minimise that impact.
- 6.35 Works to, or the removal of, any trees must be suitably justified. If trees are removed replacement planting of native species will be required within the landscape framework. Where development is proposed within the proximity of trees it must be demonstrated that this can be facilitated without adverse impact upon the tree(s) or the future development.
- 6.36 Development proposals must be informed by a full Tree Survey (where access is possible the survey should capture trees on third party land at the edge of the site), Tree Constraints Plan (TCP) and Arboricultural Implications Statement (AIS). It is expected that these will be submitted as part of the planning application package. An Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) will be secured by a condition attached to any planning permission.
- 6.37 In accordance with Policy E39 of the Local Plan existing tree cover should be reinforced by new tree planting within the development. This should be used to enhance movement routes and open spaces, improve the setting of open car parking areas and integrate the new development with its surroundings by breaking up and screening the elevations of large buildings. Trees should be complemented by low level amenity planting.
- 6.38 Sustainable Drainage System (SuDS) measures should be introduced to reduce and manage surface water run – off and enhance the sustainability credentials and appearance of the development. Depending upon the requirements of the surface water drainage strategy the landscape framework could explore opportunities to utilise:
- Permeable paving in car parking areas. This may comprise different materials depending on the level of exposure to vehicle movements, these may include 'grasscrete' (Image 6.7), permeable tarmac or concrete block paving.
  - Swales (Image 6.8);
  - Attenuation ponds (Image 6.9); and
  - Green roofs (Image 6.10)

6.39 The need for, and extent of, SuDS measures will be determined by the Flood Risk Assessment submitted with any planning application.



Image 6.7: Example of 'grasscrete'



Image 6.8: Example of swale



Image 6.9: Example of attenuation pond



Image 6.10: Example of green roof

6.40 The landscape framework should explore opportunities for the provision of new public open and incidental amenity space within the development area, particularly along movement routes. The existing embankment to the north of the site could be integrated within the public realm or utilised to provide dedicated or private amenity space associated with the development of other uses (community facilities, education facilities, student accommodation, healthcare facilities, office space and residential development).

6.41 Should 15 units or more of student accommodation or residential development be introduced, public open space and play provision would be required in accordance with Policy R2 of the Local Plan and the Negotiation of Play, Greenspace and Sports Facilities in Association with New Housing Developments SPD (2007). This requirement could be incorporated within the development area or a commuted sum payment could be made towards the enhancement of the open land to the south east of the site which has been identified for public open space.

6.42 The proposed area of publicly accessible open space to the southeast of the site should accommodate pedestrian linkages that provide a framework to informal and formal recreational features such as viewpoint seating areas and 'trim trails' (Images

6.11 – 6.12). ‘Trim Trails’ are a series of outdoor fixed timber exercise stations designed to improve cardiovascular fitness and upper and lower body strength.



Image 6.11: Example of viewpoint seating



Image 6.12: Example of ‘Trim Trail’ equipment

- 6.43 The amenity and ecological value of the open space should be enhanced through structural landscape treatments incorporating native tree, shrub and grassland species. These should integrate with, and complement, Parnell’s Wood to the east. Further to this, specific ecological environments or features, i.e. ponds or bat boxes, could be introduced to provide for protected species should replacement habitats be required as part of the development of the site.
- 6.44 The approach to the management of open space and landscaped amenity areas should be outlined within the Design and Access Statement. Planning conditions will be attached to any planning permission to secure the provision of a detailed landscape management plan.

### **Sustainable Design**

- 6.45 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 impacts upon the environment.
- 6.46 In drawing up proposals regard should be had to PPS1 (including supplement), RSS Policy ENV5 and the Council’s Sustainable Building – Guidance for Developers (2008).
- 6.47 Opportunities which the Council strongly recommend potential developers to consider include:
- The sustainable management of construction and demolition waste including the re-use of demolition materials as aggregate where possible;
  - Buildings to BRE AAM standard ‘excellent’ in accordance with the appropriate assessment framework for each type of development;

- Bio-climatic design, including the need to take advantage of solar heat and light for heating, lighting and ventilation;
- Research the opportunities to introduce renewable or low – carbon energy technologies;
- A 30% reduction in surface water run – off. This can be achieved through Sustainable Urban Drainage (SuDS) techniques such as permeable paving and grey water recycling. Should SuDS be proposed it is recommended that the developer contact Yorkshire Water on matters of design and adoption;
- Provision of sufficient internal and external waste storage space to enable segregation of waste for recycling;
- Reduction of transport related energy use through a permeable urban form that facilitates and encourages walking, cycling and the use of public transport; and
- The creation of a wildlife-rich living environment which protects existing wildlife but also enhances biodiversity through the use of native species planting.

6.48 The approach to sustainable design should be detailed within the Design and Access Statement or Planning and Sustainability Statement supporting any planning application.

### **Environmental considerations**

#### *Ecology*

6.49 The ecological walkover undertaken in 2008 determined that the site comprises extensive areas of semi – natural vegetation (including grassland, orchids, tall ruderal, scrub and woodland) and features which are of ecological value. There is evidence of a wide range of plant and animal species, including some which are protected i.e. bats and great crested newts. Planning applications should be supported by a Biodiversity and Assessment Report including a full suite of surveys undertaken by a suitably qualified and licensed ecological consultant. If protected species are identified and will be impacted upon by the development, appropriate mitigation measures will be required; these should be discussed and agreed with the Council's Ecology Officer and where appropriate, Natural England. Prior to the commencement of site remediation or construction works involving the disturbance or handling of protected species the requisite licences must be secured from Natural England.

#### *Ground Conditions*

6.50 The topography of the site is varied and groundworks will be necessary to create a development platform. Preliminary studies have identified that there is potential for ground contamination within the site, particularly to the southern area which historically accommodated a gas works. Planning applications should be supported by a Phase I Geoenvironmental Assessment to determine the presence and extent of any land contamination and to examine any potential issues relating to ground stability. This should be accompanied by an Outline Remediation Strategy if ground contamination / ground stability issues are identified.

### *Noise*

- 6.51 The site is bounded by a railway line to the west and residential properties to the north and east. There is the potential for the development to be both affected by noise, and to generate noise which will impact upon the surrounding environment. Planning applications should be supported by a Noise Assessment to determine whether any noise sensitive uses (i.e. residential) would experience any adverse effects associated with the existing noise environment (i.e. railway line) or the proposals would have any adverse effects upon existing adjacent land uses (i.e. residential properties). Particular consideration should be given to noise sources associated with external sporting activity at the football ground and within MUGAs. If necessary, the Noise Assessment should include details of appropriate mitigation measures.

### *Ventilation and Extraction*

- 6.52 Due to the nature of uses on the site details of the position and design of ventilation and extraction equipment including odour abatement techniques and acoustic noise characteristics may be required especially where in close proximity to residential properties. Advice can be sought from the Council's Environmental Health team.

### *Artificial Lighting*

- 6.53 The development will introduce artificial lighting of varying intensities, at a range of heights and differing orientation, i.e. within car parking areas, multi – use games areas (MUGAs) and the football ground. Any planning applications should be accompanied by a package of drawings and a Lighting Assessment report detailing the siting, height, intensity and orientation of artificial lighting and its effect on adjacent properties and the surrounding environment. It is important that outdoor sports facilities are lit to a suitable standard but the LPA would wish to avoid unnecessary light spillage or direct glare that may impact upon nearby residential properties, road / rail users and the general amenities of the area.

### *Utilities*

- 6.54 The site and the surrounding area are served by gas, water, electricity and foul / surface water infrastructure. An electricity substation is located within the site to the western boundary and subterranean utilities infrastructure is located to the eastern boundary running on a north / south alignment (Figure 3.6). This infrastructure will either have to be integrated into the layout of the development proposal (taking account of any easements) or re-routed. Developers should confirm with the relevant utilities companies which services are present on the site.
- 6.55 The capacity of the infrastructure and its ability to accommodate development proposals should be discussed with the relevant utility providers. If deficiencies are identified developers will be required to finance relevant upgrades. A Foul Sewage and Utilities Infrastructure Statement should accompany any planning application.

### *Flood Risk and Surface Water Drainage*

- 6.56 The site is located within Flood Risk Zone 1 as defined by the Environment Agency. This is the lowest risk category with a probability of less than 1:1000 of flooding in any year. However, the site lies at the bottom of the Weaponness Valley and as it measures

greater than 1ha in extent a Flood Risk Assessment (FRA) is required under the provisions of PPS25.

- 6.57 In addition to detailing the potential flood risk to the development and any potential for the development to contribute to flood risk, the FRA should include a drainage impact assessment to demonstrate how a 30% reduction in surface water run-off compared to the existing site can be achieved. Within this, appropriate allowance should be made for increased surface water volumes associated with climate change. If required, any mitigation measures (i.e. SuDs) should be detailed. The impact of the development on the beck, including the culverted section, should be considered. Development proposals should be discussed with the Council's Engineering Services department, Yorkshire Water and the Environment Agency.

## **7.0 Bringing Forward Development Proposals**

### **Planning Performance Agreement**

- 7.1 The proposed development is large in scale and central to the Council's sports and leisure strategy for the town. The mechanism for its delivery is likely to be complex. The site is in Council ownership and its development will be facilitated through the release and disposal of other Council owned sites for alternative uses, the development phasing of which will not be concurrent with that of Weaponness Valley. Due to these considerations the Council will seek to enter into a Planning Performance Agreement with potential development partners which will cover the wider project.
- 7.2 A Planning Performance Agreement (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.
- 7.3 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.
- 7.4 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.

### **Phasing**

- 7.5 A phasing mechanism for the wider project would form one of the requirements of a Planning Performance Agreement (PPA) relating to this site and the sites at Seamer Road and Filey Road. It is also likely to form part of a Section 106 legal agreement. 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.
- 7.6 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 Centre and Seamer Road Football Stadium does not take place until such a time that the development of the multi-use sports and leisure facilities at Weaponness Valley has been completed.
- 7.7 With respect to the phasing of the development at Weaponness Valley, developers are encouraged to liaise with the Council on a sequence that minimises disruption to local residents, the highway network and ecological assets. It is expected that the site will be developed in full within an agreed timescale in order to avoid piecemeal development that would undermine the objectives of the project and the amenity of local residents. The development of the sports and leisure facilities will be front loaded into the sequence, with that of any residual land and the open space following.

## **Design Review**

- 7.8 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).

## **Planning Conditions and Obligations**

- 7.9 Where appropriate, the Council will impose planning conditions and / or utilise Section 106 legal agreements (or other planning gain capture mechanisms such as the Community Infrastructure Levy (CIL) in order to secure the delivery of key aspects of the development and / or financial contributions for works outwith the site.
- 7.10 Further to the preparation of detailed proposals it is advised that developers liaise with the Council and other key stakeholders to establish the scope of contributions which will be sought. If a developer seeks to negotiate on the nature and scope of planning obligations on the grounds of financial viability a robust justification, supported by a detailed financial appraisal, must be submitted to the Council.
- 7.11 In addition to phasing, the key areas where planning conditions and obligations may be sought include:

### *Affordable Housing*

- 7.12 This only applies to any residential development on the northern ‘residual’ part of the site. The Affordable Housing SPD indicates that applications involving 15 or more residential units shall normally incorporate 40% on site provision (70% social rented / 30% intermediate). Student accommodation is not subject to an affordable housing requirement.
- 7.13 The 40% level of provision may be negotiable through the viability procedure included in the Affordable Housing SPD. It would normally be expected that the 40% level of provision would apply equally to each of the sites containing residential development. If the developer wishes to distribute affordable housing unequally between the sites an appropriate justification would need to be demonstrated.
- 7.14 The SPD states that affordable dwellings should be ‘pepper – potted’ in small clusters throughout a development to reduce a sense of social exclusion. The mix of affordable dwellings in terms of type and tenure should reflect local needs. It should be noted that the Housing Market Assessment showed that the greatest need in the Borough is for social rented housing.

### *Open Space, Sport and Play Provision*

- 7.15 The Negotiation of Play, Greenspace and Sports Facilities in Association with New Housing Developments SPD states that if 15 units or more of student accommodation or residential development are introduced the threshold for open space, sport and play provision will be triggered. It is recognised that given the level of the proposed sports provision on the site contributions to this component would not be expected. There is likely to be scope for open space provision within site (i.e. the donkey grazing field to the south east). Therefore, it is only likely that commuted sum payments towards play facilities will be required. The commuted sum would be calculated in accordance with the guidance provided in the SPD
- 7.16 The football ground may need to be subject of a Community Use Agreement (CUA) to maximise its availability to local teams in addition to Scarborough Athletic and/or Town Football Clubs.

### *Ecological Mitigation*

- 7.17 Management arrangements for ecological mitigation measures required as part of the development would be secured. These may be achieved by condition but if the mitigation is required off – site then this would need to be secured by way of a planning obligation.

### *Transport*

- 7.18 Developers may be required to implement / provide commuted sum payments towards any highway infrastructure (on – site or off – site) improvements that arise out of any development proposal. In the interests of sustainable travel, commuted sum payments may be sought with respect to the improvement of public transport facilities in the area. A Travel Plan will also be required. This needs to accord with the principles set out in the Travel Plans SPD. Early liaison with the Council and the Local Highways Authority (North Yorkshire County Council) is recommended. It is likely that improvements to transport infrastructure and securing Travel Plan measures would be secured through a combination of planning conditions and obligations.
- 7.19 Other aspects which would be likely to be subject to planning conditions and obligations include possible commuted sums for S106 monitoring, education, tree protection, drainage, building materials and hard and soft landscape treatments.

### **Planning Application Requirements**

- 7.20 On the basis that a comprehensive strategy is being encouraged the Council consider that the submission of an application for full planning permission for the whole site would be most appropriate. Applications for piecemeal development will not be encouraged unless it is demonstrated that there are acceptable justifications for such an approach.
- 7.21 In accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 1999 an Environmental Impact Assessment (EIA) screening / scoping opinion should be submitted to the Council. This will determine whether there are any environmental effects that would necessitate the submission of an Environmental Statement. Whilst it would be premature to make a judgement on this at the current time, it is the LPAs preliminary view that the scale and nature of development at Weaponness Valley would require an EIA to be undertaken. If an EIA is required this may need to take

into account cumulative impacts associated with the redevelopment of the Filey Road Sports Centre and Seamer Road Football Stadium.

- 7.22 The Validation Checklist, which is available on the Council's website, sets out the national and local requirements for the information to be submitted within the planning application package. If an EIA is required, then some of these documents may be subsumed within the Environmental Statement.
- 7.23 With respect to the national requirement for a Design and Access Statement it is considered that this document should include particular reference to layout, scale, massing, architectural detailing and landscape and visual impact. Photographs, photomontages, site sections and 3D modelling images should be used to demonstrate the relationship between the development and its surrounding environment especially with regard to Oliver's Mount and adjacent overlooking residential properties to the east and west. The contribution of the open space and structural landscape framework to the setting of the development should also be detailed.
- 7.24 In addition to the national requirements the following documents are considered to be essential:
- Flood Risk Assessment;
  - Foul Sewerage and Utilities Assessment;
  - Biodiversity Survey and Assessment Report;
  - Phase I Geoenvironmental Assessment (incorporating Land Stability Assessment);
  - Outline Remediation Strategy (if required);
  - Noise Assessment;
  - Hard and Soft Landscape Treatment Plans (including materials and species);
  - Schedule of Materials (for buildings)
  - Planning and Sustainability Statement (this or a separate document should include reference to PPS4 with respect to town centre uses and PPG17);
  - Planning Obligations / Draft Heads of Terms;
  - Statement of Community Involvement;
  - Lighting Assessment
  - Landscape / Visual Impact Assessment;
  - Transport Assessment;
  - Travel Plan;
  - Tree Survey / Arboricultural Implications Statement;
  - Topographical Survey
  - Architectural drawing package, including cross section drawings showing finished site and slab levels.
- 7.25 Further documents which may be necessary depending on the type and form of development include:
- Affordable Housing Statement; and
  - Ventilation / Extraction Statement.
- 7.26 The precise form and content of planning applications will need to be agreed with the Council and other appropriate statutory agencies and enshrined within the PPA.

- 7.27 Developers should note that pre – application advice by Scarborough Borough Council planning officers is now subject to charges, full details of which can be found on the Council’s website.

## 8.0 Community Consultation

8.1 This consultation draft of the Brief has been prepared to specifically engage with the public, developers and other key stakeholders on how the Weaponness Valley site should be redeveloped. It has been prepared alongside the Briefs for Seamer Road and Filey Road and should be considered in the context of these documents.

8.2 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](http://www.scarborough.gov.uk)) and at 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

8.3 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.

8.4 Public exhibitions will be held at Scarborough Town Hall, Filey Road Sports Centre and Falsgrave Community Resource 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 is invited to attend.

8.5 As the document has been prepared to take account of the full range of service areas for which the Council has corporate responsibility the following agencies and organisations will 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;
- Network Rail;
- North Yorkshire Police;
- NHS North Yorkshire and York;

- Northern Electric Distribution Ltd;
- Northern Gas Networks Ltd;
- Scarborough Civic Society;
- Parish Councils;
- Organised Sports Clubs and Societies; and
- Other community and special interest groups.

- 8.6 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.
- 8.7 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**

- 8.8 In 2007 Strategic Leisure Limited facilitated a 'Sports Summit' involving consultation with stakeholders from the public, private, education and voluntary sectors in order to identify the key issues and aspirations for the leisure sector in Scarborough. This work informed the issues and recommendations detailed within the final report. Consultation with individual stakeholders and potential partners has been ongoing since that time. For example, in November 2009 the Council commissioned a facilitated workshop with potential local partner organisations to confirm and agree the principles that underpin the aims and objectives of the future development of a single site multi-purpose sports and leisure village for the town.
- 8.9 Continued engagement with the local community and stakeholders will form a key component of the Planning Performance Agreement (PPA). It is considered that developers will engage with the Council, statutory consultees and the local community at an early 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.
- 8.10 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.

**Appendix A**  
**Appraisal of Sites**

## Appraisal of Sites

### 1.0 Introduction

- 1.1 This appraisal seeks to place the proposals for a new football ground and multi – use sports and leisure village within the context of planning policy relating to the location of sports and leisure facilities. The appraisal therefore considers the relative merits of potential development sites in Scarborough having regard to the general principles of PPS4: Planning for Sustainable Economic Development, PPG17: Planning for Open Space, Sport and Recreation and Policy E2: Town Centre and Major Facilities of the Yorkshire and Humber Regional Spatial Strategy (2008).
- 1.2 Any planning applications for leisure development and other town centre uses (as defined by PPS4<sup>13</sup>) need to be accompanied by formal assessments having regard to relevant planning policies / guidance. This appraisal provides a starting point for such assessments but its primary purpose is to demonstrate how the Council has come to the conclusion that a strong case exists to justify inclusion of a football ground and multi – use sports and leisure village as the preferred option in the consultation draft of the Weaponness Valley Development Brief.
- 1.3 The rationale behind the strategy of concentrating sports and leisure facilities on one site derives from the Council’s corporate aim of creating healthy and vibrant communities, the objectives of the Leisure Strategy 2005 – 2010 and Sustainable Community Strategy 2010 - 2013 to improve the level and quality of sports and leisure facilities, and the findings of a study undertaken by Strategic Leisure Limited (SLL) in 2007 into the key issues and priorities for investment in indoor sport and leisure. The benefits that could be achieved include the opportunity to:
- Replace the existing ageing portfolio of facilities within the town at no capital cost to the Council. This would be achieved through an enabling development approach whereby a developer will finance and construct the football ground and sports and leisure village at Weaponness Valley in exchange for the Council owned Seamer Road Stadium and Filey Road Sports Centre;
  - Achieve long – term operational financial efficiencies in the management and maintenance of the Borough’s sports and leisure portfolio through the concentration of facilities on a single site;
  - Secure the long – term future of competitive football within the Borough through the creation of operational and financial linkages between the new football ground and the sports and leisure facilities, i.e. the creation of a 3G synthetic football pitch which can be used on a regular basis by all members of the community;
  - Develop fit for purpose high quality sports and leisure facilities designed to National Governing Body (NGB) standards. This will raise the prominence and legibility of sports and leisure facilities, thus stimulating participation levels amongst residents of

---

<sup>13</sup> The definition of economic development within PPS4 includes employment related uses, public and community uses and main town centre uses. Town centre uses include retail, leisure, entertainment, intensive sport and recreation uses, offices, and arts, culture and tourism development.

the town, providing an attraction for seasonal visitors and promoting opportunities for the development of competitive sports on a local, sub-regional and regional level;

- Provide sport and leisure facilities in a single location accessible via sustainable transport options that reduce reliance on the private car;
- Create an environmentally sustainable sports and leisure facility designed to conserve and reduce demands on energy and minimise adverse impacts upon the environment.
- Generate a range of employment and training opportunities for local residents.

## **2.0 Planning Policy Context**

2.1 Policy EC14 of PPS4 requires a sequential assessment (in accordance with Policy EC15) to be undertaken for proposals for town centre uses that fall outside existing centres and are not in accordance with an up to date development plan. The Weaponness Valley site falls outside of the existing town centre, these policies therefore apply. Policy EC15 sets out the considerations against which proposals should be assessed. At the stage when the full design details of any proposal are not known, the key issues relating to appraising locations for development include:

- Ensuring that sites are assessed for their availability, suitability and viability.
- Ensuring that all in-centre options have been thoroughly assessed before less central sites are considered.
- Ensuring that where it has been demonstrated that there are no town centre sites to accommodate a proposed development, preference is given to edge of centre locations which are well connected to the centre by means of easy pedestrian access.

2.2 PPG17: Planning for Open Space, Sport and Recreation requires that in identifying where to locate new sports and recreational facilities local authorities should consider a number of general principles including the need to:

- Promote accessibility by walking, cycling and public transport, and ensure that facilities are accessible for people with disabilities;
- Locate more intensive recreational uses in sites where they can contribute to town centre vitality and viability;
- Avoid any significant loss of amenity to residents, neighbouring uses or biodiversity;
- Improve the quality of the public realm through good design;
- Look to provide areas of open space in commercial and industrial areas;
- Add to and enhance the range and quality of existing facilities;
- Carefully consider security and personal safety, especially for children;
- Meet the regeneration needs of areas, using Brownfield in preference to Greenfield sites;
- Consider the scope for using any surplus land for open space, sport or recreational use, weighing this against alternative uses;
- Assess the impact of new facilities on social inclusion; and
- Consider the recreational needs of visitors and tourists.

2.3 It also states that planning permission for stadia and major sports developments which will accommodate large numbers of spectators, or which will also function as a facility for

community based sports and recreation, should only be granted when they are to be located in areas with good access to public transport.

- 2.4 Policy E2: Town Centre and Major Facilities of the Yorkshire and Humber Regional Spatial Strategy (2008) stipulates that the centres of sub – regional towns, such as Scarborough, should be the focus for offices, retail, leisure entertainment, arts, culture, tourism and more intensive sport and recreation.

### **3.0 Identifying Alternative Sites**

- 3.1 Alternative sites were identified using the Strategic Housing Land Availability Assessment (SHLAA) and Employment Land Review (ELR) evidence base documents of the Local Development Framework (LDF). These are up-to-date comprehensive studies that appraise the suitability of identified or nominated sites for potential residential or employment development. Whilst the proposed uses at Weaponness Valley differ to those which are the subject of these studies, the studies are nonetheless useful as they consider the sites which are known by the Council as having potential for being available for development. In addition, consideration was given to identifying other potential sites not identified within these studies.

- 3.2 Although PPS4 references the disaggregation of town centre uses, in this instance it is considered that this would fundamentally undermine the project objective to create an economically sustainable facility underpinned by cross subsidisation between different elements of the development.

- 3.3 One of the essential determining factors for the location of the proposed development is the size of the site. The minimum area required to develop a single site football ground and sports and leisure facility (including access, servicing and amenity landscaping) is approximately 4 – 5ha (variable depending upon the mix and quantum of sports and leisure uses). Neither the Filey Road or Seamer Road sites were included in the exercise since they fall below this threshold. The Conservation Area status of Filey Road would also act as a major obstacle to the development of a sports and leisure village. This requirement immediately discounted a large proportion of potential sites, including all ‘town centre’ sites. The sites of an appropriate size to be carried forward for assessment include (see accompanying map):

#### *Edge of Centre / Out of Centre*

- 1) Land at Dean Road and Columbus Ravine

#### *Out of Centre*

- 2) Land to the rear of St Leonards Crescent
- 3) Weaponness Park and Ride, Ashburn Road

#### *Out of Town*

- 4) Land off re – aligned A165;
- 5) Land at Jacob’s Mount;
- 6) Land west of Seamer Road running through to Sandybed Lane; and
- 7) Land west of Oliver’s Heights / off Edgehill Road.

- 3.4 Clearly there may be other sites further outside the Scarborough urban area than those listed. These were not included since they would, by virtue of their more remote location, be other than out of town sites.

## 4.0 Assessment Criteria

4.1 The assessment criteria were formulated to encapsulate the issues and principles outlined within PPS4 and PPG17.

### *Efficient use of land*

4.2 To encourage the regeneration of towns and settlements the priority for development is previously developed land, in particular vacant and derelict sites, over the use of green field land.

### *Location*

4.3 The hierarchy for the location of town centre uses is:

- Town centre (The primary shopping area and areas of predominantly leisure, business and other main town centre uses within or adjacent to the primary shopping area as defined on the local plan proposals map);
- Edge of centre (A location that is well connected to and within easy walking distance of the primary shopping area i.e. 300m within the town centre boundary);
- Out of centre (A location which is not in or on the edge of a centre but not necessarily outside the urban area i.e. the area between the edge of centre boundary and the defined development limit boundary on the local plan proposals map); and
- Out of town (A location outside the existing urban area i.e. the defined development limit boundary on the local plan proposals map).

### *Accessibility*

4.4 New development should be directed towards locations that reduce dependence on the private car and facilitate the use of alternative, sustainable forms of travel such as public transport, walking and cycling.

### *Amenity*

4.5 Development should be compatible with its neighbouring uses. Considerations include the impact of new development in terms of noise, air quality, light and other effects on amenity. Conversely, it is important to consider the impact of any existing uses on proposed development.

### *Environment*

4.6 Potential development sites may be affected by environmental constraints such as ecology, topography, landscape character, flood risk, trees and hedgerows, land contamination and historic assets.

### *Planning Policy*

4.7 Development proposals are evaluated in terms of their consistency with the principles of national and local planning policy. The planning policy context of potential development sites is important in determining whether the proposed development can be accommodated or if there are any particular planning policy constraints, i.e. Conservation Areas and development limits.

*Availability*

4.8 The availability of the site in terms of its occupation and ownership may affect the deliverability of the proposed development.

**5.0 Assessment**

5.1 The findings of the site assessment are contained within the tables below.

<b>Site (1)</b>	Land at Dean Road and Columbus Ravine
<b>Site Area</b>	4.57ha
<b>Site Description</b>	The site currently comprises three clearly divisible sub-areas; the former St Mary's Hospital site, the Council maintenance depot and land off Melrose Street.
<b>Land Type</b>	100% Brownfield
<b>Location</b>	Town Centre / Edge of Centre
<b>Accessibility</b>	The site is on one of the main routes to the north and east of Scarborough (Dean Road). It is also adjacent to a main north-south route through the town (Columbus Ravine / A165). These are both served by bus services. The train station is located approximately 700m to the southeast. Pedestrian facilities in the area surrounding the site are well developed with footways running contiguous to the main components of the road network.
<b>Amenity</b>	The site lies in a high density urban area predominantly residential in character. It is adjacent to open space, residential, retail and commercial uses.
<b>Environment</b>	The site comprises vacant land and a collection of office/commercial buildings. Several of the buildings within the Council maintenance depot associated with the former prison are listed.
<b>Planning Policy</b>	The Council maintenance depot and the land off Melrose Street are not identified for any site specific proposals or constraints except for the fact they fall within the development limits of Scarborough. However, there is a site specific policy relating to the former St Mary's Hospital site which permits town centre uses including business, residential, community or leisure uses. Listed buildings within the Council maintenance depot are afforded protection by local planning policy and statutory legislation. A Development Brief was adopted in November 2009 identifying that the site may be developed for retail, residential, commercial or community uses.
<b>Availability</b>	Much of the site is currently subject to a planning application (11/00019/FL) for the erection of an A1 retail store with car parking, petrol filling station, landscaping and associated works and change of use of former prison complex to suitable alternative uses (B1, D1). If planning permission is approved it is anticipated that development would commence soon afterwards. The land south of the Council Depot does not form part of this application, but it is small and in multiple ownership so it is not readily available. The St Mary's Hospital site is in private ownership and may not be available.
<b>Summary</b>	The site falls within the development limits of Scarborough. It comprises brownfield land in an edge of centre location that is accessible by sustainable modes of travel. Planning policy specifically supports leisure uses on one third of the site. However, the site is not considered suitable for the proposed development. There are buildings to the east (associated with the former St Mary's Hospital) and west (the former prison - some of which are listed) which considerably constrain the amount of available developable area and its configuration. It is highly likely that the proposed development could not be accommodated on the area of land available. The largest area which is currently unoccupied (St

	<p>Marys) is in private ownership, so may not be available. Furthermore, the dimensions of the site are such that any new development would be in close proximity to existing residential properties. This would be incompatible with the amenity of adjacent residents, particularly with respect to open sports facilities. The development therefore could not be accommodated without severely compromising a range of planning policies. The site is subject to a planning application which is likely to be implemented expediently if granted; it is therefore also considered to be currently unavailable.</p>
<b>Conclusion</b>	<p>Despite proximity to the town centre the site is not suitable due to the amount of developable area available and the constrained dimensions which would result in any new development being within unacceptable proximity to residential properties. Location the Depot part of the site would be unacceptable due to the adverse impact on listed buildings, while land at St Marys may be unavailable.</p>

<b>Site (2)</b>	Land to the rear of St Leonards Crescent
<b>Site Area</b>	4.33ha
<b>Site Description</b>	The site is an area of publicly accessible open space. It is of a linear and relatively narrow configuration.
<b>Land Type</b>	100% Greenfield
<b>Location</b>	Out of Centre (c.2km from the town centre).
<b>Accessibility</b>	Access to the site is gained through a primarily residential area. No formal vehicular access is currently available. Bus services are provided on the adjacent Barrowcliffe Road and North Lees Avenue. The train station is located approximately 2km to the southeast. A cycle route and footpath runs on a north – south alignment along the eastern boundary connecting the site to the town centre.
<b>Amenity</b>	The site lies at the centre of a low density residential area. Residential properties directly adjoin the eastern and western boundaries. A school lies to the northeast.
<b>Environment</b>	The site comprises managed amenity grassland and is largely devoid of any landscape features other than a hedgerow along the eastern boundary.
<b>Planning Policy</b>	The site is not identified for any specific proposals or constraints except for the fact it falls within the development limits of Scarborough. However, development proposals would be subject to planning policies relating to the protection of open space and established recreational facilities.
<b>Availability</b>	The site is in Council ownership. It is understood that significant investment is currently being made into the improvement of play provision including BMX track, toddler play area and outdoor gym / trim trail.
<b>Summary</b>	The site lies within the development limit of Scarborough. It comprises greenfield land utilised for recreational use associated with the adjacent residential neighbourhood (which is currently being intensified by the improvement of play provision), planning policy maintains a presumption against the development of open space which contributes positively to the character, appearance or amenity of the area. Furthermore, the site is located at the centre of a residential area; the proposed development may not be compatible with the amenity of residents in terms of visual impact, highway safety and noise. Significant highway improvements would be required to facilitate vehicular access and the configuration of the site may constrain the form of development i.e. the dimensions for a football ground may not be achieved.
<b>Conclusion</b>	Not feasible and suitability doubtful

<b>Site (3)</b>	Weaponness Park and Ride, Ashburn Road
<b>Site Area</b>	6.2ha
<b>Site Description</b>	The site currently comprises two clearly divisible sub-areas, a 2.4ha area of car and coach parking to the north and 3.8ha of grazing land and naturally regenerated scrub land to the south.
<b>Land Type</b>	c. 95% Brownfield – 5% Greenfield
<b>Location</b>	Out of Centre (c.1.2km from the town centre)
<b>Accessibility</b>	The site occupies a strategically important location within close proximity of the A165 and the A64. These are key south - north routes through the town. The area is served by local and regional bus services. The train station is located approximately 1.2km to the northeast. Pedestrian facilities in the area surrounding the site are well developed with footways running contiguous to the main components of the road network.
<b>Amenity</b>	The area to the north and east of the site is predominantly residential. The area to the south and west (immediately beyond the railway line) is characterised by utilitarian industrial buildings, car showrooms, areas of hard standing and vacant land.
<b>Environment</b>	The site and its surrounding environment is characterised by a varied topography. To the eastern boundary a beck flows south to north. Trees occupy the northern, eastern and western boundaries. There are also trees within the open areas of the site.
<b>Planning Policy</b>	The site falls within the development limit of Scarborough. The area to the south of the site is subject to a designation for an extension to the Park & Ride facility. Planning policy protects significant views from Oliver's Mount.
<b>Availability</b>	The site is in Council ownership.
<b>Summary</b>	<p>The site falls within the development limits of Scarborough. It is located in a strategically important location within close proximity of key routes into the town and sustainable modes of travel. As a vacant / underused site within the ownership of the Council it is available for development. Although the southern portion of the site is subject to a designation for a Park &amp; Ride extension, this is associated with its former use. A new Park &amp; Ride facility has been created approximately 1.5km to the south on the A64, the role of the site within the Council's transport strategy is now such that the Park &amp; Ride extension designation is no longer required and the site can be considered for redevelopment.</p> <p>However, there are a number of constraints. The proposed development may have an impact upon the amenity of residents in terms of visual impact, highway safety and noise. There are environmental considerations relating to topography, ecology, trees and the beck. The impact of these would need to be satisfactorily mitigated as part of a planning application.</p>
<b>Conclusion</b>	Feasible subject to appropriate consideration of constraints.

<b>Site (4)</b>	Land off re – aligned A165
<b>Site Area</b>	15.37ha
<b>Site Description</b>	The site currently comprises agricultural land. It is of a linear, relatively narrow and irregular configuration.
<b>Land Type</b>	100% Greenfield
<b>Location</b>	Out of Town (c.3km from the town centre)
<b>Accessibility</b>	The site occupies a strategically important location adjacent to the A165, a key south - north routes through the town. The area is served by local bus services and the Park & Ride shuttle. The train station is located approximately 2.5km to the north.
<b>Amenity</b>	The site is bound by residential properties to the east and agricultural land to the west (beyond the A165). The A165 Park & Ride facility lies to the south.
<b>Environment</b>	The site and its surrounding environment is characterised by significant variations in topography. Residential development occupies an elevated position overlooking much of the site. There is a limited amount of tree and vegetation cover on the site boundaries.
<b>Planning Policy</b>	The site falls within the development limits of Scarborough. The northern portion of the site is allocated for student accommodation. The southern portion of the site is allocated for the provision of public open space.
<b>Availability</b>	The site is in private ownership.
<b>Summary</b>	The site is within the development limits of Scarborough. It is located in a strategically important location and is well served by sustainable forms of travel although further from the main concentration of the population in the urban area than some other sites. However, it comprises of greenfield land and is subject to planning policy allocations for student accommodation and public open space. The re – classification of the northern part of the site could be considered premature considering the growth of the university and its importance to the economy of the town. The topography of the site is such that any development would be overlooked by the residential properties to the east, this would have a negative impact upon residential amenity. Earthworks may be required to facilitate the development. The configuration of the site may constrain the form of development i.e. the dimensions for a football ground may not be achieved. Securing an appropriate access to the site may require demolition of existing residential properties to the eastern boundary or a direct access from the A165, this may be difficult to achieve particularly given the topography of the site.
<b>Conclusion</b>	Not suitable

<b>Site (5)</b>	Land at Jacob's Mount
<b>Site Area</b>	18.46ha
<b>Site Description</b>	The site comprises agricultural land with an isolated agricultural building located to the southwest boundary.
<b>Land Type</b>	100% Greenfield
<b>Location</b>	Out of Town (c.4km from town centre)
<b>Accessibility</b>	Access to the site is achieved via an unadopted agricultural track from the A170. The A170 is a key route linking the town with the east of the Borough. The site is not served by bus services and pedestrian facilities comprise a narrow footpath. The train station is located approximately 3.5km to the northeast.
<b>Amenity</b>	The site lies in the open countryside characterised by agricultural land. Static caravan sites are located on land adjacent to the northern and eastern boundaries.
<b>Environment</b>	The site lies beyond the crest of Jacobs Mount on the escarpment running down to East Ayton and the Vale of Pickering. There is a scheduled monument at the centre of the site.
<b>Planning Policy</b>	The site falls outside the settlement limit boundary of Scarborough within the open countryside. It is not identified for any site specific proposals. Development in the open countryside is strictly controlled. Developments affecting archaeological assets are subject to national planning policy.
<b>Availability</b>	The site is in private ownership.
<b>Summary</b>	The site is outside of the development limit for Scarborough and unrelated to the urban area. Development in the open countryside is strictly controlled by planning policy except in certain circumstances, none of which apply to the site and the proposal. Furthermore, the site is in a visually prominent position on the crest of an escarpment, any development would be highly visible and impact upon the approach into the town from the west. Significant earthworks may be required to facilitate any development. The access arrangements are poor and the site is not readily accessible by sustainable modes of travel. An archaeological asset lies in the centre of the site.
<b>Conclusion</b>	Not suitable

<b>Site (6)</b>	Land west of Seamer Road running through to Sandybed Lane
<b>Site Area</b>	30.2ha
<b>Site Description</b>	The site comprises a farm surrounded by agricultural land and an area of allotments.
<b>Land Type</b>	100% Greenfield
<b>Location</b>	Out of Town (c.2.3km from town centre)
<b>Accessibility</b>	The site is accessed from either Sandybed Lane or Springhill Lane, which both adjoin the A170. These routes serve a primarily residential area; both are provided with bus services. The train station is located approximately 1.9km to the northeast. Pedestrian facilities in the area surrounding the site are well developed with footways running contiguous to the main components of the road network.
<b>Amenity</b>	Residential properties directly overlook the site to the north. The site includes a public allotment. The site is visible from tracks, footpaths and bridleways that exist in the local area.
<b>Environment</b>	The site lies on an escarpment and is visible from the east. It is characterised by significant variations in topography. Hedgerows, trees and vegetation lie within the site and occupy its boundaries.
<b>Planning Policy</b>	The site falls outside the development limits of Scarborough within the open countryside. Development in the open countryside is strictly controlled. Site specific constraints include an existing caravan site and a Site of Importance for Nature Conservation (SINC).
<b>Availability</b>	The site is in private ownership.
<b>Summary</b>	The site is outside of the development limit for Scarborough. Development in the open countryside is strictly controlled by planning policy except in certain circumstances, none of which apply to the site and the proposal. Sites of ecological value are afforded protection by planning policy (although this area could be excluded from any development site). Due to its elevated position any development would be visually prominent, including from adjacent residential properties, Oliver's Mount and the A64 corridor. Significant earthworks may be required to facilitate any development. Its development would result in the expansion of the town west with a resulting loss of an important remnant piece of countryside and the landscape setting of this part of town. The site is accessible by sustainable forms of travel, although the adjacent highway network and site access may need upgrading to accommodate any development.
<b>Conclusion</b>	Not suitable

<b>Site (7)</b>	Land west of Oliver’s Heights / off Edgehill Road
<b>Site Area</b>	25ha
<b>Site Description</b>	The site comprises a static caravan park and areas of scrubland / grassland.
<b>Land Type</b>	100% Greenfield
<b>Location</b>	Out of Town (c.3km from town centre)
<b>Accessibility</b>	Access to the site is currently achieved from Edgehill Road, which connects with the A64 a short distance away. The A64 is served by local bus services, the Park & Ride shuttle and regional bus services. The train station is located approximately 2.6km to the northeast. Pedestrian facilities in the area surrounding the site are well developed with footways running contiguous to the main components of the road network.
<b>Amenity</b>	The site lies in the open countryside. Barry’s Lane industrial area lies to the north and residential properties lie to the east.
<b>Environment</b>	The site lies on an escarpment and is visible from the east. It is characterised by significant variations in topography. Hedgerows, trees and vegetation lie within the site and occupy its boundaries. There is a scheduled monument to the western boundary.
<b>Planning Policy</b>	The site falls outside the development limits of Scarborough within the open countryside. It is not identified for any site specific proposals. Development in the open countryside is strictly controlled. Developments affecting archaeological assets are subject to national planning policy.
<b>Availability</b>	The site is in private ownership and there may be issues relating to tenancy agreements / leases on the caravan park.
<b>Summary</b>	The site adjoins the southern boundary of Site (6), many of the same constraints apply. The site is outside of the development limit for Scarborough. Development in the open countryside is strictly controlled by planning policy except in certain circumstances, none of which apply to the site and the proposal. Due to its elevated position any development would be visually prominent, including from adjacent residential properties, Oliver’s Mount and the A64 corridor. Significant earthworks may be required to facilitate any development. Its development would result in the expansion of the town west with a resulting loss of an important remnant piece of countryside and the landscape setting of this part of town. The site is accessible by sustainable forms of travel and within close proximity of an arterial route into the town.
<b>Conclusion</b>	Not suitable

## 6.0 Summary

6.1 The appraisal demonstrates that the former Weaponness Park and Ride facility is the most suitable site for the proposed new football ground and sports and leisure village. Although the site is subject to a number of physical constraints, on balance, the site represents a feasible location taking into account the following:

- It is the only available site in good proximity of the town centre appropriate to accommodate the type and scale of development proposed (the only alternative site

within good proximity to the town centre, land at Dean Road and Columbus Ravine, is constrained in terms of the amount of developable area and a configuration which would result in any new development being within unacceptable proximity to residential properties). This is important in order to align with the principles of PPS4 and PPG17 which advocate the siting of town centre uses within the closest possible proximity of a town centre in order to support its vitality and viability and ensure that facilities are accessible to a wide catchment area encompassing all sectors of the community.

- It lies in a strategically important location within close proximity of key routes into the town and sustainable modes of travel;
- It is located within the defined development limit and free of significant planning policy constraints that would preclude development;
- It is a vacant and underused partially brownfield site. Its re – use is consistent with regeneration and sustainability objectives; and
- The site is in the sole ownership of the Council and could readily be released for development.

6.2 It is recognised that all the sites considered in the appraisal, including Weaponness Valley, are subject to a number of planning constraints which may potentially be grounds for planning permission being withheld. In recognition of this, the Brief seeks to set out guidance to be taken when preparing development proposals.

6.3 It should be recognised that this appraisal has been prepared without prejudice to the consideration of any planning application which may be submitted with respect to Weaponness Valley or any of the other assessed sites.

### **Case Study: Facilities at Bishop Auckland Football Club, County Durham**

NB. The inclusion of this case study is solely intended to give a general impression of the scale and type of football ground facilities which are being envisaged. The Bishop Auckland FC football ground differs to the proposals in the Brief because it does not include a sports and leisure village, the site also has different physical characteristics and different planning policies would have applied. It is not implied that the details as shown would necessarily be acceptable in planning or design terms on the Weaponness Valley site.

Bishop Auckland FC plays in the STL Northern League Division One which falls within the non – league Tier 5. Scarborough Athletic FC play within the same non – league tier but the Kool Sport Northern Counties East League Premier Division (Scarborough Town FC do not play in an organised league for the 2010 – 2011 season). The football ground and facilities at Bishop Auckland FC (‘Heritage Park’) therefore provide a useful comparison to those which the Brief proposes at Weaponness Valley to accommodate the needs of organised competitive football, as well as the local community.

Football clubs within the non – league Tier 5 are required, as a minimum, to occupy a ground with an FA Category F grading. The Bishop Auckland FC ground, which was opened in October 2010, has been awarded an FA Category C grading (the standard required at non – league Tier 3). The ground has been built to a specification that enables the club to operate as a financially sustainable facility yet progress through the non – league tier without the need for additional capital investment. Sufficient land is available around the perimeter of the ground to introduce additional spectator accommodation and ancillary facilities should the club progress beyond non – league Tier 3 in the future.

The capacity of the ground is 2,000 (approximately one third of that at the McCain Stadium); covered accommodation is provided in a 250 seated stand and 750 standing terrace, the remaining 1000 spectators are accommodated on open hard standing around the perimeter of the turf playing pitch. The ground is enclosed by a wooden close board fence. Parking provision is made for approximately 120 vehicles (including disabled spaces), two coaches, motorcycles and cycles.

As a private venture the football club seeks to maximise opportunities to generate revenue beyond that generated directly through football activity. The hospitality suite within the seated stand is central to this approach. The suite comprises an 80 seat meeting / function room space incorporating a bar and fully equipped kitchen. As an all weather facility with the potential to be operational year round it can be utilised to generate a sustainable revenue stream that may cross – subsidise the football activity. The facility is utilised for wedding receptions, parties, business conferences and community events. In the summer months the playing surface may also be utilised alongside the hospitality suite to run soccer schools for local children and outdoor events.

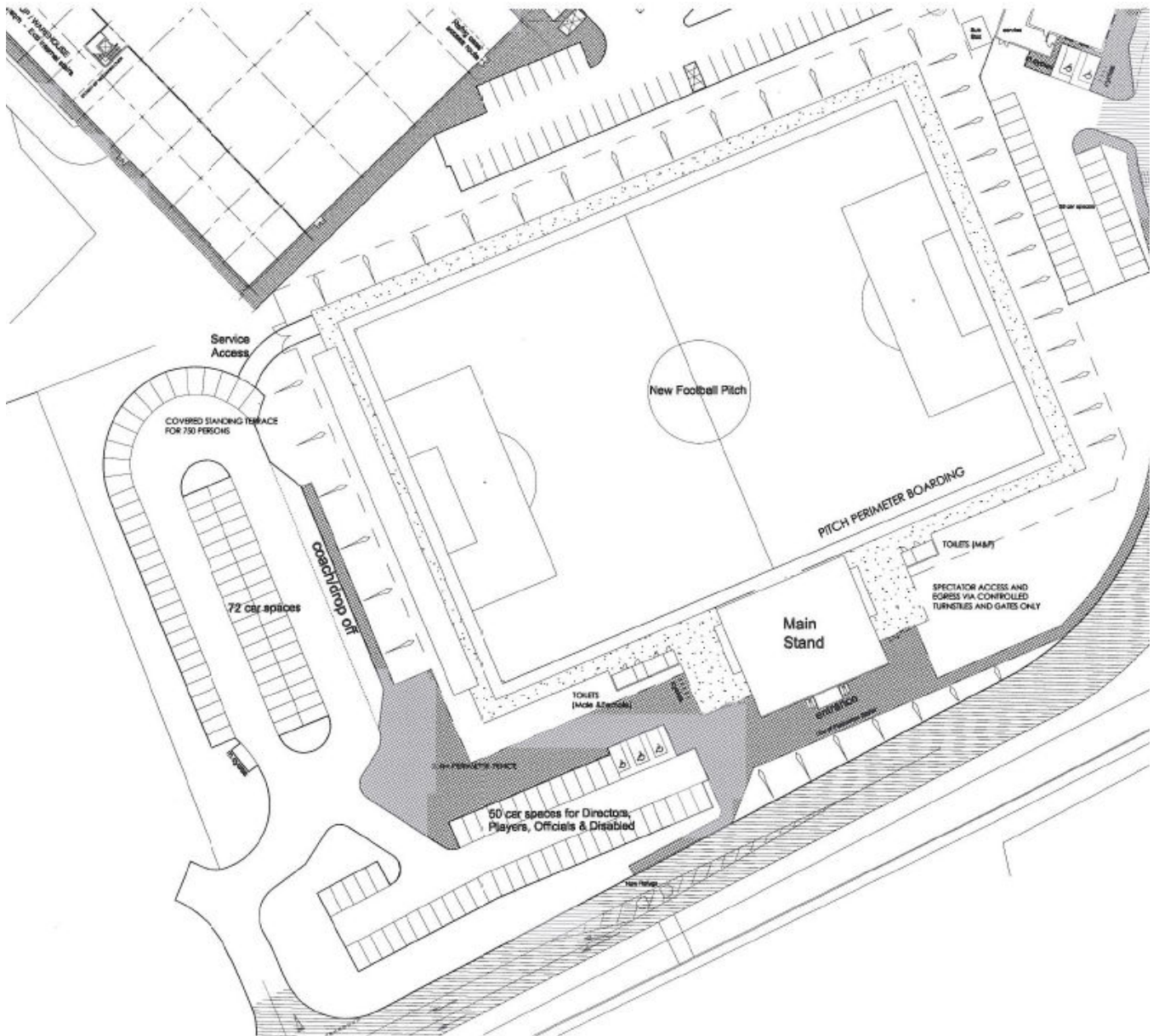
The layout and appearance of the development is illustrated in the plan and images below:



Seated stand from the east



Seated stand from the west



Heritage Park layout plan



Ground from the northwest corner



250 capacity covered seated stand



750 capacity covered stand



Open standing / land for future development



Parking to the eastern boundary



Hospitality suite within seated stand



Player changing rooms



Main entrance to the ground

## **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](mailto:planningservices@scarborough.gov.uk)

This page is intentionally left blank

Development Brief

## Filey Road Sports Centre

June 2011

Consultation Draft



*A great place to live, work & play*

Document title: Filey Road Sports centre Development Brief

Version: Consultation Draft

Date: June 2011

Status: -

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

Scarborough Borough Council  
Scarborough Town Hall

Contact/Prepared by: **Daniel Hamer**  
Planning Officer – Development Briefs  
Planning Services

Scarborough Borough Council  
Scarborough Town Hall

### **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](mailto:planningservices@scarborough.gov.uk)

## **Contents**

- 1.0 Introduction**
- 2.0 Purpose of the Brief**
  - Background*
  - Status of the Brief*
- 3.0 Site and its Surroundings**
- 4.0 Planning Policy Framework**
  - National Policy*
  - Regional Policy*
  - Local Policy*
- 5.0 Constraints and Opportunities**
- 6.0 Development Principles and Parameters**
  - Land Use*
  - Density and Zoning*
  - Siting and Scale*
  - Access and Movement*
  - Architectural Design and Appearance*
  - Open Space*
  - Landscape Treatment*
  - Sustainable Design*
  - Environmental Considerations*
- 7.0 Development Brief - Indicative Proposals**
- 8.0 Bringing Forward Development Proposals**
  - Planning Performance Agreement*
  - Phasing*
  - Design Review*
  - Planning Conditions and Obligations*
  - Planning Application Requirements*
- 9.0 Community Involvement**

## **Figures**

- 3.1 Strategic location plan
- 3.2 Site plan
- 3.3 Age of buildings
- 3.4 Access and connectivity
- 3.5 Built development
- 3.6 Tree cover and topography
- 7.1 Illustrative proposals – opportunities and constraints
- 7.2 Illustrative proposals – indicative layout

## **Images**

- 3.1 Annan, Deepdale Avenue
- 3.2 Weaponness House, Filey Road
- 3.3 1 Weaponness Park
- 3.4 Moor End / Norbury, Weaponness Drive
- 3.5 Sunwood, Weaponness Park
- 3.6 28 Deepdale Avenue
- 3.7 High Bank, Weaponness Park
- 3.8 2 College Avenue
- 3.9 Main vehicular site access onto Filey Road
- 3.10 Minor vehicular access onto Filey Road
- 3.11 Pedestrianised Weaponness Avenue (from the south)
- 3.12 Pedestrian link connecting Filey Road and Weaponness Park
- 3.13 Tennis pavilion and adjoining 1970s sports barn
- 3.14 Tennis grandstand
- 3.15 Hard surface tennis courts to the south of the site
- 3.16 Grass tennis courts to the north of the site
- 6.1 Apartment block on Filey Road fronting the site
- 6.2 Houses on Filey Road fronting the site
- 6.3 Boundary wall with iron rail
- 6.4 Gate piers with stone cappings

## **Tables**

- 1.0 Key development proposals and guidelines of the Brief

## 1.0 Introduction

- 1.1 This is the Consultation Draft of a Development Brief (hereafter referred to as the ‘Brief’) which is being prepared to provide a guide to the future redevelopment of the Filey Road Sports Centre, Filey Road, Scarborough (hereafter referred to as the ‘site’). It has been prepared alongside the Development Briefs for the Seamer Road Football Stadium ‘Seamer Road’ and the Weaponness Valley Coach Park ‘Weaponness Valley’.
- 1.2 Subject to consideration of the results of consultation on this draft Brief, 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.
- 1.3 The Brief is being prepared by the Planning Services Unit following a thorough consideration of planning and related issues falling within the remit of Scarborough Borough Council.
- 1.4 The strategic location and precise boundaries of the site covered by the Brief are shown in Figures 3.1 and 3.2. The site is situated 1.5km to the southeast of Scarborough town centre on the eastern edge of Oliver’s Mount within the Weaponness residential suburb and Weaponness Conservation Area. It lies adjacent to the A165, a main north – south route through the urban area and the main route linking Scarborough to Filey, Bridlington and other settlements along the east coast. The site is the historical home of the Yorkshire Tennis Club, it now plays host to Scarborough Sports and Tennis Centre which is owned and managed by Scarborough Borough Council.
- 1.5 Further to an appraisal of the site context and planning policy and an analysis of constraints and opportunities, the Brief establishes development principles and parameters for the site, providing clear guidance to potential developers on issues including:
- Use and amount
  - Siting and scale
  - Access and movement
  - Architectural design and appearance
  - Open space
  - Landscape treatment
  - Sustainable design
  - Environmental considerations
  - Planning obligations
  - Phasing.
- 1.6 Guidance is also provided on the requirements and the process to be followed in the preparation and submission of a planning application. The final section presents the proposed consultation process for the Brief and future planning applications and how comments can be submitted with respect to these.
- 1.7 A summary of the key development proposals and parameters is summarised overleaf in Table 1.0. It must be emphasised that this table is an 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 1.0: Key development proposals and guidelines of the Brief

<b>Key Proposals / Guidelines</b>	
<b>1</b>	Development phasing sequence that ensures continuous provision of sports and leisure provision in the town by providing replacement facilities at Weaponness Valley.
<b>2</b>	Demolition of 1970s sports barns and clearance of tennis courts may be permissible, but. retention of pavilion, trees and preferably the grandstand.
<b>3</b>	The preferred use is residential development with the scope to introduce sheltered housing, care / nursing housing, tourist or student accommodation
<b>4</b>	Suitable commercial or community uses may be introduced to the pavilion and grandstand buildings (subject to safeguards including protecting residential amenity and the character of the area)
<b>5</b>	New build low density development would be located to southern and northern ends of the site. However, higher density development close to Filey Road, incorporating the retention of grandstand and pavilion buildings would also be acceptable.
<b>6</b>	Siting, scale and massing of development to respect the setting of the grandstand and the pavilion buildings and to draw reference from existing properties within the Weaponness Conservation Area.
<b>7</b>	Architectural detailing and materials to be consistent with the character of the Weaponness Conservation Area.
<b>8</b>	Landscape framework that retains and enhances the sylvan character of the surrounding area and contributes towards ecological diversity.
<b>9</b>	Existing vehicular access to serve the development with possible additional vehicular access points onto Weaponness Park. Parking to be provided within the site.
<b>10</b>	Cycle and pedestrian movement prioritised and linkages with the surrounding area enhanced.
<b>11</b>	Application of sustainable development principles through regard to development patterns and building designs that reduce the need to travel (particularly by private car), conserve and reduce demands for energy, reduce waste and minimise adverse impacts upon the environment.
<b>12</b>	Provision for securing planning obligations, including affordable housing, open space and education payments.
<b>13</b>	A comprehensive approach to the development is required; a full planning application for the whole site should be submitted (accompanied by relevant Conservation Area Consent application(s) for any demolition).
<b>14</b>	Consultation with the Council and key stakeholders, including the public, should form part of the pre – application design process.

## 2.0 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 village at Weaponness Valley.
- 2.2 The Council propose to work with a private sector partner on the delivery of the project. This will involve an ‘enabling development approach’ whereby the developer will finance and construct the sports and leisure village at Weaponness Valley in exchange for the Council owned Seamer Road and Filey Road Sports Centre sites. These sites, together with any residual land at Weaponness Valley would then be developed for alternative uses in order to recoup costs associated with the development of the sports and leisure hub and generate developer’s profit.

### *Status of the Brief*

- 2.3 This Brief provides a guide to the redevelopment of the Filey Road Sports Centre on the assumption that the Council decides to relocate existing facilities. The redevelopment of the other two sites will be guided by separate Development Briefs. The objectives of the Briefs are:
- To set the context for the future development of the site; and
  - To provide a comprehensive and planning led approach to the future development of a site which is linked to the redevelopment of Seamer Road and Weaponness Valley.
- 2.4 This Brief will help to secure or contribute to:
- The removal of unsightly buildings and structures (i.e. sports barns) incongruous with the character of the Conservation Area;
  - The introduction of a use(s) appropriate to, and compatible with, the predominantly residential area;
  - A development layout and landscape treatment that preserves and reinforces the distinct sylvan setting of the local area;
  - Development of a design, density, scale and massing consistent with the character of the Conservation Area;
  - Provision of housing (including affordable) as specified by the Regional Spatial Strategy (RSS), Interim Housing Position Paper and the emerging Local Development Framework (LDF);
  - A long - term future for on – site heritage assets;
  - A design approach underpinned by sustainable development principles;
  - A form of development that capitalises on the location of the site and its accessibility to sustainable modes of travel.
- 2.5 The Brief has been prepared in the context of saved policies from the Scarborough Borough Local Plan, the Regional Spatial Strategy (RSS) and emerging policies in the Local Development Framework which is currently in the process of preparation. It will

therefore provide an up to date framework for future development on the site, taking account of adopted policies 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.

### 3.0 Site and its Surroundings

- 3.1 The site is located approximately 1.5km to the southeast of the town centre within the Weaponness suburb. It lies adjacent to Filey Road, an arterial route and attractive avenue. Land rises to the west towards Oliver's Mount and falls to the east towards South Bay. Scarborough College and the University of Hull Scarborough Campus lie a short distance to the south of the site. Figure 3.1 illustrates the location of the site and its relationship with the former football stadium on Seamer Road and the former Weaponness Park and Ride facility, for which parallel Briefs are being prepared.
- 3.2 The site lies within the Weaponness Conservation Area which has the character of a leafy 19<sup>th</sup> / 20<sup>th</sup> century residential area (Figure 3.2). Built development is at a low density, comprising principally of large, architecturally interesting, detached and semi – detached buildings set in generous grounds bound by brick walls, hedges and trees. Examples are given in Images 3.1 – 3.8. The majority of the properties directly adjacent to the site were built 1890 – 1940 (Figure 3.3). The mature trees, shrubs and hedges in private gardens partially screen buildings and create a spacious sylvan setting. This is enhanced by tree lined street planting and incidental open space.



Image 3.1: Annan, Deepdale Avenue



Image 3.2: Weaponness House, Filey Road



Image 3.3: 1 Weaponness Park



Image 3.4: Moor End / Norbury, Weaponness Drive



Image 3.5: Sunwood, Weaponness Park



Image 3.6: 28 Deepdale Avenue



Image 3.7: High Bank, Weaponness Park



Image 3.8: 2 College Avenue

3.3 The site occupies approximately 2.8ha and is broadly triangular in shape, tapering from north to south. It is bounded to the east by residential properties on Deepdale Avenue and to the north and west by residential properties on Weaponness Park. As illustrated in Figure 3.4, the main vehicular access is achieved to the eastern boundary via a priority controlled junction onto Filey Road (Image 3.9); to the north of this a minor vehicular access serves a small storage building adjacent to the grandstand (Image 3.10). Pedestrian access can be achieved from Filey Road, Weaponness Avenue (pedestrianised) and Weaponness Park, to the northern boundary a pedestrian link connects Filey Road and Weaponness Park (Images 3.11 – 3.12). Filey Road is served by the local Scarborough & District bus services 7 and 17 and a designated off – road cycle lane which provide connection to the town centre.

Figure 3.1: Strategic location plan

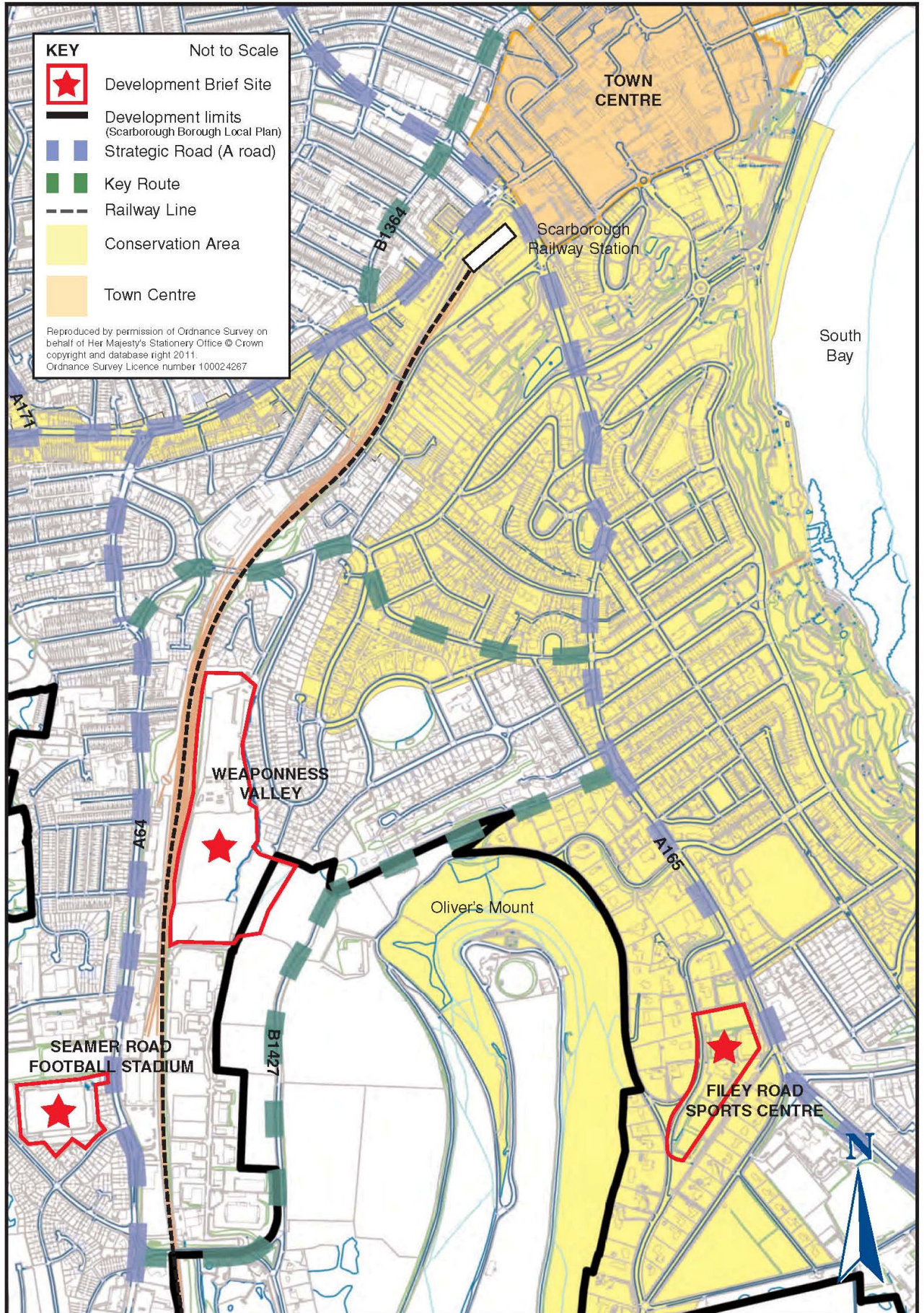


Figure 3.2: Site plan

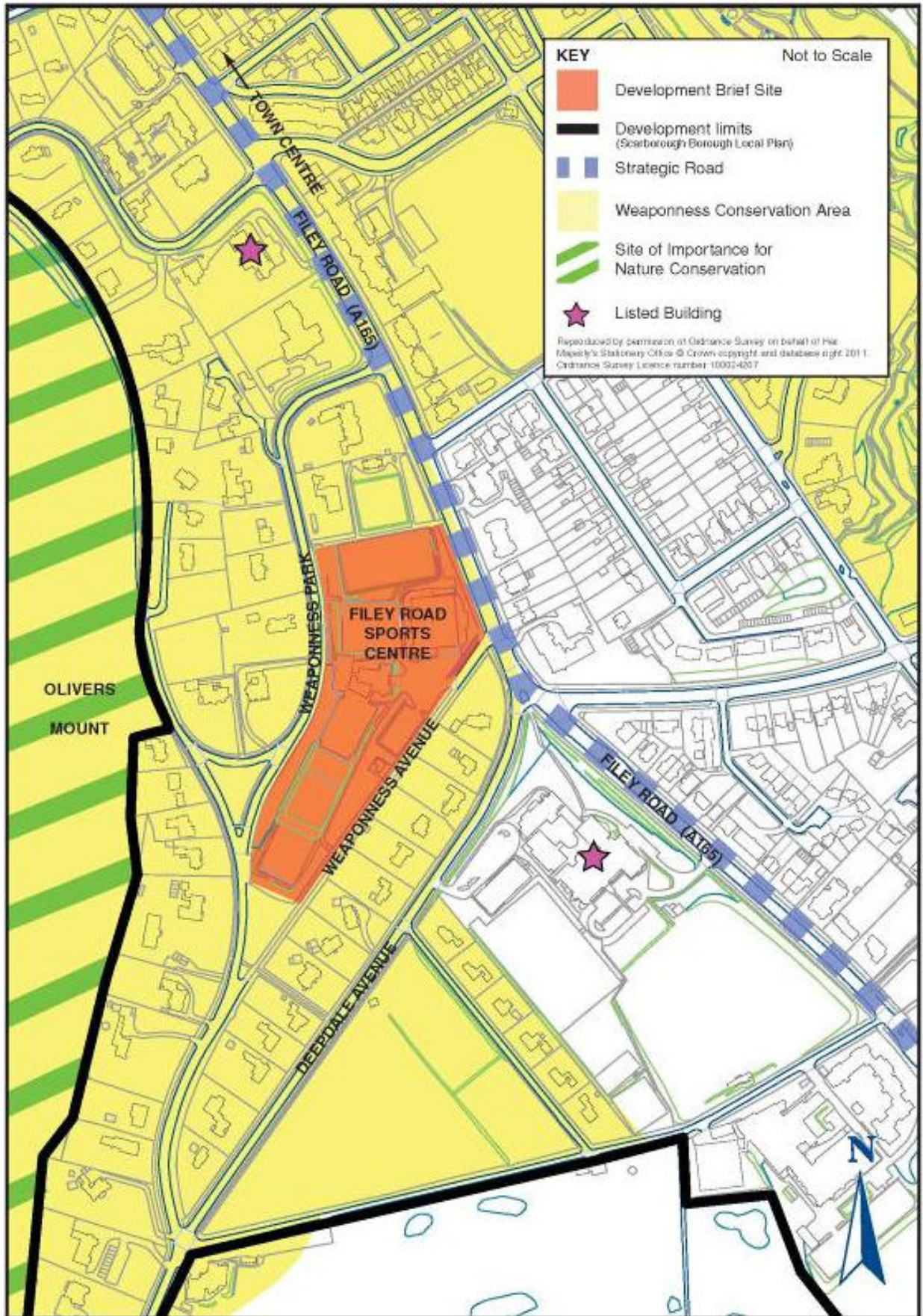


Figure 3.3: Age of Buildings



Image 3.9: Main vehicular site access on Filey Road



Image 3.10: Minor vehicular site access on Filey Road



Image 3.11: Pedestrianised Weaponness Avenue (from the south)



Image 3.12: Pedestrian link connecting Filey Road to Weaponness Park

- 3.4 The site is the historical home of the Yorkshire Lawn Tennis Club, it now plays host to Scarborough Sports and Tennis Centre which is owned and managed by Scarborough Borough Council. Figure 3.5 illustrates the extent and layout of development on the site. Its facilities comprise two sports halls, a fitness suite, three squash courts, 14 grass and tarmac tennis courts, one multi-purpose court and a refreshments bar. The indoor facilities are accommodated within 1970s brick built sports barns. These are connected by covered walkways to a ‘Colonial’ style tennis pavilion designed by Sir Edwin Cooper which is of high architectural value (Image 3.13). Adjacent to the pavilion is a grandstand encircling the former grassed tennis courts which hosted such tennis greats as Rod Laver and Fred Perry. The grandstand is in a poor and deteriorating condition but has some value as a heritage asset due to its contribution to the character of the area and its historical association with competitive tennis in the region (Image 3.14). Grassed tennis courts are located to the north, tarmac tennis courts to the south (Images 3.15 – 3.16). The area to the front of the sports centre is dominated by hardstanding car parking. An electricity substation is located on the eastern boundary to the south of the car park.
- 3.5 In January 2011 Scarborough Civic Society submitted an application to English Heritage to designate the tennis pavilion as a listed building. The outcome of this application is

pending determination. If listed status is granted the implications for the tennis pavilion and other buildings on the site would have to be assessed.



Image 3.13: Tennis pavilion and adjoining sports barns



Image 3.14: Tennis grandstand



Image 3.15: Hard surface tennis courts to the south of the site



Image 3.16: Grass tennis courts to the north of the site

- 3.6 The perimeter of the site is well defined by a significant number of mature indigenous tree species. Figure 3.6 identifies those trees that are subject to Tree Preservation Order (TPO) 1969/56. However, all trees are afforded protection by virtue of their location within a Conservation Area. An ecological walkover was undertaken in 2008. Although this determined that the site principally comprises managed species poor amenity grassland which is of low ecological value it also identified that the site has the potential to support bats within buildings and trees.
- 3.7 The site falls south to north by approximately 8m and is characterised by a series of terraces created to accommodate the tennis courts and sports halls. There is also a fall across the site from west to east of approximately 4 – 5m (Figure 3.6).
- 3.8 There are no extant planning permissions for the site and the planning history relates to operational development associated with its sports and leisure use. Historical mapping data dating from 1853 to present shows that the site has developed from open agricultural land alongside the adjacent residential area of Weaponness. It is considered that there is little potential risk for contamination on the site. The site is served by gas, water, electricity and foul / surface water infrastructure located within Filey Road. The site

falls within Flood Risk Zone 1 designated by the Environment Agency. This is the lowest risk category.

Figure 3.4: Access and connectivity

Figure 3.5: Built development

Figure 3.6: Tree cover and topography

## 4.0 Planning Policy Framework

- 4.1 The guidance provided in this Brief has been prepared having full regard to extant planning policy. Section 38 of the Planning and Compulsory Purchase Act 2004 indicates that where relevant planning determination shall be made in accordance with the Development Plan unless material considerations indicate otherwise. The relevant Development Plan for this Brief comprises of the Yorkshire and Humber Regional Spatial Strategy (2008) and the Scarborough Borough Local Plan (1999). The Local Plan will, in due course be replaced by Development Plan Documents forming part of the Local Development Framework. This section of the Brief sets out the local and regional planning policy context which has been considered in its preparation and which may be of relevance to bringing development proposals forward in the future. National planning policy set out in Planning Policy Statements and Guidance is also a key material consideration.
- 4.2 In the Localism Bill published in December 2010 the Government committed to abolish the regional tier of planning policy provided by Regional Spatial Strategies. When / if the Bill is enacted and becomes part of statutory law, the Yorkshire and Humber Regional Spatial Strategy (2008) will no longer form part of the Development Plan. It is anticipated that the Bill will be enacted by the end of 2011. Recent High Court decisions have confirmed that the RSS remains part of the Development Plan, but the government's intended revocation of the document is a material consideration in making planning decisions.
- 4.3 Due to the changes in local and regional planning policy that will be occurring over the next few years developers are advised to contact the local planning authority to clarify which planning policies are extant at the time of preparing and submitting a planning application. The following policies represent the current and emerging planning policy relevant to the site and the proposal:

### Local Planning Policy

#### *Scarborough Borough Local Plan*

- 4.4 The Local Plan was adopted in April 1999. 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.
- 4.5 The key 'saved' local plan policy includes:
- H3: Small Scale / Infill Housing within the Development Limits of Settlements;
  - E6: The Protection of Open Space;
  - E7: Local Nature Conservation Sites;
  - E12: Design of New Development;
  - E39: Development Affecting Hedgerows and Trees;
  - H10: Protection of Residential Amenity;
  - H14: Nursing and Residential Care Homes;
  - C6: Developer Contributions;
  - C7: Foul and Surface Water Disposal; and
  - R2: Open Space Provision within New Residential Developments.

### ***Local Development Framework (LDF)***

- 4.6 The emerging Local Development Framework (LDF) will provide the future planning policy context for the Borough. 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. 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 (these do not form part of the Development Plan and are therefore not material considerations in the determination of planning applications). The SPDs which have already been adopted must be taken into account alongside the development plan.

#### *Draft Core Strategy (Preferred Options) (November 2009)*

- 4.7 The Core Strategy DPD is linked to the Sustainable Community Strategy (SCS). This document sets out the issues which local people and organisations think are key priorities for the future of the Borough. It recognises the relationship between the economy and factors such as environmental regeneration, housing, health, culture, citizenship and community safety as integral to sustainable development. One of the strategic objectives of the SCS is to create safe and healthy communities. Reference is given to the need to provide good quality homes and increase the availability of affordable housing within the Borough.
- 4.8 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)*

- 4.9 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.

#### *Supplementary Planning Documents*

- 4.10 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; and

- Education Payments SPD.

## **Regional Planning Policy**

### ***Yorkshire and Humber Plan Regional Spatial Strategy***

4.11 The RSS was adopted by the Government Office for Yorkshire and the Humber in May 2008. It identifies Scarborough as a Sub-Regional Centre. Policy C1 sets out the overall strategic vision for the Coastal Sub-Region and states that plans, strategies, investment decisions and programmes for the Coastal Sub-Region should, among other provisions:

- Focus most development on Scarborough;
- Strengthen the role of Scarborough as a sub-regional town serving much of the sub-area and a focus for urban renaissance;
- Review housing stock in Scarborough to ensure it meets changing housing market needs.

4.12 The regional planning policy relevant to the site and the proposed uses includes:

- 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;
- 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;
- ENV1: Development and Flood Risk
- ENV2: Water Resources
- ENV5: Energy;
- ENV6: Forestry, Trees and Woodlands;
- ENV8: Biodiversity;
- ENV9: Historic Environment; and
- ENV11: Health, Recreation and Sport.

### **Other National and Local Planning Policy Guidance and Useful Information**

4.13 This consists of a range of different nationally and locally produced planning policy documents, which although not part of the formally adopted development plan, are nonetheless material planning considerations. The documents relevant to this Brief are listed below:

#### ***National***

- PPS1: Delivering Sustainable Development and Supplement to PPS1: Planning and Climate Change;
- PPS3: Housing;

- PPS4: Planning for Sustainable Economic Growth
- PPS5: Planning for the Historic Environment;
- PPG17: Planning for Open Space, Sport and Recreation;
- PPS9: Biodiversity and Geological Conservation;
- PPG13: Transport;
- PPG23: Planning and Pollution Control;
- PPG24: Planning and Noise; and
- PPG25: Development and Flood Risk;

### **Local**

- North Yorkshire County Council – Transport Issues and Development Guide (2003);
- Interim Housing Position Paper (2010);
- The Weaponness Character Appraisal and Management Proposals (2007); and
- Sustainable Building – Guidance for Developers (2008).

4.14 Of these, the Weaponness Character Appraisal and Management Proposals (2007) document is particularly relevant. This details the distinct physical and architectural features of the area and sets out a number of Recommended Management Policies (RMPs) relating to the design and management of new development.

4.15 In addition, there are a number of useful information sources that may be of assistance in developing proposals:

- Department of the Environment, Transport and Regions – By Design: Urban Design in the Planning System Towards Better Practice;
- Department for Transport: Manual for Streets (2007) and Manual for Streets 2 (2010);
- Secured by Design: New Homes 2010;
- BS5837:2005 Trees in Relation to Construction;
- English Heritage Guidance on sustainable energy generation and energy efficiency; and
- Kissing Sleeping Beauty: A Strategic Development Framework for Scarborough (July 2003).

## 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*

- Located in a high value residential area of distinct sylvan landscape and architectural character;
- The pavilion building is of distinct architectural interest and provides a focal feature at the entrance to the site;
- The grandstand building is a dominant feature on the site frontage which provides reference to the historical use of the site;
- Under single ownership;
- Little potential for land contamination;
- Within the urban area and defined Development Limit;
- Adjacent to a key arterial road which is served by public transport and which provides a direct linkage to the railway station and town centre;
- Within close proximity to recreational opportunities on Oliver's Mount and at South Bay; and
- Served by utilities infrastructure.

### *Constraints*

- Filey Road is a potential generator of adverse noise impacts;
- Electricity substation located to the eastern boundary;
- Varied topography may necessitate earthworks;
- A proportion of trees along the boundaries are subject to a TPO and a cluster of trees is located within the site to the eastern boundary;
- Embankment along the western boundary accommodating trees covered by a TPO encroaches into the site, impacting upon the amount of developable area;
- Weaponness Conservation Area is subject to planning policies which would limit the developable area;
- The pavilion building could be listed by English Heritage. This would introduce constraints imposed by statutory legislation relating to listed buildings and their setting, particularly with respect to internal alterations (In addition to those relating to Conservation Areas);
- Potential for the presence of protected species on the site (bats);
- Single main vehicular access to the site; and
- Development is subject to provision of replacement sport facilities on other sites in order to satisfy the requirements of PPG17 and make provision for residents / visitors.

### *Opportunities*

- To secure 'enabling development' which will help cross – subsidise the funding of a modern fit for purpose multi – use sports and leisure hub for the town;

- To secure the long – term future of the pavilion and grandstand structures through renovation / conversion;
- To provide reference to the historical use of the site through retention of the grandstand;
- To enhance the setting of these heritage assets and the character of the Weaponness Conservation Area through the removal of 1970s brick built sports hall buildings that are incongruous with the high quality residential dwellings;
- To enhance the sylvan character of the area through sensitive structural and amenity landscape planting; and
- To improve the Filey Road interface through the siting of frontage development and the reconfiguration of car parking provision within the site.

### *Threats*

- Sensitive conversion of the pavilion building and grandstand to residential use could be difficult to achieve. Costs associated with conversion could be high, reducing the level of sports and leisure benefits that can be secured for the town;
- Overdevelopment or poorly designed development could impact upon the local highway network, adversely affecting local residential amenity and movement into and around the town;
- Overdevelopment or poorly designed development would detract from the character and appearance of the Weaponness Conservation Area;
- Development may not come forward, or may be delayed, if the development of replacement facilities at Weaponness Valley is not realised; and
- Loss of sports facilities which are readily accessible to residents in the locality and university students.

5.2 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 8.0.

## **6.0 Development Principles and Parameters**

- 6.1 This section of the Brief sets out the general principles and parameters that should guide the development of proposals for the site. Developers are expected to relate to these within supporting documentation (such as the Design and Access Statement) and to demonstrate compliance with the specific requirements of national, regional and local planning policy and guidance as outlined in Section 4. It is expected that specific reference will be given to the Weaponness Character Appraisal and Management Proposals (2007) document.
- 6.2 Development proposals should seek to preserve the architectural, ecological and landscape heritage of the site and ensure that the built form of development is respectful and mindful of the scale, form and character of the surrounding area. It is strongly recommended that the Council's Conservation Officer is consulted at an early stage in the design process.
- 6.3 Section 7.0 presents an illustrative form of development that could be achieved taking into account the Council's key principles and parameters outlined below. The illustrative proposals are not intended to be prescriptive and have been developed for information only.

### **Land Use**

- 6.4 It is a fundamental tenet of this Brief that suitable relocation of existing sports facilities takes place before the site is redeveloped. Subject to this provision the site is appropriate for residential use. It is a developed site in a residential area within the defined development limit. It is within close proximity of recreational opportunities and directly connected to the services and facilities of the Ramshill Road district shopping area and the town centre by an arterial road which is well served by public transport. This is consistent with PPS3 which places an emphasis on the use of suitable sites in sustainable locations which offer a good range of community facilities and are accessible to jobs, services and infrastructure.
- 6.5 Residential development on the site is consistent with existing and emerging planning policies. Policy H3 of the Scarborough Borough Local Plan permits new residential development within the development limits of settlements subject to certain criteria.
- 6.6 With respect to the requirement within PPG17 to maintain the provision of an adequate supply of sports and recreation facilities, the Council consider that the release of the site for an alternative use is acceptable subject to the development of a new multi – use sports and leisure village at Weaponness Valley. The rationale behind the strategy of concentrating sports facilities on one site is contained in the Weaponness Valley Brief.
- 6.7 The new facilities will generally represent a quantitative and qualitative improvement to those currently available on the site. However, a like for like quantitative level of tennis courts is unlikely to be achieved at Weaponness Valley. The final number of courts and playing surface type will be subject to detailed design which will be guided by the principle of achieving a multi – use sports hub that is economically sustainable. In addition to the new facilities, there are alternative locations within Scarborough that provide publicly accessible tennis facilities.

- 6.8 Sheltered housing, care / nursing housing and student accommodation are in principle considered acceptable forms of residential development. These uses are supported by national, regional and local planning policies which seek to diversify the mix of housing to reflect local needs and make provision for all sectors of the community. However, this is subject to the scale, massing and design of buildings for such uses being suitable in this location, notably in terms of impact upon the Weaponness Conservation Area.
- 6.9 As detailed within Section 5, the provision of affordable housing would normally be required in accordance with the Affordable Housing SPD. Sheltered housing and care / nursing housing would be subject to the requirement for affordable housing. Student accommodation would be exempt from this requirement.
- 6.10 It is envisaged that the 1970s brick built sports barns would be demolished and the tennis courts cleared to make way for new build development. Regardless of the outcome of the application submitted to English Heritage for listing, the strong preference of the Council is retention, conversion and refurbishment of the pavilion building due to its high architectural value. Similarly, the grandstand should be incorporated into any development proposal in order to retain a frontage to Filey Road that provides a visible reference to the historical use of the site.
- 6.11 The building fabric of the grandstand may not lend itself directly to conversion. Flexibility in the design approach may be needed to facilitate its retention. If conversion and refurbishment of the existing building is not feasible, as a minimum, the Council will consider an approach that retains and integrates the outer façade into new build development of a layout and form consistent with that of the existing building (i.e. retaining the grassed courtyard at its core for amenity space). Proposals that involve the complete demolition of the grandstand would only be considered in exceptional circumstances (e.g. significant structural defects); this would need to be fully justified as part of an application for Conservation Area Consent. Again, in this eventuality any new build development would need to be of a layout and form consistent with that of the existing building.
- 6.12 Other possible suitable uses for the pavilion and grandstand may include those ancillary to sheltered housing, care / nursing housing and student accommodation, such as dining halls, lounge rooms, administrative offices and medical consulting rooms may be considered where they are compatible with the amenity and character of adjacent development and the surrounding area.
- 6.13 The site is not considered suitable to accommodate retail, industrial or larger scale commercial uses; the introduction of which would be incompatible with residential amenity in terms of noise and highway impacts. These impacts could also undermine the distinct character of the Conservation Area; this would be inconsistent with PPS5. Furthermore, the introduction of commercial or retail development may require justification with respect to the principles of PPS4 which seek to concentrate such uses within established town or district centres.
- 6.14 Whilst the introduction of commercial use as the predominant use is not considered appropriate and will not generally be supported, it is recognised that securing a long term and sustainable future for the pavilion and grandstand could necessitate a flexible approach to the uses that may be accommodated within the buildings. Therefore, the Council may consider the introduction of certain commercial or community uses into the buildings. For example, non – residential uses of the grandstand could be used as tourist

accommodation or in part as a restaurant/bar. The pavilion could be used for such purposes or as community hall or crèche. In such circumstances it must be demonstrated that the uses are sympathetic to the character of the buildings and the Conservation Area, there would be no significant environmental, highway and visual impacts and appropriate evidenced justification can be provided in terms of PPS4 and PPS5. They should be compatible with nearby residential uses, in effect ruling out those in the B2 and B8 Use Classes.

### **Density and Zoning**

- 6.15 The surrounding area is predominantly characterised by low density development comprising large detached and semi - detached dwellings set in generous individually defined plots. Along Filey Road these are interspersed with higher density developments including large apartment blocks and nursing homes. The Weaponness Character Appraisal and Management Proposals (2007) document details that the low density built form is an intrinsic part of the character of the Conservation Area.
- 6.16 Within this context, it is required that the southern portion of the site should accommodate low density development.
- 6.17 The same principle is largely applicable to the area north of the pavilion and grandstand. However, PPS3 recognises that the density of existing development should not necessarily dictate that of new housing by stifling change or requiring replication of existing style or form. If done well, imaginative design and layout of new development can lead to a more efficient use of land without compromising the quality of the local environment. As such, higher density forms of development, such as apartments, sheltered housing, care / nursing housing and student accommodation, may be introduced to the northern portion of the site fronting Filey Road. In this location they would align with the character of the existing properties along the Filey Road corridor. The development would incorporate new build alongside the retention and conversion of the grandstand and pavilion buildings.
- 6.18 The opportunity to introduce development of varying densities provides scope for a range of unit numbers and mix of unit types to be achieved on site; this is consistent with the principles in PPS3. Due to the varying development options available proposals will be considered on a case by case basis. The amount and mix of units will be dependent upon securing a form of development that does not adversely impact upon trees and the character of the area and also other considerations such as residential amenity, access arrangements and utilities infrastructure capacity.

### **Siting and Scale**

- 6.19 The varying topography and on - site trees present constraints that will impact upon the siting and orientation of new development. The most significant variation in level is the embankment that runs along the length of the western boundary and extends into the site. This is topped by a number of mature indigenous tree species, a large proportion of which are protected by a Tree Preservation Order (TPO). Remodelling earthworks to the embankment would be restricted by the extent of tree Root Protection Areas (RPAs). Similar constraints would be experienced with respect to development that could be accommodated within proximity to the trees along the eastern boundary. Above ground, tree canopies will also have an impact as consideration will need to be given to achieving

appropriate daylight levels within the development and making provision for future tree growth.

- 6.20 It is strongly recommended that a full Tree Survey and Tree Constraints Plan (TCP) are undertaken before the design process commences so that the siting and orientation of development can be tailored to account for the constraints imposed by trees.
- 6.21 Remodelling earthworks along the western boundary would be acceptable where it can be demonstrated that they can be achieved without any detrimental effect on the health or setting of the trees it accommodates (see '*Landscape Treatment*' section for details on development affecting trees). Remodelling earthworks within the core of the site to create a level development platform should be acceptable. However, given that earthworks are disruptive and costly, proposals which seek to integrate with the existing topography would also be considered.
- 6.22 Low density components of the development should take reference from the urban grain of the surrounding area. Plots should be generous and of approximately similar size, the amount of building footprint within each plot should be substantially less than the area given to gardens and landscaping. Dwellings should be sited within plots to make provision for a generous amount of amenity space on all sides. This will help create an open and spacious setting. Dwellings should address the site frontages and be spaced to create an even rhythm to the street scene, as evident along Weaponness Park and Deepdale Avenue. With reference to RMP3 of the Weaponness Character Appraisal and Management Proposals (2007), **new built development should be less than 15% of the total plot area and buildings should occupy less than 60% of the plot frontage.** An appropriate plot area should also be provided around the pavilion building to reflect this requirement.
- 6.23 A possible exception to the requirement would be the grandstand. It is recognised that even in its existing form the size of the building is such that an appropriate plot area could not be practicably achieved. The importance of the grandstand as a historical reference on the principal site frontage justifies an exception. If the grandstand is extended or if replacement development is accepted it must be demonstrated that there would be no adverse impact upon the Conservation Area in terms of the openness and spaciousness of its setting and that an appropriate level of amenity space can be provided within a courtyard at its core.
- 6.24 The scale and massing of development should reflect, as far as practicable, that of adjacent dwellings and take account of any varying levels within the site and along its boundaries. Care should be taken to protect residential amenity and avoid a sense of overbearing within the development or upon the street scene.
- 6.25 The introduction of higher density development to the Filey Road frontage would not appear incongruous with the adjacent 2 – 3 storey detached and semi – detached dwellings and 3 – 5 storey apartment blocks and nursing homes which are of notable scale and massing (Image 6.1 and 6.2). In order to respect the setting of the pavilion the grandstand (or any building which integrates its façade or replaces it) should not extend above the ridge height of the building as existing (although the two single storey terraces closest to Filey Road may be extended to the height of the main grandstand). Any new build development to the north of the grandstand should be 3 - 4 storeys.

- 6.26 The siting, orientation and scale of new development within proximity of the pavilion and grandstand should seek to preserve and enhance their setting. In accordance with the provisions of PPS5 the Heritage Statement prepared in support of any planning application should include reflection upon the degree of potential impacts of new development on the buildings and provide a rationale for the design approach.
- 6.27 A visual impact appraisal should be detailed within the Design and Access Statement to demonstrate the relationship between buildings within the site and the development with the surrounding environment, particularly along Filey Road. Information should be presented using photomontages and / or 3D modelling images.



Image 6.1: Apartment block on Filey Road fronting the site



Image 6.2: Houses on Filey Road fronting the site

### Access and Movement

- 6.28 It is anticipated that the existing main access onto Filey Road has the capacity to accommodate the level of vehicular movements that may be generated by redevelopment of the site for residential use. It should therefore continue to serve as the primary vehicular access. Proposals for development including student accommodation, care / nursing housing and commercial or retail uses would need to be discussed with the relevant highway authority to ensure that the junction capacity and access arrangements are appropriate or could be achieved through highway improvements.
- 6.29 There may be scope to introduce additional vehicular access points to serve individual buildings or the development as a whole. Figures 7.1 – 7.2 illustrate the approximate locations where these could be sited on Weaponness Park taking into consideration constraints associated with tree cover and changes in ground level. The introduction of additional access points onto Filey Road may be difficult to achieve due to tree cover and provisions for public transport comprising a bus stop and bus lane. However, it is recognised that in urban design terms the provision of frontage access would be consistent with the character of development along Filey Road and would avoid the need for the provision of highways within the site. Therefore, the introduction of an access may be considered if an acceptable revised highway arrangement can be demonstrated. The exact location of proposed new vehicular access points should be discussed with the Council's arboricultural officer and the highway authority at an early stage in the design process.

- 6.30 Planning applications should be supported by a Transport Assessment in order to demonstrate the nature and extent of any impacts of the development and access arrangements and whether any highway infrastructure improvements are required. The scope of a Transport Assessment should be discussed with the Council and the relevant highways authority.
- 6.31 Pedestrian access to the site is generally good although the busy Filey Road can act as a barrier. The existing pedestrian link to the northern boundary connecting Filey Road and Weaponness Park should be retained; opportunities to maximise pedestrian permeability into the site from this link, Filey Road, Weaponness Avenue and Weaponness Park should be explored.
- 6.32 Any internal highways should be designed and constructed to adoptable standard. Design features should be utilised to ensure pedestrian and cycle priority and encourage low vehicle speeds, this may include shared surface ‘home zone’ style treatments. Appropriate provision should be given for emergency and servicing requirements. Developers will need to refer to the DfT’s ‘Manual for Streets’ and ‘Manual for Streets 2’.
- 6.33 Figure 7.2 illustrates that the most likely form of development to the south of the pavilion would be a row of detached houses. Access to these properties would be gained from a newly constructed shared road within the site running parallel to the pedestrianised Weaponness Avenue.
- 6.34 When considering car parking provision reference should be made to the North Yorkshire County Council – Transport Issues and Development Guide (2003). Parking for dwellings should be provided within the curtilage on driveways or internal / external garages. On street parking will be discouraged. Should a more intensive form of development, such as apartments, be introduced which requires open courtyard parking this should be located away from the Filey Road frontage and sensitively sited to preserve the setting of the pavilion. Parking within the courtyard framed by the grandstand should be avoided. Landscape planting should be used to break up and screen open courtyard parking, particularly from views into the site. Within higher density forms of development appropriate provision should be made for disabled spaces and secure cycle storage.
- 6.35 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.

### **Architectural Design and Appearance**

- 6.36 The Weaponness Character Appraisal and Management Proposals (2007) document details the distinct physical and architectural features of the area.
- 6.37 Many of the buildings in the Weaponness Conservation Area were built during the period up to the 1914-18 war and are influenced by the Arts and Crafts movement that was predominant at the time (Images 3.1 – 3.8). Several are designed by architects of national and international standing: Sir Edwin Cooper, Sir Robert Lorimer, E J May, Fred Rowntree and A J Penty; whilst others are by architects of regional standing: Frank Tugwell, Runton & Barry, Walker, Son & Field of Hull and H Percival Binks of Hull.

- 6.38 There is an eclectic mix of materials in buildings. Walling materials are predominantly dark red or red / brown brick, ashlar stone and render, sometimes on the same building. Use is made of decorative brickwork such as bricks laid herringbone fashion. Other walling materials include small plain tile cladding and ‘half timbering’. Roofing materials are largely small plain clay Red Rosemary tiles, although a significant number of buildings use Westmorland green slate. Windows are a mix between vertically sliding sashes and casements. Other architectural detailing includes tall chimney stacks and the use of stone to create decorative corbals, porticos around doors and gable features.
- 6.39 In the detailed design of new buildings developers should reflect upon the use of such materials and architectural detailing in order to achieve a form of development that sensitively integrates with, and reinforces, the setting of the historic buildings that may be retained on site and the character of the Conservation Area. Similarly, original materials and restoration techniques should be utilised in any refurbishment and conversion of the pavilion and grandstand buildings. A materials and detailing specification, including illustrative images should be submitted as part of any planning application. This should be cross referenced on the elevation drawings for each building type.
- 6.40 It is expected that a bespoke design approach will be adopted. Whilst designs should reference the architecture and materials of the Weaponness Conservation Area, a rigidly ‘pastiche’ approach would not be expected, nor be desirable. Proposals for development of a contemporary design may be considered where these are of exceptional quality.



Image 6.3: Boundary wall with iron rail



Image 6.4: Gate piers with stone cappings

- 6.41 The street scene is defined and characterised by either brick boundary walls, often with a characteristic iron rail on top, or hedges, which are often beech. Gate piers are usually brick with simple decorative stone capping, some are entirely stone (Images 6.3 – 6.4). The design of boundary treatments and gates should be of high quality, but remain relatively simple and avoid ornate detailing.
- 6.42 In developing proposals crime should be designed out of the buildings and spaces between them with consideration given to ‘Secured by Design’ principles. Open spaces and areas of public realm should be subject to appropriate landscape treatments and overlooked by active frontages to provide animation and natural surveillance. The Police Architectural Liaison Officer should be consulted at the pre – application stage.

## **Open Space**

- 6.43 Policy R2 of the Local Plan sets out the requirement for new housing developments over 15 units to include for open space and play provision. The policy recognises that there may be circumstances where commuted sum payments can be made to the Council to enable the required open space to be provided off – site. This may involve the provision of new open space or the improvement of existing open space. The Negotiation of Play, Greenspace and Sports Facilities in Association with New Housing Developments SPD (2007), which supplements and provides additional guidance on Policy R2, sets out that in determining whether provision should be made on or off site each case will be assessed on its own merits. Where off site provision is to be made the SPD indicates the formula used to calculate the commuted sum which would be expected. Consideration will be given to the type of residential units proposed, their location and the likely demand generated for open space and play provision.
- 6.44 In this instance it is considered that formal open space and play provision would be more suitably provided off site and that a commuted sum payment towards the creation / improvement of facilities would be of most benefit to the residents of the development and the local area. However, an element of informal amenity space may be required on – site depending upon the form of development. This position is based on the following:
- A low density approach to development will result in a relatively low number of family dwellings with private gardens of a size appropriate to maintain the open and sylvan character of the Conservation Area.
  - It is recognised that there is a lack of formal play provision within the Weaponness, South Cliff and Ramshill part of town. However, due to the limited size and the narrow linear configuration of the site it would be difficult to integrate into the layout play provision of a useable area within a publicly accessible location that would not impact upon the amenity of existing or future residents or visually impact upon the setting of the pavilion building; and
  - The site is located within an established residential area with good pedestrian access to a range of leisure and recreation facilities, including Oliver’s Mount and South Cliff Gardens. These offer alternatives to on – site provision and are within 1000m distance which is considered acceptable within the SPD; and
- 6.45 There is no requirement for commuted sums for open space in respect of proposals for care and nursing homes, although as with the above, communal open space would have to be provided to meet the general amenity requirements of residents.

## **Landscape Treatment**

- 6.45 A proportion of trees on site are protected by a Tree Preservation Order (TPO). Those trees not subject to the TPO are afforded protection by virtue of their location within a Conservation Area.
- 6.46 Policy E39 of the Local Plan and RMP5 of the Weaponness Character Appraisal and Management Proposals (2007) document maintain a presumption in favour of the retention of all trees on the site in order to protect the distinct sylvan character of the Weaponness Conservation Area.

- 6.47 In view of these policies and the statutory levels of protection, the treatment and management of trees must be dealt with on a site wide basis; a piecemeal approach will not be accepted. It is strongly recommended that proposals are discussed with the Council's Arboricultural Officer at an early stage prior to any form of development on the site (including site clearance and demolition).
- 6.48 The British Standard 5837:2005 'Trees in Relation to Construction – Recommendations' document is an important reference tool which will underpin dialogue with the Council and against which decisions relating to trees will be considered. The document sets out guidance on the identification of trees suitable for retention, their protection during development operations and on the successful integration of existing and newly planted trees within a development. It also provides detailed information on the potential impact of development on trees, and of trees on buildings, and gives guidance on how to minimise that impact.
- 6.49 Works to, or the removal of any trees must be suitably justified. If trees are removed (i.e. to facilitate vehicular access) replacement planting of native species will be required. Where development is proposed within the proximity of trees it must be demonstrated that this can be facilitated without adverse impact upon the tree(s) or the amenity of future residents.
- 6.50 Development proposals must be informed by a full Tree Survey (where access is possible the survey should capture trees on third party land at the edge of the site), Tree Constraints Plan (TCP) and Arboricultural Implications Statement (AIS). It is expected that these will be submitted as part of the planning application package. An Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) will be secured by a condition attached to any planning permission.
- 6.51 In accordance with Policy E39 of the Local Plan and RMP6 of the Weaponness Character Appraisal and Management Proposals (2007) document existing tree cover on the boundaries of the site should be reinforced by new tree planting within the development. This should be used to enhance movement routes and open spaces, break up and screen car parking (if necessary) and integrate the new development with its surroundings especially where fronting roads. This should be complimented by low level amenity planting. The main emphasis of the landscape scheme should be the retention of the existing with limited supplementary new planting.
- 6.52 Given the essential contribution that trees and vegetation make to the Conservation Area, detailed landscape proposals will be required as part of the planning application package, rather than as a planning condition that may be attached to any planning permission.
- 6.53 The planning application should outline the approach to management of landscaped amenity areas to ensure the protection and maintenance of trees and spaces which form an essential feature of the character of the area.

### **Sustainable Design**

- 6.54 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 impacts upon the environment.

- 6.55 In drawing up proposals regard should be had to PPS1 (including supplement), RSS Policy ENV5, the Council's Sustainable Building – Guidance for Developers (2008) document and English Heritage Guidance on sustainable energy generation and energy efficiency in historic buildings.
- 6.56 Opportunities which the Council strongly recommend potential developers to consider include:
- The sustainable management of construction and demolition waste including the re-use of demolition materials as aggregate where possible;
  - New build residential dwellings to achieve Code for Sustainable Homes (CSH) level 3 (from 2010), level 4 (from 2013) and level 6 (from 2016). New build multi – occupancy buildings which are not covered by CSH, such as sheltered housing, care / nursing housing and student accommodation, should be assessed under the BREEAM Multi – Residential Standard and achieve a 'excellent' rating as a minimum;
  - Bio-climatic design, including the need to take advantage of solar heat and light for heating, lighting and ventilation;
  - Research the opportunities to introduce renewable or low – carbon energy technologies;
  - On new build properties the Council will seek a 30% reduction in surface water run – off. This can be achieved through Sustainable Urban Drainage (SuDS) techniques such as permeable paving and grey water recycling. Should SUDS be proposed it is recommended that the developer contact Yorkshire Water on matters of design and adoption;
  - Provision of sufficient internal and external waste storage space on a plot by plot basis to enable segregation of waste for recycling;
  - The introduction of high speed broadband to facilitate home working. Home working reduces the need to travel to work and the amount of traffic on the roads, thereby reducing congestion and carbon emissions.
  - Reduction of transport related energy use through a permeable urban form that facilitates and encourages walking, cycling and the use of public transport.
  - Within higher density forms of development, such as apartments, the provision of cycle storage facilities; and
  - The creation of a wildlife-rich living environment which protects existing wildlife but also enhances biodiversity through the use of native species planting.
- 6.57 The approach to sustainable design should be detailed within the Design and Access Statement or Planning and Sustainability Statement supporting any planning application.

## Environmental Considerations

### *Ecology*

- 6.58 Although the ecological walkover undertaken in 2008 determined that the site principally comprises managed species poor amenity grassland which is of low ecological value it also identified that the site has the potential to support bats within buildings and trees. Planning applications should be supported by a Biodiversity and Assessment Report including a bat survey undertaken by a suitably qualified and licensed ecological consultant. This should include an inspection of buildings and trees and a bat activity survey. If bats are found to be present on the site appropriate mitigation measures will be required, these should be discussed and agreed with the Council's ecology officer. Prior to demolition or construction works involving the disturbance or handling of bats the requisite licences must be secured from Natural England.

### *Ground Contamination*

- 6.59 A preliminary desk based study has identified that the potential for contamination is limited although there are areas of made ground that warrant further examination of the site. Planning applications should be supported by a Phase I Geo – environmental Assessment to determine the presence and extent of any land contamination. This should be accompanied by an Outline Remediation Strategy if ground contamination is found.

### *Noise*

- 6.60 Filey Road is a principal route into Scarborough that experiences high levels of traffic flow. Highway traffic is a generator of noise pollution. Planning applications should be supported by a Noise Assessment to determine the existing noise environment and to assess whether the proposed development would experience any adverse effects. If necessary, this should include details of appropriate mitigation measures.

### *Utilities*

- 6.61 The site is served by gas, water, electricity and foul / surface water infrastructure located within Filey Road. An electricity substation is located within the site to the eastern boundary. The capacity of this infrastructure and its ability to accommodate development proposals should be discussed with the relevant utility providers. If deficiencies are identified developers will be required to fund relevant upgrades. The opportunity to relocate the substation could be explored. A Foul Sewage and Utilities Infrastructure Statement should accompany any planning application.

### *Flood Risk*

- 6.62 The site is located within Flood Risk Zone 1 as defined by the Environment Agency. This is the lowest risk category with a probability of less than 1:1000 of flooding in any year. However, as it measures greater than 1ha in extent a Flood Risk Assessment is required under the provisions of PPS25.
- 6.63 This should include a drainage impact assessment to demonstrate how a 30% reduction in surface water run-off compared to the existing site can be achieved. Within this,

appropriate allowance should be made for increased surface water volumes associated with climate change.

## **7.0 Development Brief – Indicative Proposals**

- 7.1 This section presents an indicative proposal for the development of the site which has been prepared by the Planning Services Unit drawing upon the issues and principles identified in Section 5.0 and 6.0. The illustrative proposals 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 the consultation process. They also act as a guide to potential developers; however, the form of development eventually constructed will be determined through the submission of a planning application to the Council as Local Planning Authority.
- 7.2 Figure 7.1 illustrates the potential distribution and orientation of development and how access may be achieved. A notable constraint that will determine access arrangements and the amount of developable land will be the perimeter trees and the extent of the tree root protection area.
- 7.3 Further to the above, Figure 7.2 illustrates a potential siting arrangement taking into account the guidance set out within the Weaponness Character Appraisal and Management Proposals (2007) document. It demonstrates that there is the flexibility to introduce built development of varying sizes whilst also achieving a consistency with the form of existing adjacent development.

Figure 7.1: Illustrative proposals – opportunities and constraints

Figure 7.2: Illustrative proposals – indicative layout



## **8.0 Bringing Forward Development Proposals**

### **Planning Performance Agreement**

- 8.1 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 Filey Road. The mechanism for its delivery is likely to be complex. Due to these considerations the Council will seek to enter into a Planning Performance Agreement with potential development partners which will cover the wider project.
- 8.2 A Planning Performance Agreement (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.
- 8.3 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.
- 8.4 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.

### **Phasing**

- 8.5 A phasing mechanism for the wider project would form one of the requirements of the Planning Performance Agreement (PPA) relating to this site. It is also likely to form part of a Section 106 legal agreement. 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.
- 8.6 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 has been completed.
- 8.7 With respect to the phasing of development at Filey Road developers are encouraged to liaise with the Council on a sequence that minimises disruption to local residents, the highway network, ecological assets and visual impact upon the Conservation Area. It is expected that the conversion and refurbishment of the pavilion building would take place at an early stage in the sequence in order to secure the future of the building and ensure that its integrity is protected following the demolition of connecting and adjacent structures. An indicative phasing schedule should be outlined within the Design and Access Statement accompanying any planning application. Further phasing requirements may be set out in planning conditions / obligations.

## **Design Review**

- 8.8 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).

## **Planning Conditions and Obligations**

- 8.9 Where appropriate, the Council will impose planning conditions and / or utilise Section 106 legal agreements (or other planning gain capture mechanisms such as the Community Infrastructure Levy (CIL)) in order to secure the delivery of key aspects of the development and / or financial contributions for works outwith the site.
- 8.10 Further to the preparation of detailed proposals it is advised that developers liaise with the Council and other key stakeholders to establish the scope of contributions which will be sought. If a developer seeks to negotiate on the nature and scope of planning obligations on the grounds of financial viability a robust justification, supported by a detailed financial appraisal, must be submitted to the Council.
- 8.11 The key areas where planning conditions and obligations may be sought include:

### *Affordable Housing*

- 8.12 The Affordable Housing SPD indicates that applications involving 15 or more dwellings shall normally incorporate 40% on site provision (70% social rented / 30% intermediate). Institutional care / nursing homes and student accommodation are not subject to an affordable housing requirement. However, proposals for all other forms of care and retirement accommodation (e.g. sheltered housing or extra care) which are self contained will be treated as applications for dwellings and affordable housing will be sought.
- 8.13 The 40% level of provision may be negotiable through the viability procedure included in the Affordable Housing SPD. It would normally be expected that the 40% level of provision would apply equally to each of the sites containing residential development. If the developer wishes to distribute affordable housing unequally between the sites an appropriate justification would need to be demonstrated.
- 8.14 Planning policy guidance advises that affordable dwellings should generally be ‘pepper – potted’ in small clusters throughout a development to reduce a sense of social exclusion. However, it is recognised that in this instance density restrictions may affect the ability to ‘pepper – pot’; in particular this may not be practical if large detached properties are introduced. The mix of affordable dwellings in terms of type and tenure should reflect local needs. It should be noted that the Housing Market Assessment showed that the greatest need in the Borough is for social rented housing.

### *Open Space, Sport and Play Provision*

- 8.15 With respect to the sports component this would take into account the potential improvement of facilities proposed by any linked applications on other sites. A commuted sum payment towards the creation / improvement of off – site facilities would be required in lieu of, or a shortfall in, on – site provision. The commuted sum will be calculated in accordance with the guidance provided in the Negotiation of Play, Greenspace and Sports Facilities in Association with New Housing Developments SPD.

### *Education*

- 8.16 In formulating proposals developers must liaise with the Local Education Authority to determine whether the form and quantum of development will give rise either in the short or long term, to a demand for school places.
- 8.17 If there is, or will be, insufficient capacity in local schools and no additional capacity is programmed by the Local Education Authority, then the proposed housing development imposes a burden or ‘planning loss’ on the community which the developer will be required to resolve through commuted sum payments. In this eventuality, the threshold for contributions to education facilities for primary school places will be 25 dwellings or more, and for secondary school places 150 dwellings or more (dwellings of a type that children could occupy). Contributions will not be sought where a development would not generate a demand for additional school places. Therefore, sheltered accommodation for the elderly and *bona fide* student or accommodation would be exempt.

### *Transport*

- 8.18 Developers may be required to implement / provide commuted sum payments towards any highway infrastructure (on – site or off – site) improvements that arise out of any development proposal. In the interests of sustainable travel, commuted sum payments may be sought with respect to the improvement of public transport facilities along Filey Road. Subject to the form and quantum of development a Travel Plan for may also be required. This would need to accord with the principles set out in the Travel Plans SPD. Early liaison with the Council and the Local Highways Authority (North Yorkshire County Council) is recommended.
- 8.19 Other aspects which would be likely to be subject to planning conditions and obligations include possible commuted sums for S106 monitoring, education, tree protection, ecological mitigation, drainage, building materials and hard and soft landscape treatments.
- 8.20 In order to preserve the character of the Conservation Area permitted development rights are likely to be wholly or partially removed from the completed development by means of a planning condition or an Article 4 Direction.

### **Planning Application Requirements**

- 8.21 On the basis that the site is located within a Conservation Area, includes heritage assets and accommodates extensive tree cover the Council consider that the submission of an application for the whole site for full planning permission would be required. This will have to be accompanied by the necessary Conservation Area Consent application for demolition works.

- 8.22 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 any environmental effects that would necessitate the submission of an Environmental Statement. Even if it is decided that EIA is not necessary for the Filey Road site its cumulative impact may need to be taken into account if an Environmental Statement is prepared for the Weaponness Valley site.
- 8.23 The Validation Checklist, which is available on the Council's website, sets out the national and local requirements for the information to be submitted within the planning application package. If an EIA is required, then some of these documents may be subsumed within the Environmental Statement.
- 8.24 With respect to the national requirement for a Design and Access Statement it is considered that this document should include particular reference to design, massing, appearance and architectural detailing in order to demonstrate how the proposal respects, protects and enhances the distinct character of the area and the setting of the Conservation Area.
- 8.25 In addition to the national requirements the following documents are in all likelihood considered to be essential:
- Flood Risk Assessment;
  - Foul Sewerage and Utilities Assessment;
  - Biodiversity Survey and Assessment Report;
  - Sports Impact and Open Space Assessments;
  - Phase I Geoenvironmental Assessment;
  - Outline Remediation Strategy (if required);
  - Structural Survey (of grandstand and pavilion);
  - Hard and Soft Landscape Treatment Plans (including materials and species);
  - Schedule of Materials (for buildings)
  - Planning and Sustainability Statement;
  - Affordable Housing Statement;
  - Heritage Statement;
  - Planning Obligations / Draft Heads of Terms;
  - Statement of Community Involvement (see Section 9 for further details);
  - Transport Assessment;
  - Tree Survey / Arboricultural Implications Statement;
  - Topographical Survey; and
  - Architectural drawing package, including cross section drawings showing finished site and slab levels.
- 8.26 Conservation Area and Listed Building Consent (if applicable) applications are subject to their own separate requirements as detailed in the Council's Validation Checklist.
- 8.27 Other documents may be requested depending on the form and use of development proposed. The precise form and content of planning applications will need to be agreed with the Council and other appropriate statutory agencies and enshrined within the PPA.

- 8.28 Developers should note that pre – application advice by Scarborough Borough Council planning officers is now subject to charges, full details of which can be found on the Council’s website.

## 9.0 Community Involvement

9.1 This consultation draft of the Brief has been prepared to specifically engage with the public, developers and other key stakeholders on how the Filey Road Sports Centre site should be redeveloped. It has been prepared alongside the Briefs for the former Seamer Road Stadium site and Weapონness Valley and should be considered in the context of these documents.

9.2 The consultation process will last for an 8 week between 13 June 2011 and 8 August 2011. During which 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](http://www.scarborough.gov.uk)) and at 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

9.3 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.

9.4 Public exhibitions will be held at Scarborough Town Hall, Filey Road Sports Centre and Falsgrave Community Resource 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 is invited to attend.

9.5 As the document has been prepared to take account of the full range of service areas for which the Council has corporate responsibility the following agencies and organisations will be consulted (this list is 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;
- Organised Sports Clubs and Societies; and
- Other community and special interest groups.

9.6 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.

9.7 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**

9.8 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.

9.10 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](mailto:planningservices@scarborough.gov.uk)

## Development Brief

# Seamer Road Football Stadium

June 2011

Consultation Draft



*A great place to live, work & play*

Document title: Seamer Road Football Stadium Development Brief

Version: Consultation Draft

Date: June 2011

Status: -

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

### **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](mailto: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**

	<b>Key Proposals/Guidelines</b>	<b>Relevant Section of the Brief</b>
<b>1</b>	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
<b>2</b>	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
<b>3</b>	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
<b>4</b>	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
<b>5</b>	Safe vehicular access and egress that does not disrupt traffic flows along Seamer Road (A64)	7.0
<b>6</b>	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
<b>7</b>	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
<b>8</b>	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
<b>9</b>	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
<b>10</b>	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
<b>11</b>	High quality architectural design (either traditional or contemporary) with vertical emphasis to fit into the broadly Victorian character of the town	8.0
<b>12</b>	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
<b>13</b>	Comprehensive approach to the redevelopment of the site rather than piecemeal development to enhance the area	11.0

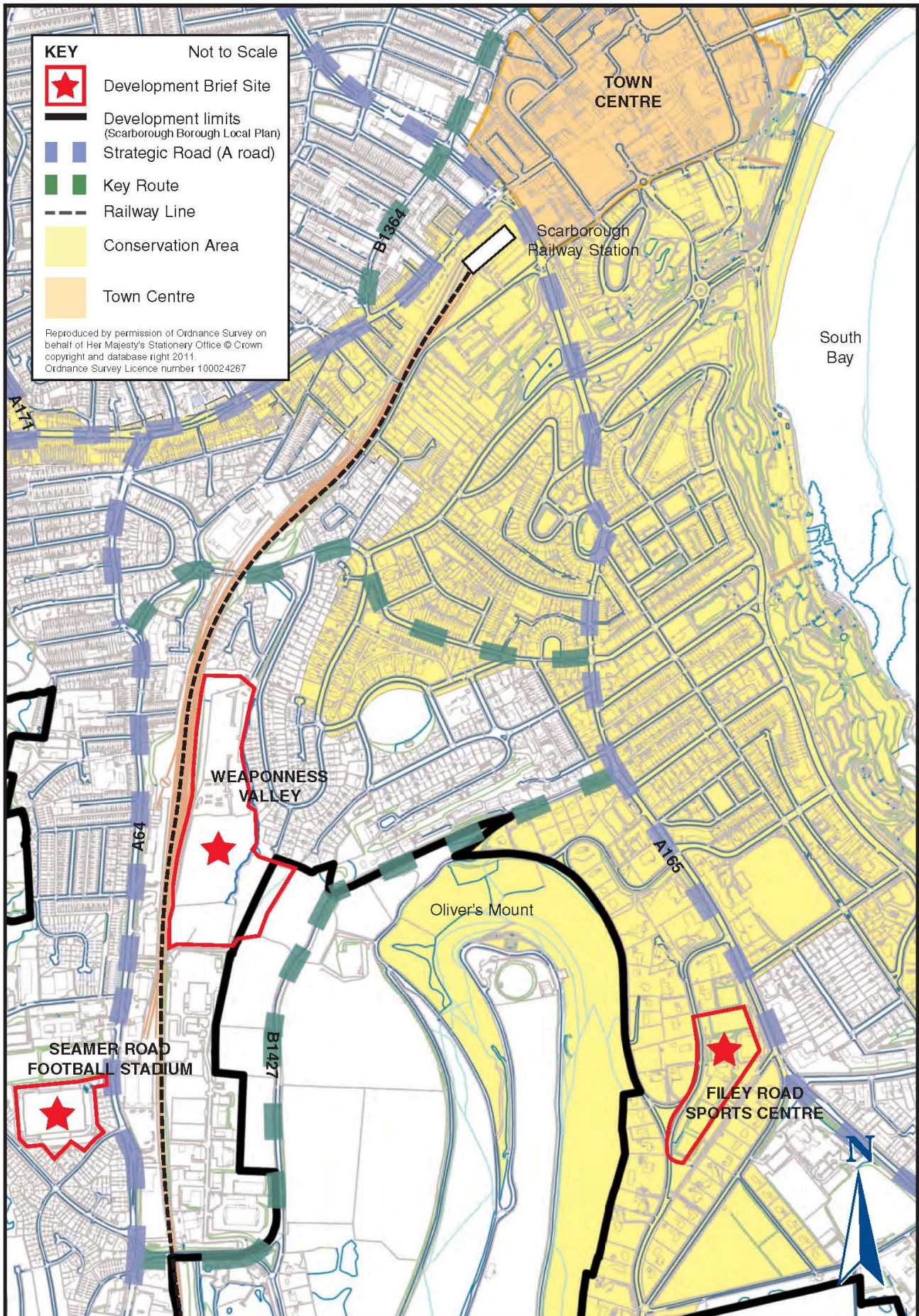


Figure 1: Strategic Location

## 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 20<sup>th</sup> 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.

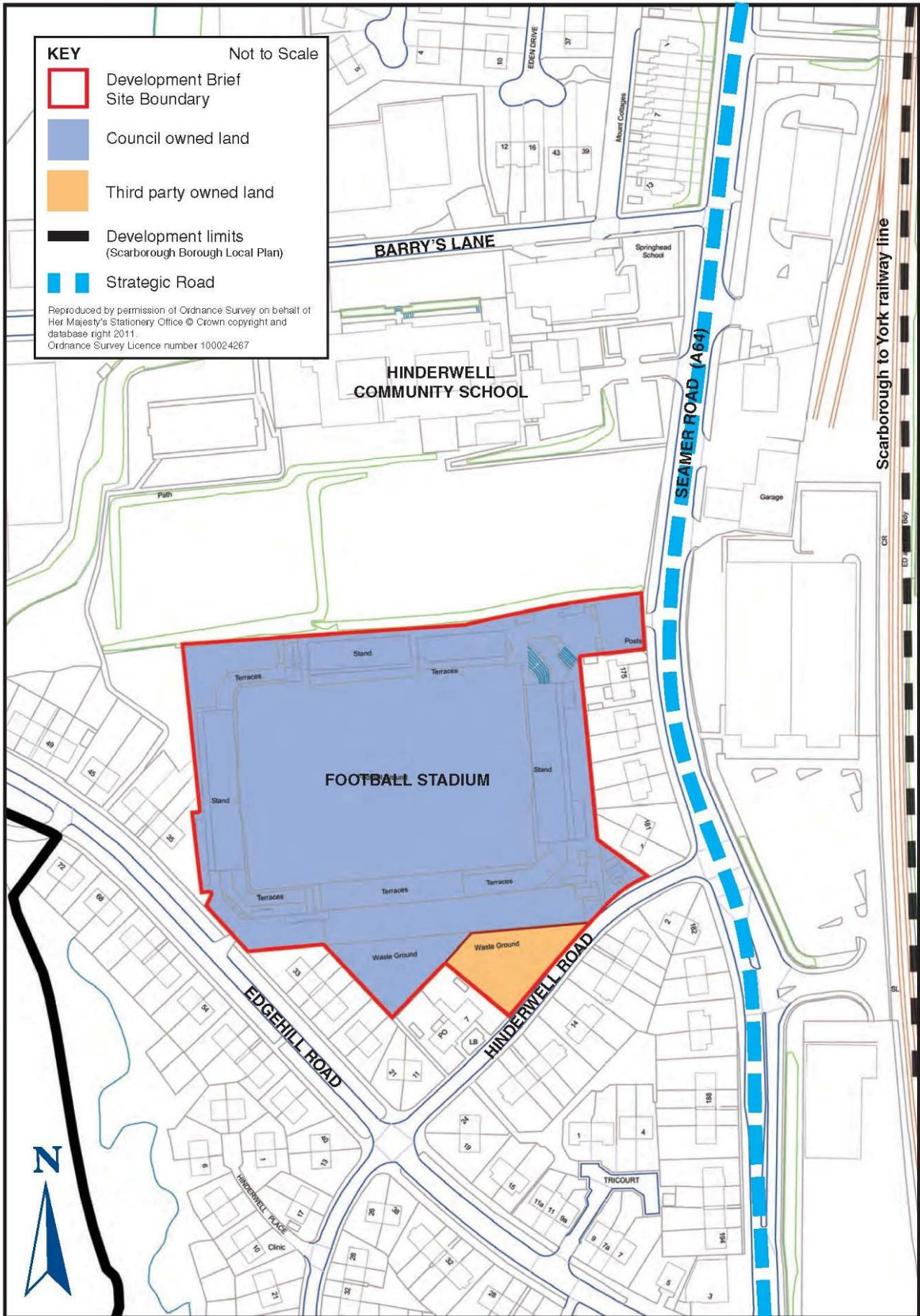


Figure 2: Site Boundary

## 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*

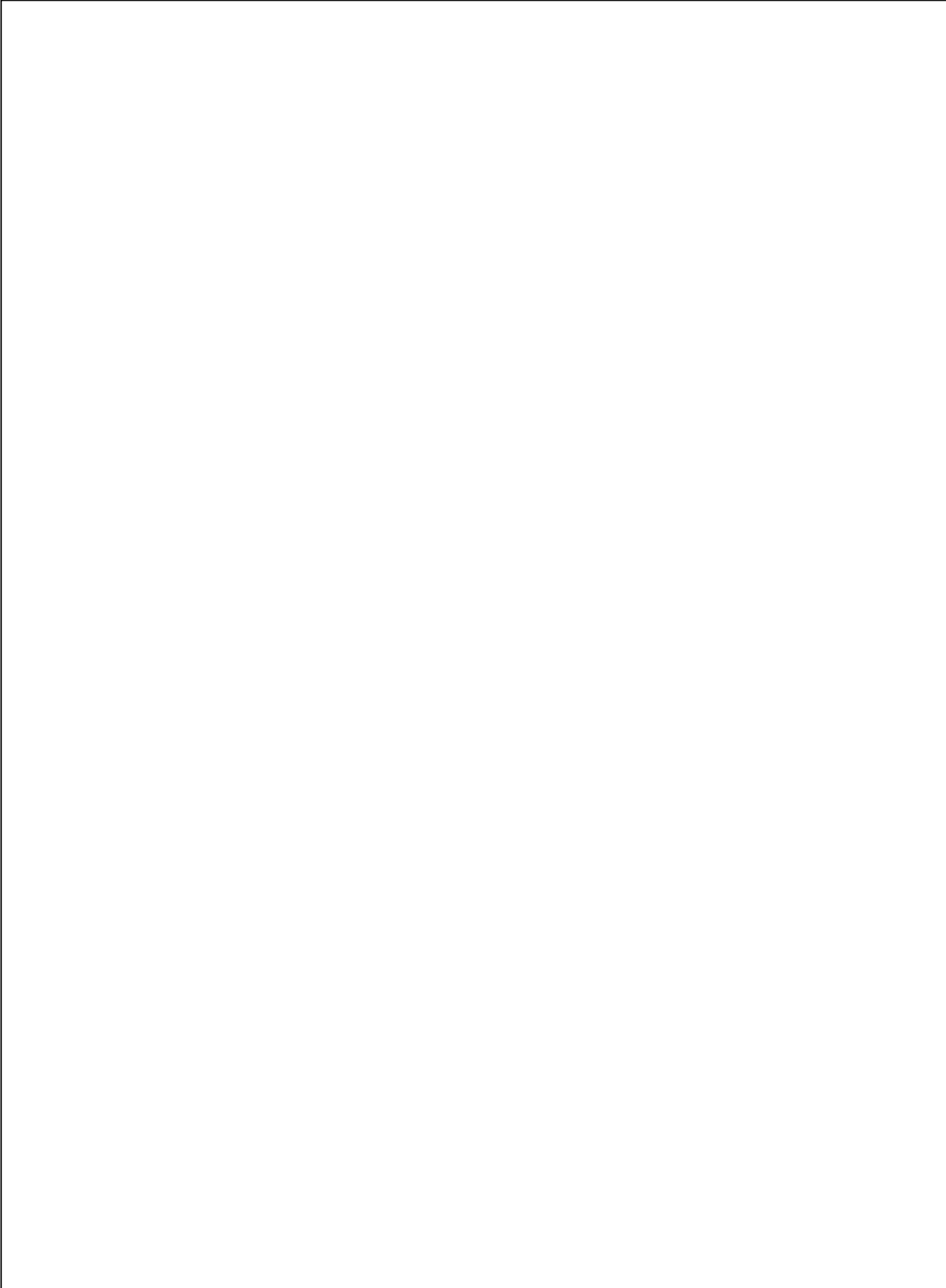
- Bring a vacant site with derelict buildings back into beneficial use
- More human scale development that fits into the surroundings
- Provide additional housing, including much needed affordable dwellings
- Provide community facilities
- Improve living environment through high quality design and landscape, 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

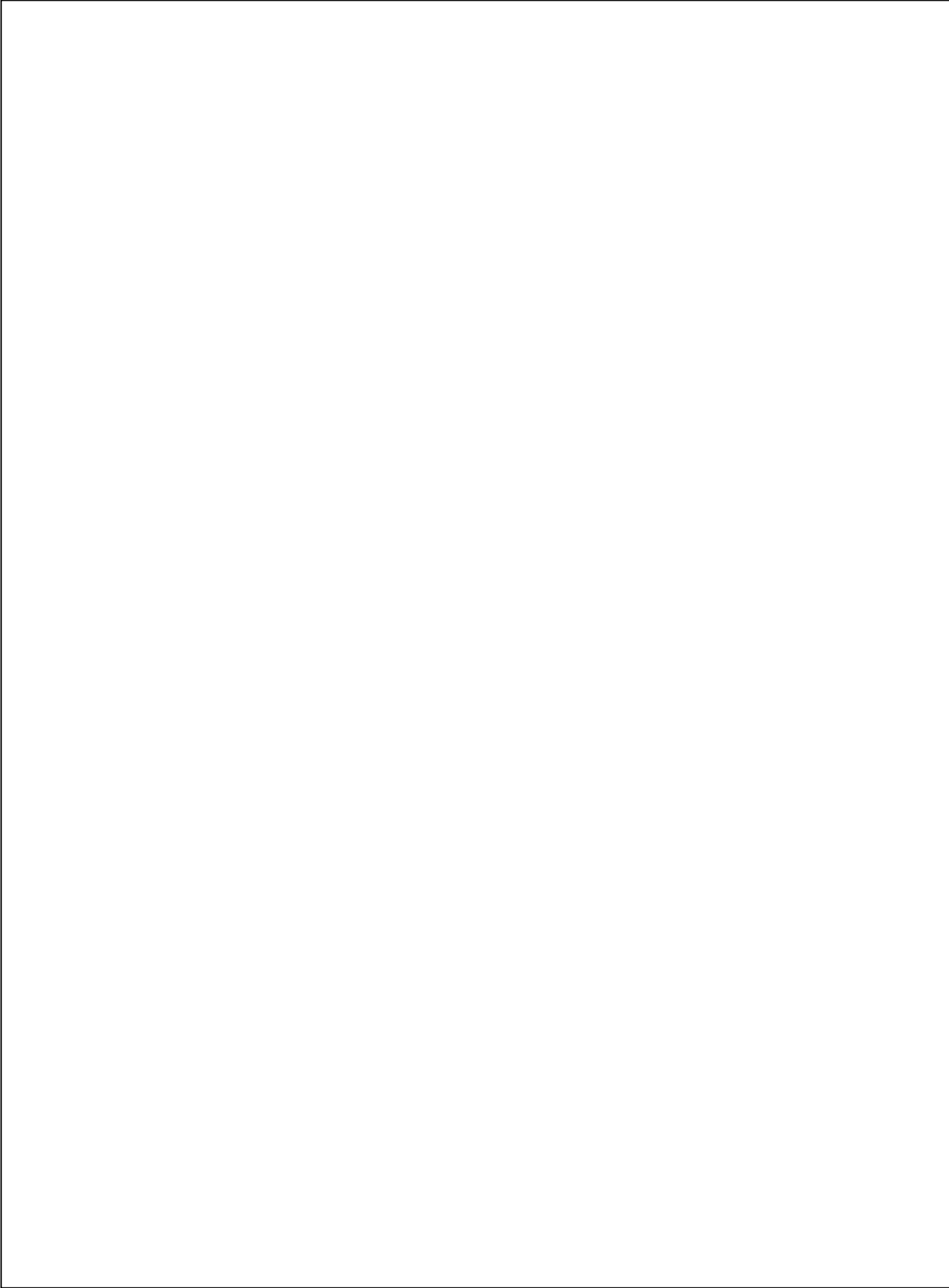
- 8.1 This section seeks to establish urban design principles for the site following an urban design analysis of the area. The principles will guide the form and layout of the options put forward in this Development Brief. The development should be consistent with best practice in sustainable and urban 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 19<sup>th</sup> and early 20<sup>th</sup> centuries. This contrasts with the mid to late 20<sup>th</sup> 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.

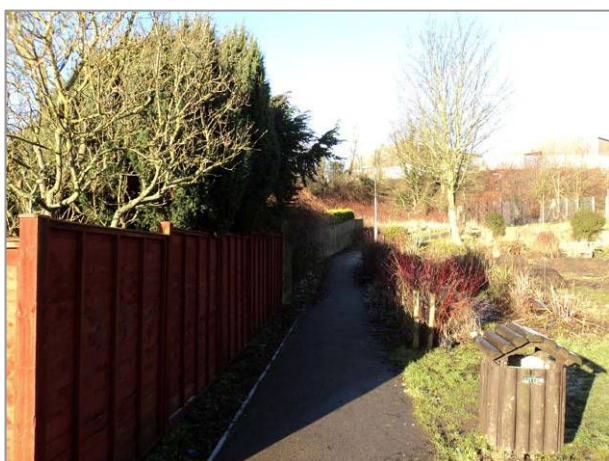
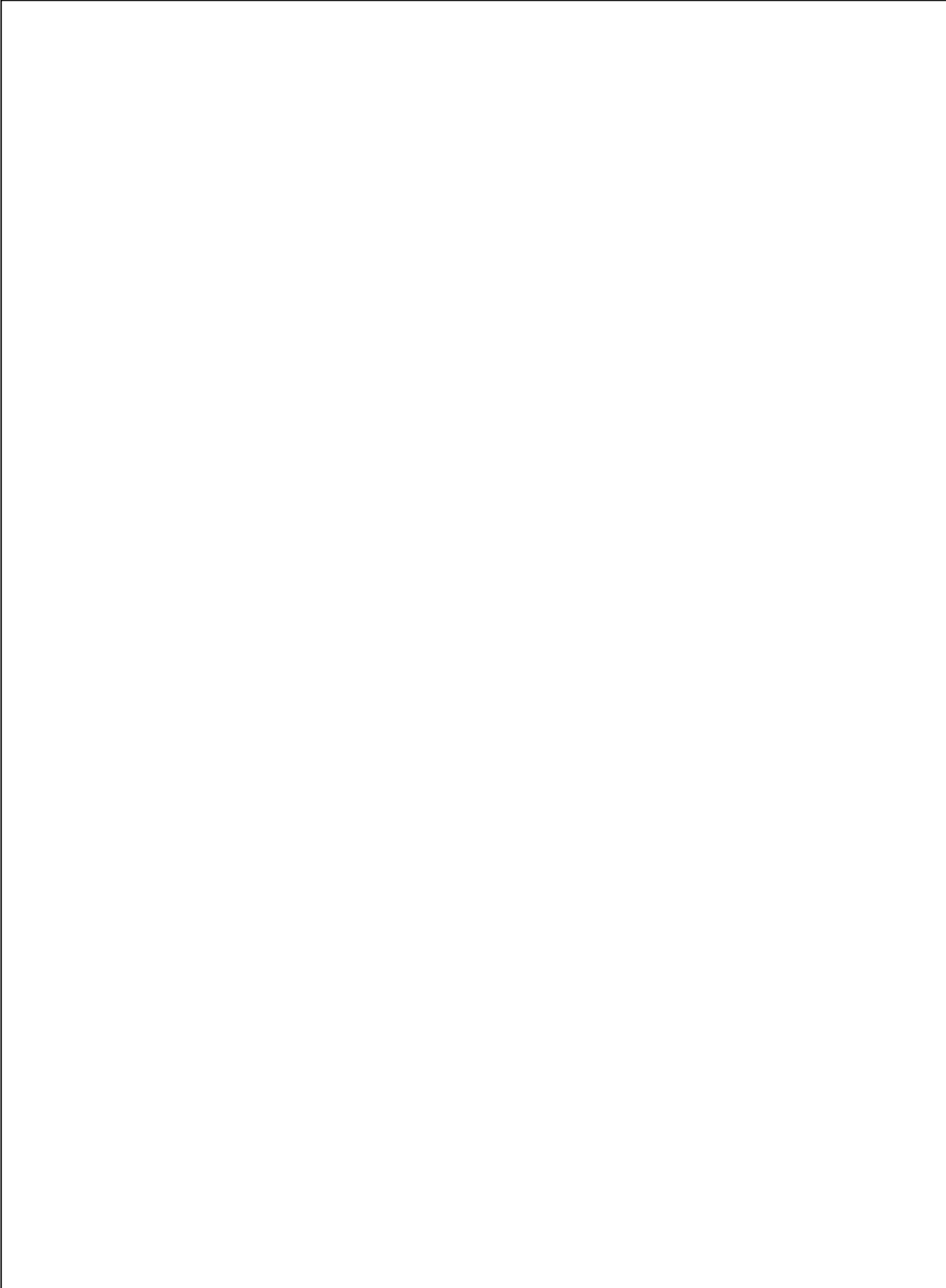


Photo 25: Footpath between Edgehill Road and Barry’s Lane adjacent to sensory garden adjoining the site



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



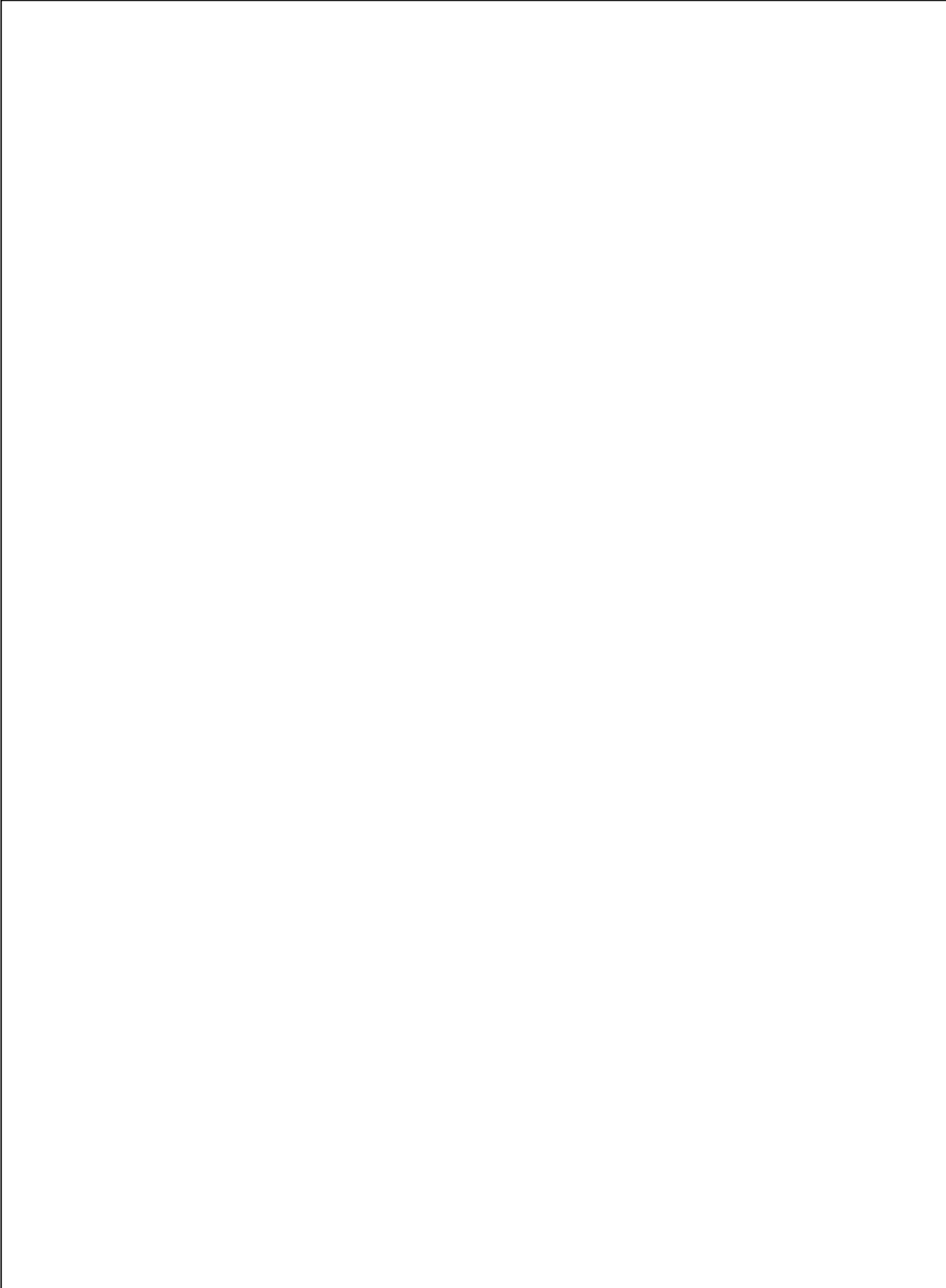
**Figure 5: Links and Movement**

## 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:

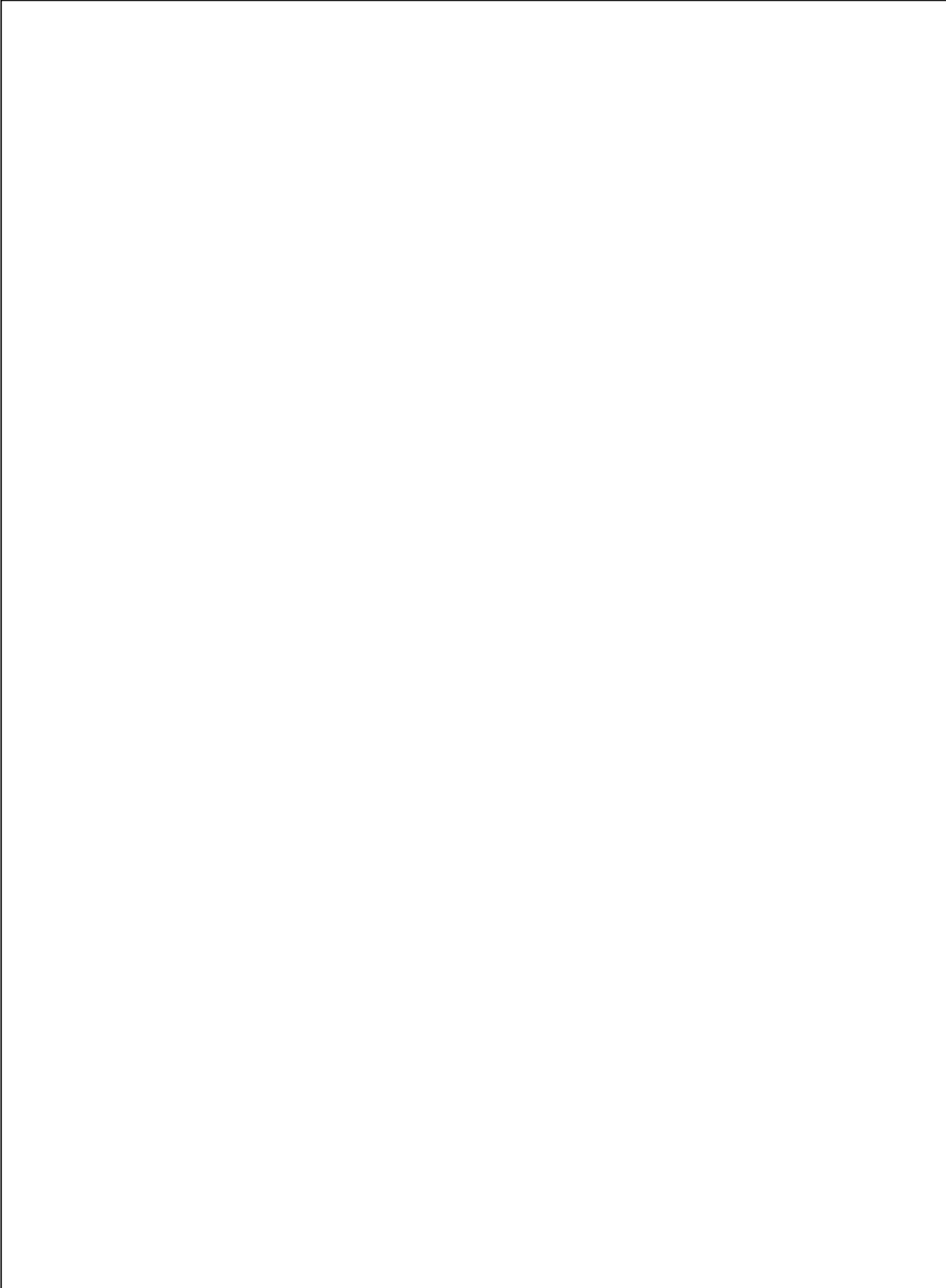
- The opportunity should be taken to extend the green corridor to the west through the site to the back of the properties facing Seamer Road.
- The opportunity should be taken to improve the sensory garden adjoining the site, including making it feel safer by providing overlooking properties and securing 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:

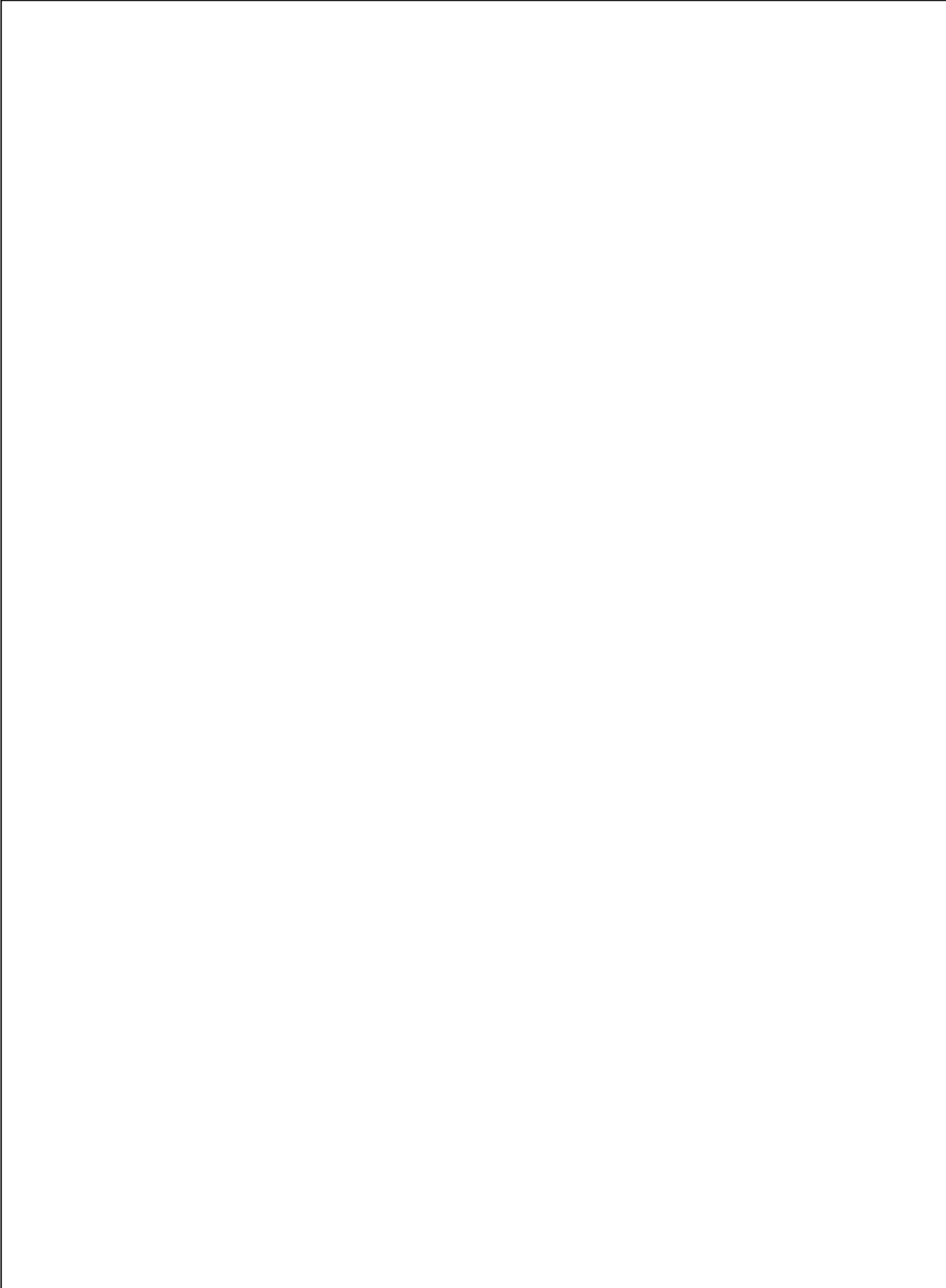
- The development on the site should provide good continuity and enclosure of the public realm to clearly distinguish between public and private spaces.
- Elevations that face onto the public realm should be well articulated with windows and doors to promote overlooking and safety.
- ‘Secured by Design’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

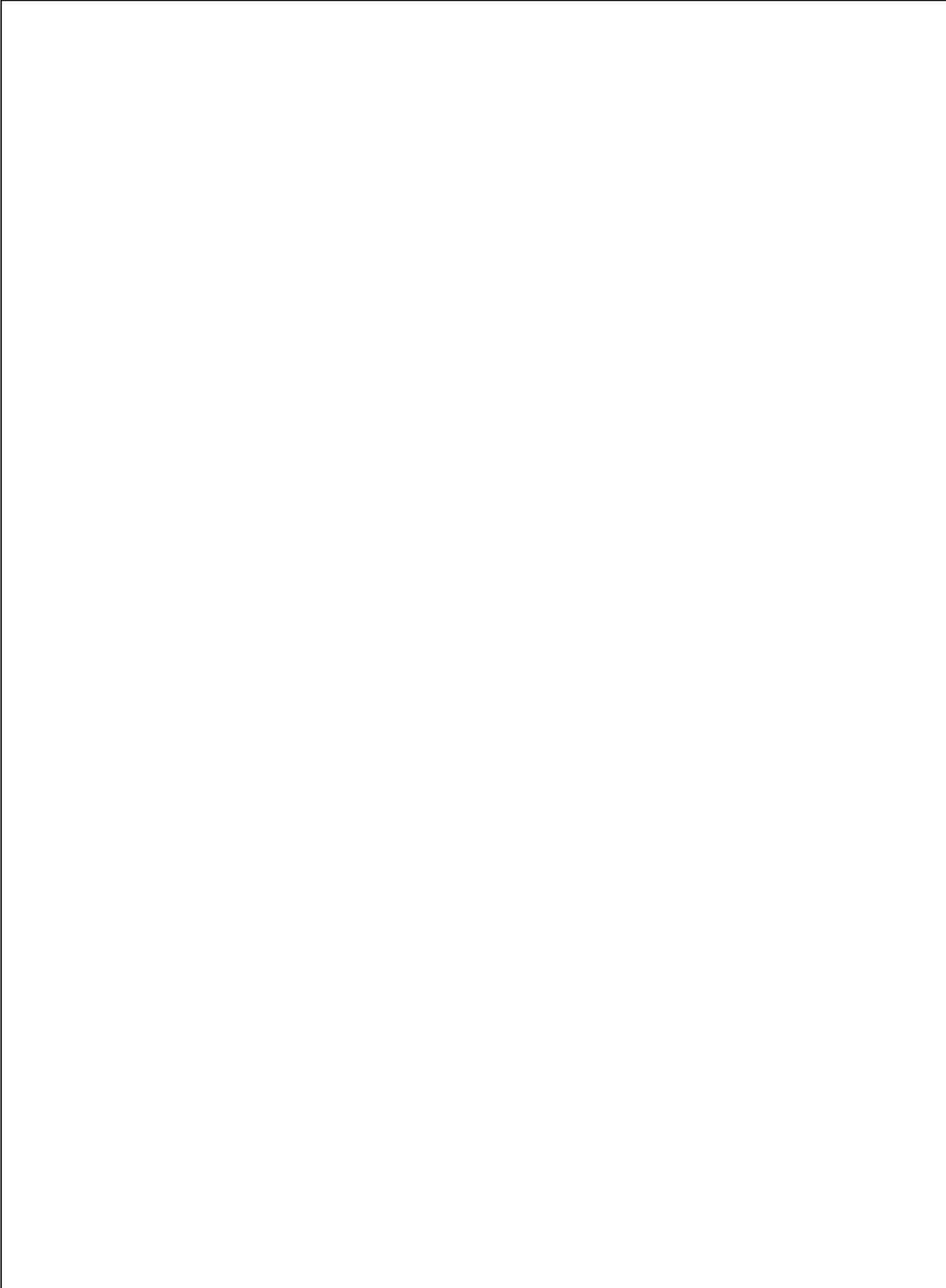
- Residential development on the site should make efficient use of the land but not be overdeveloped to the detriment of local character or environmental quality.
- Development on the site should range between 2 and 3 storeys in height and should not dominate the surrounding residential properties.
- 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.

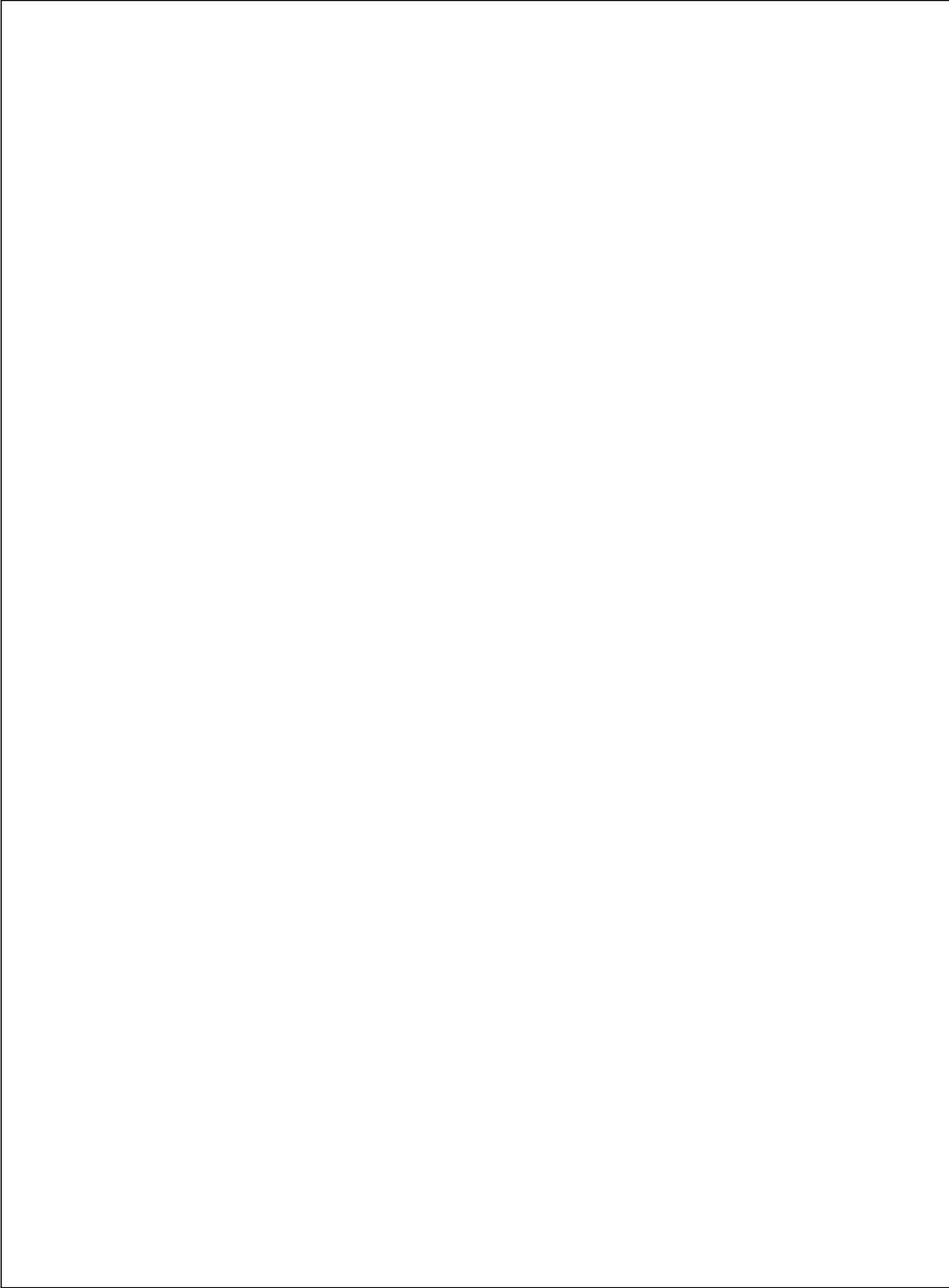
- 9.11 The topography of the site whereby a depression is formed in the centre by the football pitch may lead to surface water accumulating. This would need to be taken into account when designing drainage proposals. A drainage impact assessment should be prepared and this should demonstrate a 30% reduction 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

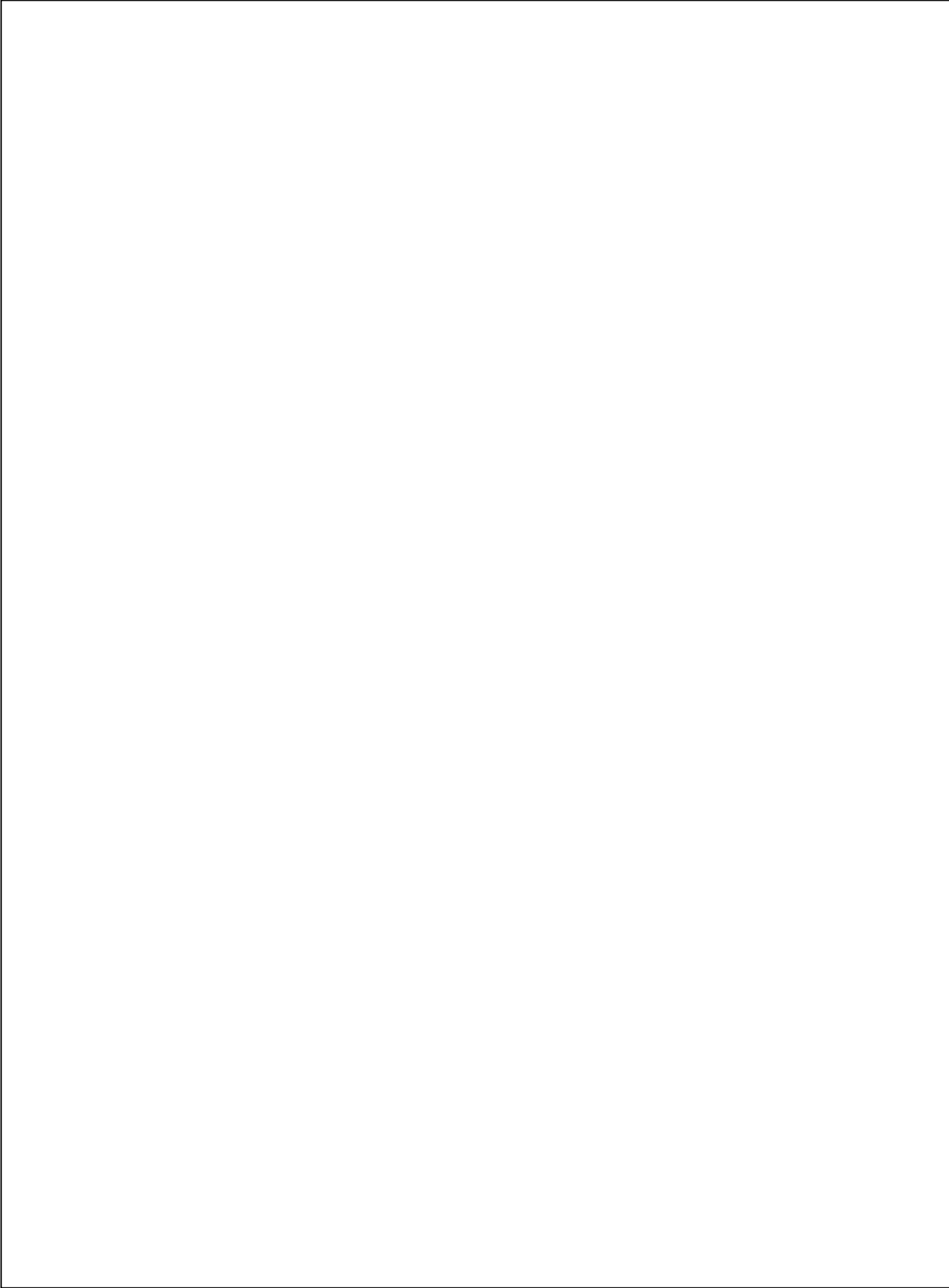
- 10.1 This section presents two indicative proposals for the development of the site, shown in Figures 10-13. The first proposal is for a residential development whilst the second proposal is for a mixed use residential development incorporating business and community uses. The proposals build on the 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](http://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](mailto:planningservices@scarborough.gov.uk)



*A great place to live, work & play*

## Development Briefs Summary

# Weaponness Valley, Filey Road Sports Centre and Seamer Road Football Stadium

June 2011

Consultation Draft



Document title: Weaponness Valley, Filey Road Sports Centre and Seamer Road Football Stadium – Development Briefs Summary

Version: 1.0

Date: June 2011

Contacts: Hugh Smith  
Major Projects Officer

Daniel Hamer  
Planning Officer

Matt Diamond  
Planning Officer

Planning Services  
Scarborough Borough Council  
Scarborough Town Hall

### **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](mailto:planningservices@scarborough.gov.uk)

## 1.0 Introduction

- 1.1 This document provides a summary of the Consultation Drafts of the Development Briefs 'Briefs' that have been prepared to guide the future development of the Council owned Weaponness Valley, Filey Road Sports Centre and Seamer Road Football Ground sites (Figure 1). They are part of a Council led project, the ultimate aim of which is to provide a new football ground and new sports and leisure village for the town. Public consultation on all three Briefs will take place for a four week period.
- 1.2 Following the outcome of commissioned studies and consultation events undertaken between 2007 and 2009, the Council propose to develop a new single site football ground and multi – use sports and leisure hub on the site of the former Weaponness Park and Ride facility, Ashburn Road, Scarborough ('Weaponness Valley'). This is consistent with the objectives of the Council's Corporate Plan, Leisure Strategy and Sustainable Community Strategy which aim to create healthy communities and improve the level and quality of sports and leisure facilities within the Borough.
- 1.3 The Council propose to work with a private sector partner on the delivery of the project. This will involve an 'enabling development approach' whereby a developer will develop Weaponness Valley in exchange for the Seamer Road Football Stadium 'Seamer Road' and Filey Road Sports Centre 'Filey Road' sites. These would then be developed for alternative uses by the developer in order to recoup costs associated with the Weaponness Valley development and generate profit.
- 1.4 The development of each site will be guided by Development Briefs that establish development principles and parameters, providing clear guidance to developers on issues including:
- Land Use
  - Land Use Zoning
  - Siting and Scale
  - Access and Movement
  - Architectural Design and Appearance
  - Landscape Treatment and Open Space
  - Sustainable Design
  - Environmental Considerations
  - Planning Conditions and Obligations
  - Development Phasing
  - Community Consultation
- 1.5 Each Brief contains indicative layout diagrams which demonstrate how the site could be developed (see Appendices A-C). These are not intended to be prescriptive and have been developed for information only. It is not implied that the indicative layouts would necessarily be acceptable in design or planning terms. The form of development eventually constructed will be determined through the submission of a planning application to the Council as Local Planning Authority.
- 1.6 The Consultation Drafts of the Development Briefs have been prepared in the context of a thorough appraisal of physical site characteristics and planning policy provided by the Scarborough Borough Local Plan, the Regional Spatial Strategy and the Local Development Framework. National planning policies have also been taken into account.

- 1.7 Subject to consideration of the results of the consultation exercise, Scarborough Borough Council, in its capacity as Local Planning Authority, intends to adopt the Development Briefs as development management tools. They will be used to guide applications for planning permission on the sites and inform the subsequent decision-making process.
- 1.8 This document is only intended to provide a general introduction and overview of each Brief. It is recommended that the full versions of each Brief should be read prior to submitting any formal comments. Full versions are available to view on the Council's website ([www.scarborough.gov.uk](http://www.scarborough.gov.uk)) and at the Council Offices and Scarborough Library. Information on how comments may be submitted to the Council is detailed later in this document.

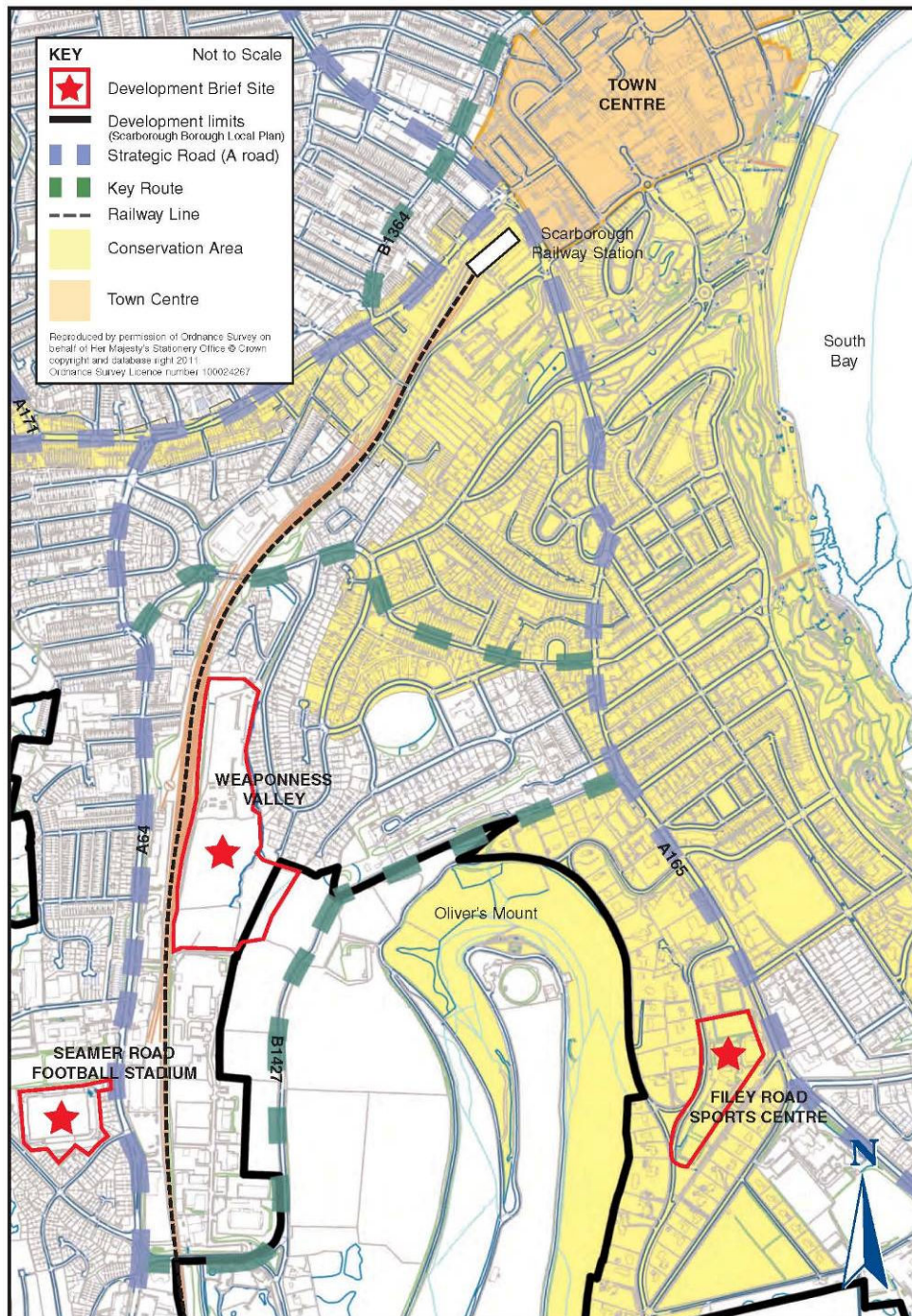


Figure 1: Strategic site location plan

## 2.0 Weaponness Valley

2.1 The Weaponness Valley site is situated 1.2km to the southwest of Scarborough town centre on the western edge of Oliver's Mount. It currently comprises two clearly divisible sub-areas. To the north lies 2.4 hectares of hard standing associated with the former Park and Ride facility. To the south lies 3.8 hectares of unkempt scrub land and grazing fields.

2.2 It is proposed to develop this underused and strategically well located site to provide a new football ground and multi – use sports and leisure hub for the town (Appendix A). The facility would accommodate a range of users, including organised competitive sports clubs, community groups and members of the public. The intention is it will comprise:

Football Association (FA) Grade C football ground:

- Capacity of 1,950 with the capability to expand up to 3,000 in the future;
- Covered viewing for 500 including covered seating for 250;
- Third Generation (3G) playing surface;
- Floodlighting.

Sport and leisure facilities:

- 25m eight lane competition swimming pool and learner pool;
- Aerobics and Gymnastics Suite;
- Squash Courts;
- Sports Hall including provision for badminton, basketball court, five a side football, hockey, netball and volley ball;
- Cardiovascular / Weights Suite;
- 2no. external all weather multi – use game areas (MUGAs) – 1no. Type 1 – Tennis / Mini – Tennis and 1no. Type 4 – Football / Basketball;
- Community room, public bar and function room.

2.3 Further to the above, there may be residual land available to introduce an element of other uses complimentary to the site and the surrounding area, possible uses include:

- Education facilities (i.e. student accommodation);
- Healthcare facilities;
- Office space;
- Publicly accessible open space; and
- A subsidiary element of residential development.

2.4 The football ground will be located to the southern sub – area. The sports and leisure facilities would occupy land immediately to the north. Any residual development would be located at the northern end of the site. Development would be sited in a linear configuration as close as practicable to the boundary with the railway line.

2.5 Vehicular access would as at present be primarily served off Ashburn Road to the north. However, the impact on the highway network would have be fully assessed as part of the planning application. Measures to encourage journeys on foot, bicycle and public transport and infrastructure such as a signal controlled junction on Valley road would need to be considered.

### **3.0 Seamer Road Football Stadium**

- 3.1 The site is situated 1.9km to the southwest of Scarborough town centre within the Edgehill residential area adjacent to the A64. The 2.0 hectares site currently comprises the 6,400 capacity 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.
- 3.2 It is considered that the site is suitable for predominantly residential development, with the potential to possibly introduce some small scale economic and / or community uses (Appendix B). This would only occur once a new football ground has been built at Weaponness Valley.
- 3.3 Residential development is considered the most appropriate land use for the site given the residential character of the area. It is expected that a rectilinear street pattern would be utilised and the density and scale of development will be consistent with the surrounding area, i.e. 30 – 40 dwellings per hectare and 2 / 3 storeys in height. Sheltered housing, care / nursing housing or student accommodation are acceptable types of residential use. These could be accommodated within forms of development of greater density and scale, subject to consideration of issues such as amenity, design, parking and open space provision.
- 3.4 Economic and community uses may be acceptable as a subsidiary part of a mixed use residential development. These uses could include:
- Business and community uses falling within Use Classes B1 and D1 including offices, light industry (subject to noise and other environmental considerations), clinics and health centres, crèches, nurseries and community centres; and
  - Live – work units (a property that is specifically designed for dual use, combining both residential and employment space).
  - Small scale local convenience shopping facilities (major retail development i.e. supermarkets and bulk retailers would not be acceptable);
- 3.5 If economic and community uses are introduced these should be located to the northern boundary to protect the amenity of existing residential properties.
- 3.6 The site currently has 3 vehicular access points. The indicative plans prepared suggest the closure of the access from Hinderwell Road to motorised vehicles; however, the precise location of access points would have to be determined following a full assessment of the impact of the development impact of traffic on Seamer Road, in particular, as part of any planning application.

#### **4.0 Filey Road Sports Centre**

- 4.1 The site is situated 1.5km to the southeast of Scarborough town centre on the eastern edge of Oliver's Mount, adjacent to the A165, Filey Road.
- 4.2 The 2.8 hectare site lies within the Weaponness Conservation Area which has the character of a sylvan 19th / 20<sup>th</sup> century residential area. It is the historical home of the Yorkshire Tennis Club and now plays host to Scarborough Sports and Tennis Centre. It comprises outdoor tennis courts and indoor sports facilities accommodated within 1970s brick built sports barns that are connected by covered walkways to a 'Colonial' style tennis pavilion. Adjacent to the pavilion is a disused grandstand encircling former grassed tennis courts.
- 4.3 The Brief proposes that the 1970s brick built sports barns would be demolished and the tennis courts cleared to make way for new build development (Appendix C). The pavilion would be retained and converted due to its architectural and heritage value. The preference is that the grandstand is also retained, possibly with extension to facilitate viable conversion. Development proposals will be expected to preserve and enhance the distinct character of the Weaponness Conservation Area. This includes protection of trees which form an intrinsic part of that character. New development would only occur once a new sports facilities have been built at Weaponness Valley.
- 4.4 It is considered that the site is appropriate for redevelopment for residential use; potentially including an element of sheltered housing, care / nursing housing or student accommodation.
- 4.5 It is recognised that securing a long term and sustainable future for the pavilion and grandstand could necessitate a flexible approach to the uses that may be accommodated within these buildings. The Council may consider the introduction of commercial uses within these buildings assuming they are compatible with other planning objectives, including the residential nature of the area.
- 4.6 It is proposed that the southern portion of the site would accommodate low density detached properties set in generous individually defined plots. Opportunities for the introduction of low density development in the northern portion of the site will also be supported. However, somewhat higher density forms of development, such as apartments, sheltered housing, care / nursing housing and student accommodation, could also be introduced to the northern portion of the site fronting Filey Road.
- 4.7 The existing main access onto Filey Road would continue to serve as the primary vehicular access to the site. There may be scope to introduce additional vehicular access points to serve individual buildings or the development as a whole subject to highway safety and impact on trees.

## **5.0 General Development Principles**

### **Sustainability**

- 5.1 Development proposals are expected to be underpinned by sustainability principles 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 impacts upon the environment. In the case of residential development, Code Level 3 of the Code for sustainable homes is currently sought.

### **Landscape Treatment**

- 5.2 There is a presumption in favour of the retention of trees, particularly at Filey Road where statutory designations are in place. Works to, or the removal of any trees must be suitably justified. If trees are removed replacement planting of native species will be required.
- 5.3 Development proposals must be accompanied by a landscape framework, including details of planting, boundary and hard surface treatments.

### **Environmental Considerations**

- 5.4 In advancing proposals developers will be expected to have due regard to environmental considerations such as ecology, ground contamination, noise, utilities, flood risk and drainage, ventilation and extraction and artificial lighting. If necessary, remedial and mitigation measures will be secured by the Council.

### **Planning Obligations**

- 5.5 Where appropriate, the Council will impose planning conditions or require Section 106 legal agreements or conditions in order to secure the delivery of key aspects of the development and / or financial contributions for infrastructure works outwith the site. The key areas where planning conditions and obligations may be sought include provision of affordable housing, transport, open space and education.

### **Development Phasing**

- 5.6 To secure the continuity of sports and leisure provision for the residents of the town the redevelopment of the Filey Road and Seamer Road sites will not take place until such a time that the development of Weaponness Valley has been completed.
- 5.7 With respect to the phasing of development at individual sites, developers are expected to liaise with the Council on a sequence that minimises disruption to local residents and factors such as the highway network and ecological assets.

### **Community Involvement**

- 5.8 Developers will be expected to engage with the Council, statutory consultees and the local community at pre – application stage in order to identify key issues. Once submitted, a planning application would be subject to the statutory requirements for publicity and neighbour notification.

## 6.0 How to Get Involved

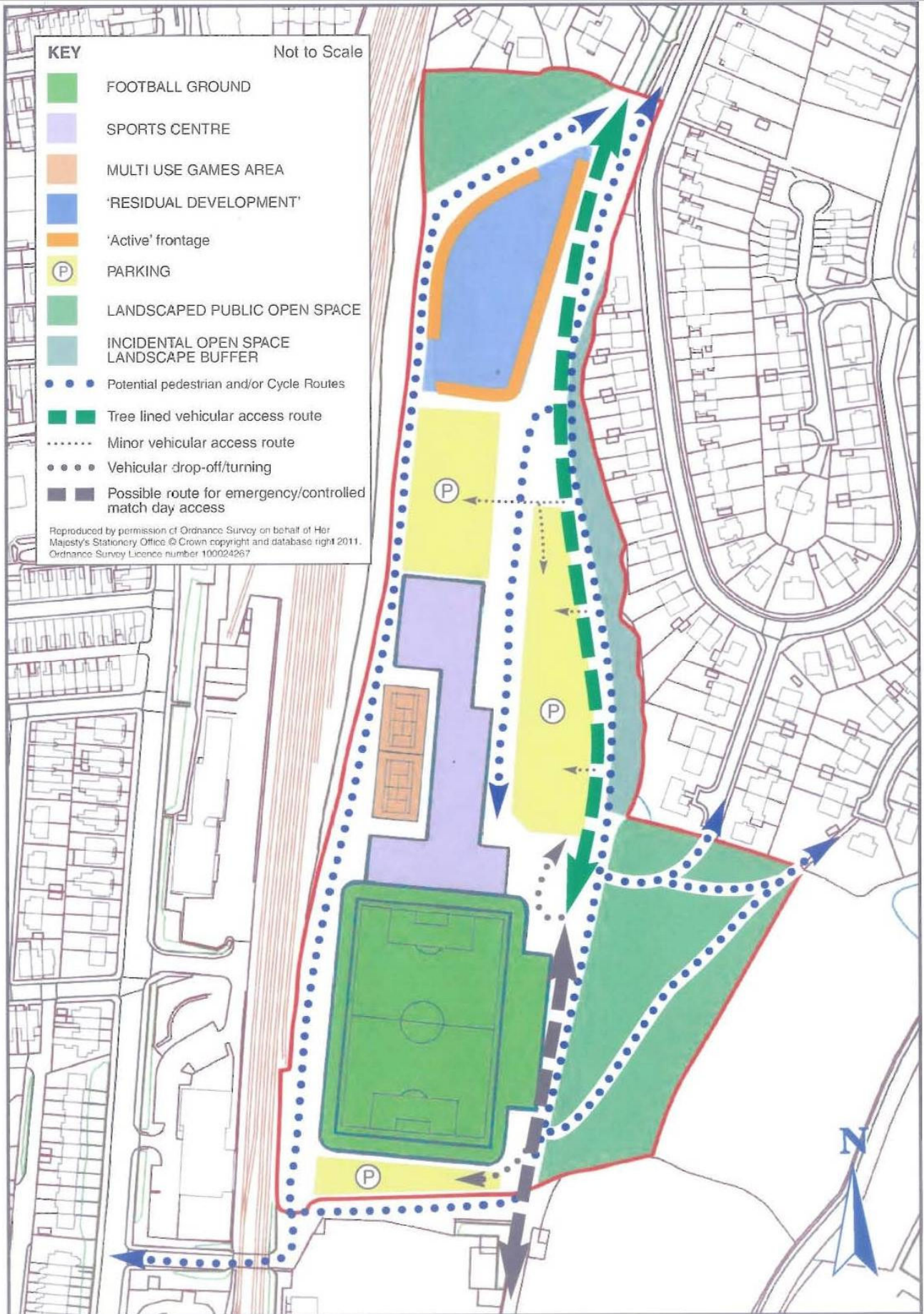
- 6.1 The Consultation Drafts of the Briefs have been prepared to specifically engage with the public, developers and other key stakeholders on how the sites should be redeveloped.
- 6.2 The consultation period will last for 8 weeks between 13 June 2011 and 8 August 2011.
- 6.3 Full copies of the three Briefs will be available to view on the Council's website ([www.scarborough.gov.uk](http://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.
- 6.4 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.
- 6.5 Public exhibitions will be held presenting the Briefs at Scarborough Town Hall, Filey Road Sports Centre and Falsgrave Community Resource 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 is invited to attend.
- 6.6 Subject to consideration of the results of this consultation exercise, Scarborough Borough Council, in its capacity as Local Planning Authority, intends to adopt these documents as development management tools. They will be used to shape the nature and type of any applications for planning permission and inform the subsequent decision-making process.
- 6.7 Any comments and letters will be welcome and should be made in writing and sent to the Council by e-mail to [planning.services@scarborough.gov.uk](mailto:planning.services@scarborough.gov.uk) or via the following address:

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

- 6.7 If you have any further questions please contact one of the following planning officers:

Hugh Smith	<a href="mailto:hugh.smith@scarborough.gov.uk">hugh.smith@scarborough.gov.uk</a>	01723 383642
Daniel Hamer	<a href="mailto:daniel.hamer@scarborough.gov.uk">daniel.hamer@scarborough.gov.uk</a>	01723 384405
Matt Diamond	<a href="mailto:matt.diamond@scarborough.gov.uk">matt.diamond@scarborough.gov.uk</a>	01723 383642

Appendix A



**Appendix B – Residential Option**

## **Appendix B – Mixed Use Option**

## **Appendix C**

This page is intentionally left blank



*A great place to live, work & play*

## **Planning Consultation on Development Briefs at Weaponness Valley, Seamer Road Football Stadium and Filey Road Sports Centre**

### **Consultation Questionnaire and Comments Form**

This questionnaire/comments form relates to all three of the above Development Briefs, which relate to separate sites, but nonetheless form part of the same wider project for the provision of a new single site sports complex for Scarborough. You are welcome to complete the questionnaire/form for all 3 Development Briefs or only those relating to individual Briefs. Please tick the box below to indicate which Development Briefs you have commented on.

All three	<input type="checkbox"/>
Weaponness Valley	<input type="checkbox"/>
Seamer Road Football Stadium	<input type="checkbox"/>
Filey Road Sports Centre	<input type="checkbox"/>

Name	<input type="text"/>
Address	<input type="text"/>
Postcode	<input type="text"/>

Please note that your name and address will appear as part of your comment on our website.

The reverse of this sheet is for details which will not be published on the website (i.e. email address, telephone number, personal details and/or signature). Please use sheets on individual Development Briefs for any comments.

Please return the completed questionnaire to the following address by <date>.

Regeneration & Planning  
Town Hall  
St Nicholas Street  
Scarborough  
YO11 2HG

Alternatively it can be submitted electronically by the same date to the following email address. <email address>

This side is for your additional contact details only, which will not be displayed on the Council website. Please use sheets on individual Development Briefs for any comments.

---

**Additional Contact Details**

**Telephone Number:** .....

**Email Address:** .....

---

It would also be of assistance for the analysis of consultation responses if you could supply the following information.

**Sex:** Male

Female

**Age:** under 18

18 – 24

25 – 34

35 – 54

55 – 64

65 or over

**Weaponness Valley Development Brief  
(Ref 11/0XXXX/DB)**

1. The Council has identified a need for a single site sports complex in Scarborough. Weaponness Valley has been identified as the most appropriate location. Do you agree with this?

Yes  No  Don't know

If you answered no please indicate what alternative site should be used:

.....

Other comments:

2. Do you agree with the Council's proposals for the facilities at the sports and leisure village? Or are there other facilities that you think should be provided?

	Yes	No	No preference
Football Association Football Ground*			
Aerobics and Gymnastics Suite			
Squash Courts			
Sports Hall			
Cardiovascular / Weights Suite			
2no. all weather multi – use games areas			
Community room, public bar and function room			
Other (please specify)			

\*see pages 20-21 of Brief for size/specification

Comments:

3. Please tick the box which is your preference for public swimming pool facilities in Scarborough.

	Please tick
Retain & refurbish existing 6 lane pool at Ryndle Crescent (North Bay)	
New 8 lane pool at or in vicinity of existing Ryndle Crescent	
New 8 lane pool at Weaponness Valley	

Comments:

4. Do you agree with the introduction of any of the following uses on any remaining residual land not occupied by the sports/leisure facilities?

	Yes	No	No Preference
Education			
Healthcare facilities			
Offices			
Residential (including affordable provision)			
Student accommodation			

Comments:

5. Do you agree in principle with the general proposed land use zoning and siting of development within the site as shown on the Indicative Proposals Plan?

Yes  No  No Preference

Comments:

6. Do you agree in principle with the possible pedestrian/cycle/vehicular routes as shown on the Indicative Proposals Plan?

Yes  No  No Preference

Comments:

7. Please use the space below for any other comments on the Weaponness Valley Development Brief. (Where appropriate please refer to paragraph/figure numbers as indicated in the Brief)

**Seamer Road Football Stadium Development Brief  
(Ref 11/0XXXX/DB)**

1. Do you think that the Football Stadium site should be redeveloped for housing?

Yes  No  No Preference

If no, what other uses do you think are appropriate for the site? (N.B. National planning policies preclude the use of the site for major retail uses as these should normally be located in or closer to the town centre).

2. Alongside residential development do you think that the site should also be used to provide some small scale economic and community uses; for example, small offices, a local shop, a crèche, etc.?

	Yes	No	No Preference
Small offices			
Live/work units			
Local shop			
Crèche			
Other (please specify)			

Comments:

3. Do you think that a mix of housing should be provided, including homes for families, older people and students?

	Yes	No	No Preference
Family housing			
Sheltered housing for the elderly			
Student accommodation			
Affordable housing			

Comments:

4. Do you have any comments regarding the level of car parking that should be provided? If so, please use space below:

5. Do you think street trees should be provided within the new development?

Yes  No  No Preference

Comments:

6. Do you agree to the general principles as set out in Indicative Layout 1?

Yes  No  No Preference

Comments:

7. Do you agree to the general principles as set out in Indicative Layout 2?

Yes  No  No Preference

Comments:

8. Please use the space below for any other comments on the Seamer Road Development Brief. (Where appropriate please refer to paragraph/figure numbers as indicated in the Brief)

**Filey Road Sports Centre Development Brief  
(Ref 11/0XXXX/DB)**

1. Subject to the provision of a new football ground and new multi – use sports and leisure village at Weaponness Valley do you agree with the principle of redeveloping the Filey Road site for predominantly residential use?

Yes  No  No Preference

If no, what other uses do you think are appropriate for the site?

2. To facilitate the redevelopment of the site it is proposed to demolish the 1970s sports barns and clear the tennis courts. The pavilion and grandstand will be retained. Do you agree with this approach?

Yes  No  No Preference

Comments:

3. Do you agree that the following are acceptable types of residential use for part of the site?

	Yes	No	No preference
Sheltered Housing			
Care / Nursing Home			
Student Accommodation			
Affordable Housing			
Hotel/tourist accommodation			

Comments:

4. Do agree that either the pavilion or the grandstand building could be used at least in part for the following uses?

	Yes	No	No preference
Community room(s)			
Restaurant/bar			
Healthcare facility			
Offices			
Other (please specify)			

Comments:

5. Do you agree in principle with the general layout of buildings and density of development as shown on the Indicative Proposals Plan in the Brief?

Yes  No  No Preference

Comments:

6. Do you agree in principle with the access arrangements as shown on the Indicative Proposals Plan in the Brief?

Yes  No  No Preference

Comments:

7. Please use the space below for any other comments on the Filey Road Sports Centre Development Brief. (Where appropriate please refer to paragraph/figure numbers as indicated in the Brief).

**THANK YOU FOR TAKING TIME TO ANSWER THIS QUESTIONNAIRE**