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## 1.0 INTRODUCTION

### INTRODUCTION

1.1 Nathaniel Lichfield & Partners, along with Carter Jonas and WSP, were appointed by Ryedale District Council and Yorkshire Forward in February 2004 to undertake the Malton/Norton River Rail Corridor Study. This study sought to investigate the potential of six identified sites in the twin towns to meet the need for new homes, jobs, community facilities and other land uses over the next 10-15 years. It is intended that the findings of the study will be reflected in forthcoming revisions to planning policy for the area.

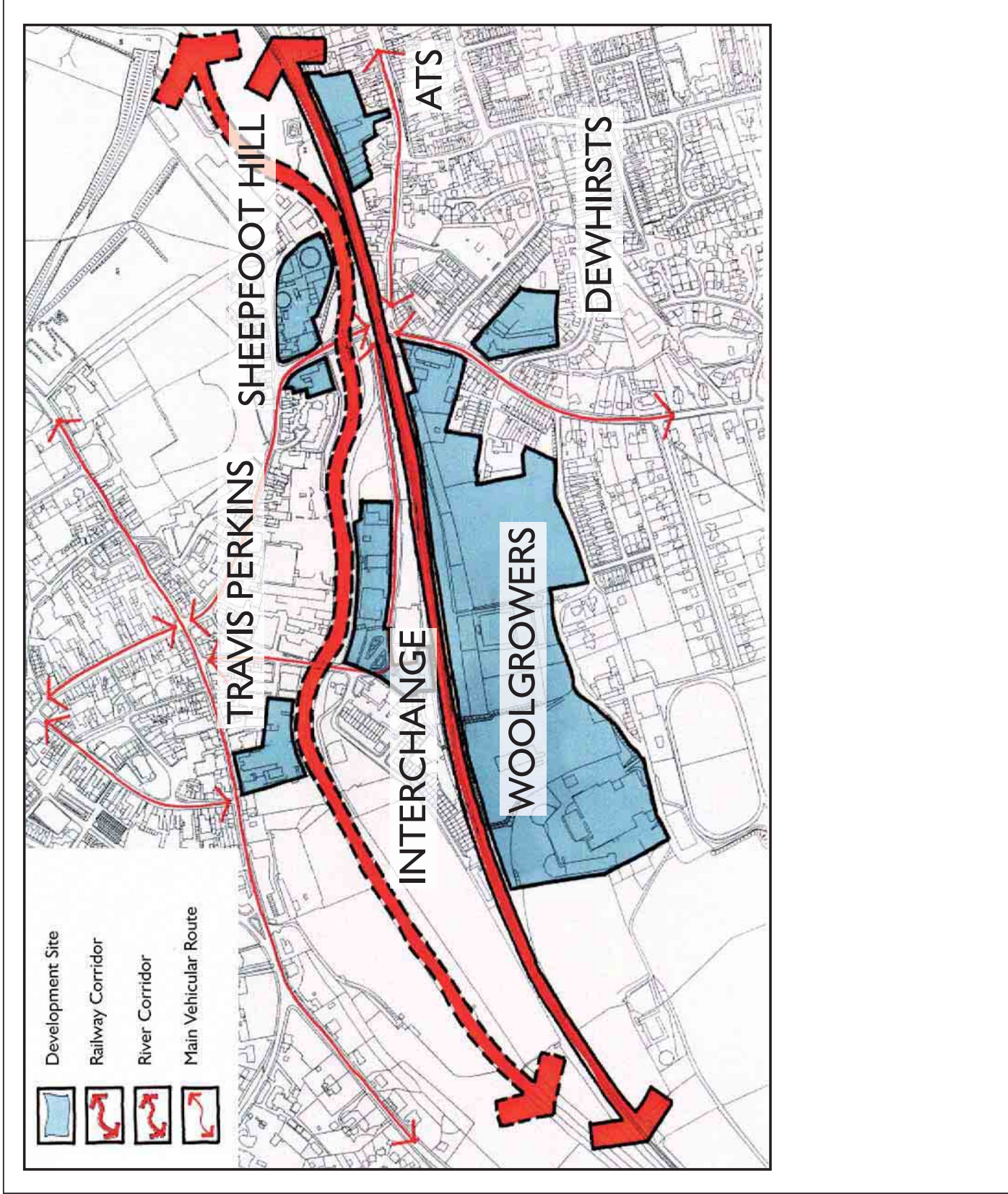
### AIMS & OBJECTIVES

1.2 The study seeks to identify the constraints on the development of these sites and set out how they can be overcome in order for development to be enabled. Secondly, the study aims to maximise the benefits to the community of the development of these sites. In particular, addressing the shortage of affordable housing, providing new jobs and diversifying the local economy and ensuring that any development is of a high quality in terms of its design and contribution to the local environment are key objectives.

1.3 In order to reflect these aims and objectives, robust masterplans for each site, which take account of development constraints, market conditions and community and stakeholder aspirations, are the primary outputs of the study. These are accompanied by guidance on how development constraints should be overcome, design guidance and advice on how the findings of the study should be taken forward to promote the development of these sites where appropriate.

### THE SITES

1.4 The six sites identified as part of this study are located along a corridor formed by the River Derwent and the York-Scarborough railway line and can be seen on plan overleaf. The sites range in size from less than 1 ha (in the case of the Travis Perkins, Dewhirsts and ATS sites) to 12ha in the case of the Woolgrowers site.



Area: Malton and North Brownfield Redevelopment

Date: June 2004

### Brownfield Redevelopment Sites

Client: Ryedale District Council

Scale: NTS

Drawn: PBp

Drawn: NE2344/13

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**Nathaniel Lichfield & Partners**  
Development Planning  
Urban Design Economics

Reference: 2344/0001/3

- 1.5 With the exception of part of the Woolgrowers site and part of the ATS site, all of these sites have been previously developed and some remain partly, or entirely, in productive use and many of the sites are currently covered by a range of freehold and leasehold ownerships which would have to be bought out if development is to proceed. In some cases, previous uses have left contamination behind which requires some remediation, particularly in the case of the Sheepfoot Hill and Woolgrowers sites.

### **Sheepfoot Hill**

- 1.6 This site is located to the east of Malton Town centre close to County Bridge which crosses into Norton. There are two distinct elements to the Sheepfoot Hill site, namely the smaller part of the site located to the west of Castlegate (known as the Taylor & Brown site) and the larger part to the east of Castlegate. It is understood that the current occupiers of the industrial building on the Taylor & Brown site are considering relocation.
- 1.7 The larger part of the Sheepfoot Hill site to the east of Castlegate is in a variety of uses. The former gas works remains unused although several businesses are operating from other parts of the site

### **Dewhirsts**

- 1.8 This site on Welham Road in Norton is located to the east of the Woolgrowers site in a residential area. The site was previously uses as a clothing factory but is now vacant and in single ownership and could therefore be developed in the short term.

### **ATS**

- 1.9 This site is located behind the frontage of the shops to the north of Commercial Street in Norton. Part of the site is currently used by ATS as a car repair/maintenance workshop, although land to the east and west of it is currently unused.

### **Travis Perkins**

- 1.10 The Travis Perkins site is located immediately south of Yorkersgate to the south west of Malton town centre. The site includes an unused former depot to the west and part of the Water Street public car park to the east although there is a significant change in levels between the two sites. The River Derwent forms the southern boundary of the

site. The site also contains several listed buildings along the Yorkersgate frontage (and stretching southwards into the site) and a historically important riverside warehouse to the south of the site. The Yorkersgate frontage buildings are currently being refurbished to provide new retail space along with offices above.

### **Interchange**

- 1.11 The Interchange site forms a long thin strip of land stretching from the bus and train stations along Norton Road. Much of the site is already in productive use for retail and other commercial uses although part of the site is occupied by a vacant Northern Electric depot. North Yorkshire County Council is currently drawing up plans to redevelop and improve the bus station and it is assumed that this proposal will proceed. A skate park is located immediately to the east of the site and is a highly valued resource to the local community.

### **Woolgrowers**

- 1.12 The Woolgrowers site is by far the largest of those being considered and its scale gives it the potential to be a major driver of change in the twin towns. The site stretches some distance westwards from Welham Road with the railway line forming its northern boundary and Park Road the southern boundary. Much of the site is currently occupied by a two derelict factories which detract from the environment and spoil view of the area, particularly from the train station. The centre of the site is used as a bowling green and some small workshops. The eastern part of the site is an agricultural holding and some commercial premises along Welham Road. Access to the site is currently taken from Park Road only. This access could only support very limited additional development.

## **THE PROCESS**

- 1.13 The first stage of this study was a period of baseline research and analysis in order to develop and in depth understanding of the key characteristics of the area and the sites. This includes analysis of the context for the study in terms of policies and strategies, urban design and townscape, the market for development, the nature of barriers to development and the aspirations of key stakeholders. This information enables a picture of opportunities and constraints to be identified.

1.14 The findings of this baseline research were then used to inform the development of a series of viable and robust development options for each site. These options were then used as the basis for a major public exhibition of the options. The findings of the public consultation were taken into consideration in selecting and amending the preferred options for each site which are set out in detail in this report.

#### THE STRUCTURE OF THIS REPORT

1.15 The structure of this report broadly mirrors the process set out above as follows:

- **Section 2: Context & Background Information** - provides a review of various policy and strategy documents relevant to the study
- **Section 3: Baseline Analysis** - sets out the findings of the baseline research and analysis stage
- **Section 4: Site Options & Consultation** - sets out the various options considered for each site along with the responses from the public consultation.
- **Section 5: Preferred Options** - identifies the preferred options and provides additional detail
- **Section 6: Conclusions & Next Steps** - provides advice on actions required to assist in delivering the preferred options for each site.





## 2.0 CONTEXT & BACKGROUND INFORMATION

### INTRODUCTION

2.1 This section of the report sets out the findings of an extensive review of background information and policy and strategy documents which have influenced development proposals. The review identifies relevant information about the Malton/Norton area and key issues of relevance from national, regional and local planning, transportation, economic development, housing policies and strategies.

### THE AREA

#### **Malton & Norton Healthcheck**

2.2 The Malton & Norton Healthcheck was produced by the Malton & Norton Partnership as part of the Market Towns Initiative (MTI). It sets out a vast range of information about the twin towns and their hinterland under the subject areas of: Economy; environment; social and community; and transport and accessibility and culminates in a series of suggested improvements. The Healthcheck was updated in March 2003.

2.3 In terms of the economy, key data uncovered includes the total number of jobs in the area as 12,300, the low unemployment rate of 1.3%, average rent for industrial units of £4.75 per sq. ft and prime office/retail rents of £10 per sq ft. Information on the environment identifies the natural and historic assets of the area whilst in term of social and community data, the healthcheck reveals the growth and ageing of the local population and, by national standards, the relative lack of deprivation. In terms of transportation and accessibility, the train and bus services available in Malton are of real benefit although improvements to both the levels and co-ordination of services and the environment of the interchange are thought necessary. Congestion and car parking in the town centre are also identified as issues to be addressed.

2.4 As part of the MTI, a series of issue based working groups were set up in order to identify particular problems and solutions in the area. The outcome of this is a list of suggested improvements to the twin towns. Those of particular relevance to this study include:

- Improved junctions with the A64;
- Mixed use development at the Woolgrowers site;
- Increased provision of business start up units;
- New riverside leisure and residential development;
- Redevelopment of the Interchange area; and
- New riverside cycle path.

### **Ward Profiles**

- 2.5 The sites identified as part of the Malton/Norton River-Rail Corridor Study fall within three separate wards namely Malton, Norton East and Norton West. Ryedale District Council prepares profiles for every ward in the district based on primarily on Census data (in this case from the 2001 Census) along with other data sources. The key features of relevance from the ward profiles are set out below.
- 2.6 Relative to national averages, Ryedale as a whole has ageing population with lower proportions of people in all age brackets under 29 and higher proportions in all brackets 30 and over. The Malton and Norton East wards are broadly in line with this pattern although they both have higher the Ryedale average proportions for those aged 20-29 and those aged 75 and over. Norton West however, has a significantly younger population than Ryedale as a whole.
- 2.7 In terms of household size and composition the three wards vary significantly. Malton has as an average household size of 2.2 persons compared with 2.3 for Ryedale and 2.4 nationally and a proportion of single person households well above the Ryedale and national averages. However, in Norton West and to a lesser extent Norton East average household sizes are larger and the proportion of single person households is smaller.
- 2.8 The proportion of detached and semi-detached houses in all three wards is above national averages and, with the exception of Norton West, the proportions of terraced houses are below national averages. The proportion of flats is comparable to the national average in Malton and Norton East although significantly lower in Norton West. Levels of owner occupation in Malton and Norton East are a little below the national average but well above it in Norton West and conversely, social renting in Malton and Norton East are slightly above national averages whilst in Norton West this figure is well

below average. It is worthy of note however, that there is no council housing in the district. Levels of private renting are above national averages in Malton and Norton West but below average in Norton East.

- 2.9 Car ownership across the three wards is below the Ryedale and National averages with higher proportions of households with no car or only one car and lower proportions of households with two or more cars. This is reflected in travel to work modes which show that the proportion of people walking or cycling to work is well above the national average whilst the proportion driving to work is well below average. Use of public transport, whilst above the Ryedale average, is significantly below national averages.
- 2.10 Both employment and economic activity levels in all three wards are above the Ryedale and national averages and the district has a significantly lower proportion of households with incomes below £10,000 than the national average. However, average wages in Ryedale are well below the national average. This reflects the lack of 'high value' employment in the area.

## PLANNING CONTEXT

### **National**

*Urban White Paper: Our Towns and Cities - The Future*

- 2.11 In 2000, The Urban White Paper reinforced the need to create liveable environments in order to retain and attract people back into the UK's major towns and cities. The key to enacting positive change was described within the report as 'making towns and cities vibrant and successful places where people will choose to live'.
- 2.12 Key components of the vision for this urban renaissance include:
- people shaping the future of their community, supported by strong and truly representative local leaders;
  - people living in attractive, well-kept towns and cities which use space and buildings well;
  - good design and planning which makes it practical to live in a more environmentally sustainable way, with less noise, pollution and traffic congestion;
  - towns and cities able to create and share prosperity, investing to help all their citizens reach their full potential; and

- good quality health and education services, housing, transport, finance, shopping, leisure and protection from crime that meet the needs of people and businesses wherever they are.
- 2.13 Local Strategic Partnerships (bringing together local partners from the public, private, voluntary and community sectors) were identified as central to preparing the vision for individual towns and cities through the preparation of Community Strategies.

*Rural White Paper: Our Countryside: The Future - A Fair Deal for Rural England*

- 2.14 The Rural White Paper was published in 2000. The document is set out under the following four themes which form the Government's 'vision' for the countryside:

- A living countryside, with thriving rural communities and access to high quality public services;
  - A working countryside, with a prosperous and diverse economy, giving high and stable levels of employment;
  - A protected countryside, in which the environment is sustained and enhanced, and which all can enjoy;
  - A vibrant countryside which can shape its own future and whose voice is heard by government at all levels.
- 2.15 Key measures of relevance set out in the White Paper include
- Securing a greater number of affordable homes through the planning system and through addition funding from the housing corporation allied to improvement in housing design;
  - Preserving the distinctive character of the countryside whilst not unduly discouraging development, provided that it relates well to its surroundings;
  - Improved rural transport through greater investment in public transport initiatives;
  - Protecting and enhancing the role of market towns as the focus for development in rural areas, particularly in terms of jobs and services; and
  - Reducing the pressure on Greenfield land by directing development to previously developed land;

*Sustainable Communities Plan*

- 2.16 The Plan is described as an action programme, making a 'step change' in Government policies 'for delivering sustainable communities to all'. Many of its policies and

proposals relating to planning are not new however. Broadly, at a national level, the Sustainable Communities Plan aims to:

- **Address the housing shortage** through:
  1. Accelerating the provision of housing. This includes: ensuring that housing numbers set out in planning guidance for the South East (RPG 9) are delivered; accelerating growth in the four "growth areas" (Thames Gateway, London-Stansted-Cambridge corridor, Ashford, and Milton Keynes-South Midlands); and ensuring that the construction industry has the right skills to deliver;
  2. Affordable Housing. £5 billion has been allocated for the provision of affordable housing over the next three years. This includes £1 billion for housing "key workers" in the public sector, to aid recruitment and retention; and
  3. Tackling Homelessness. Including ensuring ending the use of bed and breakfast hostels for homeless families by March 2004.
- **Address low demand and abandonment.** Around one million homes in parts of the North and Midlands are suffering from low demand and abandonment. Nine pathfinder schemes have been established in the areas worst affected to put in place action programmes to turn this problem around;
- **Provide decent homes.** The Plan sets out an action programme to ensure that all social housing is brought up to a decent standard by 2010, alongside targeted action to improve conditions for vulnerable people in private housing;
- **Improve livability.** The Plan sets out how the Government intends to intensify efforts to improve the local environment of all communities. This includes cleaner streets, improved parks and better public spaces; and
- **Protect the countryside.** The Plan outlines how land will be used more effectively. The majority of new housing will be on previously developed land, rather than on greenfield. The area of land designated as greenbelt land will be increased or maintained in each area.

2.17 In Yorkshire and the Humber, the document sets out the challenges for housing as follows:

- To meet the demands for new households. Regional Planning Guidance predicts an additional 15,000 are forming each year;
- To help communities become places where people want to live. 476,000 homes are at risk of low demand and abandonment. The challenge is especially acute in South Yorkshire and Hull;
- To lower the affordability barrier in high demand areas; and

- To ensure everyone living in social housing, and the most vulnerable living in private sector housing have homes that meet the decency standard. 81,000 council homes in Yorkshire and the Humber (22% of the total stock) are currently at risk of not achieving the target, together with 130,000 private sector homes.
- 2.18 The Action Plan seeks to address low demand through Market Renewal Pathfinders and to provide 'decent homes', increased resources for housing and address affordability. Other elements of the Plan include proposals to create a 'Better living and working environment', 'Improving economic prosperity' and 'Safeguarding the Countryside'.

*Sustainable Communities - Making it Happen: The Northern Way*

- 2.19 The Northern Way (ODPM, 2004) reports on the action being taken to regenerate established communities in the North and the Midlands, and to ensure they are sustainable. It provides a useful summary of current Government policies and programmes, including examples from the range of projects underway across the country, which seek to assist in the regeneration of our towns and cities. It looks at the successes since the Communities Plan was published in February 2003, and at the challenges to come. The need to learn from our experiences, both good and bad, is at the heart of the Communities Plan. The statement sets out that the Government is committed to enabling every region to share in the country's growth and to remove the disparities in growth rates between them.
- 2.20 The statement emphasizes the need to work in partnership to deliver the step change needed in communities. The statement is divided into two sections: 'Local Solutions' and 'Decent Homes, Decent Places'.
- 2.21 In section 1 (Local Solutions), it is recognized that the action needed to deliver thriving, sustainable communities can be very different from place to place. The various types of initiatives are set out, including housing market pathfinders, urban regeneration companies and neighbourhood renewal programmes.
- 2.22 In section 2 (Decent Homes, Decent Places), the report looks at some of the actions the Government is taking to improve the lives of people wherever they live. It notes that poor housing is a national problem: housing that falls below the decent homes standard is found across the country. The Government has committed itself to ensure that, by 2010, every home in the social housing sector meets the decent homes standard. It is also committed to helping those in most need in the private sector, setting out the aim

that fewer vulnerable households in the private sector will live in badly heated and badly maintained homes.

## **Regional**

*Regional Planning Guidance (RPG) for Yorkshire and the Humber 1998 – 2016 (Oct 2001) and Selective Review Consultation Draft (June 2003)*

- 2.23 The Vision set out in RPG 12 is for 'A world-class region, where economic, environmental and social well being of all our people is advancing more rapidly and more sustainably than our competitors'. It goes on to set out four objectives, namely :
- Maintenance of high and stable levels of economic growth and employment;
  - Social progress which recognises the needs of everyone;
  - Effective protection of the environment; and
  - Prudent use of natural resources.
- 2.24 These are underpinned by the four strategic themes of: economic regeneration and growth; promoting social inclusion; urban and rural renaissance; and conserving and enhancing natural resources.
- 2.25 The RPG goes on to set out the Regional Spatial Strategy which seeks to focus development in urban areas whilst also securing the economic base and sustainable development of rural areas. It states that market towns should be the main focus for developing local services, employment and sustainable transport in rural areas and provision should be made for small scale housing growth around smaller towns and villages.
- 2.26 More detailed objectives and policies are set out under the topic heading of: economy; housing; transport; social infrastructure; built and natural environment; and resource management. Of particular relevance to this study, economic objectives include the encouragement of SMEs in urban and rural areas. Policy E2 sets out that this should be achieved by broadening employment opportunities, particularly in settlements which are accessible by public transport and the provision of high quality, flexible workspaces and starter units.

- 2.27 Whilst housing objectives state that development should be focussed in main urban areas and regeneration areas, it is also stated that wider housing opportunities should be provided to meet the needs of the region's households. More specifically, the RPG sets out that an annual average of 2,500 dwelling be developed with 53% on brownfield land.
- 2.28 Transport objectives include the reduction of the need to travel, particularly by private car, and the improvement of access to opportunities. Given the accessibility afforded by rail and bus services to the twin towns, development in Malton/Norton would serve these purposes. Policy T1 seeks to ensure that development which generates a large number of movements should be located close to public transport infrastructure. With specific regard to rural areas and market towns, Policy T7 states that investment in public transport should be promoted in local plans and that road investment should focus on traffic calming (including on main routes in local centres and associated lorry routes) and cycling/pedestrian and safety measures.

### **Sub-regional**

#### *North Yorkshire County Structure Plan*

- 2.29 The current version of the North Yorkshire County Structure Plan is Alteration No. 3 which was adopted in 1995 and covers the period 1991 - 2006. Policy H1 of the plan requires that provision be made in Ryedale for 2,700 new dwellings over this period. The plan states that this development should be mainly directed to major urban areas or 'main towns', of which Malton/Norton is one. The Plan also states that priority should be given to vacant or derelict land within settlement boundaries.
- 2.30 The Plan also requires, at Policy I5, that provision be made for 20ha of employment land in Ryedale, again mainly in and around main urban areas, main towns and small towns. Market towns are identified in Policy I12 as an appropriate location for new employment development which would improve the scale and range of job opportunities. Policies also seek to make provision for the tourism industry.
- 2.31 Transportation policies seek to sustain public transport provision and propose traffic management rather than new roads as a solution to congestion, safety and the like. Shopping policies broadly seek to focus development in existing centres. The plan also states that new leisure/recreation facilities should be accessible by public and private



transport but also be compatible with the need to preserve the landscape. A number of policies which seek to protect areas of special historic, landscape and amenity value are also included in the Plan

- 2.32 A pre-deposit consultation draft of the new North Yorkshire Joint Structure plan, which will replace Alteration No. 3 discussed above, was published in January 2003. The draft plan sets out broad policies on sustainable development and the location and design of development. Whilst this document is not to be taken any further, it is worthy of note that the plan, if adopted, would require provision to be made for 2,700 dwellings over the period 2001-2016, 53% of which should be located on previously developed land. A minimum density of development at 30 dwellings per hectare would be established by this plan.
- 2.33 In terms of employment land, provision for 25ha is proposed for Ryedale and as with the adopted plan, this should be directed to principle towns, namely Malton/Norton within Ryedale.

#### **Ryedale District Local Plan**

- 2.34 The Ryedale District Local Plan was adopted in March 2002 and is the primary consideration in determining planning applications in the area. The plan sets out the national and sub-regional policy context before identifying its primary aim to:

*'...facilitate sustainable development which will support and meet the needs of the community, whilst maintaining and enhancing a quality environment, with distinctive character and protect the key natural and man-made attributes of the Plan area.'*

- 2.35 The development strategy which underpins this aim reflects the structure plan in directing the majority of development to market towns using sites which would not detract from their setting and character.
- 2.36 In relation to housing, the plan aims to meet housing needs whilst minimising environmental damage, to ensure the highest standards of design and address affordability. Provision is made in the plan for 3,000 dwellings, slightly more than sought by the structure plan. The plan goes on to set out design and development criteria for new housing notably including a requirement for a mix of dwelling types and for affordable homes.

- 2.37 As mentioned previously, the plan seeks to focus employment development in market towns. In total 27.9ha is identified for this purpose. The plan also sets out design and development criteria for new employment uses.
- 2.38 Several policies in the Plan specifically affect the sites to be considered as part of the Malton/Norton River-Rail Corridor Study. All of the sites are within the area covered by policy ENV 25 - Development and flood risk. This states that proposals will be assessed against the advice of the Environment Agency, the level of risk and the need for regeneration. A presumption against development in areas of high risk is introduced although within the development limits, proposals would be permitted provided that adequate alleviation measures are put in place and their provision and maintenance fully funded by developers. Where development results in increased flood risk through surface water run off, adequate preventative measure must be taken such as sustainable drainage systems.
- 2.39 The ATS, Travis Perkins and Sheepfoot Hill sites all fall within the Malton and Norton Conservation area and as such are covered by policies C1-C5. these policies cover:
- The design of new development in conservation areas, which must respect and maintain character and appearance;
  - Demolition in conservation areas, which will only be permitted where the condition of the building makes it uneconomic to repair, there is no viable alternative use and that there would be substantial planning or amenity benefits; and
  - Development of important open space, the felling of trees and advertisements in conservation areas.
- 2.40 The ATS and Travis Perkins sites fall within defined town centre commercial limits. Therefore, policies R1-R3 apply to developments in this location. Policy R1 states that applications for new shops or financial/professional services will be permitted subject to a number of criteria relating to traffic generation, parking and servicing and the loss of residential space on upper floors. Food and drink uses will only be permitted where amenity would not be unacceptably harmed, sufficient parking was provided and highway/pedestrian safety would not be harmed. Policy R3 support the use of upper floors for commercial uses subject to criteria on the affect on viability of ground floor uses, the loss of residential space and alteration of features of historic or architectural merit.

- 2.41 The Travis Perkins, Sheepfoot Hill and Interchange sites all fall within the area defined under Policy MN1. This policy seeks to promote the area for residential, retail or office development subject to criteria relating to traffic generation, conservation policies, parking and townscape and amenity. It is proposed that a riverside walkway be provided as part of development along the northern side of the River Derwent. The relocation of uses not conforming to the proposed uses is also sought.
- 2.42 In addition to the above, the bowling green at the Woolgrowers sites is protected by Policy L2 which relates to playing fields.
- 2.43 A selective alteration to the Ryedale Local Plan is currently underway, with altered policies having recently been subject to Inquiry. The main alteration of relevance is a new policy on affordable housing which, if adopted, would require a minimum of 35% of dwellings on sites of more than 15 dwellings or 0.5ha to be affordable unless exceptional circumstances exist. The Inspector has approved the amended policy subject to minor amendments to the wording. Therefore, it is expected that this policy will be formally adopted in late 2004.

#### **Planning Activity**

- 2.44 There has been relatively little significant planning activity on the six identified sites. In most cases, most recent planning permissions have been for the current or most recent uses. However, we are aware of an extant unimplemented permission for the conversion of the warehouse at Buckrose Court to training areas and a lecture theatre dating from March 2000. We are not aware of any significant planning applications for these sites which are currently being considered by the Council.
- 2.45 However, we are aware of several draft proposals drawn up by land owners or developers, some of which have formed the basis of pre-application discussions with the authority. Most notably, a consortium of owners of the Woolgrowers site have undertaken initial flood risk investigations and drawn up a development schedule which includes 41,263sq. m of residential use (presumed to be 288 units at 70 per ha), 1,869sq. m of offices and a leisure facility of 2,712 as well as a new station car park and associated footbridge. It is however recognised that only 100 dwellings could be accessed from the current sole access point of Park Road.

- 2.46 It is also understood that the Taylor & Brown part of the Sheepfoot Hill site (west of Castlegate) has been the subject of proposals for residential development by its current freehold owners the Fitzwilliam Malton Estate.
- 2.47 That part of the Sheepfoot Hill site owned by Second Site Properties (formerly British Gas), which is located to the east of the eastern part of the site, is known to be surplus to their requirements in the near future. Notwithstanding issues of contamination associated to the use of the site for gas-holders, the owner's intentions are to develop the site for a residential led.
- 2.48 The current owners of the Dewhirst's site, Scothern Construction, are known to have previously investigated the potential for retail development of the site. However, given planning restrictions on retail uses in such locations, the owners are now considering other uses.

## ECONOMIC DEVELOPMENT CONTEXT

### **Regional Economic Strategy**

- 2.49 The Regional Economic Strategy (RES) for Yorkshire and the Humber is based around three strategic aims designed to create integrated, sustainable development. These are:
- Releasing and enhancing the potential of all Yorkshire and the Humber's people to achieve a healthy learning region and social inclusion;
  - Growing existing and new businesses to achieve high and stable levels of economic growth and jobs; and
  - Utilising the full potential of Yorkshire and the Humber's physical and cultural assets and conserving and enhancing an integrated sustainable economy.
- 2.50 These aims are to be delivered through action on a framework of six objectives as follows:
1. To grow the regions businesses, focussing on key clusters (advanced engineering and metals, bioscience, chemicals, digital industries and food and drink), to create a radical improvement in the competitiveness, productivity and value they add to the regions wealth;
  2. To achieve higher business birth and survival rates to create a radical improvement in the number of new, competitive businesses that last;

3. To attract and retain more private and public investment in the region by providing the right product for the investors and more effective marketing of the region;
4. To achieve radical improvement in the development and application of education, learning and skills, particularly high quality vocational skills;
5. Connect all of the region's communities to economic opportunity through targeted regeneration activity;
6. Enhance and utilise the regions infrastructure of physical and environmental assets.

2.51 Within these six objectives, a series of more detailed deliverables along with actions for the next three years, a start date and lead organisation(s) are set out. Those actions which could be of particular relevance to the Malton/Norton River-Rail Corridor Study include:

- Within Objective 1 - The implementation of action plans for the 5 key clusters and the development of pilot 'Centres of Vocational Excellence'.
- Within Objective 2 - The provision of modern flexible workspaces and incubator units;
- Within Objective 3 - The enhancement of the assets, environments and infrastructure on which tourism is based;
- Within Objective 4 - A review of the quality, range and accessibility of post 16 learning on an area by area basis;
- Within Objective 5 - Supporting the renaissance of market towns and tackling rural access and social exclusion, especially through transport services and housing provision; and
- Within Objective 6 - Ensuring the availability of a range of land, property and utility infrastructure.

2.52 The six objectives identified above are underpinned by cross-cutting themes which are reflected in the deliverables and key actions. These themes are: environmental good practice; partnerships; geographic adaptation; social inclusion and diversity; creativity, innovation and technology; and employment and skills. It will be necessary for the projects identified as part of the River-Rail Strategy, to demonstrate where they 'fit in' in terms of the key actions identified in the RES, how they assist in delivering the strategic objectives and how the cross-cutting themes have been adopted in their development.

2.53 The RES will be delivered through a series of four sub-regional plans which set out the priorities for economic and community regeneration and enable public agencies to co-

ordinate their spending priorities and provide guidance to the private and voluntary sectors as to how their future investment might be most effective.

### **York and North Yorkshire: The Framework for Economic and Community Development**

- 2.54 This document sets out the priorities for economic and community regeneration in the sub-region in order to co-ordinate public spending. The document aims to interpret the Regional Economic Strategy for the sub-region.
- 2.55 It aims to fulfil the potential of its people and businesses by creating an area which is dynamic, exiting and open to new opportunities and capitalising on its quality of environment as a place to live, work and visit particularly in terms of its locations, heritage and culture and attractiveness.
- 2.56 The Framework sets out four overarching objectives as:
- Supporting York as a regional and sub-regional economic driver;
  - Building a new economic base in the coastal, Selby and rural areas;
  - Supporting high value added businesses; and
  - Maximising the local impact of regional economic drivers.
- 2.57 Within these four objectives are a series of priority themes. Of particular note is support of the 'renaissance of market towns'. Planned projects within this theme include support for projects in priority towns including Malton/Norton. This document is shortly to be replaced by a new Sub-Regional Investment Plan which, it is hoped, the outcomes of this study will feed into.

### **Emerging North Yorkshire Sub-Regional Investment Plan**

- 2.58 In developing the Sub-Regional Investment Plan for North Yorkshire for 2004-2009, spatial investment themes have been developed to guide investment and project activity. These themes are based on a number of factors, including economic opportunities and proximity to sub-regional drivers. Ryedale District is split between 2 investment themes: the southern tip of the District, up to and including Malton/Norton, is included in Theme B – 'Develop York's key economic linkages in the sub-region'; Theme E – 'Utilise

heritage and natural cultural assets of the upland areas and their market towns as economic drivers', covers the remainder of the District.

- 2.59 The inclusion of Matlon/Norton in Theme B is significant in terms of likely levels of investment and support for projects over the next 5 years, and is a positive sign in terms of achieving the public investment required to progress some of these sites, in particular the Woolgrowers master plan. The District Council is now lobbying for a similar approach to be taken in the Regional Spatial Strategy, in terms of allocating future development levels in Ryedale.

### **Malton and Norton Market Town Initiative Action Plan**

- 2.60 The Market Towns Initiative (MTI) Action Plan sets out the role and structure of the area partnership and identifies some of the key issues facing the twin town in terms of the environment, society and community, economy and transport and accessibility. However, the Plan also states that a more comprehensive 'healthcheck' will be carried out as one of the actions emerging from it (as reviewed above). The Action Plan sets out a Vision:

*'To enable the wider community to re-establish the market towns as the focus of community, economic and social life.'*

- 2.61 The objectives emerging from this vision are to stimulate new economic activity, to improve the performance of town centre businesses, to maintain and enhance historic, cultural and natural assets, to improve integrated transport provision, support community and voluntary groups, improve provision of community facilities, support community safety and encourage development of youth services.
- 2.62 Other than the comprehensive healthcheck mentioned above, other actions set out in the plan include the carrying out of an Economic Impact Analysis (reviewed below), the appointment of programme and town centre managers and the establishment of a series of issue based working groups. Other actions, the plan states, will emerge from the comprehensive healthcheck.

### **Malton & Norton Area Partnership: Economic Impact and Needs Analysis**

- 2.63 This study provides a profile of industry and commerce in the Malton/Norton area along with an analysis of the future of key industries and potential growth areas and

recommendations on future economic and employment needs.

2.64 Of particular note in terms of the baseline economic analysis, the study identifies problems of labour availability due to low population growth and the aging population, problems with HGV movements through the town centre, an over reliance on small businesses and vulnerable sectors (such as agriculture and manufacturing) and a lack of available development land. The study also notes evidence of unmet demand for office/light industrial space and business starter units in the twin towns.

2.65 The study identifies a future strategy for the twin towns focussing on 'quality' and 'growth'. Key recommendations include:

- **Improvements to the town centre** - making it more pedestrian friendly, improving multiple representation and improving the restaurant and leisure offer;
- **Diversifying the economy** - by reviewing constraints on available development land, providing greater housing choice to increase labour supply and target emerging financial and service sector growth through business support;
- **Creating quality of life** - by increasing the availability and affordability of housing to support growth and by developing the 'locational package' through improved town centre leisure and investigation of the potential for a new, modern swimming pool.
- **Improving accessibility from the A64** - through a new east bound exit to remove Norton Grove Industrial Estate traffic from the town centre.

### **Local Economic Development**

2.66 Currently, there is no economic development strategy for Ryedale as the recent focus has been on developing the Community Strategy which is reviewed below. However, discussions with Economic Development officers stressed the need to change and diversify the economic base of the town, particularly targeting the service, financial and ICT sectors. It is thought that Malton can capitalise on the continuing strength of the York economy and could benefit from proposed civil service relocations which may be allied to the DEFRA facility at Sand Hutton. Discussions also revealed evidence of unmet demand for business premises in Malton and, to a lesser extent, in Norton.

### **Funding and Delivery**

2.67 In relation to the potential funding and delivery mechanisms for proposals which result from the River-Rail Corridor Study, discussions with Yorkshire Forward and Ryedale District Council revealed that Yorkshire Forward is the only major public sector funding



source available although Ryedale District Council does have a small capital fund. The study area does not fall within any assisted areas identified at a European, national or regional level.

- 2.68 Whilst Yorkshire Forward has not committed any funds to projects emerging from the River-Rail Corridor Study, it is understood that financial assistance may be forthcoming subject to a series of factors. Firstly, proposals for the identified sites must be viable in their own right and driven by the private sector. Yorkshire Forward will not provide funding in this area to make unviable projects viable. They may, however, provide financial assistance to address specific barriers to the development of these sites which would not normally be expected to be addressed by developers or which, by virtue of their additional abnormal cost, cannot be funded through the development. Such barriers may include land assembly, infrastructure or engineering works, land remediation and the like.
- 2.69 A second pre-requisite to Yorkshire Forward funding assistance is that projects which are benefiting from financial assistance, must assist in achieving Yorkshire Forward's target outcomes and outputs. These include the creation and safeguarding of employment, creation of business floorspace, the number of business start ups and the extent of private sector funding levered in to the area. It will be necessary for projects seeking financial assistance to demonstrate how they will assist in achieving these targets.
- 2.70 Direct development by Yorkshire Forward is not envisaged as part of the River-Rail Corridor Study although small scale managed workspace schemes may be considered. Potential does exist, however, for joint ventures and development partnerships to be set up to deliver additional employment space on these sites, but this will not be done on a speculative basis.
- 2.71 Any investment in the area by Yorkshire Forward would have to be included within the emerging North Yorkshire Sub-Regional Investment Plan, which is the successor document to the Sub-Regional Action Plan
- 2.72 Another potential delivery mechanism for small scale projects could be via a development trust born out of the Malton and Norton Partnership. Projects delivered by any such trust would have to conform to the objectives of the partnership as set out at para 4.11 above.

2.73 With specific reference to the funding and delivery of any proposed new leisure centre/swimming pool, funding is available from the sport lottery fund through Sport England although this is unlikely to amount to more than 50% of the total cost and will be granted subject to an analysis of existing provision in the area. A joint wet and dry facility is more likely to attract funding from this source as they are more cost effective. Other potential sources of funding include local sports and community groups, the district Council itself and through Section 106 agreements as part of development proposals. In terms of the delivery of a new leisure facility, any development would be both financed and run by a partner organisation. A charitable organisation called Ryesport currently run leisure facilities in the district

## HOUSING CONTEXT

### **Yorkshire and the Humber Regional Housing Strategy 2003 (RHS)**

2.74 The RHS is produced by the newly established Regional Housing Board. It aims to deliver the policies set out in the Sustainable Communities document. The Strategy provides important guidance and direction for Local Authorities' Housing Strategies, and seeks to ensure that housing policies can be better integrated with planning and economic strategies at a regional level, to ensure sustainable communities.

2.75 Paragraph 3.2 of the RHS sets out its overall aim. This is to 'work in partnership to provide good quality homes and successful neighbourhoods that meet the aspirations of current and future residents'.

2.76 Five objectives for housing in the region are set out. These are:

1. Regeneration and neighbourhood renewal;
2. Provision of sufficient new homes, creating mixed income and sustainable communities;
3. Improving homes to meet decent standards and aspirations;
4. Fair access to quality housing for all groups; and
5. Delivering the Strategy.

2.77 In respect of objective 2, the RHS sets out at paragraph 3.7 that:

*'Regeneration at a regional scale is inevitably a long-term agenda. In the short and medium terms, we need to continue, as our second objective, to meet people's needs and demands for housing in the context of the existing market. We need to plan for sufficient new housing in total, and for the right type of housing to be provided. Regeneration areas will often benefit from a high proportion of larger of "aspirational housing".'*

- 2.78 Based on the priorities identified in the Regional Housing Strategy, resources are being made available through a new single pot for housing investment which combines the resourcing mechanism previously allocated through the Approved Development Programme and the Housing Investment Programme.

### **Ryedale Housing Needs Survey 2001**

- 2.79 The 2001 Housing Needs Survey, whilst a little out of date, goes into significantly greater detail than the 2003 update of it discussed below. Of particular note, the Survey identified that a high proportion (13.5%) of people were intending to move out of the district. Over 10% of those seeking a move outside of the district cited affordability as the reason. Additionally, the study also identified that a significant proportion of the local population would like to move but are unable to. Of these, the majority cited affordability as the reason.
- 2.80 It is interesting to note that of those wishing to move, 38% are seeking a detached property, 31% a semi detached and 73% sought 2 or 3 bedrooms. In terms of tenure, 73% were seeking owner occupation or shared ownership and 21% indicated a preference for housing association rental.
- 2.81 The study estimates that there are 460 'concealed households' which are primarily children still living at home but seeking to move out. Some 46% of these are aged 25 or above. Of concealed households, 47% are seeking owner occupation, 33% housing association rented, 11% privately rented accommodation and 8.4% shared ownership. The greatest demand (39%) in this group is for flats, 12% are seeking a terraced house and 23% a semi-detached. However, 92% could not afford a mortgage over £400 per month and 83% could not afford rent above £70 per week. Some 33% have household incomes of less than £10,000.
- 2.82 Overall, the study identifies a requirement for 306 new affordable dwellings annually and an under-provision of flats and terraced houses which are the access point into the housing market for most new households.

### **Ryedale Housing Needs Survey Update - 2003**

- 2.83 The housing needs study for Ryedale was updated in 2003. It projects a population growth of 2,679 people which equates to 5.4% growth over the period 2001-2016. The survey also revealed that households in Malton would require an income of £31,500 to purchase the smallest terraced house and those in Norton would require £34,300. For renting a 2 bed flat or terrace, an income of £16,800 in Malton or approximately £18,500 in Norton would be required. This compares with analysis of earnings in North Yorkshire which shows that 71.5% of households have income below £23,920.
- 2.84 The survey projects an annual requirement for 321 new affordable housing units to meet newly emerging need alone. On this basis, the study goes on to recommend that 35% of new units developed should be affordable.

### **Ryedale District Housing Strategy 2002/3-2005/6**

- 2.85 The Housing Strategy takes as its basis the findings of the housing needs study reviewed above. It's objectives are:
- Profiling Ryedale and Analysing it's housing needs;
  - Enabling the provision of decent housing across all tenures;
  - Ensuring provision of affordable housing;
  - Meeting individual needs;
  - Enabling independent living; and
  - Contributing to social inclusion and the provision of sustainable communities.
- 2.86 Key issues of relevance to the River-Rail Corridor study identified in the Strategy include high house prices in the district and subsequent associated problems of affordability and concealed households. The strategy states that the majority of new housing demand is for smaller affordable dwellings, particularly flats and terraced houses. It seeks to address these issues by meeting the shortfall of these dwelling types and ensuring a mix of house types is available. It seeks to achieve this by increasing the provision of social housing on new development sites through the planning system, supporting funding applications by RSLs and providing funding from its own resources.

## OTHER ISSUES

### **Ryedale Corporate Strategy**

- 2.87 The Ryedale Corporate Strategy sets a vision of *'Ryedale as a place where all residents can enjoy a good quality of life, with strong, prosperous and welcoming communities'*. The Plan sets out a series of core values, competencies and business areas. It goes on to set out a series of corporate aims including to have opportunity and choice of housing and employment for all, to have a clean and sustainable built and natural environment and to have effective and integrated communication and transport networks.

### **Imagine Ryedale - Community Plan**

- 2.88 The Community Plan was developed by a range of partners in consultation with the local community. It identifies a Vision of Ryedale in 2013 as a place with:
- Vibrant Communities;
  - Strong, Safe Communities;
  - Access and communication;
  - Health and Wellbeing;
  - Landscape and environment; and
  - Developing opportunities.
- 2.89 It is intended that this vision will be delivered through community planning where the Council works in partnership with the community to shape strategies, guide service plans and set performance measures. This process of community involvement in the planning of their future must be reflected in consultation arrangements for the River-Rail Corridor Study.
- 2.90 Key actions of relevance to the River - Rail Corridor Study include promoting the redevelopment and enhancement of specific sites and areas, improving traffic management and public transport/pedestrian/cyclist networks, managing the release of greenfield land for development whilst providing opportunities for those seeking housing and employment and promoting Ryedale as a tourist destination.

## **Ryedale District Council Cultural Strategy & Action Plan**

2.91 The Cultural strategy aims to ‘use cultural activities to effectively support our communities and to release the potential of individuals’. The objective in this regard are tom:

- Improve access, participation and enjoyment of cultural activity;
- Develop effective partnerships and communication networks
- Build diversity of cultural provision
- Develop individual’s and community’s skills, knowledge and experience;
- Maximise investment in cultural activities; and
- Support the cultural economy.

2.92 Numerous actions are proposed in the Strategy including several relating to sport and recreation. The Cultural Strategy could therefore be a potential partial source of funding for any planned new sports facility

## **Ryedale District Council Sport and Recreation Strategy**

2.93 The key issue of note from the Sport and Recreation Strategy is the identification of a significant level of unmet demand for a community sports hall (including 4 court sports hall, fitness room and ancillary facilities) in the Malton/Norton area. The Strategy also states that the existing Derwent Pool is an aging facility which is expensive to maintain and run. It identifies a potential solution to these issues through the development of a new wet and dry sports facility on a new, centrally located site. Dual use of this facility by schools and the community is stated as a widely accepted means of maximising use.

2.94 It is understood from consultation with Ryedale District Council officers that previous proposals to develop such a facility at Malton School were thought politically unacceptable given the current location of Derwent Pool in Norton. Should Derwent Pool become surplus to requirements following the development of a new facility, there is potential that the site could be redeveloped although this would require more detailed investigation with the current owners of the surrounding land, the Church of England Commissioners.

## **Yorkshire and the Humber Tourism Action Plan**

- 2.95 This document is produced by Yorkshire Forward and operates within the framework of the Regional Economic Strategy. It provides the framework for public investment in tourism in the region by identifying numerous deliverables along with timescales and lead partners. The deliverables set out in the Action Plan include: to fully recognise tourism potential in urban and rural renaissance agendas and to develop plans for investment in tourism assets. The council could consider seeking funding assistance for the opening to the public of the roman fort through the Action Plan