



Summons and Agenda for the

Extraordinary Council Meeting

to be held on

6 November 2012

at

6.00pm

SELBY

DISTRICT COUNCIL



To: All District Councillors

cc: Chief Officers
Directors

You are hereby summoned to attend the Extraordinary Meeting of the Selby District Council to be held in the Council Chamber, Civic Centre, Doncaster Road, Selby on **TUESDAY 6 NOVEMBER 2012** starting at **6.00pm**. The Agenda for the meeting is set out below.

Deputy Chief Executive
29 October 2012

Opening Prayers

AGENDA

1. **Apologies for Absence**

To receive apologies for absence.

2. **Disclosures of Interest**

A copy of the Register of Interest for each Selby District Councillor is available for inspection at www.selby.gov.uk.

Councillors should declare to the meeting any disclosable pecuniary interest in any item of business on this agenda which is not already entered in their Register of Interests.

Councillors should leave the meeting and take no part in the consideration, discussion or vote on any matter in which they have a disclosable pecuniary interest.

Councillors should also declare any other interests. Having made the declaration, provided the other interest is not a disclosable pecuniary interest, the Councillor may stay in the meeting, speak and vote on that item of business.

If in doubt, Councillors are advised to seek advice from the Monitoring Officer.

3. **Reprovision of Abbey Leisure Centre**

The Council is asked to consider and accept the recommendation of the Executive to approve the “Demolish and Rebuild” option. (Pages 5 to 74 attached.)

4. **Local Development Framework: Core Strategy Examination in Public**

The Council is asked to approve the next steps in the delivery of the Core Strategy. (Pages 75 to 135 attached).



Public Session

Report Reference Number (C/12/7)

Agenda Item No: 3

To: Council
Date: 6 November 2012
Author: Karen Iveson, Executive Director
Lead Officer: Jonathan Lund, Deputy Chief Executive
Executive Member: Councillor Mrs G Ivey

Title: REPROVISION OF ABBEY LEISURE CENTRE

Summary:

Abbey Leisure Centre was devastated by fire on 28 February 2012.

Since then urgent action has been taken to secure alternative facilities to deliver leisure and recreation activities across the District. In addition a replacement gym and fitness centre was opened at Portholme Crescent, Selby.

At the same time action has been ongoing to identify the best way of reproviding services to replace the fire-damaged leisure centre. These actions have included discussions with our service partner (Wigan Leisure and Cultural Trust) and Sport England, a detailed study of alternative facilities, demand and demographics, site visits to other centres and an investigation of suitable alternative sources of funding.

A high level options appraisal was undertaken which shows that whilst new build is the best way to meet the Council's key objectives, it is the most expensive option in terms of its whole life cost and there is a potential gap between the estimated cost of the project and the funding available.

The options appraisal identifies the potential for a further alternative to Option 2, with the substitution of the 6 lane pool with a small learner pool which could be delivered at a lower cost but would not meet the objectives for the project.

Funding of the new build scheme relies upon 'value engineering' the project to reduce the overall cost as well as a substantial external grant and a contribution from the Council's Programme for Growth which is itself dependant upon capital receipts that have yet to be realised.

An assessment of the borrowing costs that would be incurred if this funding is not available has been done and this shows that in a worst case scenario (and subject to scheme cost estimates and agreement on a reduced management fee) these costs could be accommodated by annual revenue savings.

Furthermore the revenue costs and income projections supplied by Wigan Leisure and Culture Trust (WLCT) are extremely cautious and to achieve value for money from the project it is vital that there is a corresponding increase in visitor numbers, particularly in our target groups, which should deliver improved outcomes for citizens and further revenue savings.

Subject to Council's approval to implement one of the options identified, further negotiation with our service provider will commence.

Recommendations:

- i. To receive and note the report and its attachments;**
- ii. To consider and accept the recommendation of the Executive that the Council endorses the "Demolish and Rebuild" option with a view to reducing the capital costs through value engineering, maximising the external grant funding and securing a revised management fee with WLCT.**

Reasons for recommendation

To allow the Council to consider the options which have been developed in consultation with the Councillor task and finish group and to secure a fully funded project to support delivery of a new leisure centre.

1. Introduction and background

- 1.1 This report sets out the options appraisal that has been undertaken to establish the way forward following the fire at Abbey Leisure Centre at the end of February 2012.
- 1.2 The fire started in the sauna and spread initially into the gym area and then into the pool area at roof level with the aid of combustible furnishings and contents. Whilst damage to the leisure centre is extensive, a structural survey revealed that the building is salvageable and our insurers have initially estimated that the reinstatement cost would be around £3m.
- 1.3 Rather than settle on reinstatement of the existing building, officers were asked to work with a small group of councillors to consider the alternative options that may be

available and Turner and Townsend were engaged to carry out a high level options appraisal to inform the way forward.

1.4 The resulting options appraisal is attached at Appendix A to this report.

2. The Report

2.1 In summary the options appraisal considered the following options:

- Option 1 – Repair
- Option 2 – Repair + enhancement
- Option 3 – Demolish and rebuild
- Option 4 – Alternative provision
- Option 5 – Hybrid of options 2 and 4

2.2 In order to establish realistic options, Turner and Townsend have worked closely with our service delivery partner (WLCT).

2.3 An options appraisal workshop with key stakeholders considered the key objectives for the project, their relative importance and the degree to which each option would meet those objectives.

2.4 This exercise identified demolish and rebuild as the most favoured option with repair as the least favoured. The conclusion of this exercise was to drop Option 4 (alternative provision) as the on-going revenue costs associated with a dispersed service were considered prohibitive. The repair option was retained as the 'fall back' option should the other options prove unaffordable.

2.5 The options appraisal work then went on to refine the capital costs and establish the revenue consequences of the remaining options. At this stage two alternative Option 5 projects were explored – Option 5a (which included elements of enhancement within option 2 and the expansion of facilities at Sherburn High School and Selby College) and Option 5b (some enhancement of the existing facilities and expansion of facilities at Barlby High School). Given the estimated capital cost of Option 5a this was discounted as a viable alternative.

2.6 The appraisal also assessed the need/demand for sport and leisure provision within the district to ensure that the options met identifiable local needs and to improve the potential to secure the necessary grant funding from Sport England. This assessment concluded that the addition of a 25m 6 lane pool to the existing facility (Option 2) would be an over provision of water within the district – a view that has since been confirmed in conversations with Sport England.

2.7 The assessment suggests that the demolish and rebuild option would best deliver the current and future needs of the district. However, should the demolish and rebuild option not be affordable, WLCT have indicated that the addition of a small learner pool to the existing facility would provide a viable alternative. Such an alternative is unlikely to attract the same level of grant funding and the capital costs would have to be reduced substantially to mitigate any reduction in funding

from Sport England. Further work would be needed to finalise costs if councillors wish to pursue this option.

2.8 A summary of the needs assessment is set out at Appendix B.

3. Legal/Financial Controls and other Policy matters

3.1 Legal Issues

3.1.1 A variation to the current contract with WLCT has been negotiated and the necessary legal agreements have been put in place to allow the current service, including the new gym, to continue. This involves a temporary reduction in the annual management fee paid to WLCT.

3.1.2 In the longer term and subject to the chosen option, a further variation or a new contract will be negotiated.

3.1.3 The contracts for the project will be procured through existing frameworks to streamline the process, minimise procurement costs and shorten programme timescales.

3.2 Financial Issues

3.2.1 The financial issues in relation to the options appraisal were set out in section 5 of the Options Appraisal Report and were considered in detail by the Executive when it met in Private Session. The detail of that part of the report (which contains commercially confidential information) has been omitted from Appendix 1 to allow the report to be considered in public at the Council Meeting. The results of the analysis in section 5 of the report are summarised below including the whole life costs of the options under consideration:

	Option1 Repair £000's	Option 2 Repair + £000's	Option 3 Demolish & Rebuild £000's	Option 5b Hybrid £000's
Estimated capital cost	3,382	7,088	9,029	4,468
Estimated revenue costs	3,021	2,751	1,327	3,786
Total estimated whole life cost	6,403	9,839	10,356	8,254
<i>Change to management fee p.a.</i>	0	-29	-99	+28

3.2.2 Clearly affordability is a key issue for this project and is dependent upon a number of variables at this stage. The table on the next page reflects the

financial implications contained in the Turner and Townsend Options Appraisal (Appendix 1)

3.2.3 The Executive recognised that if the “demolish and rebuild option” was to be delivered they would wish to reduce the risk and cost to council tax-payers. To do this it will be necessary to ‘value engineer’ the project to reduce the overall cost (by around £2m) as well as substantially increasing the available external grant (to £2.5m). This would reduce the overall costs and minimise the project’s reliance upon Programme for Growth funding which is itself at risk because it is dependent upon anticipated capital receipts and potential new homes bonus.

T&T Options Appraisal	Option1 Repair £000's	Option 2 Repair + £000's	Option 3 Demolish & Rebuild £000's	Option 5b Hybrid £000's
Capital cost	3,382	7,088	9,029	4,468
Funding:				
Insurance	3,060	3,060	3,060	3,060
Building repair and renewals reserve	72	597	597	597
Special Projects reserve	250	250	250	250
Programme for growth	0	2000	2,000	561
Sport England grant	0	0	1,500	0
Rev savings/cost (+/-)	0	203	693	0
Assumed funding	3,382	6,110	8,100	4,468
Funding Gap	0	978	929	0

3.2.4 Early discussions with Sport England suggest that a bid for ‘Iconic Buildings Fund’ money would be welcomed in relation to the rebuild option, although the amount and certainty of this funding is not known. The Executive has indicated an ambition to seek a grant of £2.5m from Sport England (a greater level of grant than that contained in the Turner and Townsend Report).

3.2.5 Should grant and capital receipts not be realised then any funding shortfall would have to be covered by prudential borrowing. Assuming borrowing over 30 years at a rate of 4% the average annual revenue cost for the demolish and rebuild option would be £96k. This shows that (subject to scheme cost estimates and agreement on a reduced management fee) these costs could be accommodated by annual revenue savings. But the Council is planning for further significant reductions in central government funding over the next 4 years making cost reductions and external grant funding vital.

3.2.6 In addition, as highlighted in paragraph 2.7, the options appraisal also identifies a potential revised Option 2, which could provide a viable alternative to the rebuild option in terms of whole life costs although this option would not meet the objectives of the project and in particular, limits the potential for other development work within the site.

3.3 Value for Money

- 3.3.1 It should be stressed that the revenue costs and income projections supplied by WLCT to support the assumed management fee, are extremely cautious and to achieve value for money from the project it is vital that there is a corresponding increase in visitor numbers, particularly in our target groups.
- 3.3.2 Such increases in participation should further improve health and well being outcomes for our citizens - helping to reduce childhood obesity levels as well as spin off improvements in things such as educational attainment and also helping to improve life expectancy in our more deprived populations.
- 3.3.3 Should councillors wish to pursue the new build option then stretch targets would need to be agreed with the trust in order for the proposed level of spend to be considered value for money.

3.4 Risk

- 3.4.1 An initial risk assessment of the options has been undertaken and the results are set out in section 8 of the options appraisal report. The assessment shows that option 1 presents the lowest level of risk whilst option 3 the greatest – issues including funding, certainty of design/specification and Sport England’s influence over the project provide the greatest level of risk.

4. Conclusion

- 4.1 The demolish and rebuild option is the option which most closely meets stakeholder objectives and is most suited to the identified current and future needs within the Selby district.
- 4.2 However this option is the most expensive, it carries the greatest level of risk and is reliant upon value engineering to reduce the cost of the project as well as the realisation of external grant and asset sales.
- 4.3 Failure to achieve the full amount of value engineering and/or external funding will require the Council to reduce its aspirations for the scheme or incur prudential borrowing.
- 4.4 In addition, councillors need to consider the added value the project will achieve for its leisure service and wider corporate objectives.
- 4.5 A key driver for this project is the need to increase participation in sport and leisure activities helping to improve health and well being outcomes for our citizens. The estimates provided by WLCT are extremely cautious and stretch targets would need to be agreed with the trust.

5. Background Documents

None

Contact Details

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Appendices:

Appendix A – Abbey Leisure Centre Options Appraisal Report (13 September 2012)

Appendix B – Abbey Leisure Centre Option Assessment



13 September 2012

The Abbey Leisure Centre



Options Appraisal

Final Report and Recommendation



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Rev	Originator	Approved	Date
0	Mark Edge	Stewart Binns	24 th July 2012
1	Mark Edge	Stewart Binns	27 th July 2012
2	Mark Edge	Stewart Binns	8 th August 2012
3	Mark Edge	Stewart Binns	22 nd August 2012
4	Mark Edge	Stewart Binns	10 th September 2012
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1 Introduction & Executive Summary

This report has been prepared following the Options Appraisal Workshop for the re-provision of Selby leisure facilities which was held on 5th July 2012. This report records the process adopted, the outputs from the workshop and the findings of the subsequent cost analysis.

The workshop was carried out to allow key stakeholders to make their contribution into the assessment of the options and to come to agreement as to the preferred option. The options appraisal involved the following sequence of actions, of which items 1 to 5 were carried out in the options appraisal workshop. Items 6 - 8 were carried out subsequent to the workshop:

- 1 confirm the options under consideration;
- 2 confirm the key benefits criteria against which the options should be assessed;
- 3 agree the relative weighting of the key benefits criteria;
- 4 score the options under consideration against the key benefits criteria;
- 5 agree the preferred option pending the cost analysis;
- 6 carry out the cost analysis;
- 7 produce high-level whole life costing;
- 8 produce high-level risk register and programme.

The following table summarises the outcomes of the various tests applied to the different options and how these have affected the following recommendations:



Filter	Option 1	Option 2	Option 3	Option 4	Option 5a	Option 5b
Options Appraisal Ranking	5	3	1	4	Not considered	2
Capital Cost as costplan	3,060,338	6,766,698	9,029,397	3,478,398	6,010,213	4,467,771
Capital cost with upgrade of existing pitch	3,382,088	7,088,448	9,029,397	3,800,148	6,331,963	4,467,771
WLCT Annual Revenue Impact	0	-29,000	-99,000	Option discounted	Option discounted	28,000
WLCT Whole Life Cost - Revenue Impact	0	-552,037	-1,884,541	Option discounted	Option discounted	533,001
A: Whole Life Cost – Capital (Initial Capital outlay included, revenue implications excluded)	3,812,592	7,800,842	9,649,925	Option discounted	Option discounted	5,130,132
B: Whole Life Cost – Capital (Initial Capital outlay excluded, revenue implications excluded)	430,504	712,394	620,528	Option discounted	Option discounted	662,361
C: Whole Life Cost – Capital & Revenue combined (Initial Capital outlay included)	6,403,528	9,839,741	10,356,320	Option discounted	Option discounted	8,254,069
D: Whole Life Cost – Capital & Revenue combined (Initial Capital outlay excluded)	3,021,440	2,751,292	1,326,923	Option discounted	Option discounted	3,786,298



1.1 Conclusion

1.1.1 Option 1 – Reinstate Existing Leisure Centre

Option 1 was the lowest ranking option in the options appraisal. It must be noted, however, that should funding for the preferred scheme not become available then this must remain a viable default option as it is the only option for which funding has been fully secured.

It should be noted that when all whole life cost factors are considered (row C: capital cost, operational savings and maintenance,) this option is the most cost effective option of all so far considered. However as the capital is not being provided by SDC this may not be a relevant factor and so row D, excluding capital cost, but highlighting future revenue and maintenance costs shows that this is the third ranking option of the four still open for consideration.

1.1.2 Option 2 – Reinstate and upgrade existing facility and extend with 25m, 6 lane pool

WLCT believe that this option would provide a reasonable annual saving over the previous operating contract for the Abbey Leisure Centre. When this cost saving is considered against the initial capital outlay and the annual capital costs of the project (row C in the table above,) this option is the second most expensive of those still under consideration at £9,839,741 nett present cost.

An alternative option, which has only been introduced at a late stage in this process, would be to refurbish, upgrade and extend the existing facility with a learner pool instead of a 25m, 6 lane extension. The only analysis carried out to date is a cost exercise which estimates the capital cost to be £4,996,537 excluding VAT. WLCT advise that additional savings of £45k p.a. could be generated by this option. Should this be a viable alternative it may be that SDC would wish to instruct WLCT to produce a business model for this option to confirm its viability.

1.1.3 Option 3 – New Build

This option scored highest against the identified objectives for the project although it is the most expensive in terms of the initial capital outlay required. However, the new build option produces the greatest annual saving against the current operating contract of £99k per year, and so when this is taken into account and considered with the annual maintenance costs (row D,) this option has the lowest on-going cost overall (excluding consideration of the initial capital outlay.)

Therefore, as the future maintenance budget is an SDC outlay and not all of the capital outlay is SDC monies the balance between future minimal on-going costs against early capital outlay needs to be considered to confirm the value of this option to the particular circumstances of SDC.

1.1.4 Option 4 – Hybrid option to continue to provide facilities as current temporary arrangements with improvements

Option 4 achieved a very low score in the options appraisal exercise. It is also anticipated that due to the split sites causing a significant increase in staffing costs that this option would have very expensive revenue costs. It has therefore been discounted from further analysis.

1.1.5 Option 5A – Hybrid elements of option 2 and wet facilities at Sherburn High School

Option 5a was not analysed in the options appraisal, however, it brings significant levels of management fee due the facilities being split over several sites and so is discounted from further analysis.

1.1.6 Option 5B – Hybrid elements of option 2 and wet facilities at Barlby High School

Option 5b scored well in the options appraisal (ranked second,) however due to the split sites the future running costs of the facilities actually increase against the current Abbey Centre contract by £28k pa. When



this is considered against the future maintenance costs (excluding initial capital outlay, row D) it is the most expensive option still under consideration.

1.2 Next Steps

Option 3, and potentially option 2, (with the learner pool instead of the 6 lane pool) provide viable schemes that can be taken forward for further feasibility analysis. These options:

- most closely meet the identified objectives for the project;
- generate annual operating contract savings;
- have lower future maintenance costs.

In the next stage (equivalent to RIBA stage B or C,) design detail will inform the size of the building. Costs are currently based on a schedule of accommodation (SoA), however, the current SoA has been produced at very high level, in the absence of any design work having taken place. The SoA has generated the output costs in conjunction with a cost per square metre and so costs can only be assumed to be an informed guide as a great detail of design work and site analysis is required to confirm the costs in more detail and with more certainty.

Detailed design work will allow:

- value engineering to be carried out on the design proposals to make the building layout as efficient as possible and so minimise cost as far as possible;
- drafting the outline design which will inform high-level analysis of the site layout and external works;
- configuring the building in terms of spatial arrangement to give scale of massing and efficiency of layout;
- for option 3, positioning of the building within the site to protect any potential development opportunities.



2 Options Appraisal Workshop

The options appraisal workshop was held on 5th July 2012. It was a forum to gather the key stakeholders together to analyse the options initially identified by Selby District Council.

2.1 Options Identified

The options identified at that time by the Council are as follows:

1	Repair	this involves reinstating the facility utilising the insurance compensation and no additional monies.
2	Repair +	this involves reinstating the facility, making decorative improvements where economically advantageous to do so, plastering the walls to create a more modern feel, replacing the coal fired boilers to provide a more energy efficient building and providing an extension to house an additional 25m, 6 lane swimming pool.
3	Demolish and rebuild	to demolish the existing facility and re-provide a new facility on the same site. The services provided are to be based upon the Wigan Leisure and Culture Trust (WLCT) assessment for local demand.
4	Alternative provision	provision of leisure services through third party suppliers, e.g. Sherburn and Tadcaster schools. Again this will be based upon the WLCT assessment for local demand.
5	Hybrid (Enhance+)/Alternative provision)	a scheme involving elements of both options 2 and 4 based on WLCT's findings, e.g retaining the services currently provided in the bingo hall, utilising the facilities at Sherburn and Tadcaster schools and so overcoming the need for a learner pool at Selby.

2.2 Workshop Objectives

The following were the key workshop objectives:

- Agree and understand the client key objectives;
- To identify, discuss and debate the relative merits and priority of the key objectives;
- Confirm and verify the options available;
- Identify the strengths and weaknesses associated with each option;
- To rank the options in order of their ability to meet the identified key objectives, in order to narrow the options requiring further analysis;
- Identify any critical issues / assumptions;
- To develop a robust action plan;



2.3 Attendees

The following attendees contributed to the options analysis process:

Attendee	Organisation
Councillor Cliff Lunn	Selby District Council, Programme Lead
Councillor David Peart	Selby District Council
Jonathan Lund	Selby District Council, Deputy Chief Executive
Karen Iveson	Selby District Council, Executive Director
Sarah Smith	Selby District Council
Peter Burt	Wigan Leisure and Culture Trust, Executive Director – Business Development
Mike Lyons	Wigan Leisure and Culture Trust, Head of Sport and Leisure
Stuart Holden	Wigan Leisure and Culture Trust
Paul Hirst	Wigan Leisure and Culture Trust, Selby Leisure Services Manager
Stewart Binns	Turner & Townsend, Project Management
Mark Edge	Turner & Townsend, Project Management
Laura Loughlin	Turner & Townsend, Project Management



3 Key Benefits Criteria

The proposed key benefits criteria were agreed by all parties at the workshop as given in the table below:

Key Benefits Criteria		Explanation
A	Quality of Service	Does the option provide the means through which excellent sports services can be delivered?
B	Regional service provision	Does the option provide sports services across the wider geographical region?
C	Diversity of offer	Does the option provide a diverse and relevant offer of different sports?
D	Flexibility in use	Does the option provide flexibility to be used for other sports or public amenity functions?
E	Flexibility to respond to future needs	Does the option have the scope for future expansion and redevelopment to accommodate changes in demand?
F	Ability to generate income / self-fund (cost neutral to Council.)	Will the option offer a solution which is either cost neutral or generates a cash-surplus to the Council?
G	Fundability / Affordability	Is the option affordable when considered in terms of the funding available?
H	Sustainability / operational costs	Is the option sustainable in terms of its whole-life costs? Have the whole-life costs been considered to influence the design and provide a whole-life cost-efficient solution?
I	Value for Money	Does the option provide value for money when assessed against benchmark cost data?
J	Minimal impact on Council operations	Will the option impact other existing or imminent council operations either during construction or through the operational phase of its life?
K	Provides a "star" / landmark building	Does the option provide an instantly recognisable feature building which will be remembered as being associated with Selby and setting the architectural tone for future surrounding development?
L	Alternative development potential	Will the option compromise or promote any future development associated with the site or surrounding areas?
M	Regeneration Driver	Will the option act as a catalyst for regeneration in the area?
N	Open for use by a specific date	Do the services need to be provided by a specific date and if so does the option meet this requirement?



3.1 Weighting

A weighted matrix technique was used to objectively ascertain criteria weightings. The importance of an objective in relation to the other key objectives can be denoted on a 1-4 scale.

Weighting	Relative Assessment
4	"No competition" – very much more important
3	Quite a lot more important
2	A bit more important
1	Of equal importance

For example, if comparing objectives A and B, where B is much more important than A, an index of B4 can be assigned. When two objectives have equal weight the index '1' is used with no prefix. An example of this exercise is shown below. In this example the 'quality of services' and 'diversity of offer' are assumed to be the most important as they both have an equal ranking of '1'.

3.2 Example Objective Weighting

		A	B	C	D	E	F
Quality of Service	A						
Regional service provision	B	A2					
Diversity of offer	C	1	C2				
Flexibility in use	D	A2	B2	C2			
Flexibility to respond to future needs	E	1	1	C2	E3		
Ability to generate income / self-fund (cost neutral to Council.)	F	A4	B3	C3	D2	E3	
	Weighting	16	9	16	3	14	0
	Ranking	1	4	1	5	3	6



3.3 Weighting Analysis Results

This weighted analysis technique was used to ascertain the relative criteria weightings. This gave agreed weightings for the benefits criteria as shown in the table below:

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	
Quality of Service	A														
Regional service provision	B	A2													
Diversity of offer	C	1	C3												
Flexibility in use	D	A2	D3	D2											
Flexibility to respond to future needs	E	E2	E3	E2	1										
Ability to generate income / self-fund (cost neutral to Council.)	F	F3	F4	F2	F2	F3									
Fundability / Affordability	G	G4	G4	G4	G4	G4	G4								
Sustainability / operational costs	H	H3	H4	1	1	1	1	H2							
Value for Money	I	I2	I4	I2	I2	I2	1	G3	H2						
Minimal impact on Council operations	J	A3	J2	C3	D3	E2	F4	G4	H4	I4					
Provides a “star” / landmark building	K	A3	1	C3	D3	E3	F4	G3	H3	I3	K3				
Alternative development potential	L	L3	L3	1	D2	L2	F3	G2	H2	I3	L4	L3			
Regeneration Driver	M	1	M2	C3	D2	1	F3	G3	H3	I3	M4	M2	L2		
Open for use by a specific date	N	A3	B3	C4	D3	E3	F4	G4	H4	I4	1	K2	L3	M3	
Weighting		15	4	19	20	18	34	43	31	30	3	6	21	13	1
Ranking		9	12	7	6	8	2	1	3	4	13	11	5	10	14
Agreed Weighting		15	4	19	20	18	34	43	31	30	3	6	21	13	1



The table indicates (by reference to the ranking along the penultimate row of the table,) that the top five most important benefits criteria which the preferred option needs are to meet are:

- 1 G - Fundability / Affordability
- 2 F - Ability to generate income / self-fund
- 3 H - Sustainability / operational costs
- 4 I - Value for Money
- 5 L - Alternative development potential

It can be noted that all of the above relate to providing value for money in terms of capital expenditure, whole-life operational costs, affordability and also protecting the potential of revenue from future development. Therefore, it can be confirmed that the Council has strongly considered value for money in the selection of its preferred option.

3.4 Option Evaluation

Following the agreement of the relative weighting of the key benefits criteria each option was scored against all the criteria on a scale of one to ten as below:

Score	1	2	3	4	5	6	7	8	9	10
Description	Very Poor → Excellent									

3.5 Option Evaluation Results

The scoring of the options produced the scoring identified on the page opposite. This confirmed that the preferred option was the demolish and new build option 3.



Table of options scored against the agreed key benefits criteria:

	OPTION NAME	Option 1 - Repair	Option 2 - Repair +	Option 3 - Demolish & Rebuild	Option 4 - Alternative Provision	Option 5 - Hybrid	
	CRITERIA	Weighting					
A	Quality of Service	15	6	8	10	3	6
			90	120	150	45	90
B	Regional service provision	4	2	2	2	8	6
			8	8	8	32	24
C	Diversity of offer	19	4	5	6	7	8
			76	95	114	133	152
D	Flexibility in use	20	4	6	9	5	7
			80	120	180	100	140
E	Flexibility to respond to future needs	18	3	4	5	7	6
			54	72	90	126	108
F	Ability to generate income / self-fund (cost neutral to Council.)	34	3	7	8	2	6
			102	238	272	68	204
G	Fundability / Affordability	43	10	7	5	10	9
			430	301	215	430	387
H	Sustainability / operational costs	31	4	7	9	6	3
			124	217	279	186	93
I	Value for Money	30	5	6	7	4	4
			150	180	210	120	120
J	Minimal impact on Council operations	3	9	5	7	2	3
			27	15	21	6	9
K	Provides a "star" / landmark building	6	3	6	8	1	4
			18	36	48	6	24
L	Alternative development potential	21	5	4	7	8	6
			105	84	147	168	126
M	Regeneration Driver	13	4	6	9	4	7
			52	78	117	52	91
N	Open for use by a specific date	1	7	5	4	8	5
			7	5	4	8	5
	Total Relative Score		1323	1569	1855	1480	1573
	Ranking		5	3	1	4	2



4 Cost Analysis

Following the options appraisal a high level (RIBA stage A,) cost analysis was undertaken. It should be noted that at this stage Wigan Leisure & Culture Trust introduced a secondary option for option 5 and so these are indicated as options 5a and 5b. They involved the works to upgrade the existing building and bring it back into use, however adult swim is to be provided elsewhere: in option 5a in Sherburn with the all weather pitch at Selby College also being used; in option 5b at Barlby pool and upgrading the existing sports pitch to 4G specification.

The cost analysis indicated that the costs for each option were as below, note that the costs EXCLUDE VAT:

Option no.	Option Name	Capital Cost incl Abbey pitch (£) excl. VAT	Rank	
1	Repair	3,382,088	1	Building condition surveys and insurance appraisal
2	Repair + (25m x 6 lane)	7,088,448	5	Building condition surveys and outline sketch provided by WLCT
3	Demolish and rebuild	9,029,397	6	Schedule of accommodation provided by WLCT and enhanced by Darnton EGS, benchmark data of cost m ⁻² rates
4	Alternative provision	3,800,148	2	Costs provided by WLCT / SDC
5a	Hybrid (Enhance+)/Alternative provision)	6,331,963	4	Costs provided by WLCT / SDC and part of option 2
5b	Hybrid (Enhance+)/Alternative provision)	4,467,771	3	Costs provided by WLCT / SDC and part of option 2

It should be noted that the costs are based on very outline information and are indicative only. Please refer to the Turner & Townsend Cost Management report for further detail. No design work or site investigation has yet been undertaken and so the costs are based on the information provided in the right hand column of the table above.

There are many options available to the Council and it may be desirable to pursue alternative options not yet considered. Therefore, it may be useful to understand the various elements of cost build-up which the options above are comprised of. The table below gives elemental cost build-up data, it should be noted that VAT is EXCLUDED from these figures:

Option Element	£
Option 2 Repair costs	3,046,323
Option 2 + Enhancement Costs	2,686,970
Additional 6 lane pool at Abbey	2,373,800
Additional learner pool at Abbey	1,007,600
Sherburn pool / gym facility	786,600
200m² extension at Profiles (for 2 no. studios,	350,000



storage and changing)	
Selby Park upgrade with improved café facilities	50,000
External gym	25,000
Selby College - floodlit 3G all weather pitch with changing facilities	1,300,000
Barlby Pool Building	500,000
Upgrade existing pitch at Abbey	275,000
Additional costs to be included:	
Prelims	15%
Professional fees	12%
Contingency	5%
VAT	20%

Note that the above table is indicative only as prelims costs for options three and four are built into the cost /m² rat used and are not directly applied, refer to the attached costplan for further detail.



6 Funding

Funding analysis has been carried out by Selby District Council. The various funding streams, potentially available, amounts and risk attached are captured in the table below:

Funding Source	Option 1	Option 2	Option 3	Option 5b	Funding risks
	(£000's)	(£000's)	(£000's)	(£000's)	
Assumed Capital Cost ALC	3,382	7,088	9,029	4,468	
Value Engineering (say 10%)	-	-	-903	-	
Revised Cost	3,382	7,088	8,126	4,468	
<u>Resources allocated to ALC</u>					
Insurance settlement	3,060	3,060	3,060	3,060	Green
Buildings repair/replacement reserve	72	597	597	597	Green
Special projects reserve	250	250	250	250	Green
Revenue savings/costs (+/-) pending re-provision over remaining contract life (7 years)	-	203	693	-196	Amber
<u>Resources subject to other commitments</u>					
Capital receipts	-	1,578	626	-	Red (£493k available capital receipts in 12/13)
Special projects reserve	-	1,400	1,400	757	Green (subject to other projects)
<u>Potential resources</u>					
Sport England Grant	-	-	1,500	-	Red
Total	3,382	7,088	8,126	4,468	
<u>Average Annual Cost of borrowing as an alternative to 'red' resources</u>					
	0	61	96	0	

Key to funding risks:

- Green - funding in place
- Amber - funding anticipated although exact amount subject to change
- Red - funding at risk



7 Programme

Outline programmes have been developed for all six options. The programmes assume a design and construct procurement route with a design and management team being appointed through the Buying Solutions framework.

It should be noted that it may be possible to improve on these indicative programme dates through the use of a contractor framework such as YorBuild or Scape. We would estimate that the use of such frameworks could bring forward the opening dates as identified below by approximately four months.

Task Completion Dates	Option 1	Option 2	Option 3	Option 5b
Commencement of Project	15/11/12	15/11/12	15/11/12	15/11/12
Stage D Design Freeze	19/02/13	12/03/13	21/05/13	02/04/13
Tender Issue	27/06/13	01/08/13	07/11/13	22/08/13
Tender Return	22/08/13	26/09/13	16/01/14	17/10/13
Planning Approval	11/06/13	02/07/13	10/09/13	23/07/13
Start on Site	25/10/13	29/11/13	07/03/14	20/12/13
Opening Date	30/5/14	26/09/14	27/02/15	17/10/14

It can be seen from the above that whilst options 1, 2 and 5b have an opening date spread over a four-and-a-half month period in mid-2014, the new build option 3 takes longer to completion due to the longer design and construction periods.



8 Risk

We have considered high level risks for the project and these are captured in the following table. Risks have been considered on a one-to-five rating with a score of five indicating the largest impact:

Risk Description	Risk Impact	Option 1	Option 2	Option 3	Option 4	Option 5b	Comments / Assumptions
Additional works required outside of boundary, highways / services	Programme Risk	1	2	2	2	2	
	Financial Risk	1	2	2	2	2	
	Design / quality	1	1	1	1	1	
Unexpected ground conditions	Programme Risk	1	2	3	1	2	
	Financial Risk	1	2	3	1	2	
	Design / quality	1	1	1	1	1	
Contaminated ground	Programme Risk	1	1	1	1	1	
	Financial Risk	1	1	1	1	1	
	Design / quality	1	1	1	1	1	
Archaeological finds	Programme Risk	1	1	1	1	1	
	Financial Risk	1	1	1	1	1	
	Design / quality	1	1	1	1	1	
Ecology: presence of protected species	Programme Risk	2	2	2	1	2	It is not anticipated that protected species would have occupied the existing site, however this is a possibility
	Financial Risk	2	2	2	1	2	
	Design / quality	2	2	2	1	2	
Sport England	Programme	1	2	2	1	2	Sport England funding increases the risk of



Risk Description	Risk Impact	Option 1	Option 2	Option 3	Option 4	Option 5b	Comments / Assumptions
amendments & requirements	Risk						variations throughout the design process to achieve compliance with their requirements
	Financial Risk	1	2	4	1	2	
	Design / quality	1	2	4	1	2	
Flood risk	Programme Risk	1	1	1	1	1	
	Financial Risk	1	1	1	1	1	
	Design / quality	1	1	1	1	1	
Failure to achieve planning permission	Programme Risk	1	1	1	1	1	
	Financial Risk	1	1	1	1	1	
	Design / quality	1	1	1	1	1	
Failure to achieve building control approval	Programme Risk	1	1	1	1	1	
	Financial Risk	1	1	1	1	1	
	Design / quality	1	1	1	1	1	
Failure to achieve necessary funding	Programme Risk	1	3	4	2	2	The larger capital commitment introduces a greater risk of not achieving the funding or delays due to the time taken to do so.
	Financial Risk	1	3	4	2	2	
	Design / quality	1	3	4	2	2	
Building condition worse than anticipated	Programme Risk	1	1	1	1	1	Working on existing sites introduces a greater risk of exposing unexpected structural / services issues.
	Financial Risk	3	3	1	2	2	
	Design / quality	2	2	1	2	2	
Inadequate services	Programme	2	2	2	2	2	Working on existing sites introduces a



Risk Description	Risk Impact	Option 1	Option 2	Option 3	Option 4	Option 5b	Comments / Assumptions
uncovered	Risk						greater risk of exposing unexpected structural / services issues.
	Financial Risk	2	2	2	2	2	
	Design / quality	2	2	1	2	2	
Loss of political will within SDC	Programme Risk	1	1	4	1	1	Funding which requires a significant contribution from SDC will be subject to political influences at high level within the Council.
	Financial Risk	1	1	4	1	1	
	Design / quality	1	1	4	1	1	
Delays to programme – design team	Programme Risk	1	1	1	1	1	
	Financial Risk	1	1	1	1	1	
	Design / quality	1	1	1	1	1	
Delays to programme – contractor	Programme Risk	1	1	1	1	1	
	Financial Risk	1	1	1	1	1	
	Design / quality	1	1	1	1	1	
Failure to achieve agreement with WLCT regarding design	Programme Risk	1	2	3	3	3	There may be a commercial tension between WLCT and SDC in agreeing the design as although increased capital could increase WLCT's revenues and reduce costs to SDC that capital contribution will only be made by SDC.
	Financial Risk	1	2	3	3	3	
	Design / quality	1	2	3	3	3	
Variations post-tender	Programme Risk	2	2	3	2	2	There is always a risk of variations post-contract and this may be more significant on the larger projects.
	Financial Risk	2	2	3	2	2	
	Design / quality	2	2	3	2	2	
Change in demographics	Programme	2	2	2	2	2	Significant residential developments in the



Risk Description	Risk Impact	Option 1	Option 2	Option 3	Option 4	Option 5b	Comments / Assumptions
reduces or increases demand	Risk						area may amend the key drivers of the project.
	Financial Risk	2	2	2	2	2	
	Design / quality	2	2	2	2	2	
Insolvency – operator	Programme Risk	1	1	1	1	1	
	Financial Risk	1	1	1	1	1	
	Design / quality	1	1	1	1	1	
Insolvency – contractor or major sub-contractor	Programme Risk	2	2	2	2	2	
	Financial Risk	2	2	2	2	2	
	Design / quality	2	2	2	2	2	
Failure to secure site / usage agreement with third party owner / operators	Programme Risk	1	1	2	3	3	The new build option could have a risk of securing the site if the building is to be relocated or the speculative regeneration project becomes more attractive and demands a larger footprint. Also sites where facilities are owned by a third party may have difficulty in agreeing usage time.
	Financial Risk	1	1	2	3	3	
	Design / quality	1	1	2	3	3	
Inflation / unexpectedly high tender returns over pre-tender estimate	Programme Risk	2	2	2	2	2	
	Financial Risk	2	2	2	2	2	
	Design / quality	2	2	2	2	2	
Error in tender documentation increases requirements	Programme Risk	2	2	3	2	2	Any error in the design and tender documents would need to be amended at the client's risk.
	Financial Risk	2	2	3	2	2	
	Design / quality	2	2	3	2	2	
Total Option Risk		93	109	135	106	114	



It can be seen from the above table that each option has a different level of risk, e.g. failure to achieve funding is a very low risk for option 1 but a significant risk for option 3.

It can also be seen that option three carries the most significant risk primarily as it is the largest scheme and so risks may have the greater impact.



9 Conclusion

The following table summarises the outcomes of the various tests applied to the different options and how these have affected the following recommendations:

Filter	Option 1	Option 2	Option 3	Option 4	Option 5a	Option 5b
Options Appraisal Ranking	5	3	1	4	Not considered	2
Capital Cost as costplan	3,060,338	6,766,698	9,029,397	3,478,398	6,010,213	4,467,771
Capital cost with upgrade of existing pitch	3,382,088	7,088,448	9,029,397	3,800,148	6,331,963	4,467,771
WLCT Annual Revenue Impact	0	-29,000	-99,000	Option discounted	Option discounted	28,000
WLCT Whole Life Cost - Revenue Impact	0	-552,037	-1,884,541	Option discounted	Option discounted	533,001
A: Whole Life Cost – Capital (Initial Capital outlay included, revenue implications excluded)	3,812,592	7,800,842	9,649,925	Option discounted	Option discounted	5,130,132
B: Whole Life Cost – Capital (Initial Capital outlay excluded, revenue implications excluded)	430,504	712,394	620,528	Option discounted	Option discounted	662,361
C: Whole Life Cost – Capital & Revenue combined (Initial Capital outlay included)	6,403,528	9,839,741	10,356,320	Option discounted	Option discounted	8,254,069
D: Whole Life Cost – Capital & Revenue combined (Initial Capital outlay excluded)	3,021,440	2,751,292	1,326,923	Option discounted	Option discounted	3,786,298

Please refer to section 1.1 for conclusion and interpretation.



Appendix A

Turner & Townsend Cost Management - Cost Plan Report



Options Appraisal - Rev B

Selby District Council

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Abbey Leisure Centre - Selby

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10	Energy & Climate Change - EXCLUDED
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Quality Check

Rev	Status	Prepared by	Checked by	Date
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Section 1 - Cost Report

OPTION 1 - REPAIR		
Cost Summary		Current Budget
100	Construction	£2,100,305
200	Preliminaries	£315,046
300	Professional Fees	£289,842
400	Contingency	£135,260
500	VAT	£0
600	RISK Items	£219,885
700		
TOTAL SUM		£3,060,338

Comments
Reinstatement costs for existing facility
Allowance of 15% of the construction costs
Allowance of 12% applied to construction & preliminaries costs
Allowance of 5% applied to construction, preliminaries & professional fee costs
Excluded

OPTION 2A (Large Pool) - REPAIR +		
Cost Summary		Current Budget
100	Construction - Reinstatement	£2,100,305
200	RISK Items	£219,885
300	Construction - Enhancement	£2,740,580
400	Preliminaries	£726,133
500	Professional Fees	£668,042
600	Contingency	£311,753
700	VAT	£0
TOTAL SUM		£6,766,698

Comments
Option 1
Option 1
Option 2 enhancement costs associated with existing facility & pool extension
Allowance of 15% of the construction costs
Allowance of 12% applied to construction & preliminaries costs
Allowance of 5% applied to construction, preliminaries & professional fee costs
Excluded

OPTION 2B (Small Pool) - REPAIR +		
Cost Summary		Current Budget
100	Construction - Reinstatement	£2,100,305
200	RISK Items	£219,885
300	Construction - Enhancement	£1,374,380
400	Preliminaries	£554,186
500	Professional Fees	£509,851
600	Contingency	£237,930
700	VAT	£0
TOTAL SUM		£4,996,537

Comments
Option 1
Option 1
Option 2 enhancement costs associated with existing facility & pool extension
Allowance of 15% of the construction costs
Allowance of 12% applied to construction & preliminaries costs
Allowance of 5% applied to construction, preliminaries & professional fee costs
Excluded

Section 1 - Cost Report

OPTION 3 - DEMOLISH & REBUILD

Cost Summary		Current Budget
100	Demolition	£150,000
200	Construction	£7,667,660
300	Preliminaries	£0
400	Professional Fees	£781,766
500	Contingency	£429,971
600	VAT	£0
700		
TOTAL SUM		£9,029,397

Comments
Budget allowance
Based on benchmark £1,949/m2 plus budget allowances for external works
Included in construction costs
Allowance of 10% applied to construction & preliminaries costs
Allowance of 5% applied to construction, preliminaries & professional fee costs
Excluded

OPTION 4 - ALTERNATIVE PROVISION

Cost Summary		Current Budget
100	Construction	£3,011,600
200	Preliminaries	£0
300	Professional Fees	£301,160
400	Contingency	£165,638
500	VAT	£0
600		
700		
TOTAL SUM		£3,478,398

Comments
As WLCT cost estimates
Included within construction cost
Allowance of 10% applied to construction & preliminaries costs
Allowance of 10% applied to construction, preliminaries & professional fee costs
Excluded

OPTION 5A - HYBRID

Cost Summary		Current Budget
100	Construction - Repair +	£2,467,085
200	RISK Items	£219,885
300	Construction - Alt' Provision	£2,086,600
400	Preliminaries	£370,063
500	Professional Fees	£590,850
600	Contingency	£275,730
700	VAT	£0
TOTAL SUM		£6,010,213

Comments
Option 2 costs less pool extension at Abbey Leisure Centre
Option 1
As WLCT cost estimates incl' preliminaries
Allowance of 15% of the Repair + construction costs only
Allowance of 12% applied to construction & preliminaries costs
Allowance of 5% applied to construction, preliminaries & professional fee costs
Excluded

Section 1 - Cost Report

OPTION 5B - HYBRID			
Cost Summary		Current Budget	Comments
100	Construction - Repair +	£2,467,085	Option 2 costs less pool extension at Abbey Leisure Centre
200	RISK Items	£219,885	Option 1
300	Construction - Alt' Provision	£775,000	As WLCT cost estimates incl' preliminaries
400	Preliminaries	£370,063	Allowance of 15% of the Repair + construction costs only
500	Professional Fees	£433,458	Allowance of 12% applied to construction & preliminaries costs
600	Contingency	£202,280	Allowance of 5% applied to construction, preliminaries & professional fee costs
700	VAT	£0	Excluded
TOTAL SUM		£4,467,771	

Section 1 - Cost Report

1 Cost Report

1.1 Project Introduction

The Purpose of this Option Appraisal Report is to provide Selby District Council with outline cost estimates for the Abbey Leisure Centre in-line with the options identified following the Options Appraisal Workshop held by Turner & Townsend on 5th July 2012.

Option 1 Repair

Reinstatement of Abbey Leisure Centre to its previous condition utilising the insurance compensation and no additional monies.

Option 2 Repair +

Reinstatement of Abbey Leisure Centre to its previous condition, making decorative improvements where economically advantageous to do so, plastering the walls to create a more modern feel, replacing the coal fired boilers to provide a more energy efficient building and providing an extension to house a new 25m, 6 lane swimming pool.

Option 3 Demolish & Rebuild

Demolish the existing Leisure Centre and provide a new facility on the same site. Services provided are to be based upon the Wigan Leisure & Culture Trust (WLCT) assessment for local demand.

Option 4 Alternative Provision

Provision of leisure services through the third party providers e.g. Sherburn & Tadcaster Schools. Services provided are to be based upon the WLCT assessment for local demand.

Option 5 Hybrid - Enhance + / Alternative Provision

A scheme involving elements of both options 2 & 4 based on WLCT's findings. E.g. retaining the services currently provided in the bingo hall, utilising the facilities at Sherburn & Tadcaster Schools and so overcoming the need for a learner pool at Abbey Leisure Centre

Section 1 - Cost Report

1.2 Financial Overview

The following is a financial 'snapshot' of the 6 options identified to date. Please refer to Section 4 of this report for further details

Option 1 - Repair £3,060,338

Option 2A (Large Pool) - Repair + £6,766,698

Option 2B (Small Pool) - Repair + £4,996,537

Option 3 - Demolish & Rebuild £9,029,397 (Updated based on the revised Schedule of Accommodation Rev E included in Appendix A)

Option 4 - Alternative Provision £3,478,398

Option 5A - Hybrid £6,010,213

Option 5B - Hybrid £4,467,771

1.3 Forecast Summary

Not applicable at this stage

1.4 Inflation Forecast

For the purposes of this Options Appraisal, the feasibility estimates are based on the current market rates (3Q12), no inflation forecasts have been included as it is unknown at this point in time as each option will have varying timescales associated. For guidance, the BCIS tender price indices forecast an increase of 2.2% over the next 12 months and 5.5% over then next 24 months however the market remains volatile and fluctuations in the forecast of inflation remain unpredictable.

Following interrogation of the cost and selection of the preferred option we will be able to further our review of this aspect & advise accordingly

1.5 Contingency Summary

Contingency allowances have been included at varying allowances of either 5% or 10% of the construction, preliminaries & professional fee costs. The varying contingency allowances are reflective of the early stages of design development along with comparison to the risks. The contingency allowances are to be monitored and drawn down as the scheme progresses to detailed design.

Section 1 - Cost Report

1.6 Risk and Opportunities

Risk items identified during the initial insurance reinstatement estimate have been included in the relevant options however it is advised that a risk workshop be held to identify the key risks and opportunities moving forward.

1.7 Outstanding Actions / Information

None at this stage

1.8 Next Steps

Assessment of the costed options is to be undertaken in conjunction with the findings of the Options Appraisal Workshop and associated Report to identify the preferred option(s) for further interrogation & development.

Section 2 - Basis of Costs

2 Basis of Costs

2.1 Information used & outstanding

Option 1 Repair

Existing leisure centre drawings found on site

Survey information from:

Darnton EGS - Architectural

Silcock Leedham - Mechanical & Electrical Services

Thomasons Consulting Civil & Structural Engineers - Structural

Waterman Structures Ltd - Structural

Option 2 Repair +

Information identified above plus the brief scope of 'enhancement works' identified in the Turner & Townsend Options Appraisal Workshop Briefing Document. Assessment of the extended pool has been derived from the SoA provided by WLCT incorporating Darnton EGS comments. This area allowance is indicative only and is subject to review & interrogation.

Option 3 Demolish & Rebuild

SoA provided by WLCT incorporating Darnton EGS comment in addition to benchmark data captured by Turner & Townsends inhouse InTTegra cost database

Option 4 Alternative Provision

Information for option 4 has been provided by WLCT and has been captured within this Turner & Townsend report

Option 5 Hybrid - Enhance + / Alternative Provision

The information identified in option 2 and option 4

Section 2 - Basis of Costs

2.2 Assumptions

The estimates have been provided on the findings of the reports and information provided to date

2.3 Exclusions

This cost options cover estimated construction costs only. Listed here are specific exclusions:

- VAT
- Land acquisition
- Discovery of Archaeological remains
- IT hardware
- Water attenuation
- Backup Generation
- Legal Fees
- Loose furniture & equipment
- Inflation
- 'On costs' on RISK items

2.4 Optioneering / Value Improvement

Not applicable at this stage. Following selection of preferred options for further consideration, we would advise a value improvement workshop be held to set value target and identify any areas for improvement.

2.5 Risk & Opportunities

- Planning Approval
- Risk Workshop/ Management - to be undertaken as soon as possible
- Coordination of project with overall site plan.
- Interrogation of the SoA provided and development into General Arrangement plans to challenge to current GIA identified

Section 2 - Basis of Costs

2.6 Benchmark Comparison

A benchmark analysis based on Turner & Townsend's INTEGRA cost database has been included within section 5 of this report and indicates a range of costs for facilities of this type. The collated data illustrates an average cost of £1,949/m².

The benchmark analysis excludes the following:

- Ground remediation
- Demolition Costs
- External Works
- Professional Fees
- VAT

2.7 Procurement Strategy

This is yet to be determined, and a procurement workshop and recommendations report should be done as soon as possible. Consideration should be made for the use of the SCAPE framework, which we are currently using with Calderdale Council on 2 Swimming Pools.

2.8 Comments on Programme & Cashflow

Not applicable at this stage

Section 3 - Conclusions / Recommendations

3 Conclusions / Recommendations

3.1 Overview & Conclusions

The costs included within this feasibility report are to reflect the options identified at the Options Appraisal workshop held by Turner & Townsend on 5th July 2012.

It is recommended that the findings of this report are reviewed in conjunction with the Options Appraisal Workshop Briefing Document in identifying the most feasible options to take forward for further development

It is recommended that Risk, Value Improvement & Procurement workshops are held with the design team to assist with the further development of the design / options moving forward

Section 4 - Cost Options

OPTION 1 - REPAIR

* Please refer to previously issued Insurance Reintatement Estimate Rev 2 for full details

DEMOLITIONS & ALTERATIONS		£	222,777	
SUBSTRUCTURE		£	-	Assumed no works required
FRAME		£	64,098	
UPPER FLOORS		£	-	Assumed no works required
ROOF		£	159,735	
STAIRS		£	19,600	
EXTERNAL WALLS		£	45,390	
WINDOWS & EXTERNAL DOORS		£	146,750	
INTERNAL WALLS & PARTITIONS		£	134,465	
INTERNAL DOORS		£	80,500	
WALL FINISHES		£	60,505	
FLOOR FINISHES		£	133,460	
CEILING FINISHES		£	56,935	
FIXED FURNITURE & EQUIPMENT		£	112,650	Excludes Loose FF&E & ICT Equipment
SERVICES		£	840,441	
EXTERNAL WORKS, DRAINAGE & EXTERNAL		£	23,000	
SUBTOTAL		£	2,100,305	
Preliminaries	15.00%	£	315,046	
Professional Fees	12.00%	£	289,842	
Contingency	5.00%	£	135,260	
VAT	20.00%	£	-	Excluded
SUBTOTAL		£	2,840,453	

Section 4 - Cost Options

OPTION 1 - REPAIR (CONTINUED)

* Please refer to previously issued Insurance Reintatement Estimate Rev 2 for full details

RISK ITEMS

DEMOLITIONS & ALTERATIONS

Further demolitions following initial works & further investigations £ 15,000

SUBSTRUCTURE

FRAME

Additional steelwork £ 9,000

Engineers to plumb columns & check alignment £ 2,500

Possible need for column replacement £ 5,000

UPPER FLOORS

Minor repairs to GF & FF slabs £ 2,500

ROOF

Allowance for mansafe system £ 7,500

Allowance for temporary roofing system £ 30,135

STAIRS

EXTERNAL WALLS

Consequential improvements to external walls to comply with Part L regulations £ 35,000

WINDOWS & EXTERNAL DOORS

INTERNAL WALLS & PARTITIONS

E/O allowance for glazed screens to be Fire Rated £ 56,250

INTERNAL DOORS

INTERNAL FINISHES

Allowance for additional unforeseen tiling works required to pool area £ 3,500

FIXED FURNITURE & EQUIPMENT

Allowance for new roller shutter door to Café £ 3,500

SERVICES

Part L Upgrades £ 50,000

EXTERNAL WORKS

N/A

OPTION 1 - REPAIR TOTAL £ 3,060,338

Section 4 - Cost Options

OPTION 2A (Large & Small Pool) - REPAIR +

OPTION 1 - REPAIR	£ 2,100,305
OPTION 1 - RISK ITEMS	£ 219,885

IMPROVEMENTS WORKS E/O. OPTION 1

DEMOLITIONS & ALTERATIONS

Remove 'garage' door to function room & block up	1	item	3750	£	3,750	
Strip out bar & kitchen in function room	1	item	2500	£	2,500	
Strip out WC's in function room	3	nr	300	£	900	
Demolish internal walls within function room	185	m2	30	£	5,550	
Hack off ceramic tiles to walls & floors	745	m2	15	£	11,175	Excludes pool walls & floor
Strip out & dispose of existing cubicles	1	item	5000	£	5,000	
Strip out & dispose of existing lockers	1	item	5000	£	5,000	
Strip out all WC's / WHB's/ IPS & Showers etc	37	nr	300	£	11,100	
Remove existing coal fired boilers & dispose	1	item	15000	£	15,000	

INTERNAL FINISHES

Plaster & paint to existing exposed brick walls	520	m2	30	£	15,600	
Insulated render finish to walls in sports hall & pool	1335	m2	50	£	66,750	
New ceramic wall & floor tiles	745	m2	55	£	40,975	To GF changing rooms & pool surrounds
OMIT darkwood flooring to function room	1	item	12730	-£	12,730	As included in option 1
ADD ceramic tiling to function room	192	m2	50	£	9,600	
ADD vinyl flooring to extended gym space	192	m2	30	£	5,760	

FIXED FURNITURE & EQUIPMENT

IPS Panels	14	nr	400	£	5,600	
Vanity Units	4	nr	2000	£	8,000	
Cubicles	50	nr	400	£	20,000	
Lockers	340	nr	50	£	17,000	
Misc furniture items (allowance)	1	item	5000	£	5,000	Mirrors / soap dispensers / hand dryers etc
New reception desk	1	item	15000	£	15,000	

Section 4 - Cost Options

OPTION 2A (Large Pool) - REPAIR + (CONTINUED)

SERVICES

WC's	10	nr	250	£	2,500	
WHB's	10	nr	150	£	1,500	
Doc M Pack	3	nr	900	£	2,700	
Showers	17	nr	750	£	12,750	
Urinals	4	nr	200	£	800	
New gas fired boilers	2	nr	40000	£	80,000	
Drainage alterations to function room	1	item	10000	£	10,000	Allowance to accommodate new changing facility

NEW BUILD

New 6 lane 25m pool extension	1079	m2	2200	£	2,373,800	£/m2 allowance based on benchmark data Higher value as benchmarks provide a blended rate for full leisure facilities
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SUBTOTAL				£	5,060,770	
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Preliminaries	15.00%			£	726,133	
Professional Fees	12.00%			£	668,042	
Contingency	5.00%			£	311,753	In addition RISK items identified to Option 1
VAT	20.00%			£	-	Excluded

OPTION 2A - REPAIR + TOTAL				£	6,766,698	
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Section 4 - Cost Options

OPTION 2B (Small Pool) - REPAIR +

OPTION 1 - REPAIR				£ 2,100,305	
OPTION 1 - RISK ITEMS				£ 219,885	
IMPROVEMENTS WORKS E/O. OPTION 1				£ 366,780	Works as identified above
NEW BUILD					
New 8m x 12.5m pool	458	m2	2200	£ 1,007,600	£/m2 allowance based on benchmark data Higher value as benchmarks provide a blended rate for full leisure facilities
SUBTOTAL				£ 3,694,570	
Preliminaries	15.00%			£ 554,186	
Professional Fees	12.00%			£ 509,851	
Contingency	5.00%			£ 237,930	In addition RISK items identified to Option 1
VAT	20.00%			£ -	Excluded
OPTION 2B - REPAIR + TOTAL				£ 4,996,537	

Section 4 - Cost Options

OPTION 3 - NEW BUILD LEISURE CENTRE

** Costs as provided by Wigan Leisure & Culture Trust

DEMOLITION

Demolition of existing Abbey Leisure Centre 1 item 150000 **£150,000** Budget allowance

NEW BUILD

Leisure facility 3716 m2 1949 **£7,242,660** based on WLCT SoA with Darnton EGS additions

EXTERNAL WORKS

For works locally to the building 1 item 150000 **£150,000** Budget allowance

** Upgrade existing sports pitch to 4G 1 item 275000 **£275,000** As WLCT costs for option 5B

SUBTOTAL **£ 7,817,660**

Preliminaries **15.00%** **£ -** Included in benchmark rate above

Professional Fees **10.00%** **£ 781,766**

Contingency **5.00%** **£ 429,971**

VAT **20.00%** **£ -** Excluded

OPTION 4 - ALTERNATIVE PROVISION TOTAL **£ 9,029,397**

NOTE:

The above costs for the new build leisure facility is based on the average £/m2 of the benchmark data which has been collated for similar schemes

Section 4 - Cost Options

OPTION 4 - ALTERNATIVE PROVISION

** Costs as provided by Wigan Leisure & Culture Trust

** Extension (200m2) at Profile		£	350,000	2no Studios, storage & changing facilities
** Extended staff & welfare facilities			Incl' above	
** Sherburn pool / gym facility		£	786,600	
** Selby Park upgrade		£	50,000	Incl' improved café facilities
** Barlby Pool building		£	500,000	Incl' M&E repairs / upgrade
** External gym		£	25,000	
** External pitch & sports hall		£	1,300,000	

SUBTOTAL		£	3,011,600	
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Preliminaries	15.00%	£	-	Included as S.Holden e-mail 24/07/12
Professional Fees	10.00%	£	301,160	
Contingency	5.00%	£	165,638	
VAT	20.00%	£	-	Excluded

OPTION 4 - ALTERNATIVE PROVISION TOTAL		£	3,478,398	
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Selby District Council

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OPTION 5A - HYBRID (REPAIR + & ALTERNATIVE PROVISION)

**Costs as provided by Wigan Leisure & Culture Trust

OPTION 2 - Repair + (Excluding pool extension)		£	2,467,085	
OPTION 1 - RISK ITEMS		£	219,885	
** Sherburn pool / gym facility		£	786,600	
** External pitch & sports hall		£	1,300,000	
SUBTOTAL		£	4,773,570	
Preliminaries on Option 2 costs only	15.00%	£	370,063	Included in WLCT costs as e-mail 24/07/12
Professional Fees	12.00%	£	590,850	
Contingency	5.00%	£	275,730	
VAT	20.00%	£	-	Excluded
OPTION 5A - HYBRID (REPAIR + & ALTERNATIVE PROVISION) TOTAL		£	6,010,213	

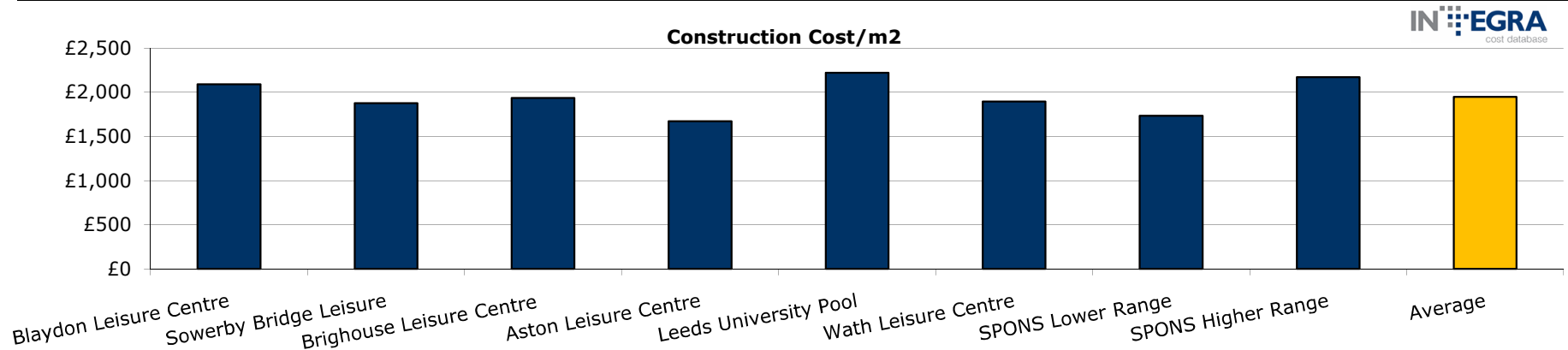
OPTION 5B - HYBRID (REPAIR + & ALTERNATIVE PROVISION)

**Costs as provided by Wigan Leisure & Culture Trust

OPTION 2 - Repair + (Excluding pool extension)		£	2,467,085	
OPTION 1 - RISK ITEMS		£	219,885	
** Barlby Pool building		£	500,000	Incl' M&E repairs / upgrade
** Upgrade existing pitch at Abbey Leisure Centre		£	275,000	4G Specification
SUBTOTAL		£	3,461,970	
Preliminaries on Option 2 costs only	15.00%	£	370,063	Included in WLCT costs as e-mail 24/07/12
Professional Fees	12.00%	£	433,458	
Contingency on WLCT Items	5.00%	£	202,280	
VAT	20.00%	£	-	Excluded
OPTION 5B - HYBRID (REPAIR + & ALTERNATIVE PROVISION) TOTAL		£	4,467,771	

Section 5 - Benchmarking

Project Title	Cost	GIA (m ²)	Cost/m ²	Client
Blaydon Leisure Centre	£5,446,184	2,605	£2,091	Gateshead Council
Sowerby Bridge Leisure	£4,126,833	2,200	£1,876	Calderdale Council
Brighouse Leisure Centre	£4,643,270	2,400	£1,935	Calderdale Council
Aston Leisure Centre	£4,845,683	2,900	£1,671	Rotherham Council
Leeds University Pool	£6,535,421	2,943	£2,221	Leeds University
Wath Leisure Centre	£3,220,352	1,700	£1,894	Rotherham Council
SPONS Lower Range			£1,733	Local authority standard
SPONS Higher Range			£2,172	Local authority standard
Average	£4,802,957	2,458	£1,949	



Commentary	
<p>BCIS All costs are updated for current pricing as at 3Q2012 (TPI - 220) Costs are updated for location factor (Selby - 99)</p> <p>SPONS All costs are updated for current pricing as at 3Q2012 (TPI - 465) Costs are updated for location factor (Yorkshire - 389)</p>	<p>Abnormal project costs have been removed from the information e.g. external works, ground remediation, demolition etc..</p> <p>Costs exclude: Professional fees Contingency VAT at the current rate</p>

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Selby District Council
Abbey Leisure Centre - Selby



Appendix A - Schedule of Accommodation

COVER PAGE

Appendix A - Schedule of Accommodation



Abbey Leisure Centre

New Build Option

Appendix One: Schedule of Accommodation

Main table with columns: Room, Estimated area, Outline specification, Rev 2 New Build (Circulation applicable), Room, Estimated area, Outline specification. Rows include Reception, Vending and seating, Pram store, etc.

Summary table for circulation and potential total area. Includes rows for circulation (30% of overall area), potential total (3,761.3), and cost (114,406).

SMALL POOL AREA

Summary table for Small Pool Area. Includes rows for circulation, potential total, and cost. Total area of small pool is 457.

TOTAL AREA OF SMALL POOL 457



Appendix B

WLCT – Consultation Summary



Abbey Leisure Centre Option Assessment

Consultation and outcome assessment summary

Option	Reference to Amateur Swimming Association and Sport England Consultation	Reference to Operator’s local area intelligence	Likely impact against priority Health and Social outcomes
Repair as existing	<p>ASA current guidance promotes a move away from a “Leisure” pool with a clear recommendation to provide 25 metre 6 lane pool with supporting Teaching Pool. This options falls short against the ASA guidance.</p> <p>Sport England indicates an over provision in Sports Hall provision within the area, although further assessment on the ability to secure community access would be required. This option allows for a like for like provision.</p> <p>Provision of Synthetic pitches within the area appears in line with the current demand and refurbishment or replacement of the pitch is warranted notably as 2 are primarily utilised for Educational use.</p>	<p>Health and Fitness facilities had reached capacity in terms of floor space with no further scope to increase the size of the gym to facilitate continued growth in membership sales.</p> <p>The Pool does not provide a fit for purpose teaching environment . The scope to expand the swimming programme is limited due to the competing pressures on the Pool in its current configuration.</p>	<p>Impact in line with operating performance of Abbey Leisure during 2011 – 2012.</p> <p>Limited scope to substantially increase participation rates in key areas due to spatial restrictions.</p>



	<p>This options assumes the existing pitch is refurbished.</p>		
<p>Repair plus including modifications to the internal layout , plant and equipment and the addition of a 25 metre 6 lane pool</p>	<p>The provision of an additional 6 lane 25 metre pool will increase the Pool water provision beyond the recommended solution from ASA. This option creates an oversupply of water space against the ASA criteria. A Teaching Pool could be provided as the additional pool space as an alternative.</p> <p>The additional pool space does however enhance the competitive swimming provision within the borough and provide a fit for purpose base for Swimming clubs and local swimming galas.</p> <p>This options also allows the incorporation of ASA recommendations with regards to Energy efficiency measures</p> <p>Sport England indicates an over provision in Sports Hall provision within the area, although further assessment on the ability to secure</p>	<p>The internal modifications as part of this option will support the drive in membership sales towards an enhanced target and support an extended Studio programme</p> <p>The additional pool will facilitate an increase in the swimming pool programme both in terms of quantity and type of sessions. The swimming lesson programme can be optimised through this option to establish a greater market share of provision within the area. The existing pool space can be optimised for casual swimming to enhance the overall availability of swimming activities.</p> <p>The additional 25 metre 6 lane pool allows for the enhancement of the competitive swimming programme, facilitate the increase in gala events and promote the path through the swim excellence.</p>	<p>Increased participation levels can be assumed through this option with associated social and health benefits from an expansion of the swimming pool programme in terms of quantity and diversity of sessions, an increase in the studio programme and an increase in the membership base.</p> <p>This option will facilitate a drive in swimming excellence standards through the enhancement of the club programmes.</p> <p>The re- establishment of the Synthetic pitch within this option will serve to increase participation levels within football both for causal and organised use with slight increases attainable within Rugby League and Hockey at a recreational level. Development activities will equally benefit through the availability of the all year round</p>

	<p>community access would be required. This options provides a like for like replacement.</p> <p>Provision of Synthetic pitches within the area appears in line with the current demand and refurbishment or replacement of the pitch is warranted notably as 2 are primarily utilised for Educational use. This option assumes the existing pitch is refurbished.</p>		<p>facility.</p>
<p>New build including the provision of a 25 metre 6 lane pool plus Teaching pool</p>	<p>This option facilitates the planning of the facility in line with the ASA guidance in terms of size and configuration of the water space and energy efficiency measures.</p> <p>Sport England indicates an over provision in Sports Hall provision within the area, although further assessment on the ability to secure community access would be required. This options retains a Sports Hall on a like for like basis.</p>	<p>The optimised internal layout and increased size of gym will support the drive in membership sales towards an enhanced target and support an extended Studio programme</p> <p>The 25 metre 6 lane pool and supporting Teaching Pool will facilitate an increase in the swimming pool programme both in terms of quantity and type of sessions.</p> <p>The swimming lesson</p>	<p>Increased participation levels can be assumed through this option with associated social and health benefits from an expansion of the swimming pool programme in terms of quantity and diversity of sessions, an increase in the studio programme and an increase in the membership base.</p> <p>This option will facilitate a drive in swimming excellence standards through the enhancement of the club</p>



	<p>Provision of Synthetic pitches within the area appears in line with the current demand and refurbishment or replacement of the pitch is warranted notably as 2 are primarily utilised for Educational use. This options assumes refurbishment of the existing provision at Abbey Leisure Center.</p>	<p>programme can be optimised through this option to establish a greater market share of provision within the area. The programme in the main will focus on the Teaching Pool.</p> <p>The pool space can be optimised for casual swimming to enhance the overall availability of swimming activities.</p> <p>The 25 metre 6 lane pool allows for the enhancement of the competitive swimming programme, facilitate the increase in gala events and promote the path through the swim excellence.</p>	<p>programmes.</p> <p>The re- establishment of the Synthetic pitch within this option will service to increase participation levels within football both for causal and organised use with slight increases attainable within Rugby League and Hockey at a recreational level. Development activities will equally benefit through the availability of the all year round facility.</p>
<p>Alternative provision – combining a range of Council/Partner facilities (excluding Abbey Leisure Centre) to provide a leisure service</p>	<p>Omitting the water space provided through Abbey Leisure Centre from the local Leisure provision would leave the borough short of accessible water space. The combined facilities of Barlby and Sherburn could not replace the pool programme delivered from Abbey.</p> <p>Sport England indicates an</p>	<p>The ability to maximise income generation through the Health and Fitness provision would be limited as the full offer of gym, class and swim activities cannot be secured through this facility mix.</p> <p>The limited Pool provision would impact on the ability to provide a comprehensive lesson programme in line with</p>	<p>The impact if likely to have a negative impact overall as provision is reduced in scale, diversity and quality.</p> <p>Areas such as Barlby and Sherburn may see a slight increase in usage however the catchment area for Abbey Leisure Centre will undoubtedly be impacted through a lack of Pool provision and un co-</p>



	<p>over provision in Sports Hall provision within the area, although further assessment on the ability to secure community access would be required. This option relies on partners to provide the sports hall provision.</p> <p>Provision of Synthetic pitches within the area appears in line with the current demand and therefore as included in this option replacement of the pitch within the College Campus is warranted notably as 2 are primarily utilised for Educational use.</p>	<p>the ASA learn to swim programme and would limit the opportunity for casual swimming and a swim related class programme</p> <p>Specific intelligence on the demand for Leisure provision from the residents of Sherburn and Barlby at this stage is unknown, further research would be required to support this option</p>	<p>ordinated dry sports provision.</p>
<p>Hybrid A – elements of repair plus with additional pool provision delivered from Sherburn High School and Synthetic pitch delivered from Selby College</p>	<p>ASA current guidance promotes a move away from a “Leisure” pool with a clear recommendation to provide 25 metre 6 lane pool with supporting Teaching Pool. This option would see improvements to the small Pool provision at Sherburn however it should be recognised that this facility does not meet the ASA standard and is geographically remote from</p>	<p>The internal modifications as part of this option will support the drive in membership sales towards an enhanced target and support an extended Studio programme.</p> <p>In regards to the Learn to swim programme the likelihood is that the ambitious target would remain the same with demand shared across the 2 Pools. An overall increase in the pool</p>	<p>Increased participation levels can be assumed through this option with associated social and health benefits from an increase in the studio programme and an increase in the membership base.</p> <p>This option may lead to slight growth in swimming participation through the availability of an extended pool programme.</p>



	<p>Abbey Leisure Centre. The provision at Abbey would fall short of the ASA recommendations.</p> <p>Sport England indicates an over provision in Sports Hall provision within the area, although further assessment on the ability to secure community access would be required. This option looks to reinstate the provision on a like for like basis.</p> <p>Provision of Synthetic pitches within the area appears in line with the current demand. Therefore in this case replacement of the pitch within the College campus is warranted notably as 2 are primarily utilised for Educational use.</p>	<p>programme can be facilitated through this option albeit disjointed. The actual participation rates may be not increase in proportion to the increased programme due to the lack of physical connection between the facilities.</p> <p>Specific intelligence on the demand for Leisure provision from the residents of Sherburn at this stage is unknown, further research would be required to support this option.</p>	<p>The re- establishment of the Synthetic pitch, albeit on a separate site within this option will serve to increase participation levels within football both for causal and organised use with slight increases attainable within Rugby League and Hockey at a recreational level. Development activities will equally benefit through the availability of the all year round facility.</p> <p>Localised growth in participation within Sherburn may be foreseeable but the extent and impact on the overall Leisure participation at this stage in unknown. This option has the potential to displace participation within geographical areas aligned with the provision</p>
<p>Hybrid B – elements of repair plus with additional pool provision delivered from Barlby High School</p>	<p>ASA current guidance promotes a move away from a “Leisure” pool with a clear recommendation to provide 25 metre 6 lane pool with supporting Teaching Pool. This option would see</p>	<p>The internal modifications as part of this option will support the drive in membership sales towards an enhanced target and support an extended Studio programme</p>	<p>Increased participation levels can be assumed through this option with associated social and health benefits from an increase in the studio programme and an increase in the membership base.</p>

	<p>improvements to the small Pool provision at Barlby High School however it should be recognised that this facility does not meet the ASA standard and is geographically remote from Abbey Leisure Centre. The provision at Abbey would fall short of the ASA recommendations</p> <p>Sport England indicates an over provision in Sports Hall provision within the area, although further assessment on the ability to secure community access would be required. This option looks to reinstate the provision on a like for like basis.</p> <p>Provision of Synthetic pitches within the area appears in line with the current demand. Therefore in this case refurbishment of the pitch is warranted notably as 2 are primarily utilised for Educational use.</p>	<p>In regards to the Learn to swim programme the likelihood is that the ambitious target would remain the same with demand shared across the 2 Pools. An overall increase in the pool programme can be facilitated through this option albeit disjointed. The actual participation rates may be not increase in proportion to the increased programme due to the lack of physical connection between the facilities.</p> <p>Specific intelligence on the demand for Leisure provision from the residents of Barlby at this stage is unknown, further research would be required to support this option.</p>	<p>This option has the potential to show slight growth in swimming participation through the availability of an extended pool programme.</p> <p>The re- establishment of the Synthetic pitch, within this option will serve to increase participation levels within football both for causal and organised use with slight increases attainable within Rugby League and Hockey at a recreational level. Development activities will equally benefit through the availability of the all year round facility.</p> <p>Localised growth in participation within Barlby may be foreseeable but the extent and impact on the overall Leisure participation at this stage is unknown. This option has the potential to displace participation within geographical areas aligned with the provision</p>
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Appendix B

Abbey Leisure Centre Option Assessment

Consultation and outcome assessment summary

Option	Reference to Amateur Swimming Association and Sport England Consultation	Reference to Operator’s local area intelligence	Likely impact against priority Health and Social outcomes
<p>Repair as existing</p>	<p>ASA current guidance promotes a move away from a “Leisure” pool with a clear recommendation to provide 25 metre 6 lane pool with supporting Teaching Pool. This options falls short against the ASA guidance.</p> <p>Sport England indicates an over provision in Sports Hall provision within the area, although further assessment on the ability to secure community access would be required. This option allows for a like for like provision.</p> <p>Provision of Synthetic pitches within the area appears in line with the current demand and refurbishment or replacement of the pitch is warranted notably as 2 are primarily utilised for Educational use.</p>	<p>Health and Fitness facilities had reached capacity in terms of floor space with no further scope to increase the size of the gym to facilitate continued growth in membership sales.</p> <p>The Pool does not provide a fit for purpose teaching environment . The scope to expand the swimming programme is limited due to the competing pressures on the Pool in its current configuration.</p>	<p>Impact in line with operating performance of Abbey Leisure during 2011 – 2012.</p> <p>Limited scope to substantially increase participation rates in key areas due to spatial restrictions.</p>



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	<p>This options assumes the existing pitch is refurbished.</p>		
<p>Repair plus including modifications to the internal layout , plant and equipment and the addition of a 25 metre 6 lane pool</p>	<p>The provision of an additional 6 lane 25 metre pool will increase the Pool water provision beyond the recommended solution from ASA. This option creates an oversupply of water space against the ASA criteria. A Teaching Pool could be provided as the additional pool space as an alternative.</p> <p>The additional pool space does however enhance the competitive swimming provision within the borough and provide a fit for purpose base for Swimming clubs and local swimming galas.</p> <p>This options also allows the incorporation of ASA recommendations with regards to Energy efficiency measures</p> <p>Sport England indicates an over provision in Sports Hall provision within the area, although further assessment on the ability to secure</p>	<p>The internal modifications as part of this option will support the drive in membership sales towards an enhanced target and support an extended Studio programme</p> <p>The additional pool will facilitate an increase in the swimming pool programme both in terms of quantity and type of sessions. The swimming lesson programme can be optimised through this option to establish a greater market share of provision within the area. The existing pool space can be optimised for casual swimming to enhance the overall availability of swimming activities.</p> <p>The additional 25 metre 6 lane pool allows for the enhancement of the competitive swimming programme, facilitate the increase in gala events and promote the path through the swim excellence.</p>	<p>Increased participation levels can be assumed through this option with associated social and health benefits from an expansion of the swimming pool programme in terms of quantity and diversity of sessions, an increase in the studio programme and an increase in the membership base.</p> <p>This option will facilitate a drive in swimming excellence standards through the enhancement of the club programmes.</p> <p>The re- establishment of the Synthetic pitch within this option will serve to increase participation levels within football both for causal and organised use with slight increases attainable within Rugby League and Hockey at a recreational level. Development activities will equally benefit through the availability of the all year round</p>



Appendix B

	<p>community access would be required. This options provides a like for like replacement.</p> <p>Provision of Synthetic pitches within the area appears in line with the current demand and refurbishment or replacement of the pitch is warranted notably as 2 are primarily utilised for Educational use. This option assumes the existing pitch is refurbished.</p>		<p>facility.</p>
<p>New build including the provision of a 25 metre 6 lane pool plus Teaching pool</p>	<p>This option facilitates the planning of the facility in line with the ASA guidance in terms of size and configuration of the water space and energy efficiency measures.</p> <p>Sport England indicates an over provision in Sports Hall provision within the area, although further assessment on the ability to secure community access would be required. This options retains a Sports Hall on a like for like basis.</p>	<p>The optimised internal layout and increased size of gym will support the drive in membership sales towards an enhanced target and support an extended Studio programme</p> <p>The 25 metre 6 lane pool and supporting Teaching Pool will facilitate an increase in the swimming pool programme both in terms of quantity and type of sessions.</p> <p>The swimming lesson</p>	<p>Increased participation levels can be assumed through this option with associated social and health benefits from an expansion of the swimming pool programme in terms of quantity and diversity of sessions, an increase in the studio programme and an increase in the membership base.</p> <p>This option will facilitate a drive in swimming excellence standards through the enhancement of the club</p>



Appendix B

	<p>Provision of Synthetic pitches within the area appears in line with the current demand and refurbishment or replacement of the pitch is warranted notably as 2 are primarily utilised for Educational use. This options assumes refurbishment of the existing provision at Abbey Leisure Center.</p>	<p>programme can be optimised through this option to establish a greater market share of provision within the area. The programme in the main will focus on the Teaching Pool.</p> <p>The pool space can be optimised for casual swimming to enhance the overall availability of swimming activities.</p> <p>The 25 metre 6 lane pool allows for the enhancement of the competitive swimming programme, facilitate the increase in gala events and promote the path through the swim excellence.</p>	<p>programmes.</p> <p>The re- establishment of the Synthetic pitch within this option will service to increase participation levels within football both for causal and organised use with slight increases attainable within Rugby League and Hockey at a recreational level. Development activities will equally benefit through the availability of the all year round facility.</p>
<p>Alternative provision – combining a range of Council/Partner facilities (excluding Abbey Leisure Centre) to provide a leisure service</p>	<p>Omitting the water space provided through Abbey Leisure Centre from the local Leisure provision would leave the borough short of accessible water space. The combined facilities of Barlby and Sherburn could not replace the pool programme delivered from Abbey.</p> <p>Sport England indicates an</p>	<p>The ability to maximise income generation through the Health and Fitness provision would be limited as the full offer of gym, class and swim activities cannot be secured through this facility mix.</p> <p>The limited Pool provision would impact on the ability to provide a comprehensive lesson programme in line with</p>	<p>The impact if likely to have a negative impact overall as provision is reduced in scale, diversity and quality.</p> <p>Areas such as Barlby and Sherburn may see a slight increase in usage however the catchment area for Abbey Leisure Centre will undoubtedly be impacted through a lack of Pool provision and un co-</p>



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	<p>over provision in Sports Hall provision within the area, although further assessment on the ability to secure community access would be required. This option relies on partners to provide the sports hall provision.</p> <p>Provision of Synthetic pitches within the area appears in line with the current demand and therefore as included in this option replacement of the pitch within the College Campus is warranted notably as 2 are primarily utilised for Educational use.</p>	<p>the ASA learn to swim programme and would limit the opportunity for casual swimming and a swim related class programme</p> <p>Specific intelligence on the demand for Leisure provision from the residents of Sherburn and Barlby at this stage is unknown, further research would be required to support this option</p>	<p>ordinated dry sports provision.</p>
<p>Hybrid A – elements of repair plus with additional pool provision delivered from Sherburn High School and Synthetic pitch delivered from Selby College</p>	<p>ASA current guidance promotes a move away from a “Leisure” pool with a clear recommendation to provide 25 metre 6 lane pool with supporting Teaching Pool. This option would see improvements to the small Pool provision at Sherburn however it should be recognised that this facility does not meet the ASA standard and is geographically remote from</p>	<p>The internal modifications as part of this option will support the drive in membership sales towards an enhanced target and support an extended Studio programme.</p> <p>In regards to the Learn to swim programme the likelihood is that the ambitious target would remain the same with demand shared across the 2 Pools. An overall increase in the pool</p>	<p>Increased participation levels can be assumed through this option with associated social and health benefits from an increase in the studio programme and an increase in the membership base.</p> <p>This option may lead to slight growth in swimming participation through the availability of an extended pool programme.</p>

	<p>Abbey Leisure Centre. The provision at Abbey would fall short of the ASA recommendations.</p> <p>Sport England indicates an over provision in Sports Hall provision within the area, although further assessment on the ability to secure community access would be required. This option looks to reinstate the provision on a like for like basis.</p> <p>Provision of Synthetic pitches within the area appears in line with the current demand. Therefore in this case replacement of the pitch within the College campus is warranted notably as 2 are primarily utilised for Educational use.</p>	<p>programme can be facilitated through this option albeit disjointed. The actual participation rates may be not increase in proportion to the increased programme due to the lack of physical connection between the facilities.</p> <p>Specific intelligence on the demand for Leisure provision from the residents of Sherburn at this stage is unknown, further research would be required to support this option.</p>	<p>The re- establishment of the Synthetic pitch, albeit on a separate site within this option will serve to increase participation levels within football both for causal and organised use with slight increases attainable within Rugby League and Hockey at a recreational level. Development activities will equally benefit through the availability of the all year round facility.</p> <p>Localised growth in participation within Sherburn may be foreseeable but the extent and impact on the overall Leisure participation at this stage in unknown. This option has the potential to displace participation within geographical areas aligned with the provision</p>
<p>Hybrid B – elements of repair plus with additional pool provision delivered from Barlby High School</p>	<p>ASA current guidance promotes a move away from a “Leisure” pool with a clear recommendation to provide 25 metre 6 lane pool with supporting Teaching Pool. This option would see</p>	<p>The internal modifications as part of this option will support the drive in membership sales towards an enhanced target and support an extended Studio programme</p>	<p>Increased participation levels can be assumed through this option with associated social and health benefits from an increase in the studio programme and an increase in the membership base.</p>

Appendix B

	<p>improvements to the small Pool provision at Barlby High School however it should be recognised that this facility does not meet the ASA standard and is geographically remote from Abbey Leisure Centre. The provision at Abbey would fall short of the ASA recommendations</p> <p>Sport England indicates an over provision in Sports Hall provision within the area, although further assessment on the ability to secure community access would be required. This option looks to reinstate the provision on a like for like basis.</p> <p>Provision of Synthetic pitches within the area appears in line with the current demand. Therefore in this case refurbishment of the pitch is warranted notably as 2 are primarily utilised for Educational use.</p>	<p>In regards to the Learn to swim programme the likelihood is that the ambitious target would remain the same with demand shared across the 2 Pools. An overall increase in the pool programme can be facilitated through this option albeit disjointed. The actual participation rates may be not increase in proportion to the increased programme due to the lack of physical connection between the facilities.</p> <p>Specific intelligence on the demand for Leisure provision from the residents of Barlby at this stage is unknown, further research would be required to support this option.</p>	<p>This option has the potential to show slight growth in swimming participation through the availability of an extended pool programme.</p> <p>The re- establishment of the Synthetic pitch, within this option will serve to increase participation levels within football both for causal and organised use with slight increases attainable within Rugby League and Hockey at a recreational level. Development activities will equally benefit through the availability of the all year round facility.</p> <p>Localised growth in participation within Barlby may be foreseeable but the extent and impact on the overall Leisure participation at this stage is unknown. This option has the potential to displace participation within geographical areas aligned with the provision</p>
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Public Session

Report Reference Number (C/12/8)

Agenda Item No: 4

To: Extraordinary Council
Date: 6 November 2012
Author: Helen Gregory, Policy Officer
Lead Officer: Keith Dawson, Director of Community Services
Executive Member: Councillor Mark Crane, Leader of the Council

Title: Local Development Framework: Core Strategy Examination in Public.

Summary:

This report updates the Council on the progress of the Core Strategy through the Examination in Public (EIP) at the reconvened sessions that took place on 5 and 6 September 2012.

The report sets out the key issues and next steps and provides a schedule of the 7th Set of Proposed Changes for approval for consultation, these are the further proposed changes required in order to ensure consistency with the new National Planning Policy Framework (NPPF) published during the Core Strategy process (in March 2012).

The Proposed Changes respond to the June/July 2012 public consultation on compliance between the Core Strategy and the NPPF, which were debated at the September 2012 EIP and take into account the Inspector's Note (23 October).

The remaining few changes require a further consultation exercise (between 12 November and 28 December 2012) and the soundness issues will be examined at a reconvened EIP in February 2013.

Recommendations:

- I. To agree the 7th Set of Proposed Changes for consultation.**
- II. To authorise the Director of Community Services, Access Selby, after consultation with the Leader of the Council, to agree any necessary further detailed wording of Main Modifications relating to the Core Strategy Policies prior to consultation.**
- III. To authorise the officers representing the Council at the reconvened EIP to make any necessary Additional Modifications to the Core Strategy Policies before and during the reconvened EIP.**
- IV. To authorise Officers to make the necessary arrangements for (a) the**

public consultation between 12 November and 28 December 2012 and (b) other procedural issues not covered by existing delegations to enable effective conduct of the remaining Examination and Reporting procedure.

Reasons for recommendations:

A formally adopted Core Strategy is an essential part of the Council's Local Development Framework (now referred to as the Local Plan) and is needed for the proper planning of the District of Selby.

The recommendations seek to assist the progress of the Core Strategy towards adoption and will contribute towards the implementation of the statutory development plan within the timescale agreed with the Government Inspector.

1. Introduction

- 1.1 The Core Strategy remains subject to the examination process following formal Submission in May 2011. The previous report to Extraordinary Council on 29 May 2012 (reference C/12/ 2) provides further background to the process. In summary, following the enactment of the Localism Act 2011 and new National Planning Policy Framework (NPPF, March 2012) the process has been delayed whilst the Inspector examines the Core Strategy in the light of new Government policy and Regulations.
- 1.2 The April 2012 EIP considered three key topics and the NPPF, whilst the reconvened EIP hearing sessions which took place on 5 and 6 September 2012 were required in order for the Inspector to re-examine the Core Strategy in relation to the policies and soundness tests in the new NPPF. The Agendas for the 2 separate sessions are available on the Core Strategy EIP web pages of the Council's website.
- 1.3 The Council finds itself in new territory both in terms of exploring the subtleties of new national policy framework, and in exploring legal issues in the context of recently published Regulations. Whilst some level of debate over the policies in the Strategy was anticipated, the Council is in a hybrid LDF/Local Plan system and there is no clear guidance from the Government or Planning Inspectorate how that should operate. Consequently, the EIP process has been extended again to an unprecedented 4th session.

2. Background and Update on September 2012 EIP

- 2.1 The reconvened EIP in September 2012 was for the purpose of considering the Core Strategy in the light of the National Planning Policy Framework (NPPF). The Council published a Position Statement (31 August 2012) prior to the EIP to assist the Inspector and to use as a basis for discussion at the Hearing Sessions.
- 2.2 At the end of the 2 days, the Inspector highlighted that there remained a limited amount of issues that the Council need to reflect on. The Inspector agreed to provide a Position Statement on what his areas of

concern were by mid-October.

- 2.3 Officers provided the Inspector with a copy of the Draft 7th Set of Proposed Changes. Subsequently the Council received the Inspector's Note which is effectively the Inspector's Position Statement which he said he would provide by Mid October - he has structured the note to respond to the draft Proposed Changes. The Inspector's Note was published on the Core Strategy EIP Webpage on 23 October alongside the Draft 7th Set of Proposed Changes to which they relate (as presented to Executive meeting on 1 November) for information.
- 2.4 Officers have now considered the Inspector's Note in detail and a response to each of the Inspector's points is attached at Appendix 1 for information. However, Section 5 below sets out the main points and highlights where the Core Strategy is recommended to be further changed.
- 2.5 Appendix 2 (with associated Annexes) provides a Schedule of the full details of the Proposed Changes. The Schedule is presented to Extraordinary Council for approval for consultation purposes. The schedule of Proposed Changes comprises both 'Main Modifications' and 'Additional Modifications'.
- 2.6 Any Main Modifications will require further consultation, and for consistency this consultation exercise will also include all Additional Modifications, any new evidence and any new Sustainability Appraisals.
- 2.7 "Main Modifications" are those which the Council must ask the Inspector to consider. The Inspector may then recommend Main Modifications as part of his report in order to make the Core Strategy sound. His ability to recommend Main Modifications is limited to those changes which are necessary to remedy unsoundness or legal compliance. "Additional Modifications" are those which do not materially affect the policies of the Core Strategy. These may be made without the need to be examined in public.
- 2.8 Although both the Main and Additional Modifications are open for consultation, the Inspector will only consider the Main Modifications to the Plan and not the lesser Additional Modifications. It is for the Council, to make those Additional Modifications prior to adoption.

3. Legal Issues

- 3.1 One participant raised legal issues related to Section 20(7) of the Planning and Compulsory Purchase Act 2004 (PCPA) (as amended by Section 112 of the Localism Act 2011) which provides the Independent Inspector with powers to make Main Modifications to the Core Strategy where it is reasonable to conclude that the Local Authority complied with any duty imposed on the authority by section 33A (of the PCPA 2004, as inserted by Section 110 of the Localism Act 2011).
- 3.2 The Inspector has previously ruled that the legal duty to meet the Duty to Cooperate (DTC) (under s33A) does not apply to the Submission

Draft Core Strategy (SDCS) because it was submitted prior to the commencement date of 15 November.

- 3.3 The participant opined that the wording of the Act was such that because the Local Planning Authority has not met the duty imposed then this does not allow the Inspector to make Main Modifications.
- 3.4 This is a legal issue which relates to the drafting of the Government's primary legislation and how the section applies to those authorities with Core Strategies where the Duty to Cooperate does not apply. This would not just affect the Selby Core Strategy.
- 3.5 There is no Government guidance either from the Planning Inspectorate or the Department of Communities and Local Government; although the Inspector indicated that this might be forthcoming (no timings are available). We await the Inspector's legal view on the interpretation of the Act. In the meantime the Inspector has requested both the participant and Council to provide legal submissions on this point of law – but not until January 2013.
- 3.6 This represents a risk to the Council. Officers have instructed Counsel to provide a legal opinion and have requested an early view from the Inspector.
- 3.7 The Inspector's Note sets out that he gave his ruling on the legal aspect of the duty to cooperate in April 2012, concluding that it does not apply in this case (INSP/12). The argument that this finding does not allow him to recommend main modifications seems, on the face of it, to have little merit because s20(7) of the 2004 Act consistently refers to *any* duty imposed by s33A – the Inspector interprets this as allowing for situations in which (for whatever reason) the duty to cooperate does not bite. He states that he cannot reach a firm conclusion on this point until he has considered the full legal submissions to be put to him early next year, but his initial view is that s20(7C) does apply and that he has the power to recommend main modifications.

4. Next Steps

- 4.1 In order to respond to the Inspector's remaining concerns in the light of debate at the EIP it is necessary for the Council to agree further changes to the Core Strategy to ensure the Core Strategy can be found sound by the Inspector. This 7th Set of Proposed Changes must be agreed and then subject to further consultation.
- 4.2 It has been agreed with the Inspector that the Proposed Changes will be made available for consultation for 6 weeks. Officers have proposed more than 6 weeks to take account of the Christmas period.
- 4.3 The following timetable has been agreed with the Inspector (and it has been published on the Council's website):
- Consultation 12 November – 28 December 2012
 - Legal Submissions in January/February 2013
 - Final EIP hearing sessions on 27 February 2013 (and 28 February reserve / over-run)

- 4.4 The documents which will be subject to consultation are the 7th Set of Proposed Changes and the SEA/SA Addendum (October 2012) (see Section 6 below). This Council report will be added to the EIP 'library' as a Core Document.
- 4.5 The purpose of the February 2013 EIP is for the Inspector to re-examine the Core Strategy only in light of the 7th Set of Proposed Changes which relate to changes arising out of the debate at the September 2012 EIP and in order to ensure consistency with the new National Planning Policy Framework (NPPF). It is not another opportunity to reopen debates on the other aspects of the Core Strategy that have already been heard at the EIP sessions. The Inspector will publish his Agenda nearer to the time.

5. Key Issues and Main Changes

General Matters

- 5.1 It is worth highlighting that, in his Note, the Inspector states that, as a result of the Council's positive response to, initially, the reasons for the Examination being suspended and, subsequently, to the representations and discussions concerning the National Planning Policy Framework (NPPF), the areas where there remains a risk of him having to recommend main modifications to achieve a sound plan are relatively few.
- 5.2 Other than the one topic below, on Fairburn, the Inspector says that the various concerns he has expressed on a range of other matters throughout the Examination, have largely been addressed, at least to the extent that (on current thinking) they are unlikely to be the subject of recommendations by the Inspector of main modifications which have not been suggested by the Council.

Main Topics

- 5.3 Appendix 2 provides a full schedule of the 7th Set of Proposed Changes to the SDCS for approval for consultation. It highlights which are the Main Modifications and Additional Modifications (see paragraphs 2.7 – 2.8 above for definitions). The key issues are summarised below with reference to the Inspector's Note where relevant.

(a) Green Belt Policy CPXX

- 5.4 The Green Belt policy was introduced and consulted upon in January 2012 following the September 2011 EIP. The principle and wording has already been debated at the previous hearing sessions and in response, the 7th Set of Proposed Changes simply provides some clarity of wording in the supporting text and proposes a rewording of the main policy to improve readability to reflect the policy intentions. The changes do not alter the Council's decision to review Green Belt and to allocate some sites for development where appropriate. It is merely a restructuring and simplification of the wording to emphasise

that development of some Green Belt land in some settlements (for example Tadcaster) may be more appropriate than non-Green Belt land in other locations (such as transferring Tadcaster's growth to another settlement).

- 5.5 Rewording has already been debated at the EIP and, at the request of the Inspector, already been circulated to and subject to comments by other participants prior to publication for consultation (and being reported to Council) in order to streamline the process of consultation.
- 5.6 No comments from third parties have been received although the Inspector provided his views on the proposed wording and these have been incorporated into the revision. Subsequently, in his Note the Inspector suggests some re-phrasing in the Policy CPXX, given that there might potentially, in time, be more than one circumstance which triggers the need for a Green Belt review. The revised policy CPXX is provided in *Appendix 2, Annex A*.
- 5.7 It should also be noted that there is a consequential change concerning the revisions to the Green Belt policy. When adopted, the new Policy CPXX will supersede Selby District Local Plan (SDLP) Policies GB1, GB2, GB3 and GB4 (previous proposed change number PC6.19). Because new CPXX does not refer to Major Developed Sites in the Green Belt, those sites currently annotated on various Inset Maps in the SDLP will be deleted once the new Core Strategy policy is adopted. In such circumstances, where the adoption of the local plan would result in changes to the adopted policies map, there is also the requirement to submit a submissions policies map. Therefore, although not part of the 7th Set of Proposed Changes the Council will also publish a list of Inset Maps which are to be deleted from the SDLP in their entirety as well as two replacement Inset Maps – one for Church Fenton West (Map 20) and one for Sherburn in Elmet (Map 54). The only change to the Inset maps is the deletion of the 'Major Developed Site' notation and updating the Key. These Maps are not part of the consultation but will be submitted to the Secretary of State (to the Inspector) and be added to the Core Documents list (Proposals Map, CS/CD3) as part of the submissions policies map. When the Core Strategy is adopted, these Inset maps will replace the existing ones in the SDLP.

(b) Review of Development Limits

- 5.8 The Submission Draft Core Strategy already refers to the intention that the Site Allocation DPD will review the Development Limits of the three main towns and Designated Service Villages. In the light of changes to the development plan system and for completeness/consistency, it is now proposed to extend the review of Development Limits to also now include Secondary Villages (i.e. all Developments Limits around all settlements) – see schedule in Appendix 1 for text change to the Core Strategy.

(c) Policy CP1A Garden Land

- 5.9 Respondents to the 6th set of changes and NPPF consultation in June/July considered that the approach in Policy CP1A which resisted development on garden land in Secondary Villages was overly restrictive and contrary to policies in the NPPF seeking to promote the rural economy.
- 5.10 Officers considered that it might be necessary to remove the differentiation between the Designated Service Villages (where development in garden land is acceptable) and Secondary Villages (where it is not) because of the inability to evidence the impacts of the effects of garden land development in one part of the settlement hierarchy compared to another. As such the Council's Position Statement (31 August 2012), which was published to assist debate at the EIP suggested that it may be necessary to amend Policy CP1A to remove the differentiation between the treatment of garden land in Designated Service Villages and Secondary Villages.
- 5.11 However in the light of debate and the views of the Inspector at the September 2012 EIP, it is now considered that the differentiation is justified by the existing strategy in the Core Strategy to treat the levels of the settlement hierarchy differently in order to focus development in the towns and Designated Service Villages, whilst only allowing limited amount of development in the smaller rural Secondary Villages. Several third parties remain of the view that restrictions in Secondary Villages should be lifted to make them equal to Designated Service Villages.
- 5.12 On reflection it is not considered necessary to change the policy in this respect and it is sound, and consistent with NPPF to retain the Policy as that submitted: that there remains differentiation between the Designated Service Villages (where development on garden land is acceptable in principle) and Secondary Villages (where it is not). There are however some minor word changes to the policy which are proposed to improve clarity – see *Appendix 2, Annex C*

(d) Policy CP2 (Housing numbers) and Treatment of Windfalls

- 5.13 Several objectors (house builders and their agents) continue to push for a higher annual housing requirement of 500-550 dwellings per annum (dpa), although the Council continues to promote 450 dwellings per annum (dpa) as a realistic and achievable minimum target based on sound evidence. The Inspector has yet to form a final view on this.
- 5.14 The issue of windfalls has been debated at great length at each of the hearing sessions. The Council has provided further information to the Inspector about past trends and provided amendments to text to clarify the definitions used and how supply of housing from non-allocated sites will contribute to the overall delivery of housing in the District over the Plan period.
- 5.15 The Council has been working on the basis that windfalls are additional to identified housing requirement set out in the Plan – i.e.

are over and above the amount that will come forward on planned sites.

- 5.16 The Council's position (see Position Statement, 7 June 2012) was that the NPPF did not change that approach and only allowed for Local Planning Authorities to make an allowance for windfalls in the 5 year housing land supply (not in the planned for development in the Local Plan policy). As such in response to the NPPF, the Council proposed amended text to the Core Strategy to clarify that windfalls would continue to come forward and would be in addition to the 450 dpa on planned-for sites. However, because of the difficulty in quantifying the actual amount of windfalls likely to occur (by their nature unidentifiable sites) then the Council has not included an allowance for them.
- 5.17 However the Inspector made it clear at the September 2012 EIP that the new NPPF *does* allow windfalls to form part of the District's housing land supply over the Plan period, and considered it was possible to make an estimation of future likely contribution based on available evidence. He asked the Council to reflect on the evidence available to enable a projection to be made by quantifying the likely number of windfall completions per annum. This may demonstrate a more accurate picture of all housing delivery expected throughout the Plan period.
- 5.18 Officers have undertaken some further research using existing evidence in the light of paragraph 48 of the NPPF which states that:
- “Local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens.”*
- 5.19 The Council's Position Statement produced for the previous changes/EIP (7 June 2012) set out the position that past trends are not necessarily an accurate prediction of future performance because of different planning contexts (the Selby District Local Plan control on development versus the new Core Strategy and positively planned allocations through the Site Allocations Development Plan Document) so that the opportunity for windfalls on non-allocated sites is likely to be fewer than in the past. However, the SDLP policies are more restrictive in terms of allowing development on previously developed sites only, whereas Core Strategy Policy CP1A provides the framework for managing residential development in settlements which allows for development on non-allocated sites including Greenfield, which may provide some balance.
- 5.20 The Council consider therefore that the previous delivery of windfalls may not necessarily continue at the same high levels in the future. However, in the light of the Inspector's request to identify a realistic allowance, the following approach has been taken (in line with NPPF paragraph 48):

- 5.21 Any allowance should be realistic (not include residential gardens) having regard to:
- (i) historic windfall delivery rates
 - (ii) the Strategic Housing Land Availability Assessment
 - (iii) expected future trends
- 5.22 The best available evidence indicates that windfalls might be expected to contribute between 105 and 170 dwellings per year on top of the 450 dpa housing requirement. Further information on windfalls is provided in Appendix 3 of this Council Report.
- 5.23 It is not proposed that future, unknown windfalls are relied upon to deliver the 450 dpa housing requirement which is based on objectively assessed needs. Instead it is sensible to set out that on top of the 450 dpa - flexibility is provided (to meet the NPPF requirement to significantly boost housing supply) by referring in the Core Strategy to 450 dpa being provided on 'planned-for' sites (i.e. those existing commitments and net allocations in Policy CP2) and that a minimum of about 105 dwellings per year are expected to be provided in addition on unknown windfall sites. This does not change the Council's view on the Core Strategy Housing numbers; instead it simply quantifies the windfall element that is already anticipated.
- 5.24 In order to be clear on the approach to windfalls it is proposed to add a footnote to Policy CP2 which sets out the 105 dpa windfalls per annum is on top of the 450 dpa. Also it is already proposed to amend the housing trajectory (a previous published change) to include affordable housing and it is now considered appropriate to include the windfall element in the same graph. Additional modifications to the reasoned justification are also proposed to provide further explanation.
- 5.25 In his Note, the Inspector welcomes the recognition now given to the contribution from windfalls, for it makes clear that the Core Strategy is expected to result in more houses being delivered than the 450 dpa minimum of Policy CP2, thereby satisfying the NPPF requirement to significantly boost housing supply. It also allays any residual concern about overall housing numbers.
- 5.26 However, the Inspector requires some further clarification regarding how the housing target is to be met (from allocations and existing permissions) and that the contribution from windfalls would be counted as an addition to the 450 dpa target figure. See Appendix 1 for further details.
- 5.27 Appendix 2 Annex D sets out the amended Policy CP2 wording, amended text / reasoned justification in relation to windfalls and the revised trajectory graph.
- 5.28 It should also be noted that the amendments to Policy CP2 also include the specific reference to the 450 dpa being a minimum amount which meets the NPPF pro-growth agenda. In addition, there is a consequential amendment to Policy CP2 - the previous set of changes only changed the text regarding the removal of phasing and not the policy.

(e) Policy CP5 Affordable Housing

- 5.29 No further issues were raised at the EIP hearing session on Policy CP5. However, to clarify that the small sites commuted sum off-site contribution to affordable housing is negotiable (consistent with the 40% target), the Council (in the Position Statement and raised at the EIP with the Inspector) suggested inserting “up to” before 10%. This forms one of the Proposed Changes in the attached Schedule.

(f) Policy CP6 Rural Affordable Housing

- 5.30 Objectors highlighted that the proposed change (PC6.55) regarding the Core Strategy approach to market housing on rural exceptions sites is better placed in the policy rather than being introduced as text.
- 5.31 The Council concur and now propose to add to the policy what the 6th Set of Proposed Changes already changed in the text to reflect the NPPF. It also incorporates additional amendments to improve readability.
- 5.32 In his note, the Inspector raises some queries regarding:
- the consistency between revised Policy CP6 and Policy CP1 Part A, Section (b)
 - whether it is appropriate that the Rural Exceptions Policy applies to all settlements rather than just villages
 - the suggested deletion of a previous propose change at CP6 Part (i), which clarifies where the policy would apply within the settlement hierarchy
- 5.33 These points are covered in more detail at Appendix 1, whilst Appendix 2 sets out the proposed changes (see Annex E for Policy CP6).

(g) Policy CP9 Scale and Distribution of Economic Growth

- 5.34 Objectors to the 6th Set of Proposed Changes and the NPPF consultation in June/July have raised issues regarding development in open countryside and whilst NPPF allows for well-designed new buildings the Core Strategy currently only allows for re-use.
- 5.35 The SDC Position Statement published to assist discussion at the EIP (31 August 2012) accepted that Policy CP9 which allowed for re-use but did not allow for well-designed new buildings was overly-restrictive in the light of NPPF.
- 5.36 In addition, with particular reference to former mine sites, it was noted that to retain criteria 1 and 2 in Part C would mean that restrictions on these sites would be more restrictive than that applied to the open countryside and was considered would represent an inappropriate anomaly and be contrary to the NPPF.
- 5.37 These points were debated at the EIP and there was general

consensus that the policy should be re-worded in a different way to capture the re-use and new-buildings elements as they affect ALL former commercial sites in the countryside equally, without the necessity to specifically refer to the mine sites as special cases.

- 5.38 Alternative revised wording is therefore proposed in the 7th Set for consultation. This comprises changes to the policy to ensure consistency with the NPPF whilst retaining the local strategy for supporting jobs growth which utilises existing infrastructure as well as some minor amendments of the reasoned justification.
- 5.39 In his note, the Inspector requires some clarification on the particular areas to which the rural economy, Part C applies. He also considers that the NPPF qualification that all rural development should be sustainable is an important one. In addition he raises some presentational points.
- 5.40 The revised wording for both the text and the Policy CP9 is provided in Appendix 2, Annex F.

(h) Policy CP14 Low Carbon and Renewable Energy

- 5.41 Objectors to the 6th Set of changes and NPPF consultation considered that the introduction of text which stated that renewable energy projects would only be supported if they fall within identified suitable areas which may be identified in future local plan documents, is unjustified, unnecessary and not compliant with NPPF. The Council accept that this was not the intention of the proposed re-wording and as written, the policy is unduly restrictive and now propose a further change to the first part of Policy CP14.
- 5.42 Further, objectors state that NPPF Paragraph 91 wording of special circumstances is different to that proposed in the Core Strategy. The Council agree and consider that it would be helpful to ensure that the Core Strategy more closely aligns with the wording in the NPPF. As such the Council now proposes to amend Policy CP14 (previous proposed change PC6.86), last paragraph.
- 5.43 In addition, in his note, the Inspector suggests some improvements to the wording of the revised policy. See Appendix 2, Annex G for amended wording to Policy CP14.

*(i) Identification of Designated Service Villages (DSVs) (Policy CP1)
Fairburn*

- 5.44 In his note, the Inspector is clear that the objective analysis in the Core Strategy Background Paper (No. 6 Village Growth Potential) as updated by evidence during the Examination, does not support Fairburn's designation as a DSV. He considers that nothing in NPPF changes this – there is no compelling evidence that additional housing would lead to a more sustainable rural community or enhance its vitality. Unlike Appleton Roebuck (the other settlement where the objective analysis calls DSV designation into question), no case is advanced that Fairburn is part of a recognised group of villages where

development would support services in other villages nearby (indeed the reverse is true, for the nearest villages to Fairburn are already identified as DSVs). On the evidence thus far, the Inspector has stated that he is likely to recommend deletion of Fairburn as a Designated Service Village.

- 5.45 As such it is officers' recommendation that Councillors agree a further proposed change to delete Fairburn as a Designated Service Village and instead designate it as a Secondary Village (as set out in the 7th Set of Proposed Changes attached at Appendix 2).

Escrick

- 5.46 In his note, the Inspector considers that the recent identification of Escrick as a Designated Service Village is soundly based on the objective evidence and, for that reason, appears justified. However, the Inspector suggests that Policy CP1A (a) be annotated to clarify that Escrick is largely surrounded by Green Belt and any development on Green Belt land would have to accord with policy GBXX and the results of any Green Belt review.
- 5.47 The SDC response at Appendix 1 sets out further clarification on this point, because the Green Belt also affects a number of other settlements. The proposed change is set out in Appendix 2, Annex B.

6. Evidence base and Sustainability Appraisal (SA)

- 6.1 Evidence that underpins the 7th Set of Proposed Changes has not changed since the EIP in September 2012. Additional work has been undertaken to set out more clearly the windfall contribution (see Appendix 3) and how this may be included in the Core Strategy.
- 6.2 The Council set out in its previous Position Statement (31 August 2012) for the EIP and the Extraordinary Council report of 29 May 2012, that it does not consider it necessary to undertake additional Strategic Environmental Assessment and Sustainability Appraisal (SEA/SA) work for the 6th Set of Proposed Changes which were published and consulted upon in June 2012.
- 6.3 For completeness, the 7th Set of Proposed Changes to individual policies has been assessed within the SEA/SA framework alongside the 6th Set of Proposed Changes. The appraisal also considers the cumulative effects of all the proposed changes and any national and regional context policy changes.
- 6.4 The full Further Sustainability Appraisal Addendum Report (October 2012) will be made available alongside the 7th Set of Proposed Changes for consultation. An extract comprising the Non-Technical Summary is attached at Appendix 4 to this report.
- 6.5 In summary, the sustainability appraisal of the sixth and seventh set of proposed changes to the Submission Draft Core Strategy found that the changes either had neutral or beneficial sustainability effects. None of the changes were considered to result in any additional potentially negative effects than those identified previously as part of

the 2010 SA Report or the 2011 SA Addendum Report. Whilst the majority of the sustainability effects were positive or neutral it is not considered that they change the assessment of cumulative impacts presented within the 2010 SA Report or 2011 SA Addendum.

7. Conclusions

- 7.1 A number of further changes as discussed at the September 2012 EIP are proposed to the Core Strategy in order to ensure it meets the Soundness test of consistency with national policy. However, they do not cumulatively alter the overall strategy and do not represent a significant change to the Core Strategy which was submitted for examination.
- 7.2 The schedule of proposed changes and the new Addendum to the SA will be subject to consultation for (more than) six weeks prior to being examined at the February 2013 EIP. The Council will also publish this Council report as part of the EIP library as a background document for information.
- 7.3 The Inspector will then provide his report and this will be considered by the Council in due course.

Appendix 1 SDC Response to Inspector's Note

Appendix 2 Draft 7th Set of Proposed Changes

Appendix 3 Windfall information

Appendix 4 Non-Technical Summary to SA Addendum, October 2012 (separate)

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Background Documents

- Core Strategy, Submission Draft, May 2011 (and associated Core Documents including Composite Set of Proposed Changes)
- Inspector's Notes dated 10 October 2011, 14 October 2011, 4 April 2012 and 10 April 2012.
- Extraordinary Council report, 29 May 2012 (reference C/12/ 2)
- SDC Position Statement 7 June 2012 (EIP Core Document CS/CD66)
- SDC Windfall Response 31 May 2012 (EIP Core Document, CS/CD67)
- SDC Position Statement 31 August 2012 (EIP Core Document CS/CD69)
- Further Sustainability Appraisal Addendum Report, October 2012
- Inspector's Note, 23 October 2012

All available on the Council's website

Appendix 1 SDC Response to the Inspector's Note

NOTE TO COUNCIL ON DRAFT 7 TH SET OF PROPOSED CHANGES	SDC RESPONSE
<p>1. At the September 2012 Examination hearings I sought (and obtained) agreement from participants to give a “steer” to the Council on my current thinking on the latest version of the CS before it published its final set of Proposed Changes (PCs) for consultation later this year. The Council subsequently sent me its draft 7th set of PCs and draft report for comment.</p> <p>2. As a result of the Council’s positive response to, initially, the reasons for the Examination being suspended and, subsequently, to the representations and discussions concerning the National Planning Policy Framework (NPPF), the areas where there remains a risk of my having to recommend main modifications to achieve a sound plan are relatively few. The comments below are primarily directed to the draft 7th set of PCs, though I also address other matters which potentially go to soundness. I also respond to the Council’s request for my current thinking on the ‘duty to cooperate’ legal issue.</p> <p>3. It is important to appreciate that the views expressed below should not be taken as definitive of the final conclusion I may reach in my report. Whilst they represent my current thinking, the decisions I come to in my report can only be made after all the representations have been considered, the hearings have finished and the complete body of evidence has been taken into account.</p>	<p>Noted.</p>

<p><u>Green Belt</u></p> <p>4. One of the reasons for the Examination being suspended was my concern that the CS failed to give guidance on the important ‘exceptional circumstances’ test which has to be met if Green Belt releases are to be justified. At the discussion during subsequent hearings I repeated my view that a policy which facilitated a Green Belt review should set out the reasoning which, in Selby, could result in exceptional circumstances being found. To further assist the Council, I also provided my thoughts on its first re-draft of policy GBXX following the September 2012 hearings.</p> <p>5. The Council has broadly incorporated my latest comments into the 7th set of PCs. That being so, I have just one point in relation to the first line of paragraph 4.39j. Given that there might potentially, in time, be other circumstances which trigger the need for a Green Belt review, it could be argued that there is an over-emphasis on the word “only”. It might be better to re-phrase the first line as follows: “Thus the need for a Green Belt review is most likely to arise if sufficient deliverable/”.</p>	<p>AGREED</p> <p>Amend first line of 4.39j as suggested.</p>
<p><u>Scale of housing and windfall development</u></p> <p>6. The recognition now given to the contribution from windfalls is welcomed, for it makes clear that the CS is expected to result in more houses being delivered than the 450 dpa minimum of policy CP2, thereby satisfying the NPPF requirement to significantly boost housing supply. It also allays any residual concern of mine about overall housing numbers. However, despite the intention to allocate the full housing target (paragraph 5.28c), I am not at all certain that, as currently written, the contribution from windfalls <u>would</u> be counted as an addition to the 450 dpa target figure.</p>	<p>6. The contribution from unknown windfalls would be as an addition to the 450 dpa target figure. The text at para 5.28c is misleading and the Council propose to amend the paragraphs (see Annex D of the schedule of proposed changes).</p> <p>The site allocations Local Plan will allocate enough to meet the 450 (i.e. the net amount once existing permissions discounted) - these are the ‘known windfalls’ – that is, the existing planning permissions as at the base date of the SADPD as previously discussed at EIPs. These are the ‘planned-for’ sites.</p> <p>The contributions from ‘unknown windfalls’ (at least 105) are not accounted for in the 450 (new planning permissions) and will therefore be in addition to the 450 dpa.</p> <p>Proposed new text seeks to clarify the approach.</p>

7. In the 5 year supply calculation (excluding the buffer element), the contribution from completed windfall sites and those committed windfall sites regarded as deliverable is proposed to form part of the built/committed supply¹. If the target remains at 450 dpa, the situation would be similar to that which applied in the past (paragraph 5.28a of the text) – the scale of need for additional sites would be reduced below the 450 dpa on allocated sites because of the contribution from built/committed windfalls. The same principle applies to the establishment of a new baseline date for the Site Allocations plan – the overall total to be allocated would be lower than the target of 450 dpa on non-windfall sites because of built/committed windfalls in the intervening period.

8. Is the above analysis correct, or have I misunderstood the process of calculating the 5 year supply and the overall scale of housing provision? If I am right, however, the final sentence of paragraph 5.28d is not consistent with the rest of paragraphs 5.28c and 5.28d and does not properly reflect the plan's stated intention to provide significantly more than 450 dpa, as illustrated in the trajectory.

7. Note that built dwellings do not form part of the 5 year supply calculation (although completions are monitored on a yearly basis). Built are not discounted from the housing land requirement.

Only existing outstanding planning permissions – i.e. committed to be built i.e. known, planned-for sites are part of the housing supply.

Therefore it is true that the overall total to be allocated would be lower than the target of 450 if there are planning permissions at the baseline date of the Site Allocations plan to be taken into account.

This principle is established and it is clear from Policy CP2 that, at the base date of March 2011, of the overall requirement of 7200 (16x 450), 1820 dw will be provided for through already planned-for existing permissions but the majority, the remaining 5340 dw requirement will be met through new allocations. The actual figures will be different at the new base-date for the Site Allocations plan.

8. Agree that there is an inconsistency but it is not the last sentence of 5.28d which is wrong....the inconsistency can be remedied by amendments referred to at point 6 above.

The trajectory is correct that we expect to deliver significantly more than the 450 through additional windfalls. The Council propose to clarify this further by including new text and adding the following in the new footnote to the trajectory graph:

⁶ 450 dpa is the minimum to be provided on 'planned-for' sites. 'Planned-for' sites comprise existing planning permissions at the base date of the site allocations plan, and new allocations. A further contribution to housing land supply of a minimum of

¹ I appreciate that it was my suggestion that the text at the final sentence of paragraph 5.28d be changed from “may” to “will”, but that is the usual approach and no one from the Council argued otherwise. In addition, there was no indication of how “may” would be interpreted (ie which windfall sites would be included and which would not).

<p>9. It seems to me that there are two main ways in which this problem could be overcome. One is to specifically exclude windfalls (and other non-allocated development) from the 5 year supply calculation, the other is to increase the target figure to include some or all of the anticipated windfall supply.</p>	<p>105 dwellings per annum is expected to be delivered on other non-planned (windfall) sites in addition to the 450 dpa target.</p> <p>9. The Council consider that there is no problem as such, (the 5 year housing supply and the housing target are not the same) but that it can be made clearer by amending the text and annotating the trajectory as set out above.</p>
<p><u>Rural affordable housing</u></p> <p>10. The inclusion of the market homes provision in policy CP6 is consistent with NPPF. However, does the reference to “100%” affordable housing in policy CP1(A)(b) remain appropriate if some market homes are now possible?</p> <p>On a separate matter, as now drafted policy CP6 could arguably be applied to the District's towns – is this appropriate? Would it be clearer to start the policy with “In villages.....” (criterion (iii) refers to the setting of <i>the village</i>, so presumably the intention is to limit the policy to villages)?</p>	<p>Agree it needs amending. Add the following to Policy CP1, Part A, Section (b):</p> <p>Limited amounts of residential development may be absorbed in secondary villages <i>where it will enhance or maintain the vitality of rural communities (PC6.26)</i> (inside Development Limits) through ‘exception sites’ through small scale allocations (PC3.3) for 100% affordable housing <i>or mixed market/affordable sites in line with Policy CP6</i> and through small scale speculative (windfall) proposals <i>development on non-allocated sites (PC5.8) inside development limits (PC3.3)</i> which conform to the provisions of Policy CP1A <i>and Policy CP6.</i></p> <p>The policy was originally intended to apply to only those villages of 3000 or less. However because NPPF does not refer to this figure the Council have removed it (in the 6th Set of Proposed Changes) so that the policy now applies to all settlements in the District.</p> <p>The Council considered this would be not necessarily in-appropriate, to allow flexibility and all settlements would be treated the same.</p> <p>However it is also recognised that the aim of the Rural Exceptions sites policy is to assist in the supply of affordable housing in those areas where normal policy may not in fact be able to deliver such homes to meet needs.</p> <p>On reflection therefore the Council</p>

	<p>propose to incorporate additional text and amend Policy CP6 to clarify that the exceptions policy applies only to rural settlements, which are defined as DSVs and SVs. – see Annex E of the Proposed Changes.</p>
<p>11. It is not obvious to me why PC3.10 should be deleted, given that policy CP1A(a) makes a clear distinction between the types of development acceptable in DSVs compared with Secondary Villages. Deletion of PC3.10 raises the following question: on what types of site <u>within</u> DSVs would development be allowed for rural affordable housing which would not otherwise be permitted? On the face of it, PC3.10 seems to make an appropriate distinction - is there something I have missed?</p>	<p>Originally the extra text was added in by PC3.10 after debate at the September 2011 EIP.</p> <p>Then when the policy was reviewed against the new NPPF, it was considered that the additional text was superfluous, and as such was suggested to be deleted during the September 2012 EIP.</p> <p>However, on reflection it is necessary to retain it because it explains the exceptions to policy as it relates to the differential treatment of DSVs and SVs (as set out in Policy CP1 Part A (a)).</p> <p>No further change - retain PC3.10</p>
<p><u>Economic growth</u></p> <p>12. Whilst the general approach to the rural economy and the changes resulting from the September 2012 hearings are consistent with NPPF, the latest wording for part C of policy CP9 raises a number of issues. The first is definitional – it is not entirely clear to what areas the “Rural Economy” heading applies, and whether this is the same as “rural areas” in the first sentence of part C. I assume from Part A (3) that it relates to DSVs, SVs and the countryside – is that correct, and should it be specified?</p>	<p>Parts A and B of Policy CP9 apply to all areas as clarified by 6th Set of Proposed Changes.</p> <p>New Part C applies to ‘rural areas’. As such the Council propose to clarify the policy and the text to clarify to which areas the policy applies – that is outside the three towns – see Annex F of the Proposed Changes.</p>
<p>13. Secondly, the first sentence of part C seems not to apply the “sustainable” test of NPPF paragraph 28 to all development. Thus a small scale, well designed building for employment development on a greenfield site in open countryside in a remote part of the District would appear to gain support from the policy, even though it might be regarded as unsustainable because of its location and/or use of greenfield land. It seems to me that the NPPF qualification that <u>all</u> rural development should be sustainable is an important one.</p>	<p>Agreed. Amend the Policy – See revised Policy CP9 in 7th Set of Proposed Changes, Annex F.</p>

<p>14. On a matter of presentation, the inclusion of certain types of site (C.2) in a list which otherwise refers to categories of use and development appears somewhat out of place, especially as the policy starts with “Development proposals for.....”</p>	<p>See revised Policy CP9 in 7th Set of Proposed Changes, Annex F.</p>
<p><u>Renewable and low carbon energy</u></p> <p>15. The addition of the first new paragraph to policy CP14 closely follows NPPF paragraph 97 and is fine (though it might be easier to comprehend if the two main elements were better separated).</p> <p>The second new sentence is poorly phrased as drafted, for it could be taken to imply that Council support might <i>not</i> be given for schemes within ‘identified suitable areas’; I suggest the “if” after ‘neighbourhood plans’ is replaced by “including those”, or similar.</p>	<p>First Para - Agree to separate two elements.</p> <p>Second Para – Agree.</p> <p>The policy is further redrafted by moving the 2nd para into the second part of the policy with some further minor amendments for presentational purposes.</p> <p>See revised Policy CP14 in 7th Set of Proposed Changes, Annex G.</p>
<p>16. The assessment criteria then follow. The first set deletes the previous reference to ‘identified suitable areas’ (deleting PC6.85) and is appropriate. There then follows a repeat of the criteria with the ‘identified suitable areas’ clause of PC6.85 retained – I assume this is an error, for if not the policy does not make sense.</p>	<p>Noted.</p> <p>The entire section is repeated due to a drafting error – simply delete – See revised Policy CP14 in 7th Set of Proposed Changes, Annex G.</p>
<p><u>Other matters</u></p> <p>17. I have no specific comment on the other PCs now proposed in the 7th set. Of course, it is not possible to say that this will remain the position following receipt of representations on these PCs and the consideration of them at the final hearing session in February 2013.</p> <p>18. Other than the one topic below, the various concerns I have expressed on a range of other matters throughout the Examination have largely been addressed, at least to the extent that (on current thinking) they are unlikely to be the subject of recommendations by me of main modifications which have not been suggested by the Council.</p>	<p>Noted</p>

<p><u>Identification of DSVs</u></p> <p>19. I do remain concerned about the inclusion of Fairburn as a DSV. The objective analysis in CS/CD22e, as updated by evidence during the Examination, does not support such designation. Nothing in NPPF changes this – there is no compelling evidence that additional housing would lead to a more sustainable rural community or enhance its vitality. Unlike Appleton Roebuck (the other settlement where the objective analysis calls DSV designation into question), no case is advanced that Fairburn is part of a recognised group of villages where development would support services in other villages nearby (indeed the reverse is true, for the nearest villages to Fairburn are already identified as DSVs). On the evidence thus far, I am likely to recommend deletion of Fairburn as a DSV.</p>	<p>Officers concur with the Inspector’s analysis and Council is recommended to delete Fairburn as a Designated Service Village and instead define it as a Secondary Village within the settlement hierarchy.</p> <p>As such Fairburn will be removed from the List in Policy CP1 and there are consequential updates throughout the Submission Draft Core Strategy (covered by PC6.3).</p> <p>See 7th Set of Proposed Changes.</p>
<p>20. The recent identification of Escrick as a DSV is soundly based on the objective evidence and, for that reason, appears justified. However, I appreciate the argument that, as it is almost completely surrounded by Green Belt, its inclusion as a DSV might imply that some development on Green Belt land is inevitable. In my view that is not the case – the tests of policy GBXX would have to be applied to any potential Green Belt releases at Escrick and the outcome should not be predetermined by designation as a DSV. I believe that such a qualification should be made explicit in policy CP1A (a) – perhaps by a notation (similar to the linked villages asterisk) which states that Escrick is largely surrounded by Green Belt and any development on Green Belt land would have to accord with policy GBXX and the results of any Green Belt review.</p>	<p>Noted.</p> <p>Although it would be helpful to flag up Green Belt issues here, it would be misleading to only refer to Escrick as other settlements are also affected by Green Belt.</p> <p>Also, with respect, the wording suggested by the Inspector refers to development on Green Belt land - but if reviewed and removed from Green Belt for development purposes then the land would no longer be in Green Belt.</p> <p>The Council therefore agree in principle and propose that Policy CP1 Part A, Part (a) is annotated - See revised Policy CP1 in 7th Set of Proposed Changes, Annex A.</p>

<p><u>Duty to cooperate</u></p> <p>21. I gave my ruling on the legal aspect of the duty to cooperate in April 2012, concluding that it does not apply in this case (INSP/12). The argument that this finding does not allow me to recommend main modifications seems, on the face of it, to have little merit because s20(7) of the 2004 Act consistently refers to <i>any</i> duty imposed by s33A – I interpret this as allowing for situations in which (for whatever reason) the duty to cooperate does not bite. Clearly I cannot reach a firm conclusion on this point until I have considered the full legal submissions to be put to me early next year, but my initial view is that s20(7C) does apply and that I have the power to recommend main modifications.</p>	<p>Noted.</p>
<p><i>Martin Pike</i></p>	<p>SDC</p>
<p>INSPECTOR</p>	<p>October 2012</p>
<p>October 2012</p>	

ANNEXES

Appendix 2 Draft 7th Set of Proposed Changes

Annex A	CPXX and text
Annex B	CP1 (Escrick and Fairburn)
Annex C	CP1A
Annex D	CP2, text on windfalls and trajectory
Annex E	CP6 and text
Annex F	CP9 and text
Annex G	CP14

KEY TO NOTATIONS

7th Set changes shown in **yellow highlight**.

All 7 Sets of Proposed Changes use the following protocol:

Main Modification is denoted by **RED TEXT**

Additional Modification is denoted by **BLUE TEXT**.

ANNEX A - Proposed Revised Policy CPXX post-September 2012 EIP

NOTES:

Paragraphs 4.39a-p were introduced by PC5.6 as a main modification to replace SDCS Paras 4.37-4.39

PC6.19 removed supporting text and policy references to Major Developed Sites in the Green Belt. For ease of reading, those deletions are not shown below.

*Only the **yellow highlighted** sections are subject to consultation and all the changes in the text as apt of the 7th Set of PCs are Additional Modifications.*

The only Main Modification is a rewording in the policy for clarification in the light of debate at the EIP.

Green Belt

- 4.39a The District is covered by parts of both the West Yorkshire and York Green Belts. One of the functions of the Green Belt is to prevent the coalescence of settlements, for example by preserving the open countryside gap between Sherburn in Elmet and South Milford. ~~National planning guidance~~ The NPPF (PC6.20) stresses the importance of protecting the open character of Green Belt, and **that** 'inappropriate' forms of development ~~as expressed in higher order policy (PC6.20)~~ will be resisted unless very special circumstances can be demonstrated.
- 4.39b The area covered by Green Belt is defined on the Proposals Map. For the avoidance of doubt, the boundary line shown on the Proposals map is included in the Green Belt designation. Where there are different versions of maps that contradict one another, the most up to date map from the Council's GIS system has authority.

Green Belt Review

- 4.39g RSS Policy YH9: Green Belts of the Yorkshire and Humber states that "localised reviews of the Green Belt boundaries may be necessary in some places to deliver the Core Approach and Sub Area policies". **The NPPF states that Green Belt boundaries should only be altered in exceptional circumstances, as part of the Local Plan process, and that any review of boundaries should take account of the need to promote sustainable patterns of development.** ~~The Council considers that only in exceptional circumstances where there is an overriding need to accommodate what would otherwise be inappropriate development, and or (PC6.20) where Green Belt land offers the most sustainable option, would will (PC6.20) land be considered for taking taken (PC6.20) out of the Green Belt. The A (PC6.20) Green Belt review may also consider identifying areas of safeguarded land to facilitate future growth beyond the plan period.~~
- 4.39h The text accompanying Core Strategy Policy CP3 notes the land supply issue at Tadcaster and other locations which has limited the potential delivery of housing in otherwise very sustainable locations. The Council

is seeking to protect the settlement hierarchy and considers that the most sustainable option is to ensure that the Principal Town, ~~and~~ Local Service Centres ~~and~~ (PC6.20) ~~other sustainable~~ DSVs in (PC6.20) the settlement hierarchy (PC6.20) ~~meet their own needs~~ provide for the appropriate level of growth in accordance with NPPF Para 85 “ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development”. (PC6.20) This is especially true in Tadcaster where it is vitally important in order to deliver the Core Strategy Vision, Aims and Objectives to meet local needs and support the health and regeneration of the town.

- 4.39i The overriding objective to accommodate development where it is needed to support the local economy (alongside other town centre regeneration schemes) cannot take place elsewhere in the District and still have the same effect on securing Tadcaster’s ~~and other settlements’~~ (PC6.20) longer term health. Core Strategy Policies CP2 and CP3 seek to bring land forward in the most sustainable locations within Development Limits in ~~Selby~~, Tadcaster, ~~Sherburn and the other~~ sustainable DSVs. The current, 2011 SHLAA generally demonstrates sufficient sites to achieve this, however ~~but~~ (PC6.20) the Core Strategy must be pragmatic, flexible and future-proofed. Therefore, ~~if land remains unavailable sites are not forthcoming~~ (PC6.20) ~~delivered~~ and other options ~~explored~~ (PC6.20) for facilitating delivery fail, the Council must consider an alternative sustainable option.
- 4.39j Thus the need for a Green Belt review is most likely to arise if sufficient deliverable / developable land outside the Green Belt cannot be found in those settlements to which development is directed in accordance with the settlement hierarchy ~~and~~ if development in alternative, non Green Belt settlements / locations is a significantly less sustainable option (because the needs of the particular settlement to which the development is directed outweigh ~~both~~ the loss of Green Belt land and any opportunity for that development to take place on non-Green Belt land elsewhere). A Green Belt review may also consider identifying areas of Safeguarded Land to facilitate future growth beyond the Plan period. The Council ~~therefore~~ considers that this ~~offers~~ constitutes the exceptional circumstances that justify a need to strategically assess the District’s (PC6.20) growth options across the Green Belt.
- 4.39k Such a review would seek to ensure that only land that meets the purposes and objectives of Green Belt is designated as Green Belt – it would not be an exercise to introduce unnecessary additional controls over land by expanding the Green Belt for its own sake. Similarly, the review would not seek to remove land from the Green Belt where it is perceived simply to be a nuisance to obtaining planning permission. The review may also address anomalies such as (but not exclusively) cartographic errors and updates in response to planning approvals, reconsider “washed over” villages against Green Belt objectives, and consider simplifying the on-the-ground identification of ~~all the~~ Green Belt boundaries by ~~following logical physical features~~ identifying physical features that are readily recognisable and likely to be permanent. (PC6.20)

- 4.39l The review would be carried out in accordance with up to date national policy and involve all stakeholders, and take into consideration the need for growth alongside the need to protect the openness of the District. It would examine Green Belt areas for their suitability in terms of the purpose of Green Belt in accordance with the NPPF. (PC6.20)
- 4.39n The review may also consider
- the relationship between urban and rural fringe; and
 - the degree of physical and visual separation of settlements
- 4.39o This could supply a schedule of areas for further investigation where sites may be considered for suitability for development, and be subject to a Sustainability Appraisal sustainability assessment. This may consider other policy/strategy designations such as existing Local Plan 2005, sustainability criteria such as accessibility to services, facilities and public transport, heritage assets, landscape character, nature conservation and also flood risk. The Green Belt review and Sustainability Appraisal would then undergo public consultation. (PC6.20)
- 4.39oo ~~A lower order The Sites Allocation DPD may then identify land for development during the plan period. It may also safeguard land and/or safeguarding to facilitate development beyond the plan period and avoid a further Green Belt review in the future.~~
- The Local Plan will be the mechanism to respond to the Review and establish a robust Green Belt that should not need to be amended for many years. It will:
- Define the Green Belt boundary using landmarks and features that are easily identifiable on a map and on the ground.
 - Review those settlements that are 'washed over' by Green Belt and those that are 'inset' (i.e. where Green Belt surrounds the village but the village itself is not defined as Green Belt).
 - Allocate sites to deliver the development needs in this Plan period
 - Identify areas of Safeguarded Land that are not to be developed in this Plan period, but that give options for future plans to consider allocations.
- 4.39p Additional detail and a comprehensive review programme may be developed by a Review Panel made up of interested parties (similar to the existing Strategic Housing Land Availability Assessment Panel Stakeholder Working Group).

Policy CPXX Green Belt

- A. Those areas covered by Green Belt are defined on the Proposals Map.
- B. In accordance with **the NPPF higher order policies**, within the defined Green Belt, planning permission will not be granted for inappropriate development unless the applicant has demonstrated that very special circumstances exist to justify why permission should be granted.

~~C. Within Major Developed Sites in the Green Belt (as defined on the Proposals Map), some limited infilling and/or, redevelopment to support economic development of existing uses will be permitted in line with higher order policies. (PC6.19)~~

Replace D and E with new C and D as follows

- C.** Green Belt boundaries will only be altered in exceptional circumstances through the Local Plan. Exceptional circumstances may exist where:
- (i) there is a compelling need to accommodate development in a particular settlement to deliver the aims of the settlement hierarchy, and
 - (ii) in that settlement, sufficient land to meet the identified needs is not available outside the Green Belt, and
 - (iii) removal of land from the Green Belt would represent a significantly more sustainable solution than development elsewhere on non-Green Belt land.
- D.** To ensure that Green Belt boundaries endure in the long term, any Green Belt review through the Local Plan will:
- (i) define boundaries clearly using physical features that are readily recognisable and likely to be permanent
 - (ii) review washed-over villages
 - (iii) ensure that there is sufficient land available to meet development requirements throughout the Plan period and identify safeguarded land to facilitate development beyond the Plan period.
- E. Any ~~sites considered for removal from amendments to the~~ Green Belt ~~under Criterion C (above)~~ will be subject to **public consultation and** a Sustainability Appraisal, and assessed for their impact upon the following issues (non-exhaustive):
- any other relevant policy/strategy; and
 - flood risk; and
 - nature conservation; and

[Was F]

- impact upon heritage assets; and
- impact upon landscape character; and
- appropriate access to services and facilities; and
- appropriate access to public transport.

Annex B Proposed Change to CP1, Part A, (a)
Annotation of Green Belt villages and Fairburn deleted

- A. The location of future development within Selby District will be based on the following principles:**
- a) The majority of new development will be directed to the towns and more sustainable villages depending on their future role as employment, retail and service centres, the level of local housing need, and particular environmental, flood risk and infrastructure constraints**
- **Selby as the Principal Town will be the focus for new housing, employment, retail, commercial, and leisure facilities.**
 - **Sherburn in Elmet ² and Tadcaster ² are designated as Local Service Centres where further housing, employment, retail, commercial and leisure growth will take place appropriate to the size and role of each settlement.**
 - **The following Designated Service Villages have some scope for additional residential and small-scale employment growth to support rural sustainability and in the case of Barlby/Osgodby, Brayton and Thorpe Willoughby to complement growth in Selby.**

Appleton Roebuck	Hambleton
Barlby/Osgodby ¹	Hemingbrough
Brayton	Kellington
Byram/Brotherton ^{1, 2}	Monk Fryston/Hillam ^{1, 2}
Carlton	North Duffield
Cawood	Riccall
Church Fenton	South Milford ²
Eggborough/Whitley ^{1, 2}	Thorpe Willoughby
Escrick (PC6.32) ²	Ulleskelf
Fairburn	

Notes:

1 Villages with close links and shared facilities

2 These settlements are to varying degrees constrained by Green Belt. It will be for any Green Belt review, undertaken in accordance with Policy CPXX, to determine whether land may be removed from the Green Belt for development purposes.

ANNEX C - Proposed revised Policy CP1A post-September 2012 EIP

Policy CP1A Management of Residential Development in Settlements

- a) In order to ensure that ~~speculative (windfall) housing~~ **development on non-allocated sites (PC1.23)** contributes to sustainable development and the continued evolution of viable communities, the following types of residential development will be acceptable in principle, within Development Limits: in different settlement types, as follows:
- In Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages – conversions, replacement dwellings, redevelopment of previously developed land, and appropriate scale development on greenfield land (including **garden land and** conversion/redevelopment of farmsteads).
 - In Secondary Villages – conversions, replacement dwellings, redevelopment of previously developed land, filling of small linear gaps in otherwise built up residential frontages, and conversion/redevelopment of farmsteads.
- b) Proposals for the conversion and/or redevelopment of farmsteads to residential use within Development Limits will be treated on their merits according to the following principles:
- Priority will be given to the sympathetic conversion of traditional buildings which conserves the existing character of the site and buildings
 - Redevelopment of modern buildings and sympathetic development on farmyards and open areas may be acceptable where this improves the appearance of the area and
 - Proposals must ~~contribute to the form and character~~ **relate sensitively to the existing form and character (PC1.22)** of the village
- c) In all cases proposals will be expected to protect local amenity, to preserve and enhance the character of the local area, and to comply with normal planning considerations, with full regard taken of the principles contained in **Design Codes (e.g. Village Design Statements)**, where available.
- d) Appropriate scale will be assessed in relation to the density, character and form of the local area and should be appropriate to the role and function of the **village settlement** within the **settlement** hierarchy.
- e) All proposals in villages washed over by Green Belt must accord with national Green Belt policy.

ANNEX D - Proposed revised Policy CP2 post-September 2012 EIP**Policy CP2 The Scale and Distribution of Housing**

A. Provision will be made for the delivery of **a minimum of 450 dwellings per annum and associated infrastructure in the period up to March 2027 phased as follows**

2011/12 – 2016/17 — 400 dpa

2017/18 – 2021/22 — 460 dpa

2022/23 – 2026/27 — 500 dpa

B. After taking account of current commitments, housing land allocations will be required to provide for a target of **5340 dwellings between 2011 and 2027**, distributed as follows:

(Rounded Figures)	%	Minimum require't 16 yrs total 2011-2027	dpa	Existing PPs 31.03.11¹	New Allocations needed (dw)	% of new allocations
Selby ²	51	3700	230	1150	2500	47
Sherburn	11	790	50	70	700	13
Tadcaster	7	500	30	140	360	7
Designated Service Villages	29	2000	130	290	1780	33
Secondary Villages ³	2	170	10	170	-	-
Total⁴	100	7200⁵	450⁶	1820	5340	100

Notes

- 1 Commitments have been reduced by 10% to allow for non-delivery.
- 2 Corresponds with the Contiguous Selby Urban Area and does not include the adjacent villages of Barlby, Osgodby, Brayton and Thorpe Willoughby.
- 3 Contribution from existing commitments only.
- 4 Totals may not sum due to rounding
- 5 Target Land Supply Provision (450 dwellings per annum x 16 years) See also Policy CP3 for explanation about phasing of sites and redistribution of housing growth in the event of a shortfall in delivery at Tadcaster. (PC6.41)
- 6 450 dpa is the minimum to be provided on 'planned-for' sites. 'Planned-for' sites comprise existing planning permissions at the base date of the site allocations plan, and new allocations. A further contribution to housing land supply of a minimum of 105 dwellings per annum is expected to be delivered on other non-planned (windfall) sites in addition to the 450 dpa target.

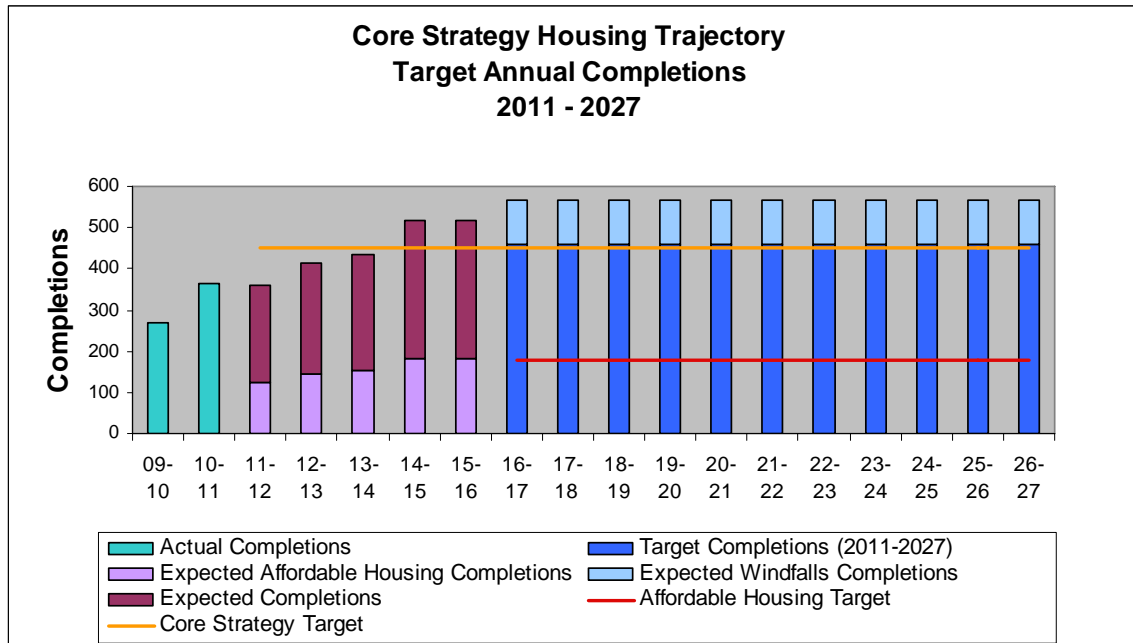
C. In order to accommodate the scale of growth required at Selby 1000 dwellings ~~and 23 ha of employment land~~ will be delivered through a **mixed use** urban extension to the east of the town, in the period up to **2027**, in accordance with Policy CP2A. Smaller scale sites within and/or adjacent to the boundary of the Contiguous Urban Area of Selby to accommodate a further **1500** dwellings will be identified through **the** Site Allocations **part of the Local Plan -DPD**.

D. Options for meeting the more limited housing requirement in Sherburn in Elmet and Tadcaster will be considered in **the** Site Allocations **part of the Local Plan -DPD**

E. Allocations will be sought in the most sustainable villages (Designated Service Villages) where local need is established through a Strategic Housing Market Assessment and/or other local information. Specific sites will be identified through **the** Site Allocations **part of the Local Plan -DPD**

(PC5.26 incorporating PC3.5 and PC4.6)

Proposed new Figure 9 Housing Trajectory:



Proposed Revised WINDFALL text post-September 2012 EIP

Further changes to previous PC6.39

- 5.27 ~~PPS3 The NPPF requires LDFs Local Plans to be drawn up over an appropriate time scale, preferably a 15-year time horizon plan housing provision for 15 years from the date of adoption by identifying sufficient specific, deliverable sites to meet the requirement for at least the first ten years. Where possible land should also be identified for the final five years of the plan otherwise broad areas for future growth should be indicated. This Core Strategy covers the period up until 2026 2027 (PC5.22), which will be 15 years from anticipated adoption in 2014 2012 (PC5.23).~~
- Note - see 5.44a for up date in relation to NPPF and supply issues
- 5.27a Paragraph 48 of the NPPF states that local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens.
- 5.28 ~~The Council defines windfall as all development that comes forward on non-allocated sites. Windfall development typically takes the form of rounding off or infilling on undeveloped land including garden curtilages, or redevelopment of previously developed land. However, the precise level of windfall development generally cannot be predicted with a high degree of certainty.~~
- 5.28a Windfalls have been a significant source of housing land supply in recent years. Over the period 2004/05 to 2010/11 windfalls accounted for around 69% of completions which held back the release of allocated sites because the Council was always able to demonstrate a healthy 5-years supply of housing land. In 2011 however, the SDLP Phase 2 sites were released to boost the 5 year supply.
- 5.28b However, The supply of windfalls fluctuates significantly year on year and in the same period (2004/05 to 2010/11), the windfall element of completions varied from 57.7% in 2010/11 to 91.6% in 2005/06. Further to this unpredictability of number, recent changes in the definition of PDL may reduce the likelihood of windfall delivery. The Council cannot therefore be sure of the contribution that windfalls could make to the overall target.
- 5.28c In addition to the uncertainty, the NPPF does not allow Councils to make an allowance for windfalls to deliver their overall housing target (paragraph 48 says that an allowance for windfalls, except for garden land can be made in the 5 year supply). The most up to date SHLAA (2011) shows sufficient land available to accommodate the quantum of development in CP2, and so to ensure certainty and deliverability, the SADPD will allocate sufficient land to accommodate all of the housing target. Any windfalls will simply add to the District's overall housing completions.
- 5.28d However, over the Core Strategy Period to 2027, windfalls are expected to continue to contribute to some level to the delivery of housing. Once

~~windfalls become (deliverable) commitments they may be reflected in future monitoring assessments (the 5 year supply) and taken into account when reviewing the need to allocate land in accordance with Policy CP3.~~

~~(PC6.39)~~

- 5.28b The Site Allocations Local Plan will allocate sufficient land to meet the housing target. At the baseline date of 2011, there are about 1820 existing outstanding permissions which will contribute to the housing target in the Core Strategy, as set out in the table in Policy CP2. The remainder (the majority) will be allocated in the Site Allocations Local Plan. The most up to date SHLAA (2011) shows sufficient land available to accommodate the quantum of development in Policy CP2.
- 5.28c Over the Core Strategy Period to 2027, contributions from non-allocated sites will continue to provide a reliable source of supply. In the light of both past delivery rates and opportunities for future contributions from such sites, it is estimated that these will contribute to overall housing supply within a range of 105 and 170 dwellings per annum above the 450 dpa. The table in Policy CP2 and the housing trajectory diagram show a figure of a minimum of about 105 dpa as the expected contribution from these as yet unknown 'windfall' sites on top of the 450 dpa planned-for homes.
- 5.28d Between the Core Strategy being adopted and the Site Allocations Local Plan, the 450 dpa target will be delivered from planning permissions on existing allocated SDLP Phase 2 sites and other existing commitments (known 'windfalls'), as well as a significant contribution from the Strategic Development Site at Olympia Park in Selby which will be released on adoption of the Core Strategy.
- 5.28e At the Site Allocations Local Plan stage, existing, deliverable commitments from the 5 year land supply will be taken into account when reviewing the amount of land to be allocated and establishing a new baseline date.
- 5.28f Therefore, on adoption of the Site Allocations Local Plan, the 450 dpa target will be made up of
- existing deliverable commitments from the 5 year supply (known deliverable and viable sites), and
 - the remainder (the majority) made up of new allocations.
- 5.28g In addition, a minimum of 105 dpa are the unknown 'windfalls' are expected to be delivered over and above the 450 dpa target (a reasoned assumption based on the past 7 years' windfall figures). These provide additional flexibility to meet needs and significantly boost housing supply.
- 5.28h Policy CP3 sets out how the housing land will be managed to ensure the provision of housing is in line with the annual target, setting out remedial action if underperformance is identified through annual monitoring.

ANNEX E - Proposed revised text and Policy CP6 post-September 2012 EIP

5.98 ~~The following policy applies to all settlements recognised as rural villages i.e. those with less than 3000 population. (PC6.56)~~

5.98 **The following policy applies to the Designated Service Villages and the Secondary Villages.**

Policy CP6 Rural Housing Exceptions Sites

~~In settlements with less than 3,000 population (PC6.57)~~ **In the Designated Service Villages and the Secondary Villages,** planning permission will be granted for small scale 'rural affordable housing' as an exception to normal planning policy ~~where schemes are restricted to affordable housing only and~~ provided all of the following criteria are met:

- i) The site is within or adjoining Development Limits **in the case of Secondary Villages, and adjoining development limits in the case of Designated Service Villages (PC3.10);**
- ii) A local need has been identified **by a local housing needs survey (PC6.58),** the nature of which is met by the proposed development; and
- iii) The development is sympathetic to the form and character and landscape setting of the village and in accordance with normal development management criteria.

An appropriate agreement will be secured, at the time of the granting of planning permission to secure the long-term future of the affordable housing in perpetuity.

Small numbers of market homes may be allowed on Rural Exception sites at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding in accordance with the NPPF. Future Local Plan documents will consider introducing a detailed policy and / or specific allocations for such sites.

ANNEX F Proposed revised Policy CP9 & Text post-September 2012 EIP

Rural Areas and Rural Diversification [moved]

- 6.25a **moved** While most employment opportunities are concentrated in the three towns, the rural nature of Selby District also gives rise to a scattered distribution of settlements and associated employment opportunities. **(PC6.71)**
- 6.25b **moved** While it is important that economic growth is concentrated on Selby and the Local Service Centres, it is also important that opportunities are provided in rural locations to maintain the viability of rural communities and to reduce the need to travel. This could include the redevelopment of existing businesses, the redevelopment or re-use of rural buildings for suitable employment purposes, **development of appropriately designed new buildings**, as well as farm diversification activities. Proposals for appropriate forms of recreation and tourism activity will also be encouraged. **(PC6.72)**
- 6.23 Outside Selby and the Local Service Centres, a continuing need for local employment opportunities in rural **communities areas** has been identified. **Rural areas are those areas outside of the three towns, which encompass both the open countryside and the rural settlements within it.**
- 6.24 Eggborough is a relatively attractive employment location in view of its close proximity to Junction 34 of the M62 and a number of local and international businesses are already established there. Additional sites for employment growth may be identified through a Site Allocations DPD.
- 6.25 In the longer term the accommodation of specific research and development uses along the A19 corridor, north of Selby, may be appropriate if there is a proven need.
- Other Employment Activities**
- 6.26 The energy sector will continue to be important to the economy of the District. Drax and Eggborough Power Stations are both major employers which contribute to national energy infrastructure as well as the local economy. They also have the potential for future development of renewable and low carbon energy, and Drax is pioneering co-firing technologies and energy generation from biomass. Both locations have the advantage of a direct connection to the National Grid. It is recognised that there is a need for further investment in energy infrastructure in line with PPS4 as a prominent contributor to economic prosperity. Supporting the energy sector will assist in reinvigorating, expanding, and modernising the District's economy.
- 6.27 While electricity generation from wind turbines is potentially controversial in view of the open nature of the landscape and impact on existing communities, there are opportunities for a wide range of

appropriately designed and sited renewable energy technologies. A recent BIS Market Intelligence report¹ highlighted that the shift to a low carbon economy will bring huge business opportunities. Local businesses are increasingly becoming associated with the low carbon sector including both renewable energy production as well as training and skills. Given the high employment dependency on manufacturing and energy sector jobs, Selby District potentially has an appropriately skilled workforce in these sectors. There is therefore an opportunity to promote further growth of the low carbon sector and build on the success of recent developments.

- 6.28 The Council also supports the reuse of **buildings at** the former Gascoigne Wood mine, provided this is directly linked to the use of the existing rail infrastructure that exists at the site. Furthermore, support exists for the re-use of former employment **sites, commercial premises** and institutional sites (outside Development Limits) for employment uses, provided they are compatible with the countryside location.
- 6.29 Former mine sites at Whitemoor and Riccall, which already have the benefit of planning consent, are acknowledged locations for meeting the needs of existing indigenous employment. The remaining two **former** mine sites at Stillingfleet and Wistow are **more** remote and are not considered suitable for re-use for large scale **or** intensive economic activities. **(Part of the former North Selby mine site also falls within the administrative boundary of the District although the majority of the site, including the remaining buildings, is within the City of York Council area). (PC1.34).**
- 6.30 It will be necessary for any re-use of these former mine sites to consider and remediate any mining legacy issues that may be present to ensure that no public safety issues arise from their beneficial re-use.
- 6.31 The Council recognises that the limited extent of many homeworking situations allow them to be operated as permitted development. However, of those that require planning permission, support will be given to proposals that are supported by evidence that the scale and nature of the activity does not compromise wider sustainable development objectives. Further guidance will be provided through a future Development Management DPD.
- 6.31a Employment development outside the Designated Service Villages will be carefully assessed against development management, environmental and highways criteria, with considerable weight attached to safeguarding the character of the area and minimising the impact on existing communities. Proposals within Green Belt will need to comply with national Green Belt policy and Policy CPXX (PC6.73)**

¹ Department for Business and Skills, 'Low Carbon and Environmental Goods and Services: an industry analysis Update for 2008/09' Innovas Solutions Ltd, March 2010

Policy CP9 Scale and Distribution of Economic Growth

Support will be given to developing and revitalising the local economy **in all areas** by:

A. Scale and Distribution

1. Providing for an additional 37 – 52 ha of employment land **across the District** in the period up to ~~2026~~ **2027 (PC5.42)**,
2. **Within this total, providing for** ~~including~~ 23 ha of **employment land** as part of a ~~mixed strategic housing/employment expansion~~ **the Olympia Park mixed strategic housing/employment site (PC1.35)** to the east of Selby to meet the needs of both incoming and existing employment uses.
3. The precise **scale and** location of smaller sites in Selby, Tadcaster, Sherburn in Elmet and rural areas will be **informed by an up-to-date Employment Land Availability Assessment** and determined through a Site Allocation **DPD Local Plan**.
4. Giving priority to higher value business, professional and financial services and other growth sector jobs, particularly in Selby Town Centre and in high quality environments close to Selby by-pass.
5. **Encouraging re-use of premises and intensification of employment sites to accommodate finance and insurance sector businesses and** ~~Encouraging~~ high value knowledge based activities in Tadcaster.

B. Strategic Development Management

1. Supporting the more efficient use of existing employment sites and premises within defined Development Limits through modernisation of existing premises, expansion, redevelopment, re-use, and intensification.
2. Safeguarding existing **Established Employment Areas (PC3.11)** and allocated sites **unless it can be demonstrated that there is no reasonable prospect of a site being used for that purpose.**
- ~~vi) Encouraging rural diversification in line with Policy CP10.~~
3. Promoting opportunities relating to recreation and leisure uses.

C. Rural Economy

In rural areas, sustainable development developments (on both Greenfield and Previously Developed Sites) which brings sustainable economic growth through local employment opportunities or expansion of businesses and enterprise in rural areas will be supported, including for example

~~1. Supporting The development of activities and re-use of existing buildings directly linked to existing rail infrastructure at the former Gascoigne Wood surface mine.~~

~~2. Supporting The re-use of buildings and infrastructure on (PC4.24) former mine sites and other commercial premises outside Development Limits, with economic activities appropriate to their countryside location, including tourism, recreation, research, and low-carbon/renewable energy generation.~~

~~12. Supporting development and farm diversification in accordance with Policy CP10~~

~~1. The re-use of existing buildings and infrastructure and well-designed new buildings~~

~~2. The redevelopment of existing and former employment sites and commercial premises~~

~~3. The diversification of agriculture and other land based rural businesses.~~

~~4. Sustainable rural tourism and leisure developments, small scale rural offices or other small scale rural development, conversion of existing buildings and well designed new buildings~~

~~5. The retention of local services and supporting development and expansion of local services and facilities in accordance with Policy CP11.~~

D. In all cases, development should be sustainable and be appropriate in scale and type to its location, not harm the rural character of the area, and seek a good standard of amenity be appropriate in scale and type to a rural location, and positively contribute to the amenity of the locality.

(PC6.74)

ANNEX G - Proposed revised Policy CP14 post-September 2012 EIP

Policy CP14 Low-Carbon and Renewable Energy

A. In future Local Plan documents, the Council will:

- seek to identify opportunities where development can draw its energy from renewable, low carbon or decentralised energy supply systems and for co-locating potential heat customers and suppliers; and
- consider identifying 'suitable areas' for renewable and low carbon energy sources and supporting infrastructure.

B. The Council will support community-led initiatives for renewable and low carbon energy developments being taken forward through neighbourhood plans including those outside any identified suitable areas.

The Council will support All development proposals for new sources of renewable energy and low-carbon energy generation and supporting infrastructure (PC6.84) must meet the following criteria provided that development proposals fall within any identified suitable areas for renewable and low carbon energy sources which may be designated in future Local Plan documents or Neighbourhood Plans and: (PC6.85)

- i. are designed and located to protect the environment and local amenity and or (PC4.36)
- ii. can demonstrate that the wider environmental, economic and social benefits outweigh any harm caused to the environment and local amenity, and
- iii. impacts on local communities are minimised.

C. Schemes may utilise the full range of available technology including;

- a) Renewable energy schemes, which contribute to meeting or exceeding current local targets of 32 megawatts by 2021 or prevailing sub-regional or local targets;
- b) Micro-generation schemes, which are not necessarily grid-connected but which nevertheless, reduce reliance on scarce, non-renewable energy resources;
- c) Clean Coal Bed Methane extraction, clean coal energy generation and Carbon Capture and Storage technologies (in accordance with County Minerals Policies); and
- d) Improvements at existing fossil fuel energy generating plants to reduce carbon emissions, within the national energy strategy for a balanced mix of energy sources to

meet demands.

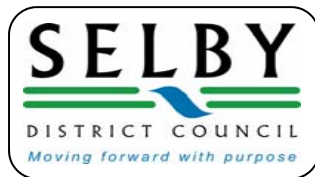
In areas designated as affected by Green Belt, elements of many renewable energy projects will comprise inappropriate development and in such cases applicants must demonstrate very special circumstances if projects are to proceed and proposals must meet the requirements of Policy CPXX and national Green Belt policies. (PC6.86)

Selby District Submission Draft Core Strategy

CS/CD2g

**SEVENTH Set of Proposed Changes
(Main Modifications and Additional Modifications)
to the Submission Draft Core Strategy (SDCS)**

12 November 2012



**7th Set of Proposed Changes
(Main Modifications and Additional Modifications)
to the Submission Draft Core Strategy (SDCS)
12 November 2012**

This document has been produced to support the Submission version of the Selby District Core Strategy.

The schedule includes changes in policy to address and strengthen soundness and consequential changes in the light of new national policy guidance (e.g. NPPF).

Where these latest changes affect previous proposed changes, the latest proposed change prevails.

The proposed changes include main and additional modifications both of which are open for re-consultation as part of the Examination in Public Hearing process which is under consideration by the Planning Inspector, but the Inspector will only consider the main modifications to the plan (which the Council must request that the inspector make) and not the more minor, additional modifications. It is for the Council, to make those additional modifications prior to adoption.

They do not necessarily cover all the consequential additional modifications that will be necessary prior to adoption – there may also be some additional modifications where minor amendments to text are suggested to improve consistency with the NPPF.

The schedule includes Annexes comprising amended versions of text/policies. Only the **yellow highlighted** elements are the 7th Set of Proposed Changes which are subject to consultation at this stage. Main modifications are shown in **red text** and additional modifications shown in **blue text**

For convenience the Council has also produced a ‘tracked changes’ version of the Core Strategy in order that participants can view the changes in context. That document is provided for information purposes only and is not subject to consultation in itself.

Proposed Change Number	Policy / Paragraph / Section	Proposed Change	Explanatory Notes	MAIN MOD?
PC7.1	Para 4.9	Add the following new paragraph before 4.9 (settlement hierarchy): “Rural areas are those areas outside of the three towns and encompass both the open countryside and the rural settlements within it The rural settlements in the District are the Designated Service Villages, Secondary Villages and those smaller hamlets without Development Limits.”	Further clarification about the areas to which policies will apply by defining ‘rural settlements’ and ‘rural areas’, and to ensure consistency with the NPPF. <i>It is relevant to all objectives and policies within the SDCS but particularly relates to Policy CP6 and Policy CP9.</i>	NO
PC7.2	Paragraphs 4.39g – 4.39k (CPXX)	Amend supporting text as shown in Annex A	To reflect CPXX policy, ensure consistency with NPPF and improve clarity	NO
PC7.3	CPXX	Amend Policy wording as shown in Annex A	To provide clarity and simplify policy wording through removal of unnecessary text and ensure consistency with NPPF	YES
PC7.4	Para 4.29	Amend text in box after Para 4.29 as follows: “References to Development Limits in this document refer to the Development Limits as defined in on the Adopted Selby District Local Plan Policies Map. The Development Limits for Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages will be reviewed through further Local Plan documents. -as part of the Site Allocations DPD preparation process . And add footnote to Policy CP1A as follows:	To update and provide clarity that all Development Limits would be reviewed as part of the local plan process and to future proof the plan by referring to the Policies Map.	YES

Proposed Change Number	Policy / Paragraph / Section	Proposed Change	Explanatory Notes	MAIN MOD?
		<p>a) In order to ensure that speculative (windfall) housing development on non-allocated sites (PC1.23) contributes to sustainable development and the continued evolution of viable communities, the following types of residential development will be acceptable in principle, within Development Limits¹: in different settlement types, as follows:</p> <p>¹see paragraph 4.29 and associated text-box regarding definition of Development Limits</p>		
PC7.5	Para 4.29	Amend paragraph 4.29 by adding “and well designed new buildings” at the end of the first sentence.	To ensure consistency amended Policy CP1 below	NO
PC7.6	Policy CP1 Part A (a)	Amend Policy CP1, Part A, Section (a) to annotate settlements affected by Green Belt, as shown in Annex B.	To provide clarity on the relationship between the Green Belt review and the spatial development strategy.	NO
PC7.7	Policy CP1 Part A (a)	Change Fairburn’s settlement status from ‘Designated Service Village’ to ‘Secondary Village’. Therefore remove Fairburn from the list in Policy CP1, and consequential changes to the remainder of the SDCS.	To reflect the evidence provided through the EIP process.	YES
PC7.8	Policy CP1 Part A (b)	Amend Policy CP1, Part A, Section (b) as follows: “(b) Limited amounts of residential development may be absorbed in secondary villages where it will	To ensure consistency with revised Policy CP6	YES

Proposed Change Number	Policy / Paragraph / Section	Proposed Change	Explanatory Notes	MAIN MOD?
		<p>enhance or maintain the vitality of rural communities (PC6.26) (inside Development Limits) through 'exception sites' through small scale allocations (PC3.3) for 100% affordable housing or mixed market/affordable sites in line with Policy CP6 and through small scale speculative (windfall) proposals development on non-allocated sites (PC5.8) inside development limits (PC3.3) which conform to the provisions of Policy CP1A and Policy CP6."</p>		
PC7.9	Policy CP1 Part A (c)	<p>Amend Policy CP1 Part A, Section (c) by adding "well designed new buildings" as follows:</p> <p>c) Development in the countryside (outside Development Limits) will be limited to the replacement or extension of existing buildings, the re-use of buildings preferably for employment purposes, and well-designed new buildings to proposals of an appropriate scale which would diversify the local economy which would contribute towards and improve the local economy (PC1.20) where it will enhance or maintain the vitality of rural communities (PC6.27), or meet affordable housing need (which meets the provisions of Policy CP6), (PC6.29) or other exceptional special (PC6.28) circumstances.</p>	To ensure consistency with NPPF and amended Policy CP9	YES
PC7.10	Para 4.47	Provide additional text at the end of paragraph 4.47	Consequential changes to ensure that the	NO

Proposed Change Number	Policy / Paragraph / Section	Proposed Change	Explanatory Notes	MAIN MOD?
	(CP1A)	as follows: Residential development in Secondary Villages will be more restrictive so that development on garden land will be resisted (PC6.34) (unless it comprises the filling of a small liner gap in an otherwise built up residential frontage or conversion/redevelopment of a farmstead).	text reflects the policy.	
PC7.11	CP1A	Minor changes to policy wording to add reference to: garden land, design codes and settlements rather than villages as shown in Annex C.	To provide further clarity.	NO
PC7.12	Paras 5.28 onwards (CP2)	Amendments to windfall paragraphs as shown in Annex D.	To ensure clarity and approach consistent with policy and NPPF.	NO
PC7.13	CP2	Addition to Policy CP2 by adding a footnote regarding the contribution of windfalls as shown in Annex D.	To ensure clarity and approach consistent with policy and NPPF.	NO
PC7.14	CP2	add “a minimum of” before “ 450 dwellings” in Part A as shown in Annex D.	To reflect the situation that the housing target is not a ceiling but a minimum target figure. This has already been inserted into text and this further change simply adds it to the main policy as well.	NO
PC7.15	CP2	Delete reference to phasing in CP2 which was introduced by PC5.26 but was intended to be deleted by PC6.40. See Annex E (Note that phasing was not part of the SDCS).	To correct a drafting error in previous PC6.40	NO

Proposed Change Number	Policy / Paragraph / Section	Proposed Change	Explanatory Notes	MAIN MOD?
PC7.16	Para 5.44c-f (CP3)	Delete these duplicate paragraphs regarding PDL targets to correct a drafting error in the previous proposed changes.	To correct a drafting error <i>Para 5.44c – 5.44f should have been deleted as they have been replaced by 5.53-5.55 which have also been amended to take into account the change in target to indicator.</i>	NO
PC7.17	5.55a (CP3)	Delete “To facilitate Tadcaster’s own growth” at start of paragraph, and replace with “ To facilitate the appropriate level of growth in Tadcaster ”	To clarify text	NO
PC7.18	5.55d (CP3)	Delete paragraph because refers to review of plan and is superseded by revised CP3.	To clarify text and ensure it reflects the Policy	NO
PC7.19	5.55e (CP3)	Delete “own housing need” at end of paragraph, and replace with “ appropriate level of growth ”.	To clarify text and ensure consistency	NO
PC7.20	CP3	Amend Policy CP3, Part B as follows: B Under-performance is defined as: 1. Delivery which falls short of the quantum expected in the annual target over a continuous 3 year period; or 2. Situations in which the Where there is less than a 5 year housing land supply is less than the required Supply Period as defined by latest Government policy. Plus consequential amendments to related text in	To ensure consistency with NPPF regarding reference to a 5 year land supply rather than a ‘supply period’	NO

Proposed Change Number	Policy / Paragraph / Section	Proposed Change	Explanatory Notes	MAIN MOD?
		paragraphs 5.44b, 5.44h, 5.44m, 5.44n and 5.44o as additional modifications.		
PC7.21	CP5	Inset “up to” before “10%”	To clarify that the contribution is negotiable in line with the 40% target in the policy.	YES
PC7.22	CP6	Amend Policy CP6 and text as set out in Annex E to add reference to the Council’s approach to allowing some market housing on rural exceptions sites in the District.	To add to the policy what the 6 th Set of PCs already changed in the text to reflect NPPF and provide clarity as to which areas the policy applies.	YES
PC7.23	CP9	Reword Policy CP9 and text as shown in Annex F in order to: <ul style="list-style-type: none"> • add reference to “well-designed new buildings” • remove specific reference to individual former mine sites • include clear requirement that development must be sustainable • be clear on which areas the policy applies And minor changes to reasoned justification as shown in Annex F.	To ensure the structure and content more closely reflect NPPF as well as Core Strategy objectives and provide clarity.	YES
PC7.24	CP12	Re-instate previous proposed change PC4.30 as shown below: A. Promoting Sustainable Development	To correct a drafting error where PC6.79 amended wording deleted a previous proposed change (PC4.30).	NO

Proposed Change Number	Policy / Paragraph / Section	Proposed Change	Explanatory Notes	MAIN MOD?
		In preparing its Site Allocations and Development Management DPDs (PC4.30), to address the causes and potential impacts of climate change, the Council will: to achieve sustainable development, the Council will: (PC6.79)		
PC7.25	CP12	Amend the wording of Policy CP12, Criterion (b) as amended by PC6.80 as follows: b) Give preference to land of lesser environmental value, (PC6.80) the re-use, best-use and adaption of existing buildings and the use of previously developed land where this is sustainably located and provided that it is not of high environmental value;	To more closely reflect wording in NPPF.	NO
PC7.26	Para 7.53 (CP14)	Amend paragraph 7.53 as follows: “Although the District is affected by contains some international, national and locally designated protection areas, none would automatically preclude renewable energy developments. However where renewable energy proposals would conflict with the openness of the Green Belt (and many elements of renewable energy projects are therefore inappropriate within the NPPF PPG2 definition) developers will need to demonstrate very special circumstances that clearly outweigh any harm to the Green Belt also in accordance with Policy CPXX,	To more closely reflect NPPF wording.	NO

Proposed Change Number	Policy / Paragraph / Section	Proposed Change	Explanatory Notes	MAIN MOD?
		Very special circumstances may include wider environmental benefits associated with increased production of energy from renewable sources."		
PC7.27	CP14	Amend start of Policy CP14 as set out in Annex G to refer to identification of opportunities for renewable and low carbon energy, co-locating, consider identifying suitable areas for RLC and support for community-led initiatives (includes some reformatting for presentation purposes).	To ensure consistency with NPPF.	YES
PC7.28	CP14	Amend last paragraph of policy as set out in Annex G (previous proposed change PC6.86) to refer to elements of renewable energy schemes in Green Belt areas.	To ensure more closely aligns with the wording in the NPPF.	YES

SEE ALSO SEPARATE ANNEXES

Appendix 3 Windfall Information

Introduction

In line with Para 48 of NPPF, any allowance should be realistic (not include residential gardens) having regard to:

- (i) historic windfall delivery rates
- (ii) the Strategic Housing Land Availability Assessment
- (iii) expected future trends

(i) historic windfall delivery rates

A1 The Council already provided windfall data for the past 7 years to the EIP (see Core Strategy/CD67) and the table is reproduced below.

A2 This shows that historically the annual windfall delivery rates have contributed significantly to the overall housing delivery but have fluctuated year on year.

Table 1 District Wide

					Figures for all non-allocated sites (includes GF and PDL)				Figures for only those non-allocated sites which are also PDL	
	1	2	3	4	5	6	7	8	9	
Period	Completions total	Completions on allocated sites	% of completions On allocated sites	Completions on all other sites (windfall)	% of Completions on all other sites (windfall)	All completions on PDL	% of all completions on PDL	Of windfalls, how many on PDL*	% of windfall completions on PDL	
2010-11	366	155	42.3	211	57.7	181	49.5	174	82.5	
2009-10	270	107	39.6	163	60.4	125	46.3	117	71.8	
2008-09	222	59	26.6	163	73.1	154	69.4	146	89.6	
2007-08	583	240	41.2	343	58.8	299	51.3	271	79.0	
2006-07	874	187	21.4	687	78.6	585	66.9	585	85.2	
2005-06	633	53	8.4	580	91.6	473	74.7	473	81.6	
2004-05	469	167	35.6	302	64.4	242	51.6	242	80.1	
TOTAL 2005-2010	3417	968	-	2449	-	2059	-	2008	-	
Average 2005-2010	488	138	30.7%	350	69.2%	294	58.5	286.9	81.4%	

*column 8 includes garden land. Prior to 2010 was defined as PDL but should now be excluded as classed as Greenfield.

- A3 Column 8 shows the windfalls - built dwellings on non-allocated, Previously Developed Land. The highest level was at the height of the economic boom in 2006/07, at 585 dwellings and the lowest during the recession in 2009/10 was 117 dwellings. The average over the past 7 years is a higher figure of 287 dwellings which takes into account two very high years 2006/07 and 2007/08. The average of the 5 years not including these two peaks is 190 dpa.
- A4 The distribution of windfall development (all non-allocated sites i.e. on Greenfield and PDL) from the various elements of the settlement hierarchy was debated orally at the April 2012 EIP. Further interrogation of the data (a breakdown of the historic data for completions for the years 2004 – 2011) to identify patterns across the settlement hierarchy reveals the following (in Table 2):

Table 2 Settlement Hierarchy

(Rounded)	Total over 7 years	Proportion %	3 main towns combined %	3 towns and DSVs combined %	7 year average DWELLINGS PER YEAR	dpa
Selby	670	27	37	78	98	132
Sherburn	122	5				
Tadcaster	122	5				
DSVs	1015	41	41		145	145
SVs	545	22	22	22	78	78
Total	2474 ²				355 ³	

- A5 Note that these are for the 7 year average, which is different to the approach used District wide because it is not appropriate to use the lowest figures in this context as some are zero.
- A6 The table shows that the main towns and Designated Service Villages (DSVs) made the biggest contribution to windfalls 277 dw although Secondary Villages (SVs) have made an annual contribution of more than 70 dw. The ratio between the 3 main towns and DSVs compared to SVs is approximately 80:20.
- (ii) the Strategic Housing Land Availability Assessment (SHLAA)
- A7 A SHLAA does not provide a list of future sites for development. It is a database of a pool of sites identified which may be suitable, available and deliverable for housing development without any indication of whether it is acceptable in policy terms (i.e. what *could* be developed not *should* be

² The 2474 dw in Table 2 approximates to the 2449 dw in Column 4 of Table 1. The difference is due to a slight variation in the way the figures have been extracted.

³ The 355 dw in Table 2 approximates to the 350 dw in Column 4 of Table 1 i.e. both GF and PDL

developed).

- A8 The Selby District SHLAA 2011 has a site size threshold and therefore does not include sites of less than 0.4 hectares. As such, it would not identify small windfall sites. Further, the SHLAA cannot be used to identify larger sites (of 0.4 ha or more) which might come forward as windfalls because such sites in the SHLAA, identified as appropriate for development would be allocated as part of the Site Allocations Development Plan Document. In addition, the SHLAA does not necessarily capture potential redevelopment opportunities on current operational sites which may come forward during the Plan period.
- A9 This represents the limitations of the SHLAA in predicting the number of windfalls coming forward across the District. However the SHLAA does provide a cross-check on opportunities which might be available on windfall sites in Secondary Villages that have been submitted through the call-for-sites (but would not be allocated under Policy CP2).
- A10 The SHLAA data shows that for the 15 year period, the potential yield for all sites in Secondary Villages is about 4100 dwellings (273 dwellings per annum), which includes identified sites in or adjacent to the Development Limits and on green field and Previously Developed Land (this may include some garden land as this is not identified separately as yet in the database).
- A11 However this is not a realistic estimate (not a 'reliable source of supply') because land outside Development Limits would not accord with Policy CP1A (see also (iii) below). So that, of the 4100 dwelling capacity overall, only land for about 147 dwellings (approximately 10 dpa over the next 15 years) actually falls within Development Limits.
- A12 This SHLAA data provides a broad indication of the capacity/yield in Secondary Villages based on 35 dwellings per hectare. The actual amount that could come forward may be more than this if additional sites are identified although it should be noted that, because Policy CP1A only supports small scale development in Secondary Villages the actual contribution from this source (sites over 0.4 ha) might be limited (once subject to policy considerations).
- A13 Contributions from other small sites which are not captured by the SHLAA site size threshold, for example from the frontage infill and farmsteads source – see paragraph A18 below, would be likely to provide the main source of supply in Secondary Villages, alongside PDL redevelopment.

(iii) expected future trends

- A14 To understand future trends this must be related what might be expected to come forward in the light of Local Plan policy and the economy.
- A15 Policies in the Core Strategy set the framework for promoting new development in the District over the Plan period. Policy CP2 provides that allocations will be made in the three main towns and the Designated Service Villages and that no allocations will be made in the Secondary Villages. However, growth and vitality in these smaller, rural villages will be supported through opportunities on non-allocated sites in appropriate circumstances.

- A16 The scope for new development in all settlements is set out in Policy CP1A. This provides a basis for estimating future opportunities for windfall (see SHLAA at (ii) above) across the District.
- A17 Further more detailed evidence has already been provided by the Council to the EIP (in Written Statement No. 6, September 2011) regarding the potential quantity of new dwellings on infill frontage development and redevelopment of farmsteads in Secondary Villages under Policy CP1A.
- A18 This indicates that the additional contribution from infill, frontage development in all Secondary Villages might be up to about 60 dwellings in total over the Plan period. A further contribution from the redevelopment of farmsteads could be about 500 dwellings over the Plan period (the maximum if all known farmsteads within these villages were redeveloped).

Windfall Evidence Conclusion

- A19 The NPPF suggests that the potential windfall contribution may be derived from the various elements outlined above in (i), (ii) and (iii). The evidence must be considered as a whole and balanced to provide a figure which is considered to be a reliable future source of supply.
- A20 Taken together therefore, based on the information available on past windfalls (quantity and distribution) and potential for future opportunities under the new policy framework, officers consider that it would be reasonable to predict that in the future windfalls will be delivered at an annual rate of between approximately 105 dpa and 170 dpa.
- A21 This is based on the lowest historic delivery of 117 dpa and the 5 year average of 190 dpa excluding the two high peaks and discounting 10% for garden land⁴. The Council considers that using 105 dpa as the minimum figure, is conservative but represents a level which is realistically what might be expected to be achieved and likely to be a reliable source of supply in the future. The reference to a range in the reasoned justification highlights the uncertainty in defining a precise figure.
- A22 Consideration was given to using the average over the past 7 years but officers consider that the resultant, much higher figure of 287 dwellings (or about 240 dw excluding 10% for garden land) over-states what is expected to realistically come forward on windfalls in the future within the context of the new positively planned framework for the District which aims to allocate land to meet needs and not rely (as in the past) on the windfalls propping up the housing land supply. This higher figure could not be reasonably quantified / evidence based to justify as a reliable source of supply
- A23 It is not proposed that windfalls are relied upon to deliver the 450 dpa housing requirement which is based on objectively assessed needs. Instead it is sensible to set out that on top of the 450 dpa - flexibility is provided (to meet the NPPF requirement to significantly boost housing supply) by referring in the Core Strategy to 450 dpa being provided on planned-for sites (already committed and new allocations in Policy CP2) and that a

⁴ Note: The data set covers the years 2004 to 2011. The definition of garden land changed from PDL to green field in 2010. Previous work (see Written Statement No.6, September 2011 EIP) shows that in the District garden land accounted for 10% of completions. As such this figure should be discounted by this proportion to reflect NPPF which says windfall estimates must exclude garden land.

minimum of about 105 dwellings per year are expected to be provided in addition on windfall sites. This does not change the Council's view on the Core Strategy Housing numbers; instead it simply quantifies the windfall element that is already anticipated.

A24 In order to be clear on the approach to windfalls it is proposed to add a footnote to Policy CP2 which sets out the 105 dpa windfalls per year on top of the 450 dpa. Also it is already proposed to amend the housing trajectory (previous published change) to include affordable housing and it is now considered appropriate to include the windfall element in the same graph. Additional modifications to the reasoned justification are also necessary.

Appendix 4 Non- Technical Summary of Sustainability Appraisal Addendum



Selby District Draft Core Strategy Sixth & Seventh Set of Proposed Changes

Further Sustainability Appraisal Addendum Report

October 2012

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Non-Technical Summary

The Selby District Core Strategy will set out the long-term spatial vision, objectives and strategy for the District and provide a framework for delivering development for the period up to 2027. A Sustainability Appraisal (SA) of the Draft Core Strategy was undertaken by Waterman Energy, Environment & Design Ltd on behalf of Selby District Council (SDC) in December 2010. The Submission Draft Core Strategy was submitted to the Secretary of State in May 2011. Following an Examination in Public in September 2011, changes, known as the fifth set of changes, were made to the Submission Draft Core Strategy by SDC to address comments and concerns raised by the Inspector. Waterman undertook a SA of the Submission Draft Core Strategy incorporating the fifth set of proposed changes in December 2011. In particular revised Policies CP2 and CP3 and new Policy CPXX were appraised.

Since consultation on the fifth set of changes, new national planning policy has been published and SDC has prepared further sets of changes (the sixth and seventh set of proposed changes) to respond to this new policy as well as address and strengthen the soundness of the Core Strategy as a result of further work undertaken by the SDC. The sixth set of changes was consulted on in June 2012 whilst the seventh set will be consulted on in November 2012. Waterman has therefore undertaken further SA work on the proposed changes.

Before appraising the new and revised policies, Waterman reviewed any changes in planning policy and baseline data to see whether these would change the SA framework against which the Core Strategy is assessed. Whilst there have been significant changes to planning policy, particularly at national level, the key sustainability issues for Selby District remain the same as previously identified in the aforementioned SA Reports of 2010 and 2011 and therefore no changes to the SA Framework were considered to be required. The SA Framework therefore remains set out below:

The SA Framework for the Core Strategy DPD

	Economic	Social	Environmental
SA Objectives	1. Good quality employment opportunities available to all	3. Education and training opportunities to build skills and capacities	10. A transport network which maximises access whilst minimising detrimental effect
	2. Conditions which enable business success, economic growth and investment	4. Conditions and services to engender good health	11. A quality built environment and efficient land use patterns that make good use of derelict sites, minimise travel and promote balanced development
		5. Safety and security for people and property	12. Preserve, enhance and manage the character and appearance of archaeological sites, historic buildings, Conservation Areas, historic parks and gardens, battlefields and other architectural and historically important features and areas and their settings
		6. Vibrant communities to participate in decision-making	13. A bio-diverse and attractive natural environment
		7. Culture, leisure and recreation activities available to all	14. Minimal pollution levels

	Economic	Social	Environmental
SA Objectives		8. Quality housing available to everyone	15. Reduce greenhouse gas emissions and a managed response to the effects of climate change
		9. Local needs met locally	16. Reduce the risk of flooding to people and property
			17. Prudent and efficient use of resources

The sixth and seventh set of proposed changes to the Core Strategy were appraised against the above SA Framework. The appraisal found that the changes either had neutral or beneficial sustainability effects. Sustainability implications of the proposed changes to the Core Strategy included:

- Improved compatibility between the revised Core Strategy Objectives and SA Objectives with Core Strategy Objective 12 now considered to be compatible with SA Objectives 4 and 6 due to the specific reference to health facilities and facilitating social interaction which are likely to assist in creating conditions that engender good health and result in vibrant communities;
- More positive effects on community vibrancy and meeting local needs through changes to CP1: Spatial Development Strategy;
- Reduced uncertainty in relation to flood risk from CP7: Travellers due to reference to national planning policy which requires land allocations for traveller communities to consider flood risk;
- Very positive effects on SA Objective 14: Minimal Pollution Levels from the changes in Policy CP15: Low Carbon and Renewable Energy and CP16: Design Quality due to enhanced or additional requirements for developments to consider pollution;
- Slightly positive effects on SA17: Efficient Use of Resources from the changes to CP15: Low Carbon and Renewable Energy due to the requirement to consider agricultural land in the allocation of future development sites;
- Slightly positive effects on SA7: Culture Leisure and recreational Activities as a result of the changes to CP16: Design Quality that encourage Public Rights of Way to be created or improved.

None of the changes were considered to result in any additional potentially negative effects than those identified previously as part of the 2010 SA Report or the 2011 SA Addendum Report. The changes to Policy CP9 which enable employment land to be redeveloped for other purposes if there is no reasonable prospect of it being used for employment, result in an uncertain effect on employment land provision in the medium to long term. However, monitoring the net loss of employment land as proposed by the Core Strategy, should enable additional employment land to be allocated if a shortfall is identified.

Whilst the majority of the sustainability effects were positive or neutral it is not considered that they change the assessment of cumulative impacts presented within the 2010 SA Report or 2011 SA Addendum.

The overall results of the appraisal of the Core Strategy Policies (as amended) are shown in the table overleaf.

The seventh set of proposed amendments to the Core Strategy and this SA Addendum Report will now be formally published for 6 weeks for consultation, after which the Examination in Public will be reconvened in February 2013.

Once the Core Strategy is adopted, a SA/SEA Post Adoption Statement will be prepared, which will explain how the sustainability appraisal and consultation process have influenced the final document. The Post Adoption Statement will also provide details of how monitoring will be carried out during implementation of the Core Strategy DPD.

Summary of SA of the Core Strategy policies (results based on cumulative short, medium and long-term predicted effects)

SA Objective (abridged)																	
Policy	1. Employment	2. Economy	3. Education	4. Health	5. Security	6. Communities	7. Leisure	8. Housing	9. Local Needs	10. Transport	11. Built environment	12. Historic built environment	13. Biodiversity	14. Pollution	15. Climate change	16. Flooding	17. Resources
LP1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
CPXX	-	-	-	-	-	-	-	✓	-	-	x	-	-	-	-	-	x
CP1	✓	✓	-	-	-	✓/-	✓	✓	✓/-	-	✓	?	?	✓	?/x	✓	?
CP1A	-	-	-	-	-	-	-	-	✓	-	✓	?	?	✓	-	?	-
CP2	-	-	?	?	-	-	-	✓	✓	✓	✓	?	?	-	?/x	?	?
CP2A	✓	✓	-	✓	✓	✓	✓	✓✓	✓	✓✓	✓	-	-	✓	-	x	x
CP3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
CP4	-	-	-	-	-	-	-	✓✓	-	-	-	-	-	-	-	-	-
CP5	-	-	-	-	-	✓	-	✓✓	✓	-	-	-	-	-	?/x	?	?
CP6	-	-	?	?	-	✓	-	✓✓	✓	?	✓	?	?	-	-	?	x
CP7	-	-	-	-	-	-	✓	✓	-	✓	-	✓	✓	-	-	✓	-
CP8	-	-	✓	✓	-	✓	✓	-	✓✓	✓	✓	-	✓	-	-	-	-
CP9	✓✓	✓✓	-	-	-	✓	✓	-	✓	?	✓	?	?	-	x	?	x
CP10	✓	✓✓	-	-	-	✓	✓✓	-	✓	-	✓	-	✓	-	-	?	-
CP11	✓	✓	-	-	✓	✓	✓	-	✓✓	✓	✓	?	?	-	?	?	x
CP12	-	-	-	-	-	-	-	✓	-	✓	✓✓	-	✓	✓✓	✓	✓	✓✓
CP13	-	-	-	-	-	-	-	✓	-	✓	✓	-	✓	x	✓✓	-	✓✓
CP14	-	-	-	-	-	-	-	-	-	-	-	-	-	-	✓✓	-	✓
CP15	-	-	-	-	-	-	✓	-	-	-	✓	✓✓	✓✓	✓✓	-	-	✓/-
CP16	-	-	-	✓	✓	✓	✓/-	✓	✓	✓	✓✓	✓✓	✓	✓✓	✓	-	✓✓

KEY	
✓✓	Very sustainable
✓	Sustainable
?	Effect is uncertain and may depend on how the policy is implemented
-	Neutral
x	Unsustainable
xx	Very unsustainable