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**REPORT TO:** POLICY & RESOURCES COMMITTEE

**DATE:** 2 APRIL 2009

**HEAD OF SERVICE:** HEADS OF PLANNING & HOUSING & ECONOMY

**SUBJECT:** REPORT OF THE MALTON TOWN CENTRE  
STRATEGY & ACCOMPANYING DEVELOPMENT  
BRIEFS.

**WARDS AFFECTED:** MALTON & NORTON DIRECTLY, ADJACENT  
AREAS INDIRECTLY

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**1.0 PURPOSE OF REPORT**

- 1.1 To inform Members of the final report and supporting development briefs of the Malton Town Centre Strategy, and to endorse the report's role in informing land use choices through the Local Development Framework (LDF).

**2.0 RECOMMENDATIONS**

- 2.1 That Council be recommended to:
- a. Endorse the recommendations in the WSP report and take these forward for consideration and consultation through the LDF process.
  - b. Include Wentworth Street Car Park in the June consultation for redevelopment for food retail & parking through the LDF process.
  - c. Approve that the study and supporting technical work be a material consideration in the decision making process in advance of the LDF.
  - d. Fully investigate, through the LDF process, the potential for a comprehensive approach to redevelopment of Malton town centre.

**3.0 REASONS SUPPORTING DECISION**

- 3.1 Malton is the principal town for Ryedale and will be the focus for future development activity. It is right that the Council work proactively to consider key sites in Malton town centre which, if planned together, will bring about a step change in securing the long term prosperity of Malton. It is appropriate that key development opportunities identified in the WSP report are taken forward through the LDF, the vehicle which will inform key decisions. The Malton Town Centre Strategy is now backed by extensive consultation and evidence and it is appropriate that it is a material consideration in planning decisions.

## **4.0 BACKGROUND**

- 4.1 WSP & Atisreal were commissioned by Ryedale District Council and Yorkshire Forward in March 2007 to undertake a study investigating potential uses and enhancements for 10 key town centre sites, as part of initial work to help inform the LDF. This has become generally known as the Malton Town Centre Strategy. The study is comprised of a main report entitled 'A Strategy for Malton Town Centre' and supporting development briefs for each of the ten sites.
- 4.2 The initial findings of the study were reported to a special meeting of this committee on the 5 March 2008. Members will recall at that meeting it was agreed that further substantial public consultation be undertaken to gauge public opinion of the preferred options for the 10 sites.
- 4.3 To this end, in August 2008 a 2 day public exhibition of the sites took place at the Milton Rooms accompanied by a specially prepared 20 minute video. The event was extremely successful, attracting over 1500 people over the two days. Over 500 completed questionnaires were received following the event, proving a robust response to the options presented.
- 4.4 A summary of the responses to this further consultation were reported as an interim measure to this committed on the 2<sup>nd</sup> October 2008. This was accompanied by a commitment to re-iterate the consultation at a future date when Members are asked to take the final recommendations forward.
- 4.5 The consultation results from June and August 2008 are shown in Annex C. Headline results for each site, including how they have been taken into account, are considered in the main report below.
- 4.6 In addition to the extra consultation, further evidence in terms of detailed highways modelling and updated retail capacity figures have been undertaken, following Member's concerns of the wider impact of these proposals. The results of this work have been incorporated into WSP's final recommendations for each site. A summary of the conclusions of the retail capacity update and highways modelling are attached to this report in Annex D and E.
- 4.7 Full copies of the report 'A Strategy for Malton Town Centre', the supporting development briefs, and other background documents are available in the Member's library and on the Council's website at: <http://ldf.ryedale.gov.uk>

## **5.0 REPORT**

- 5.1 It is important to note that the Malton Town Centre Strategy is a technical study to support, and be taken forward through, the Council's Local Development Framework. Whilst many of the sites could be acceptable in current planning policy terms through the Ryedale Local Plan, other key sites identified in the study need to be progressed through the LDF which will become part of the new 'development plan' for Ryedale. The role of this study as a material consideration in planning decisions before the LDF reaches an advanced stage, is discussed later.

## 5.2 Study purpose and aims

It is essential to understand the purpose of the study and the key drivers underpinning it.

5.3 Malton, together with Norton, is identified in the Yorkshire and Humber Regional Spatial Strategy as the Principal Town for Ryedale. Therefore it will be the focus for future housing, employment, shopping, leisure, education, health and cultural activities in the District. It has also been identified as a 'Rural Capital' by Yorkshire Forward, one of only 6 in North Yorkshire. The Rural Capital programme succeeds the Renaissance Market Towns (RMT) Initiative and will foster conditions to support economic growth. This will come into effect from 1<sup>st</sup> April 2009.

5.4 It is critical that Malton and Norton fulfill their potential as a hub of activity, meeting more of the everyday needs of Ryedale residents, many of whom currently have no option but to travel outside of Ryedale. Whilst Malton is not a failing town, competing towns and cities outside Ryedale have adapted to changing circumstances and have significantly improved their offer to customers. This has drawn custom away from Malton and indeed Ryedale as a whole.

5.5 It should be recognised that as this study is concerned predominantly with Malton town centre, it does have a focus on retail issues. This is appropriate given that Malton town centre is the largest retail centre where the majority of new retail development, as identified in the Retail Capacity Study, should be focussed. The study advocates a coordinated approach which is essential to ensure that suitable town centre sites maximise their potential to address current retail deficiencies in Malton. Through this approach, there is greater potential to achieve a step change for Malton through wider regeneration benefits.

5.6 The key drivers for the study arise from a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis undertaken by WSP, which is informed by previous studies such as the Malton and Norton Healthchecks and Malton/Norton Economic Needs and Impact Analysis.

5.7 Key issues and opportunities identified are:

- Malton is a 'genuine market town' due to its traditional setting, independent shops, functioning livestock market and range of facilities and employment opportunities. However it is vulnerable to social and economic changes, and needs to adapt to strengthen its position as the main centre for Ryedale.
- The limited traffic movements allowed by the A64 junctions with Malton and Norton, causes additional through traffic which leads to town centre congestion. Improvements to these junctions is necessary to reduce congestion, improving the pedestrian environment for Wheelgate, Castlegate and Yorkersgate.

- Whilst Malton has a strong independent retail offer, there is still significant leakage of £90 million of retail spend per year to other centres outside of Ryedale, particularly to Scarborough and York. For food this equates to 2 out of 5 people shopping elsewhere and for non-food this equates to 3 out of 4 people shopping elsewhere. This is reflected in retail rankings (which rank all retail centres in England and is a measure of relative success) which show that Malton has fallen from 880 in 2000 to 1095 in 2008.
- There is a need to provide more retail space in Ryedale to retain a greater proportion of customers in Ryedale and to attract new custom. The Retail Capacity Study update 2008, identifies the requirement for new retail floorspace. For non-food retailing (such as clothing, electrical, furniture items) there is a substantial requirement of 30,720sq m (gross) to 2026. For food retailing, the requirement is 5,192 sq m (gross) to 2026. As the principal retail centre for Ryedale, Malton will need to accommodate the majority of this requirement.
- The current food retail offer tends toward the lower end of the market. There should be an additional mid-high quality supermarket to balance the current offer, and make effective use of the proposed convenience capacity to 2026. This will assist in retaining indigenous custom, reducing leakage to other centres such as Monks Cross and Scarborough.
- Malton Town Centre has an attractive and historic built environment, however it lacks suitably sized and configured accommodation for multiple retailers who can address key gaps in current provision (such as men's, women's and children's fashions), reducing retail leakage to other centres outside of Ryedale. Providing new purpose-built retail units is the only way to attract quality multiple retailers to fill these gaps.
- Retaining existing, and attracting new customers through these improvements will lead to greater footfall in the town centre, supporting existing shops and businesses.
- Malton has fantastic public spaces which are car dominated and are not fulfilling their potential. Improvements to these spaces by rebalancing the focus toward the pedestrian, whilst still ensuring adequate car parking provision, will encourage visitors and customers to Malton.
- Improved public spaces will encourage greater vibrancy in the town centre by providing dedicated space for markets and special events. Providing space for outdoor seating at pubs, cafés and restaurants will encourage the evening and Sunday economy, and will help to attract visitors to Malton as a destination.

5.8 The aims of the study have been formulated leading on from issues identified in the SWOT analysis and are:

- Improving retail health
- Significantly reducing retail leakage
- Retaining and widening the independent retail sector
- Increasing footfall for Malton
- Creating the right conditions / sites / premises for a variety of retailers, particularly within currently weak sectors
- Raising the level of convenience goods retailing
- Enhancing conditions for pedestrians and shoppers
- Broadening the leisure / café / dining provision and improving the evening economy

- Enhancing the Malton farmers and Saturday markets
- Providing a range of housing for Malton town centre
- Resolving the future use of the Livestock Market area
- Ensuring the continuation of a Livestock Market within Malton at an appropriate site
- Enhancing the role of the Market Place as a public space and shopping and leisure area
- Enhancing the built environment and seeking beneficial re-use of key historic buildings
- Effective use of parking provision within Malton
- Enhancing public realm and the attractiveness as Malton as a destination
- Improving and expanding pedestrian flows through Malton town centre

## **5.9 WSP Site Recommendations and key conclusions of study**

5.10 The above aims are intended to be achieved through the following recommendations for each of the sites. (A plan showing the location and proposed uses for each of the sites is shown in Annex B).

### **5.11 Livestock Market**

#### *5.12 Recommendation*

- Redevelop site for mixed-use scheme of retail, residential, new public space and parking, once current market operation is relocated to the Showfield on Pasture Lane.
- Retail offer should be predominantly non-food to address key gaps in current offer, though with a 'basket' food store to act as a retail 'anchor'.
- Residential offer will be flats over the shops.
- Provision of decked car park to maximise re-development potential of site.

#### *5.13 August Consultation results and evidence*

- 61% supported retail proposals; 34% did not
- 55% supported residential development; 35% did not
- 71% supported new public spaces; 19% did not.
- The Retail Capacity Update confirms that the current livestock market site provides the best opportunity for new purpose built 'comparison' (non-food) retail units to address key gaps in provision in Malton (such as men/women/children's fashion shops).
- Highway modelling indicates that option identified is feasible as a basket food store generates less traffic and has less servicing requirements.

### **5.14 Former Showfield, Pasture Lane**

#### *5.15 Recommendation*

- Site for a relocated livestock market (all parking requirements for the market will be accommodated on site)

- Potential for ancillary agri-businesses and other auction-mart sales to ensure continuous operation.
- 'Enabling development' needed on rest of the former Showfield to address a gap in the funding needed to relocate the livestock market. Enabling development likely to predominantly be housing and employment development.

#### 5.16 *August Consultation results and evidence*

- 70% support the relocation; 9% unsure; 21% opposed.
- Retail Capacity Study assessed Pasture Lane for potential retail uses but considered it not suitable to accommodate food retail due to poor access and there being sequentially better sites. However if access was improved, there could be potential for the site to accommodate 'bulky goods' retail (such as white goods etc)
- Highways modelling indicated that the proposal without improvements would lead to an unacceptable impact on the Pasture Lane/Broughton Road junction (currently traffic lights). However they proposed improvements to the junction by introducing a mini roundabout(s) to release more capacity, allowing the development to be feasible in highway terms

#### 5.17 **Wentworth Street Car Park**

##### 5.18 *Recommendation*

- Redevelopment of existing car park for a mid-high quality 'trolley' food store.
- Retaining 80% of the car parking spaces by utilising a decked car park under the store and surface car parking around the store.
- Parking to be free for up to 3 hours to allow linked shopping to the rest of the town centre.
- Potentially provide flats on the upper level of the car park (eastern edge) at a later stage.

##### 5.19 *August Consultation results and evidence*

- 47% in favour of a good quality food store and 45% opposed to it
- 46% opposed to housing on the upper (eastern) level and 38% in favour
- 66% in favour of retaining two-thirds of the site for parking; 22% against
- 88% in favour of free parking for shoppers
- Given the results above, particularly the lack of support for the housing element, the recommendation has been changed to potentially consider housing at a later stage, once a store has been built. This allows monitoring of the use of the car park, and to gauge public support for housing at a later time.

- The Retail Capacity Update recognises that food retailing in Ryedale tends toward the discount sector. This is a qualitative deficiency and leads to a proportion (approximately 2 out of 5) of people shopping for food outside of Ryedale. It considers that a valid policy aspiration for the Council, would be to “diversify the convenience offer, through provision of a higher order supermarket or food store” which would help to retain shoppers and support existing retailers through linked shopping trips. In particular, the report considers Wentworth Street Car Park to have potential for a trolley food store, however both vehicular and pedestrian access to the site would have to be upgraded.
- The Highways Modelling work, again considered this option to be feasible. Access improvements would need to take place, along with the improvements to the Pasture Lane/Broughton Road junction as outlined above.

## **5.20 Market Place**

### *5.21 Recommendation*

- Split into 3 phases. Phase 1 intended to be delivered in the short term, and phases 2 and 3 likely to come forward in the medium term.
- Phase 1 – Pedestrianisation of the northern side of the Market Place to create an elevated public area to encourage leisure activities including outside eating and drinking. Creates a dedicated public space for the Saturday market, farmers market and for other events. Will act as a draw for visitors. Two-way traffic would be reinstated on the south side of Market Place with a natural pinch point near the Royal Oak pub.
- Phase 2 – Creation of a ‘southern terrace’ on the north-western side of Market Place, to build on work undertaken through phase 1.
- Phase 3 – Reorganisation of parking spaces on Western and Eastern sections of the Market Place to the outside edge, to create further, pedestrianised areas as well as space for markets and events.

### *5.22 August Consultation results and evidence*

- Phase 1 – 62% support; 26% opposed; 12% unsure.
- Phases 2 & 3 – 46% support; 29% opposed; 25% undecided.
- Members will be aware that they agreed to commission design work to implement Phase 1 of the Market Place proposals as well as some immediate re-surfacing of parts of the Market Place with quality materials, taking advantage of funding from Yorkshire Forward. This work is underway and will be completed shortly.
- The Retail Capacity Study (2006) and Update noted that ‘chaotic parking’ exists in Market Place and that this was a deterrent to shoppers. Therefore improvements to the public realm will enhance Malton’s attraction as a shopping centre and are to be welcomed.

- Highways modelling indicates that WSP's recommendation is feasible but would need to be accompanied with various traffic management measures to ensure its effective operation. The County Council recommended that this option should be looked at in combination with other options identified through the Malton/Norton Transportation Management Strategy (2005). As mentioned above Jacobs have been commissioned by this Council and Yorkshire Forward to undertake detailed design work. The outcomes of this work will be reported to this Committee at a later date.

## **5.23 East Mount**

### *5.24 Recommendation*

- Redevelopment of site for flats and houses only if Malton Tennis and Bowls Clubs were relocated to alternative site.
- Development would be sensitive to the surrounding historic properties and conservation area. It would need to preserve a large amount of green space as well as the substantial trees on the site.
- Archaeological investigation will need to be carried out.

### *5.25 August Consultation results and evidence*

- 39% support; 31% didn't know; 30% opposed
- Highways modelling indicated that this option is feasible. However detailed work would be needed regarding suitable access and egress from the site.
- Following the consultation a petition was received by the Council from a number of residents of East Mount. They raised concerns about 1) the proposed access to the site indicated at the consultation event off East Mount and general traffic concerns 2) Concern that consultation results - particularly the lack of support for the option - will not be fairly reflected at the committee meeting and 3) Why develop such an attractive site – what's the need? A response was made to the petitioners that: 1) The access to the site shown in the consultation board was only indicative and any proposal to develop the site would need to be agreed with County Highways. The modelling work showed that developing this site is possible without creating unacceptable highway impacts; 2) That the Council recognises that the response at the consultation event to this option was mixed and it will be presented as such; 3) The Council appreciates that the site is attractive and wishes to retain that character. The site is also close to the town centre and it is therefore appropriate to review what use(s) would be appropriate here to make the best use of the site. This recommendation is only on the basis that the tennis and bowls facilities are relocated to a suitable alternative site.
- Given the petition above, it is considered that the above recommendation should stand, as concerns identified in the petition could potentially be overcome.



## **5.26 The Mount Hotel**

### *5.27 Recommendation*

- Conversion of the former hotel to residential apartments.
- Restoration of former Coach House and Stables to residential use.
- Potential alternative option of conversion to short let holiday apartments or 'apart-hotel'.

### *5.28 August Consultation results and evidence*

- 72% agreed with residential use; 15% didn't know; 13% didn't agree.
- Highway modelling indicates this option is feasible.

## **5.29 York House**

### *5.30 Recommendation*

- Reuse of the building and grounds for community uses or as a museum or as a potential site for a relocated Tourist Information Centre (TIC).

### *5.31 August Consultation results and evidence*

- 36% favoured a museum; 26% favoured a TIC; 25% preferred community uses and 13% favoured offices.
- Highway modelling indicates this option is feasible.

## **5.32 Greengate**

### *5.33 Recommendation*

- Investigate new delivery route behind Wheelgate to allow off-street deliveries to shops
- Longer-term ambition to redevelop the BT exchange for residential use, should BT express a desire to relocate the exchange.

### *5.34 August Consultation results and evidence*

- 72% agreed with a new delivery access; 21% were unsure.
- *August Consultation results and evidence*

5.35 Highway modelling indicates this option is feasible. County Highways indicated that they support the proposal as it will reduce congestion on Wheelgate caused by HGVs making deliveries.

### **5.36 Highfield Lane**

#### *5.37 Recommendation*

- Retention as an informal recreation ground due to contamination and ground instability. Potential longer-term ambition to improve the site to a formal recreation area with dedicated facilities.

### **5.38 Taking the conclusions forward**

5.39 The work that WSP & Atisreal have done has been around key development opportunities and has been informed by a broad and detailed engagement from a range of stakeholders. Clearly the recommendations involve land use change, and as a result they then will need to be considered as part of the planning framework for the District. It's right that the Council builds on this momentum.

5.40 The Council needs to be proactive in embracing change and coordinating the best options for sites in Malton. It is appropriate that sites involving major changes need to be taken through the LDF. This will enable the conclusions of the study to be considered against wider alternative sites and options. The Council in this context has the opportunity to address the 'place-making agenda' and effect positive change for Malton and Norton. This provides the opportunity for the Council to consider the comprehensive redevelopment of a range of sites.

### **5.41 Role in the decision making process**

5.42 Significant consultation and evidence work has been undertaken in the preparation of this strategy. Whilst it is a technical document, it is appropriate that this study be considered as a material consideration in planning decisions in advance of the LDF. It will itself form part of the evidence base for the preparation of the LDF.

## **6.0 OPTIONS**

6.1 The WSP report is a technical study, which in itself does not allocate or formally establish the future use of land. It is appropriate that the recommendations of the study are taken forward through the LDF. This will automatically ensure that the WSP recommendations, particularly for the key sites, are tested against other competing options for accommodating future development requirements.

## **7.0 FINANCIAL IMPLICATIONS**

7.1 The costs of considering the sites through the LDF are accounted for as part of the Forward Planning budget. Those recommendations that refer to aesthetic improvements will involve capital bids being taken forward, as well as seeking other external funding from relevant bodies.

## **8.0 LEGAL IMPLICATIONS**

- 8.1 As the Council is the landowner of Wentworth Street Car Park, it is essential that any intention to redevelop the site is handled in a transparent way. Therefore the recommendation to take the site through the LDF, to be considered against all other competing sites for similar uses, ensures a consistent approach to accommodating the development needs for Malton.

## **9.0 ENVIRONMENTAL IMPLICATIONS**

- 9.1 Redevelopment and revitalisation of key sites and areas in the town centre will improve the quality of public space and the built environment in Malton, boosting its role as the principal town.

## **10.0 RISK ASSESSMENT**

- 10.1 In recommendations of this nature, there is inevitable risk involved in redeveloping sites. However the SWOT analysis identifies key areas which need to be addressed in Malton to ensure a successful town that meets the needs of its users. Taking the study through the LDF will ensure that risk is minimised, as sites will need to be assessed against a whole range of areas, and in particular their deliverability within the LDF plan period of 2026.
- 10.2 Failure to plan proactively can lead to greater risk, as inappropriate and uncoordinated development could jeopardise the step change needed to tackle key issues affecting Malton.

## **11.0 CONCLUSION**

- 11.1 The study looked at the potential of these key sites in detail and there has been strong public engagement. It's appropriate that this work is taken forward on the basis of the recommendations of this committee report.

### **Background papers:**

*Malton Town Centre Strategy, Special Policy & Resources Committee Report, 5 March 2008*

*Malton Town Centre Strategy – Consultation Update, Policy & Resources Committee Report, 2 October 2008*

*Ryedale Retail Capacity Update, Roger Tym & Partners, September 2008*

*Malton Strategic Transport Assessment, Jacobs, August 2008*

*Malton & Norton Initial Business Plan, Malton & Norton Partnership, 2007*

*Car Parking Research, Renaissance Market Towns Project: Yorkshire Forward, 2007*

*Ryedale Retail Capacity Study, Roger Tym & Partners, 2006*

*Malton & Norton Transportation Management Strategy, Mouchel Parkman, 2005*

*Malton & Norton River Rail Corridor Enhancement Study, Nathaniel Litchfield & Partners, 2004*

*Malton & Norton Healthchecks, Malton & Norton Partnership, 2001 and 2003*

*Malton & Norton Economic Needs and Impact Analysis, Amion Consulting, 2002*

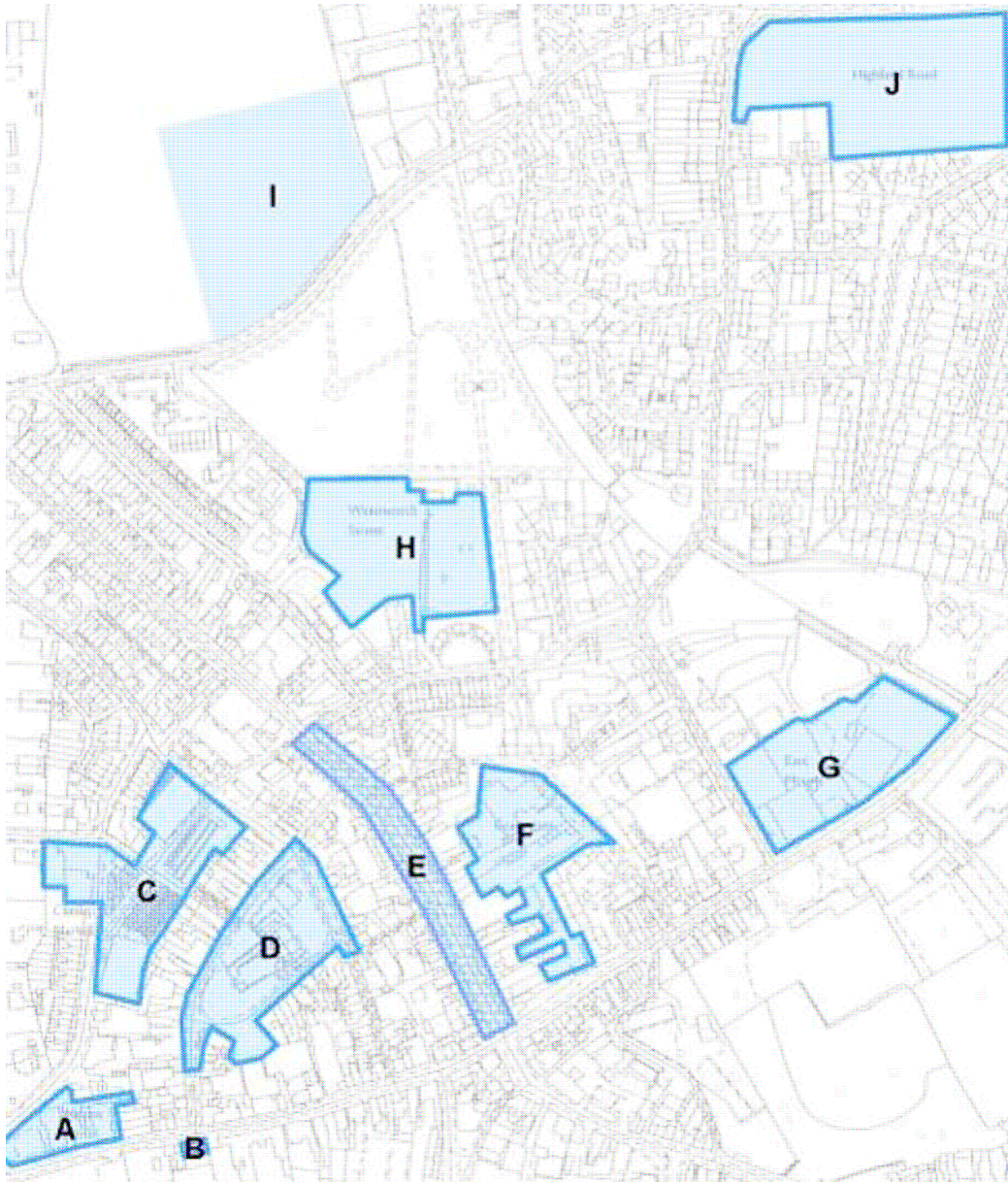
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**CORPORATE POLICY APPRAISAL FORM** *(One for each Option)*

**Annex A**

<b>Policy Context</b>	<b>Impact Assessment</b>	<b>Impact +ve -ve Neutral</b>
Community Plan Themes <i>(Identify any/all that apply)</i>	Developing opportunities Vibrant communities Strong safe communities Landscape and environment	+ve
Corporate Objectives/Priorities <i>(Identify any/all that apply)</i>	Aim 2 - create the conditions for economic success. Aim 3 – Have a high quality, clean and sustainable environment	+ve
Service Priorities	Progressing the LDF. To encourage & facilitate projects which regenerate Ryedale's market towns To increase Ryedale's economic success To protect and enhance Ryedale's historic environment	+ve
Financial	Addressed in the report	
Legal Implications	Addressed in the report	
Procurement Policies	No implications at this stage.	
Asset Management Policies	No implications at this stage.	
LA21 & Environment Charter	No direct implications	
Community Safety	No direct implications	
Equalities	No direct implications	
E-Government	No direct implications	
Risk Assessment	Addressed in the report	
Estimated Timescale for achievement	Consultation on the sites in June. Draft Core Strategy in November/ December 2009	

Extract from study showing location and proposed use of the study sites



**Summary of consultation results since June 2008**

Members will be aware that they requested further substantial consultation on the Malton Town Centre Strategy in March to supplement the 2 rounds of consultation already undertaken. To that end a questionnaire was printed in the summer Ryedale News, giving every resident the opportunity to express their views on Malton.

The apotheosis of the consultation was a major 2-day exhibition on the 29<sup>th</sup> & 30<sup>th</sup> August 2008. A specially commissioned video was shown to stimulate people when voting on the preferred options for the 10 sites in the strategy. The exhibition was extremely well attended with nearly 1500 people taking part.

A brief analysis of the latest consultation follows, however the full results of the consultation are appended to the main report of the Malton Town Centre Strategy.

***Ryedale News Readers***

*Malton as a main shopping centre*

In total 206 responses were received. Residents were asked whether Malton was their main centre for a range of goods. For food shopping 76% did shop mainly in Malton, however this fell to 32% for clothes and 21% for furniture. However the figures were higher for DIY goods (57%) and electrical goods (52%) This aligns with the retail studies undertaken to date, which show that Malton lacks a range of clothing retailers which prompts residents to travel to York and Scarborough.

*Supermarket*

When asked if having a higher quality supermarket would encourage them to shop more in Malton, 35% said 'yes' and 42% said 'no'. This is a fairly split response, and it's worth noting that 23% of people did not complete this part of the survey.

*Livestock Market*

There was strong support for the operation of the Livestock Market in Malton. 55% of people thought that it is important to retain a market in Malton. However the majority of people (66%) were happy to see it relocated within walking distance of Malton.

*Changes to shops to attract people*

The top 3 responses were that people wanted more branded shops (37%), more clothes shops (15%) and a better supermarket (15%). This is in line with the qualitative deficiencies identified in the Roger Tyms retail capacity study.

*Highway and pedestrian changes*

The top 3 responses were restriction/removal of HGVs from the town centre (15%), pedestrianisation of parts of the town centre (14%) and cheaper parking (12%). Again this aligns with stated Council aims to improve the A64 junctions to remove unnecessary HGV through-traffic, and supports the improvement of the pedestrian environment in Market Place.

## ***Exhibition Responses***

A total of 509 responses were received. The results are summarised below.

### **Reuse of Livestock Market site for WSPs mixed-use proposal (retail, residential, public space, parking) on the basis that the Livestock market was relocated**

- 55% supported the proposed residential development; 35% did not.
- A majority (61%) supported the retail proposals whilst 34% did not.
- 71% supported the approach to new public spaces, with only 19% opposed these.

### **Part-redevelopment of Wentworth Street Car Park**

- The results showed 47% in favour of a 'good quality supermarket' on part of this site and 45% opposed.
- The results showed 46% opposed to 'Flats on the upper level' with 38% supporting this.
- A clear majority (66%) wished to 'Retain two thirds of the site for car parking' with only 22% against
- The majority (88%) supported 'Free car parking for shoppers' using the proposed supermarket.

### **Pedestrianisation of the northern side of the Market Place**

- There is a majority in favour of this project with 62% backing pedestrianisation of the northern side of the Market Place and only 26% against. 12% are unsure. Some 46% of people would choose a more extensive car free area and a further 25% are undecided about that.
- These views are consistent with the 2007 Town Centre Strategy consultation when 69% supported closing the northern side of the Market Place to traffic and 53% backed a wider pedestrianisation.

### **Improvements to Public realm in Wheelgate**

- A two to one majority (58% to 28%) supported wider pavements on the northeastern side of Wheelgate and a strong majority (79%) supported improved shopfronts and street scene.

### **Rear delivery route for Wheelgate**

- 72% backed a new rear delivery route for Wheelgate and 21% were unsure.

### **Redevelopment of Malton Tennis and Bowls Club site for residential use provided that sports facilities are relocated**

- There was almost a three way split between those who supported the proposed residential development (39%), those who were unsure (31%) and those who were opposed (30%).

### **Conversion of Mount Hotel to residential apartments**

- A clear majority (72%) backed residential conversion and only 13% opposed this.



### **Re-use of York House**

- The preference was for re-use of the building for a museum (36%), although there was notable support for a Tourist Information Centre (26%) and Community use (25%).

### **Improved play / sports facilities at Highfield Rd**

- A clear majority (67%) supported this and only 7% were opposed.

### **Relocation of Malton Livestock Market to former Showfield site, with additional development to help fund the relocation**

- The clear majority (70%) supported the relocated market and enabling redevelopment, with a further 9% unsure. 21% were opposed.

### **Improved Milton and Assembly Rooms**

- The strong preferences for use of an improved Milton and Assembly rooms were music / arts events and plays/theatre. The third and fourth most popular choices were an art gallery and lettable space for functions.

**Summary of Retail Capacity Update by Roger Tym & Partners (August 2008)**

*Revised retail capacity figures*

In terms of non-food retailing, known as 'comparison' shopping, the figure has jumped from approx 7,000 sq m in 2015 to approx 30,000 sq m by 2026. This is a huge increase, but care needs to be taken with this figure due to the aggregation of certain assumptions. However it is clear that there is a huge quantitative need for non-food retailing, particularly in the fashion sector.

For the food sector, known as 'convenience' shopping, there is an increase from approx 2,500 sq m in 2015 to approx 5,000 sq m in 2026. This is a more modest increase due to the nature of this sector, but indicates that Malton could support a further large supermarket or two medium sized food operators by 2026. In qualitative terms, the update recognises that current food operators tend to be toward the lower end and discount end of the market. To ensure a balance of convenience retailing provision, it recommends that a higher order supermarket would help to re-balance the current provision and reduce leakage to other centres outside of Ryedale.

*Revised Malton 'Healthcheck'*

Overall Malton is still assessed as a 'healthy' town centre in terms of its vitality and viability. This has not changed significantly since the previous assessment in 2006.

However there are signs of weakening performance. Malton has slipped down the retail rankings (a measure of a town centre's retail performance) significantly since 2003/4, from 912<sup>th</sup> to 1095<sup>th</sup> in 2008. This contrasts with nearby Driffield (which has a similar population to Malton and Norton, which has improved from 800 in 03/04 to 797 in 2008. Driffield is therefore now placed 298 places higher than Malton.

The healthcheck still notes the same property configuration deficiencies in Malton (a common issue with market towns), as it has a lack of appropriate sized retail units which appeal to multiple retailers. Purpose built new retail units, tailored to the requirements of the occupant, are the principal method of achieving suitable accommodation attractive to multiple retailers.

The update re-confirms a key deficiency of lack of clothes retailers in Malton, in particular menswear and childrenswear. This gap in offer results in Ryedale shoppers choosing to travel to the larger centres of York and Scarborough, resulting in a poor retail retention rate in Malton.

Food retailing in Malton is particularly singled out for tending towards the discount sector. The update identifies that there is a qualitative need for 'higher order provision', especially given the demographic profile of the wider catchment area.

As in the 2006 study, pedestrian/vehicular conflict is singled out as a negative qualitative factor for attracting shoppers to Malton. They suggest that there is a need

for some car free areas in the centre, and that pedestrianisation of parts of Market Place would help to achieve this.

## Summary of Jacob's Transport Modelling

The Council commissioned Jacobs to undertake detailed traffic modelling work on the sites considered in the Malton Town Centre Strategy, following concerns expressed by Members at the Policy and Resources committee meeting on 5<sup>th</sup> March. The full Transport Modelling report is appended to the main report of the Malton Town Centre Strategy.

The results of this work show that WSP's preferred options for the 10 sites can be accommodated in highway terms, subject to certain improvements. North Yorkshire County Council has considered the Jacob's report and provided comments to RDC based on its findings. It's important to note that the modelling work represents a worst-case highway scenario, as generous assumptions have been made on the density of development and the likely trip generation.

### *Pasture Lane/Broughton Road junction*

The main area identified for improvement through the modelling work is the Pasture Lane/ Broughton Road junction. This would need to be redesigned to increase its highway capacity if development on Pasture Lane and Wentworth Street was to take place. It's interesting to note that even without the WSP proposals being implemented, this capacity would be operating above its technical capacity in the future.

Jacobs have shown 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. Either of these options would result in a significantly improved operation of this junction, within operational limits.

Jacobs have also considered pedestrian safety indicatively showing 2 'puffin' crossings on Broughton Road and Middlecave Road. Costings haven't been undertaken for the mini-roundabouts, however they would involve little, if any land-take beyond the highway boundary.

As a longer-term option, Jacobs identified that a grade separated junction with Broughton Road and the A64, would offer significant benefits to Malton (the modelling work already assumes the A64 Brambling Fields junction improvement is in place) They have costed this improvement at £10m, and given this is a substantial figure, it would need to be considered through the LDF as one of the potential contributions to highway infrastructure.

Further transport modelling for Malton and Norton has since been commissioned by this Council, to inform the LDF. This will look at highway improvements that are necessary to accommodate varying levels of development in the twin towns. It will investigate the potential benefit of A64 junctions improvements in a whole town context.

The junction improvements highlighted in the August 2008 modelling work have an impact on 3 of the sites considered in the study:

*Former Showfield, Pasture Lane*

The existing Livestock Market (as redevelopment is predicated on the relocation of the market operation to Pasture Lane; and Wentworth Street Car Park

Funding and delivery of the Broughton Road/Pasture Lane junction will need to be coordinated to ensure that development in this area could take place comprehensively.

*Market Place*

Traffic modelling shows that pedestrianisation of the northern side of Market Place is a feasible option, in tandem with associated traffic management measures.

*Wheelgate and Greengate*

NYCC consider phase 1 of the Wheelgate preferred option to have a negligible impact on traffic flow. However implementation of phase 2, they consider to be a much longer term option, reliant on numerous highway improvements. The proposals for a rear-delivery access for shops between Greengate and Wheelgate, will have a positive effect on traffic flow on Wheelgate, stopping delivery vehicles from blocking the road.