

Development Brief

Weaponness Valley

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Consultation Draft



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³ www.holdermathias.com/client_files/news/exterior_3_cropped_full.jpg

⁴ http://www.davidmorleyarchitects.co.uk/uploads/projects_doing_projects-list_list_child_9_images_child__image_-height_384px-4904.jpg

⁵ www.bandk.co.uk/.../00-26591%20-%20012.jpg

⁶ http://1.bp.blogspot.com/_kUJFpI7hEBA/Sq9SMX7afDI/AAAAAAAAAFw/VoUZCZqqfr4/s400/CENTRE+FOR+SPORT+%26+FITNESS.jpg

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

⁸ www.bedfontlakes.co.uk/.../northside19a.jpg

⁹ http://www.esi.info/Images/profilePics/Grass_Concrete_Grasscrete_concrete_paver_system_12.jpg

¹⁰ www.thomasengineeringpa.com/images/Swale%20.JPG

¹¹ www.defra.gov.uk/.../protect/attenupond.jpg

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

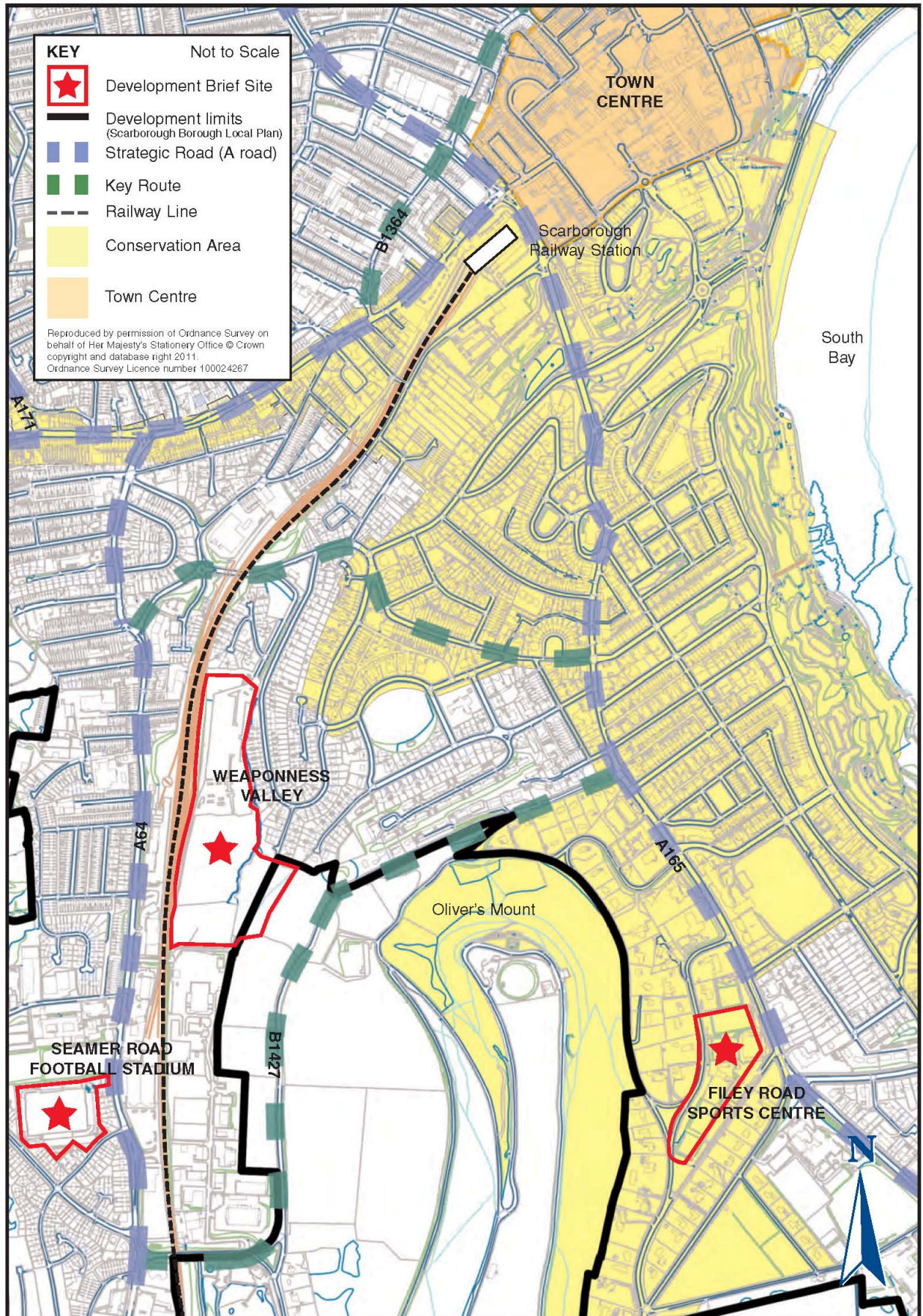
1.0 Introduction

- 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

Key Proposals / Guidelines	
1	Development of a new single site football ground and multi – use sports and leisure village for the town.
2	Introduction of complementary uses on residual land, possibilities include education / student accommodation, healthcare, office and residential (including affordable provision).
3	Existing vehicular access from Ashburn Road to serve the development. Car and coach parking to be provided within the site.
4	Cycle, pedestrian and public transport movement prioritised and linkages with the surrounding area enhanced.
5	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.
6	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.
7	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.
8	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.
9	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.
10	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.
11	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).
12	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.
13	A comprehensive approach to the development is required; a full planning application for the whole site is encouraged.
14	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

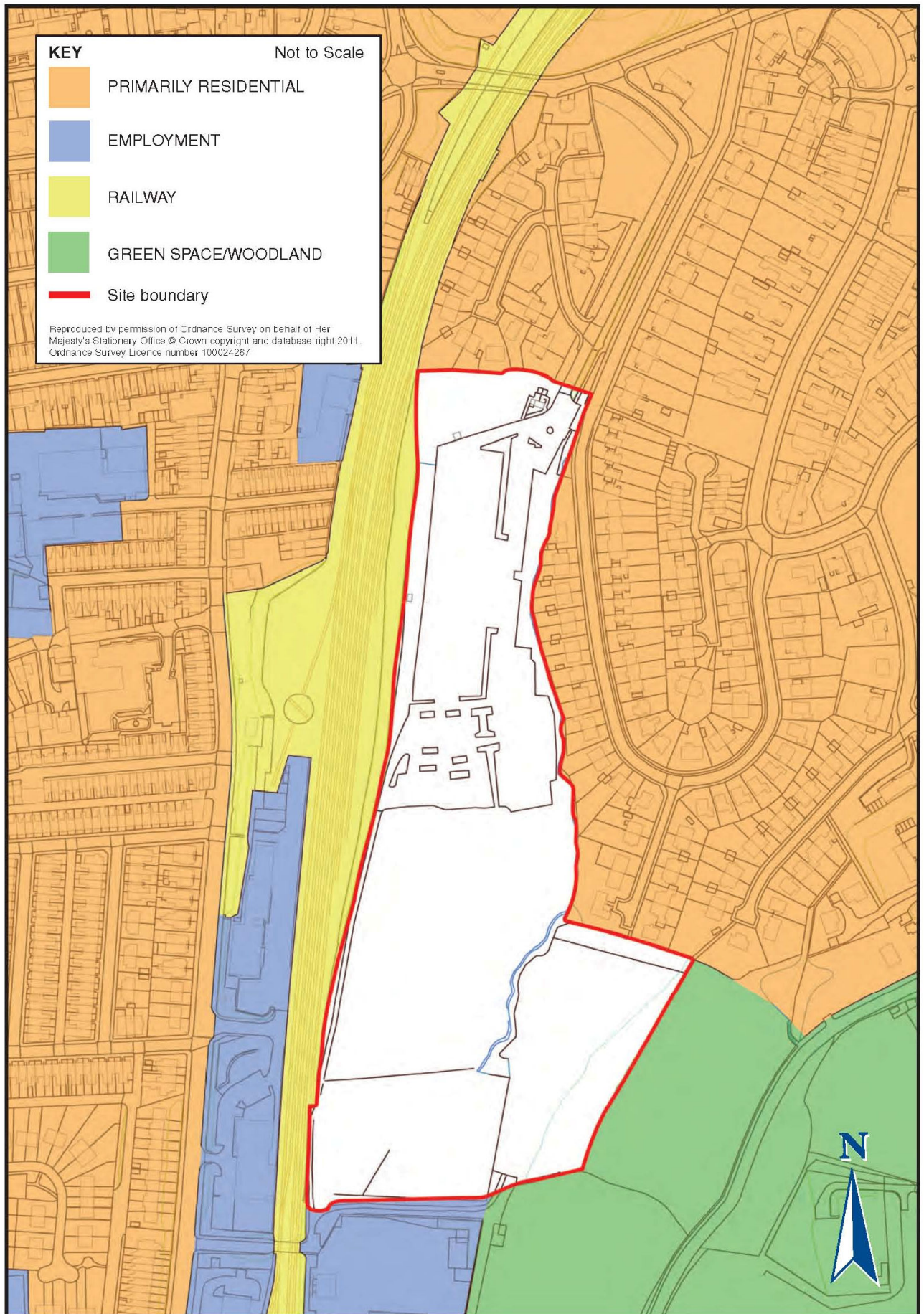
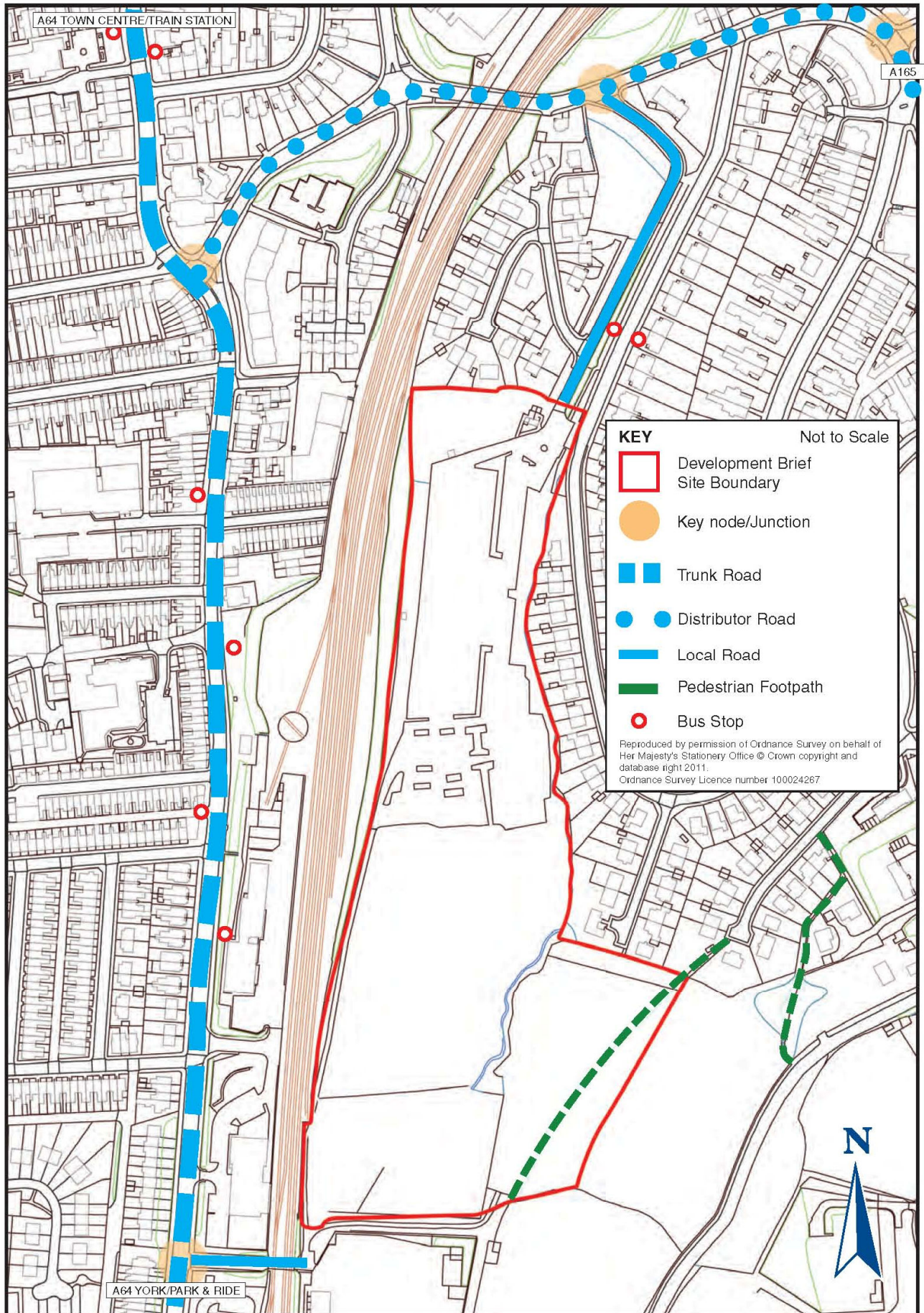


Figure 3.3: Access and connectivity



- 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 20th 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 and 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

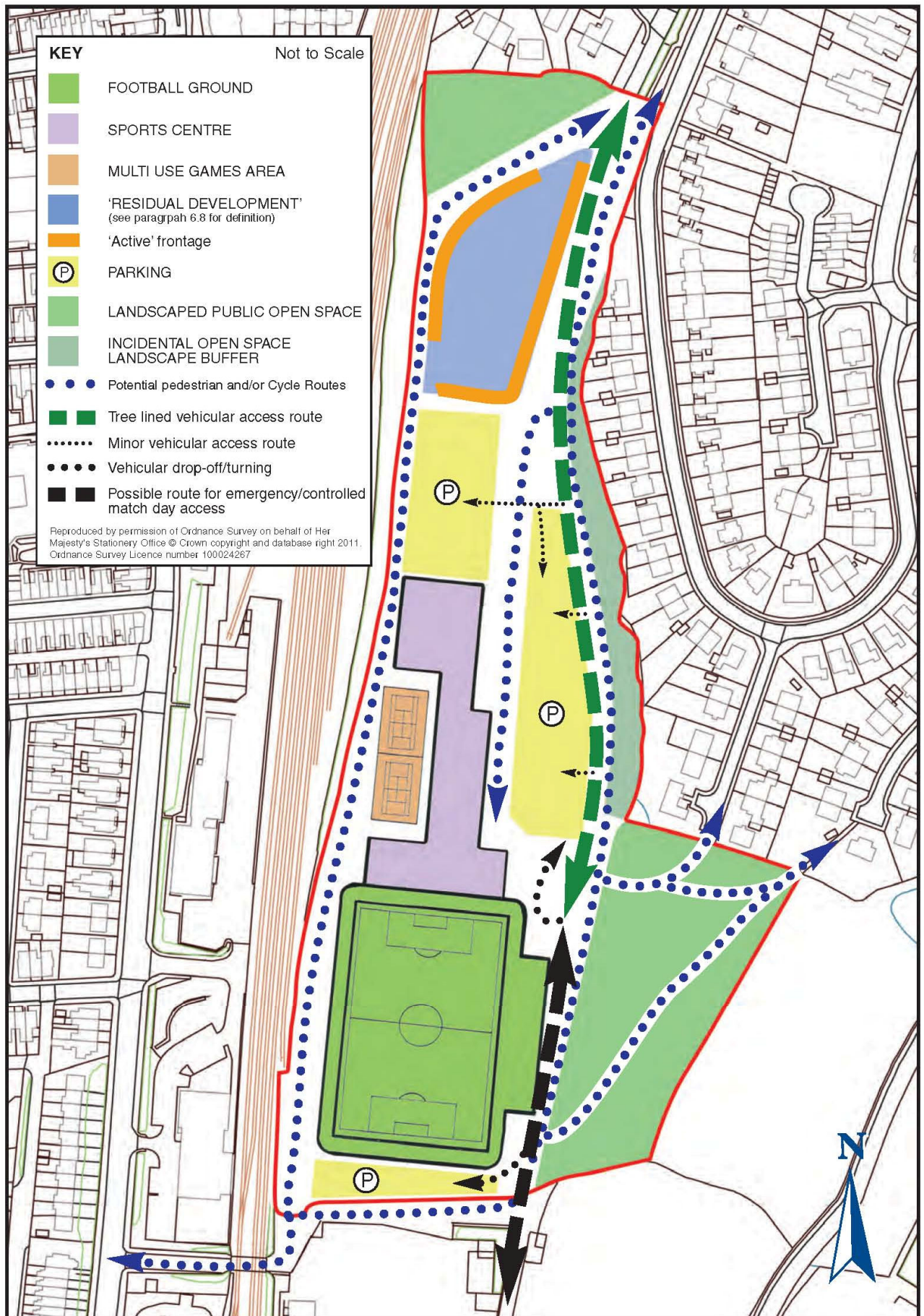
involve the provision of an additional vehicular access which may be operated on an occasional basis, such as before and after football matches. Two potential options exist for such an arrangement; the existing height restricted vehicular access to the southwest corner of the site of the A64 (although 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) 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 PPS4¹³) 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

¹³ 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.

Site (1)	Land at Dean Road and Columbus Ravine
Site Area	4.57ha
Site Description	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.
Land Type	100% Brownfield
Location	Town Centre / Edge of Centre
Accessibility	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.
Amenity	The site lies in a high density urban area predominantly residential in character. It is adjacent to open space, residential, retail and commercial uses.
Environment	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.
Planning Policy	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.
Availability	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.
Summary	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>
Conclusion	<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>

Site (2)	Land to the rear of St Leonards Crescent
Site Area	4.33ha
Site Description	The site is an area of publicly accessible open space. It is of a linear and relatively narrow configuration.
Land Type	100% Greenfield
Location	Out of Centre (c.2km from the town centre).
Accessibility	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.
Amenity	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.
Environment	The site comprises managed amenity grassland and is largely devoid of any landscape features other than a hedgerow along the eastern boundary.
Planning Policy	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.
Availability	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.
Summary	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.
Conclusion	Not feasible and suitability doubtful

Site (3)	Weaponness Park and Ride, Ashburn Road
Site Area	6.2ha
Site Description	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.
Land Type	c. 95% Brownfield – 5% Greenfield
Location	Out of Centre (c.1.2km from the town centre)
Accessibility	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.
Amenity	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.
Environment	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.
Planning Policy	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.
Availability	The site is in Council ownership.
Summary	<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 & Ride extension, this is associated with its former use. A new Park & 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 & 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>
Conclusion	Feasible subject to appropriate consideration of constraints.

Site (4)	Land off re – aligned A165
Site Area	15.37ha
Site Description	The site currently comprises agricultural land. It is of a linear, relatively narrow and irregular configuration.
Land Type	100% Greenfield
Location	Out of Town (c.3km from the town centre)
Accessibility	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.
Amenity	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.
Environment	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.
Planning Policy	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.
Availability	The site is in private ownership.
Summary	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.
Conclusion	Not suitable

Site (5)	Land at Jacob's Mount
Site Area	18.46ha
Site Description	The site comprises agricultural land with an isolated agricultural building located to the southwest boundary.
Land Type	100% Greenfield
Location	Out of Town (c.4km from town centre)
Accessibility	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.
Amenity	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.
Environment	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.
Planning Policy	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.
Availability	The site is in private ownership.
Summary	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.
Conclusion	Not suitable

Site (6)	Land west of Seamer Road running through to Sandybed Lane
Site Area	30.2ha
Site Description	The site comprises a farm surrounded by agricultural land and an area of allotments.
Land Type	100% Greenfield
Location	Out of Town (c.2.3km from town centre)
Accessibility	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.
Amenity	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.
Environment	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.
Planning Policy	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).
Availability	The site is in private ownership.
Summary	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.
Conclusion	Not suitable

Site (7)	Land west of Oliver’s Heights / off Edgehill Road
Site Area	25ha
Site Description	The site comprises a static caravan park and areas of scrubland / grassland.
Land Type	100% Greenfield
Location	Out of Town (c.3km from town centre)
Accessibility	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.
Amenity	The site lies in the open countryside. Barry’s Lane industrial area lies to the north and residential properties lie to the east.
Environment	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.
Planning Policy	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.
Availability	The site is in private ownership and there may be issues relating to tenancy agreements / leases on the caravan park.
Summary	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.
Conclusion	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.

Appendix B

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.

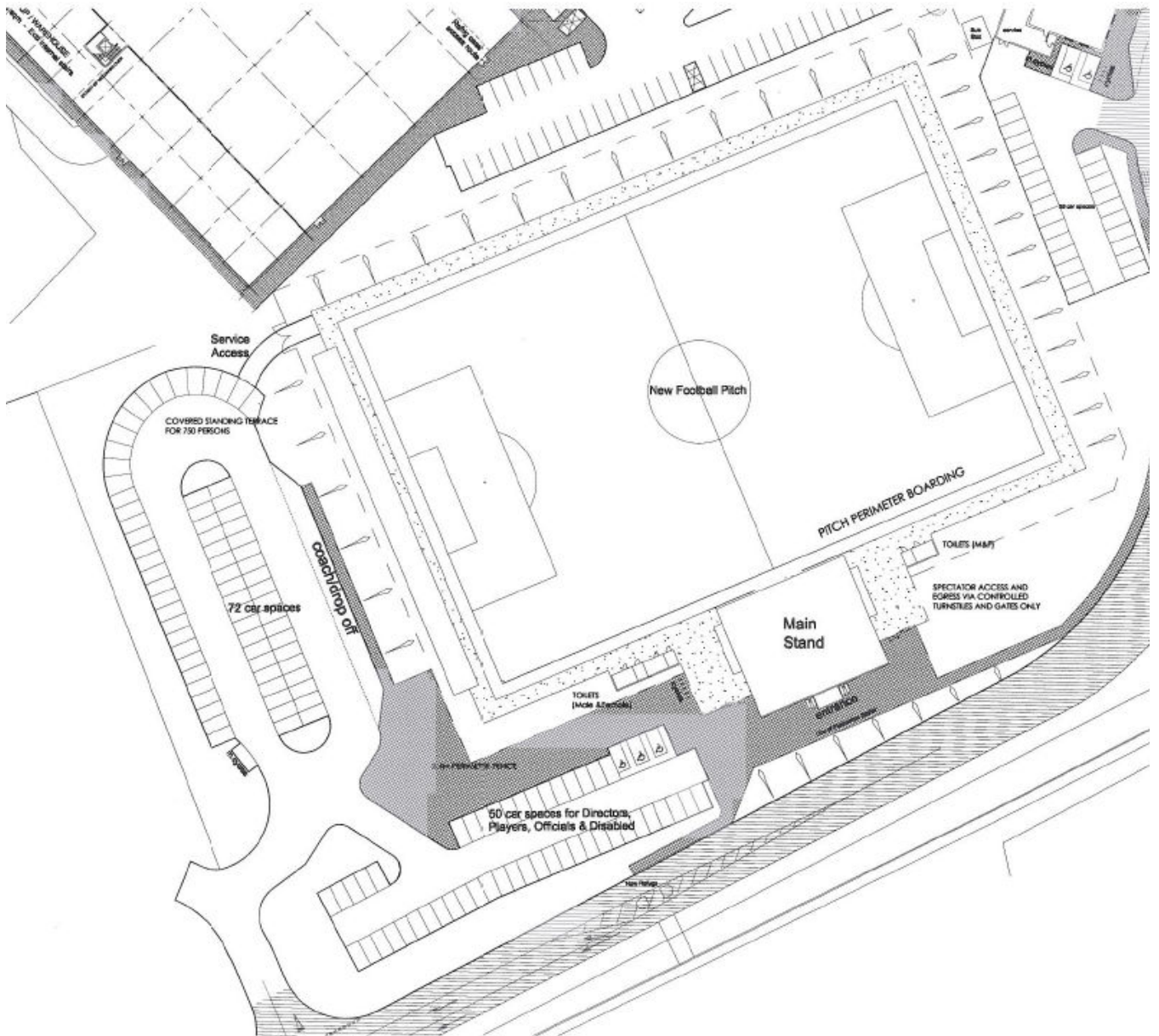
The layout and appearance of the development is illustrated in the plan and images below:



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

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