



---

**PART A: MATTERS DEALT WITH UNDER DELEGATED POWERS**

**REPORT TO: PLANNING COMMITTEE**

**DATE: 28 APRIL 2015**

**REPORT OF THE: HEAD OF PLANNING AND HOUSING  
GARY HOUDEN**

**TITLE OF REPORT: LOCAL PLAN SITES DOCUMENT: PREFERRED SITE  
OPTIONS (PICKERING, MALTON AND NORTON)**

**WARDS AFFECTED: ALL WARDS**

---

## **EXECUTIVE SUMMARY**

### **1.0 PURPOSE OF REPORT**

- 1.1 For Members to consider the outcomes of the Site Selection Methodology (SSM) for Pickering, Malton and Norton and to agree preferred development sites and site options for these settlements for consultation purposes.
- 1.2 This report is the second of two reports. Members will be aware that it was preceded by a report to the meeting of the Planning Committee 31 March 2015 covering the Service Villages and Kirkby moorside. A third report will provide recommendations for site specific protection policies across all settlements in Ryedale.

### **2.0 RECOMMENDATIONS**

- 2.1 It is recommended that Members agree that:
- (i) all of the sites in locations outside of the Market Towns and Service Villages (and not included in the tables within Appendix 2) are not taken forward as part of the site selection process;
  - (ii) the summary of the Site Selection methodology and conclusions (Appendices 1 and 2) are made available for consultation;
  - (iii) the site options listed in paragraph 6.24 are consulted on as development options for further residential land supply at Pickering and that Site 650 is identified as a preferred potential employment site in Pickering; and
  - (iv) the site options listed in paragraph 6.39 are consulted on as development options for further residential land supply at Malton and Norton and that Sites 578 and 579 is identified as preferred options for potential employment sites

for Malton and Norton.

### **3.0 REASON FOR RECOMMENDATIONS**

- 3.1 To progress production of the Sites Document and in particular, to enable consultation on preferred development sites or site options to be undertaken this summer.

### **4.0 SIGNIFICANT RISKS**

- 4.1 There are no significant risks associated with the recommendations of this report. The report supports a consultation stage in the plan-making process. It is considered that greater risks to the preparation of the Sites Document would occur if consultation on preferred sites/options was not undertaken.

### **5.0 POLICY CONTEXT AND CONSULTATION**

#### **Relationship with the Local Plan Strategy and Helmsley Plan**

- 5.1 Members are aware the Local Plan Sites Document will form the site specific part of the Ryedale Plan. It will identify the sites that are required to meet the development requirements established through the Local Plan Strategy for the period 2012-2027. In this respect Members are reminded that the Sites Document and the accompanying Policies Map will need to:
- Identify sites for residential development at the Market Towns and Service Villages
  - Identify sites for employment purposes at the Market Towns
  - Identify sites for retail development at Malton and Norton
  - Identify Town Centre Commercial Limits and Development Limits
  - Identify site specific protection policies eg Visually Important Undeveloped Areas
- 5.2 The planned development requirements established by the Local Plan Strategy will be met through a combination of the supply of sites for which planning permission already exists (but the development is not yet built or built out) together with sites which will be allocated for specific land uses. The land allocations will identify the sites needed to meet outstanding development requirements once existing permissions and completions (from the base date of the Plan - April 2012) have been taken into account. Larger sites with an extant planning permission will be identified in the Sites Document alongside land allocated for development.
- 5.3 To ensure that the Sites Document will identify sufficient sites (sites with planning permission and new land allocations) to meet requirements for the plan period, the Council will need to be satisfied that sites with planning permission remain deliverable. Members are also reminded that in terms of planned housing requirements, the Sites Document will need to identify an additional 20% supply buffer in accordance with the Local Plan Strategy and national policy requirements.
- 5.4 A summary of the development requirements established by the Local Plan Strategy is as follows:

## Residential Development

- Delivery of at least 3,000 (net) new homes over the period 2012-2027 / 200 dwellings per annum.
- Supply 'buffer' (at 20%) equates to sufficient equivalent to a further 600 dwellings/ 40 dwellings per annum
- Planned requirements to be distributed/ met as follows:

Location	Planned level of (net) new homes	Supply Buffer (at 20%)	Total
Malton & Norton	1500	300	1800
Pickering	750	150	900
Kirkby moorside	300	60	360
Helmsley	150	30	180
Service Villages	300	60	360
	3000	600	3600

## Employment Development

- 37ha of employment land to be identified
- A further 8ha to be allocated to released if required during the life of the plan
- Planned requirements to be met/ distributed as follows:

Location	Level of provision (approx)
Malton and Norton	29.6ha-36ha
Pickering	5.55ha – 6.75 ha
Kirkby moorside and Helmsley	1.85-2.25ha

## Retail Development

- Food retail space requirements met by current commitments (planning permissions)
- Non-food retail space requirements as follows:

Location	Level of provision (approx)
Malton and Norton	5,394 sqm
Pickering	1,156 sqm
Kirkby moorside and Helmsley	1,156 sqm

- 5.5 Members are reminded that the development requirements identified for Helmsley in the Local Plan Strategy are addressed in the Helmsley Plan which has been prepared jointly with the North York Moors National Park Authority. The Helmsley Plan is well advanced in terms of the plan-making process. The Plan is currently at Examination and the examination hearing sessions have taken place. The Inspector's report is anticipated towards the end of April 2015. Including current commitments and land allocations, the Helmsley Plan supports the delivery of 224 new homes and in addition, a 60 unit extra-care facility. The Plan also seeks to allocate 1.9ha of land for employment purposes. It is anticipated that both Authorities will be in a position to adopt the Helmsley Plan in September 2015 in accordance with the milestones identified in each Local Development Scheme.

## **Procedural Matters**

- 5.6 The Sites Document will form part of the development plan for the District once it is adopted. In this respect, key stages in the production of the Plan are prescribed by legislation. This includes the formal Publication of the Plan and subsequent submission of the document for independent examination. Before these formal stages are reached, an authority is expected to use evidence and on-going consultation to inform the preparation of the plan. Consultation on preferred development sites or site options is used by many authorities to progress site specific plans to the formal publication and submission stages.
- 5.7 Some consultation on sites was undertaken in 2009. The exercise was largely designed to help inform strategic locational policies for the Local Plan Strategy. It covered sites which were submitted early in the plan-making process when the Council announced that it was to review the old Ryedale Local Plan. The exercise itself generated a significant number of additional sites being put forward by landowners. Following the forthcoming consultation, all of the consultation responses received on sites will be presented to Members before final decisions on sites are made.

## **6.0 REPORT**

- 6.1 From the outset of the preparation of the Local Plan, landowners and developers have submitted sites to be considered as land allocations, largely with residential development aspirations. Approximately 600 sites have been put forward at locations across Ryedale. The number of sites that have been put forward for different uses, particularly residential land, far exceeds the number of sites which will be needed to meet planned development requirements for the plan period. For some locations however, there is a very limited choice of land available for proposed employment uses.
- 6.2 It is important that a strong and transparent audit trail exists to support the site selection process. The allocation of a site for specific uses in the development plan will affect its land value and this is significant for landowners. The examination into the sites document will scrutinise the reasons why specific sites have been selected and why alternative sites have been rejected. Landowners and developers will challenge any decision not to allocate a site through the local plan process, including the examination and potentially through the courts.
- 6.3 The site selection process is informed by:
- The merits of sites (including for example, their 'strategic fit' with policies of the LPS; constraints; 'sustainability credentials' and deliverability)
  - The amount of land required to meet (residual) development requirements – the 'to plan for' figures
  - The views of statutory consultees, utility providers, local communities and other stakeholders

### **Merits of Sites – the Site Selection Methodology (SSM)**

- 6.4 Members are aware that a Site Selection Methodology (SSM) has been prepared to inform choices over site allocations. The methodology has been used to collate a range of information relating to the attributes of sites and has been developed against

the Local Plan Strategy objectives. The SSM also embodies the sustainability appraisal objectives which have been established for the purposes of subjecting the local plan to sustainability appraisal, in accordance with legal requirements.

6.5 The SSM has itself been developed through consultation with stakeholders and specific consultation was undertaken on SSM principles in 2009 and 2010. A detailed draft of the methodology was agreed for consultation by Council in March 2011 and the final version of the SSM was agreed by members of the Policy and Resources Committee in February 2013. In early 2014, consultation was also undertaken to update the Sustainability Appraisal Scoping Report. This helped to confirm that the sustainability appraisal objectives remain relevant and that their inclusion within the SSM framework remains appropriate. The scoping update consultation was also used to identify local sustainability issues for different settlements in the settlement hierarchy in order to support a more locally specific and 'finer grained' application of the SSM.

6.6 The SSM is split into three stages which are as follows:

Stage 1 – is an initial sift of sites which do not fit the strategic principles of the Local Plan Strategy or which are subject to constraints that would prevent the site from coming forward in principle

Stage 2 – is comprised of three types of assessment. The first considers key strategic considerations – accessibility, highways and flood risk, which were identified as factors which should be given specific weight in the site selection process. The second assessment within stage 2, considers sites against a range of thematic issues, which cover the range of environmental constraints and opportunities. The third assessment within stage 2 looks at the deliverability of sites in terms of physical, commercial, legal or other factors and also considers the likely ability of sites to contribute to the infrastructure required to support planned growth.

Stage 3 – Summarises the conclusions of the Stage 2 assessment following the Stage 1 'sift'. The collation of the information allows a comparison of the relative merit of sites to be made. The SSM tables are available for Members to view using the password protected web access which has been previously set up for this purpose and summary tables for Pickering, Malton and Norton are Appendix 2 of this report. To aid site selection, sites have then been placed within one of four groups:

Group 1	Sites which fail Stage 1 of the SSM and that are not considered to be suitable for allocation.
Group 2	Sites where it is considered that there is no reasonable prospect/ very unlikely that concerns identified at Stage 2 of the SSM can be mitigated or sufficiently mitigated or,  There are compelling reasons which indicate that a site is not considered to be deliverable/ developable
Group 3	Sites where issues have been identified as part of the Stage 2 assessment. Mitigation could be used to reduce impact/achieve an acceptable form of development on sites within this group if they are required to meet development needs.
Group 4	The site generally performs well across each of the stages of the SSM

- 6.7 It is important to note that the SSM is a tool to help inform the decision making process. It is not a 'scientific model' that automatically generates the 'best' development sites based on specific technical weightings. Very few sites can be developed for new uses without any implications and even sites which are relatively unconstrained may be unsuitable for a single reason. The SSM and the grouping of sites has been informed to date by a combination of technical evidence; information provided by the landowners and developers who have submitted sites; responses from statutory consultees and the application of planning judgement. The approach is designed to ensure that decisions on sites are made using as much information as possible and in a way which is transparent.
- 6.8 A further consideration of development sites is the presence of "Strip Fields". These are the relic land boundaries (hedgerows) from Mediaeval farming practices. They have become, over time, rare within the Vale of Pickering, but a significant number exist in the land surrounding Pickering. Having both an intrinsic value as a non-designated heritage asset, and identified by Historic England (formerly English Heritage) as being important to retain; they significantly contribute to the setting of Pickering, by bringing a more enclosed, softer landscape to the land surrounding the town. For the Council this requires an understanding of the quality of the strip field systems, and their contribution to the setting of the town. It provides the ability to assess whether in the planning balance it is appropriate for the loss of such a feature when it has become degraded or through landform/topography makes a limited contribution. As such, where sites have visually prominent, and relatively intact strip fields identified, they would not be considered suitable to be categorised as a group three site. Such sites have been included in Group 2 on the basis that the loss of a strip field to development cannot be mitigated. Group three sites have either no strip fields, or include strip fields which have become degraded, and their contribution to the setting of the town has become less significant. This is the approach that has been applied to the sites in Malton and Norton, where the presence of such features is limited.
- 6.9 Members should also note that the SSM has been applied using currently available information. Whilst it is considered that this work has progressed to the point where officers are in a position to make recommendations on preferred sites/site options to members, the SSM tables will continue to be refined and populated with information to support the process in an on-going way. Indeed, once the preferred sites consultation has been undertaken it is likely that the SSM tables will need to be updated to take into account any further information provided by landowners or others. The conclusions of the site selection work may need to be revisited as more information is received during the consultation process.
- 6.10 It is important therefore that Members are aware that in agreeing preferred sites/ site options for consultation at this stage, that this is on the basis that further information may be received during the consultation period which could alter the suitability of a specific site or which reveals that alternative sites become more suitable in comparison.

### **Residual Development Requirements**

- 6.11 The identification of preferred development sites/ site options is informed by the current supply position. It is important that Members note that land supply does not remain static. Additional sites may enter the supply before the sites document is

completed. Equally sites with permission may fall out of the supply for various reasons and there may be a need draw on alternative sites which have not been selected as a preferred site at this stage. The consultation will be used to help identify suitable alternative sites in the event that these are required.

- 6.12 Members are aware that the Council reports its land supply position as at the end of each financial year. For this reason, the figures included in this report are an indicative position using information provided from the last land supply check in December 2014 together with new permissions.
- 6.13 Although the residual development requirement or 'to Plan for' figure includes some flexibility (as the figure reflects the need for an additional 20% supply), the extent to which this is subsequently exceeded is a matter which requires careful consideration. Suitable sites will still need to be found beyond the Plan period and as many sites are not without some form of constraint or issue, potential supply does need to be carefully managed. However, this does need to be balanced against that fact that it is not considered appropriate to 'artificially' reduce the site areas of suitable sites in order to reduce their yield. Additionally for Malton, Norton and Pickering, where greater numbers in absolute terms are being accommodated, exceeding the planned requirements could help to ensure items of infrastructure or other planning benefits are achieved.

### **Consultation**

- 6.14 As well as the public consultation in 2009, the sites work to date has been informed by the views of statutory consultees, including for example Natural England, Historic England (formerly English Heritage), the Environment Agency, NYCC. Officers have also offered to meet town and parish councils to discuss the site selection process and to enable them to make initial views. Malton, Norton and Pickering have all taken up this offer and have actively engaged in this process including providing officers with views on sites, albeit largely on an informal and without prejudice basis at this stage. These meetings have also proved useful in gathering local knowledge and evidence on sites, particularly in relation to land ownership and deliverability matters.

### **Sites which are not in accordance with the Ryedale Plan: Local Plan Strategy**

- 6.15 Almost half of the sites submitted for consideration through the plan process (circa 320) have been put forward by landowners at locations (outside the Market Towns and Service Villages) where the Local Plan Strategy does not look to accommodate new development to any significant extent. They are not in locations which accord with Policies SP1 and SP2 of the Local Plan Strategy and for this reason, it is considered that it is not appropriate or necessary for them to progress further through the site selection process. These sites will be listed in the consultation material as sites which will not be taken forward through the process for this reason.

### **Pickering**

#### **Residential Preferred Sites/ Site Options – Pickering**

- 6.16 Members are aware that Pickering is the second settlement in the Settlement Hierarchy in the Local Plan Strategy. From the base date of the Ryedale Plan 198 homes have been completed in Pickering and planning permission exists for a further 189 homes. This is summarised in the tables below. Taking into account a 10% non-

implementation (applied to small sites) and the deliverability of larger sites in the existing supply, this results in a requirement for sites for a further 513 homes in order to meet planned requirements established by the LPS when taking into account the need to identify a further additional 20% land supply.

Service Village	Supply at and since basedate*	Pending s106 agreement	Completions since basedate	Total provided to date^
Pickering	389	0	198	389
<b>TOTAL</b>	389	0	198	389'

\*This includes supply as at 01/04/12 and permissions granted since 01/04/12. It also takes into account repeat applications and sites minded to approve subject to s106 agreement.

^Total includes supply and pending s106 agreements.

'Figure of 389 doesn't include allowance for non-implementation (see table below).

### Residual Requirement for Pickering Taking into Account Non-Implementation

Stages to arrive at Residual Requirement	Number of dwellings
<b>(1) Total provision/ available supply to date</b> (includes supply at basedate; additional permissions since basedate; outstanding s106 agreement; and completions since basedate (198))	389
<b>(2) Taking into account non implementation</b>  <b>Individual assessment of deliverability of large sites.</b>  Currently one large site remaining:  -Land At OS Field 9525, Crossgate Lane, Pickering (168) [Deliverable]∞	Large site contribution 168†
<b>Global assessment of small sites.</b> (Taking 10% non-implementation allowance of remaining small site supply (23 minus 10% non-implementation = 21)	Small site contribution 21
<b>(3) Total provision taking into account non-implementation / deliverability assessment</b> (Stage 1 minus allowance for non implementation identified in Stage 2)	387
<b>(4) Residual requirement</b>  Local Plan Strategy plan requirement of 750 homes for Pickering (750) 20% NPPF allowance over the plan period (150) Total requirement for service villages (900)  <b>Plan requirement (900) minus figure from Stage 3 (387)</b>	<b>513</b>

∞ No undeliverable or undevelopable large sites have therefore been identified for Pickering.

†Not including contribution of large sites which have already been completed

6.17 A summary of the application of the SSM for Pickering and the conclusions drawn from this work is at Appendix 1 and Appendix 2 of this report. Appendix 3 includes the maps of sites submitted for consideration, by settlement. The site known as the Nurseries on Whitby Road has now been completed. Eleven sites at Pickering have been identified as having failed Stage 1 of the SSM. A further 39 sites are identified as having significant constraints or concerns which would suggest that the site is not deliverable/ developable or cannot be developed in a way which could be made acceptable through mitigation. The process has revealed that there are no sites which generally perform well against the SSM in totality, and would be classified as



Group 4 sites. However, nine sites (Group 3 sites) are identified as having some potential for residential development by virtue of the fact that mitigation to address a particular constraint or concern is likely to be achievable, and these sites and the issues are discussed below .

- 6.18 Two of those Group 3 Sites (142 and 271) would deliver c. 20 dwellings combined and as such would make a very limited contribution to meeting planned requirements. Additionally, there is an question over the availability/deliverability of these sites, to the extent that they are not considered suitable for allocation. It is considered that were these sites to become available, policies SP1 and SP2 the Local Plan Strategy would support, in principle, their redevelopment.
- 6.19 Four site submissions are identified as having the most potential; these are site IDs 116, 200, 347 and 205/387. Cumulatively, their theoretical yield would be just over 700 dwellings; in excess of plan requirements, although some of the sites (particularly 205/387) will have a significantly reduced developable area. The sites are briefly discussed below :
- 6.20 Site 116, Land to the north of Middleton Road and east of Crook Lane, (yield of c.117 dwellings) has at its western extent a single strip field. The development will not contribute to coalescence with Middleton directly, but landscaping could create a better edge to the town than which currently exists, and soften its appearance. The site is also in Ground Source Protection Zone, which means the use of Sustainable Drainage Systems will require careful consideration.
- 6.21 Site 200, Land West of Malton Road and Haygate Lane, (yield of c.108 dwellings) contains land which is in flood zone 2 (western limb of the site). Sequentially this area would perform poorly because there are sites of lesser flood risk available. However, this western limb could be left undeveloped, and used as a green infrastructure opportunity, thus avoiding this area of higher flood risk. The wider landform and landscape sensitivity is lower than other sites, despite being on the southern entrance to the town. The site is part of an identified strip field system but this is not visually prominent or intact. How the site is accessed will also need consideration because of the proximity to the Mickle Hill Extra Care scheme which is under construction.
- 6.22 Site 347 - Land East of Whitby Road and North of Corbie Way/ Marshall Drive, (yield c. 180 dwellings), despite being elevated, the wider landform and landscape sensitivity is lower due to the topographical variations which are present here. The site is within a zone 1 Ground Source Protection Zone which means the use of Sustainable Drainage Systems will require careful consideration; again, the precise delivery of the access will also need consideration.
- 6.23 Site 205/ 387, Land South of Firthlands Road and West of Greenlands Road, is a large site submission within the context of Pickering. Despite some constraints identified at stage 2 of the SSM, the site also provides considerable opportunities, concerning the use of land for a school and sports pitch provision. The site is made up of a small collection of Strip Fields, but they are neither as prominent nor intact as others around the settlement. In conjunction with this, the general landform and landscape sensitivity is lower than other sites, and the site relates well to the existing built form of the town. A very small part of the site is within a Zone 1 Ground Source Protection Zone, although it is unlikely to restrict the deliverability of the site as a whole. The site is also mostly within 400m of the Waste Water Treatment Works, and

the industrial estate. Yorkshire Water are satisfied with a minimum separation distance of 250m between the dwellings and the works. The developer acting for the landowner has confirmed that the formation of this buffer land will be used for the provision of land for a primary school, and sports provision. Access will also need consideration for a site of this size, but it is considered that this is capable of being addressed.

6.24 In summary, it is considered that the following sites should be identified as preferred options for residential development site options at Pickering –

- **Site 116 - Land to the north of Middleton Road and east of Crook Lane (Circa 117 dwellings)**
- **Site 200 - Land West of Malton Road and Haygate Lane (Circa 108 dwellings)**
- **Site 347 - Land East of Whitby Road and North of Corbie Way/ Marshall Drive (Circa 180 dwellings)**
- **Site 205/ 387 - Land South of Firthlands Road and West of Greenlands Road (Circa 265- 312 dwellings)**

6.25 In combination these sites would exceed planned requirements for the town. At this stage the consultation will help to refine site selection at Pickering. It should be noted that in addition to seeking views on the preferred site options, the consultation will also be used to seek views on alternative sites which have been placed in Groups 1, 2 and 3. This will help to test the application of the SSM. The consultation will help to inform whether there are alternative sites in Group 3 in particular, which consultees consider to be preferable sites.

#### **Employment Preferred Sites/ Site Options – Pickering**

6.26 The Local Plan Strategy identifies 5.55ha – 6.75ha of land to be allocated for employment uses around Pickering. A small number of employment sites have been promoted at or near to Pickering. Sites 329 and 482 were discounted at stage 1 due to their distance from the settlement (being closer to Kirby Misperton). Sites 640 (462), and 641 (484) and 642 (485) were categorised as being Group 2 sites due to the landscape sensitivities and distance from Pickering. Site 198 is categorised as a group 3 site, but is 3.41ha in size. As such, until recently, no sites submitted at Pickering which would provide suitable employment facilities.

6.27 However, site submission 650, Land south of Enterprise Way and East of Outgang Lane, is a significantly larger site of 16.3ha. It was relatively recently submitted to the Council for consideration as an employment site. It includes land which is directly to the south of the established Thornton Road Industrial Estate, this is a successful business/industrial area of the town. It is currently in the ownership of Northern Gas Networks. A significant component of the site would represent a practical extension to the industrial estate, also within land which has less sensitive landscape features. The site is a larger than the Local Plan Strategy sought to identify, but there will be a need to factor in the nature of the site, the end-user's needs, and its viability to be redeveloped. Preliminary investigations concerning the access to the site and increased capacity of existing junctions is indicating that there are no concerns. There are some constraints, particularly concerning the mitigation to protect known

Great Crested Newt populations and significant levels of contamination. Officers will use the consultation period to work with the Environment Agency, Natural England and the landowner to investigate the detailed mitigation required in response to the issues identified. There is also an “eastern limb” to the submission. The eastern limb of the site has significant flooding constraints, and the landscape sensitivity also increases. This eastern limb also abuts the North York Moors National Park boundary. Despite these concerns it is considered that they can be mitigated, through a deletion of the eastern limb, and that the site represents a very significant opportunity to bring new employment land to Pickering to allow the relocation and expansion of existing businesses in the District and to provide land to meet latent needs within various sectors of industry and business.

- 6.28 In summary, it is considered that the following site should be identified as the preferred site for employment development (B1, B2 and B8 use classes) at Pickering:

**Site 650 – Land south of Enterprise Way and East of Outgang Lane  
(16.3 ha)**

**Retail Development - Pickering**

- 6.29 As set out in paragraph 5.4 above, the Local Plan Strategy identifies 15% (or approx 1156 sq m net floorspace) of the non-food (comparison) of the retail requirement to go to Pickering in Policy SP7. As distinct from Malton Town Centre where the LPS anticipates land allocations for comparison retailing, the source of this additional retailing space at Pickering is to be achieved through ‘the redevelopment of land and buildings within or on the edge of the Town Centre commercial limits and the ‘expansion and/ or intensification of existing retail uses’.

**Malton and Norton**

**Preferred Sites/ Site Options – Malton and Norton  
Residential Development**

- 6.30 Members will be aware that a significant amount of housing supply was already approved / has been approved in Malton and Norton at or since the plan basedate. Therefore the residual ‘to plan for’ requirement at the town has reduced as illustrated in the tables below .

<b>Settlement</b>	<b>Supply at and since basedate*</b>	<b>Pending s106 agreement</b>	<b>Completions since basedate</b>	<b>Total provided/ supply to date^</b>
Malton	609	83	103	<b>692</b>
Norton	390	0	227	<b>390</b>
<b>Malton and Norton TOTAL</b>	<b>999</b>	<b>83</b>	<b>330</b>	<b>1082~</b>

\*This includes supply as at 01/04/12 and per missions granted since 01/04/12. It also takes into account repeat applications and sites minded to approve subject to s106 agreement.

^Total includes supply and pending s106 agreements.

~ Figure of 1082 does n't include allowance for non-implementation (see table below).

## Residual Requirement for Malton and Norton Taking into Account Non-Implementation

Stages to arrive at Residual Requirement	Number of dwellings
<b>(1) Total provision/ available supply to date</b> (includes supply at basedate; additional permissions since basedate; outstanding s106 agreement; and completions since basedate (13))	1082
<b>(2) Taking into account non implementation</b>  <b>Individual assessment of deliverability of large sites.</b>  Currently there are 7 remaining large sites in Malton and Norton:  -Land North Of, Broughton Road, Malton (192 plots left) [Deliverable and developable] -Land at Allotments, Broughton Road, Malton (83) [Deliverable and developable] -Land South Of, Westgate, Old Malton (35) [Deliverable] -Land At, Rainbow Lane, Malton (50) [Deliverable] -The Showfield, Pasture Lane, Malton (227) [Deliverable and developable] -Land At Westfield Nurseries, Scarborough Road, Norton (71 plots left) [Deliverable] -27 Wood Street, Norton (10) [Deliverable] <sup>∞</sup>  <b>Global assessment of small sites.</b> (Taking 10% non-implementation allowance of remaining small site supply (82 minus 10% non-implementation = 74)	Large site contribution from remaining sites 618†  Small site contribution 74
<b>(3) Total provision taking into account non-implementation / deliverability assessment</b> (Stage 1 minus allowance for non implementation identified in Stage 2)	<b>1074</b>
<b>(4) Residual requirement</b>  Local Plan Strategy plan requirement of 1500 homes for Malton and Norton (1500) 20% NPPF allowance over the plan period (300) Total requirement for Malton and Norton (1800)  <b>Plan requirement (1800) minus figure from Stage 3 (1074)</b>	<b>726</b>

<sup>∞</sup> No undeliverable or un-developable large sites have therefore been identified for Malton and Norton.

†Not including contribution of large sites which have already been completed.

6.31 A summary of the application of the SSM for Malton and Norton and the conclusions drawn from this work is at Appendix 1 and Appendix 2 of this report. Appendix 3 includes the maps of sites submitted for consideration, by settlement. As identified above a number of sites are either being built out, or granted consent. Twelve sites at Malton and Norton have been identified as having failed Stage 1 of the SSM. A further 35 sites are identified as having significant constraints or concerns which would suggest that the site is not deliverable/ developable or cannot be developed in a way which could be made acceptable through mitigation. The process has revealed that there are no sites which generally perform well against the SSM in totality, and would be classified as Group 4 sites. However, seven sites (Group 3 sites) are identified as having some potential for residential development by virtue of the fact that mitigation to address a particular constraint or concern is likely to be achievable, and some of these sites have the potential to deliver against specific objectives and requirements of the Development Plan. In total these above-mentioned sites have the potential to deliver a quantity of housing which significantly exceeds residual to plan for requirements.

- 6.32 It is considered that given the infrastructure requirements of the Principal Town, it would be preferable to rely on larger development sites which are capable of delivering against key requirements – such as land for education provision, open space and green infrastructure and affordable housing which have the potential to make significant contribution to ensuring a sustainable growth strategy for the Principal Town. For this reason, it is considered that three of those Group 3 submissions (62, 100/192 and 194) are of a size and situation which limits their ability to contributing to meeting the wider needs of Malton and Norton.
- 6.33 Four site submissions are identified as having the most potential; these are site IDs Site 649 (88); Site 218 (108/281); Site 249 and Site 324. Cumulatively, their theoretical yield would be just over 1500 dwellings; well in excess of residual 'to plan for' requirements. However, some of the sites will have reduced developable areas in order to meet wider infrastructural requirements, and to mitigate some constraints which are present. The Council is keen to obtain through consultation views concerning the potential combinations of these sites both in terms of their opportunities and constraints. The consultation will also provide a further opportunity for those promoting these sites to confirm how sites will address local objectives and development requirements.
- 6.34 All the four option sites are relatively large sites, all of which are categorised as being "Best and Most Versatile" agricultural land. As such, it is important in the releasing of any of these sites for development; that the land is used efficiently, that biodiversity gains can be made, and wider community benefits achieve can justify in the planning balance the loss of the land from agricultural production.
- 6.35 Site 649 (formerly 88), Land at Norton Lodge (east of Beverley Road), is a site which performs reasonably well through the SSM. The site is a large open field to the south of residential development and the Norton Grove Industrial Estate. There are no absolute constraints, i.e. where mitigation is not achievable. Development of the site would have a limited wider landscape impact and could bring benefits to improving the setting of Norton. There are some sensitivities (the presence of the industrial estate being a key issue), but the layout and landscaping can ensure no adverse impacts. It is capable of delivering a relatively large number of houses, but would be phased over time, with appropriate landscaping. The site has the capability to meet wider needs of the settlement by virtue of its size and location. Despite not being accessible as some other sites considered through the SSM, the agents acting for the developers and land owners has confirmed that education land would be made available on the site. This will improve its accessibility credentials significantly. Whilst the strategic transport implications are known, a Transport Assessment will be required to assess localised traffic considerations. A developer is involved with the site and there are positive indications that the site is deliverable and developable.
- 6.36 Site 218 (108/281), Land North of Castle Howard Road, West of Castle Howard Drive and East of the A64, has performed reasonably well through the site selection methodology, in most respects. The site forms part of the setting of the nearby Howardian Hills Area of Outstanding Natural Beauty (AONB) and the landscape and visual impact associated with development would need to be mitigated in order to avoid harm to the AONB. The application of the SSM has used some information provided to date by the landowner as part of a current planning application for the site. Whilst the strategic transport implications are known, a Transport Assessment will be required to assess localised traffic considerations. Consultation on the site will provide the landowner with the opportunity to confirm the basis on which the site is

being promoted through the planning making process to establish the ability of the site to deliver affordable housing.

- 6.37 Site 249, Land South of Castle Howard Road, like the site adjacent to it (218) has also performed reasonably well through the site selection methodology. The landscape sensitivities of this site are not as pronounced as those of the site to the north. It is comparable to site 218 in terms of many site characteristics, indeed both sites would share access of Castle Howard Road, but it is a smaller site. Whilst the strategic transport implications are known, a Transport Assessment will be required to assess localised traffic considerations.
- 6.38 Site 324, Land South of Westgate Lane and North of Green Lane, has also performed reasonably well through the Site Selection Methodology in terms of landscape sensitivity and form and character issues. The site's development would, however, need to ensure that the setting of Old Malton and the Conservation Area of Old Malton was protected. The site is also identified in the Historic Landscape Characterisation as being an area of Strip Fields. As a locally-valued heritage asset, there is a need to consider whether the loss of the feature is justified. On site it is apparent that the hedgerows which define these features have become so degraded and fragmentary that their ability to be identified as such features has been lost. As such it is considered that development on the site would be acceptable in principle as the significance of the feature is no-longer evident. Despite not being as accessible as some other sites, the site is well served by existing buses. There are site-specific constraints: the northern part of the site is in flood zone 2 (and sequentially less preferable as other sites have a lower flood risk), and there is a need to ensure an appropriate standard of residential amenity can be achieved, given the proximity of the A64. However, it is anticipated that these constraints have the potential to be simultaneously mitigated by using the northern part of the site as a buffer. Whilst strategic traffic implications are known, the site would need to be subject to a Transport Assessment to investigate localised traffic considerations. It is expected that through further consultation with the landowner these matters can be considered in further detail.
- 6.39 In summary, it is considered that the following sites should be identified as preferred options for development sites at Malton and Norton –
- **Site 88 (649) – Land at Norton Lodge (east of Beverley Road)  
(Circa 578 dwellings)**
  - **Site 218 (108/281) - Land North of Castle Howard Road, West of Castle Howard Drive and East of the A64  
(Circa 445 dwellings)**
  - **Site 249 - Land South of Castle Howard Road  
(Circa 237 dwellings)**
  - **Site 324 - Land South of Westgate Lane and North of Green Lane  
(Circa 241 dwellings)**
- 6.40 As discussed above, the consultation will also be used to seek views on alternative sites which have been placed in groups 1, 2 and 3. This will help to test the application of the SSM. The consultation will help to inform whether there are

alternative sites in Group 3 in particular, which consultees consider to be preferable sites.

### Employment Development – Malton and Norton

- 6.41 The Local Plan Strategy identifies between 29.6ha to 36ha of land for employment uses to be allocated around Malton and Norton. Similar to residential development, a number of schemes already had consent at the plan basedate or have since obtained planning consent for employment uses. These are set out below :

#### Existing Commitments and Residual Employment Requirement

Site	Site area (ha)
Land South of York Road, Malton (York Road Industrial Estate extension)	6.8
Land East of Westfield Way (Norton Grove Industrial Estate expansion) (Site 608)	0.77
Agri-business park and business technology park, Edenhouse Road, Old Malton	17.8
<b>TOTAL EXISTING COMMITMENTS</b>	<b>28.43</b>
<b>Remaining plan requirement (36ha minus 28.43ha)</b>	<b>10.63</b>

NB: The extant consent for office development at Manor Farm, Old Malton (0.77ha) is not included in this figure as it is not considered to be deliverable or developable within the plan period. Development of the site stalled in 2010 following the winding up of the developer Redworth Construction. No active interest has been shown for commercial use of the site since that time. The site is now being promoted for residential development through the plan making process (Site 62)

- 6.42 Therefore a significant amount of the employment requirements for Malton have already been granted through these existing commitments. Officers consider that all of these commitments listed above are deliverable schemes.
- 6.43 In contrast to other settlements in Ryedale, there are quite number of employment sites which have been promoted at or around Malton and Norton either on their own or as part of a wider mixed use scheme. Following consideration of the sites through the Site Selection Methodology, Sites 68, 184a-c, 184f-h, 185, 567, 542-543 and 583-585 were discounted at Stage 1 due to either significant flood risk; their affect on the Derwent Special Area of Conservation (SAC) or their distance from the settlement. Sites 617-619 were also discounted due to their distance from the settlement and because the predominant uses suggested for those sites are not those that are required to be allocated.
- 6.44 Sites 572, 572 and 588 at Edenhouse Road, Old Malton are now existing commitments. It should also be noted that the Edenhouse Road scheme also meets the qualitative requirement in SP6 for a business and technology park in Malton and Norton as it includes a business and technology park together with the agri-business park and livestock market centre. Site 21 (Land West of York Road Industrial Estate, Malton) and Site 608 (Land East of Westfield Way, Norton Grove, Norton) are also existing commitments. Development is already underway at Site 21, whilst an extension of time for the consent for Site 608 was granted in 2014. All of these consents are considered to be deliverable and developable within the plan period. The only exception to this is Site 62 (Manor Farm, Old Malton) which has stalled since 2010 and is now being pursued for residential development. Therefore it has not been included in the residual employment requirement.
- 6.45 Sites 248, 379, 474 and 184d have been categorised as being Group 2 sites. For 248 this is due to the difficulties in achieving a suitable access to the site given its proximity to the A64 and specifically the Musley Bank junction. Whilst this is primarily

a safety concern, future improvements to the A64 are being investigated including reconfiguration of the Musley Bank junction which may involve additional land take. Officers consider this a significant constraint to warrant a Group 2 designation, despite Site 248 being adjacent to the existing York Road Industrial Estate. For 379 this is due to it being an active Waste Water Treatment Works site operated by Yorkshire Water and for 184d this is due to the proximity of residential properties to the site. Lastly 474 has been classified Group 2 due to landscape sensitivities and form and character issues.

- 6.46 Sites 184e, 578 and 579 are categorised as Group 3 sites. Sites 578 and 579 are east of the A169 and north of the A63 and are immediately opposite to the recently approved scheme at Edenhouse Road. As part of the Edenhouse consent a new roundabout on the A169 is being developed to provide suitable access. This will also therefore enable access to Sites 578 and 579. Sites 578 and 579 fall into the Category 3 because of the relative distance from the centres of Malton and Norton, however the presence of the Edenhouse Road commitment which brings enhanced public transport facilities mitigates this factor. Whilst the gross area of sites 578 and 579 is in excess of the residual requirement, the net developable area will be reduced by surface water attenuation and the presence of overhead power lines. Site 184e is a significant site at circa 45ha and would be far in excess of the remaining employment requirement. The bulk of the site is Norton Grove Stud, a country house in substantial landscaped grounds. The western section of this site could be a potential area for the expansion of Norton Grove Industrial Estate. However this area is currently a significant landscape buffer between Westfield Way and the grounds to Norton Grove Stud. Development here would involve significant removal of the tree belt. As there are potential alternatives to this, it is not considered appropriate to take forward 184e at this point in time.
- 6.47 In summary, it is considered that the following sites should be identified as preferred employment sites at Malton and Norton –
- **Site 578 - Land to the North of A64 and South of Wyse House Lane, Old Malton (13.93ha)**
  - **Site 579 - Land North of Wyse House Lane and East of A169, Old Malton (16.46ha)**



## Retail Development

6.46 As set out in paragraph 5.4 above, the Local Plan Strategy identifies Malton as the Principal Town Centre for Ryedale with all the available (food) convenience retail requirement and 70% (or approx 1156 sq m net floorspace) of the non-food (comparison) of the retail requirement in Policy SP7. The table below sets out the current commitments and any remaining requirements:

<b>Residual Retail Figure</b>	<b>(net sq m)</b>	<b>(net sq m)</b>
<b>Plan figure</b>	<b>Comparison</b>	<b>Convenience</b>
	5394	0
<b>Supply since base date</b>		
Livestock Market site, Horsemarket Road, Malton	1575	Existing commitment
Wentworth Street Car Park, Wentworth Street, Malton	974	Existing Commitment*
Former Dewhirst Factory, Welham Road, Norton	1212	0
Kings Head Yard, Market Place, Malton <sup>∞</sup>	210 <sup>∞</sup>	0
Retail element of Agricultural Business Park (up to 25% of 6,010 sq m), Edenhouse Road, Old Malton~	1503~	0
<b>Remaining Requirement</b>	<b>0</b>	<b>0</b>

\*The decision to approve application 11/00927/MOUT (Wentworth Street Car Park) is currently subject to Judicial Review

<sup>∞</sup>The precise net floorspace is unclear; however this is the best available figure

~the precise net floorspace is unclear until detailed 'reserved matters' are submitted

6.47 As can be seen from the above, commitments currently account for all of the retail requirements (both convenience and comparison) identified in the Local Plan Strategy in Policy SP7. Therefore no additional retail sites are required to be identified as preferred sites for consultation.

6.48 National policy is clear that retail needs should be met in full. Should existing commitments fail to come forward, then allocations for retail purposes will need to be made in line with Policy SP7 to meet any identified shortfall in requirements over the plan period.

## 7.0 IMPLICATIONS

7.1 The following implications have been identified:

- a) Financial  
Addressed through the Service Unit budget.
- b) Legal  
There are no direct legal implications associated with the report
- c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental, Crime & Disorder)  
None

## **8.0 NEXT STEPS**

- 8.1 Once Members have agreed the Preferred Sites/ Site Options, a further report will be taken to member on site protection policies (particularly Visually Important Undeveloped Areas – VIUAs), development limits and town centre commercial limits. Following consideration of this and the further report, Officers will then prepare the consultation material to allow public consultation on the sites to be undertaken in the summer of 2015.
- 8.2 Following the consultation in Summer 2015 and after considering comments made in response to it, Members will be asked to agree the sites which they wish to include within the development plan and the document will be formally published and subsequently submitted for Examination. It is anticipated that this will be towards the end of 2015.

**Gary Housden**  
**Head of Planning and Housing**

**Author:** Rachael Balmer and Daniel Wheelwright, Planning Officers, Forward Planning  
Telephone No: 01653 600666 ext: 327  
E-Mail Address: [jill.thompson@ryedale.gov.uk](mailto:jill.thompson@ryedale.gov.uk)

### **Background Papers:**

The Ryedale Plan – Local Plan Strategy  
The Ryedale Plan – June 2009 Consultation Summaries  
The Ryedale Plan – SA Scoping Report Update  
The Ryedale Plan Site Selection Methodology  
Ryedale Site Selection Methodology tables

**Background Papers are available for inspection at:**  
[www.ryedale.gov.uk](http://www.ryedale.gov.uk); Members Room; On request