

Wentworth Street Car Park Development Brief
WSP Group and Atisreal for Ryedale District Council and
Yorkshire Forward

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Wentworth Street Car Park

1.1 OVERVIEW

- Redevelopment of underutilised car park in two phases:

Phase 1

- Provision of a new mid-high quality supermarket
- Provision of 3 hours free car parking to encourage linked trips
- Delivery access from Pasture Lane

Phase 2

- Potential for new housing in the form of flats (including affordable housing) should car parking provision and management allow.

Benefits

- Retention of at least 80% of current car parking in Phase 1 (304 out of 380 spaces) and 60% of car parking in Phase 2 (230 out of 380)
- Improved signage and pedestrian flows to the site

1.2 SITE CONTEXT

Description of current site

Wentworth Street Car Park is situated on the north-eastern edge of the town centre. It is a large car-parking site holding 380 spaces set on two levels. The site is significantly underutilised with an occupancy rate of only between 20-25%.

The site has a natural incline centred on the western section that slopes upwards to the cemetery grounds, Wentworth Street, the eastern section and flattens out southwards to Princess Road. The eastern section is on a higher section and fronts the access lane to the cemetery and residential properties.



Four vehicular access points line the site's edge on Princess Road, Wentworth Street and Smithson Court (Pasture Lane access road) with additional pedestrian access from Wentworth Street. The site is within close walking distance from Wheelgate, the Market Place and the Livestock Market area however public perception views it to have poor accessibility. This is due to a number of factors that need addressing, these include unsuitable footpaths restricting access, enclosed vehicular access points and poor signage.

Current Use(s)

The site is currently used as a public car park with a very low utilisation rate of 20-25%. The eastern upper level is used twice-weekly for parking farming vehicles in connection with the Livestock Market.



Utilities and Servicing

The site is currently accessed from two points to the south along Princess Road and two from the west on Wentworth Street (one route being pedestrian) and one from the north on Pasture Lane.

1.3 PLANNING POLICY CONTEXT

Local Planning

Local Development Framework (LDF)

Considerable work was undertaken on the Ryedale LDF, however the Council's Core Strategy was found unsound on a limited number of issues in January 2007. Work is underway to prepare a revised Core Strategy, together with a Facilitating Development DPD which will take forward new allocations and revise existing commercial limits and development limits. Whilst the LDF is still at an early stage, the work and supporting studies undertaken for the Core Strategy, including the Inspector's Report, are material considerations in determining planning applications.

Supplementary Planning Document(s):

- Draft Interim SPD on Developer Contributions for Strategic Transport Contributions at Malton & Norton 2007/8

Local Plan

The site lies within the defined development limits for Malton, however it lies outside (but close to) the Town Centre Commercial Limits.

Saved Policies:

- H1 – Housing land provision
- H7 – Residential developments within settlements
- H14 – Public open space in residential developments
- R1 – Town Centre Commercial Limits
- T7 – Parking
- T10 – Public Rights of Way and pedestrian facilities
- U3 – Surface water run-off
- ENV7 - Landscaping

Supplementary Planning Guidance:

- Landscaping on Development Sites 2004

Affordable Housing

In accordance with the Affordable Housing Policy (2004) and Regional Spatial Strategy, the preferred development option will look to ensure 40% of the dwellings provided are affordable units.



Listed Buildings

- Cemetery Gatehouse – Grade II listed (adjacent to site)

Regional Planning

Regional Spatial Strategy for Yorkshire and Humber

- YH1 – Overall approach and key spatial priorities
- YH2 – Climate change and resource use
- YH3 – Working together
- YH5 – Principal Towns
- YH7 – Location of development
- Y1 – York Area sub area policy
- ENV5 – Energy
- ENV12 – Regional waste management objectives
- H1 – Provision and distraction of housing
- H4 – The provision of Affordable Housing
- H5 – Housing mix
- T1 – Personal travel reduction and modal shift
- T2 – Parking policy

Other Guidance / Related Studies

Urban Capacity Study (2005)

The site was not indicated within the study as a Large Identified Site of Previously Developed Land due to its current active use. However, it has the potential to contribute to housing capacity as an Unidentified Capacity Source.

Retail Capacity Study (2006 and 2008)

The preferred development option will contribute to the proposed policy aspiration that seeks to increase the convenience sector retention level within Ryedale's OCA. The study also indicates that the site may offer some potential for retail uses, dependent on the A64 junction improvements.

Malton and Norton Transportation Strategy (2005)

The preferred development option will have some impact on the transportation networks within Malton by increasing vehicular and pedestrian movement around the site. The Strategy indicates that pedestrian route C is along the north side of the site and route D follows the southern edge along Princess Road. Also on the southern edge of the site is the Wheelgate, Old Malton and Showfield Lane secondary cycle route. The west and southern sides of the site fall within the residents parking zone with dropped kerbs and tactile paving suggested to be implemented along the southern edge.

Car Parking Strategy (2005)

The Car Park Strategy Report highlights Wentworth Street Car Park as a potential location for a Park and Ride scheme to Pickering and / or the Moors. The document



suggests that the any development would potentially require consideration of additional car parking capacity to facilitate increased demand long term. Additionally it indicates that any development should help reduce the amount of anti-social behaviour that takes place on the site.

Housing Need

RDC's Housing needs assessment identifies a need for 18 new affordable units in Malton per annum (9 one or two beds, 9 three or more bed units) and that demand exceeds supply for 2, 3 and 4 bed houses.

River Rail Corridor Study (2004)

Wentworth Street Car Park does not relate directly to the sites identified within the River Rail Corridor Study. However it does meet the needs of the following overarching issues and conclusions:

- Development to be carried out on Brownfield land
- Provision of affordable housing on the upper deck and sites around the edge of the car park
- Provision of new apartments on the upper deck and sites around the edge of the car park

Jacobs Consultancy – Transportation Review and Strategy (2008)

Jacob's identify that the Pasture Lane/ Broughton Road junction would need to be redesigned to increase its highway capacity if development on Pasture Lane and Wentworth Street was to take place.

They have indicated two potential options for achieving this additional capacity. Option 1 involves a single mini roundabout connecting Pasture Lane to Broughton Road, together with a T-junction for Middlecave Road and Broughton Road. Option 2 consists of two mini-roundabouts for both the junctions of Pasture Lane and Middlecave Road. (see Appendix B) Either of these options would result in a significantly improved operation of this junction, within operational limits.

1.4 PREFERRED DEVELOPMENT OPTION

Overview

There is highly significant potential for this site to contribute to Malton's future through a comprehensive approach to its development. The site when taken alone, or in combination with the Livestock Market area redevelopment presents a once in a generation opportunity within Malton to improve the retail offer within the town and in combination with other sites the way in which Malton is used as a centre for the District.

Wentworth Street Car Park is presently much underutilised in terms of car parking but with part development to include a new retail draw can act as a genuine town centre car park with improved pedestrian access to the town centre. The development of a supermarket here could provide the opportunity for free onsite car parking (recommended to be 3 hours) within the town centre and in this location help establish the new use and hence pedestrian flows from the site as set out below. As a new retail destination, supported by improved town centre signage, the site can change the flow of



pedestrians within Malton and help improve footfall in areas such as the northern section of Wheelgate and Princess Road.

The site's development would generate new pedestrian flows between the car park, Livestock Market, Wheelgate and Market Place with the latter becoming once again the key focal point of the town. In combination with the trips that begin at Morrisons this site would provide an alternative point of origin for car users potentially in combination with a redevelopment of the Livestock Market area. As developments come forward, the Market Place becomes the central hub of activity within Malton with the key sites radiating from Market Place offering different attractions to visitors. Essentially, with either or both developments the town would encourage pedestrians to the North, thus widening the retail core.

It is recommended that concerns over parking provision demonstrated at the August 2008 consultation event should be taken into account and thus we have introduced an alternative phased approach to development. The residential element contained in Phase 2 of the preferred option, could be reviewed once the supermarket is in place and a reasonable period of monitoring of the parking usage in this location has been undertaken. There is a need for affordable housing but this does need to be balanced with the need to properly assess the impact of the proposed supermarket in this location in terms of parking.

Description

The position of the supermarket is purely indicative and shown only to demonstrate that the preference is for it to be as close to the western edge of the site as possible, and therefore also close to the town centre. Depending on provision of a suitable alternative site the relocation of Community House could be an advantage in this respect and help address level differences. The preferred development option (Option C) proposed the use of a sensitively designed car parking deck to accommodate a new mid to high quality chain supermarket (20 – 35,000 sq ft gross) while retaining the parking provision beneath in Phase 1. Phase 2 proposes new housing to be provided on the eastern upper level of the site, if and when appropriate.

In addition to the site area identified in the consultation options, there are adjacent sites that provide further opportunity for new housing and/or parking spaces. These require further investigation before a comprehensive development scheme is agreed.

If development is to take place, developer contributions will need to be secured to help fund the A64 junction improvements in line with the Draft Interim SPD on Developer Contributions for Strategic Transport Contributions at Malton & Norton 2007/8.

Key potential linkages

Wheelgate

The preferred options for both sites look to improve the retail environment for the town centre by increasing the retail offer, improving and supporting retail / pedestrian linkages and enhancing the public realm / streetscapes. Improved streetscapes and footpaths to support pedestrian linkages between the two sites are key in ensuring retail circulation within the town centre.



Livestock Market Area

The preferred options for both sites is to improve the retail environment for the town centre by increasing the retail offer, improving and supporting retail / pedestrian linkages and enhancing the public realm / streetscapes.

Market Place

The preferred development options for the Market Place and the Wentworth Street Car Park are critical to the regeneration of the town centre in improving the retail offer and evening / Sunday economy.

Linkages include:

- Pedestrian and retail linkages;
- Streetscape and signage; and
- Parking provision.

Urban Form

Layout

The supermarket would be situated on the upper floor of the deck with parking below. The location should be as close as practical to the western perimeter of the site, replacing Community House if that could be satisfactorily relocated. Housing would be in the form of flats and built along the eastern edge of the upper level of the site on a sensitively designed green platform above parking spaces.

Density / Plot ratio

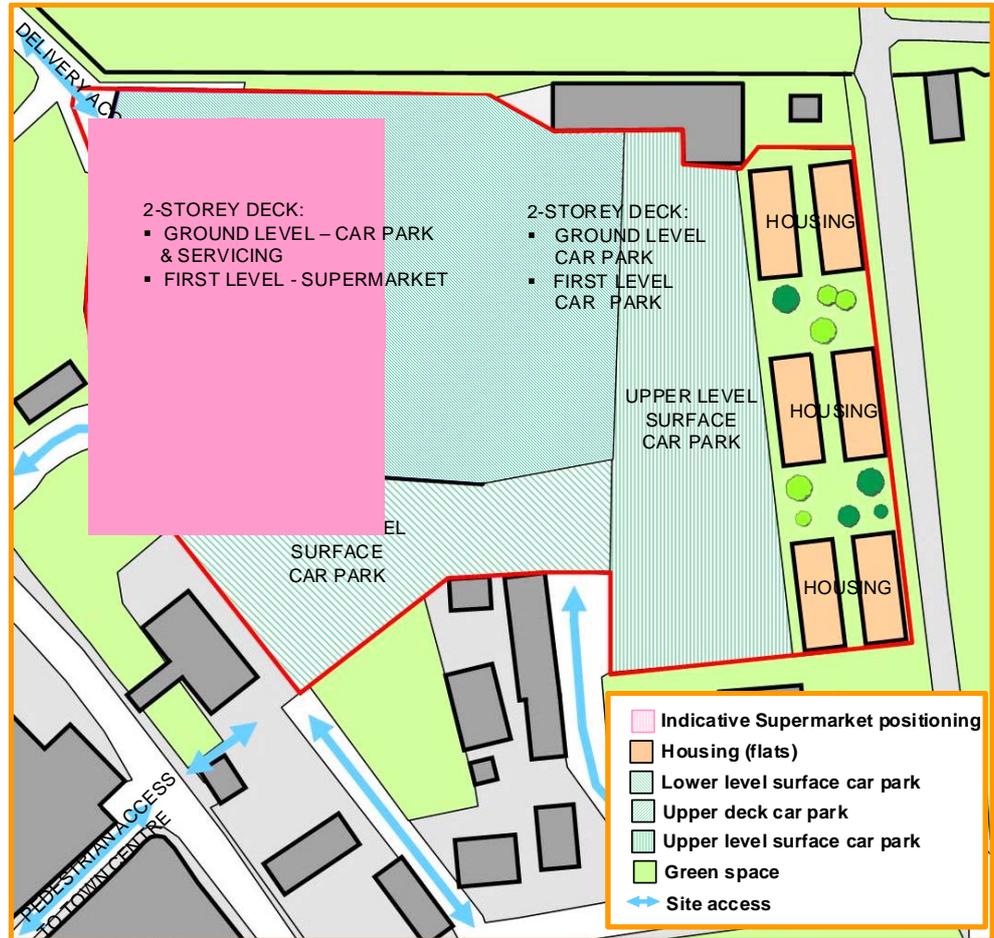
The density of the preferred development option will increase from current levels, given the current site's use as a public car park.

Materials

Materials should be selected from a palette of local and natural materials with consideration given to local heritage, longevity and maintenance costs. The combination of materials for road surfaces and pavements will help to balance the relationship between pedestrians and vehicles.



Indicative Plan



Movement and parking

Traffic management

The provision of a new supermarket and additional housing to the site, while retaining a significant proportion of public car parking, is likely to create an increased amount of traffic around the site. Additional traffic calming measures should be implemented along the immediately adjacent roads and tributary streets. Delivery traffic would enter the site via the access road from Pasture Lane. Other access points will be determined during the detailed design stage. The Jacobs consultancy report (August 2008) considers that improvements at the Pasture Lane junction and the returning the Mount Crescent junction to a T-Junction can provide more capacity. Clearly further detailed analysis would be needed as part of any development scheme.



Car parking

Parking would be positioned on the existing ground level, beneath the supermarket; adjacent to the new housing; and to the south of the supermarket. Up to 20% of current parking provision would be lost under Phase 1 and 40% would be lost under Phase 2. However this needs to be considered in light of the current low level of usage (20-25%). Adequate long stay car parking currently provided on Wentworth Street would need to be relocated elsewhere in Malton. This could be other Council car parks or new provision on sites close to the River Derwent which are unsuitable for development due to flood risk.

Pedestrian movement

Improving pedestrian accessibility and permeability will be important to maintain footfall and circulation around the three central locations of the town centre (the Market Place, Livestock Market area and Wentworth Street Car Park). High quality footpaths and good use of appropriate signage as part of a wider town centre strategy will encourage pedestrian access and help remove the perception of the site being inaccessible.

Timescale

The timescale for this site will depend on highways improvements to the Pasture Lane / Broughton Road junction, the food shopping capacity of Malton for a new supermarket, and improved vehicular and pedestrian links between this site and the town centre. The Retail Capacity Study Update carried out by Roger Tym and Partners estimates that there will be sufficient additional food shopping capacity in Malton to accommodate this proposal from 2013 onwards. If there was any reduction in convenience shopping (closure of any supermarket) in the interim this proposal could be brought forward.

It should be noted that the retail capacity figures do not differentiate between the quality of offer, although the value of the broader offer is a key conclusion of this study. Indeed this is supported by the Retail Capacity Update 2008 which states that Ryedale and in particular Malton "is currently focussed more towards the low and discount-end of the market." The ambition of this element of the strategy is to secure a mid to high quality supermarket to 'balance' the current convenience offer in Malton (Morrisons and Netto). It may be the case that a food retailer such as Sainsbury's who have expressed an interest in Malton could attempt to prove there is sufficient food retail capacity (purely from a mid-high quality perspective) to enhance the retention of convenience expenditure within Malton.

1.5 DELIVERY CONSIDERATIONS

The site is in the ownership of Ryedale District Council, although the eastern third is subject to a restrictive covenant in favour of the Fitzwilliam Malton Estate limiting the use to residential. Thus subject to proper procedures the site is available for development.

The site will prove attractive to the development market for both retail and residential development. Responses from mid to high quality supermarket operators indicate that they consider that there is scope for another trolley-format supermarket in Malton. This would complement the existing Morrison and Netto superstores to the south of Wheelgate. The supermarket would need to be designed to suit the requirements of the operator. The immediate impact of a new food store on the Wentworth Street Car Park would be to draw in additional shoppers and help to reduce expenditure leakage from



Malton. The site is also attractive as a residential development opportunity for flats, houses or retirement units. If Phase 2 of this option is pursued, then it should seek to make a significant contribution to affordable housing.

If space was available on site, dependent on the eventual operator of the supermarket, an additional use for the site could be to accommodate a single non-food unit in addition to a supermarket. An additional retailer on Wentworth Street Car Park would additionally reduce consumer leakage to other centres outside of the Ryedale OCA.

Like Phase 2 of this proposal, monitoring of the use of the car park would need to be undertaken, to check there is the capacity available to accommodate it. Additionally satisfactory access and servicing arrangements would need to be resolved, addressing the HGV requirements of the tenants.

Key Partners

- Ryedale District Council
- Fitzwilliam Malton Estate
- North Yorkshire County Council
- Yorkshire Forward
- Retail developer
- Housing Association
- Development partners
- Adjacent landowners

Consultation Groups

- Malton Norton Area Partnership
- Malton Town Council
- Norton Town Council
- Ryedale Voluntary Action
- THRIVE
- Scout Groups
- Rifle Club
- Citizen's Advice Bureau
- JB Motors
- Local residents and businesses surrounding the site
- RDC Commercial Services and NYCC Highways (regarding parking issues)



Phasing and Timetables

Short Term (to2013)

Action	Responsibility
Monitor retail capacity in terms of this site and timing.	RDC
Pursue highways improvements at Pasture Lane / Broughton Road junction.	RDC/NYCC
Initial discussions with potential developers	RDC

Medium Term

Action	Responsibility
Agree joint approach with landowners adjacent to the site.	RDC
RDC to invite tenders from developers for redevelopment of the car park and adjacent land when retail capacity allows.	RDC
Selection of preferred developer(s)	RDC
Liaise with Fitzwilliam Malton Estate regarding proposals.	RDC
Discussions with NYCC regarding vehicular and pedestrian access.	RDC
Consultation with residents immediately adjacent to the site.	RDC
Consultation with Ryedale Planning Officers.	RDC / Developer(s)
Continued consultation and discussions with NYCC Officers.	RDC
Agreement with appropriate potential developers on scheme.	RDC
Implementation of scheme.	RDC / Developer(s)
Review of parking provision and management in the context of potential for development of eastern section for residential development.	RDC

Long Term

Action	Responsibility
Continual monitoring of scheme and review of site within wider town centre context.	RDC
Consideration to implementing the later Phases of this site brief	RDC
Maintenance and upkeep of the site and structures.	Developer
Review of parking arrangements.	RDC / NYCC