

# Selby District Council



## Agenda

Meeting: **Executive**  
Date: **3 October 2013**  
Time: **4pm**  
Venue: **Committee Room**  
To: Councillor Mark Crane, Councillor Mrs Gillian Ivey, Councillor Cliff Lunn, Councillor John Mackman and Councillor Chris Metcalfe

### 1. Apologies for absence

### 2. Minutes

The Executive is asked to approve the minutes of the meeting held on 5 September 2013. Pages 1 to 7 attached.

### 3. Disclosures of Interest

A copy of the Register of Interest for each Selby District Councillor is available for inspection at [www.selby.gov.uk](http://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.

#### **4. Core Strategy Update – Inspector’s Report – Key Decision**

Report E/13/22 asks the Executive to agree the revised Selby District Core Strategy Local Plan and recommend its adoption to Council. Pages 8 to 453 attached.

#### **5. Local Development Framework – New Local Plan for the District – Key Decision**

Report E/13/23 asks the Executive to approve the format of the new local plan for the District as well as recommend Council to approve a revised Local Development Scheme (LDS) in order to progress the statutory development plan for the District. Pages 454 to 488 attached.

#### **6. Leisure Landlord Maintenance Programme**

Report E/13/24 asks the Executive to approve the Year Five Landlord Planned Maintenance Programme for Tadcaster Leisure Centre and Selby Park and fund the Year 5 programme from the Building Repairs Reserve. Pages 489 to 501 attached.

#### **7. ICT Application Delivery and migration from Windows XP to Windows 7 – Key Decision**

Report E/13/25 asks the Executive to approve the migration of all the Council’s Windows XP desktop equipment to Windows 7. Pages 502 to 507 attached.

#### **8. Spend to Save Investment in Planning**

Report E/13/26 asks the Executive to endorse the introduction of an appointment system for planning advice. Pages 508 to 512 attached.

#### **9. Programme For Growth – A New Leisure Centre for Selby and Sport England Grant Funding – Key Decision**

Report E/13/27 asks the Executive to accept the grant condition required by Sport England and to formally accept the offer of grant funding from Sport England. Pages 513 to 515 attached.

## 10. Scrap Metal Dealers Act 2013 – Setting of Fees

Report E/13/28 asks the Executive to endorse the implementation of the Scrap Metal Dealers Act 2013 and the adoption of a fee structure. Pages 516 to 520 attached.

**M Connor**  
**Chief Executive**

<b>Dates of next meetings</b>
<b>TBC - Executive Briefing</b>
<b>7 November 2013 Executive</b>

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# Selby District Council



## Minutes

### Executive

Venue:	Committee Room, Civic Centre, Selby
Date:	5 September 2013
Present:	Councillor M Crane (Chair), Mrs G Ivey, C Lunn, J Mackman.
Officers present:	Chief Executive, Deputy Chief Executive, Executive Director S151, Executive Director, Managing Director, Director of Business Services, Director, Head of Legal Services, Lead Officer – Policy and Democratic Services Manager.
Also Present:	Cllr J Crawford
Public:	0
Press:	0

NOTE: Only minute numbers 23, 25, 26, 27, 28, 29 and 30 are subject to call-in arrangements. The deadline for call-in is 5pm on 17 September 2013. Decisions not called in may be implemented on 18 September 2013.

#### **20. Apologies for Absence**

Apologies were received from Councillor C Metcalfe.

#### **21. Minutes**

The minutes of the meeting on 4 July 2013 were submitted and agreed as a correct record and signed by the Chair.

#### **22. Disclosure of Interest**



Councillor J Mackman declared that he had registered as an “other interest” his role on the Selby and District Housing Trust. As this interest was not a Disclosable Pecuniary Interest he remained in the meeting and participated during consideration of item 12 (minute - 31 Selby District Council Housing Development Strategy).

### **23. Empty Homes Strategy**

Councillor M Crane presented the report which set out the new Empty Homes Strategy 2013-2016 for Selby District.

The Executive Director stated that the Empty Homes Strategy had been open to public consultation over the summer. Those who took part in the consultation were supportive of the Council’s proposals. The Strategy would operate three parallel approaches to addressing Empty Homes within the district; these were Encouragement, Support and Enforcement.

The Executive discussed the size of Council’s financial contribution to support the scheme. The Executive agreed additional recommendations regarding the establishment of targets for the number of Empty properties to be brought back into use and the establishment of a review after one year of operation.

#### **Resolved:**

- i. To adopt the Empty Homes Strategy 2013-2016;**
- ii. To note the results of the consultation;**
- iii. To agree that £100k of investment is committed from the Programme for Growth into a capital pot for an empty homes loans scheme;**
- iv. To agree that delegated authority to decide on the service delivery implementation arrangements is given to the Executive Director after consultation with Council’s S151 Officer and the Tough Stuff Board;**
- v. To approve the addition of targets within the Empty Homes Strategy;**
- vi. To approve a review by the Executive following the first year of the scheme’s operation.**

Reason for the decision:

As part of the Programme for Growth, the council has prioritised work to increase the amount of housing in the district and tackle empty homes.

## **24. Financial Strategy – Key Decision**

Councillor C Lunn presented an update to the revised Medium Term Financial Strategy (MTFS) approved by full Council in December 2012.

Councillor C Lunn explained that there remained much uncertainty over local government funding and that cuts of 12% were anticipated for 2014/15. Based on the assumptions within the report, total savings of £732k were required over the next three years, with a target of £516k for 2014/15.

The Executive heard that Access Selby had identified savings of £299k for 2014/15. Councillor C Lunn highlighted some of the opportunities open to the Council to make savings, these included a potential for growth in Business Rates income.

### **Resolved:**

- i. To submit to Council for approval the draft update to the Medium Term Financial Strategy, subject to comments from the Policy Review Committee;**
- ii. To submit to the next Executive meeting a report on proposals for Business Rates pooling.**

Reasons for the decision:

To set the framework for the 2014/15 budget and 2014 – 2016/17 Medium Term Financial Plan

## **25. 1<sup>st</sup> Interim Budget Exceptions Report – Key Decision**

Councillor C Lunn presented the report on the Council's financial results and budget exceptions to 30 June 2013.

Councillor C Lunn stated that, at this early stage in the financial year, surpluses of £128k on the General Fund and £81k on the Housing Revenue Account were forecast. Good progress had been achieved towards the savings target for 2013/14.

### **Resolved:**

**To endorse the actions of officers and note the contents of the report.**

Reasons for the decision:

To ensure that budget exceptions are brought to the attention of the Executive with explanations from officers; in order to approve remedial action as necessary.

**26. 1<sup>st</sup> Interim Treasury Management Progress Report – Key Decision**

Councillor C Lunn presented the report which reviewed the Council's Treasury Management activity for the first three months of 2013/14 and presented performance against the Prudential Indicators.

**Resolved:**

**To endorse the actions of officers on the Council's treasury activities for the period ending 30th June 2013 and approve the report.**

Reasons for the decision:

To comply with the Treasury Management Code of Practice, the Executive is required to receive and review regular treasury management monitoring reports.

**27. 1<sup>st</sup> Interim Corporate Plan Progress Report**

Councillor M Crane presented the report which provided details of the Access Selby key performance indicators following the first quarter of reporting for the financial year 2013/14, and recommended appropriate action where required.

Councillor M Crane was pleased to report that all performance indicators were at or above target. The Executive passed on its gratitude to the staff of Access Selby for their hard work and dedication.

**Resolved:**

**To approve the report.**

Reason for the decision:

The on-going management of performance and improvement data assists Access Selby in achieving its priorities for 2013/14.

**28. National Non-Domestic Rates Policy (NNDR)**

Councillor C Lunn presented the report on the results of the six week consultation on the draft NNDR Discretionary Rate Relief. Councillor C Lunn outlined that no changes to the policy were necessary following the consultation.

**Resolved:**

**To submit the draft National Non - Domestic Rates (NNDR) Discretionary Rate Relief Policy to Council for approval.**

Reason for the decision:

To put in place a robust policy framework to ensure that decisions regarding the award of discretionary rate relief are taken in a fair, consistent and transparent manner giving due consideration to the interests of local tax payers.

**29. Traveller Needs Assessment**

Councillor J Mackman presented the report on the Traveller Needs Assessment (TNA).

Councillor J Mackman informed the Executive that the Council had a statutory duty to undertake a Traveller Needs Assessment to help inform planning and policy decisions. The Council commissioned Opinion Research Services to look at need over the period to 2028. Their report found a total need for 33 Traveller pitches split in to five year blocks of 9, 7 and 7 pitches respectively.

The Executive discussed the report in detail and felt that it was robust and offered a strong evidence base for future decisions.

**Resolved:**

**To endorse the Traveller Needs Assessment 2013.**

Reason for the decision:

To establish the evidence base for future planning decisions.

**30. Duty to Co-operate Planning Policy**

Councillor J Mackman presented the report which provided an update with regards to the Duty to Cooperate (DTC) and the Spatial Planning taking place with neighbouring authorities and how it affected Selby District.

Councillor J Mackman suggested that the Council must demonstrate its understanding of the key strategic cross boundary issues that affect plan making. He detailed the key cross border issues arising from areas of proposed development by the Council's neighbouring authorities. The Executive discussed the potential development of Whinthorpe Village and further development of the Designer Outlet, both with the boundaries of York City Council.

The Executive agreed to amend the final recommendation to read:

**To grant delegated authority to the Director of Community Services after consultation with the Lead Member for Place Shaping to authorise future similar responses on Duty to Cooperate Issues.**

**Resolved:**

- i. To note the report;**
- ii. To agree the responses to be sent to neighbouring authorities shown in appendices;**
- iii. To grant delegated authority to the Director of Community Services after consultation with the Lead Member for Place Shaping to agree responses on Duty to Cooperate Issues in the future.**

Reason for the decision:

- i. To acknowledge the future stages of plan preparation.
- ii. To fulfil the Duty to Cooperate and set out the Authority's position on cross-boundary planning matters.
- iii. To simplify and speed up the Authority's future responses in order to meet deadlines.

### **31. Selby District Council Housing Development Strategy**

Councillor C Lunn presented the report on the consultation on the draft Housing Development Strategy.

Councillor C Lunn set out that the Development Strategy had been positively received by Policy Review Committee and was supported by the Selby and District Housing Trust Board. No amendments had been proposed.

**Resolved:**

- i. To approve the allocation of £150k (£30k per annum over 5 years) from the Programme for Growth to support the 5 year development plan for Selby and District Housing Trust;**
- ii. To recommend the Housing Development Strategy to Council.**

Reason for the decision:

The Development Strategy will provide a framework for the Council to deliver affordable housing, either through the HRA, or through the General Fund.

The meeting closed at 5.14 pm

# Selby District Council

## REPORT

Reference: E/13/22

Public – Item 4



**To:** The Executive  
**Date:** 3 October 2013  
**Status:** Key Decision  
**Report Published:** 25 September  
**Author:** Helen Gregory, Policy Officer  
**Executive Member:** Councillor John Mackman  
**Lead Officer:** Keith Dawson, Director of Community Services

**Title:** Adoption of the Selby District Core Strategy Local Plan

### Summary:

The Core Strategy is a key Council document and following Submission to the Secretary of State in May 2011, was the subject of an Examination in Public (EIP) at a number of hearing sessions between 2011 and 2013. Following the final hearing session on 27 February 2013, the independent government Inspector has found the document legally compliant and 'sound' subject to 34 'Main Modifications' (that the Council has previously proposed). It is now proposed for formal Adoption to provide the strategic framework not only for planning but also for investment decisions for the District over the plan period from 2011 to 2027.

### Recommendation:

- i. Executive to note the contents of this report.
- ii. Executive to agree the Modifications and the revised Selby District Core Strategy Local Plan as set out in Appendix 3.
- iii. Executive to recommend to Council to Adopt the Selby District Core Strategy Local Plan provided in Appendix 4, with the Main Modifications (recommended by the Inspector) and the Additional Modifications (which the Council is entitled to make) as specified in Appendix 3 of this report.
- iv. That delegated authority is given to the Director of Community Services to a) make any further minor grammatical, typographical

**and formatting changes; and b) undertake the necessary regulatory procedures for Adoption.**

**Reasons for recommendations:**

To provide an up to date development plan for the District in accordance with statutory requirements.

**1. Purpose of the Report**

- 1.1 To update the Executive about the final day of the Core Strategy EIP in February 2013 and associated issues.
- 1.2 To inform Executive of the findings and recommendations of the Inspector's Report into the Examination of the Core Strategy.
- 1.3 To recommend Adoption subject to the Main Modifications and Additional Modifications as set out in this report and appendices.

**2. Background**

- 2.1 The Core Strategy sets out the Council's long term strategic vision for how the District should develop up to 2027 and when adopted, it will form the framework of the Council's planning policies. It will be a fundamental foundation for the Council's Programme for Growth ensuring the District prospers from inward investment providing local jobs and quality homes.
- 2.2 The Selby District Core Strategy was 'submitted' to the Government in 2011 and an independent review of the plan has been undertaken by an inspector at a number of hearing sessions between 2011 and 2013.
- 2.3 At the hearing sessions, the Inspector examined the legal compliance of the Core Strategy and whether it was a 'sound' basis for planning in the District when tested against statutory criteria including consistency with national policy.
- 2.4 Throughout the process the Council has worked with the Inspector and other participants to resolve issues such as the overall amount of new development needed up to 2027 and where and how this should be delivered in a sustainable manner to boost housing supply and support a prosperous economy.
- 2.5 The Council therefore, during the EIP adjournments, published for consultation a number of sets of modifications (published as 'Minor Amendments' and latterly as 'Proposed Changes') to the submitted plan in the light of the issues raised by the Inspector and through debate at the EIP. A number of modifications were also proposed by the Council to ensure the plan remains consistent with national policy in the National Planning Policy Framework (NPPF) which was published by central government in the middle of the EIP process.



### 3. Update

- 3.1 The final reconvened EIP was held on 27 February 2013 for the Inspector to examine the remaining issues in relation to the final set of the Council's modifications (7<sup>th</sup> Set of Proposed Changes) which had been subject to public consultation in November and December 2012 (see Extraordinary Council 6 November 2012, Report Reference C/12/8) and the Revocation of the Regional Strategy which was enacted on 22 February 2013. The session was a 'mopping up' exercise and provided the opportunity for any updates required.
- 3.2 Prior to and following the February EIP there were a number of related issues which were dealt with by means of written submissions and the opportunity for all parties to respond to those submissions. The Inspector's notes, all responses and any ruling by the Inspector are all available on the Core Strategy EIP web page.
- The issues were:
- a) Legal Submissions with regards to S20(7B) and S20(7C) of the Planning and Compulsory Purchase Act 2004: The Inspector's Ability to Recommend Main Modifications.*
- 3.3 The question arose at the September 2012 Examination session in relation to the Inspector's ability in the circumstances of the Selby District Core Strategy to recommend main modifications to the Core Strategy. The Inspector directed that submissions be made in writing by 18 January 2013 and that responses to those legal submissions be made by 1 February 2013. The Inspector issued his ruling on 26 February 2013. He concluded that "*in the case of the Selby District Core Strategy, I conclude that I do have the power to recommend main modifications which would make the plan sound.*"
- b) Revocation of the Yorkshire and Humber Regional Strategy*
- 3.4 On Tuesday 29 January 2013 the Government took steps to revoke the Yorkshire and Humber Regional Strategy on 22 February 2013. This meant that the development plan framework relevant to the Selby District Core Strategy would change prior to the final Examination hearings programmed for 27 February 2013. The Inspector considered it necessary to consult all parties on the implications of Regional Strategy revocation for the Selby District Core Strategy. The Inspector received written submissions from the Council and other parties for his consideration and the issue was debated at the 27 February EIP.
- c) Sustainability Appraisal (SA)*
- 3.5 At the final hearing session on 27 February 2013, two representors submitted that a housing delivery of about 550 dwellings per annum (to reflect the quantification of the windfall element of supply) had not been properly taken into account in the Sustainability Appraisal. The Inspector asked for written submissions on this procedural point from the Council and third parties were invited to submit their comments. The Inspector considered the arguments made on the acceptability

of the Sustainability Appraisal in relation to windfall development and housing numbers and issued his ruling on the 10 April 2013 (see Core Strategy EIP webpage). The ruling deferred to his assessment in his final report which subsequently set out that the SA does satisfy the requirements of Regulation 12(2) of the Environmental Assessment of Plans and Programmes Regulations 2004.

*d) Publication of Interim 2011-based household projections*

- 3.6 The Inspector was about to finalise his Report to the Council into the Examination when, on 9 April, the Government released its 2011-based household projections. As the Inspector is required to have regard to the latest available information at the time that he submits his Report (and before he revised his Report to reflect the new household forecasts) he sought the views of all parties on the implications of these latest projections for the Core Strategy. The Council submitted comments that the publication of the projections did not change objectively assessed housing need for the District of 450 dwellings per annum (dpa). The Inspector deals with housing numbers in his report and takes the view that based on all the evidence, the best estimate is a need for at least 450 dpa over the first 10 years of the plan period, perhaps increasing by an unknown amount for the last 5 years.

#### **4. The Inspector's Report**

- 4.1 The Council received the Inspector's Report on 20 June 2013 and the Council published it on the Council's website on Thursday 27 June. It was made available at the Council offices and Libraries the same day and all interested parties on the 'Local Development Framework' mailing list were informed by letter or email.
- 4.2 The Inspector's report is provided in full at Appendix 1, and key points are outline in Section 5 below. In brief, the Inspector concludes that:
- "with the recommended main modifications set out in the Appendix, the Selby District Core Strategy Local Plan satisfies the requirements of Section 20(5) of the 2004 Act<sup>1</sup> and meets the criteria for soundness in the National Planning Policy Framework."
- 4.3 Section 23 (2) – (5) of the Planning and Compulsory purchase Act 2004, as amended by Section 112 (3) of the Localism Act 2011 deals with Adoption of development plan documents:
- (2) If the person appointed to carry out the independent examination of a development plan document recommends that it is adopted, the authority may adopt the document—
- (a) as it is, or
- (b) with modifications that (taken together) do not materially affect the policies set out in it.

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<sup>1</sup> The Planning and Compulsory Purchase Act 2004

(2A) Subsection (3) applies if the person appointed to carry out the independent examination of a development plan document—

- (a) recommends non-adoption, and
- (b) under section 20(7C) recommends modifications (“the main modifications”).

(3) The authority may adopt the document—

- (a) with the main modifications, or
- (b) with the main modifications and additional modifications if the additional modifications (taken together) do not materially affect the policies that would be set out in the document if it was adopted with the main modifications but no other modifications.”

(4) The authority must not adopt a development plan document unless they do so in accordance with subsection (2) or (3).

(5) A document is adopted for the purposes of this section if it is adopted by resolution of the authority.

4.4 This report presents the Inspector’s Report to the Executive and, in accordance with Section 23 (2A)(b) and Section 23 (3)(b) of the Act (set out above) asks the Executive to agree the Modifications and recommends that the Executive recommends that Council Adopt the Selby District Core Strategy Local Plan with the Main Modifications and Additional Modifications as set out in the attached Appendices (3 and 4).

## 5. **The Inspector’s Report – Legal Compliance and Soundness of the Selby District Core Strategy Local Plan**

5.1 The Inspector’s report contains his assessment of the Core Strategy in terms of section 20(5) of the Planning and Compulsory Purchase Act 2004 (as amended). It considers whether the Plan is compliant with the legal requirements and whether it is sound. Paragraph 182 of the NPPF makes clear that to be sound; a Local Plan should be positively prepared, justified, effective and consistent with national policy. The Inspector’s report is attached at Appendix 1 in full. This section of the Executive report outlines the key points.

### *Assessment of Legal Compliance*

5.2 The Inspector deals with Legal Compliance issues at Paragraphs 7 – 24 in his Report. He finds that the Core Strategy is legally compliant in terms of the legal compliance issues raised regarding: the process of policy formulation; consultation and community engagement; the duty to cooperate; his ability to make Main Modifications; and the Sustainability Appraisal / Strategic Environmental Assessment.

5.3 The Inspector’s examination of the compliance of the Core Strategy with other legal requirements covers the following, and he concludes that the Core Strategy meets them all:

Local Development Scheme (LDS)	The Core Strategy is identified within the October 2010 approved LDS which sets out an expected adoption date of October 2011. The slippage arising from suspension of the examination and changes to national policy is detailed in the Council's Annual Monitoring Report.
Appropriate Assessment (AA)	The Habitats Regulations Screening for AA (February 2010) and the subsequent AA (December 2010) are satisfactory.
National Policy	The Core Strategy complies with national policy except where indicated and modifications are recommended.
Sustainable Community Strategy (SCS)	Satisfactory regard has been paid to the November 2010 SCS.
2004 Act and Regulations (as amended)	The Core Strategy complies with the Act and the Regulations.

#### *Assessment of Soundness and Modifications*

- 5.4 The Inspector deals with the assessment of soundness and modifications in the remainder of his Report (from Paragraph 25 onwards). Taking account of all the representations, written evidence and the discussions that took place at the examination hearings, the Inspector has identified in his report seven main issues upon which the soundness of the plan depends. The issues are:
- Issue 1 – Whether the overall spatial development strategy is sound having regard to the context and needs of the district.
  - Issue 2 – Whether the provision for housing is sound in terms of its scale, distribution and delivery.
  - Issue 3 – Whether the selection of the Olympia Park Strategic Development Site is justified by the evidence and has a realistic prospect of being delivered.
  - Issue 4 – Whether the plan makes adequate provision for the accommodation needs of all sections of the community in terms of affordability and type.
  - Issue 5 – Whether the plan establishes a sound framework for the future employment and retail needs of the district.
  - Issue 6 – Whether the policies on sustainable development, energy and the environment are appropriate and justified.
  - Issue 7 – Whether the infrastructure requirements and the mechanisms for implementation and monitoring are sufficiently robust to ensure effective delivery of the strategy.

- 5.5 The Inspector considers each of these in his Report and concludes that the Selby District Core Strategy Local Plan provides an appropriate basis for the planning of the District over the next 15 years providing a number of modifications (which the Council proposed) are made to the Plan.
- 5.6 The Inspector deals with the specific Main Modifications that are needed to make the Plan sound and legally compliant and they are identified in bold in his report (**MM**) and are set out in the Appendix to his report.
- 5.7 The Main Modifications can be summarised as follows:
- Include a model policy on the presumption in favour of sustainable development;
  - Increase the overall provision for housing to a minimum of 450 dwellings per annum and clarify that most windfall housing will be additional to the allocations;
  - Include a policy on the Green Belt to give strategic guidance to any Green Belt review necessary at Site Allocations Local Plan stage;
  - Revise the list of Designated Service Villages (to include Escrick and remove Fairburn) and amend the approach to development in Secondary Villages and the countryside;
  - Revise the policy on housing delivery to reflect the positive approach sought by national policy;
  - Include a strategy to overcome land supply problems at Tadcaster;
  - Make adjustments to ensure that the delivery of development is not unduly constrained by viability issues;
  - Amend the rural exceptions policy to reflect current national policy;
  - Amend the approach to gypsy and traveller provision in response to changes to national policy;
  - Adjust the approach to employment development to ensure consistency with national policy;
  - Delete or amend certain requirements relating to energy efficiency and building design which exceed national standards.

## **6. Adoption**

- 6.1 The background to the issues above (set out in Paragraph 5.4) and the Main Modifications to the Submission Draft Core Strategy (outlined at Paragraph 5.7) were considered and agreed by the Executive and / or Council at relevant stages throughout the

Examination process. All the Main Modifications were initially proposed by the Council (and have been consulted upon). The Council specifically requested that the Inspector recommend any Main Modifications necessary to enable it to Adopt the Plan.

- 6.2 Paragraph 6 of the Inspector's report explains that the Council proposed a large number of Additional Modifications which do not materially affect the policies of the Plan (but instead help readability and explain issues more clearly). These Additional Modifications can be made by the local planning authority (the Council) on Adoption without the need to be examined by the Inspector.
- 6.3 Because these Additional Modifications do not go to soundness and are solely a matter for the Council, the Inspector generally makes no reference to them in his report. However, the Main Modifications necessary to make the plan sound (set out in the Appendix to the Inspector's Report) include some extensive passages of explanatory text. Not every sentence of this text represents an essential part of a Main Modification, though for ease of comprehension the Appendix to the Inspector's report includes the text in full.
- 6.4 In summary, the Council has previously approved and proposed the Main Modifications and asked the Inspector to recommend these in order to make the Core Strategy sound. The Main Modifications have been subject to consultation and examined at the EIP hearing sessions.
- 6.5 The majority of the Additional Modifications (that the Council propose and which do not go to soundness) have also been agreed by the Council (some of the Additional Modifications were agreed under appropriate delegated authority) and also subject to consultation through the examination process.
- 6.6 Schedules of all the 7 Sets of Proposed Changes (both Main and Additional Modifications which the Council proposed) at each stage are available on the website. The relevant reports to meetings of councillors are listed in the Background Documents at the end of this report and they are also available on the Council's website along with the Minutes.
- 6.7 Some of the approved Proposed Changes were so written to allow Officers to include updates and consequential changes to the Plan in response to debates and Modifications as the EIP progressed. In addition, Officers had been granted Delegated Authority to make Additional Modifications (either in writing or orally) as the EIP progressed on behalf of the Council.
- 6.8 For completeness, Appendix 2 of this report explains the source of every Additional Modification. Each Additional Modification is highlighted in the tracked changes version of the plan in blue in Appendix 3 and the precise wording of those Modifications made under Delegated Authority are also underlined in Appendix 3. The Executive is therefore asked to agree all the Additional Modifications in the final Adoption draft of the Core Strategy.
- 6.9 It is also brought to the attention of the Executive that the final

Adoption draft version of the Core Strategy includes a new Appendix A which provides a Schedule of the Policies in the Core Strategy which will replace existing SDLP policies on Adoption, as an Additional Modification to the plan. This is required by Regulation 8(5) of the Town and Country Planning (Local Planning) (England) Regulations 2012 which states that “*where a local plan contains a policy that is intended to supersede another policy in the adopted development plan, it must state that fact and identify the superseded policy.*” The schedule has previously been submitted to the Secretary of State alongside the Core Strategy and made available on the website in the Core Document list for the EIP (reference CS/CD/4 which was replaced by CS/CD/4a). Some additional footnotes are proposed to be included for clarity.

- 6.10 In addition it should be noted that, on Adoption, as a consequence of certain new Core Strategy policies, some of the existing ‘Policies Maps’ (previously known as Proposals Maps) in the SDLP will be replaced. Further information is provided at Appendix 5
- 6.11 **All the Main and Additional Modifications are shown within a ‘tracked changes version’ of the Core Strategy at Appendix 3 of this report (see also Key to the modifications at Appendix 2) which shows precisely all the Modifications to the Submission Draft Core Strategy which the Executive is asked to agree.**
- 6.12 **Appendix 4 provides the final Adoption draft Selby District Core Strategy Local Plan (as it is intended to be published without the tracked changes shown) with the Main Modifications and Additional Modifications incorporated and which the Executive is asked to recommend to the Council for formal Adoption.**

## 7. Legal Issues

### *Adoption Procedures*

- 7.1 This report presents the Inspector’s Report and, in accordance with Section 23 (2A)(b) and Section 23 (3)(b) of the Planning and Compulsory Purchase Act 2004, recommends that the Executive recommend that the Council Adopt the Selby District Core Strategy Local Plan with the Main Modifications and Additional Modifications as set out in the attached Appendices.
- 7.2 For the Executive’s information, once Adopted, the local planning authority is required to meet the regulatory requirements of the Planning Regulations as set out below.
- 7.3 Section 26 of the Town and Country Planning (Local Planning) (England) Regulations 2012 deals with the adoption of a local plan:  
“As soon as reasonably practicable after the local planning authority adopt a local plan they must—  
(a) make available in accordance with regulation 35  
(i) the local plan;  
(ii) an adoption statement;

- (iii) the sustainability appraisal report; and
- (iv) details of where the local plan is available for inspection and the places and times at which the document can be inspected;

(b) send a copy of the adoption statement to any person who has asked to be notified of the adoption of the local plan; and

(c) send a copy of the adoption statement to the Secretary of State”

7.4 Officers will undertake these procedures and the Executive is asked to delegate authority to officers for the avoidance of doubt.

*Strategic Environmental Assessment and Sustainability Appraisal (SEA/SA) and Habitats Regulations Assessment (HRA)*

7.5 As required by the Planning and Compulsory Purchase Act 2004, the Council must prepare a Sustainability Appraisal report that identifies the social, environmental and economic impacts of a strategy and suggests ways to avoid or minimise negative impacts and maximise positive impacts. As the requirements and steps are broadly similar, this Sustainability Appraisal also incorporates the SEA requirements (as set out in the European Directive on Environmental Assessment of Plans and Programmes 2001/42/EC (the 'Strategic Environmental Assessment' Directive), transposed into UK legislation through the Environmental Assessment of Plans and Programmes Regulations 2004).

7.6 The SEA/SA Report comprises the Final Report at Submission and subsequent Addenda as part of the EIP process. The documents (the 'SA Report') are already available on the Council's website (SEA/SA - CS/CD/17 and 17a, 17h and 17i) and will be made available as required by the above Regulations.

7.7 The Council is also required to undertake an assessment of the impacts of the Core Strategy upon the Natura2000 designated sites of wildlife importance, as set out in the European 'Habitats Directive', transposed into UK legislation through the Conservation of Habitats and Species Regulations 2010 (as amended). This 'Habitats Regulations Assessment' (HRA) Reports comprise the Final Report at Submission and subsequent Addenda as part of the EIP process. The documents are already available on the Council's website (HRA – CS/CD18 - CS/CD18b).

7.8 The SEA/SA and HRA reports have been published at each stage of plan preparation/consultation as required by the above Regulations.

7.9 After Adoption, under Regulation 16 of the Environmental Assessment of Plans and programmes Regulations 2004, the Council is also required to publish an 'SA Post-Adoption Statement' which sets out the reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with.



For convenience, the Post Adoption Statement will also set out the key findings from the Habitat Regulations Assessment. The Post-Adoption Statement must be prepared and published as soon as reasonably practicable after Adoption.

- 7.10 Officers are currently working with the Council's consultants (Waterman Environmental) to ensure that the 'SA Post-Adoption Statement' is made available in line with Regulation 16.

#### *Statutory Challenge to the Plan*

- 7.11 The Inspector has found the Core Strategy legally compliant and sound. However, under section 113 of the Planning and Compulsory Purchase Act 2004 a person who is aggrieved by a relevant document may make an application to the High Court on the ground that
- (a) the document is not within the appropriate power; or
  - (b) a procedural requirement has not been complied with.

### **8. Other Policy Issues**

- 8.1 The Core Strategy sets out the long term strategy for development in the District including the quantum of development and how and where it should be provided. The Core Strategy will form the main Local Plan document against which planning applications will be determined (alongside the NPPF and any other material planning considerations). It will provide the foundation for those other more detailed planning documents such as the site allocations and development management documents. Any subsequent local plan documents must be consistent with the Core Strategy.
- 8.2 As set out in an appendix to the Core Strategy, on adoption it will replace some of the policies in the existing Selby District Local Plan (SDLP, adopted in 2005 and policies saved in 2008 by Direction of the Secretary of State). The remaining saved policies will be replaced by subsequent Local Plan documents (such as the site allocations and development management policies) - the format and scope of which are currently being considered (see other item on this agenda).

### **9. Financial Issues**

- 9.1 Previous reports have highlighted the additional costs for the delayed Core Strategy EIP process (which have been met from the LDF Budget) but which also creates budget pressures on the future parts of LDF/Local Plan. The amounts have been assessed as part of the further work on the remaining elements of the subsequent new Local Plan (see other item on this agenda New Local Plan/Local Development Scheme).
- 9.2 The existing LDF budget has the costs of Adoption (statutory documentation and notifications) allocated within it.

9.3 The costs of any Legal Challenge to the Adoption of the plan would need to be met through Council Reserves.

## **10. Conclusion**

10.1 The Adoption of the Core Strategy will provide the important strategic element of an up-to-date development plan in line with statutory requirements under the NPPF. It will also protect the key environmental assets of the District and support growth and prosperity of the District by promoting sustainable development to deliver homes and jobs. It will help deliver the Council's key objectives and underpin Council strategies such as the Programme for Growth.

10.2 Once Adopted by resolution of the Council, the Core Strategy will be part of the development plan and given full weight in assessing planning applications in Development Management decisions (both delegated to officers and Planning Committee).

### **Background Documents (all available on Council's website)**

*See Core Strategy EIP web page and the Core Documents List (CS/CD reference numbers quoted)*

Submission Draft Core Strategy (May 2011) and subsequent Seven Sets of Proposed Changes (Main Modifications and Additional Modifications)

CS/CD1, CS/CD2, CS/CD2a, CS/CD2b, CS/CD2c, CS/CD2d, CS/CD2e, CS/CD2f and CS/CD2g

Inspector's Report dated 19 June 2013, Published 27 June 2013

Policies Maps (CS/CD/3 and 3a)

SEA/SA Reports (CS/CD/17 and 17a, 17h and 17i)

Inspector's Notes and Rulings.

*Previous Core Strategy Reports (with Report Reference Numbers):*

- Council 13 September 2011 (C/11/3)
- Extraordinary Executive 24 November 2011 (E/11/42)
- Policy Review 24 November 2011 (PR/11/9)
- Executive 1 December 2011 (E/11/43)
- Council 13 December 2011 (C/11/7)
- Council 28 February 2012 (C/11/14)
- Executive 5 April 2012 (E/11/59)
- Extraordinary Council 29 May 2012 (C/12/2)
- Executive 1 November 2012 (E/12/41)
- Extraordinary Council 6 November 2012 (C/12/8)

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**Appendices**

- Appendix 1 Inspector's Report and Schedule of Main Modifications
- Appendix 2 Key to Main Modifications and Additional Modifications shown in Appendix 3
- Appendix 3 Tracked Changes version of the Core Strategy
- Appendix 4 Final Adoption Draft Core Strategy Local Plan for Council Adoption
- Appendix 5 Note regarding Replacement Policies Maps

## Appendix 1 Inspector's report and Schedule of Main Modifications



The Planning  
Inspectorate

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# Report to Selby District Council

**Martin Pike BA MA MRTPI**

Inspector appointed by the Secretary of State for Communities and Local Government

Date 19 June 2013

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PLANNING AND COMPULSORY PURCHASE ACT 2004 (AS AMENDED)

SECTION 20

**REPORT ON THE EXAMINATION INTO  
SELBY DISTRICT CORE STRATEGY LOCAL PLAN**

Document submitted for examination on 5 May 2011

Examination hearings held between 20 September 2011 and 27 February 2013

File Ref: PINS/N2739/429/3

## Abbreviations Used in this Report

AA	Appropriate Assessment
CS	Selby District Core Strategy
dpa	dwellings per annum
DC	District Council
DCLG	Department of Communities and Local Government
DPD	Development Plan Document
DSV	Designated Service Village
GTAA	Gypsy and Traveller Accommodation Assessment
HA	Highways Agency
IHP	Interim Housing Policy
LCR	Leeds City Region
LDF	Local Development Framework
LDS	Local Development Scheme
LP	Local Plan
MM	Main Modification
NPPF	National Planning Policy Framework (also "the Framework")
NY&Y	North Yorkshire and York sub-region
NYSHMA	North Yorkshire Strategic Housing Market Assessment
ONS	Office for National Statistics
ppa	persons per annum
PPG	Planning Policy Guidance Note
PPS	Planning Policy Statement
PPTS	Planning Policy for Traveller Sites
REM	Regional Econometric Model
RS	Regional Strategy
SA	Sustainability Appraisal
SADPD	Selby District Site Allocations Development Plan Document
SALP	Selby District Site Allocations Local Plan ( <i>new name for SADPD</i> )
SCI	Statement of Community Involvement
SCS	Sustainable Community Strategy
SDLP	Selby District Local Plan
SFRA	Strategic Flood Risk assessment
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SNPP	Sub-National Population Projections
SPD	Supplementary Planning Document
SV	Secondary Village
YHP	The Yorkshire and Humber Plan

## Non-Technical Summary

This report concludes that the Selby District Core Strategy Local Plan provides an appropriate basis for the planning of the District over the next 15 years providing a number of modifications are made to the Plan. The Council has specifically requested that I recommend any modifications necessary to enable them to adopt the Plan.

All the modifications were proposed by the Council and I have recommended their inclusion after full consideration of the representations from other parties on these issues.

The modifications can be summarised as follows:

- Include a model policy on the presumption in favour of sustainable development;
- Increase the overall provision for housing to a minimum of 450 dwellings per annum and clarify that most windfall housing will be additional to the allocations;
- Include a policy on the Green Belt to give strategic guidance to any Green Belt review necessary at Site Allocations Local Plan stage;
- Revise the list of Designated Service Villages and amend the approach to development in Secondary Villages and the countryside;
- Revise the policy on housing delivery to reflect the positive approach sought by national policy;
- Include a strategy to overcome land supply problems at Tadcaster;
- Make adjustments to ensure that the delivery of development is not unduly constrained by viability issues;
- Amend the rural exceptions policy to reflect current national policy;
- Amend the approach to gypsy and traveller provision in response to changes to national policy;
- Adjust the approach to employment development to ensure consistency with national policy;
- Delete or amend certain requirements relating to energy efficiency and building design which exceed national standards.

## Introduction

1. This report contains my assessment of the Selby District Core Strategy Local Plan in terms of section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers whether the Plan is compliant with the legal requirements and whether it is sound. Paragraph 182 of the National Planning Policy Framework ("the Framework") makes clear that to be sound, a Local Plan should be positively prepared, justified, effective and consistent with national policy.
2. The starting point for the examination is the assumption that the local authority has submitted what it considers to be a sound plan. The basis for my examination is the May 2011 Submission Draft Core Strategy (CS) which is the same as the document published for consultation in January 2011.
3. Towards the end of the hearing sessions in September 2011 the Council requested that I suspend the examination for 7 months to enable it to re-assess its approach to (and produce additional evidence on) a range of matters and to consider possible further changes to the CS. This request was opposed by a number of representors, one of whom produced written submissions arguing that, instead of a suspension, the CS should either be withdrawn or found unsound. I gave careful consideration to all the representations, both written and verbal, before agreeing to the request for suspension.<sup>2</sup>
4. My report deals with the main modifications that are needed to make the Plan sound and legally compliant and they are identified in bold in the report (**MM**). In accordance with section 20(7C) of the 2004 Act, the Council has requested that I should make any modifications needed to rectify matters that make the Plan unsound/not legally compliant and thus incapable of being adopted. These main modifications are set out in the Appendix.
5. The main modifications that go to soundness have been subject to public consultation and, where necessary, Sustainability Appraisal (SA) and I have taken the consultation responses into account in writing this report.
6. The Council has proposed a large number of additional modifications which do not materially affect the policies of the Plan. Under the new section 23(3) of the 2004 Act which came into force in January 2012, these can now be made by the local planning authority on adoption without the need to be examined. Because these additional modifications do not go to soundness and are solely a matter for the Council, I generally make no reference to them in this report. However, the main modifications necessary to make the plan sound include some extensive passages of explanatory text. Not every sentence of this text represents an essential part of a main modification, though for ease of comprehension the Appendix includes the text in full.

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<sup>2</sup> For a more detailed explanation see 'Inspector's Ruling on Request for Suspension of Examination' (INSP/6)

## Assessment of Legal Compliance

### *Process of policy formulation*

7. At the hearings in September 2011 a representor challenged the means by which the Council introduced a new policy (CP1A, which seeks to manage residential development) at a late stage in the preparation of the CS. Policy CP1A was considered by a group of three Councillors tasked with progressing the Local Development Framework (LDF), the Chair of which declared a prejudicial interest. The Council acknowledged at the time that this late declaration of interest was prejudicial and tried to retrieve the situation by carrying out an independent review of the decision process by involving three Councillors not connected with the LDF.
8. The representor argues that this review process was not truly independent and does not cure the legal taint of bias. It also contends that because the review did not consider the planning merits of policy CP1A, which it believes to be contrary to national policy, the review was flawed - it submits that a fresh decision should have been taken on the merits of the policy. The Council argues that the corrective action it took in formulating policy CP1A was independent and removed any bias. Moreover, irrespective of the merits of the corrective action, it submits that the planning merits of the policy are being considered during the CS examination and, as a consequence, the judgement that will be reached in this report about the soundness of the policy will remove any defect that might have occurred earlier.
9. Public consultation on the Submission Draft CS, which included policy CP1A, was undertaken immediately prior to its submission in May 2011 and modifications to the policy were consulted upon during the examination. These representations were taken into account at the various hearing sessions when the purpose and detailed wording of policy CP1A was discussed. Consequently the planning merits of policy CP1A have been subject to detailed scrutiny during the examination and I have been able to reach a properly informed conclusion on its soundness. Because the tests in section 20(5) of the 2004 Act have been satisfied in respect of policy CP1A, it is not necessary for me to determine whether or not the corrective action taken by the Council removed the acknowledged bias in the formulation of policy CP1A.

### *Consultation and community engagement*

10. The same representor argues that the manner in which policy CP1A was introduced, culminating in the decision by three Councillors which was legally flawed, demonstrates a lack of proper consultation and accountability. A related issue is the Council's treatment in CS paragraphs 1.19-1.20 of the proposed Interim Housing Policy (IHP), the forerunner to policy CP1A, where it is contended that the consultation response is summarised incorrectly. In addition, the fact that the consultation exercise was conducted in connection with the IHP rather than policy CP1A is said to be a clear indication that the consultation process for the CS itself was inadequate.



11. At the examination the Council documented its view of the consultation response to the IHP (SDC/13 - although this is headed "Statement of Common Ground", agreement with the representor was never secured). This broadly confirms the summary given in CS paragraphs 1.19-1.20, though it would perhaps have been more accurate to preface the first sentence of paragraph 1.20: *The balance of responses from across the spectrum of interests, from developers to Parish Councils, was generally in favour of the proposed interim policy...* with the words "Of those who expressed a discernible view, ....". In any event this matters little in light of the Council's proposal to delete from the CS the lengthy section on the preparation process which includes these paragraphs.
12. That leaves the matter of the appropriateness of the consultation process leading to the introduction of policy CP1A. It appears that the Council perceived the need for an IHP to guide windfall development as a result of (i) responses to the consultation on the Draft CS and (ii) changes to PPS3 in July 2010 which removed residential gardens from the definition of previously-developed land. The Council states that IHP consultees were advised that their responses would assist in finalising the CS. Consultation appears to have been thorough and there is no suggestion that it was not. Thus whilst the gestation of policy CP1A (via an IHP which was ultimately not adopted) is unusual and somewhat confusing, it arose in response to matters which an evolving CS would be expected to take into account (ie the results of earlier consultation and a change in Government policy) and its link to the CS was made clear. And, most importantly, all parties have had the opportunity to comment fully on policy CP1A through the consultation on the Submission Draft CS which is before this examination. In circumstances where the need for policy CP1A arose relatively late in the preparation of the CS, I conclude that the consultation process was suitably fair, open and thorough.
13. The Statement of Community Involvement (SCI) was adopted in December 2007 and consultation has been compliant with the requirements therein. Additional consultation has been carried out where necessary, as illustrated above and in connection with the post-submission proposed modifications. I conclude that consultation has complied with the requirements of the relevant Regulations and the Framework.

#### *Duty to Cooperate*

14. Section 33A of the 2004 Act, which came into force in November 2011, imposes a legal duty on local planning authorities to cooperate with Councils and other bodies to address strategic cross-boundary issues when preparing Local Plans. The duty applies at plan preparation stage and is not retrospective; because the CS was submitted for examination in May 2011, it is not subject to the section 33A requirements.
15. At the April 2012 hearings some representors argued that work carried out by the Council to address the matters which led to the suspension, which included further consultation and SA, amounted to further plan preparation to which section 33A applies. However, the 2004 Act distinguishes plan preparation (section 19) from examination (section 20). The work carried

out by the Council is a direct response to concerns about unsoundness which arose during the examination. It falls squarely within the ambit of section 20, which provides a mechanism for rectifying a plan which has procedural shortcomings and/or is unsound. The Council's role in this process is limited, for its proposed changes can only be adopted if recommended as modifications by an Inspector. Although these modifications are subject to the same procedural requirements as were carried out at plan preparation stage, they derive from the testing process at examination. As section 33A applies only to plan preparation, the duty to cooperate does not apply to modifications arising at examination stage.<sup>3</sup>

#### *Ability to make Main Modifications*

16. At the September 2012 hearings a representor argued that because of my ruling that the section 33A duty to cooperate does not apply to this plan, I do not have the power to recommend main modifications to the CS under section 20(7B) and 20(7C) of the 2004 Act. It was submitted that the power to recommend modifications which would make a plan sound is only available where an Inspector concludes that the criterion in section 20(7B)(b) has been met, namely that the local planning authority has complied with any duty imposed by section 33A in relation to the plan's preparation. In this case because I found that the duty to cooperate did not apply, I have not concluded that the authority has complied with the duty. In such circumstances, it is argued that the criterion in section 20(7B)(b) cannot be fulfilled and the section 20(7C) provision which allows for modifications necessary to achieve soundness cannot be engaged.
17. In my view the crux of this issue is the interpretation of the phrase "any duty imposed under section 33A in relation to the document's preparation." The section 20(7)(b)(ii) and 20(7B)(b) references to "any" duty must logically allow for circumstances in which such a duty does not apply. If this were not so, the word "the" rather than "any" would have been used. Accordingly, I am only obliged to form a view on whether there has been compliance with the duty to cooperate in cases where the duty has been found to apply. In circumstances where the duty does not apply, the logical consequence of the representor's reasoning is that an Inspector would have to recommend non-adoption even if a plan was found sound. This does not make sense. I conclude that sections 20(7)(b)(ii) and 20(7B)(b) do not prevent me recommending that the CS be adopted with modifications to make it sound (under sections 20(7B)(b) and 20(7C)).<sup>4</sup>

#### *Sustainability Appraisal and Strategic Environmental Appraisal*

18. There is concern that the Sustainability Appraisal (SA) (and the associated Strategic Environmental Appraisal (SEA)) are not suitably comprehensive or satisfactory because they purport to justify decisions which are considered

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<sup>3</sup> For a more detailed explanation see 'Inspector's Ruling on S33A Duty to Cooperate' (INSP/12).

<sup>4</sup> For a more detailed explanation see 'Inspector's Ruling on Ability to Recommend Main Modifications' (INSP/17).

by some representors to be unsustainable. This argument goes fundamentally to the soundness of individual policies, the very substance of this examination, rather than to any specific shortcomings in the manner in which these policies were treated in the SA. The point about any material changes necessary to make policies sound not being subject to SA and SEA has been addressed by the Council during the examination, when the necessary appraisals have been carried out.

19. Two representors made submissions at and after the February 2013 hearing session that the Council has not properly undertaken SA on its proposed modifications to the CS because it has not assessed the reasonable alternative of a higher number of dwellings being provided than originally proposed. This arises because the modified plan quantifies the level of windfall development likely to arise over the plan period and adds it to the housing trajectory (though not to the dwelling target). Two main arguments are made.
20. The first is that the objectively assessed housing need that was subject to SA (450 dwellings per annum (dpa)) should have included the quantified windfall allowance (of at least 105 dpa) because the resultant higher figure (about 555 dpa) is the objectively assessed level of housing required by the latest household forecasts. This matter is examined in detail under Issue 2 below, where it is concluded that the Council's housing need figure of 450 dpa is an appropriate minimum figure (at least for the first 10 years of the plan period). The suggestion that 555 dpa represents an alternative quantum of need which should have been subject to SA is not correct. The housing need is established through evidence and then the strategy considers alternative ways of delivering it; SA does not require alternative objectives or alternative need figures to be assessed. The idea that the objectively assessed need effectively rises to 555 dpa as a result of windfalls being quantified confuses need with anticipated delivery. The CS does not plan on windfalls to meet the need.
21. The second argument is that the delivery of windfalls is now proposed as part of the strategy, representing a significant component of the potential housing supply; there is no acknowledgement within the SA appraisals that the quantified level of windfalls, in conjunction with the allocations, will have its own effects and may lead to (for example) unsustainable demands on infrastructure and unsustainable travel patterns. The question here is whether the greater clarity about the scale of windfall development in the latest version of the CS, and the consequences of this for the SA process, should have been specifically addressed in the two SA Addenda.
22. In practice the likely stated yield from windfalls has not significantly changed. The Submitted CS indicates that windfalls have been a substantial source of housing land supply in recent years (over 150 windfalls in 2009/10, nearly 50% of the total annual requirement, is given as an example). The 2010 SA considers the policy options for windfall development, refers to past "high levels of windfall" and acknowledges that the CS policies will enable windfalls to continue to come forward. Whilst the latest evidence has given greater certainty to, and quantified more precisely, the likely future yield, the end result is not significantly different to that

which appears to have been considered by the SA at the time of CS submission.

23. In policy terms, windfalls have always been part of the expected delivery. Although minor adjustments have been made during the examination to the policy that aims to manage windfall development (CP1A), the Submission CS acknowledged that an unspecified amount of windfall development would be additional to the housing requirement (which at that time was 440 dpa). As the plan recognises, the location of windfall development is inherently unpredictable so its effects on infrastructure, travel patterns and so on cannot be assessed in detail or with any precision. Thus the quantification that has emerged during the examination does not change the overall spatial strategy, which establishes principles to direct and control housing development that includes both allocations and windfalls. Taking all these factors into account, I conclude that the SA carried out prior to and during the examination satisfies the requirements of Regulation 12(2) of the Environmental Assessment of Plans and Programmes Regulations 2004.

#### *Other legal requirements*

24. My examination of the compliance of the Core Strategy with other legal requirements is summarised in the table below. I conclude that the Core Strategy meets them all.

Local Development Scheme (LDS)	The Core Strategy is identified within the October 2010 approved LDS which sets out an expected adoption date of October 2011. The slippage arising from suspension of the examination and changes to national policy is detailed in the Council's Annual Monitoring Report.
Appropriate Assessment (AA)	The Habitats Regulations Screening for AA (February 2010) and the subsequent AA (December 2010) are satisfactory.
National Policy	The Core Strategy complies with national policy except where indicated and modifications are recommended.
Sustainable Community Strategy (SCS)	Satisfactory regard has been paid to the November 2010 SCS.
2004 Act and Regulations (as amended)	The Core Strategy complies with the Act and the Regulations.

## Assessment of Soundness

### PREAMBLE

25. In part the extended length and complexity of this examination has resulted from the necessity to keep in step with the Coalition Government's reforms of the planning system. At certain important milestones in this process it has been necessary to have regard to significant policy changes, including the Ministerial Statement "*Planning for Growth*" and other impending policy

changes in March-June 2011, and publication of the National Planning Policy Framework ("the Framework") in March 2012. The views of all participants in the examination were sought on the evolving policy changes insofar as they affect the assessment of the soundness of the CS and its policies. A similar process was carried out when new household projections were released in April 2013. The report takes all these matters into account.

26. The CS was submitted at a time when the July 2010 decision of the Secretary of State for Communities and Local Government to revoke Regional Strategies (RSs) had been overturned in the High Court.<sup>5</sup> Consequently throughout most of the examination the Yorkshire and Humber Plan (YHP) remained a part of the development plan. Nevertheless against the background of imminent YHP revocation, the Council reviewed the CS and the evidence base on which it was founded. It concluded that although the policies and context provided by the YHP would not apply after revocation, the YHP evidence base remained robust and relevant, particularly since the YHP evidence had been subject to a process of consultation and examination.
27. Formal revocation of the YHP took place on 22 February 2013, a few days before the final hearing session. All participants were given prior opportunity to make written representations on the implications of revocation for the CS and the matter was discussed at the hearing on 27 February 2013. The Council identified a number of modifications to be made to the CS to reflect YHP revocation.<sup>6</sup> These comprise minor changes to the text and the Council's view that they represent "additional modifications" is correct.
28. In September 2011 the Council published for consultation its Preferred Options Site Allocations DPD (SADPD)<sup>7</sup>, the second part of its LDF, which identifies sites to accommodate the majority of the development proposed in this CS. During the CS examination many respondents made reference to the choice of sites in the SADPD. As I explained at the time, in due course the SADPD/SALP will be subject to a separate examination and I have not taken into account representations concerning the selection of individual sites. My consideration of the SADPD is limited to the contribution it makes to the evidence base for the CS, particularly with regard to the deliverability of certain elements of the strategy.

## MAIN ISSUES

29. Taking account of all the representations, written evidence and the discussions that took place at the examination hearings, I have identified seven main issues upon which the soundness of the plan depends.

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<sup>5</sup> Cala Homes (South) Ltd, R (on the application of) v Secretary of State for Communities and Local Government & Anor [2011] EWCA Civ 639.

<sup>6</sup> SDC Submission to the Inspector in Response to Consultation on Revocation of Yorkshire and Humber Regional Strategy and implications for Selby Core Strategy, 22 February 2013.

<sup>7</sup> Towards the end of the examination the Council renamed this plan the "Site Allocations Local Plan" (SALP).

## **ISSUE 1 – WHETHER THE OVERALL SPATIAL DEVELOPMENT STRATEGY IS SOUND HAVING REGARD TO THE CONTEXT AND NEEDS OF THE DISTRICT**

### *Overall Strategy*

30. The first section of the plan describes the characteristics of the District and the problems and issues it faces. It is derived from an extensive evidence base of studies on socio-economic and environmental matters and the results of community engagement throughout the plan-making process. The plan identifies a number of key challenges for Selby District, including moderating unsustainable journey-to-work patterns, providing affordable housing and strengthening the economy. These are to be delivered in the context of constraints such as flooding and climate change and the need to improve the image of the District through protecting and enhancing the natural and built environment.
31. In general the CS plans for the scale of growth proposed for Selby District by the former YHP. Until it was revoked in February 2013 this was the most up-to-date part of the development plan and, because the YHP had been tested at examination, the Council believes that the amounts of development directed to Selby are appropriate. Furthermore, the Council considers that the evidence base underpinning the YHP provides a sufficiently robust foundation on which to plan for Selby's future.
32. Representatives of the development industry argue that part of the YHP evidence base has been superseded by recent forecasts which suggest an appreciably higher population for the District by 2026 and a consequent need for more dwellings. Because of an apparent disparity between the population figures on which the YHP dwelling target was based and these more recent forecasts, the Council was asked to re-evaluate the housing target during the period of suspension. This is discussed more fully under Issue 2. As to the scale of employment development, the Council has responded to recent evidence on growth prospects from sub-regional and other studies and proposes a land supply derived largely from its employment land study. This is broadly supported by representors and appears sound.
33. Turning to the distribution of this growth, there is a clear settlement hierarchy based on Selby as the principal town of the District, two smaller local service centres (Sherburn-in-Elmet and Tadcaster) and numerous rural settlements. About two-thirds of the population live in the rural parts of the District, where most of the recent growth has taken place. The spatial development strategy seeks to reverse this trend by directing the majority of future development to Selby, the main focal point of the District which has recently had major infrastructure investment in a by-pass and modern flood defences. Development in local service centres is set at a level which maintains or enhances local services and facilities and meets some local housing needs. Limited growth is proposed in villages which have a good range of services (Designated Service Villages - DSV), whilst in the smaller and less sustainable Secondary Villages (SV) no provision is made for planned growth.

34. Although there was significant public support for a more dispersed pattern of new development, the evidence suggests that a concentration of growth at Selby represents the most sustainable option and best meets the key challenges facing the District. It also conforms to the former YHP, which aimed to reverse the long term trend of population growth and investment away from cities and towns. As well as an urban renaissance in the larger towns and cities, the YHP sought a rural renaissance which concentrated growth on the principal towns and local service centres which act as focal points for rural communities. Notwithstanding YHP revocation, this strategy remains relevant and consistent with the Framework.
35. The risk of flooding is a major constraint to development in many parts of the District, including Selby. A Level 1 Strategic Flood Risk Assessment (SFRA) demonstrated that it is not possible to accommodate all the housing and employment land requirements on land at the lowest risk of flooding if wider sustainability and regeneration objectives are to be achieved. A Level 2 SFRA and the associated PPS25 Sequential and Exception Tests investigated various options for large-scale development at Selby and played a major role in the selection of a single strategic development site. The Environment Agency was involved throughout the process and does not object to the outcomes. Whilst there is some lack of transparency in the process of selecting the site at Selby, as discussed under Issue 3, the overall strategy has taken full account of flood risk and an appropriate balance has been reached between this and wider sustainability factors.
36. Another potential constraint is the capacity of the highway network to accommodate large scale growth. Two junction improvements would be required to accommodate the scale of development proposed for Selby; the local highway authority is satisfied that suitable measures to mitigate the impacts can be secured. The Highways Agency (HA) has identified capacity issues at various locations on the strategic highway network. Whilst detailed studies of the impacts of the development anticipated in the CS have not been carried out, the HA has conducted a strategic network analysis and is content that, in principle, these impacts can be adequately mitigated. An important aspect of the overall approach is to limit travel demand through the provision of a range of sustainable travel options secured through Travel Plans.
37. Given the 'dormitory' role that much of Selby District plays in the extensive Leeds city region and smaller York city sub-area, it is important that the nature and extent of cross boundary linkages are understood and that arrangements exist for cross-border working with neighbouring authorities. Until recently the regional planning mechanism provided such a vehicle. Since the demise of regional working a range of sub-regional bodies has emerged on which the Council participates, as detailed under Issue 2.
38. The former regional body responsible for the YHP stated that the Draft CS generally reflected the YHP strategy and found no significant discrepancies between the CS and the achievement of the outcomes of the YHP. Whilst this carries little weight since YHP revocation, it does demonstrate that an independent assessment of the strategy had not found it wanting. Taking all these matters into account, and subject to the detailed consideration of

certain specific issues below, the overall spatial development strategy is sound.

*Presumption in favour of sustainable development*

39. The Framework indicates that, to be positively prepared, Local Plans should be based upon and reflect the presumption in favour of sustainable development which lies at the heart of national policy. A specific development management policy is recommended; to ensure full compliance with the Framework, the Council proposes to add this policy (and associated text) to the CS (**MM1**).

*Designation of Service Villages and Secondary Villages*

40. Policy CP1 lists the Designated Service Villages (DSVs) which are considered to have scope for small scale residential and employment growth. To help it establish the distinction between DSVs and Secondary Villages (SVs), the Council undertook a detailed sustainability analysis which took into account size (above a minimum population of 600), range of services provided, accessibility by public transport and proximity to employment locations. The analysis evolved during the preparation of the CS and has a broad measure of support. The Council rightly indicates that the overall rankings are merely a guide and should not be used uncritically.
41. In general all but the lowest ranked villages have been regarded as sufficiently sustainable to merit DSV designation. Camblesforth and Wistow have subsequently been excluded because almost all the suitable land is at high risk of flooding and fails the Level 2 SFRA sequential test. There is some opposition to the inclusion of Hambleton, Hemingbrough and Kellington, though no compelling reasons for removing these settlements are provided. And whilst, on their own, Osgodby and Whitley do not warrant DSV status, they are very close to Barlby and Eggborough respectively; given the functional interrelationships with their larger neighbours, the process of linking them together makes sense. Thus in all these instances the CS is sound.
42. Escrick sits in the middle of the sustainability rankings and its wide range of facilities and relatively good accessibility justify DSV status. It was initially excluded from DSV designation because it is tightly constrained by Green Belt and landscape designations and because housing growth would be likely to add to its function as a commuter settlement for York. But that approach predetermines decisions which would more properly be taken at the Site Allocations DPD stage, when the relative merits of limited expansion could be judged in the round against the policies of the CS and potential locations in other DSVs. Nevertheless, in recognition of the particular importance of Green Belt policy, it is appropriate to highlight that at Escrick (and certain other DSVs), any land releases from the Green Belt would be part of a wider Green Belt review and would have to comply with policy CPXX. **MMs 2 and 3** address these matters.
43. Given the large number of villages in Selby District, their differing attributes and the range of facilities they provide, it is inevitable that certain



settlements are on the borderline between DSVs and SVs. The Council's sustainability analysis identifies Appleton Roebuck as a 'least sustainable' village (Document CS/CD22d and Addendum), even taking account of the change to the 'facilities' category because of its part-time post office.<sup>8</sup> However the Council designates Appleton Roebuck as a DSV (CS/CD22e and Addendum), for two reasons. Firstly, it is the largest and most central of the small villages in a relatively extensive and isolated area between the Rivers Ouse and Wharfe which does not contain any other DSVs, so it functions as a minor service centre for a wider area. Secondly, and notwithstanding the objection from a major landowner, there is strong support for this designation from the Parish Council. Thus DSV designation is broadly consistent with paragraph 55 of the Framework, which indicates that in areas where there are groups of smaller settlements, the vitality of rural communities can be maintained or enhanced by development in one village which may support services in others nearby.

44. Fairburn was initially included as a DSV because it scored just above the lowest ranked villages in the sustainability assessment. Following confirmation that the shop and post office have closed, Fairburn drops into the lowest overall ranked group of villages, most of which are designated as SVs. Whilst historically Fairburn has been classified as a service village, its facilities are very limited and it functions predominantly as a dormitory settlement for nearby towns in West Yorkshire. Unlike Appleton Roebuck, there are other DSVs nearby (Brotherton/Bryam is very close and South Milford not much further) which provide development opportunities in the wider area. There is also a sewerage problem, with intermittent overflows of raw sewage in part of the village; despite appearing to be a maintenance rather than a capacity issue, no solution is in sight. And though there is some support for DSV status, local opinion appears to be predominantly against this designation. Taken overall, the evidence militates against DSV designation. Accordingly, **MM4** proposes deletion from policy CP1 of Fairburn as a DSV.
45. Church Fenton Airbase comprises the unused part of a little-used military airbase, a few streets of dwellings and a range of other buildings but very little in the way of facilities, for which residents have to travel to Church Fenton, Ulleskelf (both identified as the "least sustainable" of DSVs) and further afield. There is little merit to the argument that the sustainability tests included in the Framework justify this settlement being classified as a DSV rather than a SV. The objective analysis carried out to inform the identification of DSVs is soundly based on sustainability criteria and is the type of rational, evidence-based analysis which underpins the strategy as being "positively prepared" and "justified". Because of its relatively isolated location, the notion that development at the airbase would help support facilities in these other villages would simply be compounding the unsustainable pattern of development that has been prevalent in much of the District in the recent past. The fact that most of the available land is previously-developed, and has in the past been allocated for specific employment uses, does not make it suitable for new residential development

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<sup>8</sup> Although the post office only opens once a week, it should not be discounted because it does provide a facility within the village for persons who have weekly transactions to make.

– the policy in the Framework which enables employment land to be put to alternative use is predicated on the need to support sustainable communities. No such purpose would be served in this case. Consequently, Church Fenton Airbase is correctly identified as a SV.

#### *Villages adjoining Selby*

46. Barlby/Osgodby, Brayton and Thorpe Willoughby are the largest and most sustainable DSVs because of their size, range of facilities and proximity to the services and employment opportunities available in nearby Selby. The Council intends that they should fulfil a complementary role to Selby in the spatial development strategy and acknowledges that they may have scope for providing significantly more development than the other DSVs. For this reason, and because they would perform a different role to other DSVs, there is a case for identifying them as a separate tier in the settlement hierarchy.
47. The Council's preferred approach, however, is to give priority to the regeneration and expansion of Selby town and to maintain the separate identity of these three villages. This is consistent with the overall objectives of the plan and avoids over-complicating the settlement hierarchy. Moreover, policy CP1 recognises the different role of the three villages to other DSVs and policy CP2 does not place any limit on the scale of development within individual DSVs. Accordingly the plan allows for decisions about the scale and distribution of development between Selby town and the three villages to be made at Site Allocations Local Plan (SALP) stage in light of up-to-date land availability and sustainability criteria. This approach is sound.

#### *Development in Secondary Villages and countryside*

48. Policy CP1 seeks to limit residential development in SVs to within defined development limits, whilst in the countryside stricter controls over all development apply. The broad thrust of parts A(b) and A(c) of CP1 has not changed from the submitted CS, though the detailed wording has been revised to better reflect the subtle changes to policy introduced in the Framework. **MM5** introduces revisions which ensure the approach is consistent with national policy.

#### *Green Belt*

49. The treatment of the Green Belt in the submitted plan was inadequate. The principle of possible localised Green Belt boundary reviews to accommodate the scale of growth was stated in the text, but the plan failed to give strategic guidance on how decisions about Green Belt releases would be made and failed to mention the important 'exceptional circumstances' test required by national policy. It is the role of this Core Strategy to set out the factors that will govern any Green Belt boundary reviews that are deemed necessary at the SALP stage. As a result, a specific Green Belt policy

(CPXX) and associated text has emerged and been refined at various stages during the examination. This seeks to balance protection of the Green Belt against the benefits of securing development which would deliver the aims of the settlement hierarchy.

50. Some objectors argue that the plan should be more positive and definitive by stating that a Green Belt review *will* take place. But that would predetermine a decision which should properly be taken at SALP stage, when land allocations to meet the housing and employment requirements will be made. Given the importance of protecting the Green Belt, decisions about localised boundary reviews should only be taken if and when it is established beyond doubt that the exceptional circumstances necessary to justify Green Belt releases exist.
51. The counter argument is that no Green Belt releases should be contemplated because there will always be sufficient developable land available in sustainable locations outside the Green Belt. Again those decisions are best left for the SALP, where the benefits of growth which is needed to sustain a particular Green Belt settlement can be balanced against growth in a non-Green Belt location which would do little to sustain the Green Belt settlement in question. As to whether it is appropriate to safeguard land for longer term development, this is a requirement of paragraph 85 of the Framework when new Green Belt boundaries are defined. The fact that any review is likely to be "localised" does not obviate the need to consider whether safeguarded land should be identified in the few locations where Green Belt releases might occur.
52. Policy CPXX closely aligns with the policies in the Framework and identifies the most likely situation in which 'exceptional circumstances' might be found to exist in Selby. It provides the strategic guidance necessary to inform the identification of land for development at SALP stage. And because the former PPG2 policy relating to the identification of major developed sites does not feature in the Framework, which instead has a more general provision relating to all previously-developed sites, there was broad agreement that a specific policy for major developed sites is not required in the CS. Although the changes to the submitted plan are significant, they do not represent a major change of strategy; rather they are the elaboration which is necessary to ensure that the Core Strategy is consistent with national policy and can properly fulfil its strategic role. This is achieved by Policy CPXX and new paragraphs 4.39b – 4.39p (**MM6**).

#### *Strategic Countryside Gaps*

53. The Selby District Local Plan (SDLP) applied similar principles of Green Belt designation to the gaps between neighbouring settlements outside the Green Belt by means of 'strategic countryside gaps'. The CS proposes to retain the strategic gaps between Selby urban area and the three nearby DSVs as a means of avoiding coalescence and protecting the separate identity of the village communities. The gaps between the urban area and Barlby and Brayton villages are especially narrow and are subject to strong development pressures.

54. The strategic gaps are shown diagrammatically on the Key Diagram and the Selby Map. They are not specifically mentioned in a CS policy, though policy CP15 allows for locally distinctive landscapes and open spaces to be identified through other plans. Whilst the gaps are not of great landscape quality, the separate identity of the villages close to Selby is valued highly by those communities. The Council intends to undertake a review of the strategic gaps at SALP stage and acknowledges that adjustments could be made if part of a gap is required for development. This would allow the merits of retaining the strategic gaps to be factored into consideration of the flood risk, sustainability and other matters relevant to the allocation of land in the wider Selby area.

#### *Policy CP1A*

55. Clear guidance on the types of windfall residential development which will be accepted in settlements is provided in policy CP1A, which aims to balance the overall strategy of focusing on urban regeneration with the need to maintain the viability of smaller communities. The policy includes a restriction on the development of residential garden land in the less sustainable SVs, but no such restriction in the larger settlements. This approach is an appropriate response to the overall strategy and is consistent with paragraph 53 of the Framework, which enables authorities to devise policies to resist inappropriate development of residential gardens.

### **ISSUE 2 – WHETHER THE PROVISION FOR HOUSING IS SOUND IN TERMS OF ITS SCALE, DISTRIBUTION AND DELIVERY**

#### *Scale of housing provision (1) – population/housing projections and SHMA*

56. At the time of CS submission the Council relied solely on the evidence which informed the RS, primarily the 2004-based Department of Communities and Local Government (DCLG) household projections. The RS proposed a target of 440 dwellings per annum (dpa) for Selby District and this figure was used in CS policy CP2 to determine the scale of future allocations. However, the RS figure came with two important caveats: the Examination Panel found that there was insufficient evidence to recommend housing figures for the 2021-2026 period, and policy H2 of the RS stated that a partial review of housing growth should be completed by 2011, taking account of the latest household projections and other evidence. This region-wide review has not taken place. Coupled with more recent household projections and other evidence presented to the September 2011 hearings, there was a significant question about the robustness of the RS housing target. The Council commissioned a study during the period of suspension which re-assessed the housing target in light of recent evidence.
57. A SHMA for Selby District was published in 2009 and one for North Yorkshire in November 2011; the North Yorkshire study (NYSHMA) uses Selby-specific survey data from the 2009 study and up-dates this with later secondary data sources. The NYSHMA uses 2008-based DCLG household projections in its analysis, which are derived from 2008-based Sub National Population

Projections (SNPP).<sup>9</sup> The 2008-based DCLG projections forecast average household growth of 550pa over the 2008-2026 period, significantly higher than the 2004-based DCLG figure of 450pa. As with all such forecasts, the 2008 household figure is predominantly a trend-based projection based on the previous 5 years. The NYSHMA used the same 2008-based demographic data to arrive at a forecast household growth of 519pa to 2026.

58. Interim projections based on the 2011 Census emerged at the end of the examination; because the Census is a robust data source these latest figures are important, though they only cover the period 2011-2021. There is little change in the growth in population between the 2008- and 2011-based SNPP projections, though the actual population in 2011 is over 1,000 persons lower than the 2011-based figures. However there is a significant reduction in household growth; DCLG 2011-based projections predict an average growth of 460 households per annum to 2021, which compares with 535pa for the same period using the 2008-based figures. The Council extrapolates this to 470 new households per annum over the longer 2006-2026 period (which is broadly equivalent to the 550pa growth under the 2008-based projections).
59. The slower growth in households in the latest projections is largely a result of lower household representative rates, with average household size decreasing at a much slower rate than had previously been forecast. This is believed to be mainly a result of the economic recession and the inability of young persons to form households due to affordability problems and lack of access to housing finance. It is not known whether this is a long term change in the aspirations of this age group or a relatively short term response to recent economic circumstances.

*Scale of housing provision (2) – migration and duty to cooperate*

60. The main component of population and household growth in Selby is in-migration. The 2008-based forecasts follow a sustained period of economic growth and indicate high levels of net in-migration to Selby, rising to 800 persons per annum (ppa) from 2016. However, historic demographic data suggest that migration is highly susceptible to fluctuations in the economic cycle, reducing significantly in times of recession. For example, in the period 2006-2008 at the height of the economic boom, net in-migration was about 1,000 ppa; this compares with an average of 500 ppa in the three previous years and 400 ppa in the two years since the downturn. Moreover, evidence of internal migration (excluding international migration, which is only a small part of total migration into Selby) annually between 1999 and 2011 shows substantial fluctuations around a mean of about 500 ppa. For the slightly shorter period of 2001 to 2010, total net in-migration averages

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<sup>9</sup> Despite criticisms of the NYSHMA methodology, it generally complies with the latest practice guidance. The district-level approach to Selby is appropriate given the identification of sub-areas within the Selby-specific SHMA. Better data on the sub-regional housing market area which includes Leeds would have improved the robustness of the SHMAs, but this would have substantially increased the scope and size of the studies. Overall the SHMA evidence base is proportionate.

550 ppa.<sup>10</sup>

61. Predicting the scale of future in-migration when the full effects of the 2008 recession are unclear is not straightforward. Nevertheless, there is considerable merit to the Council's argument that a level of household growth based on trends at the peak of the economic cycle (as in the 2008 DCLG forecast)<sup>11</sup> is unrealistic over the plan period. Indeed, the 2010-based SNPP population projections show a fall in average net in-migration from 730 to 670 ppa to 2026, though this is largely offset by increases in natural change. And as indicated above, the base population at 2011 is lower than was forecast in the 2008- and 2010-based projections. Thus in the most recent forecasts there is a discernible downward trend from the peak in 2008.
62. Migration into Selby occurs mainly from the surrounding towns and cities (notably Leeds and York) and is accompanied by substantial outflows of Selby residents who commute to work in these large urban areas. Selby has the highest proportion of population working outside the district in the Yorkshire and Humber region. Its residents also have the longest average journey to work in North Yorkshire and the highest proportion of car-based commuters. The effect of rising transport costs could exert a downward pressure on internal migration as people are dissuaded from moving out of the surrounding towns and cities by high commuting costs; indeed, the sharp increase in vehicle fuel costs which occurred in 2010 is not yet fully reflected in the migration figures. Weak economic conditions in the surrounding cities, which are planning for lower levels of growth than occurred in the period prior to 2008, could also reduce net migration from these centres.
63. Migration into Selby will also be influenced by the policies of the authorities from which potential migrants originate. Some objectors argue that because Leeds and York are not planning to meet their own housing needs, migration to Selby will continue at a high level. The evidence here is uncertain – both authorities are now planning dwelling provision which is broadly in line with the former RS target, which used the 2004-based DCLG projections, but is lower than that suggested by the 2008-based projections (2011-based data on population and household growth was not provided for these areas). Both Councils contend that they aim to fully meet their objectively assessed needs, and neither has raised any objection or concern about the strategy for Selby. The housing figures for Leeds and York come from emerging plans which have yet to be tested at examination, so it is not known whether they are sound.

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<sup>10</sup> Many different figures were presented at the examination and there was limited agreement on which should be used. Because variations to individual year figures can arise from rounding and whether they are mid-year or end-year, the best reflection of trends can be derived from a lengthy series of figures produced on a consistent basis.

<sup>11</sup> It is acknowledged that the 2008-based DCLG household projections include a downward adjustment based on Labour Force Survey data indicating a decline in household representative rates, but the rate of decline in the 2011-based projections appears to be much greater.

64. The assessment of cross-boundary housing needs is the main strategic matter to which the duty to cooperate applies (paragraphs 178-181 of the Framework). Clearly this Core Strategy was prepared before the legal duty to cooperate came into force and at a time when the RS was the mechanism for tackling cross-boundary issues. Since then Selby DC has participated in various strands of sub-regional bodies which aim to coordinate cross-boundary working based on the Leeds City Region (LCR) and North Yorkshire and York (NY&Y).<sup>12</sup> The CS complies with the spatial priorities of the LCR Interim Spatial Strategy and there is no conflict with the emerging NY&Y Sub Regional Strategy. With each authority currently intending to meet its own housing needs, it is reasonable to conclude that the main duty to cooperate requirement of the Framework is satisfied.
65. The important point for this examination is that neither Leeds nor York is asking Selby to take unmet need from its area. It would not be appropriate for Selby, as the destination for migrants from neighbouring large centres, to plan unilaterally for higher levels of in-migration based on a possibility that these centres may not fully meet their own needs. In broad terms, concentrating growth in the regional and sub-regional centres represents a sustainable strategy; if this proves impossible or impractical then the unmet need may have to be accommodated in surrounding rural districts such as Selby. In addition, higher than necessary levels of in-migration would be contrary to one of the key objectives of the Core Strategy, the moderation of unsustainable travel patterns. Thus initially the onus is on the authorities from which most migrants would originate to establish whether they can meet their own housing needs.

*Scale of housing provision (3) – NYSHMA employment scenario*

66. The NYSHMA also provides an employment-led scenario in which the projected growth in population is aligned with Yorkshire & Humber Regional Econometric Model (REM) job forecasts. For most authorities in Yorkshire this results in an increase in households above the demographic forecasts. In Selby, however, the employment-led scenario is based on REM forecasts which predict only a small level of employment growth to 2026 and, as a result of constrained employment opportunities, give a lower average household growth of 403 per annum. It is also pertinent that the later Autumn 2011 REM output presents a worsening picture, forecasting a reduction of almost 1,500 jobs in Selby by 2026. The REM-based forecast of the NYSHMA suggests that the number of jobs available in Selby to 2026 would be lower than the labour force growth projected under the SNPP projection. One consequence is that if the DCLG 2008-based forecast of 550 households per annum was realised, it might be accompanied by a substantial increase in out-commuting from the District.
67. The REM-based forecast comes with two caveats. Firstly, it takes no

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<sup>12</sup> The Council proposes to add a lengthy section of text to the beginning of Chapter 2 to explain how it has fulfilled the duty to cooperate; this is based on its "Duty to Cooperate Compliance Statement" dated April 2012 (CS/CD63). Whilst this is an important part of the CS evidence base, the CS would not be unsound if it did not include this additional text – hence it is not a "Main Modification".

account of future jobs growth proposed in the Core Strategy, so the employment-led scenario does not in itself represent a robust basis for determining household growth over the plan period. Secondly, recent REM forecasts have been somewhat erratic, with sharp changes between issues (as demonstrated in the paragraph above), which is believed to reflect the volatile economic times. Nevertheless, the employment-led scenario acts as an important counter-balance to the demographic projections and illustrates how an unduly high level of in-migration could be contrary to the 'increasing self containment' aim of the Core Strategy.

*Scale of housing provision (4) – sensitivity testing*

68. In response to uncertainties about the accuracy of the trend-based population and household projections as a result of the effects of the economic recession and conflicting signals from the employment-led scenario, the Council's consultants undertook sensitivity testing of the 2008-based and 2010-based population projections. The modelled scenario used actual migration figures for 2009 and 2010 and assumed net in-migration increasing to 500 people by 2014 and staying at this level to 2026. Applying these assumptions to the 2008-based projections gives an average annual household growth of 425 per annum over the plan period; carrying out the same exercise for the 2010-based projections, which predict a higher increase in natural change, household growth rises to 451 per annum.
69. This exercise confirms the assertion in the NYSHMA that household projections are highly sensitive to assumptions on migration. As a result the Council maintains that the five year periods prior to 2008 or 2010, which focus on the boom years prior to the current recession, are not a sound basis for identifying future growth over the plan period. Instead the Council argues that the period prior to 2004, which encompassed a less deep recession followed by recovery, are more like the economic conditions today. Despite acknowledging that the 2004-based projections are now somewhat dated, the Council believes that they are a better indicator of future growth in Selby than some later projections. This view is reinforced by the lower growth predicted in the most recent (2011-based) projections.
70. Whilst there is considerable merit in the 'economic conditions' aspect of the Council's case, there is also a significant potential for error in relying on forecasts based on a population structure which existed so many years ago. However, two factors overcome this problem. The first is the sensitivity testing which uses an up-to-date base population but caps net migration at 500 a year. Given the severity of the current recession and consistent predictions that recovery will be slow, it is reasonable to assume that net in-migration over the first 10 years of the plan is unlikely to be significantly higher than that which occurred over the previous 10 years – ie averaging about 500 persons a year. The second is the slower decline in the rate of household formation predicted by the 2011-based forecasts, which leads to a reduced dwelling requirement for a given population.
71. However, predicting what will happen in the 2021-2027 period is highly problematic, especially as the latest 2011-based forecasts only cover a 10 year period. Based on past trends the evidence points to an increase in



migration if this turns out to be a period of sustained growth, but to what level is not known and there are far too many imponderables for this to be a sound conclusion.

*Scale of housing provision (5) – conclusion*

72. The significant disparity between the demographic and employment-led forecasts, coupled with uncertainty about the timing and speed of recovery from recession, mean that at present it is difficult to predict with any confidence the scale of future growth. Based on all the evidence the best estimate is a need for at least 450 dpa over the first 10 years of the plan period, perhaps increasing by an unknown amount for the last 5 years. This scale of growth assumes that the cities of Leeds and York will cater for their own objectively assessed requirements, as they currently intend. The CS proposes a minimum target of 450 dpa over the whole plan period (as summarised in **MM7**), so there is potentially a shortfall in the later years of the plan. Rather than propose an arbitrary increase in the dwelling requirement to cater for the later years, the sensible approach is to recommend a review towards the end of the first 10 years when a much clearer picture of need in the 2021-2027 period will have emerged.
73. This conclusion has been informed by two other significant factors. Firstly, the Council's dwelling target excludes windfall sites, which in the recent past have been the main source of supply. Whilst the better identification of sites in the SHLAA and their subsequent allocation through the SALP should appreciably reduce windfall development in future years, it will nevertheless continue to be a reliable source of supply. The Council believes that at least 105 dwellings will be provided on windfall sites each year, which will mostly be additional to the 450 to be provided on planned-for sites (**MM8**). This potentially introduces a substantial buffer above the planned-for supply and contributes substantially to the requirement of the Framework to significantly boost the supply of housing.
74. The second factor is the very positive approach of the CS towards the release and management of land for housing development. Firstly, in a further response to the national imperative to boost housing supply, the release of land for housing will not be phased (**MM9**). Unless there is a technical reason, the allocations made at SALP stage will all become available for development at that time, so land supply should not be a constraint. Secondly, policy CP3 sets out a range of specific measures to be taken by the Council if delivery falls short of the annual target over a 3 year period, or if a 5 year supply does not exist. Consequently, if there is market demand for more than 450 dpa in the early years of the plan, there is no reason why a higher number should not be delivered. A 10-year review would ensure that any potential shortfall towards the end of the plan period would be addressed long before the supply of land is exhausted.

*Scale of affordable housing provision*

75. One aspect the above analysis does not address is the need for affordable housing. The Selby SHMA identified a need for 409 affordable dwellings per annum to 2014; the NYSHMA did not re-examine this figure in detail, but

suggested it was unlikely to have decreased since 2009. Because affordable housing is mainly delivered in association with market housing on larger sites, it is unlikely to comprise more than a third of the total new housing supply each year (including windfalls), as demonstrated by the housing trajectory. Thus it is clear that the full affordable housing needs of Selby will not be fully met through new housing provision.

76. The NYSHMA suggests that the new category of Affordable Rent might play a significant role in affordable housing provision in Selby, though further analysis is required to test its potential. The fact that Selby District, with its lower house prices, faces less severe affordability issues compared with surrounding districts lends support to the notion that Affordable Rent could become a viable means of increasing affordable housing delivery. However, there is no indication of the extent to which affordable housing stock might increase in Selby as a result of this new form of provision.
77. That aside, the main means by which affordable housing could be boosted is a substantial increase in the supply of market housing. But this would conflict with the requirement to meet the overall objectively assessed housing need and, unless accompanied by a commensurate increase in employment development, would be contrary to the CS aim of moderating unsustainable journey-to-work patterns and increasing self containment. The Framework accepts that it may not be possible to meet all the objectively assessed needs if they would not be consistent with other policies. At Selby there are sound reasons why the full need for affordable housing is unlikely to be met during the plan period.

#### *Distribution of housing - general*

78. Just over half the new housing is proposed within or adjacent to Selby, the principal town within the District, which represents the maximum level of growth that this settlement could comfortably take. 18% is directed to the two local service centres of Sherburn-in-Elmet and Tadcaster (see below), and about 29% to the next tier in the settlement hierarchy, the 18 DSVs. This distribution is consistent with the strategy of concentrating development in the most sustainable settlements in the District. However it contrasts markedly with the existing dispersed population, for the 2011 Census reveals that over two-thirds of residents live outside the three main towns.
79. The current pattern of dispersal is reflected in the need for affordable housing, with the Selby SHMA indicating that 59% of this need originates outside the three main towns. Many objectors felt that a greater proportion of housing should go to the DSVs, both to meet the affordable housing needs where they arise and to contribute better to the vitality of these villages. But a continuation of the process of dispersal would be inherently less sustainable than focusing as much development as possible on higher order settlements. Indeed, in this context it might be argued that the 29% of housing growth proposed for the DSVs is rather high, though this figure does include development at the three villages close to Selby which would complement the town's growth. Overall the distribution of housing achieves an appropriate balance between concentration and dispersal. Apart from the

distribution between Tadcaster and Sherburn-in-Elmet (see below), the amended figures in policy CP2 (**MM11 and MM12**) are largely a result of the increase from 440 dpa to 450 dpa and the plan period being rolled forward one year, together with an element of 'rounding' to avoid spurious precision.

*Distribution of housing - Tadcaster and Sherburn-in-Elmet*

80. The submitted CS proposed an even distribution of growth between the two local service centres, apportioning 9% to each. The basis for the distribution was a combination of meeting local needs and creating balanced communities. However the evidence from the Selby SHMA points to a proportionate need for affordable housing amounting to 4% for Tadcaster and 11% for Sherburn-in-Elmet. The Council felt that Tadcaster merited substantially more housing than suggested by the affordable housing need because very limited growth over many years is contributing to a lack of investment in the town which, in relation to its size and range of facilities, is failing to properly fulfil its local service centre role. By comparison, Sherburn-in-Elmet has fewer facilities and less infrastructure but has grown rapidly in the recent past and has a high level of current housing commitments.
81. The availability of land for development in Tadcaster is severely constrained. As outlined below, most of the sites identified as potentially suitable in the eastern half of the town, which is outside the Green Belt, are unlikely to be available during the plan period. To address this problem, sites in the Green Belt around the western part of the town are being promoted for housing. Clearly it is the task of the SALP to investigate individual sites in detail and determine which should be allocated. Nevertheless the Council acknowledges that, in principle, Green Belt releases may be necessary at Tadcaster if a significant scale of new housing development is to occur. Given the importance ascribed by national policy to protecting the Green Belt, the argument that Tadcaster requires a much higher level of new housing than can be justified by the housing need figures is difficult to sustain, even allowing for the limited growth of the past and the need for regeneration.
82. Although the affordable housing need for Tadcaster represents only 4% of the district-wide need, there is limited opportunity for affordable housing within the few DSVs in the adjoining northern rural area of the District. The Council argues that this element of housing need (3%) should be transferred to Tadcaster as it is the nearest service centre. With much of the affordable housing need which arises in the rural parts of the district being met in Selby town as a result of the urban focus, the case for meeting the need from the northern area in a nearer town has considerable merit. And the resulting 7% distribution of new housing to Tadcaster represents a reasonable balance between the urgent need to regenerate the town and protection of the Green Belt. **MM10** addresses these matters.
83. At Sherburn-in-Elmet the increase in the proportion of new housing from 9% to 11% is a direct response to the affordable housing need for the town as identified in the Selby SHMA. There is no obvious constraint to the delivery

of housing land in Sherburn-in-Elmet and many sites are being actively promoted by developers. However, because the surrounding western rural area contains a number of DSVs where the rural affordable housing needs could be met, there is no rational basis for increasing this figure further. Moreover, the absence of many key services in the town and the limited opportunities for expanding its small town centre militate against greater housing growth unless part of a comprehensive planned expansion. Again, **MM10** details this change.

#### *Delivery of housing - general*

84. The revised housing trajectory summarises the projected delivery of dwellings over the plan period (**MM13**). Policy CP3 seeks to manage the housing land supply and identify at an early stage any causes of under-performance; a range of remedial actions are proposed which are intended to facilitate delivery where under-performance is found. Although the policy has been re-worded to better reflect current circumstances, the broad thrust is unchanged apart from (as mentioned above) the removal of remedial action in the event of an over-supply of housing (**MM15**).

#### *Delivery of housing - Tadcaster*

85. The land supply situation in Tadcaster is highly unusual. The town is the only sizeable settlement in the District to experience a fall in population in recent years as a consequence of very limited new residential development. The centre of Tadcaster has a higher proportion of vacant shops than the national average and both convenience and comparison floorspace are under-represented; coupled with low pedestrian flows, the centre lacks vibrancy and is in urgent need of regeneration. The role of new housing in contributing to the revitalisation of the town has long been recognised. A number of large sites abutting the urban area have been allocated for housing in past plans but have not been developed because of the unwillingness of owners to release their land. Concerns about the delivery of allocated land were considered by the Inspector who 10 years ago examined the SDLP; he acknowledged the attitude of landowners but felt that such commitments should remain, believing development would take place *"if necessary by the Council taking a more proactive approach as advised in PPG3"*.
86. It was established at the examination that even allocated sites which are presently controlled by landowners willing to release land may not actually be developed. At least two such peripheral sites have had planning permission for housing in the past which has since lapsed. One of the sites with planning permission was acquired by a national house-builder, but was never built. A former District Councillor was told by a representative of the house-builder that his company had resold the land to a party wishing to keep it undeveloped at a price which was significantly higher than the acquisition cost plus the profit the company would have made from building the houses. Representatives of the main landowner seeking to protect land at Tadcaster did not dispute this account.

87. This casts a significant doubt over the developability of any peripheral land allocated for development at Tadcaster, for it is quite conceivable that this practice could be repeated. The up-dated SHLAA already discounts many large sites suitable for housing, including those between the south-eastern limits of the town and the A64 by-pass, because they are controlled by landowners unwilling to develop. A large site to the north is presently available but, even if the potential technical constraints are overcome, the possibility of its acquisition by a party seeking to protect it from development cannot be ruled out. To meet the clear need for new housing in Tadcaster there is potentially a strong case for the Council, probably in partnership with a developer, attempting to acquire suitable land by compulsory purchase. Policy CP3 identifies this as one possible course of action, although a successful outcome is not assured.
88. Because these long-standing land supply issues in Tadcaster have the potential to thwart a small but important part of the overall strategy, I asked the Council to devise a contingency plan. As a result, a three-phased approach to land supply at Tadcaster was introduced and refined during the examination. The full allocation for Tadcaster would be released on sites on the edge of the town in the usual manner in the SALP; these could include Green Belt sites if there was compliance with Green Belt policy. If less than a third of the requirement was developed in five years, a further tranche of sites on the edge of the town would be released. If less than half the requirement was built in a further three years, the allocation would be moved to other settlements in accordance with the settlement hierarchy (**MM14 and MM16**). This is a proactive and positive strategy which, in conjunction with the remedial action identified in policy CP3, offers the best prospect of securing much needed development at Tadcaster. Nevertheless if land availability difficulties prevail, the strategy should ensure that the required dwellings would be built, albeit not in the preferred location.

### **ISSUE 3 – WHETHER THE SELECTION OF THE OLYMPIA PARK STRATEGIC DEVELOPMENT SITE IS JUSTIFIED BY THE EVIDENCE AND HAS A REALISTIC PROSPECT OF BEING DELIVERED**

#### *Selection of Olympia Park*

89. The selection process which identifies Olympia Park as the sole Strategic Development Site is thorough and based on sound planning principles. In the context of a strategy which seeks to focus growth on the principal town of Selby, much of which is at high risk of flooding, the challenge is to identify sites in which an appropriate balance can be achieved between flood risk and other sustainability and land use objectives. The context for this analysis is the Sequential Test and Exception Test of the Framework, which aims to steer development to areas with the lowest probability of flooding which are reasonably available.
90. The most recent Sequential Test analysis (CS/CD34) suggests that there is theoretical capacity to provide almost all the 2,340 dwellings required for Selby on Flood Zone 2 (medium risk) land. About 575 of these dwellings are expected to come from within the existing urban area. Of the land outside

the urban area some is clearly inappropriate, either because it would (in isolation) be poorly related to the existing built-up area or because it has major access problems. However, two of the possible strategic sites identified by the Council (E and F) have the potential to provide about 1,200 dwellings on medium flood risk land. The Council discounts these sites because significant development on either would erode the countryside gap between Selby and Brayton village, potentially leading to the coalescence of the two settlements.

91. The Olympia Park site is wholly within Flood Zone 3a (high risk), though as it benefits from modern defences which provide long term protection, the risk of flooding is considered to be a low residual risk. Nevertheless measures would be required to minimise that risk, which include directing the most vulnerable (ie residential) uses to areas where the depth of flood water would be least, and incorporating safe places and other measures within buildings to mitigate the impacts of flooding. The application of the Exception Test to this site demonstrates that there would be considerable sustainability benefits through the opportunity to provide a comprehensive mixed use development in a sustainable location close to Selby town centre. The Test also establishes that a significant proportion of the site is previously-developed land and that the development would be safe and not increase flood risk elsewhere.
92. The Environment Agency has been closely involved in the flood risk elements of the CS and its site selection process. It is satisfied that the Council has carried out the Strategic Flood Risk Assessments and applied the Sequential and Exception tests in an appropriate manner using the best available flood risk information. As a technical advisor, it did not seek to comment on the weight given to flood risk against other sustainability factors, though it did remark that it would have had greater concerns had the Council preferred certain other residential sites in Flood Zone 3a where there is a higher risk of flooding.
93. In the absence of a fully reasoned or weighted analysis of the sustainability factors which led to the selection of Olympia Park over other residential sites with a lower risk of flooding, there is some lack of clarity and transparency to the decision making process. Nevertheless it is apparent that development at Olympia Park would bring significant sustainability and regeneration advantages and that, of all the options considered, the choice of this site has the greatest overall support from the local community. Ultimately it is a matter of planning judgement and there is no cogent evidence that, in exercising its judgement, the Council has reached a conclusion which is unsound.

#### *Deliverability of Olympia Park*

94. Plans for a mixed use development at Olympia Park have been under serious consideration for at least five years and a number of detailed studies have been produced which examine the feasibility of various options. It is evident that this is a complex site to deliver and that there are significant abnormal costs arising from poor ground conditions, contaminated land, the need to bridge the railway and the provision of flood alleviation measures. A

viability appraisal submitted on behalf of the landowners purports to demonstrate that the scheme is viable but makes no allowance for the costs of community infrastructure provision (school places, affordable housing and so on). This appraisal has been reviewed by the District Valuer, who concludes that the scheme should be able to support between £30-35m of community infrastructure provision. The landowner representatives have not disputed the District Valuer's conclusions.

95. There are two main differences between the appraisals. The District Valuer uses a lower residential build cost (based on a well respected industry database) and a lower profit margin. On both counts the District Valuer's approach seems reasonable – separate provision is made for the abnormal build costs so the industry-standard figure should be appropriate, while a profit on cost of 21% (rather than 26%) is generally regarded as sufficient – indeed, schemes are often found to be viable with still lower profit margins. Whilst no calculations have been produced to establish whether the £30-35m is sufficient to fully provide the community infrastructure needs arising from the development, including 40% affordable housing, the landowners are aware of the scale of the likely requirement and have not said that it is undeliverable. Based on this limited evidence, and given the commitment of the landowners to bring this site forward, the scheme appears to be deliverable. Thus the selection of Olympia Park as the sole Strategic Development Site is sound.
96. This conclusion is reached with a degree of caution, however. The CS rightly stresses the importance of creating an inclusive residential community with infrastructure provision which fully accords with policy. This goes to the heart of the sustainability issue, for without such provision the resultant community is unlikely to be truly mixed or inclusive. Indeed, there is a risk that failure to deliver the required level of community infrastructure could threaten the balance of the judgement on the selection of Olympia Park. If viability factors were to result in, say, substantially less than 40% affordable housing being delivered, there might be a case for re-assessing the Olympia Park allocation and considering whether an alternative strategy would be more sustainable overall. For example, if certain alternative housing sites on the fringe of Selby with fewer constraints and lower flood risk could also viably deliver the full range of community infrastructure provision, it is conceivable that, on balance, Olympia Park might no longer be the most sustainable strategic development option for the expansion of Selby.

#### *Other matters*

97. The part of policy CP2A which seeks the majority of energy requirements on this site to be derived from decentralised and renewable or low carbon sources is broadly consistent with national policy. However, the Framework does include the caveat "unless it can be demonstrated..... that this is not feasible or viable". **MM17** makes the appropriate adjustment to the policy. The concern about noise from existing industrial operations and the railway is a detailed matter that would be addressed during the planning application stages; the requirement in part (xii) of policy CP2A that development should protect the viability of existing businesses is an appropriate safeguard for current operations.

98. The accusation from some local residents that the scheme would involve theft of their land seems to result from a misunderstanding, for the existing residential properties on Ousebank are outside the strategic site as defined in the CS and landowner representatives confirmed that residents' land would not be involved. Their concern about the risk of flooding and height of flood defences has been considered in detail by many bodies including the Environment Agency, who (as noted above) do not object to the principle of the development. Of course the construction of a major development very close to these properties in what is presently a quiet backwater would undoubtedly have a significant impact and bring about a substantial change, but that in itself is not sufficient reason to find this strategic allocation unsound. The many detailed objections – including concerns about trespass, rights of access, the use of existing pedestrian and vehicular routes, loss of amenity, fear of crime, and so on - are all matters capable of resolution at the planning application stage. Moreover, the existing national and local planning policy framework is sufficiently robust to be confident that the effect on existing residents, whilst significant, should not be outside normally accepted standards and limits. The claims made about breaches of human rights were carefully examined but found not to be substantiated.
99. It is true that the juxtaposition of the proposed employment land and the existing Potter Group logistics facility, with its railhead, presents an opportunity for the future comprehensive development of the two sites. However the traffic and other impacts of the Olympia Park scheme have been assessed independently from the logistics facility and it is unclear what any such comprehensive development might involve. For this reason, and as the Potter Group has no intention in the short term of redeveloping its site, it is appropriate that at present the Potter Group land remains outside (albeit largely surrounded by) the Strategic Development Site. As to the Potter Group's concern about a possible lack of grant funding for the link road to its site, which it sees as a potential threat to the deliverability of the project, the developer gave assurances that provision of the road was not dependent on grant assistance. Policy CP2A is clear that the road link must be provided in advance of residential development south of the railway line and, in the absence of evidence that the road cannot be delivered, the CS is sound.

#### **ISSUE 4 – WHETHER THE PLAN MAKES ADEQUATE PROVISION FOR THE ACCOMMODATION NEEDS OF ALL SECTIONS OF THE COMMUNITY IN TERMS OF AFFORDABILITY AND TYPE**

##### *Affordable housing*

100. The Council's SHMA (CD24) demonstrates that affordability is a major problem throughout the District, with the annual need for affordable housing being almost equivalent to the total (market plus affordable) average annual housing target. The delivery of affordable housing is largely dependent on provision in conjunction with market housing, so need is likely to outstrip supply over the plan period. In these circumstances it is understandable that, as part of the objective of securing a sustainable mix of housing to meet the needs of District residents, the Council aims to secure the highest



possible proportion of affordable housing from market housing schemes.

101. The Council's economic viability assessment (CD25) reveals significant variations in affordability across the District. The study also suggests that at the baseline date (mid 2009), when the housing market was at a very low point in its cycle, it would be difficult to viably deliver any affordable housing. Because the CS policy has to endure over the plan period, different assumptions were tested about the deliverability of affordable housing as a result of variations in costs and revenues. This analysis suggests that the 40% affordable housing sought by policy CP5 would only be achieved if the market returned to the high point in its cycle (early 2007). But this analysis does not appear to tally with current practice: the Council produced evidence of recently permitted schemes where the proportion of affordable housing ranged between 33% and 44%.
102. Former YHP policy H4 set a provisional target of over 40% affordable housing in North Yorkshire districts. Policy CP5 treats this proportion as a maximum target figure, indicating that the actual amount will be determined by negotiation having regard to viability, abnormal costs and other requirements. There was criticism from the house-building industry that 40% is not only unrealistic in current market conditions, but that it flies in the face of ever-increasing requirements for other infrastructure provision. However, in light of the scale of the need, the conflicting evidence to the examination about what is currently achievable, and recognising that viability is likely to improve over the plan period as the housing market recovers, the 40% maximum figure is a sensible and sustainable approach. A 40% maximum target also allows for site specific judgements to be made about the relative importance of competing demands, thereby allowing the overall package of community and infrastructure provision to be tailored to meet the particular needs of individual local communities.
103. The introduction in June 2011 of a new category of "affordable rented housing" means that the split between social rented housing and intermediate housing sought in the published CS is unlikely to match future provision. The implications of this new form of tenure are not yet known, so the plan can only reflect the current position. **MM18** sets out the latest target ranges for social rented and intermediate housing provision, as derived directly from the SHMA, and then acknowledges the need for further evidence to establish the required future tenure split. By requiring the tenure split (and housing type) to be based on the latest evidence of local need, policy CP5 has the flexibility to accommodate future changes.
104. Affordability is a significant problem in the rural parts of the District. Because housing sites tend to be smaller than in urban areas, the Council has investigated a reduction in the previous site size threshold of 15 dwellings. The supplementary viability evidence (CS/CD26) broadly supports the 10 dwelling threshold proposed in policy CP5. Yet even a 10 dwelling threshold is unlikely to secure affordable housing in the smaller settlements from which much of the need arises, so there is justification for a target commuted sum equivalent to 10% of affordable housing which will allow limited off-site provision to help sustain these rural communities. Because the viability of small sites varies significantly, it is necessary for the

policy to require "up to" a 10% contribution (**MM19**).

#### *Rural exception sites*

105. In small rural communities, the Framework promotes the delivery of small sites solely for affordable housing in locations where new dwellings would not normally be permitted. Given the imbalance between the sizeable need for affordable housing in the rural parts of the District and the limited opportunities for provision under policy CP5, there is a strong case for the inclusion in the CS of a rural exception sites policy. To ensure consistency with policies CP1 and CP1A, **MM21** is necessary to define correctly the locations where the exceptions to normal planning policy would apply. The Framework also enables Councils to consider whether allowing some market housing would provide a means of securing significant additional affordable housing to meet local needs in rural areas. This new provision seems ideally suited to the circumstances in Selby, and policy CP6 is modified to incorporate it and ensure compliance with national policy (**MM20**).

#### *Travelling community*

106. Former YHP policy H6 required, as an interim measure, the provision of 57 gypsy and traveller pitches across North Yorkshire by 2010; thereafter it sought adequate provision as determined by local authority gypsy and traveller needs assessments. The 2008 North Yorkshire Gypsy and Traveller Accommodation Assessment (GTAA) identifies a need for 20 pitches in Selby District by 2015. Whilst this study provides the most up-to-date figure of need, the Council acknowledges that it is no longer adequate given the recent national policy requirement (in Planning Policy for Traveller Sites – PPTS) to identify a five-year supply of deliverable sites and further developable sites for at least years six to ten.

107. The CS defers the identification of pitch targets for gypsies and travellers and plot targets for travelling showpeople to the SALP. Ideally this target-setting should already have been carried out, for it is part of the strategic planning for the needs of the whole community which is best addressed in a core strategy. Nevertheless, in the absence of up-to-date information about travellers' needs, this deferral is an acceptable approach – it would not have been desirable to further delay the rest of the plan while a current traveller assessment was prepared. However, the Council should ensure that a proper (PPTS compliant) study is available to inform the preparation of the SALP.

108. The submitted CS included criteria to guide the selection of sites in the SALP and the assessment of individual applications for traveller sites. The Council has chosen to delete these from the modified plan on the basis that detailed criteria are provided in PPTS and there is no need to repeat unnecessary detail in the plan. In so doing the Council has foregone an opportunity to impose its own local requirements for gypsy and traveller sites and will be obliged to accept without question any future changes to national policy (though forthcoming Local Plans may introduce a local policy in due course). Nevertheless the approach is not intrinsically unsound; **MM22** sets out the amended text and the modified policy CP7, including the necessary provision

for a five year supply of sites and locations for future growth.

109. As to broad locations for sites, it was intimated that the travelling community prefers sites close to the main transport routes, which are mainly in the western part of the District. However, this aspiration should not override other important planning considerations such as protection of the Green Belt. The Council has demonstrated in Background Paper 13 (CS/CD22I) that there are sizeable tracts of the District outside the areas of constraint from which sites could be identified. Thus there is no reason to doubt that sites to meet the reasonable requirements of travellers are capable of being found at SALP stage.

## **ISSUE 5 – WHETHER THE PLAN ESTABLISHES A SOUND FRAMEWORK FOR THE FUTURE EMPLOYMENT AND RETAIL NEEDS OF THE DISTRICT**

### *Employment strategy*

110. The CS is underpinned by a thorough analysis of the economy of Selby District and its relationship to the sub-region. An historic concentration of employment in the manufacturing, energy and agriculture sectors has been supplemented in recent years by growth in distribution and services. Nevertheless, there are insufficient jobs overall to meet the needs of the resident population and significant out-commuting takes place. The CS identifies restructuring the local economy towards a modern service and knowledge based economy as a key challenge and a major priority for the creation of a more self-contained and sustainable way of life for District residents. It seeks to support the expansion of established sectors which are expected to experience growth over the plan period, including financial/business services and distribution, whilst also targeting sectors such as higher education/science and low carbon energy for which there are skills within the workforce. This strategy is broadly supported by local residents and key stakeholders and is sound.

111. An up-to-date study of existing employment land identifies a substantial potential supply, though most of this is constrained in the short to medium term. The Framework stresses that planning policies should avoid the long term protection of employment sites where there is no reasonable prospect of a site being used for that purpose, and that land allocations should be regularly reviewed. In recognition of the importance of deliverability, and to provide some flexibility and choice for investors, the CS proposes an aspirational approach to employment land in the three main towns. The target is presented as a range of land provision rather than a specific figure; about 60% is proposed for the Selby area, the remainder being split equally between Tadcaster and Sherburn-in-Elmet. A small amount of land is also proposed to meet the need for small scale employment growth in the rural areas.

112. The proposed amount and distribution of employment land reflects the overall approach of the CS and its focus on the main towns. The concentration at Selby would build on the settlement's 'principal town' status; the identification of the bulk of the land at the Olympia Park

Strategic Development Site, with smaller sites being sought within and abutting the existing urban area, gives a degree of choice of sites and is a suitable approach. Moreover, the policy CP2A requirement that access to the Olympia Park employment land must be provided before the main residential area is developed should ensure that a large area of employment land is available at an early stage of this strategic development.

113. There was opposition to the allocation of an equal amount of employment land to Tadcaster and Sherburn-in-Elmet. During the examination it was apparent that, as with housing, the severely constrained nature of the land supply at Tadcaster means that delivering 5-10ha of employment land may require sites currently in the Green Belt. The need for an allocation of this scale was also questioned on sustainability grounds, representors arguing that Tadcaster has relatively poor public transport accessibility. On the other hand, there was support for an increase in employment land at Sherburn-in-Elmet which would build on the success of substantial growth in recent years and compensate for the very limited amount of land currently available in the settlement. It is argued that Sherburn-in-Elmet is an attractive location for investors because of the availability of a sizeable workforce, its proximity to the Leeds city region, and its good access to major trunk roads and by public transport.
114. The Council acknowledges the difficulty in identifying employment land at Tadcaster and proposes greater flexibility in the plan by indicating that the scale as well as the location of small sites in Tadcaster and Sherburn-in-Elmet (and other locations) will be informed by an up-to-date land availability assessment prepared at the time of the SALP. In addition, the 5-10 ha of employment land in each settlement is described as an indicative distribution rather than a specific requirement.
115. Given the need for regeneration at Tadcaster, an important component of which is more land for employment, there is no compelling case for reducing the land quantity in the CS even though availability is uncertain. Nor is there a strong argument for increasing the indicative figure at Sherburn-in-Elmet: because it has higher levels of commuting and is less self-contained than Tadcaster, the sustainability argument does not necessarily favour Sherburn-in-Elmet despite its better public transport links. Subject to **MM24** which introduces greater clarity, flexibility and consistency with national policy, the employment land provision is consistent with the Framework's focus on deliverability and is sound.
116. Some representors contend that the allocation of employment land to the rural areas is not consistent with the strategy of urban concentration. In general terms this is true, though the CS indicates that part of this allocation is likely to be suitable for Eggborough, an attractive employment location close to junction 34 of the M62, and for research and development uses along the A19 corridor north of Selby. Given the small size of the indicative land supply for the rural areas, the desirability of providing employment locations which focus on specific opportunities and increase choice, and a degree of local support for meeting the needs of rural communities, this element of the employment land provision is consistent with the Framework's support for a prosperous rural economy.

117. Turning to more specific aspects of the employment strategy, the submitted version of policy CP9 supported the re-use of former mine sites with economic activities appropriate to their rural location, including tourism, research and low carbon/ renewable energy generation. However the text stated that, despite the presence of large electricity connections to the national grid (a rare asset), Stillingfleet and Wistow mine sites are not suitable for large scale/ intensive economic activities because of their remote location. The text also acknowledged the significance of Drax and Eggborough power stations to the local economy and the need for further investment in energy infrastructure.
118. There was much debate at the examination about the most appropriate way to treat in policy CP9 the wide range of employment activities mentioned in the supporting text. Various refinements of the initial policy were proposed until it became apparent that a better and more inclusive approach for this strategic plan is to reduce the specificity and instead to express in more general terms instances where support for economic activity is likely to be forthcoming. This was accompanied by a process of rationalisation which involved the incorporation into CP9 of the policy on rural diversification, CP10.
119. The modified policy CP9 incorporates much of the policy in the Framework (paragraph 28) which aims to support economic growth in rural areas. Relevant elements of paragraph 21 are also addressed in the policy – a broad strategy for sustainable economic growth and a strategic site are promoted, key business sectors in certain locations are identified, and a generally supportive approach is taken to existing employment sites. The absence of references to power stations or former mine sites in the revised policy does not make it unsound, for these issues are better addressed strategically by the wider ranging, more generalised wording now proposed. **MM25** ensures that the policy is sound.
120. Energy generation from wind turbines is specifically mentioned in paragraph 6.27; any implied support for wind energy in paragraph 6.26 is at a highly generalised level and is not inappropriate. Paragraph 6.27 refers in broad terms to the economic opportunities presented by the shift to the low carbon and renewable energy sector, with wind turbines (as one part of this sector) being accurately described as “controversial”. Importantly, the critical policy relating to renewable energy development, CP14, addresses the balanced judgement that has to be made between support for new sources of renewable energy and the objectives of protecting the environment and local amenity. Consequently the treatment of wind energy generation in the CS is sound. As to the concern that the plan should deal with energy usage and energy production as separate matters, that is the function of policies CP13 (improved resource efficiency) and CP14 (low carbon/ renewable energy generation), the latter including a reference to micro generation schemes. Thus there is sufficient clarity in the way that the CS deals with these matters.

#### *Retail and town centres*

121. The overall approach to the hierarchy of town centres and their respective

roles is uncontroversial and reflects the findings of the Retail, Commercial and Leisure Study (CS/CD29). This study also provides a useful evidence base for site-specific policies in future DPDs.

122. The addition of **MM26** is a suitably brief reference to the implementation difficulties that have beset Tadcaster town centre and helps to explain the disjunction between the high quality townscape and the acknowledged limitations of the retail offer. The reference in policy CP11 to strengthening the role of Tadcaster is appropriate in the context of diversifying the range of town centre uses; the inclusion of more detail is not necessary given the strategic nature of the CS.<sup>13</sup> The requirement for proposals to be "of an appropriate scale" is a reference back to the evidence base of the retail study and does not imply significant additional retail floorspace. It is pertinent to separately identify the two strands (regeneration and heritage protection) which should be the focus of activity for Tadcaster town centre (**MM27**).

## **ISSUE 6 – WHETHER THE POLICIES ON SUSTAINABLE DEVELOPMENT, ENERGY AND THE ENVIRONMENT ARE APPROPRIATE AND JUSTIFIED**

### *Sustainable development*

123. Whilst the promotion of sustainable development to address the effects of climate change is rightly a prime objective of the CS, there is considerable duplication between policy CP12 and other policies of the plan; it also repeats substantial parts of national policy. In these circumstances there is little merit in the argument that it is important to have a comprehensive policy to deal with sustainable development. Nevertheless, the inclusion of a largely unnecessary policy does not make the plan unsound.
124. As to the detailed wording of policy CP12, **MM28** addresses concerns about the implementation of this part of the policy by clarifying that part A is intended to guide the Council in preparing its subsequent DPDs. **MM29** recognises the reality that not all the criteria of part B will be relevant to every development proposal. The addition of 'appropriate remediation' to the use of previously-developed land would be an unnecessary level of detail in a strategic policy such as this. Similarly, a specific reference to the availability of existing electricity grid connections at former Selby mine sites would not be consistent with the strategic, District-wide application of the criteria. Subject to the above modifications, policy CP12 is sound.

### *Energy*

125. National policies promote measures to improve energy efficiency and increase renewable energy capacity in accordance with local requirements

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<sup>13</sup> Various publicly and privately promoted proposals to regenerate Tadcaster town centre have been mooted for more than 20 years but have failed to materialise, due in part to a long-running dispute between the councils involved and a major landowner, Samuel Smith Old Brewery (Tadcaster). Other than to repeat the exhortation of the previous Inspector examining the Selby District Local Plan, who in 2002 urged the parties to agree and progress a comprehensive scheme for the town centre, it is not the role of the Core Strategy or this report to attempt to resolve these complex issues.

which are consistent with the Government's zero carbon buildings policy and adopt nationally described standards. The Council has not commissioned specific research or studies which set local targets, so it relies largely on the evidence base produced at regional and sub-regional level. Thus policy CP13(a) repeats the former YHP policy ENV5 requirement for all developments above a minimum size to derive 10% of their energy from renewable, low-carbon or decentralised sources. However, the policy omitted to include the caveat from ENV5 (and the Framework) "unless this is not feasible or viable". **MM30** addresses this shortcoming and is necessary to make policy CP13 sound.

126. Whether there is local justification for strategic development sites and key sites to derive the majority of their energy needs from renewable, low-carbon or decentralised sources is debatable in the absence of a detailed study. Nevertheless for Olympia Park (the only specific site in the CS to which policy CP13(b) applies), the large scale of the development, its mixed use nature and its proximity to existing or planned energy schemes does provide a rare opportunity for substantially more than 10% of energy to be derived from locally produced sources. Because the "viable and feasible" amendment also applies to this element of the policy, the aspirational approach is reasonable.
127. The requirement that developers employ the "highest viable level" of the Code for Sustainable Homes on residential development and BREEAM on other development (policy CP13(c)) is fraught with practical difficulties and implies the need for viability appraisals down to the level of a single dwelling. **MM31** replaces this with a requirement that up-to-date national regulatory standards are employed until replaced by specific local requirements through further Local Plan documents or SPDs.
128. The Council proposes to modify the policy on low carbon and renewable energy (CP14) to achieve greater consistency with the Framework. Most of the changes, whilst desirable, are not essential to make the plan sound; the exception is the additional paragraph concerning renewable energy projects in the Green Belt. The other necessary modification concerns the interpretation of the criteria in part B of the policy: to be capable of meaningful interpretation, criterion (i) is mutually exclusive from criteria (ii) and (iii), so the "and" at the end of (i) should be replaced by "or" (**MM32**).
129. In part C of policy CP14, the types of generation illustrated in the 'range of available technology' are examples and are not intended to exclude other technologies from being considered, so there is no reason why specific recognition should be given to the existence of electricity grid connections at former Selby mine sites. The target of 32 megawatts of renewable energy by 2021 comes from former YHP policy ENV5 and relates to installed capacity; it has not been replaced by a locally derived target. Because 'megawatts of installed capacity' is the measure used for assessing progress against the target, any other form of measurement (such as actual power produced or reduction in carbon dioxide emissions) would not be appropriate. The examples include both major projects and micro-generation schemes and there is no compelling need to deal separately with projects of differing scale.

### *Environment*

130. Many minor changes are proposed by the Council to the policy that aims to protect the environment (CP15) to satisfy the particular requirements of statutory consultees and others. Most relate to descriptive passages of supporting text or additional detail in the policy and have no bearing on the soundness of the plan. However, parts 3(b) and 3(c) require amendment to be consistent with the approach to biodiversity in paragraph 118 of the Framework and to ensure that the policy can be implemented (**MM33**). As part 3 of the policy is to be read as a whole, the amended policy appropriately reflects national policy in terms of the approach to development which affects nature conservation interests.
131. There is no local evidence to demonstrate that the various housing design and quality benchmarks specified in the last part of policy CP16 would be achievable and viable. In these circumstances it would be unduly onerous and unreasonable for developers to have to demonstrate why particular schemes could not meet these standards. The proposed modification (**MM34**), which would make this part of the policy aspirational by seeking the principles of these benchmarks to be reflected in housing developments, gives suitable recognition to the value of these standards in raising design quality.

### **ISSUE 7 – WHETHER THE INFRASTRUCTURE REQUIREMENTS AND THE MECHANISMS FOR IMPLEMENTATION AND MONITORING ARE SUFFICIENTLY ROBUST TO ENSURE EFFECTIVE DELIVERY OF THE STRATEGY**

132. Policy CP8 establishes the principle that infrastructure required to meet the needs of new development should be provided in phase with that development. However, the submission version of the policy was unduly prescriptive; the change from “must” to “should” and the addition of “scheme viability” (**MM23**) to this policy is a necessary acknowledgement that, in some cases, flexibility may be required if development is to proceed.
133. Chapter 8 of the CS sets out the process for monitoring of targets and key indicators, while Figure 13 identifies performance indicators for each CS policy, specifying the intended outcome and how the individual targets will be assessed. Some consequential changes to this table are required as a result of the modifications necessary to make the CS sound; because all the changes which go to soundness follow directly from the main modifications, it is not necessary to separately identify them in this report.
134. The CS is accompanied by an Infrastructure Delivery Plan (IDP) and Addendum (CS/CD19 + 19a) which provide detailed information on the investment plans of a range of infrastructure providers in both the public and private sectors. It is evident that the constraints and opportunities which arise as result of past and planned infrastructure provision have been taken into account throughout the evolution of the CS. In terms of infrastructure, there are no obvious obstacles to the delivery of the policies of the CS.



135. Overall the monitoring process set out in Chapter 8 and Figure 13, which builds upon the Council's existing Annual Monitoring Report procedures, is appropriate and consistent with the Framework's focus on positive preparation and deliverability.

## **Overall Conclusion and Recommendation**

136. The Plan has a number of deficiencies in relation to soundness and/or legal compliance for the reasons set out above which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the Act. These deficiencies have been explored in the main issues set out above.

137. The Council has requested that I recommend main modifications to make the Plan sound and/or legally compliant and capable of adoption. I conclude that with the recommended main modifications set out in the Appendix, the Selby District Core Strategy Local Plan satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.

*Martin Pike*

Inspector

This report is accompanied by the Appendix containing the Main Modifications

## Appendix – Main Modifications

The modifications below are generally expressed either in the conventional form of ~~strikethrough~~ for deletions and underlining for additions of text, or by specifying the modification in words in *italics*. For ease of reading, large blocks of additional text are not underlined.

The page numbers and paragraph numbering below refer to the Submission Draft Core Strategy and do not take account of the deletion or addition of text.

Ref	Page	Policy/ Paragraph	Main Modification
MM1	25	3.5	<p><i>Insert new text and Policy after paragraph 3.5:</i></p> <p>3.6 The National Planning Policy Framework (March 2012) states that Local Plans should be based upon and reflect the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally (paragraphs 14 and 15 of the NPPF).</p> <p>3.7 The presumption in favour of sustainable development is a thread that runs through the Core Strategy, which is a place-based and people-focused approach to develop communities in a sustainable way: it balances meeting development needs of the District against adverse impacts. Section 2 of the Core Strategy highlights the key issues for the District as meeting development needs, moderating unsustainable travel patterns, concentrating growth in the Selby area, providing affordable housing, and developing the economy. The Vision, Aims and Objectives and the policies in the Core Strategy seek to establish the presumption in favour of sustainable development and provide the framework for local implementation of that presumption.</p> <p>3.8 In addition to the suite of policies the following overarching policy is included in the Core Strategy.</p> <p>3.9 The presumption in favour of sustainable development does not apply where development requiring appropriate assessment under the Birds or Habitats Directives is being considered, planned or determined.</p> <p><b>Presumption In Favour Of Sustainable Development</b></p> <p><b>LP1 When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in</b></p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>the area.</p> <p>Planning applications that accord with the policies in the Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.</p> <p>Where there are no policies relevant to the application or relevant policies are out of date (as defined by the NPPF) at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:</p> <ul style="list-style-type: none"> <li>○ Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or</li> <li>○ Specific policies in that Framework indicate that development should be restricted."</li> </ul>
MM2	39-40	CP1 Part A(a)	<p>Add footnote "2" to the following settlements: <b>Sherburn-in-Elmet, Tadcaster, Bryam/Brotherton, Eggborough/Whitley, Monk Fryston/Hillam, South Milford</b></p> <p>Add after Note 1:</p> <p><b>2</b> 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.</p>
MM3	40	CP1 Part A(a)	<p>Add to the list of Designated Service Villages: <b><u>Escrick</u><sup>2</sup></b></p>
MM4	40	CP1 Part A(a)	<p>Delete from the list of Designated Service Villages: <b>Fairburn</b></p>
MM5	40	CP1 Parts A(b)-A(c)	<p>Amend policy CP1 to read:</p> <p><b>(b) Limited amounts of residential development may be absorbed inside Development Limits of secondary villages where it will enhance or maintain the vitality of rural communities and which conforms to the provisions of Policy CP1A and Policy CP6.</b></p> <p><b>(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 of an appropriate scale, which would contribute towards and improve the local economy and where it will enhance or maintain the vitality of rural communities, in accordance with Policy CP9; or meet</b></p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p><b>rural affordable housing need (which meets the provisions of Policy CP6), or other special circumstances.</b></p>
MM6	41	4.41	<p><i>Insert new text and policy after Policy CP1:</i></p> <p><b>Green Belt Review</b></p> <p>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 Geographic Information System has authority.</p> <p>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.</p> <p>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, Local Service Centres and DSVs in the settlement hierarchy provide for the appropriate level of growth in accordance with NPPF paragraph 85 "<i>ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development</i>". 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.</p> <p>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') 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 DSVs. The current, 2011 SHLAA generally demonstrates sufficient sites to achieve this; however the Core Strategy must be pragmatic, flexible and future-proofed. Therefore, if sites are not delivered and other options for facilitating delivery fail, the Council must consider an alternative sustainable option.</p> <p>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 <i>and</i> if development in alternative, non Green Belt</p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>settlements/ locations is a significantly less sustainable option (because the needs of the particular settlement to which the development is directed outweigh <i>both</i> 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 considers that this constitutes the exceptional circumstances that justify a need to strategically assess the District's growth options across the Green Belt.</p> <p>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 identifying physical features that are readily recognisable and likely to be permanent.</p> <p>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.</p> <p>The review may also consider</p> <ul style="list-style-type: none"> <li>• the relationship between urban and rural fringe; and</li> <li>• the degree of physical and visual separation of settlements.</li> </ul> <p>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. This may consider other policy/strategy designations such as the 2005 Local Plan, 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.</p> <p>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:</p> <ul style="list-style-type: none"> <li>• Define the Green Belt boundary using landmarks and features that are easily identifiable on a map and on the ground.</li> </ul>

Ref	Page	Policy/ Paragraph	Main Modification
			<ul style="list-style-type: none"> <li>• 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).</li> <li>• Allocate sites to deliver the development needs in this Plan period.</li> <li>• 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.</li> </ul> <p>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 Stakeholder Working Group).</p> <p><b>Policy CPXX Green Belt</b></p> <p><b>A. Those areas covered by Green Belt are defined on the Proposals Map.</b></p> <p><b>B. In accordance with the NPPF, 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.</b></p> <p><b>C. Green Belt boundaries will only be altered in exceptional circumstances through the Local Plan. Exceptional circumstances may exist where:</b></p> <ul style="list-style-type: none"> <li>(i) there is a compelling need to accommodate development in a particular settlement to deliver the aims of the settlement hierarchy, and</li> <li>(ii) in that settlement, sufficient land to meet the identified needs is not available outside the Green Belt, and</li> <li>(iii) removal of land from the Green Belt would represent a significantly more sustainable solution than development elsewhere on non-Green Belt land.</li> </ul> <p><b>D. To ensure that Green Belt boundaries endure in the long term, any Green Belt review through the Local Plan will:</b></p> <ul style="list-style-type: none"> <li>(i) define boundaries clearly using physical features that are readily recognisable and likely to be permanent</li> <li>(ii) review washed-over villages</li> <li>(iii) ensure that there is sufficient land available to meet development requirements throughout the Plan period and identify safeguarded land to facilitate development</li> </ul>

Ref	Page	Policy/ Paragraph	Main Modification
			<p style="text-align: center;"><b>beyond the Plan period.</b></p> <p><b>E. Any amendments to the Green Belt will be subject to public consultation and a Sustainability Appraisal, and assessed for their impact upon the following issues (non-exhaustive):</b></p> <ul style="list-style-type: none"> <li>• <b>any other relevant policy/strategy; and</b></li> <li>• <b>flood risk; and</b></li> <li>• <b>nature conservation; and</b></li> <li>• <b>impact upon heritage assets; and</b></li> <li>• <b>impact upon landscape character; and</b></li> <li>• <b>appropriate access to services and facilities; and</b></li> <li>• <b>appropriate access to public transport.</b></li> </ul>
MM7	45	5.4	<p><i>Delete paragraph 5.4 and replace with new text:</i></p> <p>5.4 Following the announcement of the intended abolition of Regional Strategies, the Council reviewed the merits of alternative housing requirements. In line with paragraph 158 of National Planning Policy Framework (NPPF, March 2012) - which requires authorities to consider relevant and up to date evidence about the economic, social, and environmental characteristics and prospects for the area, and that assessments should take a full account of relevant market and economic signals - the Council further reviewed the evidence base including the latest Sub National Population Projections, the Household Projections, and strategic housing market assessments in line with NPPF (paragraph 159) requirements.</p> <p>5.4a A number of scenarios were modelled including lower than projected migration and economic forecasts. Based on recent evidence, this suggests that weaker economic conditions in the period 2008-9 to 2009-10 have coincided with lower than forecast levels of net migration. These weaker conditions are forecast to persist for several years. This cautious approach was verified to a degree by the ONS downward adjustments to the migration component in the 2010-based population projections which suggest that the net inward migration was overestimated in the 2008-based population projections.</p> <p>5.4b The models balanced the key objectives of the Core Strategy, economic forecasts, available evidence on past completions and future land availability, as well as constraints on development. The assessment concluded that, even though it was not based upon them per-se, a housing target very similar to the 2004 projections was most appropriate as it reflects more closely the economic factors and migration affecting the District. Consequently, the Core Strategy provides a robust target of 450 dwellings per annum (dpa) on average over the plan period to meet the objectively assessed</p>

Ref	Page	Policy/ Paragraph	Main Modification
			need in full.
<b>MM8</b>	45	5.5	<p><i>Insert new text after paragraph 5.5:</i></p> <p>5.5a The 450 dpa housing target is intended to be a minimum requirement to be met by taking account of: those dwellings built between the base date of the Core Strategy and the new base date of the Site Allocations Local Plan; existing commitments (at the base date of the Site Allocations Local Plan); and new allocations.</p> <p>5.5b The Council has not made any allowance for future contribution from windfalls in calculating the number of dwellings to be provided through new allocations after taking account of existing commitments. This means that over the life of the plan, on the basis of evidence of historic delivery which shows that even in the leanest years the supply of windfalls on previously-developed land has been at least 105 dpa, windfalls are likely to add to the total delivery of homes, in excess of the planned-for target. Indeed, 105 windfalls per annum represent around 23% additional growth over the objectively assessed need.</p> <p>5.5c Total development on allocations and windfalls together are anticipated to exceed 555 dpa. This means that the 2006 and 2008 household projections of 500 dpa and 550 dpa respectively may be attained, even though these are considered to overestimate the actual level of identified need.</p>
<b>MM9</b>	45	5.6	<p><i>Insert after paragraph 5.6:</i></p> <p>In order to boost significantly the supply of housing in accordance with paragraph 47 in the NPPF, it is not considered necessary to incorporate measures to control an 'over supply' of housing, or to phase the release of allocated sites. Special measures are however incorporated into the policy to increase housing delivery in Tadcaster in view of the recent history of low completions. Together, the policies in the Core Strategy will ensure that the District contributes towards the national objective of a step-change increase in sustainable house building.</p>
<b>MM10</b>	48	5.17-5.18	<p><i>Delete paragraphs 5.17-5.18 and replace with new text:</i></p> <p>5.17 The proportion of development allocated to Sherburn in Elmet and the Tadcaster area corresponds with that identified through the 2009 SHMA in order that these Local Service Centres meet the local needs identified. The Tadcaster figure of 7% includes the identified affordable need in the 'Northern sub-area' owing to the low number of Designated Service Villages (DSVs) in the sub-area and limited development opportunities in surrounding villages. There are limited opportunities for new housing in these DSVs and this is compounded by the geographical remoteness of the Northern sub-area (partly due to the configuration of the rivers which make access tortuous). The scale of envisaged growth in the</p>



Ref	Page	Policy/ Paragraph	Main Modification
			<p>DSVs here may not cater for affordable need (with an increased reliance on rural exception sites) and as such Tadcaster should also provide for meeting the needs of the rest of the Northern sub-area.</p> <p>5.18 This is not the case for Sherburn because the Western sub-area contains more DSVs which by their location, nature and scale could reasonably be expected to cater for the identified need in that sub-area.</p>
MM11	50	5.28	<p><i>Delete paragraph 5.28 and replace with new text:</i></p> <p>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.</p> <p>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, all the SDLP Phase 2 sites were released to boost the 5 year supply.</p> <p>The Site Allocations Local Plan will allocate sufficient land to meet the housing target. At the baseline date of 2011, there are about 1,820 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.</p> <p>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 target, from around 2016. 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.</p> <p>Between the Core Strategy being adopted and the Site Allocations Local Plan adoption, the 450 dpa target will be delivered from planning permissions on existing allocated SDLP Phase 2 sites (released in 2011 to boost supply) and other existing commitments ('known windfalls'), as well as a significant contribution from the Strategic Development Site at Olympia Park in Selby which is released on adoption of the Core Strategy.</p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>The Site Allocations Local Plan will determine the precise amount and location of land to be allocated to meet the Core Strategy housing requirements. The level of new allocations needed will be calculated by taking into account, at the Site Allocations Local Plan base date:</p> <ul style="list-style-type: none"> <li>o Those dwellings built since the start the Core Strategy plan period (2011); and</li> <li>o Existing, deliverable commitments from the 5 year land supply.</li> </ul> <p>Therefore, on adoption of the Site Allocations Local Plan, the strategy plans for the 450 dpa target to be made up of:</p> <ul style="list-style-type: none"> <li>• completions since 1 April 2011; and</li> <li>• deliverable commitments (planning permissions) from the 5 year supply (known deliverable and viable sites) as at 31 March of the base date of the Site Allocations Local Plan; and</li> <li>• the remainder (the majority) made up of new allocations.</li> </ul> <p>In addition, a minimum of 105 dpa are the unknown 'windfalls' which 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 significantly boost housing supply and surpass the minimum need identified.</p>
MM12	51	CP2 Parts A-C	<p><i>Amend policy CP2 to read:</i></p> <p><b>A. Provision will be made for the delivery of a minimum of <del>440</del> 450 dwellings per annum and associated infrastructure in the period up to <del>2026</del> March 2027.</b></p> <p><b>B. After taking account of current commitments, housing land allocations will be required to provide for a target of <del>4864</del> 5340 dwellings between <del>2010</del> 2011 and <del>2026</del> 2027, distributed as follows:</b></p> <p><i>Insert amended Table – see end of Appendix</i></p> <p><b>C. In order to accommodate the scale of growth required at Selby 1,000 dwellings and <del>23 ha of employment land</del> will be delivered through an a mixed use urban extension to the east of the town, in the period up to <del>2026</del> 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 <del>1,350</del> 1,500 dwellings will be identified through a the Site Allocations <del>DPD</del> part of the Local Plan.</b></p>
MM13	57	5.43	<i>Insert revised Housing Trajectory (see end of Appendix) after paragraph 5.43.</i>
MM14	58	5.44	<i>Delete paragraph 5.44 and replace (in part) with new text:</i>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>The SHLAA indicates that across the District there is ample available land to accommodate the quantum of development set out in the Core Strategy. However, the spatial distribution of such sites is more limited in some parts of the District which may affect the delivery of housing targets. The spatial distribution is also a key aim of the Core Strategy and so the Council must also take steps to ensure that delivery is spatially appropriate as well as sufficient in numbers. Therefore the Council will monitor development in each settlement to ensure that delivery is consistent with the overall distribution set out in Policy CP2.</p> <p>Specifically in Tadcaster, land ownership issues have limited the potential delivery of housing in an otherwise very sustainable location. The existing population is disadvantaged through this lack of growth; there has been a loss in population in Tadcaster and the town's sustainability will continue to suffer if the situation does not improve. The Selby Retail, Commercial and Leisure Study shows that Tadcaster is significantly under performing: it is notable that Tadcaster Town Centre is under-represented in terms of both convenience and comparison floorspace. The amount of vacant floorspace at nearly 13% is higher in Tadcaster than a national average of less than 10%. The Council considers that reasonable housing (and employment) development alongside other town centre regeneration proposals may help reverse the decline.</p> <p>The Council considers that the sustainability of Tadcaster and its need for growth, together with the lack of available land (due to ownership issues) would constitute the exceptional circumstances required to undertake a Green Belt review. Although the Green Belt only restricts the western side of the town, land within the Limit to Development, and land adjacent to the Limit to Development on the east, has been confirmed as unavailable for the plan period. Therefore it is reasonable to reconsider the Green Belt around Tadcaster (and other areas) to facilitate sustainable growth in this plan period and to safeguard land for future plan periods through the Site Allocations Local Plan. Policy CPXX deals with this issue.</p> <p>The Site Allocations Local Plan will provide more detail on the location of future allocations to meet the housing requirement. Policy CP3 below demonstrates how the supply represented in the Site Allocations Local Plan will be managed to ensure a plentiful choice throughout the Plan Period.</p> <p>To facilitate the appropriate level of growth in Tadcaster, in light of the potential land availability issue, the Site Allocations Local Plan will seek to allocate additional sites in and around the town to provide maximum flexibility. Sites will be in three phases, with sufficient land to meet</p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>the quantum of delivery set out in Policy CP2 in each phase. Phase 1 sites will be released immediately upon adoption of the Site Allocations Local Plan.</p> <p>If, after five years, allocated and windfall sites have delivered less than a third of the minimum dwelling requirement in Tadcaster, then a second phase of sites shall be released. This should provide sufficient time for development to be brought forward having regard for the depressed market and reasonable development timescales.</p> <p>Should delivery still be frustrated after three years from release of Phase 2, (which is consistent with other monitoring and intervention policies), then it will be necessary to provide for the overall quantum of development elsewhere in the District. To do this, a third phase of sites will be identified in the settlement hierarchy. Phase 3 will only be released if Phase 1 and Phase 2 sites and windfalls together have delivered less than 50% of the minimum dwelling requirement for Tadcaster after three years of the release of Phase 2. The Council may also assess options for the purchase of land and/or review its assets to facilitate the availability of sites.</p> <p>This multi-layered approach to ensuring delivery of the Core Strategy should ensure that each settlement succeeds in delivering its appropriate level of growth.</p>
MM15	60	CP3	<p><i>Delete policy CP3 and replace with new parts A, B, C and D:</i></p> <p><b>A. The Council will ensure the provision of housing is broadly in line with the annual housing target and distribution under Policy CP2 by:</b></p> <ol style="list-style-type: none"> <li><b>1. monitoring the delivery of housing across the District</b></li> <li><b>2. identifying land supply issues which are causing or which may result in significant under-delivery of performance and/or which threaten the achievement of the Vision, Aims and Objectives of the Core Strategy</b></li> <li><b>3. investigating necessary remedial action to tackle under-performance of housing delivery.</b></li> </ol> <p><b>B. Under-performance is defined as:</b></p> <ol style="list-style-type: none"> <li><b>1. Delivery which falls short of the quantum expected in the annual target over a continuous 3 year period; or</b></li> <li><b>2. Where there is less than a 5 year housing land supply.</b></li> </ol> <p><b>C. Remedial action is defined as investigating the underlying causes and identifying options to facilitate delivery of allocated sites in the Site Allocations Local Plan by (but not limited to):</b></p>

Ref	Page	Policy/ Paragraph	Main Modification
			<ol style="list-style-type: none"> <li>1. arbitration, negotiation and facilitation between key players in the development industry; or</li> <li>2. facilitating land assembly by assisting the finding of alternative sites for existing users; or</li> <li>3. identifying possible methods of establishing funding to facilitate development; or</li> <li>4 identifying opportunities for the Council to purchase and/or develop land in partnership with a developer.</li> </ol> <p>D. In advance of the Site Allocations Local Plan being adopted, those allocated sites identified in saved Policy H2 of the Selby District Local Plan will contribute to housing land supply.</p>
MM16	60	CP3	<p><i>Insert new part CC in policy CP3:</i></p> <p><b>CC. Due to the potential land availability constraint on delivery in Tadcaster, the Site Allocations Local Plan will allocate land* to accommodate the quantum of development set out in Policy CP2 in three phases as follows:</b></p> <p><b>Phase 1: The preferred sites in/on the edge of Tadcaster which will be released on adoption of the Site Allocations Local Plan.</b></p> <p><b>Phase 2: A second choice of preferred sites in/on the edge of Tadcaster which will only be released in the event that less than one third of the minimum dwelling requirement for Tadcaster has been completed after 5 years following the adoption of the Site Allocations Local Plan.</b></p> <p><b>Phase 3: A range of sites in/on the edge of settlements in accordance with the hierarchy in Policy CP1 which will only be released after 3 years following release of Phase 2 if completions are less than 50% of the minimum dwelling requirement for Tadcaster.</b></p> <p>* which may include Green Belt releases in accordance with Policy CPXX.</p>
MM17	55	CP2A	<p><i>Insert after "should" in line 4 of part xiv of policy CP2A:</i></p> <p><b>(where feasible and viable)</b></p>
MM18	68	5.93	<p><i>Delete paragraph 5.93 and replace with new text:</i></p> <p>Evidence from the SHMA establishes an overall target of 30-50% intermediate housing and 50-70% for social rented housing. Following the introduction of the new affordable rented category, further evidence is required to establish the required tenure split of new social rented, affordable rented and intermediate housing for eligible households whose needs are not being met by the market. This will be set out through a combination of SPD and future Local Plan</p>

Ref	Page	Policy/ Paragraph	Main Modification
			documents as appropriate, based on the Council's latest evidence of local need.
MM19	69	CP5	<p><i>Amend part C of policy CP5:</i></p> <p><b>C. On sites below the threshold, a commuted sum will be sought to provide affordable housing within the District. The target contribution will be equivalent to the provision of <u>up to 10%</u> affordable units.</b></p>
MM20	70	5.97 and CP6	<p><i>Add text to end of paragraph 5.97:</i></p> <p>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. Further assessment and consideration of the need to introduce a detailed policy will be undertaken through the Development Management Local Plan document.</p> <p><i>Add to end of policy CP6:</i></p> <p><b>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.</b></p>
MM21	70	CP6	<p><i>Amend the first paragraph and subsection (i) of policy CP6:</i></p> <p><del>In settlements with less than 3,000 population</del> <b>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:</b></p> <p><b>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;</b></p>
MM22	71-73	5.99-5.109 and CP7	<p><i>Delete paragraphs 5.99-5.109 and replace with new text:</i></p> <p>Introduction</p> <p>Core Strategy Objective 5 recognises the requirement to provide housing to meet the needs of all sections of the community. Current evidence suggests that there is a need to make appropriate provision for travellers - that is gypsies, travellers and showpeople who live in or travel through Selby District.</p> <p>The Government advises through the national Planning Policy for Traveller Sites (PPTS, March 2012) that Local Plans should provide criteria for the location of sites as a guide</p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>for future site allocations. The guidance provided in the PPTS is considered to be sufficient for a high level policy so it is not necessary to repeat those provisions in the Core Strategy. In terms of allocating sites, the Site Allocations Local Plan will devise an appropriate site selection methodology once a long-term need is established.</p> <p>Context</p> <p>The evidence base provided by the former RS is a regional study of accommodation needs undertaken in 2006 which indicated a shortfall of 57 pitches in North Yorkshire. The former RS noted that the figures were to be superseded by the findings of local Gypsy and Traveller Accommodation Assessments (GTAA's).</p> <p>Current authorised provision to accommodate travellers in the District consists of two County Council owned sites (Common Lane, Burn and Racecourse Lane, Carlton) providing a combined total of 26 pitches, and one private site (Flaxley Road, Selby) which has the potential to provide up to 54 pitches, although it is not solely for traveller use. All of the sites are known to be at capacity, and the Council is investigating the level of demand to be met locally in partnership with the County Council.</p> <p>Although not recognised as a distinct ethnic group, showpeople travel extensively and therefore live almost exclusively in wagons. During the winter months these are parked up in what was traditionally known as 'winter quarters', although some family members now often occupy these yards all year round. Showpeople have different needs than those of other travellers and as such are considered separately in needs assessments. However, in considering planning applications and site allocations, the same broad considerations inform decisions – in line with the national guidance.</p> <p>The North Yorkshire GTAA (accepted by the Council in 2010) sets out a figure for need, but that requires updating to reflect the PPTS requirement for maintaining a 5 year supply of sites. It is intended to allocate (a) new site(s)/pitch(es)/plot(s) for travellers through the Site Allocations Local Plan. The precise site size and location will be identified using up to date guidance and through consultation with travellers and other stakeholders. Where no specific parcels of land can be identified, the Council may consider setting out broad locations for growth.</p> <p>"Windfall" applications for traveller sites/pitches/plots may also be submitted from time to time (i.e. not on planned-for sites). These applications will be assessed on their own merits in accordance with tests set out in national policy, and other local policies such as Policy CPXX Green Belt, as appropriate. Applications will be considered fairly having regard for cultural and ethnic needs and aspirations, and balancing those with the needs and aspirations of the settled community and local capacity in services and</p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>facilities to accommodate such development.</p> <p>All traveller development will be considered on the basis of the policy in conjunction with up to date needs assessments and Government guidance. The Government guidance sets out detailed Development Management criteria and so it is unnecessary to repeat that in Policy CP7. Those criteria include issues such as: the inappropriateness of Green Belt locations; the flood risk sequential test; integration with neighbouring land uses and communities; limiting disruption to amenity; sustainable access to local services and facilities where there is capacity; local character such as existing land use, topography, landscape, wildlife and historic assets; ensuring a high quality development; providing appropriate access, parking and on-site amenity for residents; and ensuring any on-site employment uses are compatible with residential and neighbouring uses.</p> <p><i>Delete policy CP7 and replace with new policy:</i></p> <p><b>Policy CP7 Travellers</b></p> <p><b>A. In order to provide a lawful settled base to negate unauthorised encampments elsewhere, the Council will establish at least a 5-year supply of deliverable sites and broad locations for growth to accommodate additional traveller sites/pitches/plots required through a Site Allocations Local Plan, in line with the findings of up to date assessments or other robust evidence.</b></p> <p><b>B. Rural Exception Sites that provide traveller accommodation in perpetuity will be considered in accordance with Policy CP6. Such sites will be for residential use only.</b></p> <p><b>C. Other applications for traveller development will be determined in accordance with national policy.</b></p>
MM23	78	CP8	<p><i>Delete first paragraph of policy CP8 and replace as follows:</i></p> <p><b>Where infrastructure and community facilities are to be implemented in connection with new development, it should be in place or provided in phase with development and scheme viability.</b></p>
MM24	86	CP9	<p><i>Amend parts i to v and vii of policy CP9:</i></p> <p><b>Policy CP9 Scale and Distribution of Economic Growth Support will be given to developing and revitalising the local economy <u>in all areas</u> by:</b></p> <p><b><u>A. Scale and Distribution</u></b></p> <p><b>1. Providing for an additional 37 – 52 ha of employment land <u>across the District</u> in the period up to <del>2026</del> <b>2027</b>, <del>including</del></b></p> <p><b>2. <u>Within this total, providing for 23 ha of</u></b></p>



Ref	Page	Policy/ Paragraph	Main Modification
			<p><u>employment land</u> as part of <del>a</del> <u>the Olympia Park</u> mixed strategic housing/employment <del>expansion</del> site to the east of Selby to meet the needs of both incoming and existing employment uses.</p> <p>3. The precise <u>scale and</u> location of smaller sites in Selby, Tadcaster, Sherburn in Elmet and rural areas will be <u>informed by an up-to-date Employment Land Availability Assessment</u> and determined through a Site Allocations <del>DPD</del> <u>Local Plan</u>.</p> <p>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.</p> <p>5. Encouraging <u>re-use of premises and intensification of employment sites to accommodate finance and insurance sector businesses and</u> high value knowledge based activities in Tadcaster.</p> <p><b><u>B. Strategic Development Management</u></b></p> <p>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.</p> <p>2. Safeguarding <del>existing</del> <u>Established Employment Areas</u> and allocated <u>employment sites unless it can be demonstrated that there is no reasonable prospect of a site being used for that purpose</u>.</p> <p>3. Promoting opportunities relating to recreation and leisure uses.</p>
MM25	86, 88	CP9 and CP10	<p><i>Delete parts vi, viii and ix of policy CP9 and policy CP10, replace by new parts C and D of policy CP9:</i></p> <p><b><u>C. Rural Economy</u></b></p> <p>In rural areas, sustainable development (on both Greenfield and Previously Developed Sites) which brings sustainable economic growth through local employment opportunities or expansion of businesses and enterprise will be supported, including for example:</p> <p>1. The re-use of existing buildings and infrastructure and the development of well-designed new buildings.</p> <p>2. The redevelopment of existing and former employment sites and commercial premises.</p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>3. The diversification of agriculture and other land based rural businesses.</p> <p>4. Rural tourism and leisure developments, small scale rural offices or other small scale rural development.</p> <p>5. The retention of local services and supporting development and expansion of local services and facilities in accordance with Policy CP11.</p> <p>D. In all cases, development should be sustainable and be appropriate in scale and type to its location, not harm the character of the area, and seek a good standard of amenity.</p>
MM26	91	6.53	<p><i>Insert new paragraph after paragraph 6.53:</i></p> <p>Historically, there have been a number of regeneration schemes proposed for Tadcaster town centre, by the Council, landowners and the community. Unfortunately none of these have come to fruition. However the Council remains committed to the regeneration of the town centre and is willing to collaborate with other parties to support delivery of the Core Strategy objectives in this respect.</p>
MM27	93	CP11	<p><i>Amend part A of policy CP11:</i></p> <p><b>Tadcaster</b></p> <ul style="list-style-type: none"> <li>• <del>Promoting and enhancing the attractive historic core in association with future retail proposals.</del></li> <li>• <u>Promoting the regeneration of the town centre.</u></li> <li>• <u>Protecting and enhancing the attractive historic core.</u></li> </ul>
MM28	101	CP12	<p><i>Amend first paragraph of Part A of policy CP12:</i></p> <p><b><u>In preparing its Site Allocations and Development Management Local Plans, To address the causes and potential impacts of climate change, to achieve sustainable development, the Council will:</u></b></p>
MM29	101	CP12	<p><i>Amend first paragraph of Part B of policy CP12:</i></p> <p><b>In order to ensure development contributes toward reducing carbon emissions and is resilient to the effects of climate change, schemes should <u>where necessary or appropriate:</u></b></p>
MM30	106	CP13	<p><i>Amend first paragraph of policy CP13:</i></p> <p><b>In order to promote increased resource efficiency <u>unless a particular scheme would be demonstrably unviable or not feasible</u>, the Council will require:</b></p>

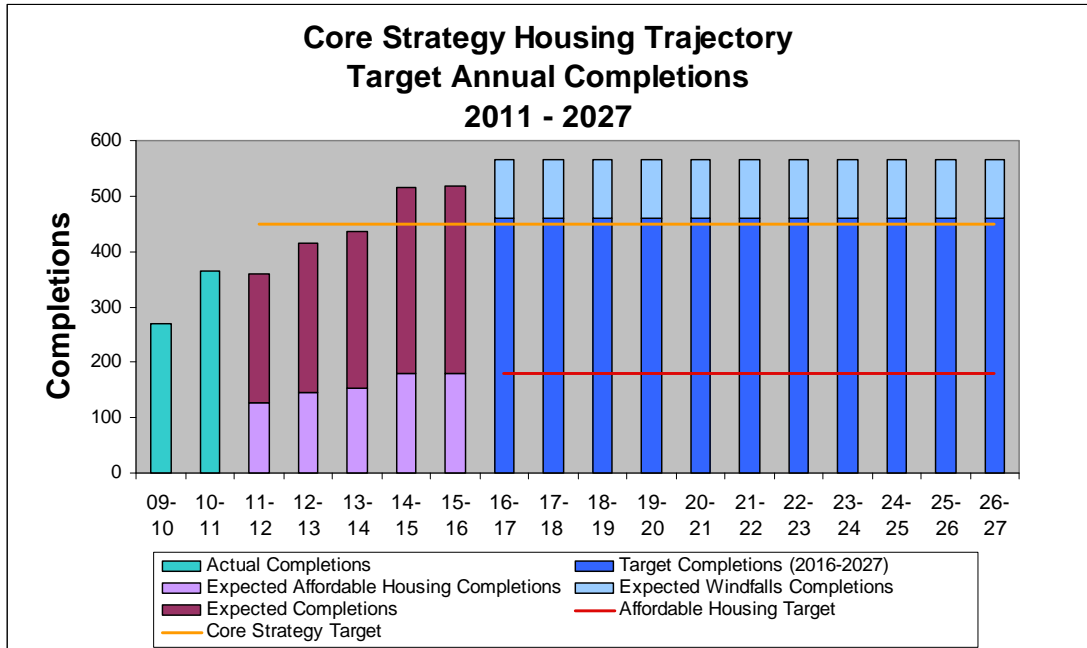
Ref	Page	Policy/ Paragraph	Main Modification
MM31	106	CP13	<p>Delete part (c) of policy CP13 and replace by new part (c):</p> <p><b>c) Development schemes to employ the most up-to-date national regulatory standards for Code for Sustainable Homes on residential schemes, and BREEAM standards on non-residential schemes, until such time as replaced by specific local requirements through further SPDs or Local Plan documents.</b></p>
MM32	107	CP14	<p>Amend criterion (i) of policy CP14:</p> <p><b>i. are designed and located to protect the environment and local amenity <del>and</del> or</b></p> <p>Insert at the end of policy CP14:</p> <p><b>D. In areas designated as 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.</b></p>
MM33	112	CP15	<p>Amend parts 3(b) and 3(c) of policy CP15:</p> <p><b>b) Ensuring developments retain, protect and enhance features of biological <u>and geological</u> interest and provide appropriate management of these features <u>and that unavoidable impacts are appropriately mitigated and compensated for, on or off-site.</u></b></p> <p><b>c) Ensuring development seeks to produce a net gain in biodiversity by designing-in wildlife and retaining the natural interest of a site where appropriate, <del>and ensuring any unavoidable impacts are appropriately mitigated and compensated for, on or off-site.</del></b></p>
MM34	116	CP16	<p>Amend last section of policy CP16:</p> <p><del>Unless it can be demonstrated that it is not practicable or viable, all new housing developments should:</del></p> <p><del>i. Reflect 'Lifetime Neighbourhood' principles, and</del></p> <p><del>ii. Achieve the 'Very Good' standard of the 'Building for Life' assessment, and</del></p> <p><del>iii. Be constructed to Lifetime Homes Standards in order to provide adaptable homes, which meet the long term changing needs of occupiers.</del></p> <p><b>k) Development schemes should seek to reflect the principles of nationally recognised design benchmarks to ensure that the best quality of design is achieved.</b></p>

**MM12 - AMENDED TABLE AFTER PART A OF POLICY CP2**

<b>(Rounded Figures)</b>	<b>%</b>	<b>Minimum requirement 16 yrs total 2011-2027</b>	<b>dpa</b>	<b>Existing PPs 31.03.11</b>	<b>New Allocations needed (dw)</b>	<b>% of new allocations</b>
Selby	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	2	170	10	170	-	-
<b>Total</b>	<b>100</b>	<b>7200</b>	<b>450</b>	<b>1820</b>	<b>5340</b>	<b>100</b>

*(NB – Notes to be inserted by Council as Additional Modifications)*

**MM13 - REVISED HOUSING TRAJECTORY**



## Appendix 2

### Key to the Main Modifications and the Additional Modifications Specified in Appendix 3

For transparency and completeness, this Appendix 2 explains the protocol and sources of all the modifications which are specified in Appendix 3.

Appendix 3 specifies all Main Modifications and Additional Modifications by way of 'tracking' the modifications to the Submission Draft Core Strategy for Council to approve for Adoption.

Appendix 4 shows the Adoption Draft Selby District Core Strategy Local Plan with all the modifications incorporated for formal Adoption by the Council.

#### Main Modification (MM) are shown in Red

MMs are those which the Council has requested the Inspector to make and which the Inspector has recommended and which would make the plan sound. All the MMs are specified in Appendix 3 and listed in the Schedule of MMs attached to the Inspector's Report (see Appendix 1)

#### Additional Modification (AM) are shown in Blue

Additional Modifications are those that the Council is entitled to make if the additional modifications (taken together with the main modifications) do not materially affect the policies that would be set out in the document if it was adopted with the main modifications but no other modifications.

The AMs are all specified in Appendix 3 and are derived from a number of sources (see also explanation at Section 6 of the Executive Report):

1. Published Proposed Changes (PCs, Sets 1-7) which have been subject to Consultation and Examined at the EIPs and are available on the Council's website [www.selby.gov.uk/corestrategyeip](http://www.selby.gov.uk/corestrategyeip)

A number of those Proposed Changes/Modifications provided for further or consequential changes (see also Paragraphs 6.7 - 6.8 in main report) to be incorporated before Adoption as follows:

PC4.1	Re-number all policies.
PC6.1	Change description of Core Strategy, SADPD/DM DPDs etc throughout document to amend to refer to them as Local Plans.
PC6.2	Update references re. PPSs etc. to NPPF references throughout Core Strategy.
PC6.3	Additional modifications throughout the document to pick up consequential changes to text in the light of Proposed Changes in

	this schedule.
PC6.4	Add text in Chapter 1 to incorporate explanation about new planning system and Localism Act 2011.
PC6.5	Amend The LDF Folder to refer to most up-to-date documents
PC6.6	Update timetable at Fig 2
PC6.7	Amend Policy Context Diagram to refer to most up-to-date documents
PC6.8	Add NPPF definition of 'development plan' and 'Local Plan' to text in Chapter 1 and at Glossary.
PC6.10	Add new text/paragraph to include general reference that references to plans and strategies and organisations means any successor document or body.

2. The Council published for information purposes some further Additional Modifications during the EIP( see also Paragraphs 6.7 - 6.8 in main report) as follows and these were debated at the final hearing and are also available on the Council's website:

<a href="#">SDC/Y&amp;HRS/1</a>	RS Revocation	22 February 2013
<a href="#">SDC/20</a>	Housing Number s / Windfall Explanation	27 February 2013
<a href="#">SDC/21</a> and <a href="#">SDC/22</a>	Suggested amendments to detailed wording of Policy CP3 for clarification	27 February 2013

3. The Council also proposed some Additional Modifications orally at the 27 February EIP (see also Paragraphs 6.7 - 6.8 in main report) for clarification purposes.
4. Editing and formatting changes in order to improve readability, provide clarity, consistency, corrections and typos during final drafting.
5. The inclusion of a new Appendix in the Core Strategy (see also Paragraph 6.9 of the main report) which includes the schedule of SDLP policies to be replaced by new Core Strategy policies as required by Regulation 8(5) of the Town and Country Planning (Local Planning) (England) Regulations 2012.

*Note: As set out in Paragraphs 6.7 -6.8 of in the main report, the [blue underlined text](#) in Appendix 3 highlights the specific detailed wording of those Additional Modifications that arise from consequential changes and/or Additional Modifications proposed by Officers at the EIP under Delegated Authority (i.e. within categories 1-5 above).*

## **Appendix 3**

### **Tracked Changes Version of Core Strategy Specifying all Main Modifications and Additional Modifications**

**SEE SEPARATE DOCUMENT**



**Appendix 4**

**Final Adoption Draft of Selby District Core Strategy Local Plan**

**SEE SEPARATE DOCUMENT**

## Appendix 5

### Note on Replacement Policies Maps for Information Purposes

#### ***Olympia Park Mixed Use Strategic Development Site***

#### ***Policy SP7 (formerly referred to as CP2A)***

#### ***Selby District Local Plan Adopted Inset Map No. 4 (Barlby Bridge):***

Policy SP7 (formerly referred to as CP2A) - new Olympia Park Mixed Use Strategic Development Site replaces Policies BAR/1 and BAR/1A (Employment Allocations) and amends the boundary of the Special Policy Area BAR/2 – Transhipment Facilities in the Selby District Local Plan (SDLP). The Development Limits of Barlby Bridge are also amended to encompass the Strategic Development Site.

#### **New Green Belt Policy**

#### **Policy SP3 (formerly referred to as CPXX)**

#### **Affects various Inset Maps of the Policies Maps:**

New Policy SP3 (formerly CPXX during the EIP) replaces Policies GB1, GB2, GB3 and GB4 of the Selby District Local Plan (SDLP).

The replacement policy does not include 'Major Developed Sites' (MDS), and consequentially the Adoption of the Core Strategy Green Belt policy amends the Policies Map.

The table below identifies which of the Selby District Local Plan (SDLP) - Inset Maps are affected:

<b>Major Developed Sites (MDS) in the Green Belt</b>	<b>SDLP Inset map no.</b>	<b>Change</b>
Byram cum Sutton Waste Water Treatment Works	12A	Inset map deleted
Bilbrough Top (roadside services)	8A	Inset map deleted
Former Bacon Factory Site, Sherburn In Elmet	54	MDS notation removed
Papyrus Works, Newton Kyme	46A	Inset map deleted
Tadcaster Grammar School	60A	Inset map deleted
Triesse Vulcan Works, Church Fenton	20	MDS notation removed

*Note: These are consequential changes to the Maps as a result of the new Core Strategy policies. The maps will be published separately following Adoption of the Core Strategy.*

**Appendix 3 to Executive Meeting Report**

Adoption Draft

Tracked Changes Version showing **Main Modifications**  
and **Additional Modifications**

3 October 2013 Executive Meeting

~~Selby District  
Local Development Framework~~

~~Submission Draft~~  
**Selby District Core Strategy**  
**Local Plan**

~~May 2011~~  
**October 2013**



Copies of the accompanying evidence base including the Sustainability Appraisal Report and Background Papers can also be viewed on our website

You may get further help from the Policy Team at:



Selby District Council,

Doncaster Road, Selby YO8 9FT



[ldf@selby.gov.uk](mailto:ldf@selby.gov.uk)



01757 292034



01757 [292090-292229](tel:01757292090)

If you require any further help or advice or if you need this document in a different format, for example large print, audio, Braille or in another language, please contact the Policy Team on (01757) 292034 or email [ldf@selby.gov.uk](mailto:ldf@selby.gov.uk)

## The Status of **Regional Strategy (RS)** and the Implications of the **Localism Bill Act 2011**

At the time of 'Publication' of the Submission Draft Core Strategy, the Development Plan for Selby District ~~comprises~~ **comprised** the Regional Spatial Strategy (the Yorkshire and Humber Plan **or RS**), and 'Saved' Local Plan policies, namely Selby District Local Plan, North Yorkshire Minerals Local Plan and North Yorkshire Waste Local Plan.

The Core Strategy is the first **development plan** document prepared by the Council as part of its new Local Development Framework (**Local Plan**). ~~When adopted it will replace~~ **On adoption it replaces** a number of the 'Saved' Selby District Local Plan policies<sup>1</sup>.

On 6 July 2010 the Secretary of State for Communities and Local Government announced the revocation of **RS** with immediate effect.

As a result of the Secretary of State's revocation decision, the Council reviewed the Core Strategy and the evidence base on which it is founded, and came to the conclusion that while the policies and context provided by **RS** were no longer applicable, the **RS** evidence base remains robust and relevant, particularly since the **RS** evidence had been subject to a process of consultation and Examination. The Council has therefore chosen not to review the resultant targets or introduce local variations, and the Core Strategy continues to rely on the **RS** evidence, although references to **RS** have been removed from the document.

Following a successful legal challenge the revocation decision ~~has subsequently been~~ **was** quashed and **RS** ~~has been~~ **was** reinstated as part of the Development Plan [for the duration of the SDCS Examination Process until 22 February 2013 when the Revocation Order came into effect.](#)

[Whilst the Core Strategy was demonstrated to be in general conformity with the RS when formally Submitted \(in line with the legislation and prescribed Regulations current at that time\) and through the course of the Examination; the Core Strategy Examination and evidence has also demonstrated that it is a sound document based on the National Planning Policy Framework and in the light of the revocation of the RS.](#)

~~The Governments intended abolition of RSS will consequently be delayed until autumn 2011 when the provisions of the Decentralisation and Localism Bill are given statutory effect.~~

~~As the programme for preparation of the Core Strategy envisages adoption just after enactment of the Bill specific references to RSS have not been reinstated within the Core Strategy as this would quickly date the document. However for the purposes of current legislation, and prescribed Regulations, it should be noted that the Core Strategy is compliant within RSS, and this has been acknowledged by Local Government for Yorkshire and the Humber, through formal response to consultation on the draft Core Strategy~~

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<sup>1</sup> See Appendix A

~~In response to concerns about ongoing uncertainty and the need for a period of adjustment before embarking on plan making within the new planning regime, the Government has reiterated its desire for Local Authorities to continue to progress development plans particularly Core Strategies.~~

~~The Council considers that the Core Strategy is sufficiently well advanced, having completed 3 separate stages of public consultation, to justify completing the formal stages of preparation, and in order to~~

- ~~• Provide a policy framework and vision on which to base the preparation of other DPDs and steer investment decisions~~
- ~~• Put in place an up to date local strategy to guide development decisions~~
- ~~• Provide the platform to secure developer contributions towards infrastructure,~~
- ~~• Help stimulate economic recovery and deliver new house building, and~~
- ~~• Provide guidance for local community driven initiatives.~~

~~*As details of the new planning system become clearer the Council will if necessary undertake a partial review of the Core Strategy in order to respond to the new planning context and to ensure consistency with national policy and procedures, either prior to Examination or post adoption, as appropriate.*~~

## Contents

Page No.

*The Status of [the Regional Strategy \(RS\)](#) and the Implications of the Localism Act 2011*

*List of Core Strategy Policies*

- 1. Introduction**
- 2. Key Issues and Challenges**
  - [Duty to Cooperate](#)
  - [District Portrait](#)
  - [Key Issue and Challenges](#)
- 3. Vision, Aims and Objectives**
  - [Vision](#)
  - [Aims](#)
  - [Objectives](#)
  - [Presumption in Favour of Sustainable Development](#)
- 4. Spatial Development Strategy**
  - Settlement Hierarchy
  - Spatial Development Strategy
  - [Green Belt](#)
  - [Management of Residential Development in Settlements](#)
- 5. Creating Sustainable Communities**
  - The Scale and Distribution of Housing
  - Managing Housing Land Supply
  - Olympia Park Strategic Development Site
  - Housing Mix
  - Providing Affordable Housing
  - Rural Housing Exceptions Sites
  - ~~The Travelling Community~~ [Travellers](#)
  - Access to Services, Community Facilities and Infrastructure
- 6. Promoting Economic Prosperity**
  - The Scale and Distribution of Economic Growth
  - ~~Rural Diversification~~
  - Town Centres and Local Services
- 7. Improving the Quality of Life**
  - Tackling Climate Change and Promoting Sustainable Patterns of Development
  - Improving Resource Efficiency and Renewable Energy

**Locally Distinctive Environments**

Protecting and Enhancing the Environment  
Design Quality

**8. Implementation**

Including schedule of indicators and targets

**List of Maps, Figures and Appendices**

<b>Map 1</b>	Regional Context
<b>Map 2</b>	Rivers and Flood Risk Areas
<b>Map 3</b>	Communications (Roads, Motorways, Railways and Rivers)
<b>Map 4</b>	Settlement Pattern
<b>Map 5</b>	Selby Contiguous Urban Area
<b>Map 6</b>	Olympia Park Mixed Use Strategic Development Site
<b>Map 7</b>	Green Infrastructure
<b>Map 8</b>	<del>Green Assets</del> <a href="#">Environmental / Cultural Assets</a>
<b>Figure 1</b>	<del>LDF Folder Diagram</del> <a href="#">The Local Plan</a>
<b>Figure 2</b>	Core Strategy <del>Process</del> <a href="#">Timetable</a>
<b>Figure 3</b>	Policy Context Diagram
<b>Figure 4</b>	Key Population Facts
<b>Figure 5</b>	Key <a href="#">Heritage</a> Assets
<b>Figure 6</b>	Key Diagram
<b>Figure 7</b>	Distribution of Planned New Housing Development
<b>Figure 8</b>	Proportion of Housing Development by Location
<b>Figure 9</b>	Housing Trajectory
<b>Figure 10</b>	Housing Sub Areas
<b>Figure 11</b>	Profile of Household Types
<b>Figure 12</b>	<del>Employment Land Requirement</del> <a href="#">Indicative Employment Land Distribution</a>
<b>Figure 13</b>	Core Strategy Performance Indicators
<b><a href="#">Appendix A</a></b>	<a href="#">Schedule of Policies in the Core Strategy which replace or amend the area affected by, Selby District Local Plan (SDLP) policies</a>
<b><a href="#">Appendix 4 B</a></b>	Previously Developed Land Trajectory
<b><a href="#">Appendix C</a></b>	Housing Delivery and Windfalls

**Glossary of Terms**



<b>List of Policies</b>			<b>Page</b>
	SP1	Presumption in Favour of Sustainable Development	
CP1	SP2	Spatial Development Strategy	
	SP3	Green Belt	
CP1A	SP4	Management of Residential Development in Settlements	
CP2	SP5	The Scale and Distribution of Housing	
CP3	SP6	Managing Housing Land Supply	
CP2A	SP7	Olympia Park Strategic Development Site	
CP4	SP8	Housing Mix	
CP5	SP9	Affordable Housing	
CP6	SP10	Rural Housing Exception Sites	
CP7	SP11	<del>The Travelling Community</del> Travellers	
CP8	SP12	Access to Services, Community Facilities, and Infrastructure	
CP9	SP13	Scale and Distribution of Economic Growth	
CP10		Rural Diversification	
CP11	SP14	Town Centres and Local Services	
CP12	SP15	Sustainable Development and Climate Change	
CP13	SP16	Improving Resource Efficiency	
CP14	SP17	Low-Carbon and Renewable Energy	
CP15	SP18	Protecting and Enhancing the Environment	
CP16	SP19	Design Quality	

## 1. Introduction

- 1.1 The Council is preparing a series of [Local Plan documents](#) ~~Development Plan Documents~~ required under the Planning and Compulsory Purchase Act 2004<sup>1</sup> and [Localism Act 2011](#), which will form part of the new [Local Plan formerly known as the](#) 'Local Development Framework' (LDF). The Council's ~~current~~ programme for development plan production is set out in its Local Development Scheme<sup>2</sup>.
- 1.2 When adopted over the next few years, the new style plans will replace those policies in the Selby District Local Plan, which are 'saved' under transitional legislation until replaced by policies in the [local plan LDF](#)<sup>3</sup>
- 1.3 [The Localism Act 2011 and National Planning Policy Framework \(NPPF, 2012\) introduced changes to the planning system which reflect a move towards a Local Plan rather than separate Development Plan Documents \(DPDs\).](#) The Core Strategy is ~~one of the first new-style Local Plan document Development Plan Documents (DPD)~~ to be produced by the Council and ~~will provide~~ [provides](#) a [strategic](#) context with which subsequent ~~DPDs~~ [Local Plan documents](#) must conform. [The Core Strategy covers the 16 year period from 2011 to 2027. The Core Strategy was formally adopted by the Council on 22 October 2013.](#)
- 1.4 [Further Local Plan documents will provide for the detailed policies and proposals to deliver the Core Strategy Vision, Aims and Objectives. Throughout this document these are referred to as the Site Allocations Local Plan and the Development Management Local Plan, but in practice these may be a single document.](#)
- 1.5 [Local Plans are prepared by District Councils except that Local Plan documents relating to waste and minerals matters continue to be prepared by the County Council as the Minerals Planning Authority.](#)
- 1.6 [Planning applications are determined against the policies in the development plan unless material considerations indicate otherwise. For Selby District, the development plan includes adopted Local Plans<sup>4</sup> and neighbourhood plans and is defined in section 38 of the Planning](#)

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<sup>1</sup> Defined in Section 38 of the Act as amended

<sup>2</sup> ~~Fourth Local Development Scheme for Selby District~~ — Selby District Council, October 2010 See [www.selby.gov.uk](http://www.selby.gov.uk) for latest Local Development Scheme

<sup>3</sup> See [Appendix A](#)

<sup>4</sup> The 'Local Plan' comprises the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. It includes the Core Strategy and other planning policies which under the regulations would be considered to be development plan documents. The term includes old policies which have been saved under the 2004 Act and this therefore includes the Selby District Local Plan The SDLP was prepared under the Town and Country Planning Act 1990 and policies saved under the 2004 Act on adoption in 2005 and then 'extended' on 8 February 2008 by Direction of the Secretary of State under the 2004 Act until such time as superseded.

and Compulsory Purchase Act 2004.

1.7

All references to plans, strategies and organisations also means any successor document or body in order to ensure the Core Strategy remains up-to-date and reflects any changes which may take place over the life of this plan.

REPLACE WITH NEW FIGURE

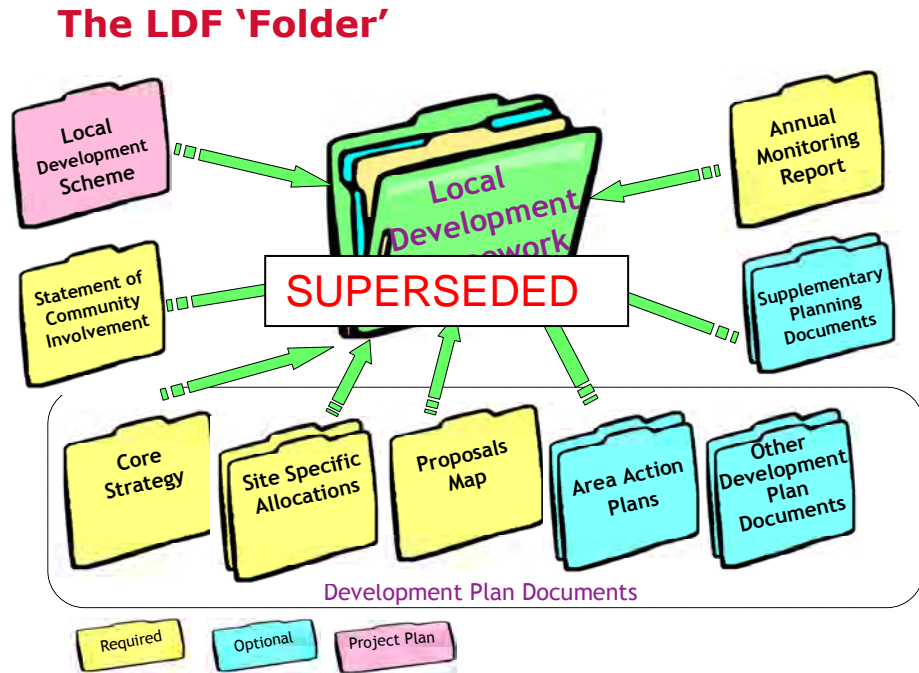
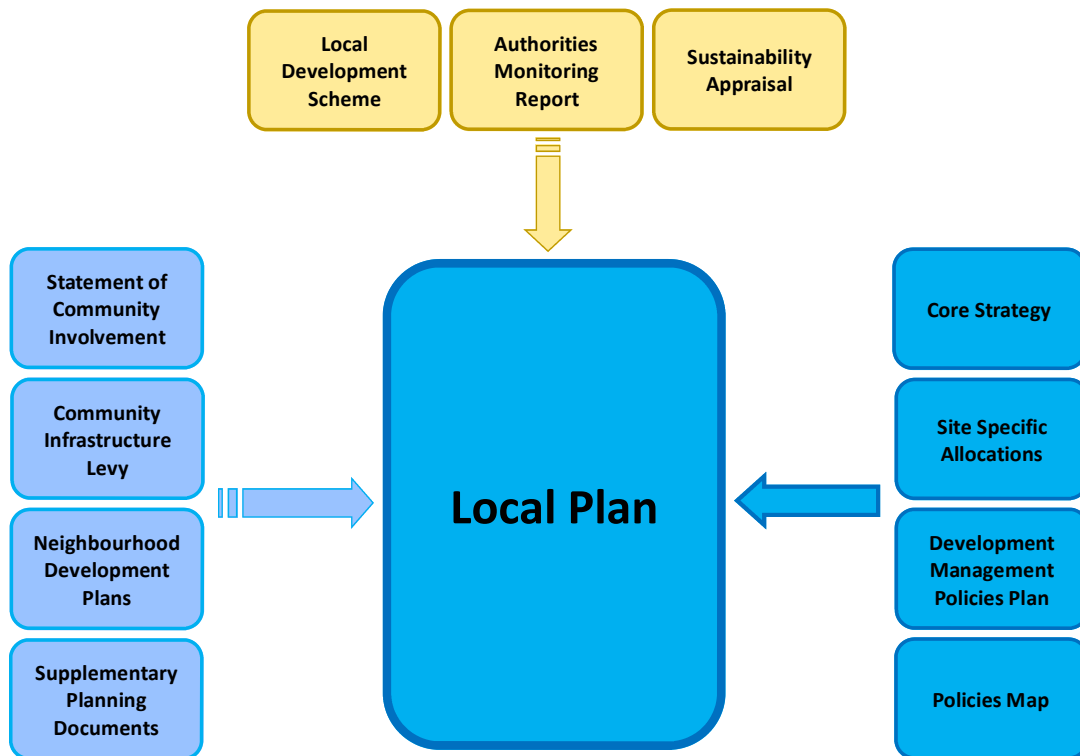


Figure 1 - The Local Plan

EDIT ADDED TITLE



4.4 The Core Strategy ~~will provide~~ provides:

1.8

- a spatial vision for Selby District and strategic objectives to achieve that vision.
- a development strategy which establishes:
  - the context for designating areas where specific policies will apply, either encouraging development to meet economic and/or social objectives or constraining development in the interests of environmental protection and
  - the identification of strategic development sites for housing and economic development to accommodate major growth in Selby and a District-wide framework for the subsequent allocation of sites for specific uses (including housing, retail, leisure and other activities).
  - policies setting out the context for more detailed policies and guidance to be included in other ~~LDF~~ Local Plan documents.

**The Preparation Process**

*Previous Issues and Options Stage*

4.6 In May 2006 the Council published a consultation document, which

*Selby District Submission-Draft Core Strategy – October 2013*

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discussed and requested views on the main planning issues, which might be addressed in the Core Strategy. The report was circulated to all stakeholders and advertised in the local press and on the Council's web site. 71 individuals and organisations responded. The Council has considered the responses to this consultation and these have been taken into account in preparing the Core Strategy.

- 4.7 Views were requested on what were considered to be important issues for the Core Strategy, across a wide spectrum of planning related topics. These included: the future role of the District within the sub-region, bearing in mind the current high levels of out-commuting; use of greenfield and previously developed land; affordable housing provision, climate change issues and the spatial strategy for accommodating additional growth.

*Consultation on Interim Housing Policies (2007)*

- 4.8 Although not strictly part of the Core Strategy process, the Council in December 2007, considered the possibility of introducing interim housing policies, to operate in the short term prior to the Core Strategy being adopted. The Council was concerned at the high levels of housing development being brought forward under existing Selby District Local Plan policies, which, if they had continued, would have prejudiced the overall aims of the Regional Spatial Strategy, both in terms of scale and distribution of housing development and restricted the ability to influence housing development through the Core Strategy and other Local Development Framework documents. A second concern, which the policies also tried to address was the desirability of increasing affordable housing provision across the District as a whole.

- 4.9 An extensive consultation was undertaken during February 2008, which elicited a wide-ranging response from 122 individuals and organisations. There was extensive support for the policies from the majority of individuals and parish councils, but generally a negative reaction from those respondents with a direct association with the development industry.

- 4.10 In view of changing circumstances and concerns regarding the status of the interim policies, after considering the responses, the Council decided not to proceed with the Interim Policies. While the subsequent downturn in the housing market has reduced housebuilding activity, issues on the distribution of future housebuilding and affordable housing provision remain to be addressed in the Core Strategy and the responses made to the Interim Housing Policies have provided a range of useful comments which have been taken into account.

*Further Options Consultation*

- 4.11 In November 2008 a public consultation was held on a number of further options for the Core Strategy. In view of the time that had

*Selby District Submission-Draft Core Strategy – October 2013*

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~~elapsed since the Issues and Options consultation, together with the relatively general nature of those issues and options, the Council wished to consult on more detailed proposals and options for accommodating growth. In particular the need to consider the possibility of one or more strategic development sites for housing and employment in Selby to cater for the scale of growth required had become evident and the Council was keen to obtain public views on potential directions of growth<sup>5</sup>.~~

- 4.12 ~~In addition the opportunity was taken to obtain public views on a number of other topics, which had emerged since the Issues and Options stage. The new options and indicative policies had been distilled from examination of the evidence base, the regional context and the results of the previous consultations on Issues and Options and also the consultation in December 2007 on possible Interim Housing Policies.~~

~~*Draft Core Strategy*~~

- 4.13 ~~Public consultation on the draft Core Strategy was carried out during February / March 2010 (ending on 1<sup>st</sup> April), and was accompanied by a publicity campaign and a series of consultation events, including a number of ‘drop - in’ events in Selby, Tadcaster and Sherburn-In-Elmet, as well as a number of meetings hosted by Yorkshire Planning Aid on behalf of the Council. Further publicity and information was provided through a manned market stall in Selby.~~
- 4.14 ~~The report was accompanied by a downloadable summary leaflet; a colour printed version of which was also distributed to all residents and many business addresses in the District.~~
- 4.15 ~~Respondents were able to submit comments by a variety of means, including electronic and paper versions of a standard comments form, by e-mail, and for the first time by using a dedicated consultation website for on-line comments.~~
- 4.16 ~~A total of 81 individuals and organisations responded to the consultation; including 10 Parish and Town Councils, 19 developers and consultants and 33 organisations representing specialist interests. There were 19 responses from individual members of the public and businesses representing themselves.~~
- 4.17 ~~Numerous changes have been made as a result of the consultation in order to improve the document. In addition, amendments have been necessary in the light of up to date information and revised national planning guidance.~~

~~*Interim Housing Policy (2010)*~~

- 4.18 ~~Following consideration of the responses to the consultation on the Draft Core Strategy and changes to PPS 3 – Housing, introduced by the Government in July 2010, the Council prepared interim measures~~

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<sup>5</sup> For further information see Background Paper No. 7 “Strategic Development Sites”

*Selby District Submission-Draft Core Strategy – October 2013*

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to control proposals for 'windfall' development with a view to introducing them prior to the adoption of the Core Strategy. The measures were intended to reflect changes in national guidance, to support development in the most sustainable locations and to strike a balance between maintaining the vitality and longer term sustainability of all settlements, while avoiding the worst excesses of 'garden grabbing', particularly in smaller settlements. In consulting on the proposals the Council indicated that responses would provide additional evidence to assist the Council in finalising its Core Strategy housing proposals.

1.19 In total 44 responses to the consultation were received. Of these 19 were generally supportive and 8 were generally negative although only 4 of these objected to the policy as a whole in principle. The main concern was over the need for, and the value and legitimacy of, an Interim Policy which can only be of an informal nature. The remaining 17 responses expressed no discernible view, either for against.

1.20 The balance of responses from across the spectrum of interests, from developers to parish councils, was generally in favour of the proposed interim policy. This has led the Council to amend draft Core Strategy Policy CP1 and to introduce an additional policy CP1A to manage housing development in settlements and ensure that speculative (windfall) proposals for new housing contribute to sustainable development.

*Publication stage*

1.21 Following consideration of the results of consultation on the draft Core Strategy the Council has prepared a revised version of the Core Strategy for 'Publication'. The Core Strategy is being 'Published' for six weeks to enable stakeholders and interested parties to comment on the 'soundness' of the document. At this stage minor amendments may be made where appropriate in response to comments received, but the Council is unlikely to make major changes to the Strategy and its policies except in exceptional circumstances where the Core Strategy is demonstrably unsound.

*Submission Core Strategy*

1.22 The Strategy will then be submitted formally to the Secretary of State and will form the subject of an Examination in Public conducted by an independent inspector in order to assess its soundness. The inspector's recommendations will be incorporated into the Strategy prior to adoption by the Council.

1.23 The planning process is currently subject to a period of radical change following the revocation of the Regional Spatial Strategy, and while waiting for primary legislation after publication of the Government's Localism Bill [which includes the intended abolition of RSS](#). However, continued preparation of the Core Strategy [the](#)



*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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~~preparation of Core Strategies and other DPD documents remains a priority in order to provide clarity to developers and investors and to promote rapid recovery from the effects of the Economic Recession. Once details of the new planning system are available the Council will if necessary undertake a partial review of the Core Strategy in order to respond to the new planning context and to ensure consistency with national policy and procedures, either prior to Examination or post adoption, as appropriate.~~

1.9 [The Core Strategy has been subject to the statutory plan preparation, examination and adoption processes as outlined below.](#)

**Figure 2 Selby District Core Strategy Timetable Process**

*Update timetable*





Selby District ~~Submission Draft~~ Core Strategy – October 2013

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- 4.5 Site specific policies and allocations for housing, employment and other land uses will be brought forward through a Site Allocations ~~DPD~~ **Local Plan**. Detailed policies for ~~controlling~~ **managing** development will be provided through a Development Management ~~DPD~~ **Local Plan**.
- 1.10
- 1.11 **Neighbourhood Plans** are prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area. The scope of neighbourhood plans is ~~set out provided~~ in the **NPPF** which ~~makes clear that~~ **and** policies in neighbourhood plans should be based on

stated objectives for the future of the area and an understanding and evaluation of its defining characteristics.

- 1.12 Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and deliver the sustainable development they need. The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan. Parishes Parish Councils and neighbourhood forums can use neighbourhood planning to, for example identify for special protection green areas of particular importance to them and include community-led initiatives for renewable and low carbon energy. Neighbourhood plans and orders should not promote less development than set out in the Local Plan or undermine its strategic policies. Neighbourhood Plans must be in general conformity with the strategic policies in the Local Plan (including the Core Strategy and Site Allocations documents for example). They may shape and direct sustainable development in their area and set planning policies to determine decisions on planning applications
- 1.13 The Council will consider making Community Right to Build Orders and Neighbourhood Development Orders. Communities can use Neighbourhood Development Orders and Community Right to Build Orders to grant planning permission. Where such an order is in conformity with strategic Local Plan policies, Parish Councils and neighbourhood forums can grant planning permission for a specific development proposals or classes of development and no further planning permission is required for development which falls within its scope
- 1.14 The Council will take a positive and collaborative approach to enable development to be brought forward under such an Order, including working with communities to identify and resolve key issues before applications are submitted.

### **Policy Context**

- ~~1.24~~  
1.15 The strategic planning context for the Core Strategy is provided by national planning policies and guidance, and the former Regional Spatial Strategy evidence base.

### **Figure 3 Policy Context Diagram**

SUPERSEDED POLICY CONTEXT DIAGRAM:

Selby District ~~Submission Draft~~ Core Strategy – October 2013



REPLACED WITH NEW POLICY CONTEXT DIAGRAM:



4.25  
1.16

The Core Strategy is also influenced by the Sustainable Community Strategy<sup>6</sup> prepared by the Local Strategic Partnership, the Council's own corporate policies and proposals established in the Renaissance Programme sponsored by Yorkshire Forward. The Core Strategy also takes account of North Yorkshire County Council's Community Strategy. In preparing the Strategy, the aim has been to

<sup>6</sup> Selby District Sustainable Community Strategy 2005—2010 (reviewed 2008) 2010-2015

accommodate the relevant aspects of these local strategies and provide a smooth transition from the Selby District Local Plan policies which will be progressively replaced by new style development plan documents<sup>7</sup>.

4.26  
1.17 Two overarching global issues which influence planning policies at all levels are the conservation of the earth's finite energy resources and climate change. These issues are strongly linked through the production of carbon emissions. The strategy aims to reduce carbon emissions in the District by encouraging less travel particularly by private car, promoting improved energy efficiency of buildings and encouraging a switch to the use of renewable energy sources. A further policy strand aims to mitigate and adapt to the effects of climate change, for example in relation to flood risk minimisation and management which is of major importance for the District.

4.27  
1.18 Promoting a healthy environment and lifestyle is also an issue which permeates a number of policy areas. Healthier Communities is one of the Council's Corporate Strategic Themes and wherever possible Core Strategy policies aim to encourage good health and well being as well as improved access to health care and other facilities. The environment policies aim to create a green and healthy environment and aim to facilitate sustainable access modes, including walking and cycling. In addition the spatial strategy as a whole aims to reduce the need to travel and minimise pollution.

4.28  
1.19 At the heart of the Core Strategy is a spatially focussed approach to policies which are aimed at developing places and communities in a sustainable way. This 'place shaping agenda' will become increasingly important as part of the Government's Big Society initiative and the devolvement of power to local communities.

#### *Sustainability Appraisal*

4.29  
1.20 A key national policy requirement of the ~~LDF~~ Local Plan is that it should deliver sustainable development. In order to assist this process the Core Strategy has been accompanied by a Sustainability Appraisal, which also takes account of Strategic Environmental Assessment Regulations<sup>8</sup>, which govern implementation of European legislation on this matter. The Sustainability Appraisal Report [and the Sustainability Appraisal Post-Adoption Statement are](#) ~~is~~ available on the Council's website or on request.

#### *Habitats Regulations Assessment*

1.21 The Council has also undertaken a Habitats Regulations Assessment

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<sup>7</sup> See Appendix A

<sup>8</sup> European Directive 2001/42/EC "on the assessment of the effects of certain plans and programmes on the environment."

in compliance with the EU Habitats Directive and the UK Habitats Regulations. The Appropriate Assessment ensures protection for Natura2000 sites against deterioration of disturbance from plans, projects or activities (alone or in combination with other plans, projects and activities) on the features for which they are designated. The Assessment also considers areas designated as Ramsar Wetlands of International Importance. HRA will be required at the lower tier plan stage for any plans, projects or activities which may have a significant effect on Natura 2000 and Ramsar sites.

## 2. Key Issues and Challenges

### Duty to Cooperate

- 2.1 The Localism Act 2011 is clear that public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities to deliver: the homes and jobs needed in the area; retail, leisure and other commercial development; infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat); the provision of health, security, community and cultural infrastructure and other local facilities; and climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscaping.
- 2.2 The National Planning Policy Framework (NPPF) paragraphs 178 to 182 set out the requirements for planning strategically across local boundaries.
- 2.3 Selby District Council has been working on the Core Strategy document since 2005, within the context of the Yorkshire and Humber Plan Regional Spatial Strategy ([adopted 2005 but now revoked 22 February 2013](#)) which provided the mechanism for ensuring cross-boundary working. The Core Strategy generally conforms to RS and the status of RS and the Councils' position are explained in an explanatory note at the beginning of the Core Strategy.
- 2.4 As set out in the Consultation Statement<sup>1</sup>, the Council has continually consulted on the Core Strategy, and at each stage of the process, SDC consulted all its neighbouring local planning authorities and public bodies.
- 2.5 In addition to preparation under the RS, the Core Strategy was subject to the Sustainability Appraisal process as an integral part of the plan preparation process which considers strategic issues. The development of the Infrastructure Delivery Plan, alongside the Core Strategy took account of cross-boundary impacts through involving cooperation with public bodies that have a wider-than-District role.
- 2.6 In preparing its evidence base and supporting documents (such as the Infrastructure Delivery Plan) the Council has complied with the NPPF which states that the Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities; and that local planning authorities should also work collaboratively with private sector bodies, utility and infrastructure providers.

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<sup>1</sup> Regulation 30(d) Statement - See Core Document CS/CD9 on [www.selby.gov.uk](http://www.selby.gov.uk)

- 2.7 Since the government's announcement of the intended revocation of RS, there have been wider national and regional changes outside the control of the Council. LPAs in the region have sought to establish both informal and formal working relationships in order to tackle cross-boundary issues through regional spatial planning in both the sub regions of Leeds City Region (LCR) and North Yorkshire and York (NY&Y) (Selby District falls within both sub regions) to demonstrate that the Core Strategy is compliant with the strategic priorities agreed with neighbours.
- 2.8 The LCR Interim Spatial Strategy (ISS), to which all LPAs in the LCR are signed up, takes forward the key strategic policies from the RS. Local Government for North Yorkshire and York agreed the "NY&Y Sub Regional Strategy" in 2011 but this hasn't been formally approved.
- 2.9 In terms of emerging methods of cooperation, the Council has been actively involved in a wide range of vehicles for cooperation including: LCR Leaders Board; LCR Local Enterprise Partnership; York, North Yorkshire and East Riding Local Enterprise Partnership; North Yorkshire Development Plans Forum; York Sub Area Joint Infrastructure Working Forum; and Duty to Cooperate Working Group LCR.
- 2.10 These are both informal and formal structures where cross-boundary issues are raised and approaches decided in order to ensure cooperation between the LPAs in the region, including the spatial planning aspects of the work of the LEPs. The Leeds city region partnership is also the LEP.
- 2.11 Whilst housing numbers and strategic priorities have previously been agreed in the RS and strategic priorities in the region taken forward in principle through the ISS; regional arrangements are not yet at a stage where formal joint planning is established, nor are specific housing numbers agreed across borders. One of the reasons for this is that neighbouring LPAs are at different stages in developing their Local Development Frameworks
- 2.12 It has therefore not been possible to work with and agree housing numbers with our neighbours. Instead the Council considers that cross boundary issues have been taken into account because :
- The methodology of re-assessing housing numbers in the light of ONS/CLG population and household projections is based on best practice in the light of local evidence and taking into account migration, household size and economic
  - The ONS population projection figures take into account migration across borders so already cross boundary impacts are reflected in figures



- The Council cooperated with public bodies on infrastructure requirements
  - The method used for re-assessment of the District housing requirement is not inconsistent with approaches of neighbours
  - Neighbouring LPAs recognise that because of this further work it is apparent that Core Strategy is catering for Selby District's own requirements
  - Most neighbouring LPAs have also done similar exercises and are catering for their own needs
- 2.13 The Council has considered cross boundary impacts of housing growth on and from neighbouring authorities as set out in Background Papers taking into account views of adjoining LPAs and formally consulting on revised housing target in January 2012. Neighbouring LPAs have confirmed the above and that the level of growth would not have a significant impact on at least two planning areas.
- 2.14 The Core Strategy includes a strategic policy to review Green Belt and only consider boundary alterations of those settlements within SDC if exceptional circumstances can be demonstrated (it is not a wholesale review of the West Yorkshire and York Green Belts). This approach conforms to Policy YH9 of the former RS (specifically part D) and is compliant with the NPPF. The LCR Interim Strategy Statement signs up to the principle of Green Belt review through its endorsement of YH9. Adjoining LPAs consider that the Core Strategy green belt policy does not raise any strategic implications. When the review is triggered full cooperation with relevant bodies will commence.
- 2.15 Overall the Council has fulfilled its duty to cooperate on all cross boundary issues in developing the plan (not limited to the issues highlighted above). This cooperation has ensured that Selby District and the neighbouring authorities can meet their own and common objectives within the umbrella of understanding the relationships between the authority areas.

### **District Portrait**

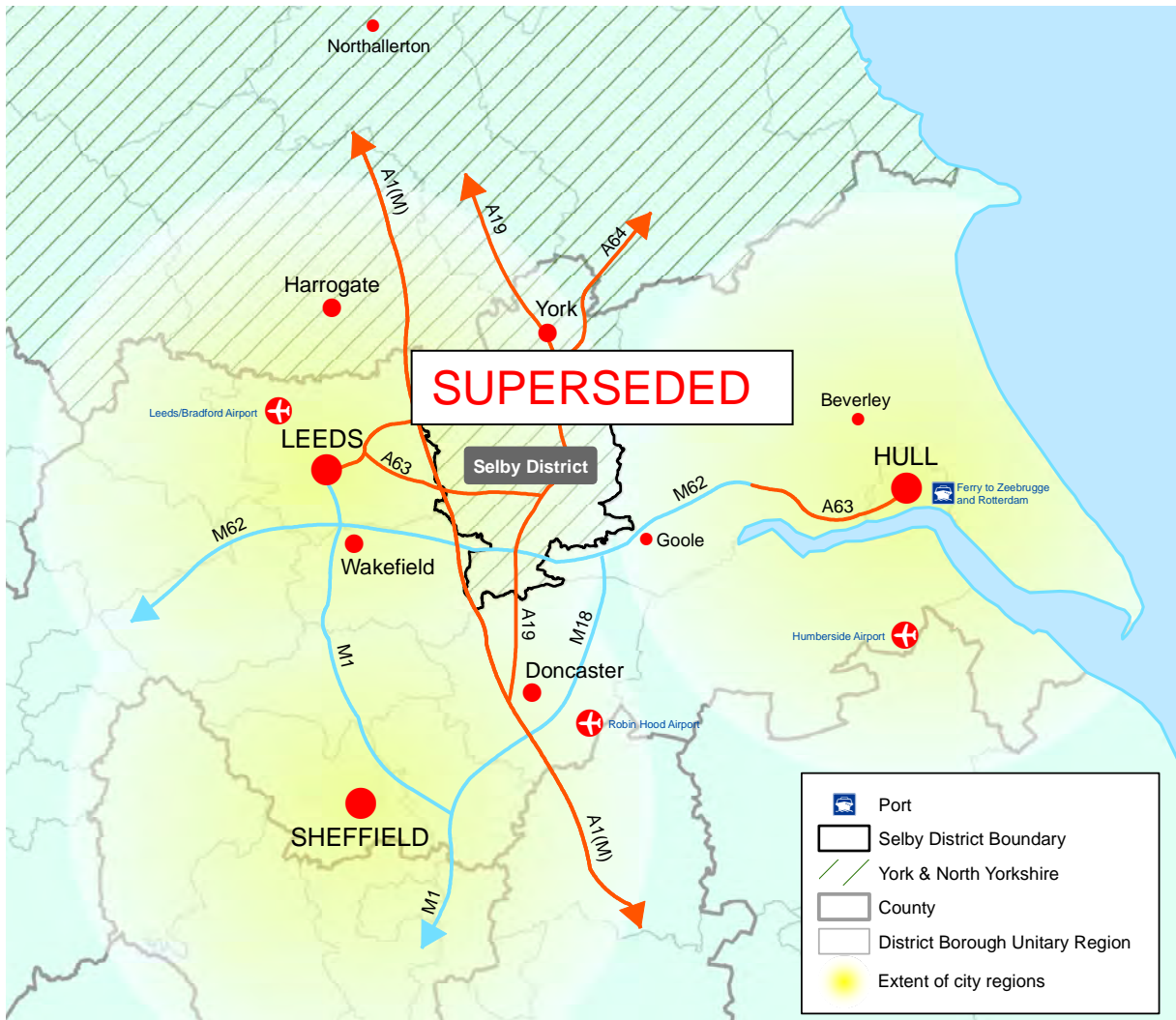
- ~~2.1~~  
2.16 Selby District is a relatively small rural District with an estimated mid 2009 population of 82,200. It is the most southerly District in North Yorkshire, covering an area of approximately 6,190 sq kilometres to the south of York and broadly contained by the A1 (M) / A1 to the west and the River Derwent to the east. Neighbouring local authorities are York, Leeds, Doncaster, Harrogate, Wakefield and the East Riding of



Yorkshire.

### Map 1 Regional Context

*Identify the A1(M) with the same notation as other parts of the motorway network to reflect its strategic significance and influence on the western part of the District*



Selby District Submission Draft Core Strategy – May 2011 ~~October 2013~~



~~2.2~~  
2.17 Life in the District is strongly influenced by the adjacent larger urban areas, particularly Leeds and York. The 2001 census reveals that approximately half of the working population commute outside the District, and the latest evidence from the Council's 2009 Strategic Housing Market Assessment<sup>2</sup> suggests that this proportion has increased further to around 59%.

**Figure 4 Key Population Facts**

- Total population approx 82,200
- 40,250 males (49%) and 41,950 females (51%)
- White people make up 97.7% of the population with BME about 2.4%
- Working age population 50,600 (61.5%)
- 33.7% aged 25-49.
- 19.5% aged 65+
- Only 10.3% in 16-24 age groups.

~~2.3~~  
2.18 Much of the District is relatively flat and low-lying, and is characterised by open, sparsely wooded arable landscapes including extensive areas of the highest quality agricultural land. More sensitive higher quality landscape is generally confined to the limestone ridge, which runs north-south along the western side of the District.

~~2.4~~  
2.19 In terms of the historical environment, although Selby District has one of the lowest densities and overall total of designated assets in the region there are known to be significant archaeological remains along both the Southern Magnesian Limestone Ridge and within the Humberhead Levels. Medieval sites, particularly moated and manorial sites are a feature of the District including Scheduled Monuments such as the important Newton Kyme Henge. Skipwith Common is a significant resource for both biodiversity and archaeology. The Roman heritage of Tadcaster is particularly significant. The District has a significant ecclesiastical history including Selby Abbey, Cawood Castle and the Bishops Canal (now known as Bishop Dike). The 19<sup>th</sup> century farming heritage of the District provides an important record of the intensification of production and is illustrated most strongly in the impressive dairy buildings on many larger holdings. 20<sup>th</sup> century military remains are also

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<sup>2</sup> [http://www.selby.gov.uk/upload/Selby\\_SHMA\\_FINAL\\_REPORT\\_090618.doc](http://www.selby.gov.uk/upload/Selby_SHMA_FINAL_REPORT_090618.doc)

a key feature of the District's historic environment, most notably the current and former airfields and associated buildings.

~~2.5~~

2.20

The District also has a wealth of natural features and wildlife habitats, with international, national and local areas of wildlife and ecological value. The River Derwent, Lower Derwent Valley and Skipwith Common are sites with European conservation status as well as nationally important Sites of Special Scientific Interest. In addition there are over 100 designated local Sites of Importance for Nature Conservation (SINCS), including species rich grassland, ancient woodlands and wetlands. Many of these assets are irreplaceable and are a valuable part of the District's biodiversity and green infrastructure resources.

### **Figure 5 Key Assets**

- 619 Listed Buildings
- 23 Conservation Areas
- 449 hectares of Conservation Areas
- 19,240 hectares of designated Green Belt
- 1973 hectares of Sites of Importance to Nature Conservation

~~2.6~~

2.21

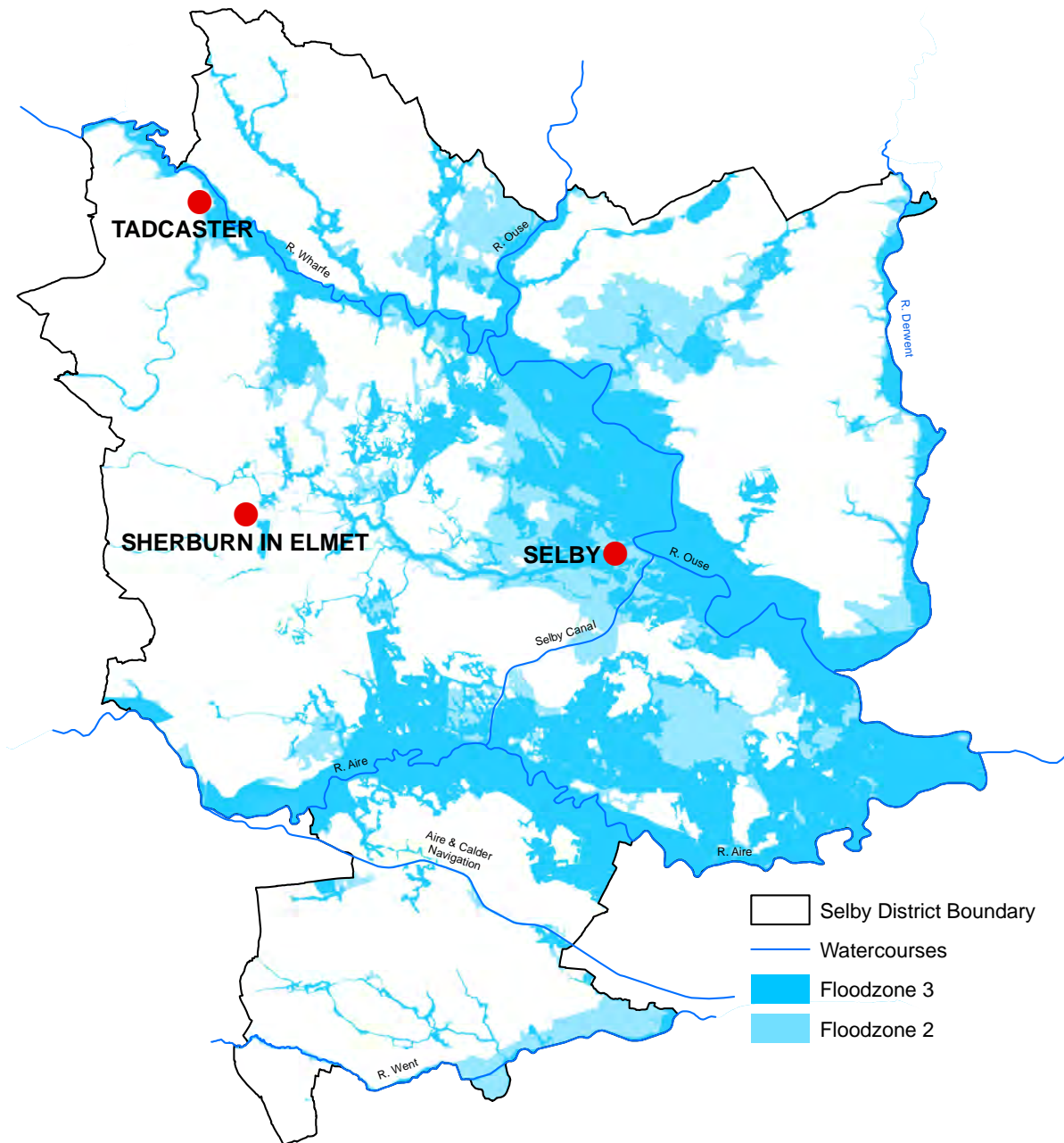
The relative attraction of the rural location and proximity to major urban areas has led to a significant increase in house prices in the District prior to the recession and, in common with many rural areas, the need for affordable housing for local people has increased in recent years.

~~2.7~~

2.22

The District is crossed by several major watercourses including the rivers Ouse, Wharfe, Aire, and Derwent, and their associated washlands, which in the case of the River Derwent supports internationally important wetland. Large parts of the District are susceptible to flooding because of its low lying nature.

**Map 2 Rivers and Flood Risk Areas<sup>3</sup>**



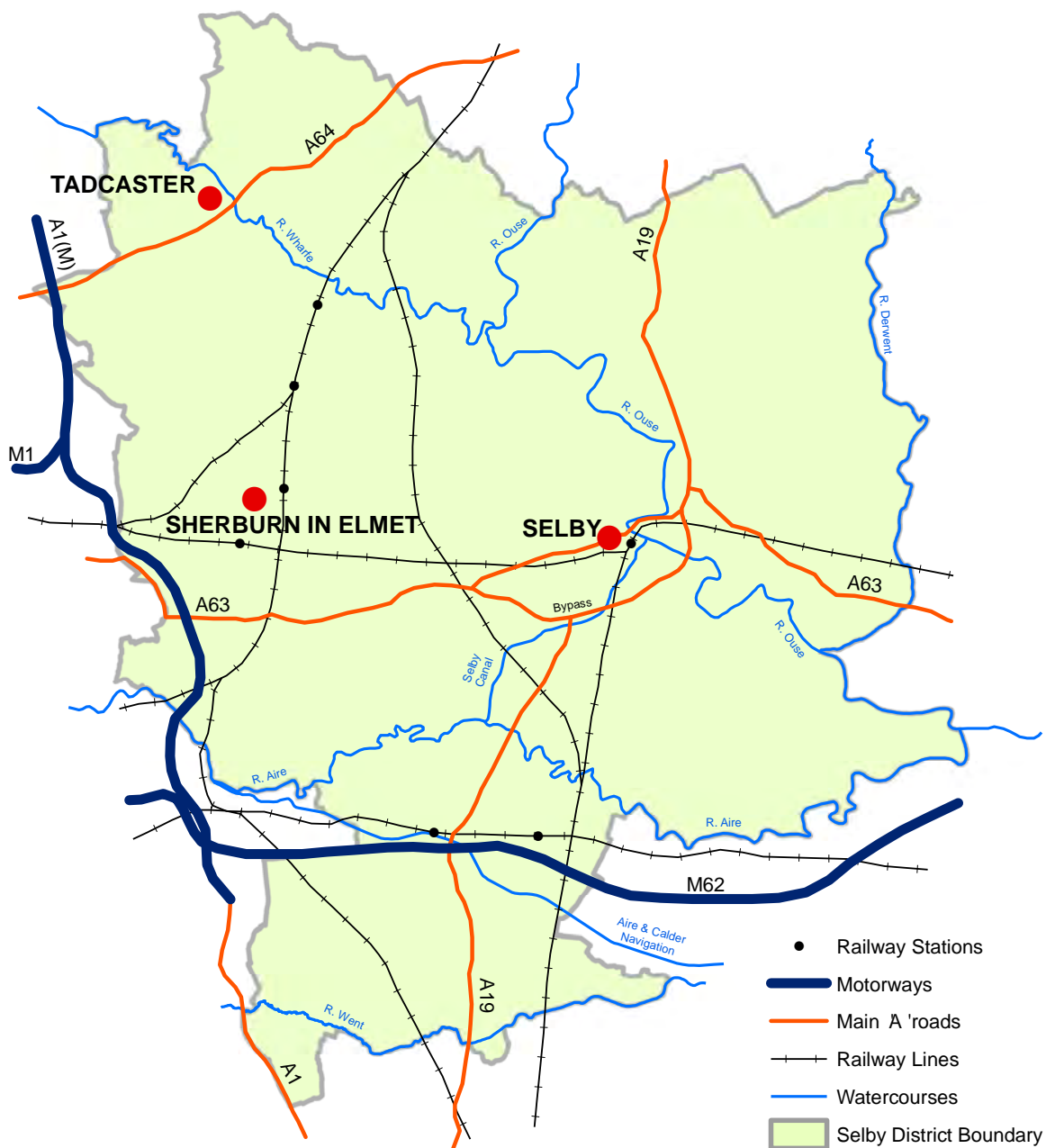
<sup>3</sup> Source: Environment Agency Flood Map Data (August 2010)



2.8 The area benefits from well-developed transportation links. It is crossed  
 2.23 by a number of strategic railway links including the electrified east coast  
 line and the Manchester to Hull trans-Pennine line, and Selby has a  
 direct service to London. There is also direct access to the A19, A63  
 and A64, and the M62, M1 and A1 (M) national motorway routes which  
 cross the District.

**Map 3 Communications**

Roads, Motorways, Railways and Rivers



- ~~2.9~~  
2.24 Historically the District's economy has been dominated by agriculture, coal mining and the energy industries, which all impact on the landscape. The economy of the District remains varied, although with two major coal-fired power stations at Drax and Eggborough, the energy sector is especially prominent and this is expected to continue in the light of national policy statements. Agriculture remains important in spatial terms, although employment in agriculture continues to decline. Selby is the main employment centre but there is also significant employment at Sherburn in Elmet and, to a lesser degree, Tadcaster. Unemployment is generally lower than regional and national averages.
- ~~2.10~~  
2.25 Residents and visitors are attracted to the District for the high quality of life in the towns and villages. The District boasts a wide range of environment and historic assets and access to the pleasant countryside. These attributes attract high quality workforce, and along with the good communications the District benefits from, this also attracts investment with employers seeking to locate here. New development will be expected to complement the existing high quality attributes.
- ~~2.11~~  
2.26 Approximately one third of the population live in the three market towns of Selby, Tadcaster and Sherburn in Elmet. The remaining two thirds live in the 60 or more villages and scattered hamlets across the District.

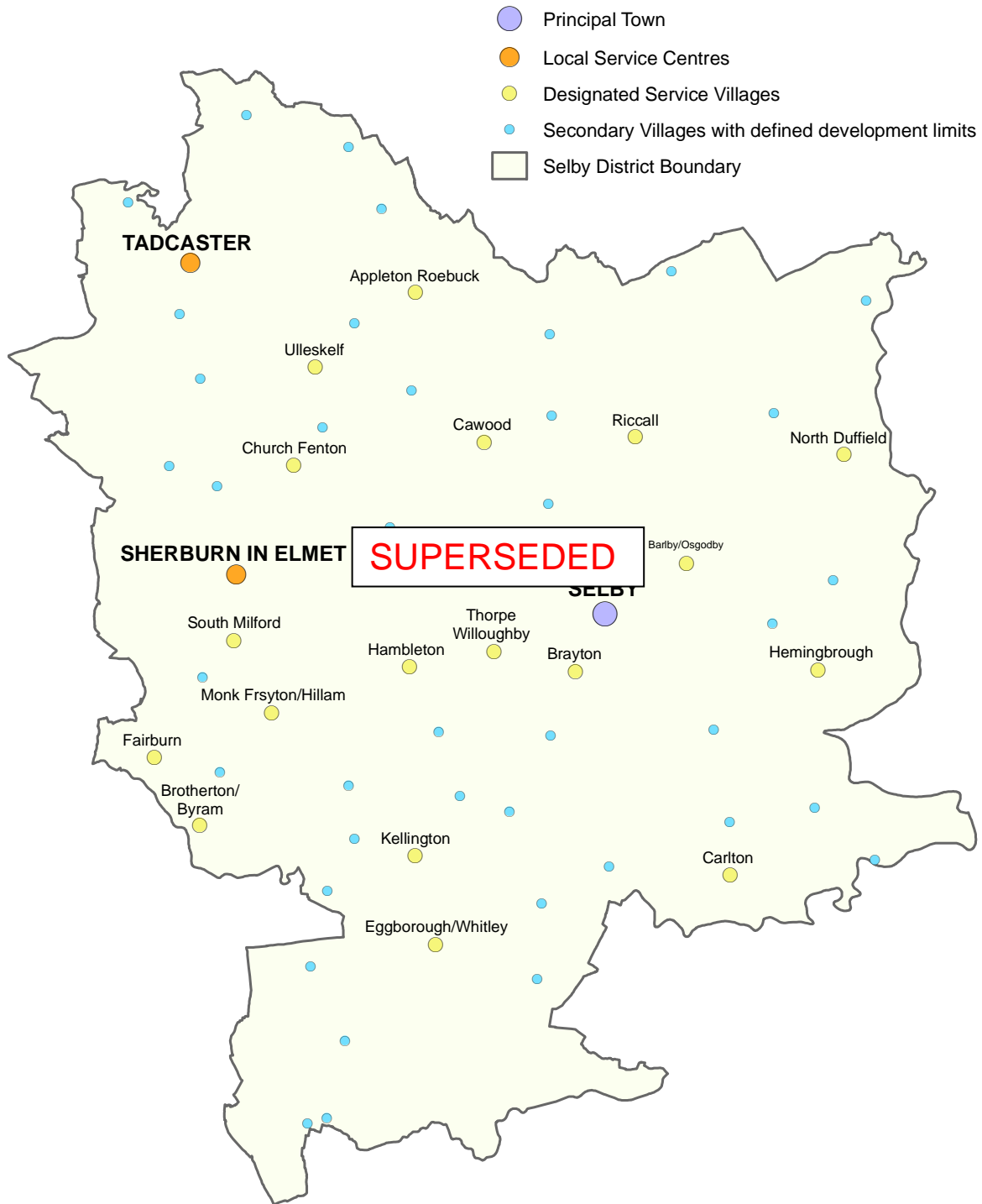
#### **Map 4 Settlement Pattern**

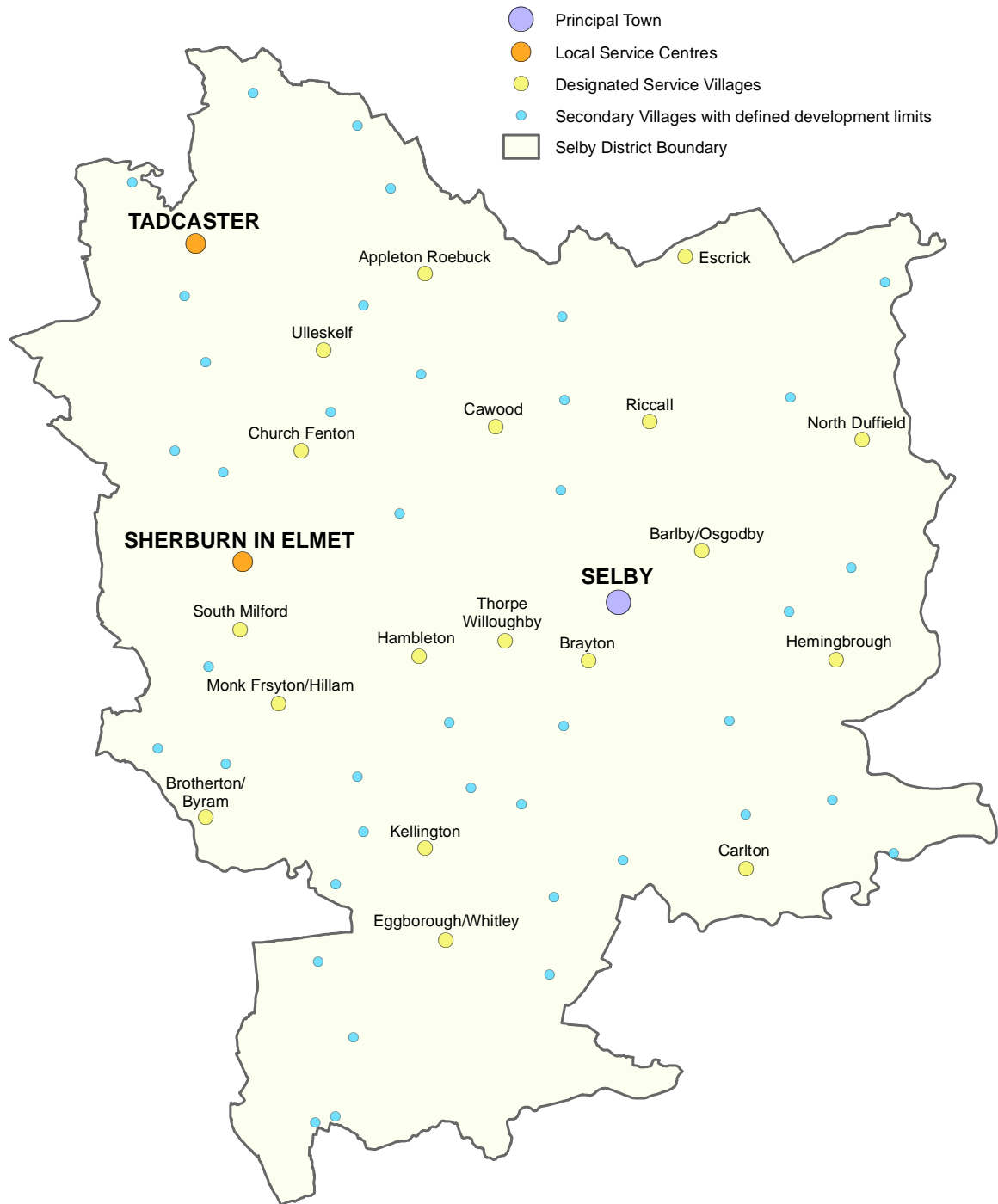
Amend Map 4 to reflect change in status of Escrick from a Secondary Village to a DSV.

Amend Map 4 to reflect change in status of Fairburn from a DSV to a Secondary Village.



Selby District ~~Submission Draft~~ Core Strategy – ~~May 2011~~ **October 2013**





**Selby**

2-12  
2.27

Selby is the largest town with a population of approximately 13,000 and is a major district centre within the region. Aside from being the main shopping centre in the District, it is the prime focus for housing, employment, leisure, education, health, local government and cultural activities and facilities. It benefits from a town bypass constructed in 2004.

- 2.13  
2.28 There has been a settlement at Selby since Roman times and the founding of The Abbey, due to its wealth and its position as lords of the manor of Selby, promoted the town's economic and physical growth, shaping it into a well-developed regional centre and market town, and small inland port.
- 2.14  
2.29 The Abbey defines the present layout of the town centre, with the Market Place located directly outside the entrance to the Abbey and Micklegate probably the main manufacturing focus of the town.
- 2.15  
2.30 The port of Selby developed to serve wool industries of West Yorkshire and the rise of the cotton industry, as well as being known for ship building. The opening of the canal and the Leeds to Selby turnpike road and the first toll bridge over the Ouse improved communications by land, making Selby a significant port for people as well as goods. The construction of rail lines to Leeds and Hull and becoming part of the north-east mainline meant the economy remained buoyant. By the mid to late 20<sup>th</sup> century traditional industries within the town were in decline and recent decades have seen the closure of the final ship yard.
- 2.16  
2.31 The legacy of this age defines the present town as much as its medieval street layout. The majority of its historic and listed buildings and the conservation areas date from this period.
- 2.17  
2.32 The town is finding a new commercial and residential focus as well as the opening of shopping precincts within the town centre. There are a number of key employers in the town and visitors are attracted by the Abbey, markets, leisure centre and the traditional town park.
- 2.18  
2.33 Recent high quality environmental improvements in the town through the Renaissance Programmes, for example in the Market Place and along the historic waterfront have added to the existing high quality of the town which is already attracting new economic investment. Selby town supports around 6000 jobs.

### **Tadcaster**

- 2.19  
2.34 The ancient market town of Tadcaster (with just over 6000 population) is situated on the River Wharfe between Leeds (15 miles to the west) and York (10 miles to the east), on the A659 and bypassed by the A64.
- 2.20  
2.35 Originally named Calcaria (place of limestone) by the Romans, it was initially a small settlement, serving as a resting place for travellers and a staging post on the London to York road. It is surrounded by attractive rolling countryside and is the local service hub for its surrounding communities. The market in the town was initiated in 1270 and is held every Thursday in the Social Club car park, off Chapel Street.
- 2.24  
2.36 The high quality Tadcaster water is drunk throughout the world in the famous beers that are made in the three breweries which dominate the town. The town is well connected to both York and Leeds city regions

and employs a high proportion of people in the finance, business and insurance sector. Overall Tadcaster supports nearly 1700 jobs.

~~2.22~~

2.37

Magnesian Limestone has been quarried in the Tadcaster area for hundreds of years and used in many famous buildings, including York Minster. The town centre was designated as a conservation area in 1973 and provides a high quality architectural streetscape with some outstanding buildings such as the 13<sup>th</sup> century motte and ditch of the Norman Castle and the Ark; now the Tadcaster Town Council Offices, and many buildings from the Georgian and other eras.

~~2.23~~

2.38

The historic centre of the town is largely unaltered with few modern-style buildings. Any new developments have been sensitively designed to protect the town's historic character. Much of the high quality is down to the fact that a lot of the land and buildings are controlled by one of the town's breweries which has strived to maintain the unique characteristics of the town. The Council supports this work through managing new development in the light of the conservation area and many listed buildings. This well-preserved character is one of the key assets of the town, and in continuing to work together, this approach will build on the town's strong image for the benefit of all.

~~2.24~~

2.39

~~However, this conservation-led approach has resulted in, over a prolonged period, only a very small amount of new development taking place in Tadcaster.~~ However, for a number of reasons, very few developable sites have come forward within the town for some considerable time. On average, over the past 10 years only 7.8 dwellings per year have been built, which is fewer than many of the main villages in the District. Similarly, only 1124 m<sup>2</sup> of new business related floorspace has been provided over the past 5 years. This has a knock-on effect for the town overall, and the town centre is under-performing. Finding opportunities for new development over the plan period is a key challenge to ensure the future health of the town.

### **Sherburn in Elmet**

~~2.25~~

2.40

Sherburn in Elmet is often referred to as a village, reflecting its historic roots, although it has the characteristics of a small town and is one of the three market towns in the District. It has a population of about 6600 providing essential convenience retail, and other services and facilities for the immediate needs of the local community, South Milford and surrounding rural areas.

~~2.26~~

2.41

The town is of ancient establishment, possibly with Roman origins and was once part of the West Riding of Yorkshire. The field adjoining All Saints Church is on the site of the palace of kings of Elmet.

~~2.27~~

2.42

The town has good communications with easy access to rail and the A1(M), providing links to the motorway network beyond and its traditional close associations with Leeds and West Yorkshire.

- ~~2.28~~  
2.43 In the light of these strengths the town is home to a major industrial site attracting large logistics businesses and distribution centres making it one of the key employment areas for Selby District of regional and national importance. Sherburn supports more than 3000 jobs.
- ~~2.29~~  
2.44 The industrial estate provides positive knock on effects for the town centre through lunch time trade for example but does create problems with car parking and general congestion. Sherburn is vibrant centre with successful local businesses with a good night time economy. It has high occupancy levels with generally high environmental quality (but with limited street furniture and green space). Further growth in the town should be matched by improvements in services and facilities.
- ~~2.30~~  
2.45 The town is also home to Sherburn in Elmet Airfield with its links to the air industry going back to World War II when aircraft were built in the town. There is planning consent to re-use buildings remaining from the former Gasgoigne Wood mine to the south of the airfield, for employment purposes, in association with the existing railhead.
- ~~2.31~~  
2.46 There has been a relatively high level of housing development in Sherburn in Elmet (some 291 new dwellings between 2000 and 2010) and employment development (more than 80 000 m<sup>2</sup> of new floorspace built since 2004) over recent years which have contributed to the vitality of the town as a whole.

### **Other Settlements**

- ~~2.32~~  
2.47 There are more than 60 villages and hamlets scattered throughout the District ranging from larger service villages with a range of facilities to many small, remote villages. Some of these have limited services and facilities but which only meet the immediate day-to-day needs of the local communities; although others have none. There is a huge variety of character and functions.
- ~~2.33~~  
2.48 Those villages most closely associated with the market towns have developed into large sustainable villages, particularly Barlby, Brayton and Thorpe Willoughby (the three largest villages), near to Selby; and South Milford adjacent to Sherburn in Elmet. Eggborough, although not associated with a market town, is located next to strategic infrastructure in the form of Eggborough Power Station and M62 motorway, which have encouraged its development.
- ~~2.34~~  
2.49 The villages on the western side of the District are characterised by settlement patterns and local vernacular associated with a magnesian limestone ridge. This provides an attractive undulating landscape, in contrast to remainder of the District which is generally flat. The villages in this area are set against the backdrop of the designated Locally Important Landscape Area, and the designated West Riding Green Belt. Properties tend to be stone built. Some settlements have close relationships with towns in West Yorkshire including Leeds, Castleford,

Pontefract and Knottingley for jobs and access to other services.

~~2.35~~

2.50

The villages to the north-west of the District are generally small and more remote and a number such as Appleton Roebuck are cut off from Selby by the River Wharfe and the River Ouse, which means residents find it easier to access services in York. Villages in the north of the District generally have strong connections, through relative close proximity, to the historic City of York with its larger range of employment, shopping, and leisure facilities. A number of these are protected by the designated York Green Belt.

~~2.36~~

2.51

Villages in the A19 corridor, such as Riccall and Barlby have expanded significantly over recent years, particularly during the 1980s through association with the (then) developing Selby coalfield.

~~2.37~~

2.52

Villages to the south and east of the District have a close relationship with the South Yorkshire and East Yorkshire towns of Doncaster and Goole.

### **Key Issues and Challenges**

~~2.38~~

2.53

It is important that we are clear about what issues and problems we need to address in the ~~LDF~~ **Local Plan**. The following key challenges have been identified specific to the needs of Selby District.

### *Meeting Development Needs*

2.54

The District contains a wealth of natural and historic resources, and provides a high quality environment for those living and working in the area and for visitors. It is also subject to increasing pressure for new housing, commercial activity and new infrastructure. Ensuring that the assessed development needs of the area are met in a way which safeguards those elements which contribute to the distinct character of the District will be an important challenge.

### *Moderating Unsustainable Travel Patterns*

~~2.39~~

2.55

As indicated above, the District is characterised by lengthy journey to work trips for many residents, travelling outside the District to adjacent areas for employment, particularly to Leeds and York. Analysis of the 2001 Census<sup>4</sup> reveals that Selby District residents have the longest average journey to work of any of the North Yorkshire Districts despite it being generally less remote from major urban areas. This is reflected by the fact that Selby District had (at the time of the census) the highest proportion (49%) of workers travelling outside the District for employment of any Local Authority within the Region. This is a particularly unsustainable travel pattern, and creating the conditions to help improve the self-sufficiency of the District is seen as a major challenge. There is strong local support for moderating current

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<sup>4</sup> Core Strategy Background Paper No.1 - Analysis of Journey to Work in Selby District.

commuting patterns and lifestyles by promoting job growth through the Core Strategy and other LDF **Local Plan** documents.

*Concentrating Growth in the Selby Area*

~~2.40~~  
**2.56** Selby town serves a large rural catchment and is also well related to York and the main urban core of the Leeds City Region. In guiding the spatial distribution of development across the District the Strategy seeks to concentrate growth in Selby. This is the most sustainable approach and is supported by evidence on local journey-to-work patterns and accessibility to services.

~~2.41~~  
**2.57** In determining the scale of new development which may be accommodated within Selby (and adjoining villages) **particularly** attention will be paid to flood risk and highways capacity issues and the objective of sustaining and enhancing the attractiveness of the town centre. The Council's Strategic Flood Risk Assessment<sup>5</sup> facilitates consideration of this issue.

*Providing Affordable Housing*

~~2.42~~  
**2.58** The Council's recent assessment of housing need<sup>6</sup> identifies a need for around 400 affordable dwellings per annum if the unsatisfied need is to be addressed within the next five-year timescale. The Core Strategy therefore aims to achieve a balance between satisfying the significant affordable housing need that has been identified across the District, (against the background of a **current** weak housing market) while concentrating growth in Selby.

*Developing the Economy*

~~2.43~~  
**2.59** Reinvigorating and developing the economy of the District has emerged as a major priority if a more self-contained, sustainable way of life for District residents is to be created. The Core Strategy aims to facilitate economic recovery in Selby, through the retention and creation of new jobs in line with local aspirations, and by ensuring the District continues to be attractive to investment.

*Other Challenges*

~~2.44~~  
**2.60** The Core Strategy links closely with the Selby Sustainable Community Strategy, which has been produced by the Council in conjunction with a range of partners who are involved in delivering the strategy objectives. The Strategy has five themes – all of which are particularly relevant to the Core Strategy. These are:

- Targeting and co-ordinating our efforts in the areas of greatest need
- Working with our Community
- Developing Sustainable Communities

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<sup>5</sup> Selby District Level 2 Strategic Flood Risk Assessment (February 2010), and Addendum (November 2010)

<sup>6</sup> Selby District Strategic Housing Market Assessment 2009



- Developing our three market towns and surrounding rural areas and
- Improving the image of the area.

~~2.45~~

2.61

The North Yorkshire County Council Community Strategy contains similar themes, but also draws out the economy as an important theme. The strategy refers to the needs of the rural economy and the needs of the Selby area, which result from the loss of coal mining employment in the 1990s. As indicated above, strengthening of the local economy is one of the aims of the Core Strategy which is seen as a pre-requisite of achieving other aims and objectives, such as reducing outward commuting and increasing sustainability through greater self-sufficiency within the District.

~~2.46~~

2.62

Energy, job creation, climate change issues and flooding are all key challenges which can be turned into opportunities. As the economy emerges from recession it will also be important to ensure that attention is focussed on improving the image of the area through environmental enhancement, the protection and enhancement of natural habitats and landscapes, and by adding to and strengthening green infrastructure.



### 3. Vision, Aims and Objectives

- 3.1 The following Vision, Aims and Objectives provide a clear direction for development in Selby District up to ~~2026~~ 2027. The Vision reflects priorities highlighted in the key issues and challenges section above, based on what makes Selby special and where it wants to be by the end of the plan period. These have been established through the evidence in the District Portrait, the Sustainable Community Strategy and previous consultation on Core Strategy Issues and Options. The vision seeks to make the most of the local, distinctive, rural character in promoting future prosperity while at the same time protecting the District's assets.

#### Vision

**By ~~2026~~ 2027 Selby District will be a distinctive rural District with an outstanding environment, a diverse economy and attractive, vibrant towns and villages. Residents will have a high quality of life and there will be a wide range of housing and job opportunities to help create socially balanced and sustainable communities, which are less dependant on surrounding towns and cities.**

#### Aims

- 3.2 The purpose of the Core Strategy is to provide a spatial strategy for future development within Selby District over at least the next 15 years.
- 3.3 The Council wishes to ensure that future development is 'sustainable' - that is to enable all people to enjoy a better quality of life, without compromising the quality of life for future generations; as well as ensuring that the potential impacts of climate change are managed in line with the Government's overarching aims.
- 3.4 In order to deliver the Council's vision for the area in a sustainable manner the Core Strategy will pursue the following strategic aims and objectives to guide the location, type and design of new development and to manage changes to our environment.
- **To establish a spatial context for meeting the housing, economic, recreational, infrastructure and social needs of Selby District, and fostering the development of inclusive communities.**
  - **To ensure that new development is sustainable and that it contributes to mitigating and adapting to the future impacts of climate change.**

- **To ensure that new development and other actions protects and enhances the built and natural environment, reinforces the distinct identity of towns and villages, and supports community health and wellbeing, including new communities.**

### Objectives

3.5 The Vision and Aims described above will be translated into action through the following objectives, (which are not listed in priority order). The objectives are reflected in the Spatial Strategy and Core Policies in the remainder of the document, and will influence subsequent DPDs.

1. Enhancing the role of the three market towns as accessible service centres within the District and particularly Selby, as a Principal Town.
2. Supporting rural regeneration in ways which are compatible with environmental objectives, and which deliver increased prosperity for the whole community.
3. Concentrating new development in the most sustainable locations, where reasonable public transport exists, and taking full account of local needs and environmental, social and economic constraints.
4. Safeguarding the open character of the Green Belt and preventing coalescence of settlements.
5. Providing an appropriate and sustainable mix of market, affordable and special needs housing to meet the needs of District residents, particularly young people and older people.
6. Locating new development in areas of lowest flood risk, where development is proved to be important to the sustainability aims of the plan, and where flood risk can be reduced to acceptable levels by using mitigation measures.
7. Promoting the efficient use of land including the re-use of [existing buildings and](#) previously developed land for appropriate uses in sustainable locations [giving preference to land of lesser environmental value](#).
8. Minimising the need to travel and providing opportunities for trips to be made by public transport, cycling and walking.
9. Developing the economy of the District by capitalising on local strengths, nurturing existing business, supporting entrepreneurs and innovation, and promoting diversification into new growth sectors.
10. Protecting and enhancing the existing range of community facilities and infrastructure and ensuring additional provision is made to meet changing requirements and to support new

development.

11. Protecting and enhancing the character of the historic environment, including buildings, open spaces and archaeology, and acknowledging the contribution of the District's heritage to economic prosperity, local distinctiveness and community well-being.
12. Promoting high quality design of new development which recognises and enhances the character and distinctiveness of the locality and which is well integrated with its surroundings both visually and physically **and which achieves places that meet the needs of the members of the community including for health and well-being and facilitating social interaction.**
13. Improving the range and quality of cultural and leisure opportunities across the District and improving tourism facilities.
14. Protecting, enhancing and extending green infrastructure, including natural habitats, urban greenspace, sports fields and recreation areas.
15. Making best use of natural resources by promoting energy efficiency, sustainable construction techniques and low-carbon **and/or renewable energy operations, and protecting natural resources including safeguarding known locations of minerals resources**
16. Protecting against pollution, improving the quality of air, land and water resources, and avoiding over-exploitation of water resources, **and preventing noise/light/soil pollution and protecting development from noise/light/soil pollution.**
17. Protecting **the best and most versatile agricultural land** and enhancing the wider countryside for its important landscape, amenity, biodiversity, flood management, recreation and natural resource value.

### **Presumption in Favour of Sustainable Development**

- 3.6 The National Planning Policy Framework (March 2012) states that Local Plans should be based upon and reflect the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally (paragraphs 14 and 15 of the NPPF).
- 3.7 The presumption in favour of sustainable development is a thread that runs through the Core Strategy which is a place based and people focused approach to develop communities in a sustainable way; it balances meeting development needs of the District against adverse impacts. Section 2 of the Core Strategy highlights the key issues for the District as meeting development needs, moderating unsustainable

Selby District ~~Submission Draft~~ Core Strategy – October 2013

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travel patterns, concentrating growth in the Selby area, providing affordable housing, and developing the economy. The Vision, Aims and Objectives and the policies in the Core Strategy seek to establish the presumption in favour of sustainable development and provide the framework for local implementation of that presumption.

3.8 In addition to the suite of policies the following over-arching policy is included in the Core Strategy.

3.9 The presumption in favour of sustainable development does not apply where development requiring appropriate assessment under the Birds or Habitats Directives is being considered, planned or determined.

**LP4 SP1 Presumption in Favour of Sustainable Development**

**When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.**

**Planning applications that accord with the policies in the Local Plan <sup>1</sup> (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.**

**Where there are no policies relevant to the application or relevant policies are out of date (as defined by the NPPF) at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:**

- **Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or**
- **Specific policies in that Framework indicate that development should be restricted.**

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<sup>1</sup> The 'Local Plan' comprises the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. It includes the Core Strategy and other planning policies which under the regulations would be considered to be development plan documents. The term includes old policies which have been saved under the 2004 Act

[Explanatory Note - This therefore includes the SDLP which was prepared under the Town and Country Planning Act 1990 and policies saved under the 2004 Act on adoption in 2005 and then 'extended' on 8 February 2008 by Direction of the Secretary of State under the 2004 Act until such time as superseded]. It also includes the RSS until abolished by Order using powers taken in the Localism Act



## 4. Spatial Development Strategy

4.1 The Core Strategy provides the long-term spatial direction for the District based on the Strategic Aims, Vision and Objectives set out in the previous section. It provides guidance on the proposed general distribution of future development across the District including the broad location of [a strategic development sites](#) to accommodate major residential and commercial growth at Selby. Specific sites for accommodating housing, employment and other needs will be identified in a Site Allocations DPD.

### *National Policy*

4.2 The basic principles for the location of development are set out in [the National Planning Policy Framework \(NPPF\) and other policy and guidance documents](#). ~~national Planning Policy Statements (PPS) and other guidance including PPS1 (Delivering Sustainable Development), PPS3 (Housing), PPS4 (Planning for Sustainable Economic Growth), PPS6 (Planning for Town Centres), PPS7 (Sustainable Development in Rural Areas), PPG13 (Transport) and PPS 25 (Development and Flood Risk).~~

### *The Regional Spatial Strategy*

4.3 ~~Although the Regional Spatial Strategy (RSS) was revoked by Government in July 2010, this Core Strategy has been prepared using evidence which informed the former RSS and has been tested at Examination.~~ [The Core Strategy has been prepared using evidence which informed the RS for the Yorkshire and Humber Region \(The Yorkshire and Humber Plan.\) Although RS was revoked in 2013, at the time of preparation of the Core Strategy it remained part of the Development Plan.](#) In May 2010 Local Government for Yorkshire and the Humber confirmed that there were no significant discrepancies between the Draft Core Strategy and the outcomes for Selby District being sought in the [RS](#), namely:

- Directing most growth to Selby to foster regeneration and strengthen and diversify its economy.
- ~~Adopting a slower pace and scale of growth in rural areas~~ [Encouraging diversification in rural areas](#), focussing some growth in Sherburn in Elmet and Tadcaster to meet local needs and identifying local needs to support smaller settlements.

4.4 Following the ~~intended~~ [introduction of a mandatory requirement on Local Authorities to co-operate on cross-boundary planning matters, the sub-regional approach advocated in RS, through the Leeds City Region and York Sub Area, may will influence the preparation of local policy in the future.](#)

### **Relevant Strategic Objectives**

1, 2, 3, 4, 5, 6, 7, 8, and 14

## Settlement Hierarchy

4.4 The existing settlement hierarchy is based on the principal town Selby,  
4.5 (as identified in the Regional Settlement Study<sup>1</sup>) two smaller Local  
service Centres (Sherburn in Elmet and Tadcaster), and numerous  
villages and hamlets.

### *Principal Town*

4.5 Selby\* is the largest settlement in the District, supporting a population  
4.6 of about 13,000, which increases to over 20,000 if the three adjoining  
villages of Barlby, Brayton and Thorpe Willoughby are included. It  
provides the main focus for housing, employment, shopping, leisure,  
health and cultural facilities serving a large rural catchment. There has  
been significant recent investment in infrastructure, including a new  
bypass, modern flood defences, and improvements to the waste water  
treatment works and it is the main public transport hub in the District  
with direct trains to Leeds, Hull, Manchester, London and York, and a  
bus station located close to the railway station. It is the most self-  
contained settlement within the District and the most sustainable  
location for further growth.

\* References to Selby refer to the contiguous urban area of Selby which extends into parts of Barlby and Osgodby Parish and Brayton Parish. See Map 5.

### *Local Service Centres*

4.6 The next two largest settlements are Sherburn in Elmet and Tadcaster  
4.7 which provide a smaller range of services and facilities serving more  
localised catchments, but with a large range of employment  
opportunities. They provide an intermediate service centre function  
between the higher level functions of Selby and the village settlements  
in the District.

4.8 Sherburn in Elmet is located in the western part of the District close to  
4.8 Leeds with rail access to Leeds, York, Selby and Sheffield. There has  
been significant employment growth in recent years, which benefits  
local traders. There is scope for continued growth and expansion of  
services although provision of additional infrastructure for police, fire  
and rescue services, recycling and leisure facilities, would be required  
to support major growth. The central shopping area is thriving although  
development for additional services and facilities is constrained by its  
physical limits.

4.7 Tadcaster is located between Leeds and York serving the north western  
4.9 part of the District and areas beyond the District boundary. [Land  
adjacent to the River Wharfe which runs through the centre of the town](#)

<sup>1</sup> Regional Settlement Study – former Yorkshire and Humber Regional Assembly (2004)



*Selby District Submission-Draft Core Strategy – October 2013*

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is at high risk of flooding. The town has a high quality environment, a traditional town centre and is popular with commuters although there is no railway station. Recent growth has been restricted by Green Belt and land availability issues.

*Villages and Countryside*

- 4.10 Rural areas are those areas outside of the three towns (Selby, Sherburn-in-Elmet and Tadcaster) 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 villages and hamlets without Development Limits.
- 4.9 Because the three towns offer a range of community facilities with good access to jobs, key services and infrastructure, they are best placed to absorb future growth. However, about more than 60% of the population live in the more rural parts of the District<sup>2</sup>. These rural communities have localised needs for affordable housing and employment opportunities in order to sustain their viability and vitality. Some continued local growth is generally supported particularly in the larger service villages. This is underpinned by national planning guidance (PPS7 – Sustainable Development in Rural Areas) which emphasises that locating development within existing towns and villages can benefit the local economy and existing community where there is a good level of accessibility.
- 4.10 In order to meet identified needs within the extensive rural areas of the District, an assessment has been made of the relative overall sustainability of village settlements, including the availability of services and accessibility to higher order services and employment opportunities<sup>3</sup>. This is supplemented by a further assessment of the capacity of individual villages to accept additional growth, taking into account such factors as flood risk and land availability. As a result 22 18 villages which are considered capable of accommodating additional limited growth have been identified as ‘Designated Service Villages’<sup>4</sup>. These are the villages with the largest populations and with the best range of services. They are spread across the District and provide the main village locations for job opportunities and for increasing the availability of affordable housing to meet identified local demand. In addition their continued growth will help to support and enhance a strong network of services serving surrounding areas.
- 4.11 The remaining villages in Selby District tend to be smaller with more limited combinations of fewer services, more remote locations away from principal roads and poorer levels of public transport. These are referred to as ‘Secondary Villages’.
- 4.12 Smaller villages and hamlets without Development Limits, and isolated groups of dwellings and single dwellings are treated as falling within the
- 4.14

---

<sup>2</sup> NYCC 2008 Parish Population Estimates

<sup>3</sup> Background Paper No. 5 Sustainability Assessment of Rural Settlements

<sup>4</sup> Background Paper No. 6 Designated Service Villages



wider countryside.

4.13 **The settlement hierarchy most appropriate to local circumstances**  
4.15 **which will be used to guide future development is therefore as follows (see also Figure 6 – Key Diagram)**

**a) Principal Town**

Selby<sup>5</sup>

**b) Local Service Centres**

Sherburn in Elmet

Tadcaster

**c) Designated Service Villages**

Appleton Roebuck

Hambleton

Byram/Brotherton\*

Hemingbrough

Barlby [Village](#)/Osgodby\*

Kellington

Brayton

Monk Fryston/Hillam\*

Carlton

North Duffield

Cawood

Riccall

Church Fenton

South Milford

Eggborough/Whitley\*

Thorpe Willoughby

~~Escrick~~

Ulleskelf

~~Fairburn~~

\* *villages with close links and shared facilities*

**d) Secondary Villages with defined Development Limits**

Barlow

Hensall

Beal

Hirst Courtney

Barkston Ash

Kelfield

Biggin

Kellingley Colliery

Bilbrough

Kirk Smeaton

Birkin

Little Smeaton

Bolton Percy

Lumby

Burton Salmon

Newland

Burn

Newton Kyme

Camblesforth

Ryther

Chapel Haddlesey

Saxton

Church Fenton Airbase

Skipwith

Cliffe

South Duffield

Colton

Stillingfleet

Cridling Stubbs

Stutton

Drax

Thorganby

~~Escrick~~

Towton

~~Fairburn~~

West Haddlesey

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<sup>5</sup> [References to Selby refer to the contiguous urban area of Selby which extends into parts of Barlby and Osgodby Parish and Brayton Parish. See Map 5.](#)

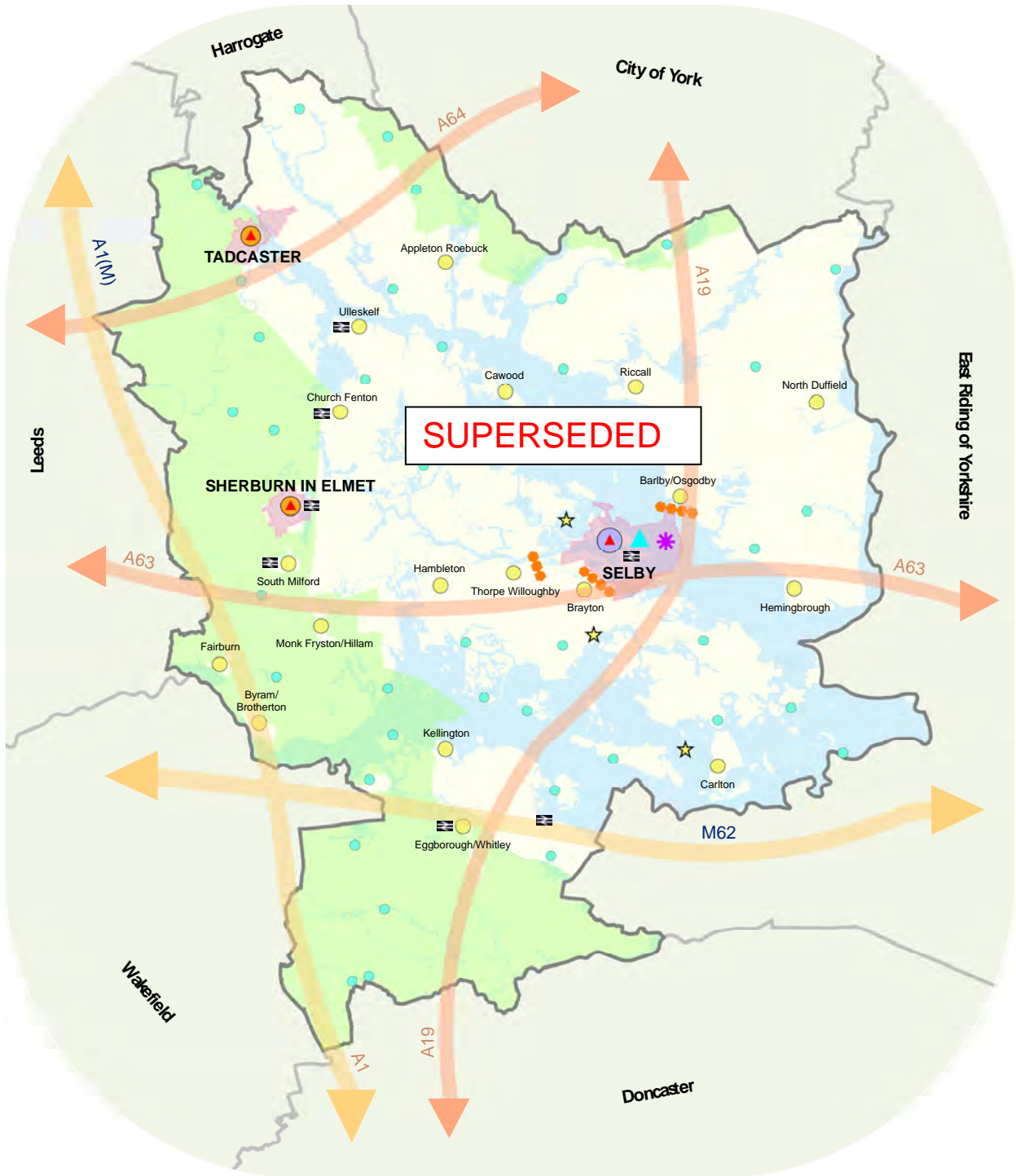
Gateforth  
Great Heck  
Healaugh

Wistow  
Womersley

**Figure 6 Key Diagram**

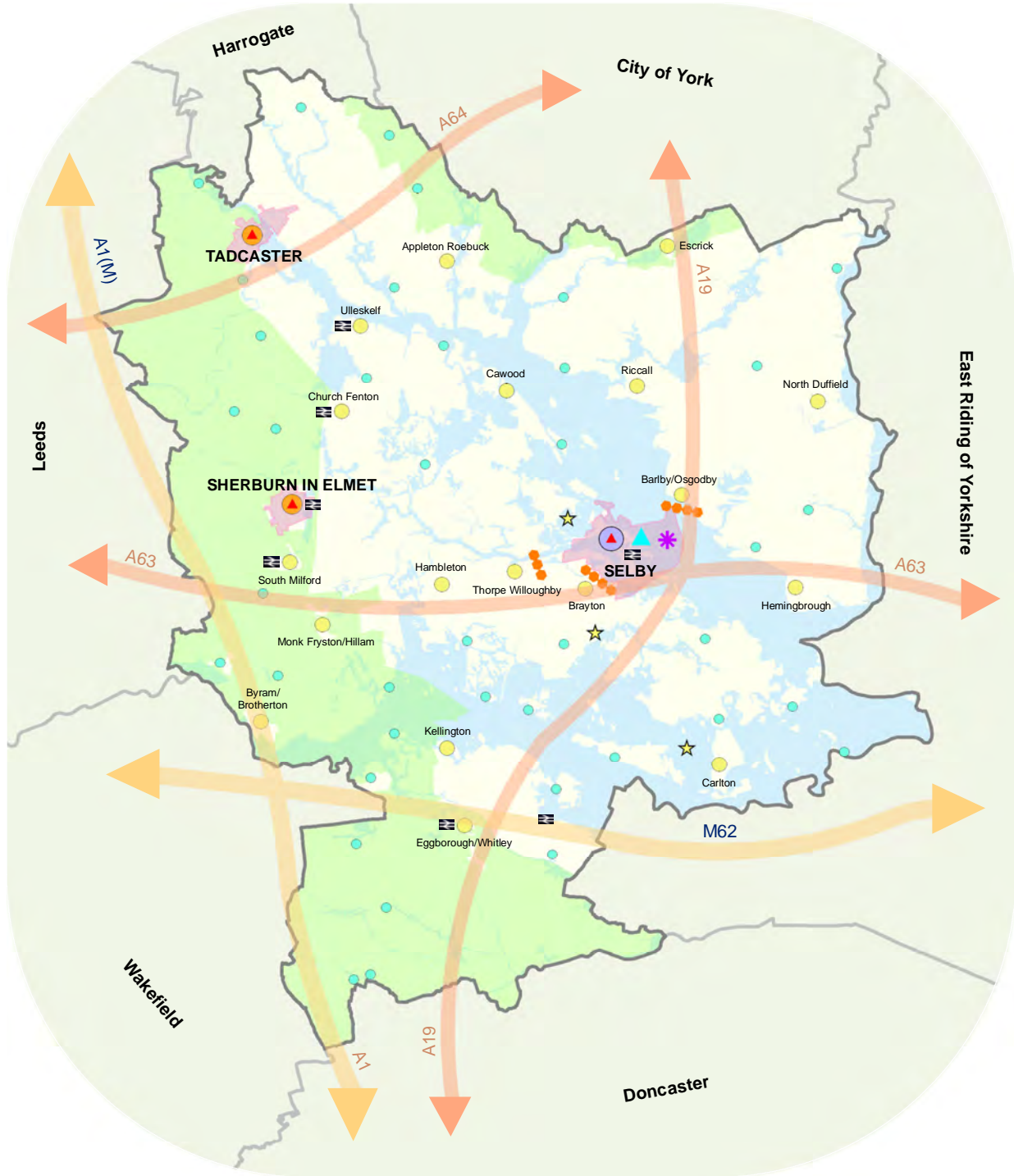
Consequential change to Escrick and Fairburn DSVs/SVs

*Selby District Submission-Draft Core Strategy – October 2013*



- |                                    |                             |                          |
|------------------------------------|-----------------------------|--------------------------|
| Main Routes                        | Railway Stations            | Urban Areas              |
| Secondary Routes                   | Principal Town              | Selby District Boundary  |
| Strategic Mixed Development Site   | Local Service Centres       | Green Belt               |
| Existing Gypsy and Traveller Sites | Designated Service Villages | High Flood Risk - Zone 3 |
| Primary Retail Area                | Secondary Villages          |                          |
| Town Centres                       | Strategic Gap               |                          |

Selby District Submission Draft Core Strategy – October 2013



- |                                    |                             |                          |
|------------------------------------|-----------------------------|--------------------------|
| Main Routes                        | Railway Stations            | Urban Areas              |
| Secondary Routes                   | Principal Town              | Selby District Boundary  |
| Strategic Mixed Development Site   | Local Service Centres       | Green Belt               |
| Existing Gypsy and Traveller Sites | Designated Service Villages | High Flood Risk - Zone 3 |
| Primary Retail Area                | Secondary Villages          |                          |
| Town Centres                       | Strategic Gap               |                          |

*Linked Villages*

- 4.14 A number of villages which are closely related and share facilities have been identified as 'linked service villages' namely; Barlby/Osgodby, 4.16 Byram/Brotherton, Eggborough/Whitley and Monk Fryston/Hillam. In each case the first named larger village, which usually has the greater range of facilities and employment opportunities, is regarded as the dominant village. In considering future locations for development through the Site Allocations DPD Local Plan regard will be paid to the respective size of each village and the relative accessibility to local services and employment opportunities within them.

**Spatial Development Strategy****Selby**

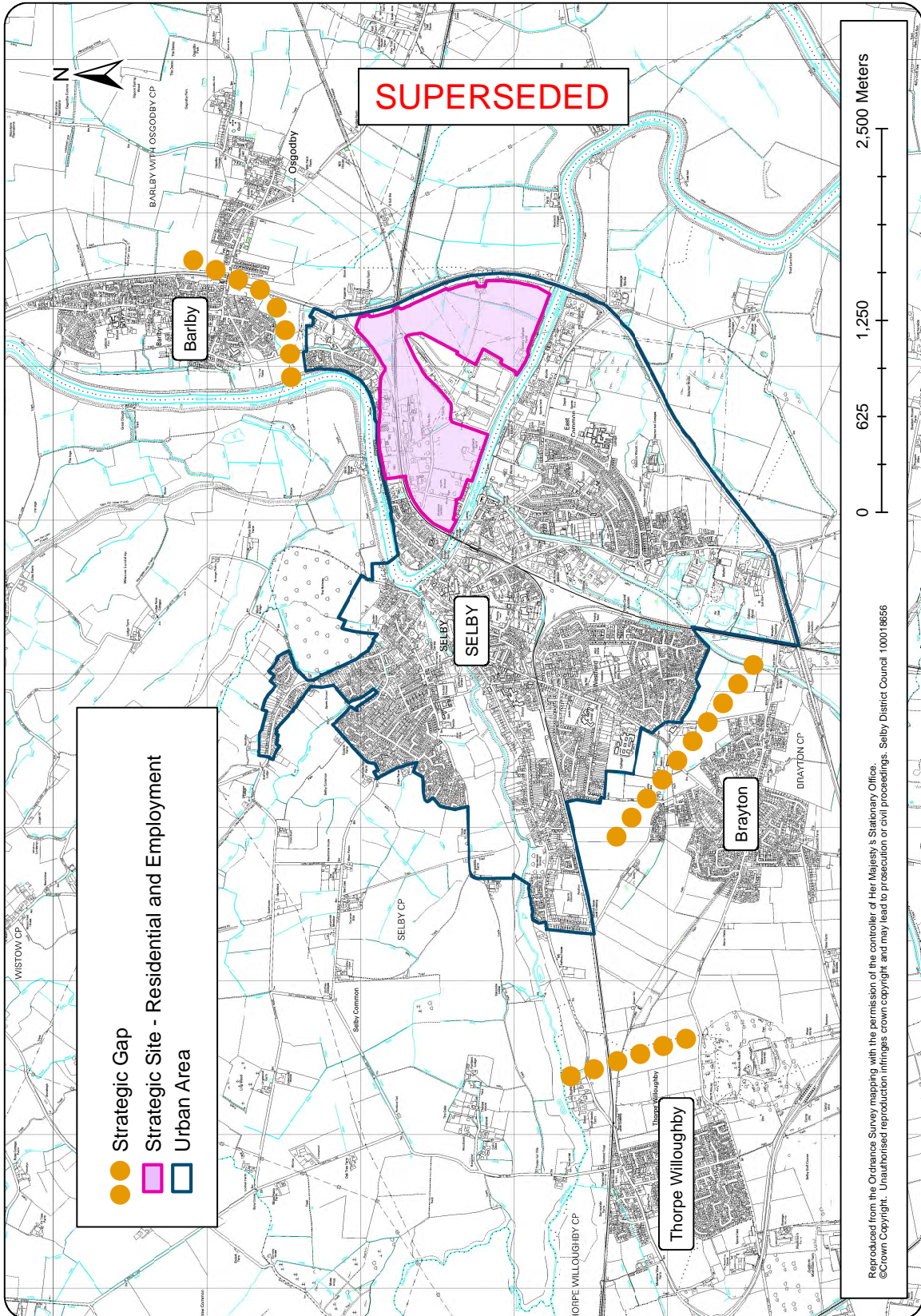
- 4.15 Selby is the most sustainable settlement within the District and forms the main focus for future growth within the Strategy. The town benefits from 4.17 a by-pass which opened in 2004, and a number of major residential and employment schemes are currently underway. Regeneration projects undertaken as part of a Renaissance Programme have benefited the continued regeneration and enhancement of the town centre and riverside areas, and there are a number of further opportunities for regeneration of long standing industrial areas within the town. Selby has a key role to play as the economic, cultural and social hub for a large rural hinterland and is well placed to benefit from growth associated with the Leeds City Region and York.
- 4.16 In order to accommodate the scale of housing growth required it is envisaged that additional housing will be provided through a combination 4.18 of infilling, redevelopment of existing employment sites and through ~~sustainable urban extensions to the north west and~~ a sustainable urban extension to the east of the town, which is identified as strategic housing sites on the Core Strategy Key Diagram (see Figure 6 above). In order to match employment growth with housing growth in Selby and to help contain the level of outward commuting, provision is also made for a strategic employment site, as part of the urban extension to the east of the town<sup>6</sup>.
- 4.17 In view of the close proximity of Selby to the adjoining villages of 4.19 Barlby/Osgodby, Brayton and Thorpe Willoughby and the interdependent roles of these settlements, it is anticipated that these villages will fulfil a complimentary role to that of Selby. These villages are relatively more sustainable than other Designated Service Villages because of their size, the range of facilities available and because of their proximity to the wider range of services and employment opportunities available in Selby. The priority however will be to open up development opportunities for the continued regeneration and expansion of Selby town, while maintaining the separate identity of the adjoining villages, for example through the maintenance of 'strategic countryside gaps' between Selby and Brayton, Barlby Bridge and Barlby, and Barlby and Osgodby.

<sup>6</sup> For further information see Background Paper No. 7 Strategic Development Sites





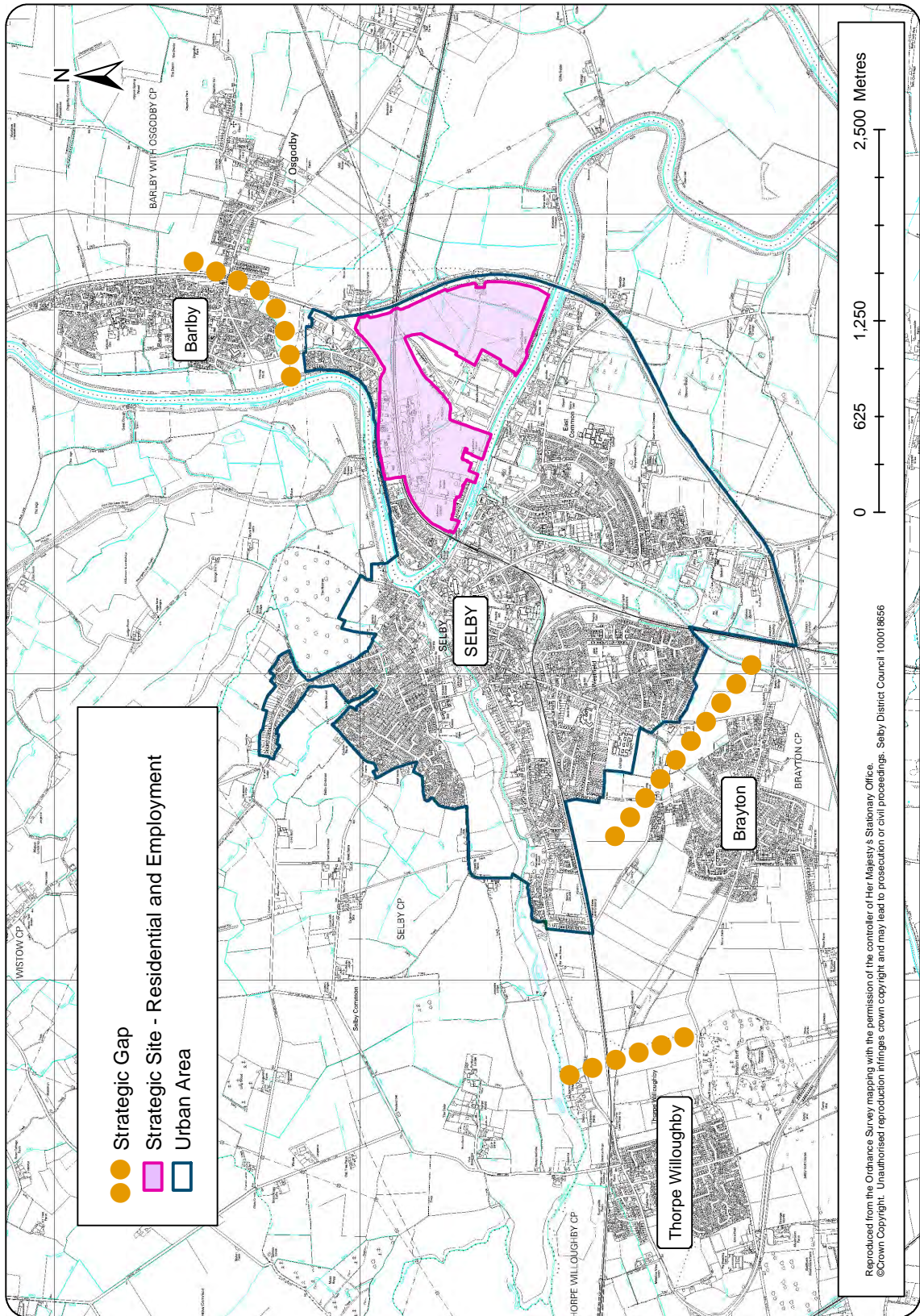
**Map 5 Selby Contiguous Urban Area**  
Consequential update to map in light of change to strategic site boundary





Selby District Submission-Draft Core Strategy – October 2013

Replacement Map 5 with amended boundary to Strategic Development Site





**Local Service Centres**

- 4.18  
4.20 Development in Local Service Centres will be limited to that which maintains or enhances the level of services, facilities and jobs provided, or meets local housing need to create more balanced communities. Tadcaster and Sherburn in Elmet are designated as Local Service Centres.
- 4.19  
4.21 Recent development in the two Local Service Centres has followed contrasting paths in recent years. ~~Population estimates for 2001 and 2007 from North Yorkshire County Council indicate that whilst Sherburn in Elmet grew by approximately 6.4% during that period, the equivalent figure for Tadcaster is only 1.5%, which is indicative of recent development trends in the two towns.~~ In spite of the population within the District as whole increasing by 6.6% between 2002 and 2009, the population of Tadcaster decreased by 1.1% to 7,228 people<sup>7</sup>. This trend also contrasts with that in Sherburn in Elmet where the population increased by ~~2.5%~~ 2.7% during this time period. This is attributable to the differing housing and employment opportunities in the two towns over this period.
- 4.20  
4.22 Sherburn in Elmet is located close to the A1 (M) and has access to two railway stations. It has expanded significantly since the 1980s, and provides a range of employment opportunities, including manufacturing and logistics.
- 4.21  
4.23 The level of services and facilities available however, has not kept pace with growth. In these circumstances the Core Strategy aims to facilitate some growth in general market housing with a strong emphasis on provision of accompanying affordable housing, but priority will be given to improving existing services and expanding the range of local employment opportunities, in order to help counter the strong commuting movement to Leeds. Service and infrastructure improvements in Sherburn in Elmet will also help sustain the wellbeing of surrounding settlements particularly South Milford.
- 4.22  
4.24 Tadcaster is famous for brewing and is situated on the River Wharfe off the A64 between York and Leeds. In recent years housing and economic growth have not kept pace with other parts of the District and Tadcaster functions as a dormitory town for surrounding employment centres outside the District. This is undermining its service centre role, particularly in view of the very limited opportunities for new housing in surrounding villages.
- 4.23  
4.25 Tadcaster on the other hand, although traditionally a self-standing town with a strong centre has catered for only limited growth. Many people are concerned about the decline of the town centre and feel that the provision of additional housing opportunities **and complementary employment growth** would help revitalise the town. The Retail Commercial and Leisure Study highlighted that there is a high level of

<sup>7</sup> [Office of National Statistics \(ONS\) Mid-Year Ward based population estimates](#)

vacancies in the town centre, narrow range of retail choice and general concerns about the long term vitality and viability of the centre without further investment and growth. The Strategy aims to provide stimulus by encouraging further market and affordable housing, improvements to the town centre services and employment opportunities. As with Sherburn in Elmet a balance needs to be struck between stimulating growth to meet local needs and ensuring that new housing does not cater for commuters to an excessive extent.

- 4.24 The proposed distribution of housing development has regard to these  
4.26 circumstances in aiming to achieve balanced, sustainable communities.

**Designated Service Villages**

- 4.25 The overriding strategy of concentrating growth in Selby and to a lesser  
4.27 extent in the Local Service Centres means that there is less scope for continued growth in villages on the scale previously experienced. However, there is insufficient capacity to absorb all future growth in the three towns without compromising environmental and sustainability objectives. Limited further growth in those villages which have a good range of local services (as identified above) is considered appropriate since:

- ~~PPS7 encourages some development in villages with good services in order to help sustain them.~~ In seeking to promote sustainable development in rural areas, the NPPF states that housing should be located where it will enhance or maintain the vitality of rural communities.
- ~~69~~ 67% of the population live outside the three main towns<sup>8</sup>
- 59% of affordable housing need originates outside the three main towns, and this would enable some affordable housing to be provided more locally
- There is a degree of public support for some development in villages.
- Sherburn in Elmet and Tadcaster have relatively limited catchments, which do not serve the local needs of all the rural areas. In these remaining areas, the need to support larger villages which supply local services is important.
- The villages of Barlby, Brayton and Thorpe Willoughby are particularly sustainably located with excellent access to the employment and services within Selby itself. Growth in these villages will complement the focus on Selby in the spatial development strategy.

- 4.26 In addition to conversions, replacement dwellings and redevelopment  
4.28 of previously developed land, appropriate scale development on greenfield land may therefore be acceptable in Designated Service Villages, including the conversion/ redevelopment of farmsteads,

<sup>8</sup> NYCC 2008 Parish Population Estimates

subject to the requirements of Policy CP1A SP4. Housing allocations of an appropriate scale will be identified through the Site Allocations DPD Local Plan.

### **Secondary Villages**

- 4.27 Other villages, which are referred to as ‘Secondary Villages’ are generally much smaller and less sustainable or else have no opportunities for continued growth owing to a combination of flood risk and environmental constraints. Consequently further planned growth would not be appropriate in these settlements, although some housing development inside Development Limits such as conversions, replacement dwellings, and redevelopment of previously developed land, may take place **where it will enhance or maintain the vitality of rural communities**. Other than filling small gaps in built up frontages and the conversion/redevelopment of farmsteads (which are currently classed as greenfield), development on greenfield land will not be acceptable (see Policy CP1A SP4).
- 4.28 Development aimed at meeting a specific local need, such as 100% affordable housing will be considered favourably, consistent with other planning considerations, including affordable housing schemes adjoining village development limits as an exception to normal policy.
- 4.29
- 4.30

### **Countryside**

- 4.29 Development in the countryside (outside defined Development Limits), including scattered hamlets, will generally be resisted unless it involves the replacement or extension of existing buildings, the re-use of buildings preferably for employment purposes **and well-designed new buildings**. Proposals of an appropriate scale which would diversify the local economy ~~(as defined in PPS4)~~ **(consistent with the NPPF)**, or meet affordable housing need (adjoining the defined Development Limits of a village **and which meets the provisions of Policy CP6 SP9**), or other **exceptional special** circumstances, may also be acceptable. **The Council will resist new isolated homes in the countryside unless there are special circumstances such as the essential need for a rural worker to live permanently at or near their place of work in the countryside; or where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting; or the exceptional quality or innovative nature of the design of the dwelling (tested against the NPPF paragraph 55 and other future local policy or design code).**
- 4.31

*References to Development Limits in this document refer to the Development Limits as defined in the Adopted Selby District Local Plan. The Development Limits for Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages will be reviewed as part of the Site Allocations DPD preparation process.*

*References to Development Limits in this document refer to the Development Limits as defined on the Policies Map. Development Limits will be reviewed through further Local Plan documents.*

### **Other Locational Principles**

- 4.30 In addition to the specific geographical priorities and strategy above,  
4.32 the following factors will also influence the allocation of sites in the Local Plan and consideration of development proposals:
- a) *Previously Developed Land (PDL)*
- 4.31 High priority is given to the importance of utilising previously developed  
4.33 land (PDL) wherever this can be done without compromising other overriding sustainability issues considerations and housing delivery.
- 4.32 Within individual settlements a sequential approach will be adopted to  
4.34 allocating suitable sites for development in the following order of priority:
- Previously developed land and buildings within the settlement.
  - Suitable greenfield land within the settlement.
  - Extensions to settlements on previously developed land.
  - Extensions to settlements on greenfield land.
- 4.33 Overall a practical target indicator of 40% of new dwellings on  
4.35 previously developed land including conversions is proposed between 2004 and 2017. There is insufficient information at present to predict the long-term supply of PDL within the District to provide a meaningful target indicator beyond 2017. However, the Council will continue to pursue policies which give priority to the use of PDL, subject to consistency with other elements of the Strategy, with the aim of achieving the highest possible percentage. Further details of the PDL target indicator and accompanying trajectory up to 2017 are provided in Appendix 4 B.
- b) *Flood Risk*
- 4.34 Government guidance<sup>9</sup> also requires a sequential flood risk test to be  
4.36 applied when identifying land for development. This is to ensure that alternative; suitable sites with a lower probability of flooding are not overlooked used in preference. Potential flood risk<sup>10</sup> is a critical issue across the District and consideration of the flood risks associated with this development strategy has been undertaken through the Council's Strategic Flood Risk Assessment.<sup>11</sup> This has also influenced the selection of villages and the strategic development sites around Selby where further growth may be appropriate<sup>12</sup>.

<sup>9</sup> ~~Planning Policy Statement 25: Development and Flood Risk, December 2006~~ 2010 Technical Guidance to the NPPF (2012)

<sup>10</sup> See Figure 6 Key Diagram for indication of high flood risk areas, Zone 3

<sup>11</sup> Selby District Level 1 and Level 2 Flood Risk Assessments

<sup>12</sup> For further information see Background Paper No. 7 Strategic Development Sites

*c) Accessibility*

- 4.35 National guidance stresses the importance of new development being  
4.37 accessible by modes of transport other than the private car and where  
the need to travel is minimised. [Selby, Sherburn in Elmet and a number  
of Designated Service Villages are served by rail services although  
buses are generally the predominant form of public transport in the  
District.](#) Guidance also seeks to make the best use of the existing  
transport infrastructure and capacity and to maximise the use of rail  
and water for uses generating large freight movements.

*d) Environment and Natural Resources*

- 4.36 Protection and enhancement of biodiversity and natural resources is a  
4.38 basic principle of national planning guidance, which can also influence  
the location of development.

*e) Green Belt*

- 4.37 ~~The District is covered by parts of the West Yorkshire and York Green  
Belts<sup>13</sup>. National planning guidance stresses the importance of  
protecting the open character of Green Belt. Only ‘appropriate’ forms  
of development identified in national guidance, such as affordable rural  
exceptions housing, will be permitted unless very special  
circumstances can be demonstrated.~~
- 4.38 ~~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.~~
- 4.39 ~~While the Strategy aims to maintain the overall extent of Green Belt, in  
locations where there are difficulties in accommodating the scale of  
growth required, consideration will be given to undertaking localised  
Green Belt boundary reviews. The reviews will need to balance the  
relative need for new development within each settlement against the  
value of Green Belt as assessed against the basic purposes of the  
Green Belt, as well as other considerations such as the effect on  
landscape, biodiversity and access to the natural environment.~~
- 4.39 The District is covered by parts of both the West Yorkshire and York  
Green Belts<sup>14</sup>. 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](#) stresses the importance of  
protecting the open character of Green Belt, and [that](#) ‘inappropriate’  
forms of development as expressed in higher order policy will be  
resisted unless very special circumstances can be demonstrated. [The  
Green Belt Policy \(SP3\) is set out from Para 4.42 onward.](#)

*f) Character of Individual Settlements*

- 4.40 It is also important to maintain the character of individual settlements

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<sup>13</sup> See Figure 6 Key Diagram for indication of extent of Green Belt

<sup>14</sup> See Figure 6 Key Diagram for indication of extent of Green Belt

outside the Green Belt by safeguarding ‘strategic countryside gaps’ between settlements, particularly where they are at risk of coalescence or subject to strong development pressures as is the case with Selby and the surrounding villages.

- 4.41 Policy **GP2 SP5** sets out the broad policy framework for delivering the spatial development strategy for Selby District. It recognises particularly the rural character of the District and the emphasis on Selby for new development. Its locational principles have influenced the preparation of this development strategy and the policy is applicable to all development proposals.

**Policy GP4 SP2 Spatial Development Strategy**

**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 <sup>2</sup> and Tadcaster <sup>2</sup> 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.**

<b>Appleton Roebuck</b>	<b>Hambleton</b>
<b>Barlby/Osgodby <sup>1</sup></b>	<b>Hemingbrough</b>
<b>Brayton</b>	<b>Kellington</b>
<b>Byram/Brotherton <sup>1,2</sup></b>	<b>Monk Fryston/Hillam <sup>1,2</sup></b>
<b>Carlton</b>	<b>North Duffield</b>
<b>Cawood</b>	<b>Riccall</b>
<b>Church Fenton</b>	<b>South Milford <sup>2</sup></b>
<b>Eggborough/Whitley <sup>1,2</sup></b>	<b>Thorpe Willoughby</b>



**Escrick**<sup>2</sup>  
**Fairburn**

**Ulleskelf**

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 (SP3), to determine whether land may be removed from the Green Belt for development purposes.

**Proposals for speculative residential (windfall) development development on non-allocated sites must meet the requirements of Policy CP1A SP4.**

- (b) Limited amounts of residential development may be absorbed inside Development Limits<sup>15</sup> of Secondary Villages where it will enhance or maintain the vitality of rural communities and (inside Development Limits) through 'exception sites' for 100% affordable housing and through small scale speculative (windfall) proposals which conform to the provisions of Policy CP1A SP4 and Policy CP6 SP10.
  - (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 and where it will enhance or maintain the vitality of rural communities, in accordance with Policy CP9 SP13; or meet rural affordable housing need (which meets the provisions of Policy CP6 SP10), or other exceptional special circumstances.
  - (d) In Green Belt, including villages washed over by Green Belt, development must conform to Policy SP3 and national Green Belt policies.
- B. Land will be allocated for development in Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages through a Site Allocations Local Plan DPD with preference to land of least environmental or amenity value based on the following**

<sup>15</sup> References to Development Limits in this document refer to the Development Limits as defined on the Policies Map. Development Limits will be reviewed through further Local Plan documents.

**'sequential approach':**

1. Previously developed land and buildings within the settlement;
2. Suitable greenfield land within the settlement;
3. Extensions to settlements on previously developed land;
4. Extensions to settlements on greenfield land.

~~A sequential approach will also be adopted to direct development to areas with the lowest flood risk identified through the Selby Strategic Flood Risk Assessment, taking account of the vulnerability of the type of development proposed and its contribution to achieving vital and sustainable communities.~~

Where appropriate, a sequential approach to the assessment of sites will form part of a PPS25 NPPF Sequential Test in order to direct development to areas with the lowest flood risk, taking account of the most up to date flood risk data available from the Environment Agency, the vulnerability of the type of development proposed and its contribution to achieving vital and sustainable communities.

~~C. The target for the proportion of housing development on previously developed land is 40% over the period 2004 – 2017.~~

### Green Belt

- 4.42 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.
- 4.43 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.
- 4.44 The text accompanying Core Strategy Policy ~~CP3~~ SP6 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, Local Service Centres and DSVs in the settlement hierarchy 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”. 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.

- 4.45 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’ longer term health. Core Strategy Policies **CP2 SP5** and **CP3 SP6** seek to bring land forward in the most sustainable locations within Development Limits in Selby, Tadcaster, Sherburn in Elmet and the DSVs. The current, 2011 SHLAA generally demonstrates sufficient sites to achieve this; however the Core Strategy must be pragmatic, flexible and future-proofed. Therefore, if sites are not delivered and other options for facilitating delivery fail, the Council must consider an alternative sustainable option.
- 4.46 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 will also consider identifying areas of Safeguarded Land to facilitate future growth beyond the Plan period. The Council considers that this constitutes the exceptional circumstances that justify a need to strategically assess the District’s growth options across the Green Belt.
- 4.47 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 identifying physical features that are readily recognisable and likely to be permanent.
- 4.48 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.

- 4.49 The review may also consider
- the relationship between urban and rural fringe; and
  - the degree of physical and visual separation of settlements
- 4.50 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. 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.
- 4.51 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~~ **would** :
- 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.
- 4.52 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 Stakeholder Working Group).

**Policy CPXX SP3 Green Belt**

- A. Those areas covered by Green Belt are defined on the Proposals Map.**
- B. In accordance with the NPPF, 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. 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 amendments to the Green Belt 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**
  - impact upon heritage assets; and**
  - impact upon landscape character; and**
  - appropriate access to services and facilities; and**
  - appropriate access to public transport.**

### **Management of Residential Development in Settlements**

- 4.42 The Core Strategy seeks to ensure a close match between housing  
4.53 growth and job growth, in order to help create sustainable communities, rather than communities with excessive out-commuting. While most growth is concentrated in Selby, and to a lesser extent in Tadcaster, Sherburn in Elmet, it is also recognised that there should be some scope for continued growth in villages to help maintain their viability and vitality. However this must be balanced with concerns about the impact of continued residential infilling on the form and character of our villages, particularly through the practice of developing on garden land (garden grabbing), and redeveloping existing properties at higher densities.
- 4.43 Monitoring reveals that approximately one in ten of all new dwellings  
4.54 built in 2009/10 were on garden land, and a similar proportion of

*Selby District Submission-Draft Core Strategy – October 2013*

- dwelling currently have planning permission. The Coalition Government has amended the definition of 'previously developed land' by excluding residential gardens in order to assist local authorities in resisting over-development of neighbourhoods.
- 4.44 Policy CP1A SP4 provides greater clarity about the way proposals for speculative residential development on non-allocated sites (often referred to as 'windfall' development) will be managed, by identifying the types of residential development that will be acceptable in different settlement types. The policy reflects changes in national guidance, and is intended to support development in the most sustainable locations, in a way which strikes a balance between maintaining the vitality and longer term sustainability of all settlements while avoiding the worst excesses of 'garden grabbing' particularly in smaller settlements. It also addresses a number of anomalies, for example regarding the treatment of proposals for converting buildings (including intensive livestock units) to residential use.
- 4.55
- 4.45 If this action is not taken unacceptable amounts of housing may be provided in smaller, less sustainable settlements reducing the need for planned allocations of land where the maximum community benefit can be secured, and further stretching existing services and resources.
- 4.56
- 4.46 Residential development in smaller Secondary Villages will therefore be restricted to conversions, replacement dwellings, redevelopment of previously developed land, the filling of small gaps in otherwise built up frontages and the conversion/ redevelopment of farmsteads to residential use. Other than filling small gaps in built up frontages or converting/redeveloping farmsteads (which are currently classed as greenfield) development on greenfield land including garden land, will be resisted.
- 4.57
- 4.47 At the same time restrictions on housing growth in Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages will therefore be relaxed to enable appropriate scale development on greenfield land including garden land and the conversion/ redevelopment of farmsteads. This is intended to help sustain their roles in catering for community needs, including local employment opportunities, services, facilities and affordable housing. The policy applies to speculative residential development within Development limits and does not imply release of the Selby District Local Plan, Policy H2 Phase 2 allocations. Release of Phase 2 sites will be considered as part of the Site Allocations Development Plan Document. Residential development in Secondary Villages will be more restrictive restricted so that development on garden land will be resisted (unless it comprises the filling of a small linear gap in an otherwise built up residential frontage or conversion/redevelopment of a farmstead).
- 4.58
- 4.48 In the case of farmsteads, the loss of agricultural use may result in substantial sites becoming available within villages. These exhibit a variety of characteristics but often contain buildings with considerable character and heritage value. The policy aims to provide guiding
- 4.59

principles for any conversion and/or redevelopment in order that proposals retain the best of that character whilst making efficient use of the site, appropriate to the role and function of the village.

4.49

4.60

In all cases proposals will be expected to show high regard for protecting local amenity and preserving and enhancing the local area, with the full regard taken of the principles contained in Village Design Statements, where available. In villages washed over by Green Belt, development must accord with national and local Green Belt policies and not significantly prejudice its openness.

#### **Policy CP1A SP4 Management of Residential Development in Settlements**

- a) In order to ensure that ~~speculative (windfall) housing development on non-allocated sites~~ 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<sup>16</sup>: 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

<sup>16</sup> References to Development Limits in this document refer to the Development Limits as defined on the Policies Map. Development Limits will be reviewed through further Local Plan documents

- ~~Proposals must contribute to the form and character~~ **relate sensitively to the existing form and character** 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 **and local** Green Belt policy.

## 5. Creating Sustainable Communities

### Introduction

- 5.1 This Core Strategy encourages the development of sustainable communities, which are vital, healthy and prosperous. It aims to meet the current needs of local residents whilst recognising the importance of having regard as far as possible to future circumstances and the legacy being created for future residents.
- 5.2 While sustainability considerations focus future growth in and around larger settlements, particularly Selby, the Strategy recognises that many smaller settlements and communities scattered across the District would benefit from small-scale development, particularly affordable housing and local employment schemes, to help maintain their vitality.
- 5.3 The policies in this chapter relate to managing the future development within settlements and are founded on the strategic aims set out in Chapter 3, which provide the main principles behind achieving sustainable development.

### The Scale and Distribution of Housing

#### Context

- 5.4 ~~Following revocation of the Regional Spatial Strategy the Council has reviewed the merits of alternative housing requirements, (see Background Paper<sup>4</sup>) and remains of the view that the net housing requirement of 440 dwellings per annum established in the former Regional Spatial Strategy is the most appropriate housing target on which to base this Core Strategy. The housing requirement is based on robust evidence and was the subject of extensive consultation during the preparation of the Regional Spatial Strategy. It remains a practical target in the light of available evidence regarding land availability and constraints to development.~~

*Note that the following paragraphs 5.4 – 5.6 and 5.8 – 5.10 and 5.13 were Additional Modifications proposed by the Council but have been included in the Inspector's Report as Main Modifications but see Para 6 of his report which explains that large chunks of text which have been included for ease of comprehension.*

- New 5.4 Following the announcement of the intended abolition of Regional Strategies, the Council reviewed the merits of alternative housing requirements<sup>2</sup>. In line with paragraph 158 of new National Planning Policy Framework (NPPF, March 2012) - which requires authorities to consider relevant and up to date evidence about the economic, social, and environmental characteristics and prospects for the area, and that assessments should take a full account of relevant market and

<sup>4</sup> ~~Local Housing Requirement BP9~~

<sup>2</sup> 'Scale of Housing Growth Paper', Arup, November 2011 and Background Paper 14, 'Scale and Distribution of Housing', January 2012.



Selby District ~~Submission Draft~~ Core Strategy – October 2013

- economic signals - the Council further reviewed the evidence base including the latest Sub National Population Projections<sup>3</sup>, the Household Projections<sup>4</sup>, and strategic housing market assessments<sup>5</sup> in line with NPPF (para 159) requirements.
- New 5.5 A number of scenarios were modelled including lower than expected projected migration and economic forecasts. Based on recent evidence<sup>6</sup>, this suggests that weaker economic conditions in the period 2008-9 to 2009-10 have coincided with lower than forecast levels of net migration. These weaker conditions are forecast to persist for several years. This cautious approach was verified to a degree by the ONS downward adjustments to the migration component in the 2010-based population projections which suggest that the net inward migration was overestimated in the 2008-based population projections.
- New 5.6 The models balanced the key objectives of the Core Strategy, economic forecasts, available evidence on past completions and future land availability, as well as constraints on development. The assessment concluded that, even though it was not based upon them per-se, a housing target very similar to the 2004 projections was most appropriate as it reflects more closely the economic factors and migration affecting the District. Consequently, the Core Strategy provides a robust target of 450 dwellings per annum (dpa) on average over the plan period to meet the objectively assessed need<sup>7</sup> in full.
- 5-5 Part of the requirement for future years is already committed through existing unimplemented planning permissions, ~~and sites already allocated in the adopted Selby District Local Plan.~~ Provision will be made for the remainder of the requirement to be met through planned growth in the form of a strategic housing site in this Strategy and sites to be identified in a Site Allocations ~~DPD~~ Local Plan including a review of sites previously allocated in the adopted Selby District Local Plan.
- Revised 5.5 = New 5.7
- 5-6 Policy CP2 sets out the proposed provision for new housing in more detail.
- 5.8 The 450 dpa housing target is intended to be a minimum requirement to be met by: taking account of those dwellings built between the base date of the Core Strategy and the new base date of the Site Allocations Local Plan; ~~through~~ existing commitments (at the base date of the ~~new~~ Site Allocations Local Plan); and new allocations.
- 5.9 The Council has not made any allowance for future contribution from windfalls in calculating the number of dwellings to be provided through new allocations after taking account of existing commitments. This means that over the life of the plan, on the basis of evidence of historic delivery which shows that even in the leanest years the supply of windfalls on PDL has been at least 105 dpa, windfalls are likely to add

<sup>3</sup> Sub National Population Projections 2004, 2006, 2008 and 2010 based

<sup>4</sup> Household projections 2004, 2006 and 2008 based

<sup>5</sup> The 2009 SHMA and 2011 North Yorkshire SHMA

<sup>6</sup> Scale of Housing Growth in Selby District – Review of Recent Evidence’, Arup, April 2012

<sup>7</sup> ‘Scale of Housing Growth in Selby District – Review of Recent Evidence’, Arup, April 2012 and ‘NPPF Compliance Statements Parts 1 and Part 2’, April and June 2012, and ‘Position Statement for 6<sup>th</sup> Set of Proposed Changes’, June 2012.



*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

to the total delivery of homes, in excess of the planned-for target. Indeed, 105 windfalls per annum represent around 23% additional growth over the objectively assessed need.

- 5.10 Total development on allocations and windfalls together are anticipated to exceed 555dpa. This means that the latest 2006 and 2008 household projections of 500 and 550 respectively, may be attained even though these are considered to overestimate the actual level of identified need.

*Note that the following paragraphs 5.11 and 5.12 were Additional Modifications proposed by the Council at the EIP*

- 5.11 The reasoned justification (and Appendix C of the Core Strategy) to Policy GP2 SP5 describes the Council's approach to housing provision in more detail, including reference to the housing trajectory, annual monitoring, maintenance of a five 5 year supply of housing, as well as the expected contribution from windfalls.

- 5.12 Policy GP3 SP6 sets out how housing delivery will be managed, in line with the housing strategy, to ensure that the minimum housing requirement is met, and likely exceeded.

- 5.13 In order to boost significantly the supply of housing in accordance with paragraph 47 in the NPPF, it is not considered necessary to incorporate measures to control an 'over supply' of housing, or to phase the release of allocated sites. Special measures are however incorporated in to the policy to increase housing delivery in Tadcaster in view of the recent history of low completions. Together, the policies in the Core Strategy will ensure that the District contributes towards the national objective of a step-change increase in sustainable house building.

- ~~5.7~~  
5.14 One of the main issues arising from the evidence base and previous consultations (at Issues and Options, Further Options and Draft Core Strategy stages) is the general preference for a more dispersed housing distribution than that implied by the former Regional Spatial Strategy, which focuses strongly on Selby. This view is probably a reflection of the existing distribution of population within the District with approximately 69%<sup>8</sup> of the population living outside the three main towns of Selby, Sherburn in Elmet and Tadcaster.

- ~~5.8~~  
5.15 The existing population distribution also directly influences the local need for housing. Evidence<sup>9</sup> indicates that most of the affordable housing need (59%) also originates outside the three main towns.

- ~~5.9~~  
5.16 One of the main issues for the Strategy is therefore balancing the need for some housing growth in lower order settlements while capitalising on the infrastructure and services available in the main town, Selby.

### **Relevant Strategic Objectives**

<sup>8</sup> North Yorkshire County Council Mid-2007 Population Estimates (update to Mid-Year Estimates 2009)

<sup>9</sup> Selby District Strategic Housing Market Assessment 2009

1, 3, 4, 5, 6, 7, 8 and 14

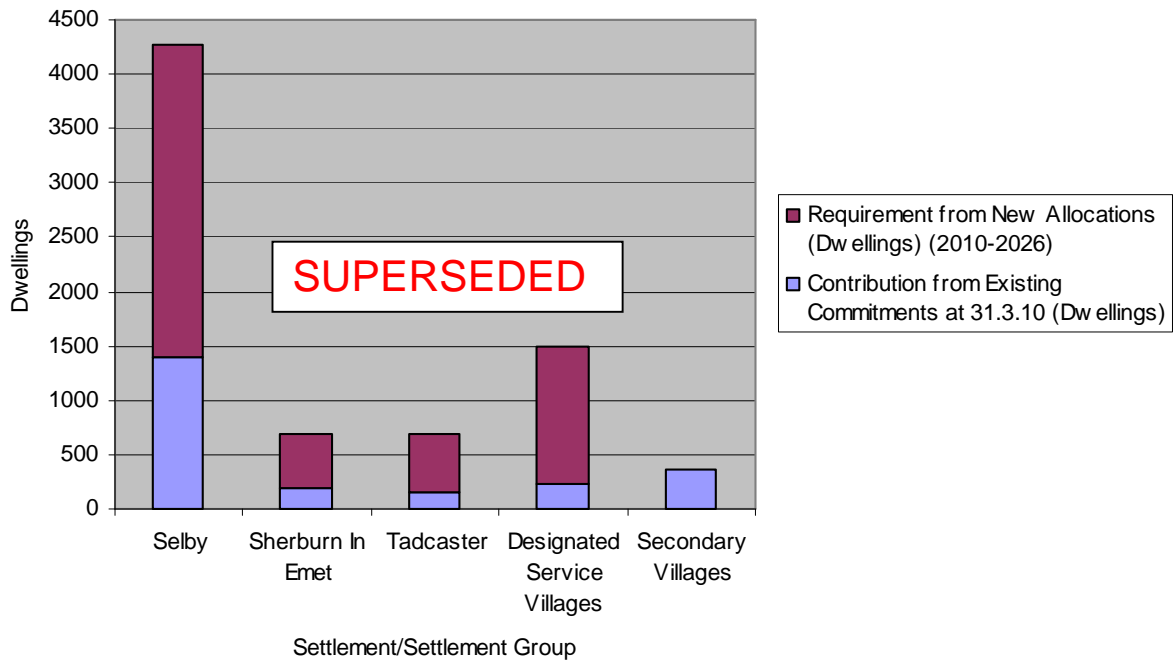
5.10 The distribution of new housing in Policy CP2 SP5 is primarily  
5.17 influenced by the following factors:

- evidence on the scale of housing growth from the former Regional Spatial Strategy;
- the spatial strategy for the District set out in Policy CP4 SP2;
- the location of housing need as indicated in the Strategic Housing Market Assessment, and
- the capacity of Selby town to accept additional housing development, particularly having regard to highway<sup>10</sup> and flood risk<sup>11</sup> issues within the town.

5.11 Approximately half of new housing will be located within or adjacent to  
5.18 Selby as the most sustainable settlement within the District.

**Figure 7 Distribution of Planned New Housing Development**

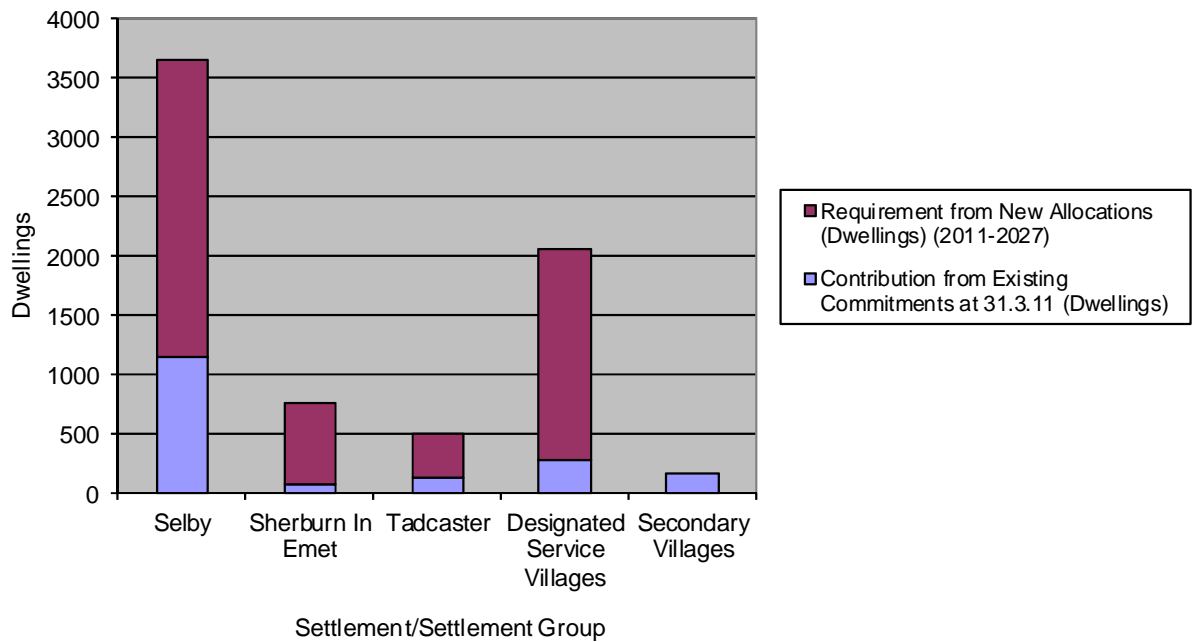
Figure 7 – Substitute updated Figure 7 (to correspond with housing data referred to in the text and to reflect latest figures in revised Policy CP2-SP5]



<sup>10</sup> Results of North Yorkshire County Council VISUM traffic model tests 2009

<sup>11</sup> Selby District Strategic Flood Risk Assessment 2009

Selby District Submission Draft Core Strategy – October 2013



5.12 In view of the scale of housing required and the availability and capacity  
 5.19 of suitable sites within the existing built up area, it is considered that the most sustainable way of delivering the number of new properties required is through a combined strategic housing / employment site to the east of the town in the area contained by the River Ouse and Selby Bypass<sup>12</sup>. This will provide a about 1,000 dwellings equivalent to about 40% of the new allocations required in total Selby urban area housing requirement.

5.13 This site has been selected out of six strategic housing site options  
 5.20 around the town. Details of all the sites considered, together with an assessment of their relative planning merits are provided in a separate background paper<sup>13</sup>.

5.14 In addition to the strategic development site, land for approximately a  
 5.21 further ~~1,340~~ 1500 dwellings within or immediately adjacent to the Contiguous Urban Area of Selby (see Map 5 for boundary) will be sought through a Site Allocations DPD Local Plan. Particular priority will be given to the identification and use of previously developed land including the redevelopment of older industrial areas as and when they become available.

5.15 The total amount of housing development directed to Selby town is  
 5.22 considered to be an appropriate level maximum, bearing in mind existing highway and flood risk constraints, and the desirability of preventing the coalescence of Selby with surrounding villages, particularly Brayton.

5.16 Outside Selby, housing development is orientated towards meeting  
 5.23 local needs and creating balanced communities. Bearing in mind that

<sup>12</sup> For location, see Figure 6 Key Diagram (in Section 4) and Map 6

<sup>13</sup> For further information see Background Paper No. 7 Strategic Development Sites

Selby District ~~Submission Draft~~ Core Strategy – October 2013

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for the District as a whole, the annual affordable housing needs over the next five years amounts to an unattainable 90% of the total annual requirement<sup>14</sup>, it is more realistic and equitable to consider need on a proportionate basis for each part of the District, rather than on the absolute numbers.

- 5.17 ~~The proportion of development allocated to Sherburn in Elmet is less than that suggested through a recent Strategic Housing Market Assessment, in recognition of the scale of recent development and current permissions. These include provision for significant numbers of affordable properties catering for short-term need. It is also considered desirable not to exacerbate high levels of commuting, particularly to Leeds.~~
- 5.24 The proportion of development allocated to Sherburn in Elmet and the Tadcaster area corresponds with that identified through the 2009 SHMA in order that these Local Service Centres meet the local needs identified. The Tadcaster figure of 7% includes the identified affordable need in the 'northern sub-area' owing to the low number of small Designated Service Villages (DSVs) in the sub-area and limited development opportunities in surrounding villages. There are limited opportunities for new housing (~~scale and nature of settlements~~) in these DSVs and this is compounded by the geographical remoteness of the Northern sub-area (partly due to the configuration of the river here which makes access tortuous). The scale of envisaged growth in the DSVs here may not cater for affordable need (with an increased reliance on rural exception sites) and as such Tadcaster should also provide for meeting the needs of the rest of the Northern sub-area.
- 5.18 ~~In Tadcaster the scale of development proposed reflects the fact that only limited opportunities have been available over some considerable time, combined with the need to increase the vitality of the town and its centre through additional housing growth.~~
- 5.25 This is not the case for Sherburn because the Western sub-area contains more DSVs which by their location, nature and scale could reasonably be expected to cater for the identified need in that sub-area.
- 5.19 The Council will work with partners to secure further improvements to identified deficiencies in physical, social and green infrastructure and will ensure that new residential development is accompanied by appropriate infrastructure and service provision in both settlements.
- 5.26

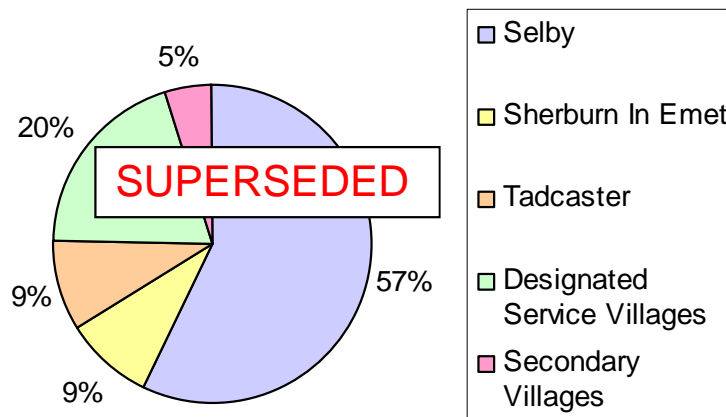
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<sup>14</sup> Selby District Strategic Housing Market Assessment 2009

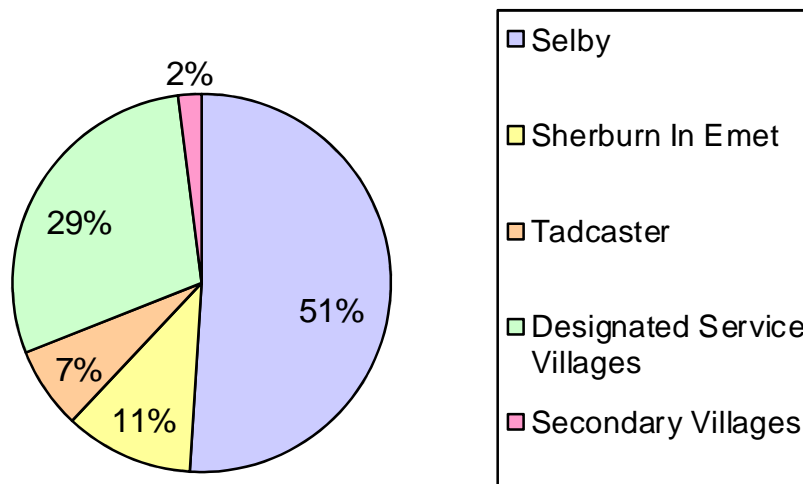
**Figure 8 Proportion of Housing Development by Location**

[Figure 8 – Substitute updated Figure 8 to correspond with housing data referred to in the text and update to reflect latest figures in revised Policy CP2 SP5]

Total Minimum Requirement 2009-2026 (Dwellings)



Total Minimum Requirement 2011-2027 (Dwellings)



- 5.20  
5.27 Accommodating the full share of affordable housing need arising from within village settlements is not compatible with other sustainability objectives and the Core Strategy recognises that a significant element of the affordable need arising in villages will therefore be catered for in Selby. Nevertheless there is also scope for continued smaller scale growth in a number of larger, more sustainable villages ([designated service villages](#)). Additional housing development in these villages will provide support for local services and thereby help secure a network of local services across the more rural parts of the District. These villages provide the main locations for achieving more local availability of affordable housing and their development will help to support and enhance a strong network of services. Provision is therefore made for ~~about~~ [just over](#) a quarter of planned growth to be located within Designated Service Villages.
- 5.21  
5.28 In Secondary Villages only limited residential development including 100% affordable housing schemes ([or mixed market and affordable schemes in line with Policy SP10](#)), is considered appropriate. No planned allocations for market housing will be made in these villages although the contribution from existing commitments in these villages is included in the future land supply calculations.
- 5.22  
5.29 All proposals for housing allocations, within or outside current Development Limits of settlements, other than exception sites for 100% affordable housing in villages (~~of less than 3,000 population~~) ([or mixed market and affordable schemes in line with Policy SP10](#)), will be brought forward through specific allocations in a Site Allocations [DPD Local Plan](#) and ~~in accordance with Policy CP3 (Managing Housing Land Supply) set out later in this chapter~~. A review of current Development Limits will be undertaken in [all settlements](#) ~~the case of the Local Service Centres and Designated Service Villages wherever more detailed investigation through the Site Allocations DPD reveals a lack of deliverable sites within them~~. In certain cases where the settlement is within or adjoining Green Belt a localised review of that boundary may also be undertaken [in accordance with Policy CPXX SP3 \(Green Belt\)](#).
- 5.23  
5.30 The boundaries of Strategic Countryside Gaps may also be reviewed. However, because of the limited size of the Countryside Gaps and their sensitive nature any scope for amendment is likely to be limited.
- 5.24  
5.31 Policy ~~CP2~~ [SP5](#) sets out the indicative target for new housing delivery for individual settlements or groups of settlements, having regard to the principles set out above. It also translates this figure into a target need for new housing allocations, after taking account of the amount of deliverable commitments in each area<sup>15</sup> [The targets are minimum requirements](#). (More detail on the evidence base available and the

<sup>15</sup> The figures in the Policy ~~CP2~~ [SP5](#) have been rounded to reflect the strategic nature of the policy.

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

analysis undertaken is provided in a background paper<sup>16</sup>.)

- ~~5.25~~  
5.32 The selection of housing allocations within a Site Allocations [Local Plan DPD](#), or other site specific proposals documents, will have regard to:
- the annual housing requirement;
  - the sequential priorities listed in Policy ~~CP1~~ [SP2](#)
  - the level of deliverable commitments [and built dwellings since the base date of the Core Strategy](#) in each settlement
  - the relative suitability and deliverability of the site taking into account an appraisal of its relative sustainability compared with potential alternatives.
- ~~5.26~~  
5.33 Where necessary the Council will explore pro-active measures such as negotiating with landowners, and Compulsory Purchase Order procedures, in order to secure an appropriate supply of housing land (see also Policy ~~CP3~~ [SP6](#)). This may include localised Green Belt reviews as indicated in Section 4 [and Policy ~~CPXX~~ SP3 \(Green Belt\)](#).
- ~~5.27~~  
5.34 ~~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](#), which will be 15 years from anticipated adoption in ~~2014~~ [2012](#).
- Note Paras 5.35 – 5.39 were published by Council as an Add Mod but these Add Mods are shown as part of Main Mod by Inspector for ease of comprehension – see Para 6 of his report.*
- 5.35 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~~  
5.36 In preparing ~~Local Development Frameworks~~ no allowance should be made for potential windfall development i.e. development which cannot be predicted with a high degree of certainty. Windfall development typically takes the form of rounding off or infilling on undeveloped land including garden curtilages, or redevelopment of previously developed land. Windfalls have been a significant source of housing land supply in recent years and, ~~over the Strategy Period to 2026, are expected to continue to contribute to the planned supply set~~

<sup>16</sup> Background paper No. 3 Housing Distribution Options



*Selby District Submission-Draft Core Strategy – October 2013*

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out in Policy CP2 below. In 2009/10 net windfall permissions amounted to over 150 dwellings, nearly 50% of the total annual requirement. Whilst an allowance for windfalls is not included in the land supply calculation, once they become (deliverable) commitments they will be reflected in future monitoring assessments and taken into account when reviewing the need to release land in accordance with Policy CP3. 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, all the SDLP Phase 2 sites were released to boost the 5 year supply.

- 5.37 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 SP5. The remainder (the majority) will be allocated in the Site Allocations Local Plan.
- 5.38 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 target, from around 2016. The table in Policy CP2 SP5 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.<sup>3</sup>
- 5.39 Between the Core Strategy being adopted and the Site Allocations Local Plan adoption, the 450 dpa target will be delivered from planning permissions on existing allocated SDLP Phase 2 sites (released in 2011 to boost supply) and other existing commitments ('known windfalls'), as well as a significant contribution from the Strategic Development Site at Olympia Park in Selby which is released on adoption of the Core Strategy.

*Note Paras 5.40 – 5.42 were proposed by Council as an Add Mod and amended at EIP for clarity but these Add Mods are shown as part of Main Mod by Inspector for ease of comprehension – see Para 6 of his report.*

- 5.40 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.

The Site Allocations Local Plan will determine the precise amount and location of land to be allocated to meet the Core Strategy housing requirements. The level of new allocations needed will be calculated by taking into account, at the Site Allocations Local Plan base date:

- o Those dwellings built since the start of the Core Strategy plan period (2011); and



- 5.41 Existing, deliverable commitments from the 5 year land supply.  
Therefore, on adoption of the Site Allocations Local Plan, the strategy plans for<sup>17</sup> the 450 dpa target to be made up of:
- completions since 1 April 2011; and
  - existing deliverable commitments (planning permissions) from the 5 year supply (known deliverable and viable sites) as at 31 March of the base date of the Site Allocations Local Plan; and
  - the remainder (the majority) made up of new allocations
- 5.42 In addition, a minimum of 105 dpa are the unknown 'windfalls' which 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 significantly boost housing supply and surpass the minimum need identified.

#### Phasing

- 5.40 Whilst this document provides a strategic overview of future housing provision, it is not appropriate for it to include full details of all deliverable sites over the next ten to fifteen years. This information will be set out in a Site ~~Allocations Local Plan DPD~~.
- 5.43
- 5.41 ~~In broad terms however~~ It is anticipated that existing commitments, together with those Phase 2 sites which do not prejudice the emerging Core Strategy, or decisions more appropriately made through a Site Allocations ~~Local Plan DPD~~, will be more than adequate to provide land for the first five years of the Strategy ~~(2011—2016)~~ (2012-2017). Decisions for the ~~5—10~~ 6-10 year supply will emerge from the Site Allocations ~~Local Plan DPD which is expected to be adopted by 2013~~ 2015. The proposed Olympia Park Strategic Development Site has the potential to progress to early implementation of Phase 1, and the major housing scheme at Staynor Hall, Selby will continue to contribute significantly ~~through~~ over the second five year ~~period~~. The ~~Site Allocations DPD will indicate priorities for the release of smaller sites. The timing of release of sites will have regard to the relative requirements between settlements as set out in Policy CP2 and the need to respond in accordance with the plan, monitor and manage approach advocated in PPS3. Policy CP3 in the next section provides a framework for this.~~
- 5.44
- 5.45 Policy ~~CP3~~ SP6 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.

<sup>17</sup> See also text below at Policy ~~CP3~~ SP6 and Appendix C for further explanation

*Selby District Submission-Draft Core Strategy – October 2013***Policy CP2-SP5 The Scale and Distribution of Housing**

- A.** Provision will be made for the delivery of **a minimum of 440 450** dwellings per annum and associated infrastructure in the period up to **2026 March 2027**.
- B.** After taking account of current commitments, housing land allocations will be required to provide for a target of **4864 5340** dwellings between **2010 and 2026 2011 and 2027**, distributed as follows:

Settlement / Settlement Group	Total Minimum Requirement 2010—2026	Indicative Total Annual Delivery Target	Contribution from Existing Commitments at 31.3.10*	Requirement from New Allocations
<b>Selby**</b>	3576	223	1240	2336
<b>Sherburn-in-Elmet</b>	650	41	152	498
<b>Tadcaster</b>	650	41	193	457
<b>Designated Service Villages</b>	1929	120	356	1573
<b>Secondary Villages***</b>	235	15	235	0
<b>Totals</b>	<del>****7040</del>	440	2176	4864

\* ~~Commitments have been reduced by 10% to allow for non-delivery.~~

\*\* ~~Corresponds with the Contiguous Selby Urban Area and does not include the adjacent villages of Barby, Osgodby, Brayton and Thorpe Willoughby.~~

\*\*\* ~~Contribution from existing commitments only.~~

\*\*\*\* ~~Target Land Supply Provision (440 dwellings per annum x 16 years)~~

*Selby District Submission-Draft Core Strategy – October 2013*

<b>(Rounded Figures)</b>	<b>%</b>	<b>Minimum require't 16 yrs total 2011-2027</b>	<b>dpa</b>	<b>Existing PPs 31.03.11<sup>1</sup></b>	<b>New Allocations needed (dw)</b>	<b>% of new allocations</b>
Selby <sup>2</sup>	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 <sup>3</sup>	2	170	10	170	-	-
<b>Total<sup>4</sup></b>	<b>100</b>	<b>7200<sup>5</sup></b>	<b>450<sup>6</sup></b>	<b>1820</b>	<b>5340</b>	<b>100</b>

**Notes**

- <sup>1</sup> Commitments have been reduced by 10% to allow for non-delivery.
- <sup>2</sup> Corresponds with the Contiguous Selby Urban Area and does not include the adjacent villages of Barby, Osgodby, Brayton and Thorpe Willoughby.
- <sup>3</sup> Contribution from existing commitments only.
- <sup>4</sup> Totals may not sum due to rounding
- <sup>5</sup> Target Land Supply Provision (450 dwellings per annum x 16 years) See also Policy CP3 SP6 for explanation about phasing of sites and redistribution of housing growth in the event of a shortfall in delivery at Tadcaster.
- <sup>6</sup> 450 dpa is the minimum to be provided on 'planned-for' sites (target completions). These 'planned-for' sites comprise both the existing planning permissions at the time of the site allocations plan, and new allocations. In addition to the planned-for 450 dpa target, additional development will take place on other non-planned (windfall) sites which will significantly boost housing completions. Based on the weakest performance of recent years this will be at least 105 dpa, and may be much higher.

- C.** In order to accommodate the scale of growth required at Selby 1000 dwellings ~~and 23 ha of employment land~~ will be delivered through an ~~a mixed use~~ urban extension to the east of the town, in the period up to ~~2026~~ **2027**, in accordance with Policy ~~GP2A~~ **SP7**. Smaller scale sites within and/or adjacent to the boundary of the Contiguous Urban Area of Selby to accommodate a further ~~1350~~ **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~~.

## Managing Housing Land Supply

### Meeting Delivery Targets

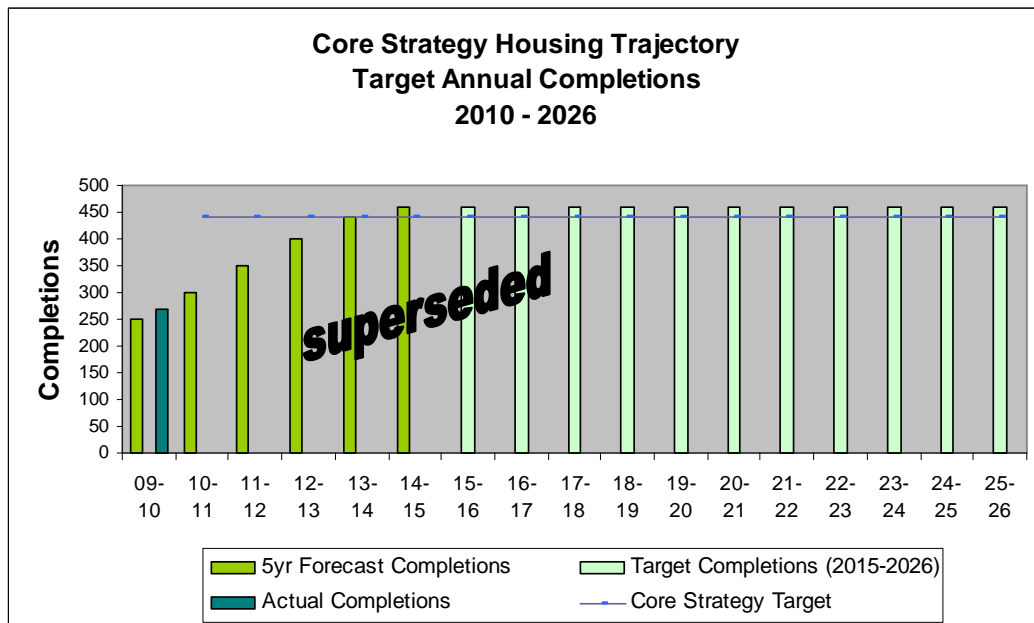
- 5.46 The NPPF requires that local planning authorities illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy describing how they will maintain delivery of a five-year supply of housing land to meet their housing target. Policy ~~GP2~~ **SP5** sets out how the Council will ensure sufficient land is provided to meet and exceed the overall minimum housing land requirement, through the Site Allocations Local Plan. Policy ~~GP3~~ **SP6** provides the mechanism for ensuring a 5-year housing land supply through monitoring and managing the delivery of the annual target.
- 5.42 In order to help manage the supply of housing sites, a housing trajectory ~~is~~ ~~will be~~ maintained ~~and updated through the Annual~~
- 5.47 ~~Authority Monitoring Report (AMR)~~ which compares the required annual housing rate, with recent and projected delivery. ~~The trajectory will be updated annually in the Annual Monitoring Report, which will~~ **The AMR** monitors annual progress towards meeting the housing requirement over the Plan Period ~~and it~~ ~~The Annual Monitoring Report~~ will also measure progress towards meeting the indicative requirements for the different settlement groups.
- 5.43 The housing trajectory below indicates the housing delivery necessary to achieve ~~440~~ **450** dwellings per annum between ~~2010~~ **2011** and ~~2026~~
- 5.48 **2027**. It acknowledges the current dip in the housing market and the consequential lower rates of delivery since 2008. The lower delivery

Selby District ~~Submission Draft~~ Core Strategy – October 2013

rates have occurred despite little or no change in the land supply, indicating that financial circumstances have been the principal cause. However, delivery in 2009/10 was, 23% higher than in 2008/2009 and a continued gradual improvement in trading conditions has been forecast in the trajectory over the next five years with a delivery rate of 455 dpa being anticipated from 2014 onwards. Thereafter it is intended to manage delivery at approximately that level through the continued provision of a five year land supply. However there has been a year on year increase in housing completions since 2008 albeit from a low base (226 dw in 2008/9, 270 dw in 2009/10 and 366 in 2010/11).

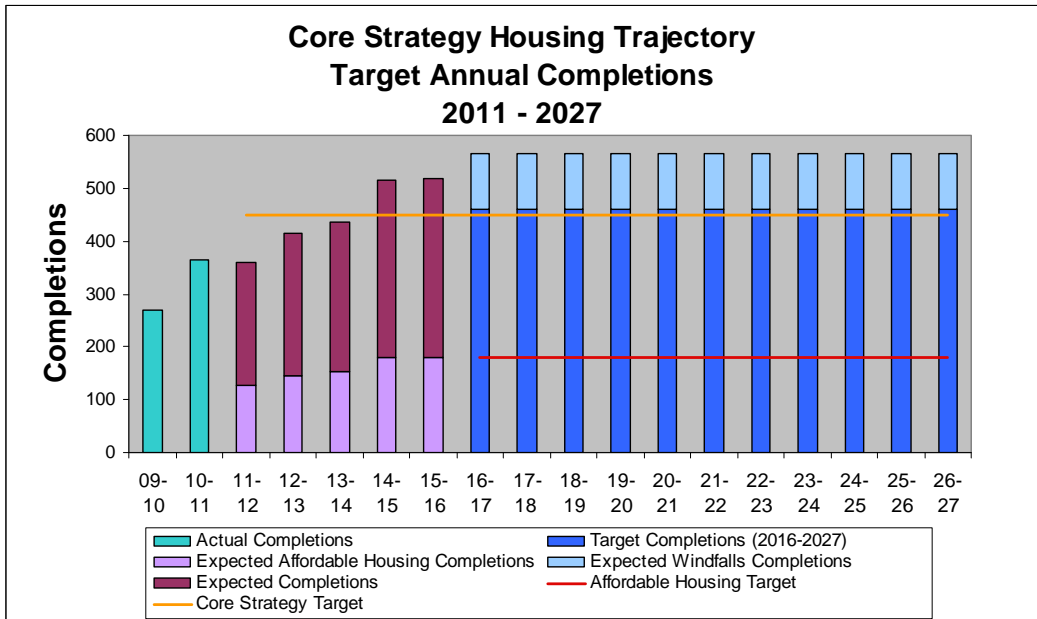
**Figure 9 Housing Trajectory**

[Replace Figure 9 with new chart to align with 450 dpa and include affordable housing trajectory]



And replace with:

Selby District ~~Submission Draft~~ Core Strategy – October 2013



5.44 ~~National Guidance (PPS3) indicates that policies and proposed management action should reflect the degree to which actual housebuilding rates differ from expected performance indicated in the housing and previously developed land trajectories. It suggests that performance within a 10 – 20 per cent range of that planned may be considered acceptable, provided longer term targets are still expected to be met.~~

5.45 ~~In circumstances where the delivery of housing is likely to fall short of that expected in the trajectory, over any continuous three year period the Council will investigate the underlying cause and may, where necessary take appropriate action, for example by:~~

- ~~• Intervening to assist the delivery of sites, including land assembly through the use of compulsory purchase powers, in cases where deliverable sites are not being progressed.~~
- ~~• Where the pool of housing allocations is found to be inadequate, reviewing the Site Allocations DPD, to increase the supply of allocated land.~~

5.46 ~~Should delivery return to the extremely high levels experienced during 2004 – 2008 with completions 20% higher than planned levels over a continuous 3 year period, the Council will investigate the circumstances and consider whether action is required such as:~~

- ~~• temporarily limiting the further availability of land through tighter control of the five year supply of land, or~~
- ~~• revising the policy governing windfall development until such times as the rate falls.~~

~~In these circumstances the Council will consider whether the continuation of such trends could prejudice the overall aims and objectives of the Core Strategy.~~

5.47 ~~In managing the overall delivery of housing consideration will also be given to the annual targets for individual settlements and settlement groups. When departures from the planned rate occur on a similar scale to those outlined above the Council will consider whether intervention is required to maintain a distribution, which is in accordance with Policy CP2.~~

**~~Interim arrangements for maintaining a five year housing land supply~~**

5.48 ~~A Site Allocations DPD which is currently in preparation will provide more detail on the location of future allocations to meet the housing requirement. Policy CP3 below demonstrates how the supply represented in the DPD will be managed to ensure a five-year supply~~

5.49 ~~Prior to the adoption of the Site Allocations DPD the five year supply will be maintained and, if necessary augmented by drawing on Phase II allocations identified in Policy H2 of the Selby District Local Plan, which is saved until superseded by the Site Allocations DPD. Release of sites will have regard to their potential compliance with the Core Strategy policies and the potential for prejudicing decisions better made through the Site Allocations DPD.~~

5.50 ~~The Council's monitoring process will identify any shortfall, which occurs, or is considered highly likely to occur within the subsequent year, in the five-year supply of deliverable sites. This will be the trigger to bring forward sites from the sources above. However, in practice, windfall permissions will continually enter the five-year land supply, thereby reducing the need to release allocated sites into the five-year pool and prolonging the potential life of the allocated supply.~~

5.51 ~~PPS3 indicates that sites included in the five-year supply should be deliverable by being, available, suitable and achievable. The assessment of allocated sites to be brought forward into the five-year supply will take account of the following criteria:~~

- ~~● the need to provide a continuous supply of land to meet the annual housing requirement for the District;~~
  - ~~● the need to demonstrate a five year supply of deliverable sites;~~
  - ~~● the need to enable indicative annual requirements for individual settlements/settlement groups to be met;~~
  - ~~● the relative sustainability of sites within settlements;~~
  - ~~● the need to maximise the use of previously developed land;~~
  - ~~● the need to adopt a sequential approach to flood risk; and~~
- ~~the availability of the necessary infrastructure to enable delivery.~~

5.52 ~~In order to ensure that sites identified within the Site Allocations DPD are released in the most appropriate order a Supplementary Planning Document will be prepared which demonstrates how sites meet the above priorities. Given the length of time this will take to prepare and~~

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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~~adopt it should contain sufficient additional land to ensure approximately an eight years supply at adoption, which will ensure an adequate land supply without over providing, particularly on 79 greenfield sites, and prejudicing the ability to react to future changes in circumstances and priorities.~~

**5 Year Housing Land Supply**

- 5.49 The NPPF requires the Council to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% or 20% buffer (if there has been a record of persistent under delivery of housing). An annual review of the supply sites and the appropriate buffer will be established through the Council's *Annual Authority Monitoring Report*.
- 5.50 The NPPF indicates that sites included in the 5 year housing land supply should be deliverable (by being available, suitable, achievable and viable). The assessment of allocated sites to be brought forward into the five year housing land supply will take account of the following criteria:
- the need to provide a continuous supply of land to meet the annual housing requirement for the District;
  - the need to demonstrate a supply of deliverable sites over a 5 year period;
  - the need to enable indicative annual requirements for individual settlements/settlement groups to be met;
  - the relative sustainability of sites within settlements;
  - the need to maximise the use of previously developed land;
  - the need to adopt a sequential approach to flood risk; and
  - the availability of the necessary infrastructure to enable delivery.
- 5.51 Prior to the adoption of the Site Allocations Local Plan, the 5-year housing land supply will be maintained by drawing on Phase 2 allocations identified in Policy H2 of the Selby District Local Plan, which have been released by the Council under the provisions of saved SDLP Policy H2A. Policy H2 is saved until superseded by the Site Allocations Local Plan

***Maintaining delivery of housing in the Plan period***

- 5.52 Policy ~~CP2~~ SP5 (and reasoned justification) above sets out how sites are allocated to deliver the housing needs and the trajectory describes the expected delivery pattern. Appendix C provides further background to the delivery scenarios including the contributions from windfalls. The Council will monitor the delivery of housing across the District and ensure that the quantum of housing as well as the spatial distribution of



Selby District ~~Submission Draft~~ Core Strategy – October 2013

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housing is consistent with the Core Strategy. Ultimately, 'delivery' is the quantum of homes built. The Council will seek to ensure delivery, by providing sufficient housing land (through allocating enough deliverable sites in the Site Allocations Local Plan and maintaining a 5-year supply) and keep a check on actual delivery by homebuilders through monitoring of completions in the AMR.

5.53 Where delivery is failing or weak, the Council will investigate the causes of the under performance and take appropriate remedial action in accordance with Policy ~~CP3~~ SP6; which defines under-performance as:

1. Delivery which falls short of the quantum expected in the annual target over a continuous 3 year period; or
2. Where there is less than a 5 year housing land supply

This will allow for natural fluctuations in delivery but signal where intervention is necessary over a 3-year period without leaving it too late to act in later years of the plan period. The spatial distribution of delivery is also important, and if delivery is weak over a 3-year period in the Principal Town and/or Local Service Centres then action may be taken.

5.54 The Site Allocations Local Plan will encourage delivery by ~~only introducing not phasing sites phasing~~ except where it is necessary due to technical constraints (but see also Paragraph 5.59 to 5.62 and Policy SP6 Part D for Tadcaster); therefore there should be no artificial constraints on the supply of land. If delivery is still failing then the Council will assess the underlying causes and act appropriately to remedy the situation. This may involve simple measure such as negotiating and/or arbitration with partners to overcome impasses, or more complex measures such as exploring joint funding options, facilitating land assembly, or by using its statutory powers such as compulsory purchase of land.

### ***Spatial Delivery of ~~CP2~~ SP5***

5.55 The SHLAA indicates that across the District there is ample available land to accommodate the quantum of development set out in the Core Strategy. However, the spatial distribution of such sites is more limited in some parts of the District which may affect the delivery of housing targets. The spatial distribution is also a key aim of the Core Strategy and so the Council must also take steps to ensure that delivery is spatially appropriate as well as sufficient in numbers. Therefore the Council will monitor development in each settlement to ensure that delivery is consistent with the overall distribution set out in Policy ~~CP2~~ SP5.

5.56 Specifically in Tadcaster, land ownership issues have limited the potential delivery of housing in an otherwise very sustainable location. The existing population is disadvantaged through this lack of growth; there has been a loss in population in Tadcaster and the town's sustainability will continue to suffer if the situation does not improve.

Selby District ~~Submission Draft~~ Core Strategy – October 2013

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The Selby Retail, Commercial and Leisure Study<sup>18</sup> shows that Tadcaster is significantly underperforming: it is notable that Tadcaster Town Centre is under-represented in terms of both convenience and comparison floor space. The amount of vacant floor space at nearly 13% is higher in Tadcaster than a national average of less than 10%. The Council considers that reasonable housing (and employment) development alongside other town centre regeneration proposals may help reverse the decline.

- 5.57 The Council considers that the sustainability of Tadcaster and its need for growth, together with the lack of available land (due to ownership issues) would constitute the exceptional circumstances required to undertake a Green Belt review. Although the Green Belt only restricts the western side of the town, land within the Limit to Development, and land adjacent to the Limit to Development on the east, has been confirmed as unavailable for the plan period. Therefore it is reasonable to reconsider the Green Belt around Tadcaster (and other areas) to facilitate sustainable growth in this plan period and to safeguard land for future plan periods through the Site Allocations Local Plan. Policy ~~CPXX-SP3~~ deals with this issue.
- 5.58 The Site Allocations Local Plan will provide more detail on the location of future allocations to meet the housing requirement. Policy ~~CP3 SP6~~ below demonstrates how the supply represented in the Site Allocations Local Plan will be managed to ensure a plentiful choice throughout the Plan Period.
- 5.59 To facilitate the appropriate level of growth in Tadcaster, in light of the potential land availability issue, the Site Allocation Local Plan will seek to allocate additional sites in and around the town to provide maximum flexibility. Sites will be in three phases, with sufficient land to meet the quantum of delivery set out in Policy ~~CP2 SP5~~ in each phase. Phase 1 sites will be released immediately upon adoption of the Site Allocations Local Plan.

*Note that the underlined text in Paras 5.60 and 5.61 was agreed at EIP for clarity*

- 5.60 If after 5 years ~~Phase 1 sites have not delivered at least~~ allocated and windfall sites have delivered less than a third of the minimum dwelling requirement in Tadcaster ~~their expected yield~~, then a second phase of sites shall be released. This should provide sufficient time for development to be brought forward having regard for the depressed market and reasonable development timescales.
- 5.61 Should delivery still be frustrated after three years from release of Phase 2, (which is consistent with other monitoring and intervention policies), then it will be necessary to provide for the overall quantum of development elsewhere in the District. To do this, a third phase of sites will be identified in the settlement hierarchy. Phase 3 will only be released if Phase 1 and Phase 2 sites and windfalls together have not delivered at least less than 50% of the minimum dwelling requirement

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<sup>18</sup> October 2009 for SDC by Drivers Jonas

Selby District ~~Submission Draft~~ Core Strategy – October 2013

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for Tadcaster ~~their expected combined yield~~ after 3 years of the release of Phase 2. The Council may also assess options for the purchase of land and/or review its assets to facilitate the availability of sites.

- 5.62 This multi-layered approach to ensuring delivery of the Core Strategy should ensure that each settlement succeeds in delivering its appropriate level of growth.

**[Delete Policy CP3 and replace with new Policy GP3-SP6]**

**~~Policy CP3 – Managing Housing Land Supply~~**

~~A. The Council will aim to encourage the annual provision of housing broadly in line with the housing trajectory. In pursuit of this aim the Council will monitor the delivery of housing across the District to identify land supply issues, which are causing, or may result in, significant over-delivery or under-delivery performance which threatens the achievement of the objectives of the Core Strategy.~~

~~The following ‘trigger points’ will be used to identify when remedial action may be needed. Should the delivery performance over any continuous 3 year period:~~

- ~~a) Fall short of that expected in the trajectory, or~~
- ~~b) Be 20% or more of that expected in the trajectory~~

~~The underlying causes will be investigated with a view to instigating appropriate remedial action, where necessary.~~

~~B. In the event of a shortfall in the District Five Year Land Supply being identified, or anticipated, further sites will be brought forward to meet identified potential shortfalls in delivery across the District through a Supplementary Planning Document. Sites will be sourced from a Site Allocations DPD.~~

~~— Prior to the Site Allocations DPD being adopted, the pool of unimplemented Phase 2 allocations in the Selby District Local Plan (Policies H2A / H2) will provide the source from which appropriate sites will be drawn. Those sites in greatest conformity with the Core Strategy will be released first.~~

~~C. In the event of a shortfall in the cumulative target for the provision of housing on previously developed land being identified, or anticipated, the Council will take remedial action wherever opportunities can be identified to do so.~~

**Policy CP3 SP6 Managing Housing Land Supply**

- A. The Council will ensure the provision of housing is broadly in line with the annual housing target and distribution under Policy CP2 SP5 by:**
- 1. Monitoring the delivery of housing across the District**
  - 2. Identifying land supply issues which are causing or which may result in significant under-delivery of performance and/or which threaten the achievement of the Vision, Aims and Objectives of the Core Strategy**
  - 3. Investigating necessary remedial action to tackle under-performance of housing delivery.**
- 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. Where there is less than a 5 year housing land supply.**
- C. Remedial action is defined as investigating the underlying causes and identifying options to facilitate delivery of allocated sites in the Site Allocations DPD Local Plan by (but not limited to):**
- 1. Arbitration, negotiation and facilitation between key players in the development industry; or**
  - 2. Facilitating land assembly by assisting the finding of alternative sites for existing users; or**
  - 3. Identifying possible methods of establishing funding to facilitate development; or**
  - 4. Identifying opportunities for the Council to purchase and/or develop land in partnership with a developer.**

*Continued over.....*

~~Selby District Submission Draft~~ Core Strategy – October 2013

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Note: Published Modification Part CC is amended for clarity as agreed at EIP (and renumbered D).

Part CC read:

CC. In Tadcaster, due to the potential land availability constraint on delivery, the Site Allocation DPD will allocate land to accommodate the quantum of development set out in Policy CP2 in three phases as follows:

Phase 1: the preferred sites in/on the edge of Tadcaster which may include Green Belt releases in accordance with Policy CPXX. Phase 1 will be released on adoption of the SADPD.

Phase 2: a second choice of preferred sites in/on the edge of Tadcaster which may include Green Belt releases in accordance with Policy CPXX. Phase 2 will only be released in the event that Phase 1 is not at least one third completed after 5 years following the release of Phase 1.

Phase 3: a range of sites in/on the edge of settlements in accordance with the hierarchy in Policy CP1 and which may include Green Belt releases in accordance with Policy CPXX. Phase 3 will only be released after 3 years following release of Phase 2 and only in the event that the combined delivery of Phase 1 and Phase 2 is less than 50% of the target yield (PC6.51)

And amended at EIP to read:

**D. Due to the potential land availability constraint on delivery in Tadcaster, the Site Allocations Local Plan will allocate land<sup>19</sup> to accommodate the quantum of development set out in Policy CP2 SP5 in three phases as follows:**

**Phase 1: The preferred sites in/on the edge of Tadcaster which will be released on adoption of the Site Allocations Local Plan.**

**Phase 2: A second choice of preferred sites in/on the edge of Tadcaster which will only be released in the event that less than one third of the minimum dwelling requirement for Tadcaster has been completed after 5 years following the adoption of the Site Allocations Local Plan.**

**Phase 3: A range of sites in/on the edge of settlements in accordance with the hierarchy in Policy CP1 SP2 which will only be released after 3 years following release of Phase 2 if completions are less than 50% of the minimum dwelling requirement for Tadcaster.**

**E. In advance of the SADPD Site Allocation Local Plan being adopted, those allocated sites identified in saved Policy H2 of the Selby District Local Plan will contribute to housing land supply.**

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<sup>19</sup> Which may include Green Belt releases in accordance with Policy SP3

**~~Meeting the Previously Developed Land Target Indicator~~**

- ~~5.53~~  
5.63 Previously developed land (PDL) is a resource whose availability cannot be manufactured – only facilitated. The rate at which previously developed land is being utilised will be monitored and the likelihood of the cumulative average percentage for PDL usage falling below the 40% target will be identified as early as possible. [against an indicator of 40%](#). Details of the PDL Trajectory are provided in Appendix B.
- ~~5.54~~ In this event the Council will consider taking one or more of the following actions:
- ~~• Facilitating land assembly by finding alternative sites for existing users or by compulsory purchase where no other alternative exists.~~
  - ~~• Restricting planning permissions on 86 greenfield sites provided these are not required to meet overall housing delivery.~~
  - ~~• Reviewing the Allocations DPD with the specific aim of investigating further PDL sites.~~
- ~~5.55~~ No action is required in the case of the previously developed land target being exceeded.

**Olympia Park Strategic Development Site**

- ~~5.29~~  
5.64 It is intended that the majority of new employment opportunities and about 40% of the Selby housing target will be provided through a large scale, mixed use development on land to the east of Selby, as delineated on the ~~accompanying proposals map (Map 6)~~ [Proposals Map and Map 6](#). This will include about 1,000 new dwellings and 23 ha of employment land in the period up to ~~2026~~ 2027, including B1 offices, B1 and B2 industrial units, B8 storage and distribution premises, higher value uses, local convenience retail facilities and a public house. About 10 hectares of land is also reserved for longer term use.
- ~~5.30~~  
5.65 The ‘Olympia Park’ site covers an area of approximately 90 hectares, including around 18 hectares of previously developed land, extending from Barlby Bridge Community Primary School on its western boundary to the Selby Bypass in the east and which is contained by the A19 Barlby Road, the Leeds – Hull railway, the River Ouse and the A63 Selby Bypass. Existing land uses comprise a mixture of employment uses, redundant industrial buildings and former operational land, and greenfield land in the form of allotments, playing fields, woodland and agricultural land.
- ~~5.31~~  
5.66 Parts of the site were previously allocated for employment growth in the Selby District Local Plan, or safeguarded for the expansion of freight handling and storage activities associated with an existing



Selby District ~~Submission Draft~~ Core Strategy – October 2013

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- freight transfer depot and railhead which bisects the central part of the site. It is envisaged that the Olympia Park proposals will enable the continued expansion of freight handling and warehousing.
- ~~5.32~~  
5.67 The site is well related to the existing built up area, with good connectivity to the existing highway network and public transport, and pedestrian access to a wide range of facilities and services in Selby town centre. It provides the opportunity for a sustainable urban extension combined with the regeneration of an extensive area of former industrial land and premises.
- ~~5.33~~  
5.68 The residential element of the scheme will be expected to create an inclusive community including a target of 40% affordable housing over the lifetime of the scheme, in accordance with the Council's policy. Provision will also be made for the relocation and improvement of the existing allotments and playing fields, creation of new green infrastructure and enhancement of the river frontage.
- ~~5.34~~  
5.69 The scheme will be expected to contribute to national and local targets for reducing greenhouse emissions for example by promoting non car means of transport, and securing energy from renewable sources including micro generation on site and utilisation of biomass, combined heat and power schemes and/or community heating projects. A current proposal to generate energy from food waste on the opposite bank of the river may provide an opportunity to derive a significant proportion of renewable energy from local sources.
- ~~5.35~~  
5.70 Development of the site will contribute to the setting of Selby and protect and enhance the adjoining Selby Town Conservation Area. It will be particularly important to safeguard the existing Selby skyline including views of the historic Abbey Church. As a strategic gateway to Selby a high standard of design will be required, consistent with the creation of a sustainable community.
- ~~5.36~~  
5.71 Although the site is protected by well maintained modern flood defences, in view of the remaining residual risk of flooding, particular attention will be paid to ensuring the potential impact of flooding is minimised and mitigated against. The design and layout of development will be expected to comply with the requirements set out in the Level 2 Strategic Flood Risk Assessment (February 2010), including the development of a comprehensive integrated surface water management strategy, avoidance of ground floor sleeping accommodation, the provision of first floor refuges in commercial premises, raised floor levels, incorporation of flood resilience measures in buildings and adoption of automated flood warning systems.
- ~~5.37~~  
5.72 Development will be phased to ensure early delivery of housing and commercial premises through redevelopment of frontage land between the A19 Barlby Road and the Leeds – Hull railway, and opening up of employment land through the construction of a new link road from an existing roundabout on the A63 Selby Bypass, which will also provide a new access to the existing Potter Group freight transshipment site. Residential development on land south of the railway and to the west of the existing railhead will be facilitated through the construction of a new



Selby District ~~Submission Draft~~ Core Strategy – October 2013

road bridge across the railway, enabling closure of the existing level crossing.

~~5.38~~

5.73

The four principal owners are committed to working in partnership with the Council to help deliver a comprehensive development including the additional infrastructure and services needed to support the scheme. This may include upgrades to existing drainage systems and waste water treatment facilities, as well as additional provision for primary and secondary education, new health care, and other community facilities (through both reservation of land and/or financial contributions) and local recycling facilities.

~~5.39~~

5.74

A Delivery Framework Document prepared jointly by the landowners demonstrates the viability and deliverability of the scheme, which also benefits from a 'concept plan' prepared in consultation with the local community and key stakeholders. The design concept for the site will be reviewed as part of a master planning exercise to be undertaken prior to determination of future planning applications.

**Policy GP2A SP7 Olympia Park Strategic Development Site**

Land within the area bounded by the A19 Barlby Road, the River Ouse and the A63 Selby Bypass, is designated as a strategic location for mixed economic and residential growth in accordance with the development principles set out below:

- i) Development within the defined area will be programmed to deliver 1000 new homes and 23 hectares of new employment land in the period up to ~~2026~~ 2027, with a further 10.6 hectares reserved for longer term employment use.
- ii) A comprehensive, phased approach to development is required in accordance with an approved Framework and Delivery Document and an approved Master Plan, which will ensure the release of employment land in the eastern part of the site prior to future residential development south of the Leeds – Hull railway.
- iii) The Master Plan will be produced in consultation with stakeholders and the local community prior to determination of any applications for development.
- iv) Principal access to new residential development south of the Leeds – Hull railway will be from a new junction with Barlby Road involving a new road bridge across the railway and stopping up of the existing level crossing. Access to new employment land in the eastern part of the site will be taken from the existing roundabout junction on the A63 Selby Bypass, through a new link road to the Potter Group site. Both the new link road and road bridge are required to be constructed in advance of residential development south of the railway.

- v) The impact of new development on the existing transport network should be minimised.
- vi) A sequential approach should be taken to residual flood risk and development vulnerability, in accordance with the requirements set out in the Council's Level 2 SFRA (February 2010). Site specific FRAs will be required to address relative flood levels vulnerabilities across the site.
- vii) Development proposals will be expected to deliver the necessary infrastructure, facilities and services, including recreation open space, to support new and expanded communities, and to cater for the needs of new businesses, in accordance with the Councils approved standards applicable at the time of future planning application(s). This may include financial contributions to secure provision by public agencies and reservation of land to accommodate education and health care provision, and community facilities such as a meeting hall, local convenience shopping and recycling.
- viii) The development should provide up to 40% affordable housing over the lifetime of the scheme. Each residential phase of development will be expected to contribute towards affordable housing provision, the precise amount, type, and tenure of each phase to be determined at application stage (~~for separate phases~~) (for each phase of development), through an Affordable Housing Plan.
- ix) The opportunities created through the development of this area should be maximised to enhance the riverside and general environment including the retention, enhancement and creation of green infrastructure and wildlife habitats, provision of new landscaping, including structural landscaping, relocation of existing allotments and sports fields within the site, and provision of new recreation and amenity space.
- x) Proposals should ensure high quality design reflecting the prominent 'gateway' location of the site.
- xi) Development should maximise opportunities for sustainable travel , including reducing the dependency on the car through development of a Travel Plan and by providing suitable access to existing local facilities and services, providing new passenger transport links, and ensuring safe, attractive and convenient pedestrian and cycle routes between the development and neighbouring areas, including Selby Town Centre.
- xii) Development should protect and enhance the amenities of existing and future residents and protect the viability of existing and future businesses.
- xiii) New development should protect and enhance the

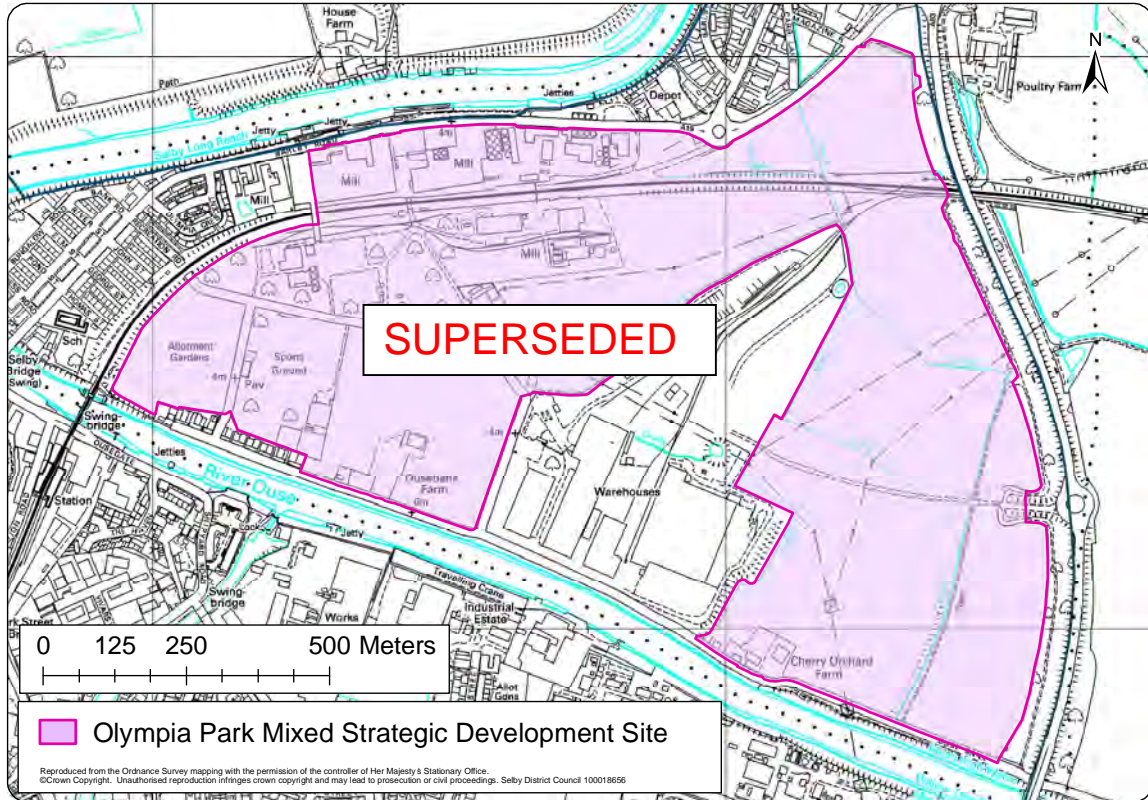
**character and setting of Selby Town Centre Conservation Area, including maximising views to the Abbey Church and ensuring Selby's skyline is not detrimentally impacted upon.**

- xiv) **Development should incorporate sustainable development principles, including sustainable construction and drainage methods, and low carbon layout and design, and should (where feasible and viable) derive the majority of total predicted energy requirements from de-centralised and renewable or low carbon sources. In addition to incorporation of micro generation infrastructure, this might include energy from local biomass or waste technologies, combined heat and power schemes and/or community heating projects.**

**Map 6 Olympia Park Mixed Use Strategic Development Site**

**Amend boundary of SDS Replace Map 6 with new Map 6**

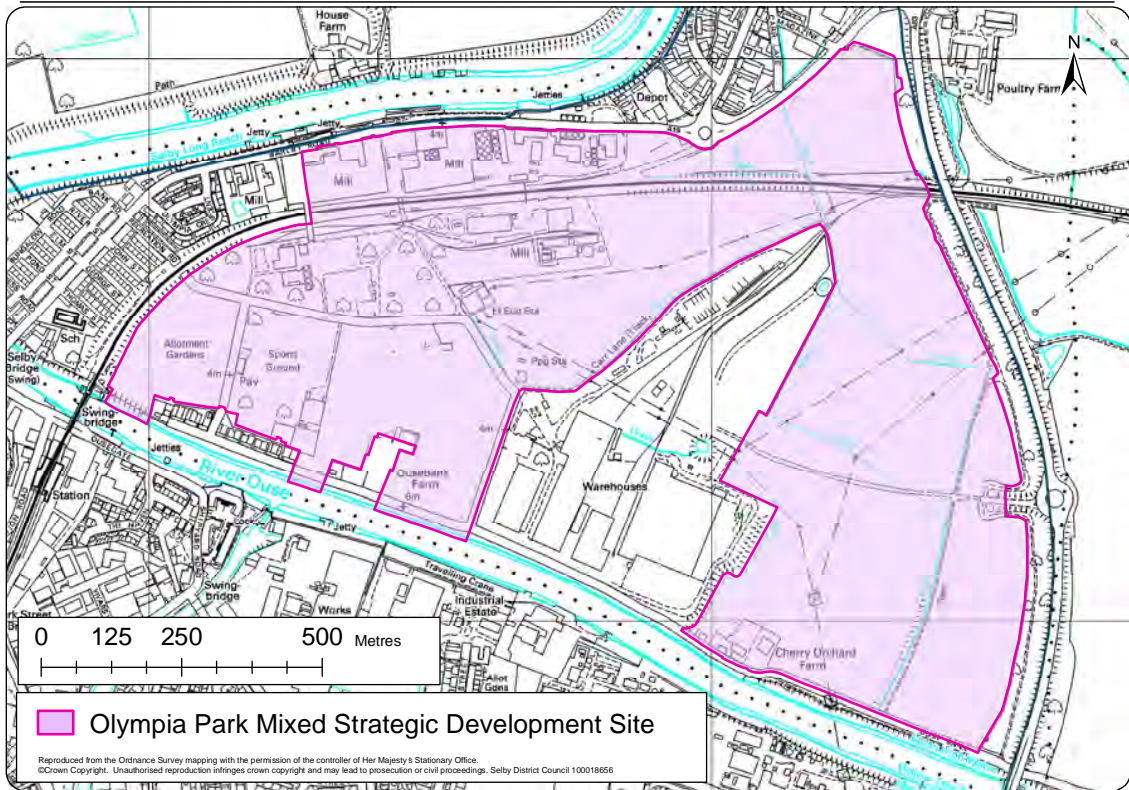
**Delete:**



**And replace with:**



Selby District ~~Submission Draft~~ Core Strategy – October 2013



## Housing Mix

### Introduction

- 5-56 Both national planning guidance and local strategic objectives aim to ensure that all the housing needs of the local population are adequately met. The provision of an appropriate mix of housing is fundamental to achieving mixed and balanced communities, and the 2009 Selby District Strategic Housing Market Assessment provides further evidence that new build developments should reflect the needs of all sections of the community in terms of types and sizes.
- 5.75

### Context

- 5-57 The Council wishes to consider the accommodation requirements of specific groups as part of creating sustainable, mixed communities and as such, needs to assess and plan for the housing needs of the whole community including older people. This will help promote socially inclusive communities including mixes of housing (in line with the National Planning Policy Framework PPS1 and PPS3).
- 5.76
- 5-58 This approach parallels the Regional Housing Strategy<sup>20</sup> and North Yorkshire Sub-Regional Housing Strategy<sup>21</sup> which include the following themes: creating better places, delivering better homes, providing choice and opportunity to meet housing aspirations, improving housing condition and services for all and provide for fair
- 5.77

<sup>20</sup> Regional Housing Strategy, 2005-2021, Yorkshire & Humber Assembly

<http://www.yhassembly.gov.uk/Our%20Work/Housing/Regional%20Housing%20Strategy/>

<sup>21</sup> North Yorkshire Sub-Regional Housing Strategy 2008-2014, Draft for Consultation, 2010

<http://www.northyorkshirehousingstrategy.co.uk/>

access to housing.

### **Relevant Strategic Objective**

5

#### **Local Issues**

- 5-59  
5.78 The Council's Mission Statement is "To improve the quality of life for those who live and work in the District" and a key priority for the Council is "Providing a better balance in the housing market to provide access to homes for those who want and need them".
- 5-60  
5.79 The Selby District Housing Strategy Action Plan has six main priority headings and relevant issues for Core Strategy are profiling the District's housing stock and monitoring current and future housing need as well as promoting social inclusion, respect and sustainable communities.
- 5-61  
5.80 Relevant aims of the Selby District Sustainable Community Strategy include develop the area; and make sure that Selby District is still a place that people want to live and work in; and to create: 'A future where the people of Selby District live in strong, inclusive, healthy and safe communities which have an improved environment and a thriving economy'. A key theme is developing sustainable communities.
- Results of Selby District SHMA 2009*
- 5-62  
5.81 The Council is keen to encourage developers to provide a suitable mix of homes within the District, to meet the needs of all sectors of the community, including supported or special needs, based on evidence provided by the Strategic Housing Market Assessment<sup>22</sup>.
- 5-63  
5.82 This evidence helps to ascertain the range of dwellings, which need to be built across Selby to help satisfy market demand. Analysis has shown where there are particular pressures within the housing market and demonstrates that overall demand exceeds supply across the District. If the broad aspirations of households were translated into how future development should proceed, then the split between property types would be houses 60%; flats 8.5%; and bungalows 31.5%
- 5-64  
5.83 The study compared general market supply and demand in a number of sub-areas (see Figure 10 below) to understand the type and size of market housing to be delivered within the District:
- East, north-east, Selby and Tadcaster do not need any more 1 bed properties.
  - All areas require more family housing in 2, 3 and 4 bed houses.

<sup>22</sup> Selby District Council has published its Strategic Housing Market Assessment (SHMA) 2009 which was undertaken by consultants, Arc4

[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1743](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1743)

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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- Demand exceeds supply for terraced housing in central and east.
- Demand exceeds supply for bungalows in the District as a whole but particularly in northern, Selby, Sherburn, Tadcaster and Western.
- More flats are needed in south east.

**Figure 10 Housing Sub Areas**



Source: Selby District SHMA 2009



- 5-65 The likely profile of household types requiring market housing is  
5.84 shown in Figure 11 below:

**Figure 11 Profile of Household Types**

<i>Household Type</i>	<i>%</i>
<i>Single Person &lt;60</i>	<i>15.4</i>
<i>Single person 60 or over</i>	<i>2.5</i>
<i>Couple only &lt;60</i>	<i>22.7</i>
<i>Couple only over 60</i>	<i>5.9</i>
<i>Couple with 1 or 2 children</i>	<i>28.5</i>
<i>Couple with 3 or more children</i>	<i>3.1</i>
<i>Lone Parent</i>	<i>10.8</i>
<i>Other type of household</i>	<i>11.1</i>
<i>Total</i>	<i>100.0</i>
<b>Base (Households requiring market housing each year)</b>	<b>3,507</b>

Source: SHMA 2009

- 5-66 In brief, this recent evidence indicates a need over the Plan period for  
5.85 particular emphasis on larger properties for families and homes for  
older people (especially bungalows). Also the majority of new  
accommodation should be in the form of houses rather than flats.
- 5-67 ~~Additional evidence from~~ Responses to the consultation on the Draft  
5.86 Core Strategy highlight the need for a good mix and balance of all  
types of housing determined by local need or local site  
circumstances. In particular, the size and type of bungalow or house  
is a key issue with new homes being well designed to accommodate  
disability needs and visitors and carers **subject to cost considerations**.  
The location of housing is also important; older people need to feel  
integrated with rest of the community.
- 5-68 Shortfalls in the supply of market housing will be addressed through  
5.87 the Core Strategy, which plans for the full range of market housing to  
contribute to creating mixed and balanced communities. This will be  
achieved by providing dwellings of the right size and type to meet  
local needs evidenced in relevant studies such as housing needs  
surveys and strategic housing market assessments.
- 5-69 Whereas in recent years priority has often been given to providing  
5.88 accommodation for smaller households, the evidence now suggests  
emphasis on more family homes **as well as affordable smaller  
dwellings plus** and the need to provide suitable accommodation for  
the ageing population.
- 5-70 This evidence from the 2009 SHMA will be used to assist the Council

- 5.89 in the determination of planning applications, but it **is** also ~~recognises~~ **recognised** that future studies will update this current evidence and thus the Core Strategy Policy ~~CP4~~ **SP8** is clear that the appropriate housing mix will be achieved in the light of local evidence.

**Policy CP4 SP8 Housing Mix**

**All proposals for housing must contribute to the creation of mixed communities by ensuring that the types and sizes of dwellings provided reflect the demand and profile of households evidenced from the most recent strategic housing market assessment and robust housing needs surveys whilst having regard to the existing mix of housing in the locality.**

**Providing Affordable Housing**

**Context**

- 5.71 The provision of affordable housing is an essential element in  
5.90 promoting healthy balanced communities which meet the needs of all  
its residents, including vulnerable people ~~and key workers~~ and those  
making the step from social-rented housing to home ownership.
- 5.72 In common with all North Yorkshire Authorities there is a high level of  
5.91 identified need for affordable housing in Selby District. The Council is  
addressing this need by working with partner organisations on a  
range of measures, including establishing a target for the amount of  
affordable housing to be provided through market housing schemes,  
and securing related 'developer contributions' toward affordable  
housing.

**Relevant Strategic Objectives**

2, 3 and 5

**Local issues**

*The Need for Affordable Housing in Selby District*

- 5.73 The Council's Strategic Housing Market Assessment, which was  
5.92 completed in June 2009, concludes that the affordable housing need  
arising from local requirements in the District will amount to some 409  
affordable homes (gross) each year over the period 2009 – 2014.
- 5.74 The assessment notes the relatively low level of affordable housing  
5.93 delivered in recent years – (over the six years from April 2004 to  
March 2010, some 769 affordable dwellings have been constructed or

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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are committed through planning permissions) – and suggests that given the low level of provision in more rural parts of the District, site thresholds may need to be reduced to maximise development opportunities in the future.

~~5.75~~  
5.94 The assessment also provides guidance on the tenure split that should be secured in connection with affordable housing. A split of 30-50% intermediate tenure and 50 –70% social rent is suggested by the analysis. Intermediate tenure could include shared ownership, discounted sale and fixed equity products, as well as intermediate rented options.

~~5.76~~  
5.95 The assessment recommends that affordable homes should be similar to private homes in terms of style, quality of specification and finish and that on larger sites, affordable housing is integrated throughout the site as a more sustainable and socially acceptable solution. The report also emphasises that securing affordable housing in perpetuity is critical and key to this process is the use of comprehensive Section 106 agreements.

*The Viability of Affordable Housing Provision*

~~5.77~~  
5.96 Evidence on the viability of different sized affordable housing schemes at a range of different locations is provided by the Selby District Economic Viability Study<sup>23</sup>. The study base date of mid 2009 coincides with the low point of the economic downturn which occurred from 2008 onwards.

~~5.78~~  
5.97 As a consequence of the timing of the Study, 10% affordable housing was found to be an appropriate requirement across the District. However, the Study assessed conditions over a range of scenarios including consideration of viability in very good market conditions similar to those which existed immediately prior to the economic downturn (2006/07). The equivalent percentage requirement in this case was 50%. The Study also considered variations in viability in differing areas of the District which illustrated substantial variations between the rural areas in the north and north-western parts and the south-east part of the District. The three towns of Selby, Sherburn in Elmet and Tadcaster fall between the two extremes in viability terms.

~~5.79~~  
5.98 The Study therefore illustrates the inherent problems in producing a robust, yet relatively straightforward policy for the requirement of affordable housing in association with private housing developments across the District.

**Affordable Housing Policy**

~~5.80~~  
5.99 The two main aims of the Core Strategy affordable housing policy are:  
a) To establish the overall target for the provision of affordable housing in the District in accordance with PPS3 national

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<sup>23</sup> Affordable Housing Economic Viability Assessment by consultants DTZ for the Council , August 2009 [http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1821](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1821)

guidance on the definition and provision for affordable housing;

- b) To set out the broad framework within which developer contributions towards meeting affordable housing need will be sought in association with normal market housing.

~~5.81 PPS 3 – Housing (July 2010) indicates that Local Development Documents should set an overall (plan-wide) target for the amount of affordable housing to be provided. In addition to an assessment of need PPS3 indicates the target should take into account risks to delivery, the likely level finance available for affordable housing and the level of developer contribution that can reasonably be achieved.~~

5.100 The NPPF requires that local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing and where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified. Local planning authorities should set out their policy on local standards in the Local Plan, including requirements for affordable housing. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, should enable the development to be deliverable. The likely cumulative impacts on development of local standards and policies should not put implementation of the plan at serious risk, and should facilitate development throughout the economic cycle.

~~5.82~~ The Council's 2009 SHMA<sup>24</sup>, concludes that the affordable housing need arising from local requirements in the District will amount to some 409 affordable homes (gross) each year over the period 2009 – 2014. Clearly this represents an unrealistically high figure in delivery terms, given existing levels of public funding available and the levels of affordable housing provision likely to be achievable through market housing schemes in association with an overall target house building rate of ~~440~~ 450 dwellings per annum. The level of need emphasises the importance of the Council exploiting all sources of funding for affordable housing provision in addition to that which can be achieved in association with private developments.

~~5.83~~ Affordable housing provision through the planning system is, however, by far the most important delivery mechanism and is likely to remain so for the foreseeable future. The Affordable Housing Economic Viability Study demonstrates that provision from this source is heavily dependent upon economic circumstances and the health of the private housing market at any one time.

~~5.84~~ Despite the likely variation in economic circumstances over the Core Strategy period, to meet ~~PPS3~~ NPPF requirements the Council has set itself a long term target for the Core Strategy period of 40% affordable housing from the total housing provision from all sources, not just in association with private developments.

<sup>24</sup> Selby District Strategic Housing Market Assessment 2009

5-85  
5.104 It is acknowledged that this is a challenging target and the Council will use its best endeavours to facilitate affordable housing schemes wherever and however the opportunities arise. For example we will continue to work pro-actively with Registered Providers and other stakeholders to pursue other mechanisms for delivery of affordable housing. This will include the use of the Council's own land for affordable housing schemes, the delivery of homes through Community Land Trusts and taking advantage of initiatives, programmes and funding streams promoted by central Government.

*Developer Contributions to Affordable Housing*

*a) Percentage Requirement*

5-86  
5.105 Faced with the need to establish a robust and stable policy in circumstances where variable market factors may affect the ability of private development to meet that need, the Council has taken a pragmatic approach to affordable housing provision. The policy establishes a target which has been shown to be viable in relatively strong market conditions, and which therefore provides a stable upper limit to the requirement to be sought from the private sector. At the same time, the Council acknowledges that market conditions will not always permit this target to be met and provision will be a matter for negotiation.

5-87  
5.106 The indication from the Council's Economic Viability Assessment is that in good market conditions a proportion of 40% affordable housing should be achievable on a high proportion of sites and this figure is therefore included as an upper target level.

*b) Thresholds*

*NB. Consequential text change due to update from PPSs to NPPF*

5-88  
5.107 ~~PPS 3 indicates the Local Planning Authorities have the flexibility to set the minimum site size limits for which an affordable housing contribution may be required.~~ Given that Selby District is basically rural in character and has a high affordable housing need, 60% of which arises outside Selby, there is justification for operating lower site size thresholds than the national indicative site size threshold of 15 dwellings, which maximise the contribution towards providing affordable housing from sites characteristic of a rural District, subject to compatibility with levels of viability.

5-89  
5.108 Supplementary work on the relative viability of varying threshold levels has been undertaken, which has established that a site size of 10 units is the minimum which makes the provision of affordable units sufficiently viable<sup>25</sup>.

*c) Commuted Sums*

*On Sites of 10 dwellings or more*

<sup>25</sup> Affordable Housing Small Sites Threshold Testing – DTZ October 2010

Selby District ~~Submission Draft~~ Core Strategy – October 2013

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~~5.90~~  
5.109 In exceptional circumstances commuted sums may be acceptable on sites of 10 dwellings or more where there are clear benefits in re-locating **all or part of** the affordable dwellings.

*On Sites of 1-9 dwellings*

~~5.91~~  
5.110 A threshold of 10 units will tend to concentrate affordable housing provision in larger settlements and not necessarily in the smaller settlements from which the significant rural area need arises. Consequently, the Council remains committed to securing opportunities for providing affordable housing of an appropriate scale within all settlements to meet their identified local need.

~~5.92~~  
5.111 In addition in circumstances where high reliance is placed on private developments to meet the high level of affordable need, there is a strong case for all developments to make a limited contribution towards affordable housing provision, subject to viability considerations. Therefore, on small sites below the 10 unit threshold, a financial contribution will be sought in the form of a commuted sum. The basis for the calculation of any commuted sum will be set out in a Supplementary Planning Document. The contribution will be used to assist the provision of more affordable housing to meet local need across the District.

*c) Tenure*

~~5.93~~  
In accordance with the evidence from the Strategic Housing Market Assessment an overall target of 40% intermediate housing and 60% for social renting will be sought through new affordable housing provision.

5.112 Evidence from the SHMA establishes an overall target of 30-50% intermediate housing and 50-70% for social rented housing. Following the introduction of the new affordable rented category further evidence is required to establish the required tenure split of new social rented, affordable rented and intermediate housing for eligible households whose need are not being met by the market. This will be set out through a combination of Supplementary Planning Document and future ~~DPD~~ local plan documents as appropriate, based on the Council's latest evidence of local need.

*d) Negotiation*

~~5.94~~  
5.113 It is open to developers to discuss these requirements on a site by sites basis having regard to the particular circumstances prevailing at the time of application for permission and to any particular abnormal and unforeseeable site related issues, which may impact on viability. Reductions ~~may~~ **will** be negotiated when developers demonstrate these target requirements are not viable.



### **Policy CP5 SP9 Affordable Housing**

- A. The Council will seek to achieve a 40/60% affordable/general market housing ratio within overall housing delivery.**
- B. In pursuit of this aim, the Council will negotiate for on-site provision of affordable housing up to a maximum of 40% of the total new dwellings on all market housing sites at or above the threshold of 10 dwellings (or sites of 0.3 ha) or more.**

**Commuted sums will not normally be accepted on these sites unless there are clear benefits to the community/or delivering a balanced housing market by re-locating all or part of the affordable housing contribution.**

- C. On sites below the threshold, a commuted sum will be sought to provide affordable housing within the District. The target contribution will be equivalent to the provision of **up to 10%** affordable units.**
- D. The tenure split and the type of housing being sought will be based on the Council's latest evidence on local need.**
- 5. An appropriate agreement will be secured at the time of granting planning permission to secure the long-term future of affordable housing. In the case of larger schemes, the affordable housing provision will be reviewed prior to the commencement of each phase.**

**The actual amount of affordable housing, or commuted sum payment to be provided is a matter for negotiation at the time of a planning application, having regard to any abnormal costs, economic viability and other requirements associated with the development. Further guidance will be provided through an Affordable Housing SPD.**

### **Rural Housing Exceptions Sites**

#### **Context**

- 5.95** The rural exception policy provides flexibility within the planning system to enable the delivery of affordable housing in rural communities where there is identified local housing need.
- 5.114**
- 5.96** Rural exceptions site development is an alternative method of delivering affordable housing. The rural exception sites policy enables small sites to be developed, specifically for affordable housing in small rural communities that would not be developed for housing under normal planning policies. Acceptance of 'exception sites' is subject to their meeting an identified local need and that any
- 5.115**

- homes developed will remain affordable in perpetuity.
- 5.116 Exceptions sites must be in scale and keeping with the settlement they are within or adjoining, and its setting. Rural exception sites will seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Priority will be articulated through a future Development Management ~~DPD~~ Local Plan or Affordable Housing SPD.
- ~~5.97~~  
5.117 Specific allocations for such sites will be considered in a Site Allocations ~~Local Plan DPD~~. These may be on 'greenfield' sites and/or previously developed land both within and adjoining village development limits. ~~Exceptions sites must be in scale and keeping with the settlement they are within or adjoining and its setting.~~ 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. Further assessment and consideration of the need to introduce a detailed policy will be undertaken through the ~~Development Management DPD~~ Local Plan document.
- ~~5.98~~  
5.118 The following policy applies to all settlements recognised as rural villages i.e. those with less than 3000 population
- The following policy applies to the Designated Service Villages and the Secondary Villages.

**Policy CP6 SP10 Rural Housing Exceptions Sites**

~~In settlements with less than 3,000 population~~ **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;**
- ii) A local need has been identified **by a local housing needs survey**, 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.**

## **The Travelling Community**

### **Introduction**

5.99 ~~In catering for the needs of all sections of the community, current evidence suggests that there is also a need to make appropriate provision for the travelling community that is made up of Gypsies, Travellers and Travelling Show people who live in or travel through Selby District.~~

### **Context**

5.100 ~~The Government<sup>26</sup> advises that Core Strategies should provide criteria for the location of sites as a guide for future Site Allocations DPD, where sufficient sites should be allocated to provide for identified need.~~

5.101 ~~The evidence base provided by the former RSS was is (PC4.15) a regional study of accommodation needs undertaken in 2006 which indicated a shortfall of 57 pitches in North Yorkshire. The RSS notes (PC4.16) that the figures were to be superseded by the findings of local Gypsy and Traveller Accommodation Assessments (GTAAs).~~

5.102 ~~Although the Sustainable Community Strategy<sup>27</sup> does not specifically refer to Gypsies and Travellers, many of the actions relating to improving communication and consultation with the local community, including minority groups, are particularly relevant since there has previously been only limited dialogue with gypsy and traveller groups.~~

### **Relevant Strategic Objectives**

~~3, 4, 5, 6, 8, 9 and 17~~

### **Local Issues**

5.103 ~~Core Strategy Objective 5 recognises the need to provide special needs housing to meet the needs of the District, which includes the travelling community.~~

<sup>26</sup> Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites, ODPM, 2006

<sup>27</sup> Selby District Sustainable Community Strategy 2005-2010 reviewed 2008

*Selby District Submission-Draft Core Strategy – October 2013*

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- 5.104 ~~Current authorised provision to accommodate Gypsies and Travellers in the District consists of two Council Owned sites (Common Lane, Burn and Racecourse Lane, Carlton) providing a combined total of 24 pitches, and one private site (Flaxley Road, Selby) which has the potential to provide up to 54 pitches<sup>28</sup>. All of the sites are known to be at capacity, and the Council is investigating the level of demand to be met locally in partnership with the County Council.~~
- 5.105 ~~On the basis of a GTAA carried out for North Yorkshire in 2008 the Council accepts there is currently a demonstrable need for an additional 7 pitches and proposes to identify a site for 10 pitches in order to provide some flexibility for the future.~~
- 5.106 ~~It is intended to allocate a new site(s) for Gypsies and Travellers through a future Site Allocations DPD, which is currently in preparation. The precise site size and location will be identified using up to date guidance and through consultation with the travelling community, and other stakeholders.~~
- 5.107 ~~Although not recognised as a distinct ethnic group, Showpeople travel extensively and therefore live, almost exclusively in wagons. During the winter months these are parked up in what was traditionally known as ‘winter quarters’. Some family members now often occupy these yards all year round.~~
- 5.108 ~~The North Yorkshire Strategic Housing Partnership Board commissioned arc4 to undertake additional research into the accommodation needs of Showpeople across North Yorkshire, and the final report<sup>29</sup> was received by the District Council. The Council has concluded from the results that there is no local or historic need demonstrated for a permanent site for Showpeople in the District, therefore no provision for this use is to be included in Local Development Framework documents, at the present time.~~
- 5.109 ~~The following policy is intended to ensure that the planned and unexpected needs of the Travelling Community are catered for within the District. Planning applications will be considered on the basis of the policy in conjunction with needs assessments and Government guidance<sup>30</sup>. The criteria will also form the basis for assessing sites to be brought forward through a future Site Allocations DPD.~~

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<sup>28</sup> See Figure 6 Key Diagram for distribution

<sup>29</sup> North Yorkshire Accommodation Requirements of Showmen – Dec 2009

<sup>30</sup> Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites, ODPM, 2006 & Circular 04/2007, Travelling Showpeople, DCLG, 2007.

## Travellers

### Introduction

5.119 Core Strategy Objective 5 recognises the requirement to provide housing to meet the needs of all sections of the community. Current evidence suggests that there is **also** a need to make appropriate provision for travellers - that is **made up of** gypsies, travellers and show people who live in or travel through Selby District

5.120 The Government advises through the **national** Planning Policy for Traveller Sites (**PPTS**, March 2012) that **Local Plans** should provide criteria for the location of sites as a guide for future site allocations. The guidance provided in the **PPTS** is considered to be sufficient for a high level policy so it is not necessary to repeat those provisions in the Core Strategy. In terms of allocating sites, the **SADPD Site Allocations Local Plan** will devise an appropriate site selection methodology once a long-term need is established.

### Context

5.121 The evidence base provided by the **former RS** is a regional study of accommodation needs undertaken in 2006 which indicated a shortfall of 57 pitches in North Yorkshire. The **former RS** noted that the figures were to be superseded by the findings of local Gypsy and Traveller Accommodation Assessments (GTAAAs).

### Relevant Strategic Objectives

3, 4, 5, 6, 8, 9 and 17

5.122 Current authorised provision to accommodate travellers in the District consists of two County Council Owned sites (Common Lane, Burn and Racecourse Lane, Carlton) providing a combined total of 26 pitches, and one private site (Flaxley Road, Selby) which has the potential to provide up to 54 pitches, although it is not solely for traveller use. All of the sites are known to be at capacity, and the Council is investigating the level of demand to be met locally in partnership with the County Council.

5.123 Although not recognised as a distinct ethnic group, **showpeople** travel extensively and therefore live almost exclusively in wagons. During the winter months these are parked up in what was traditionally known as 'winter quarters', although some family members now often occupy these yards all year round. **Showpeople** have different needs than those of other travellers and as such are considered separately in needs assessments. However, in considering planning applications and site allocations, the same broad considerations inform decisions – in line with the national guidance.

- 5.124 The North Yorkshire GTAA (accepted by the Council in 2010)<sup>31</sup> sets out a figure for need, but that requires updating to reflect the PPTS requirement for maintaining a 5 year supply of sites. It is intended to allocate (a) new site(s)/pitch(es)/plot(s) for travellers through the Site Allocations Local Plan. The precise site size and location will be identified using up to date guidance and through consultation with travellers, and other stakeholders. Where no specific parcels of land can be identified, the Council may consider setting out broad locations for growth.
- 5.125 “Windfall” applications for traveller sites/pitches/plots may also be submitted from time to time (i.e. not on planned-for sites). These applications will be assessed on their own merits in accordance with tests set out in national policy, and other local policies such as Policy ~~CPXX SP3~~ Green Belt Green Belt, as appropriate. Applications will be considered fairly having regard for cultural and ethnic needs and aspirations, and balancing those with the needs and aspirations of the settled community and local capacity in services and facilities to accommodate such development.
- 5.126 All traveller development will be considered on the basis of the policy in conjunction with up to date needs assessments and Government guidance<sup>32</sup>. The Government guidance sets out detailed Development Management criteria and so it is unnecessary to repeat that in Policy CP7 SP11. Those criteria include issues such as: the inappropriateness of Green Belt locations; the flood risk sequential test; integration with neighbouring land uses and communities; limiting disruption to amenity; sustainable access to local services and facilities where there is capacity; local character such as existing land use; topography, landscape, wildlife and historic assets; ensuring a high quality development; providing appropriate access, parking and on-site amenity for residents; and ensuring any on-site employment uses are compatible with residential and neighbouring uses.

#### **Policy CP7 SP11 Travellers**

- A. In order to provide a lawful settled base to negate unauthorised encampments elsewhere, the Council will establish at least a 5-year supply of deliverable sites and broad locations for growth to accommodate additional traveller sites/pitches/plots required through a Site Allocations Local Plan, in line with the findings of up to date assessments or other robust evidence.**
- B. Rural Exception Sites that provide traveller accommodation in perpetuity will be considered in accordance with Policy CP6 SP10. Such sites will be for residential use only.**
- C. Other applications for traveller development will be**

<sup>31</sup> Gypsy and Traveller Accommodation Assessment North Yorkshire Sub-region – 2007/8, ARC4 May 2008

<sup>32</sup> Planning for travellers, DCLG, March 2012 [www.communities.gov.uk](http://www.communities.gov.uk)

**determined in accordance with national policy.**

## Access to Services, Community Facilities and Infrastructure

### Introduction

5.110 Infrastructure includes a wide range of services and facilities provided  
5.127 by public and private bodies. It includes physical infrastructure such as roads, footpaths, cycleways, water supply and waste water treatment, service utilities (water, electricity, gas, telecommunications etc), and community infrastructure such as schools, healthcare, public transport and sport and recreation facilities as well as a range of features which make up the 'green infrastructure' of the area.

### Context

5.111 The Council appreciates the need for future development to be  
5.128 provided with the services, facilities and infrastructure that are needed by new communities to function and to make sure that existing communities do not suffer as a result of development.

5.112 This approach is supported by the principle of sustainable development  
5.129 including the need to provide good access to facilities and services, and to ensure the provision and enhancement of green infrastructure.

5.113 'Green Infrastructure' is an increasingly used term applying to the  
5.130 establishment of networks of linked open spaces and green corridors running through urban, suburban, urban fringe and rural areas. The concept gives strategic direction to what has often been in the past a more piecemeal approach to the provision and conservation of green assets.

5.114 The Council will work in partnership with infrastructure providers and  
5.131 key stakeholders such as the County Council in ~~their production of the emerging North Yorkshire third Local Transport Plan (LTP3)~~ the production of Local Transport Plans. This The Local Transport Plan is an important delivery mechanism for the Core Strategy, with the potential to impact greatly on the Districts ability to effectively absorb future planned development.

5.115 The former Countryside Agency (now part of Natural England)  
5.132 commissioned a regional report<sup>33</sup>, which made recommendations and provided support for taking forward green infrastructure techniques within the region.

5.116 The report documents the benefits to be gained from green  
5.133 infrastructure including:

- Enhanced connectivity between large and small green spaces;
- Creating opportunities for more sustainable travel modes, especially walking and cycling;

<sup>33</sup> The Countryside In and Around Towns: the Green Infrastructure of Yorkshire and Humberside - Countryside Agency - July 2006

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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- Contributing to the health and regeneration, particularly of urban areas; and
  - Meeting the needs of visitors and recreational and leisure needs of local residents.
- 5.117 Natural England Guidance<sup>34</sup> helps Councils understand what Green  
5.134 Infrastructure is, its planning value, and how its delivery can be effectively embedded in plan making.
- 5.118 The evidence that supported the former Regional Spatial Strategy  
5.135 places considerable emphasis on green infrastructure and improving the green infrastructure of the District forms an integral part of the Council's priorities for creating a healthy and green environment. Future ~~DPDs~~ Local Plan documents will be expected to embrace the concept and identify opportunities for enhancement. Priority will be given to maximising opportunities for green infrastructure in connection with proposals for strategic growth in Selby and other major development proposals, as well as having high regard to the priorities of the Leeds City Region Green Infrastructure Strategy, and supporting the priorities of the Delivery Plan which is currently under development.
- 5.119 The need to secure developer contributions towards community needs  
5.136 arising from new development also links with the 'Developing Sustainable Communities' and 'improving the image of the area' themes of the Selby District Sustainable Community Strategy.

### **Local Issues**

- 5.120 ~~The possibility of introducing the Community Infrastructure Levy in place of the current system of developer contributions through Section 106 legal agreements is an issue that needs to be considered.~~
- 5.121 ~~However, until the arrangements for collecting and administering the CIL become clearer, the Council has opted to continue with existing arrangements for the time being. If necessary the current DCSPD<sup>35</sup> and Recreation Open Space Strategy<sup>36</sup> will be refreshed, to take account of more up to date evidence and costs.~~

### **Relevant Strategic Objectives**

1, 2, 3, 8, 10, 12, 13, 14 and 17

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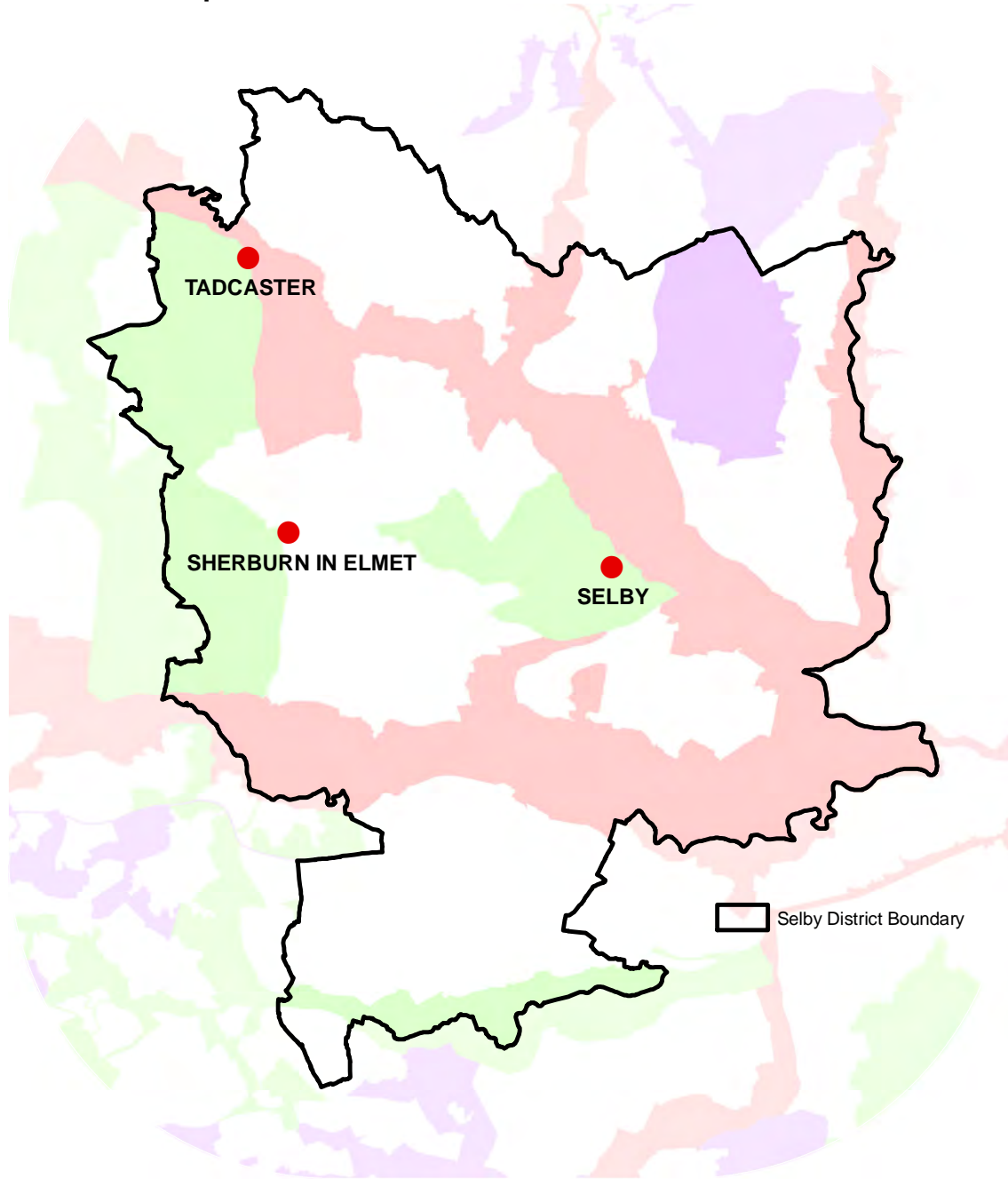
<sup>34</sup> Green Infrastructure Guidance, Natural England, 2009

<sup>35</sup> Developer Contributions Supplementary Planning Guidance, Selby District Council, March 2007  
[http://www.selby.gov.uk/service\\_main.asp?menuid=99&pageid=14&id=1560](http://www.selby.gov.uk/service_main.asp?menuid=99&pageid=14&id=1560)

<sup>36</sup> Selby District Recreation Open Space Strategy, Selby District Council, February 2006  
[http://www.selby.gov.uk/service\\_main.asp?menuid=99&pageid=14&id=1166](http://www.selby.gov.uk/service_main.asp?menuid=99&pageid=14&id=1166)






**Map 7 Green Infrastructure**



**Green Infrastructure Corridors**

**Corridor Hierarchy**

-  District
-  Regional
-  Subregional

Source Natural England, Yorkshire and the Humber Green Infrastructure Mapping Project (April 2010)<sup>37</sup>

<sup>37</sup>[http://www.naturalengland.org.uk/regions/yorkshire\\_and\\_the\\_humber/ourwork/yandhgreeninfrastructurereproject.aspx](http://www.naturalengland.org.uk/regions/yorkshire_and_the_humber/ourwork/yandhgreeninfrastructurereproject.aspx)

- 5.122  
5.137 Objective 10 of the Core Strategy recognises the need to ensure that the potential gain in a planning approval is sought in order to mitigate the impact of a proposal on the community and keep pace with modern requirements, together with the importance of retaining existing community facilities.
- 5.123  
5.138 The Council is committed to ensuring that appropriate infrastructure is provided to meet the needs of new development. ~~and the first document produced as part of the new Local Development Framework was a Developer Contributions Supplementary Planning Document (SPD). The document sets out the Council's current policy with regard to~~ Infrastructure provision and the way this will be implemented through requirements on the developer or, where appropriate, partnership arrangements between the Council, the appropriate providing body and the developer **shall be established locally in the SADPD Site Allocations Local Plan and/or, Infrastructure Delivery Plan, and/or through obligations placed on planning permissions (including through any charging schedule that is developed (such as a Community Infrastructure Levy)). Until such mechanisms are in place the Council will base negotiations on its existing Developer Contributions Supplementary Planning Document (SPD)<sup>38</sup>.**
- 5.124  
5.139 The Sustainability Appraisal Scoping Report noted that certain areas of the District had a shortfall of recreational open space. The availability of potential contributions for recreational open space for an incremental improvement should also provide a catalyst for improving deficiencies.
- 5.125  
5.140 In accordance with the Council's Sustainable Community Strategy aim to create 'A future where the people of Selby District live in strong, inclusive, healthy and safe communities which have an improved environment and a thriving economy', the needs of the community will be provided for with our partners and other services providers and engaged local people; taking account of areas with the greatest need and positively influencing social exclusion.
- Future Requirements**
- 5.126  
5.141 The infrastructure requirements of new development, including strategic housing and employment sites in Selby will be addressed through a separate Infrastructure Delivery Plan (IDP). **Infrastructure improvements will encompass a range of site-specific and local topics, but will also include cross-boundary issues such as highway improvements, particularly on the strategic road network.** The types of infrastructure required are ~~likely to~~ **set out in the IDP, and include:**
- Affordable housing
  - Community facilities
  - Healthcare

<sup>38</sup> Developer Contributions Supplementary Planning Guidance, Selby District Council, March 2007  
[http://www.selby.gov.uk/service\\_main.asp?menuid=99&pageid=14&id=1560](http://www.selby.gov.uk/service_main.asp?menuid=99&pageid=14&id=1560)



- Education
- Recreation Open Space
- Highways works, including cycleways
- Public art
- Public transport
- Green Infrastructure
- Communication technology
- Utilities

**Policy ~~CP8~~ SP12 Access to Services, Community Facilities and Infrastructure**

~~Infrastructure and community facilities needed in connection with new development must be in place or provided in phase with development.~~

**Where infrastructure and community facilities are to be implemented in connection with new development, it should be in place or provided in phase with development and scheme viability.**

~~Where provision on-site is not appropriate, off-site provision or a financial contribution towards it will be sought.~~

**Infrastructure and community facilities should be provided on site, but where this is technically unachievable or not appropriate for other justified reasons, off-site provision or a financial contribution towards infrastructure and community facilities will be sought.**

In all circumstances opportunities to protect, enhance and better join up existing Green Infrastructure, as well as creating new Green Infrastructure will be strongly encouraged, in addition to the incorporation of other measures to mitigate or minimise the consequences of development.

These provisions will be secured through conditions attached to the grant of planning permission or through planning obligations, ~~taking account of requirements set out in future supplementary planning documents.~~ **including those set out in an up to date charging mechanism.**

## 6. Promoting Economic Prosperity

### Introduction

- 6.1 The continued growth of a modern, diversified and sustainable economy is a key objective of the Core Strategy. Without such growth the future vision for the District in terms of creating prosperous and sustainable communities will not be fully achieved. An improved range of local employment opportunities, services and facilities will help reduce the number of work related, shopping and leisure trips outside the District.
- 6.2 This chapter sets out the Strategy's general approach to planning for a stronger economy, which inevitably is focussed on Selby, Sherburn in Elmet and Tadcaster. It also outlines the policy for continued economic diversification within the extensive rural areas of the District as well as focusing on the economy of town and village centres which are essential elements of the economic and service infrastructure of the District.

## The Scale and Distribution of ~~Employment~~ Economic Growth

### Introduction

- 6.3 Selby District plays an important role in the local and regional labour market, traditionally accommodating employment in the manufacturing, brewing and agricultural sectors. However evidence indicates that the District, as a result of a high level of out-commuting to Leeds and York, has become a dormitory location for these cities, supplying them with skilled labour, at the expense of the local economy and sustainable development objectives.

### Context

- 6.4 The Government is committed to achieving sustainable economic growth, building prosperous communities and promoting the vitality and viability of town and other centres. ~~The former~~ Planning Policy Statement 4 (Planning for Sustainable Economic Growth) ~~provides a suite of detailed policies which have been taken into account, but not repeated here, in~~ provided the basis for developing the local spatial strategy for Selby District<sup>1</sup> and the policies in the Core Strategy are consistent with the National Planning Policy Framework (NPPF)

### Relevant Strategic Objectives

1, 2, 3, 4, 6, 7, 8, 9, 10, 13 and 15

<sup>1</sup> Additional evidence is provided in the Economic Prosperity Background Paper BP12

## Local Issues

- 6.5 Reducing out-commuting through restructuring of the local economy towards a modern service and knowledge based economy is a key challenge. Developing and revitalising the economy of the District has emerged as a major priority if a more self-contained, sustainable way of life for District residents is to be created.
- 6.6 These objectives are supported by themes identified in the Selby Sustainable Community Strategy (Developing the three market towns) and the North Yorkshire County Council Community Strategy (Secure a thriving economy).
- 6.7 Research commissioned by the Council as part of an employment land study<sup>2</sup> concluded that Selby is well placed to benefit from overspill of highly skilled, knowledge and technology based forms of employment from other parts of the Leeds City Region, and York.
- 6.8 The employment land study took a supply led approach to economic growth, based on an assessment of the future role of key sectors and the functions of different market areas, namely:
- Tadcaster/A64 corridor
  - Sherburn in Elmet / A1M/ A63 corridors
  - Selby town and hinterland
  - Eggborough/J34 of M62
  - A19 corridor north of Selby
- 6.9 The study has been updated in 2010<sup>3</sup> to take account of changes in local circumstances and the economic climate, as well as additional research into market sector growth and job forecasts.

The key findings show that :

- There is evidence of a recent upturn in the local economy. While the most recent forecasts suggest an increase of 1,610 jobs over the period up to 2026<sup>4</sup>, recent announcements indicate over 900 hundred new jobs may be created in 2011 alone.
- Financial, business and insurance services are expected to experience the highest growth and remain a dominant sector within the local economy. Other growth sectors are Construction and Distribution, Hotels and Catering, which are

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<sup>2</sup> Employment Land Study, July 2007 for Selby District Council by GVA Grimley  
[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1582](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1582)

<sup>3</sup> Selby District Employment Land Refresh 2010, December 2010

<sup>4</sup> Figures taken from the Regional Econometric Model (REM) developed, maintained and managed by Yorkshire Forward. The REM is updated quarterly to reflect the changing nature of the economy.  
<http://www.yorkshirefutures.com/resources/regional-econometric-model>

set to continue to grow.

- Declining sectors within the District are forecast to be within Agriculture, Forestry and Fishing and Manufacturing and public sector employment is going to be less dominant within the local economy and there will be losses to employment within this sector.
- There is high dependency on manufacturing and the energy sector, and the expected decline in the manufacturing sector and rationalisation of traditional industries may create opportunities for redevelopment of older sites. The growth of more specialised, high technology businesses, may help offset the decline.
- Existing premises and business stock within the District confirm that there is over representation of older industrial floorspace, and a need for additional employment space to meet the needs of the modern economy including diversification into growth areas. Existing B1 type premises are also older and there have been few purpose built offices within the District.
- Increases in business stock within Selby indicate a high level of entrepreneurship. This together with the high percentage of managerial and professional groups in the resident workforce suggests a need for small business start up space, to promote sustainable development and support rural communities.

6.10 In addition the 2009 Selby Retail, Commercial and Leisure Study<sup>5</sup> suggests that there is potential for additional retail growth and job creation over the plan period, (in addition to jobs forecast in other sectors above), as well as potential for start up (Class B1) business space in both Selby and Tadcaster Town Centres, and at sustainable locations outside the centres, including small-scale provision in rural areas.

6.11 In the light of these conclusions and in order to provide a better balance between housing and employment growth the Core Strategy adopts an aspirational approach to economic growth. This is intended to:

- Provide a flexible response to market demand and an increasing workforce
- Ensure employment opportunities are focussed on the three towns while encouraging an appropriate level of jobs in rural areas, and
- Cater for inward investment as well as indigenous employment growth, including the provision of small – medium sized

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<sup>5</sup> Selby Retail, Commercial and Leisure Study (2009) for Selby District Council by Drivers Jonas  
[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1826](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1826)

premises, and larger premises for logistics and companies with specialist needs / higher value uses.

- 6.12 While considerable emphasis is placed on retaining existing employment sites and modernising and recycling existing premises, the Employment Land Study and the 2010 Update confirm that a significant number of employment sites, including some remaining (Selby District Local Plan) allocated sites are constrained in the short to medium term<sup>6</sup>.
- 6.13 Rolling forward the employment land requirement (of 21ha by 2021) identified in the 2007 ELR [Employment Land Study](#) up to ~~2026~~ 2027, produces the following desired distribution of additional employment land. This takes into account market factors, constraints on existing sites plus the fact that parts of the District, particularly Selby, remain vulnerable to major losses of traditional employment, through closure and redevelopment for housing of a number of established businesses.

**Figure 12 Employment Land Requirement**  
**Indicative Employment Land Distribution**

Location	Hectares
Selby and Hinterland	22 – 27
Tadcaster	5 – 10
Sherburn in Elmet	5 – 10
Rural Areas (including Eggborough and A19 corridor)	5
Total	37 - 52

- ~~6.13a~~ 6.14 Other than the Strategic Development Site designated in Selby, 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.

### Strategy

#### *Selby and Hinterland*

- 6.14 As the principal town in the District Selby is considered an attractive

<sup>6</sup> For further information see Economic Prosperity Background Paper BP12

Selby District ~~Submission Draft~~ Core Strategy – October 2013

- 6.15 location to live and work with a high quality of life. It benefits from good rail and road access (as well as the river's potential as an inland port and the canal). The A63 Bypass and existence of a number of large companies including logistics at Barlby, make this an attractive location for inward investment.
- 6.15 The emphasis will be on focussing higher value Business,  
6.16 Professional and Financial Services/B1 office development in and around Selby town centre and the urban periphery, with complimentary growth provided through urban renewal and intensification.
- 6.16 The higher education sector including the expansion of Science City  
6.17 York is an area of identified growth within the sub region. Selby's proximity to York and a connection with Science City York could benefit the District and generate employment and growth.
- 6.17 As it is envisaged that the bulk of additional employment land will be  
6.18 required in Selby, and in view of the limited availability of local sites a strategic employment site has been identified as part of a mixed housing /employment expansion to the east of the town in the area contained by the River Ouse and Selby Bypass<sup>7</sup>.
- 6.18 Approximately 23 ha of land is intended to be brought forward in the  
6.19 period up to ~~2026~~ 2027 to accommodate a combination of business (Class B1), general industrial (Class B2), warehousing (Class B8) and higher value commercial uses. There will also be scope for the existing freight distribution business to expand, and for continued growth after ~~2026~~ 2027. Additional information concerning the strategic employment site is provided in Chapter 5 and in a separate background paper<sup>8</sup>.
- Tadcaster**
- 6.19 Tadcaster is well connected to both York and Leeds City Region.  
6.20 Finance and insurance sector businesses are represented in the town and ~~additional sustainable employment growth is desirable to serve both the town and surrounding rural area.~~ , which is a key growth sector for the District and should be capitalised upon. However there have been very few employment developments within the Tadcaster labour market area and sustained employment growth through further development within this area of District should be encouraged.
- 6.20 Tadcaster is also seen as a suitable location for knowledge based  
6.21 employment activity, complementary to Selby.
- 6.20a The Retail Commercial and Leisure Study (2009) identified high levels  
6.22 of vacancy rates within the town centre. The needs of the finance and insurance sector require smaller to medium sized unit space. With the floorspace requirements of this growth sector combined with the high

<sup>7</sup> See Policy ~~CP2-SP5~~ (The Scale and Distribution of Housing) and Policy ~~CP2A SP7~~ (Strategic Development Site – Olympia Park).

<sup>8</sup> Background Paper No. 7, Strategic Development Sites

vacancy rates, it is anticipated that there will be a high level of 'churn' within the town centre. In addition, the supporting evidence base recognises that existing business stock is older and may not be fit for purpose and that there is a need for additional employment floorspace to meet the needs of a modern economy.

### **Sherburn in Elmet**

- ~~6.21~~  
6.23 Sherburn in Elmet has experienced relatively high levels of employment development in recent years. Its proximity to Leeds City Region and the A1M has meant that it has experienced growth in manufacturing and distribution sectors. Employment growth within these sectors is set to continue throughout the plan period. The existing concentration of employment land catering for these sectors could be considered for intensification. There are also opportunities to modernise and upgrade existing employment floorspace through the renewal and refurbishment of older premises on large and regionally significant employment estates on the eastern side of the town.
- ~~6.22~~  
6.24 More recently there are indications that the market will support the provision of additional employment land and premises, particularly following the creation of 800 jobs through the take up of empty warehouse space by a national retailer for a regional distribution centre.
- ~~6.22a~~  
6.25 Sherburn has recent history of employment growth in the manufacturing and distribution sectors. Whilst manufacturing is set to decline, there is evidence in the Local Economic Assessment that historically Selby District has not been as badly affected as elsewhere in the region or nationally. The distribution sector is set to continue to expand and recent market conditions indicate that Sherburn is well placed to benefit from this growth.
- ~~6.22b~~  
6.26 Existing Distribution Units at Sherburn have been built to the requirements of this sector, requiring large storage spaces and access for numerous HGVs. The nature of this sector is therefore 'land hungry' and any future allocations may need to take these needs into consideration.

### **Rural Areas and Rural Diversification**

- ~~6.25a~~  
6.27 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.
- ~~6.25b~~  
6.28 While it is important that economic growth is concentrated on Selby and the Local Service Centres, it is also important that sustainable 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 in rural areas for suitable employment purposes, the 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.

- ~~6.23~~  
6.29 Outside Selby and the Local Service Centres, a continuing need for sustainable 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~~  
6.30 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 Local Plan.
- ~~6.25~~  
6.31 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~~  
6.32 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 national policy<sup>9</sup> as a prominent contributor to economic prosperity. Supporting the energy sector will assist in reinvigorating, expanding, and modernising the District's economy.
- ~~6.27~~  
6.33 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 report<sup>10</sup> 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

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<sup>9</sup> Energy White Paper 2007, Low Carbon Transition Plan 2009 and emerging Energy Bill 2012

<sup>10</sup> Department for Business and Skills, 'Low Carbon and Environmental Goods and Services: an industry analysis Update for 2008/09' Innovas Solutions Ltd, March 2010



*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

- 6.34 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~~  
6.35 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).
- ~~6.30~~  
6.36 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~~  
6.37 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~~ Local Plan.
- 6.38 Employment development outside the Designated Service Villages will be carefully assessed against development management, environmental and highways criteria, to ensure proposals are sustainable and considerable weight is 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~~ SP3

**Policy ~~CP9~~ SP13      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.**
- 2.      Within this total, providing for including 23 ha of employment land as part of a-the Olympia Park mixed strategic housing/employment expansion site 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 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** and allocated **employment 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 (on both Greenfield and Previously Developed Sites) which brings sustainable economic growth through local employment opportunities or expansion of businesses and enterprise will be supported, including for example**

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

~~ix. Supporting the re-use of 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.~~

1. **The re-use of existing buildings and infrastructure and the development of 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. **Rural tourism and leisure developments, small scale rural offices or other small scale rural development.**
5. **The retention of local services and supporting development and expansion of local services and facilities in accordance with Policy CP11 SP14.**

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

## Rural Diversification

### Introduction

6.32 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. The quality of agricultural land within the District supports an agricultural industry of national importance, which will continue to be supported. Nevertheless employment opportunities within agriculture and associated employment have declined over the years and are forecast to continue to decline. One objective of the Strategy is to support rural regeneration by diversifying and strengthening the rural economy.

6.33 Maintaining existing businesses and encouraging new businesses helps diversify rural employment opportunities, maintain the viability of smaller settlements and reduce the need for local people to travel longer distances to work. Policy CP10 outlines the principles for the location of new employment in rural areas, having regard to the sensitive nature of the local environment.

### Context

6.34 Rural regeneration remains a strategic planning priority. PPS4 (Planning for Sustainable Economic Growth), indicates that LDFs should:

- Support diversification for business purposes that are consistent in their scale and environmental impact with their rural location while strictly controlling economic development in open countryside away from existing settlements.
- Support the conversion and re-use of appropriately located and suitably constructed existing buildings in the countryside.
- Seek to remedy any deficiencies in local shopping and other facilities to serve peoples day to day needs and help address social exclusion.
- Where appropriate support equine enterprises providing for a range of suitably located recreational and leisure facilities and the needs of training and breeding businesses that maintain environmental quality and countryside character.
- Support the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres balance against protecting landscapes and environmentally sensitive sites.

## Relevant Strategic Objectives

2, 3, 4, 7, 8, 9, 12 and 13

- 6.35 ~~Core Strategy Objectives 3 and 4 recognise the importance of minimising the need to travel and commute in order to access services and employment. This is especially relevant in the rural part of Selby District where access to local employment opportunities, and support for rural diversification are currently limited.~~
- 6.36 ~~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 within their curtilages, the redevelopment or re-use of rural buildings for suitable employment purposes, as well as farm diversification activities. Homeworking, where this constitutes “development” and requires planning permission will also be supported where this represents a viable and sustainable life choice, which benefits the individual as well as the environment. Proposals for appropriate forms of recreation and tourism activity will also be encouraged.~~
- 6.37 ~~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.~~

#### **Policy CP10 Rural Diversification**

**Proposals for rural diversification will be supported where this would entail:**

- a) The extension or re-use of existing appropriately located and suitably constructed premises within the existing curtilage of the property,**
- b) Farm diversification enterprises for business purposes, or**
- c) Recreation and tourism activity.**

**Development should not harm the rural character of the area, be appropriate in scale and type to a rural location, and positively contribute to the amenity of the locality.**

**In Green Belt, development must conform to national Green Belt policies.**

## Town Centres and Local Services

~~6.38~~  
6.39 The maintenance and enhancement of the role of the town centres within the District, as a focus for activities is fundamental to the achievement of sustainable development. As well as providing shopping facilities, the centres also meet community and visitor needs with vital services and facilities. The need for diversity and the ability to offer a range of choice in an attractive, locally distinctive environment is essential for ensuring the vitality and viability of town and other centres in line with national planning policy.

### Context

~~6.39~~ Planning Policy Statement 4 (~~Planning for Sustainable Economic Growth~~) sets out detailed policies for town centres and retail development in both urban and rural areas, which:

- ~~• focus economic growth and development in town centres~~
- ~~• aim to remedy deficiencies in provision in areas with poor access to facilities~~
- ~~• promote genuine choice to meet the needs of all the community, and~~
- ~~• provide a sense of place and conserve the historic and architectural heritage of centres~~

6.40 The National Planning Policy Framework (NPPF) sets out that, to ensure the vitality of town centres planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. In drawing up Local Plans, local planning authorities should:

- recognise town centres as the heart of their communities and pursue policies to support their viability and vitality;
- define a network and hierarchy of centres that is resilient to anticipated future economic changes;
- promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres; and
- where town centres are in decline, local planning authorities should plan positively for their future to encourage economic activity.

The Core Strategy is compliant with ~~the NPPF these policies (which are not duplicated here)~~, and which will also be taken into account when determining planning applications.

### Local Issues

- 6.40 The Councils corporate priorities and the Sustainable Community  
6.41 Strategy aim to protect the environment, promote prosperity and support developing sustainable communities. Developing our three market towns and surrounding rural areas; revitalising town centres; diversifying the economy; aiming to achieve smart growth; and improving the image of the area are central to the Council's ambitions.

### Relevant Strategic Objectives

1, 2, 3, 7, 8, 9, 10 and 13

- 6.41 The Retail, Commercial and Leisure Study<sup>11</sup>, underpins the Council's  
6.42 approach to future planning for retail and service activities; which is to strengthen the role of each of the existing centres in Selby, Sherburn in Elmet and Tadcaster within the established retail hierarchy while supporting more localised facilities.
- 6.43 The 2009 Study assessed the need for further development for retail, commercial and leisure uses up to 2026. It also assessed deficiencies in current provision and the capacity of existing centres to accommodate new development. It provides the evidence for the strategic level policy (GP14 SP14) in the Core Strategy in relation to the retail hierarchy of the three main centres in the District. It will be also used as a starting point for developing more detailed site-specific and development management policies in further DPDs (for example reviews of the designated town centre boundaries currently established in the Selby District Local Plan) in association with any further updates. In the meantime the Study (or an update) can also be utilised by applicants and the Council when considering new town centre uses proposals.
- 6.42 The vision for established town centres and local facilities, across the  
6.44 retail hierarchy<sup>12</sup> is as follows:

### Selby

- 6.43 Selby is at the top of the District's retail hierarchy and performs the  
6.45 role of a major district centre within the region. As the District's Principal Town it will be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.

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<sup>11</sup> Selby District Retail, Commercial and Leisure Study (October 2009) Drivers Jonas for the District Council [http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1826](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1826)

<sup>12</sup> See also Economic Prosperity Background Paper BP12 for further information.

Selby District ~~Submission Draft~~ Core Strategy – October 2013

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- 6.44  
6.46 Selby provides for a wide range of services and facilities for the local community and surrounding rural catchment as well as for the workforce and visitors. It has the highest market share and level of retail provision, providing a key retail destination for the central, southern and eastern parts of the District.
- 6.45  
6.47 The town provides an attractive shopping area based on an interesting historic street pattern and including numerous listed buildings and a number of conservation areas. The streetscape around Selby Abbey is particularly noteworthy. However with the exception of Selby Park, adjacent to the centre and river frontage locations, there is generally limited green space, and street furniture.
- 6.46  
6.48 Whilst some areas provide a pleasant shopping environment other parts have low quality signage and there are some vacant units. Some pedestrianised purpose built shopping areas are provided to the north and south of Gowthorpe, the main shopping street.
- 6.47  
6.49 There is a variety of national multiple retailers and local independent traders as well as larger supermarkets (Morrisons, Tesco and Sainsbury's). Some streets have become service dominated although there are a number of cafes with outside seating providing animation to the street scene. A number of offices (albeit in older converted properties) and dwellings complement the retail and service uses.
- 6.48  
6.50 Although vacancy levels are higher than the national average, over the past decade the ranking of Selby has improved and it performs well against other comparable centres in the region. It has good signs of vitality and viability.
- 6.49  
6.51 The Rive Ouse is a key feature of the town, running parallel to one of the shopping streets. The provision of modern flood defences and recent regeneration schemes, combined with long term plans for the creation of a linear park is having a positive effect on the local environment.
- 6.50  
6.52 The market town character, and the prominent Abbey, combined with recent regeneration schemes create an attractive environment which should be used as a foundation for new investment to ensure the health of the town centre is sustained and enhanced.
- 6.51  
6.53 There is capacity to plan for additional comparison floorspace to improve market share together with additional leisure facilities in Selby. There is no evidence to support additional convenience floorspace. Rather than providing for new commercial floorspace in the town centre, there should be a focus on improving the existing provision of B1 uses. The quality of the purpose built and accessible office space in existing office park locations should be maintained. It may not be possible to physically accommodate additional B1 floorspace to meet identified demand for bespoke office



development<sup>13</sup> within the existing town centre and proposals for such uses outside of the town centre must accord with national guidance.

### **Tadcaster**

- ~~6.52~~ 6.54 Tadcaster provides essential services and facilities for the immediate needs of the local community and surrounding rural areas in the north western part of the District and beyond the District boundary, serving adjoining parts of Harrogate, Leeds and York Districts.
- ~~6.53~~ 6.55 The town is environmentally attractive with high quality, historic streetscape and large well-maintained areas of open space. However, it is not considered vibrant as there are a high number of vacant units and visitor numbers are low due to the limited variety of consumer choice.
- 6.56 **Historically, there have been a number of regeneration schemes proposed for Tadcaster town centre, by the Council, landowners and the community. Unfortunately none of these has come to fruition. However the Council remains committed to the regeneration of the town centre and is willing to collaborate with other parties to support delivery of the Core Strategy objectives in this respect.**
- ~~6.54~~ 6.57 Tadcaster town centre is largely dominated by service and administrative uses and a significant under-representation of convenience and comparison retailing. There is little competition in terms of variety and number of different retailers and distinct gaps in retail provision. There is a lack of national retail and leisure operators. However; although the retail offer is limited, it is distinctive with small scale independent businesses.
- ~~6.55~~ 6.58 The centre has high and long term vacancy rates despite high interest in floorspace within the town. The inability to convert potential demand into take up has serious implications for the health of the centre and future vitality and viability.
- ~~6.56~~ 6.59 Given the underperformance of existing facilities there is no justification for a major increase in comparison goods floorspace in Tadcaster and there is potential for only limited additional convenience goods retailing. The key to the future of Tadcaster is to protect the existing retail, commercial and leisure offer and to seek to ~~improve the level of~~ reduce vacancy rates and expand the diversity of the range of town centre uses.

### **Sherburn in Elmet**

- ~~6.57~~ 6.60 Sherburn in Elmet functions as a Local Service Centre providing essential convenience retail, and other services and facilities for the immediate needs of the local community, South Milford and surrounding rural areas. It has a vibrant centre with successful local

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<sup>13</sup> from the Employment Land Refresh 2010 - see Economic Prosperity Background Paper BP12

businesses with a good night time economy. It has high occupancy levels with generally high environmental quality (but with limited street furniture and green space).

- ~~6.58~~  
6.61 The industrial estates situated on the edge of the town provide positive effects for the town centre, for example by supplementing lunch time trade, but this also create problems with car parking and general congestion.
- ~~6.59~~  
6.62 To ensure the centre remains healthy into the future there is a need to diversify the uses, protect existing retail, commercial and leisure offer as well as plan for a modest increase in comparison floorspace in order to increase local market share. However, the scale of development needs to be effectively controlled in order that it retains its appropriate place in the retail hierarchy; and it is inappropriate to plan for major retail-led growth.
- ~~6.60~~  
6.63 In tandem with further housing and employment development at Sherburn in Elmet, it is critically important that there is sufficient infrastructure and facilities in place to cater for any growth.

#### **Local Shops and Services Outside Established Town Centres**

- ~~6.61~~  
6.64 The District is characterised by a large number of villages varying in size and levels of services and facilities. There are also a number of local shops and services located outside the established town centres in Selby, Sherburn in Elmet and Tadcaster. These provide a range of local shops and services for day-to-day needs to help support sustainable communities<sup>14</sup>.
- ~~6.62~~  
6.65 The protection of the vitality and viability of these local centres is important by restricting the loss of retail floorspace and preventing inappropriate change from existing facilities. ~~PPS4~~ [The NPPF](#) provides a range of development management [considerations and the Core Strategy Policy SP14 includes relevant strategic development management criteria](#) ~~policies with that objective and it is not considered necessary to repeat national policy within this core strategy.~~ Further detailed local policies may be developed through future ~~DPDs~~ [Local Plan documents](#).
- ~~6.63~~  
6.66 The Core Strategy establishes the general direction of retail and town centre policy and the spatial vision for the three town centres and remaining villages in the District. Annual monitoring and updating of town centre health checks will be undertaken to check progress of the implementation of the policy.
- ~~6.64~~  
6.67 The following policy outlines the broad principles for town and village centres. The Core strategy seeks to protect the future health as well as the existing hierarchy and roles of all the District's centres, including promoting appropriate growth in the town centres and protecting existing facilities from inappropriate change. The Council

<sup>14</sup> See Figure 6 Key Diagram for settlement hierarchy

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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wishes to seek to remedy deficiencies in local shopping and other facilities to help promote social inclusion.

## **Policy CP14 SP14 Town Centres and Local Services**

### **A. Spatial Strategy**

The health and wellbeing of town centres, and local shopping facilities and services will be maintained and enhanced by:

#### **Selby Town Centre**

- Focussing town centre uses on Selby including retail, commercial, leisure, entertainment, food and drink, offices, hotels, indoor sports, recreation, and arts and cultural uses.
- Promoting the continued renaissance of the town centre through environmental improvements, **planned** floorspace increases, and by diversifying the range of activities present.

#### **Sherburn in Elmet and Tadcaster Town Centres**

- Strengthening the role of Sherburn in Elmet and Tadcaster by encouraging a wider range of retail, service, and leisure facilities, to meet the needs of the local catchment area, provided proposals are of an appropriate scale and would not have a detrimental affect on the vitality and viability of Selby town as the main focus for town centre uses.

#### **Tadcaster**

- ~~Promoting and enhancing the attractive historic core in association with future retail proposals.~~
- **Promoting the regeneration of the town centre**
- **Protecting and enhancing the attractive historic core.**

#### **Sherburn in Elmet**

- Securing improved infrastructure and services, including a modest increase in retail floorspace, to support expanding employment activity and housing growth. This may entail an extension to and /or remodelling of the existing centre.

#### **Local Shops and Services Outside Established Town Centres**

- Supporting local shops and services, including village shops and services, by resisting the loss of existing facilities and promoting the establishment of new facilities to serve **the day-to-day needs of existing communities and the planned growth of communities.**

## **B. Strategic Development Management**

The role and performance of the existing town centres of Selby, Tadcaster and Sherburn in Elmet will be strengthened, by:

- a) Ensuring proposals comply with national policy to protect existing retail, service and leisure facilities and provide for the expansion and diversification of town centre uses within the established retail hierarchy;
- b) Focussing proposals for offices within the defined town centres or in office park locations subject to the sequential approach in ~~PPS4~~ the NPPF and as defined in site specific ~~DPDs~~ Local Plan documents;
- c) Requiring all proposals within town centres to provide a high quality, safe environment and environmental improvements;
- d) Ensuring new developments facilitate improved accessibility to the centres for all users including cyclists, pedestrians, those with special mobility needs and by public transport;
- e) Effectively managing off-street parking; and
- f) Identifying development opportunities through site specific ~~DPDs~~ Local Plan documents.

## 7. Improving the Quality of Life

### Introduction

- 7.1 The Planning System has an important role to play in controlling the quality of both the built and natural environment. Selby District contains a range of important environmental assets including listed buildings, conservation areas, wildlife habitats and a range of landscapes. It is equally important to promote the health and wellbeing of existing communities.
- 7.2 In order to deliver the Council's vision for the area in a sustainable manner the Core Strategy seeks to enable the District and its residents to both mitigate and adapt to the future impacts of climate change. This is particularly important in Selby District that has significant areas that are at risk of flooding. The Core Strategy policies aim to reduce greenhouse gas emissions and protect resources, whilst providing opportunities to exploit realistic alternatives to 'fossil fuels' by promoting renewable energy (which will also combat fuel poverty and improve our energy security in the longer term).
- 7.3 Not only do policies seek to protect and enhance the District's assets, but all new development will be expected to contribute to improving the quality of life of residents through high quality design that is appropriate in its context and exploits opportunities to enhance local character and the way areas function.

## Tackling Climate Change and Promoting Sustainable Patterns of Development

### Introduction

- 7.4 There is an overwhelming body of scientific evidence that indicates that climate change is a serious and urgent issue. And whilst there are some remaining uncertainties about eventual impacts, the evidence is now sufficient that central Government is giving clear and strong guidance to policy makers about the pressing need for action.
- 7.5 Emissions of greenhouse gases, particularly carbon dioxide, are the main cause of climate change. Energy use in buildings accounted for nearly half of emissions in 2005 and more than a quarter came from energy we use in heat light and to run our homes.
- 7.6 Energy security is also an important challenge. Many of the measures to cut carbon emissions also contribute to creating a healthy diversity of energy supply and addressing fuel poverty through lower bills for householders. The national 'Fuel Poverty Strategy' targets the three main factors that influence fuel poverty – household energy efficiency, fuel prices and household income. Core Strategies can seek to influence one of these strands - improving energy efficiency.

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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- 7.7 The planning system can address the causes and potential impacts of climate change by promoting policies which reduce energy use, promote energy efficiency, reduce emissions (including CO<sub>2</sub>), and promote renewable and low carbon energy use. These objectives may also be achieved by influencing the location and design of development and promoting sustainable and inclusive patterns of urban and rural development.
- 7.8 Reduction of carbon dioxide emissions is one of the main elements of the climate change agenda, but preparing for the effects of climate change is just as important. Climate change is likely to have a range of impacts including higher summer temperatures and increased risk of flooding and droughts. The key message is that new developments should be low-carbon development and well adapted to the impacts of climate change.
- 7.9 The Core Strategy will set the vision for the District in the light of particular local circumstances and future ~~DPDs~~ [Local Plan documents](#) will address development management issues through more detailed criteria based policies and guidance.

**Context**

- 7.10 The Climate Change Background Paper<sup>1</sup> provides the wider justification and evidence for the inclusion of a suite of climate change and renewable energy policies within the Core Strategy. Summaries of, and full references to the documents referred to below are contained in that Paper.

*National Policies and Strategies*

- 7.11 The need for action to offset climate change is firmly embedded in national planning policy. In particular, ~~PPS1 (Delivering Sustainable Development), the Supplement to PPS1 (Planning and Climate Change), PPS22 Renewable Energy (and its Companion Guide),~~ [the National Planning Policy Framework \(NPPF\)](#) and the Planning and Energy Act 2008<sup>2</sup> all promote the provision of energy from renewable and/or low carbon sources. [In determining planning applications, the NPPF sets out that local planning authorities should expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.](#) Wider issues of energy security, reducing fuel poverty, diversity of supply and energy efficiency, are raised in the Energy White Paper<sup>3</sup>.

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<sup>1</sup> Climate Change and Sustainable Development Background Paper No.8

<sup>2</sup> [And emerging Energy Bill 2012](#)

<sup>3</sup> Energy White Paper, 2007 Meeting the Energy Challenge:

[http://www.decc.gov.uk/en/content/cms/legislation/white\\_papers/white\\_paper\\_07/white\\_paper\\_07.aspx](http://www.decc.gov.uk/en/content/cms/legislation/white_papers/white_paper_07/white_paper_07.aspx)



- 7.12 More recently the UK Low Carbon Transition Plan (2009) and UK Renewable Energy Strategy (2009) seek to deliver emission cuts and suggest that the planning system must play a central role in supporting the deployment of renewable energy. The Strategy also promotes clean coal technology including carbon capture and storage (CCS) especially in key areas, such as Yorkshire and Humber.

*Carbon Dioxide Emissions*

- 7.13 Fossil fuels play a vital role in providing energy in the UK and globally. In the UK, DECC<sup>4</sup> wants to be able to maintain fossil fuels as part of a diverse and secure low-carbon energy mix. However, to avoid dangerous climate change, action is needed to substantially reduce the carbon dioxide emissions for these sources. Development and deployment of Carbon Capture and Storage (CCS) has the potential to reduce the CO<sub>2</sub> emissions from power stations by around 90%, and make a significant contribution towards the UK and international climate change goals.

*Design and Energy Efficiency*

- 7.14 Whilst building standards for insulation and energy efficiency are not directly within the remit of the planning system, the Council, when considering development proposals will take into account the need to utilise energy efficient designs for all aspects including layout (e.g. orientation and passive solar energy).

*Biodiversity*

- 7.15 Climate change is one of the main drivers of biodiversity loss; however, biodiversity can also contribute to climate change mitigation and adaptation. The England Biodiversity Strategy seeks to ensure biodiversity considerations become embedded in all main sectors of public policy. Increasing the resilience of ecosystems will help the widest range of biodiversity to survive and adapt to climate change. Protection and creation of habitats (see also Policy CP15 SP18) will assist in achieving these aims.

- 7.16 Locally, the Yorkshire Wildlife Trust is identifying priority 'Living Landscapes', which seek to provide connectivity between important areas of wildlife which will improve the resilience of habitats and wildlife to climate change.

*Water Resources*

- 7.17 Climate change may put pressure on water resources and could impact on water quality due to the reduced ability of surface and ground water sources to dilute pollution. Due to historic over-abstraction there are significant pressures on water resources throughout the District. Protection of this resource may influence the location of certain development within the District, particularly uses which have a need for large quantities of water such as industrial processing or cooling.

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<sup>4</sup> [http://www.decc.gov.uk/en/content/cms/what\\_we\\_do/uk\\_supply/energy\\_mix/ccs/ccs.aspx](http://www.decc.gov.uk/en/content/cms/what_we_do/uk_supply/energy_mix/ccs/ccs.aspx)



### *Local Policies and Strategies*

- 7.18 The Council's Sustainable Community Strategy contains a key theme on Climate Change and the Environment which, amongst other things, seeks to protect the natural environment in respect of special character and wildlife habitats, and improve and protect the quality of air, land and water in the District for local benefit, and to help reduce the negative effect of climate change. It expects Local strategies to focus on: reducing and mitigating against flood risk; promoting energy conservation and domestic sources of renewable fuels; encouraging local power stations in the responsible use of renewable fuels; and contributing to the regional targets<sup>5</sup> for renewable energy.
- 7.19 The Council is a signatory to the Nottingham Declaration on Climate Change, which commits the Council to contributing to the delivery of the national climate change programme, preparing a plan with the local community to address the causes and effects of climate change, reducing its own emissions, encouraging all sectors of the local community to reduce their own emissions, working with key providers to adapt to changes, and providing opportunities for renewable energy generation within the area. The Council's own Climate Change Strategy also includes a number of detailed action plan targets.

### ***Relevant Strategic Objectives***

3, 6, 7, 8, 14, 15 and 16

### **Local Issues**

- 7.20 The primary issues facing Selby District are how to ensure that sustainable patterns of development are promoted, which will contribute to mitigation of the effects of climate change and adaptation to such changes. In addition to the key objectives already outlined in Section 3, the key local issues are:
- Energy generation
  - Protection of groundwater
  - Flood risk management
  - Minimising travel growth

### ***Energy Generation***

- 7.21 Drax and Eggborough power stations contribute significantly to the District green house gas emissions and as this power generation

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<sup>5</sup> [NB. The regional targets were embodied in the Regional Strategy which has now been revoked.](#)

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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accounts for most of the District's emissions, we are unlikely to meet reduction targets. However, Government energy policy has highlighted security of supply issues arising from planned closures of a number of older coal-fired and nuclear power stations in the period to 2020, requiring greater reliance on continuing use of fossil fuelled generating plants and new investment in renewable and low carbon forms of energy generation. Implementation of this policy is demonstrated at Drax by the co-firing of biomass and the proposals to develop a biomass fuelled electricity generating plant. The policy recognises that energy is vital to economic prosperity and social well-being and so it is important to ensure the country has secure and affordable energy.

- 7.22 These existing fossil fuel power stations in the District play a vital role in providing energy as part of a diverse and secure energy mix (in addition to their economic role supporting local jobs and services). As such the Government's aim to reduce carbon emissions through the promotion of 'clean coal technologies', such as carbon capture and storage (CCS)<sup>6</sup> will be a key issue for Selby over the plan period and beyond. While it should be recognised that CCS is a developing technology and not currently applicable on a commercial scale, the Government has recently announced it is committed to four commercial-scale CCS projects and money is to be made available for the first commercial scale CCS demonstration project.
- 7.23 Nonetheless, clean coal technologies/CCS will be generally supported in line with national policy, where appropriate alongside other lower carbon schemes and environmental improvement schemes at the District's power stations.

**Groundwater**

- 7.24 The District contains significant groundwater supplies including both the Sherwood Sandstone aquifer and the Magnesian Limestone aquifer (which provides a vital water supply for the brewing industry in and around Tadcaster). There are also a number of wells for potable water abstraction in the southern part of the District which form part of a larger well-field for public supply. This water resource is already over-committed.
- 7.25 In some areas the protective drift material is missing and therefore the public water supply is very susceptible to contamination. Consideration must be given to the protection of water quality and prevention of pollution to the ground water supply.
- 7.26 Climate change will lead to drier summers and wetter winters, increased flood risk in winter and a longer growing season. This will put increased pressure on related infrastructure and water resources. There is therefore a need to protect existing resources and encourage water conservation measures and encourage water efficiency to help

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<sup>6</sup> See Climate Change and Sustainable Development Background Paper BP8 for more information about technologies and the background for [CP12](#), [CP13](#) and [CP14](#) [Policies SP15](#), [SP16](#) and [SP17](#)

the District adapt to climate change and ensure sufficient water resources to meet its needs.

### **Flood Risk Management**

- 7.27 Risk of flooding is a major issue for Selby District<sup>7</sup>. The Council's Level 1 Strategic Flood Risk Assessment (L1SFRA) shows that significant flood risks exist across relatively large areas of the District, which primarily affects Selby, and a number of villages.
- 7.28 As a significant number of potential development sites in Selby and other sustainable locations fall within higher flood risk areas, a ~~PPS 25~~ 'Sequential Test' and a Level 2 Strategic Flood Risk Assessment have also been undertaken<sup>8</sup>. The Sequential Test reveals that Sherburn in Elmet, Tadcaster and a number of the larger villages are relatively unconstrained in flood risk terms and can accommodate additional growth on low flood risk land. Selby is however relatively constrained and the Level 2 SFRA demonstrates how the impacts of potential flooding on the Olympia Park Strategic Development Site can be satisfactorily minimised and mitigated<sup>9</sup> without increasing flood risk elsewhere.
- 7.29 The District's susceptibility to flooding also provides opportunities unique to the area. For example, flood waters can be accommodated without harm to the built environment by creating natural flood water sinks such as wet woodlands, reedbeds and low lying pastures in flood risk areas. This both helps to prevent flooding and creates a wider range of natural habitats. The incorporation of SuDS promotes groundwater discharge; a particular local issue in this over-abstracted area as well as reducing run-off thus the risk of flooding. And where SuDS are designed to increase the value for wildlife, this enhances biodiversity resilience to climate change.

### **Minimising Travel Growth**

- 7.30 One of the overriding objectives of the Core Strategy is to minimise the need to travel particularly in view of current high levels of out-commuting. The economic prosperity and housing land supply policies tackle this issue by directing new development to the most sustainable locations and by supporting Selby, Sherburn in Elmet and Tadcaster as hubs for rural economies, community and social infrastructure.
- 7.31 A complementary mechanism for reducing the need to travel is to encourage developers to provide a range of sustainable travel options through Travel Plans and Transport Assessments (in conformity with prevailing guidance). Active traffic management and integrated demand management interventions are preferred to capacity improvements. ~~The~~

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<sup>7</sup> See Figure 6 Key Diagram for indication of extent of areas of high flood risk, Zone 3

<sup>8</sup> Selby Strategic Flood Risk Assessment (SFRA)

<sup>9</sup> For further information see Background Paper No. 7 Strategic Development Sites

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

~~Council will also actively contribute to the preparation of the Third North Yorkshire Local Transport Plan (LTP3) and successor documents. The Council has actively contributed to the Third North Yorkshire Transport Plan (LTP3).~~

- 7.32 Despite the Core Strategy approach to reduce the need to travel, it is inevitable that some travel will always occur. Wherever possible, modern technology should be incorporated in to developments to reduce the impacts of development. Most recently the availability of electric cars means that charging points will become more widespread, and provision of these or other new technologies is encouraged.
- ~~7.32~~ 7.33 The generally level terrain of the District lends itself to cycle use and the District is crossed by two National Cycle Routes (Route 65 – part of the Trans-Pennine Trail through Selby between Hull and Middleborough and; Route 66 through Tadcaster between Hull and Manchester via York). The focus of development on the main towns and Designated Service Villages, especially near to Selby itself, provide considerable scope for promoting cycling journeys for both work and pleasure through the construction of dedicated cycle lanes and provision of cycle facilities as part of new developments.
- ~~7.33~~ 7.34 The Core Strategy can contribute to the objectives of tackling climate change and promoting sustainable development in a number of ways and these are cross cutting though all the Core Strategy policies. The following over-arching policy is intended to ensure development is sustainably located and that the design and layout of development reflects sustainable development principles, in a way which will minimise and mitigate the potential impacts of climate change.
- ~~7.34~~ 7.35 The consideration of climate change issues will form an integral part of the site selection criteria when the Council promotes development options as part of the Site Allocations ~~DPD~~ Local Plan (and more detailed requirements for assessing planning application through polices in the Development Management ~~DPD~~ Local Plan).

**Policy CP12 SP15 Sustainable Development and Climate Change**

**A. Promoting Sustainable Development**

~~To address the causes and potential impacts of climate change, the Council will:~~ **In preparing its Site Allocations and Development Management ~~DPDs~~ Local Plans, to achieve sustainable development, the Council will:**

- a) Direct development to sustainable locations in accordance with Policy CP1 SP2;
- b) Give preference to 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;**

- c) **Achieve the most efficient use of land without compromising the quality of the local environment;**
- d) **Ensure that development in areas of flood risk is avoided wherever possible through the application of the sequential test and exception test; and ensure that where development must be located within areas of flood risk that it can be made safe without increasing flood risk elsewhere;**
- e) **Support sustainable flood management measures such as water storage areas and schemes promoted through local surface water management plans to provide protection from flooding; and biodiversity and amenity improvements.**
- f) **Ensure development proposals respond to land characteristics to minimise risks of erosion, subsidence and instability, and to exploit opportunities for reclamation and reinstatement of contaminated land.**

**B. Design and Layout of Development**

In order to ensure development contributes toward reducing carbon emissions and are resilient to the effects of climate change, schemes should **where necessary or appropriate:**

- a) **Improve energy efficiency and minimise energy consumption through the orientation, layout and design of buildings and incorporation of facilities to support recycling;**
- b) **Incorporate sustainable design and construction techniques, including for example, solar water heating storage, green roofs and re-use and recycling of secondary aggregates and other building materials, and use of locally sourced materials;**
- c) **Incorporate water-efficient design and sustainable drainage systems which promote groundwater recharge;**
- d) **Protect, enhance and create habitats to both improve biodiversity resilience to climate change and utilise biodiversity to contribute to climate change mitigation and adaptation;**
- e) **Include tree planting, and new woodlands and hedgerows in landscaping schemes to create habitats, reduce the 'urban heat island effect' and to offset carbon loss;**
- f) **Minimise traffic growth by providing a range of**

**sustainable travel options (including walking, cycling and public transport) through Travel Plans and Transport Assessments and facilitate advances in travel technology such as Electric Vehicle charging points;**

**g) Make provision for cycle lanes and cycling facilities, safe pedestrian routes and improved public transport facilities; and**

**h) Incorporate decentralised, renewable and low-carbon forms of energy generation (in line with Policy CP13 SP16 and Policy CP14 SP17).**

## Improving Resource Efficiency and Renewable Energy

### National Context

~~7.35~~  
7.36 National Planning Guidance in [the NPPF PPS22 \(Renewable Energy\)](#), the Companion Guide to PPS1, and PPS1 (Delivering Sustainable Development) establishes the requirement to; reduce energy use; promote water efficiency; reduce emissions, promote renewable energy use and increase development of renewable energy.

~~7.36~~  
7.37 Most recently, The 2009 UK Renewable Energy Strategy and The UK Low Carbon Transition Plan 2009 explicitly require the planning system to support carbon reduction, and secure energy generation from renewable sources. This includes energy generated from dedicated biomass fuelled power stations, co-firing with coal and clean coal technologies.

~~7.37~~  
7.38 From 2016 all new homes are intended to be zero carbon and new non-domestic buildings should be zero carbon from 2019. More demanding mandatory requirements for new homes to meet the 'Code for Sustainable Homes' standards are also being introduced alongside the development of standards such as BREEAM ratings for commercial buildings<sup>10</sup>. These proposals will be supported by planned changes in the Building Regulations.

### Relevant Strategic Objective

12, 15, 16 and 17

### Local Context

~~7.38~~  
7.39 Planning permissions have been granted for a number of renewable energy schemes including wind turbines and energy from waste, some of which are already operational. For example Rusholme Windfarm has

<sup>10</sup> See Background Paper 8 Climate Change and Sustainable Development, for further information on the Code and BREEAM



*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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capacity to generate 24 MW of electricity and the Selby Renewable Energy Park could produce up to 6 MW when fully functioning.

~~7.39~~  
7.40 Recovering energy from waste adds value before final disposal (after other opportunities for recycling or composting have been explored). The North Yorkshire County Council, as Waste Disposal Authority would deal with any planning applications for energy from waste schemes. Developments would be considered against the saved policies in the Waste Local Plan until such time as they are replaced by the emerging Waste ~~Core Strategy~~ **Local Plan**, due for Adoption in December 2013.

7.40  
7.41 Both Eggborough Power Station and Drax Power Station produce energy from co-firing biomass. Drax Power has received planning permission for additional biomass handling equipment and infrastructure which will provide the capability to deliver a target of 500 MW (i.e. 12.5% of its output) from renewable fuels. In addition, Drax has applied to the Department of Energy and Climate Change for permission to build a dedicated biomass-fired renewable energy plant on land adjacent to Drax power station capable of producing nearly 300 MW of grid-connected electricity.

7.41  
7.42 In the light of known planned schemes, and the existence of local coal mines and traditional coal fired power stations, Selby District is particularly well placed to exploit opportunities for carbon capture, clean coal technology and coal bed methane as well as potential for appropriate biomass, energy from waste and combined heat and power.

7.42  
7.43 Proposals for carbon capture and storage (clean coal technology) may be of such a scale as to be determined at national level rather than the District Council as planning authority. Proposals for coal bed methane extraction are a minerals matter and therefore fall within the remit of North Yorkshire County Council as the minerals authority. Planning applications will be considered against the relevant saved policies in the Minerals Local Plan until replaced by the emerging Minerals ~~Core Strategy~~ **Local Plan** due for Adoption in December 2013.

### **Local Targets**

7.43 ~~Following revocation of the Regional Spatial Strategy~~ With the changes in the planning system, Government intends to give has given  
7.44 much greater planning responsibilities to Local Authorities and top-down target-setting is being removed. As a result, communities will have both the responsibility and the opportunity to deal with the impacts of climate change.

7.44  
7.45 Understanding the potential for the supply of and demand for renewable and low-carbon in a local area is an essential starting point in considering the opportunities to move to low-carbon communities.

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

- 7.45 Studies at sub-regional level (2004 and 2005)<sup>11</sup> reviewed technical  
7.46 constraints and opportunities for renewable energy developments and  
undertook some landscape sensitivity assessment.
- 7.46 Evidence from the studies has been used to establish a local targets for  
7.47 indicative potential, installed, grid-connected renewable energy within  
Selby District of 32 megawatts by 2021.
- 7.47 A further ~~ongoing~~ sub-regional study<sup>12</sup> will assessed the potential for  
7.48 the full range of renewable energy technologies in the District as well as  
looking at the possible constraints to implementation as a basis for  
further local studies and ultimately potentially identifying local targets.  
The current target of 32 MW by 2021 may therefore be revised. The  
range of renewable technologies includes: Solar thermal, Photovoltaics,  
Wind, Biomass, Fuel cells, Energy from waste (Biological and Thermal),  
Hydro, Heat pumps, Wave and Tidal, and CHP or CCHP<sup>13</sup>.
- 7.48 It is appropriate to adopt renewable energy targets locally through the  
7.49 Core Strategy based on the substantial evidence available at regional  
and sub-regional level. The Council will continue to encourage the  
provision of new sources of renewable energy generation, provided any  
harm to the environment and other adverse impacts are minimised, and  
clearly outweighed by the need for and benefits of the development.
- 7.49 ~~National policy (in the Supplement to PPS1) indicates that in developing  
7.50 their Core Strategies, planning authorities should expect a proportion of  
the energy supply of new development to be secured from  
decentralised and renewable or low carbon energy sources. The NPPF  
requires that local planning authorities adopt proactive strategies to  
mitigate and adapt to climate change in line with the objectives and  
provisions of the Climate Change Act 2008. To help increase the use  
and supply of renewable and low carbon energy, the NPPF requires  
local planning authorities to recognise the responsibility on all  
communities to contribute to energy generation from renewable or low  
carbon sources. They should have a positive strategy to promote  
energy from renewable and low carbon sources. To support the move  
to a low carbon future, local planning authorities should when setting  
any local requirement for a building's sustainability, do so in a way  
consistent with the Government's zero carbon buildings policy and  
adopt nationally described standards. The regional and sub-regional  
research established a 10% requirement for energy from  
decentralised<sup>14</sup>, and renewable<sup>15</sup> or low-carbon sources<sup>16</sup> on  
developments meeting a size threshold, and subject to type of~~

<sup>11</sup> For SREATS see Background Paper 8 for website link to reports and further information.

<sup>12</sup> 'Renewable and Low Carbon Energy Capacity Study for Yorkshire and Humber Part B: Opportunities and Constraints Mapping – Draft Report', April 2010, AECOM for Local Government Yorkshire and Humber <http://www.lgyh.gov.uk/dnlds/YH%20Part%20B%20report.pdf>

<sup>13</sup> The Climate Change and Sustainable Development Background Paper 8 provides further details.

<sup>14</sup> See Glossary

<sup>15</sup> See Glossary

<sup>16</sup> See Glossary



*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

development, design and feasibility/viability. This requirement is carried forward in the Core Strategy, and the Olympia Park Strategic Development Site and key sites allocated in future ~~DPDs~~ **Local Plans** will be expected to derive the majority of their energy needs from such sources in the light of local circumstances.

7.50 Changes to building regulations<sup>17</sup> and the move to zero-carbon  
7.51 buildings will push the boundaries of current energy efficiency and encourage greater use of decentralised and renewable energy. Therefore, authority-wide targets to secure decentralised energy supply to development may in time become redundant however they remain an important interim measure. Further, site specific or development specific targets may still be justified by local circumstances and could be introduced through future **Local Plan documents** ~~DPDs/SPDs~~.

7.51 In addition to contributing towards carbon-reduction by supporting the  
7.52 full range of renewable energy technologies, the Council will seek to improve resource efficiency in new build developments as a contribution to tackling climate change. Wherever possible, developments will be encouraged to meet national standards and best practice schemes, which seek to improve environmental standards, moving towards the Government's target of zero carbon development (Code for Sustainable Homes and BREEAM)<sup>18</sup>.

7.52 In view of national expectations as well as the impending mandatory  
7.53 requirements for the Code levels, the following strategic policies ~~encourage developers to achieve the highest viable/practical nationally recognised standards for new building in advance of further detailed work as part of future DPDs~~ **require development schemes to employ the most up-to-date national regulatory standards for Code for Sustainable Homes on residential schemes, and BREEAM standards on non-residential schemes until such time as replaced by specific local requirements through further Local Plan documents or SPDs.**

**Strategic Development Management Issues**

7.53 Although the District is ~~affected by~~ **contains some** international, national  
7.54 and locally designated protection areas, none would automatically preclude renewable energy developments. However, **elements of many,** where renewable energy ~~proposals~~ **projects** would conflict with the openness of the Green Belt **and** are therefore inappropriate within the **NPPF PPG2** definition. **In such cases,** developers will need to demonstrate very special circumstances that clearly outweigh any harm to the Green Belt and **also be in accordance with Policy GPXX SP3. Very special circumstances may include wider environmental benefits associated with increased production of energy from renewable sources.**

7.54 Each application will be considered on its individual merits subject to  
7.55 national and local policies with careful consideration given to cumulative

<sup>17</sup> Proposed 2013 revisions to Part L of Building Regulations

<sup>18</sup> See Climate Change Background Paper BP8 for further information on the Code and BREEAM

impacts where a number of proposals come forward. For example, schemes such as wind farms which have the potential to impact on international nature conservation sites (there are three Natura 2000 sites in the District) will need careful consideration<sup>19</sup>.

7.55 Submitting good quality information with planning applications on  
7.56 energy demand and savings is a means of demonstrating that  
development proposals meet policy objectives for incorporating a  
proportion of energy from low-carbon, renewable and decentralised  
sources. The Council will expect developers to submit such energy  
statements and any necessary viability assessments in order to assess  
compliance with the Core Strategy policies, including whether schemes  
are demonstrably unviable or impractical.

7.56 Future **Local Plan documents** DPDs, SPDs and guidance will consider  
7.57 setting local targets and requirements and tackle detailed issues such  
as siting and design, landscape and cumulative visual impact,  
noise/odour, habitat or species disturbance. **The Site Allocations Local  
Plan will consider whether it is appropriate, based on further evidence,  
to identify suitable areas for renewable and low carbon sources.**  
Proposals for conversion of historic buildings and developments in  
conservation areas will require special consideration to assess the  
practicality of incorporating on-site renewables against the objectives of  
the designation to ensure they will not be compromised.

**Policy ~~CP13~~ SP16 Improving Resource Efficiency**

**In order to promote increased resource efficiency unless a particular scheme would be demonstrably unviable or not feasible, the Council will require:**

- a) **New residential developments of 10 dwellings or more or non-residential schemes of 1000 m2 gross floor space or more, to provide a minimum of 10% of total predicted energy requirements from ~~de-centralised and renewable or low carbon sources~~ renewable, low carbon or decentralised energy sources (or else in accordance with the most up to date revised national, sub-regional or local targets).**
- b) **Strategic Development Sites identified in the Core Strategy and key sites identified in future DPDs Local Plan documents to derive the majority of their total energy needs from renewable, low carbon or decentralised energy sources. Developers to investigate particular opportunities to take advantage of any or a combination of locally produced energy from the following for example:**

<sup>19</sup> The European Commission has published guidance (November 2010) on wind farm development in protected natural areas. The guidelines apply to the Natura 2000 network. The document notes that “while in general terms wind energy does not represent a threat to wildlife, poorly sited or designed wind farms can have a negative impact on vulnerable species and habitats”.

- i) Local biomass technologies,
  - ii) Energy from waste (in accordance with the County Waste Policies),
  - iii) Combined Heat and Power schemes, and
  - iv) Community Heating Projects.
- ~~c) Developers to employ the highest viable level of:~~
- ~~▪ 'Code for Sustainable Homes' on residential developments; and~~
  - ~~▪ BREEAM standards for non-residential schemes.~~
- c) Development schemes to employ the most up-to-date national regulatory standards for Code for Sustainable Homes on residential schemes, and BREEAM standards on non-residential schemes until such time as replaced by specific local requirements through further SPDs or DPDs Local Plan documents.**

#### **Policy CP14 SP17 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.**

##### **C. ~~The Council will support~~ All development proposals for new sources of renewable energy and low-carbon energy generation provided that development proposals and supporting infrastructure must meet the following criteria:**

- i. are designed and located to protect the environment and local amenity and **or****
- 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.**

**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.**

**D. In areas designated as 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 SP3 and national Green Belt policies.**

## Protecting and Enhancing the Environment

### Introduction

7.57 Selby District contains a wealth of natural and man-made resources in terms of its heritage assets, natural features and wildlife habitats, some of which have received national and international recognition. Many of these resources are irreplaceable and their loss, depletion or fragmentation should be avoided. ~~Such resources are a valuable part of~~ A number of these contribute to the District's Green Infrastructure, consequently providing accessible opportunities to improve the health and well being of the community.

### Context

7.58 The Council values the distinctive assets that are particular to the District and seeks to improve knowledge of what is here, how it can become multifunctional through identifying opportunities, and gain maximum benefits from partnership working with expert bodies in the field, in order to support the environment.

7.59 This approach is supported by principles established in the NPPF for conserving and enhancing the natural and historic environments.

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

- 7.60 national guidance, including ~~Planning Policy Statement 7 (Sustainable Development in Rural Areas), PPS9 (Biodiversity and Geological Conservation), Planning Policy Statement 5 (Planning for the Historic Environment), PPG2 (Greenbelts), and PPS10 (Planning for Sustainable Waste Management).~~
- 7.60 The evidence that supported former Regional Spatial Strategy policies also remains valid.
- 7.61
- 7.61 The Council also has a duty under the Natural Environment and Rural Communities Act to have regard to conserving biodiversity in all of its functions, and similar duties with regard to heritage assets. Protecting the historic and natural heritage of the District and, where possible improving it, is therefore a key issue for the ~~Local Development Framework (LDF)~~ **Local Plan** and reflects similar priorities in the Selby Sustainable Community Strategy ~~(2005–2010)~~ **(2010-2015)** concerning the future wellbeing of our three Market Towns and surrounding rural areas and the desirability of improving the ‘physical, natural and wider environment’. The Council seeks to exploit all emerging opportunities to the benefit of its precious environmental assets.
- 7.62

***Relevant Strategic Objectives***

2, 3, 11, 12, 14, 15, 16 and 17

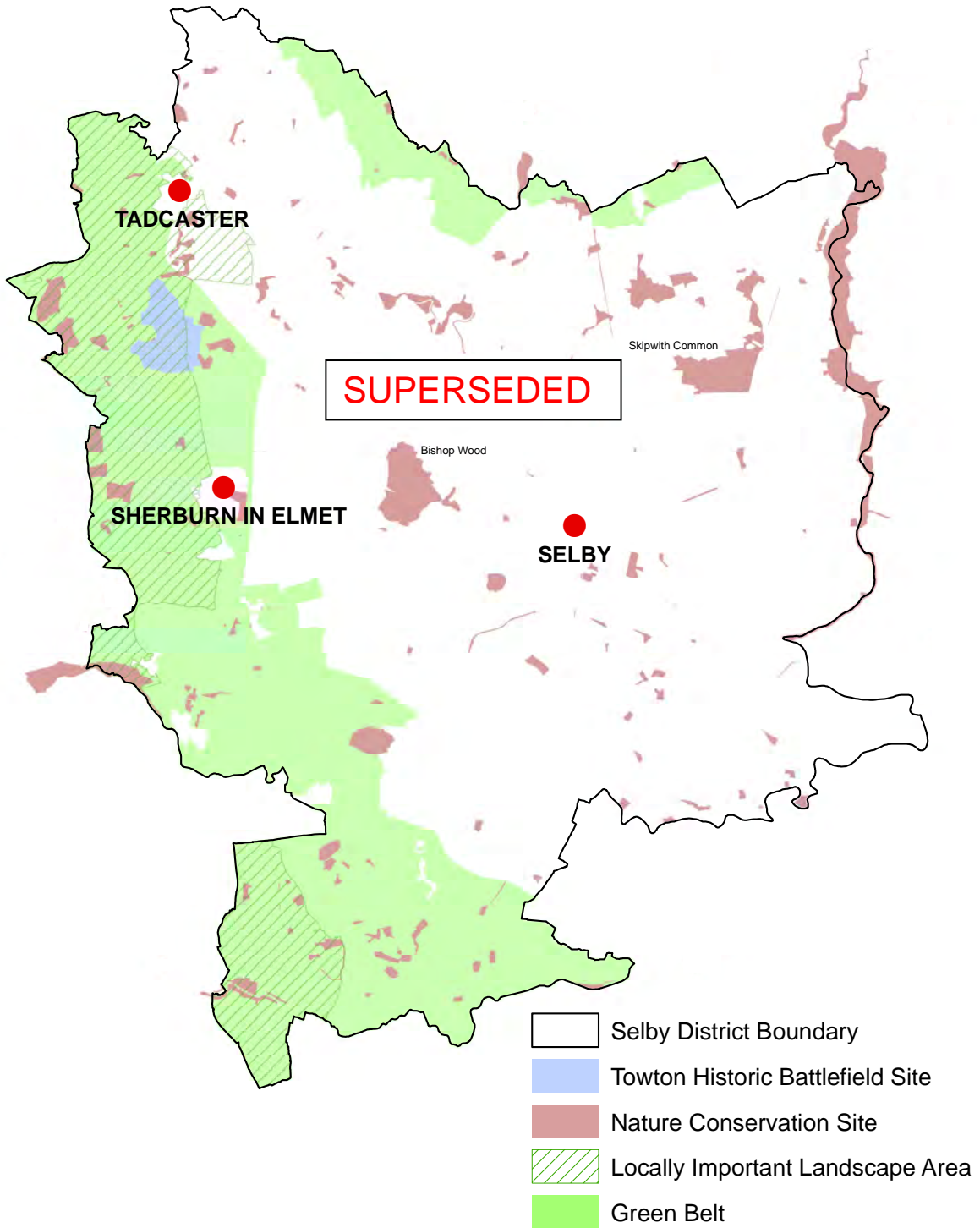
**Map 8** ~~Green Assets~~ **Environmental/Cultural Assets**

Delete Green Belt notation

Identify international nature conservation designations separately from national and regional sites

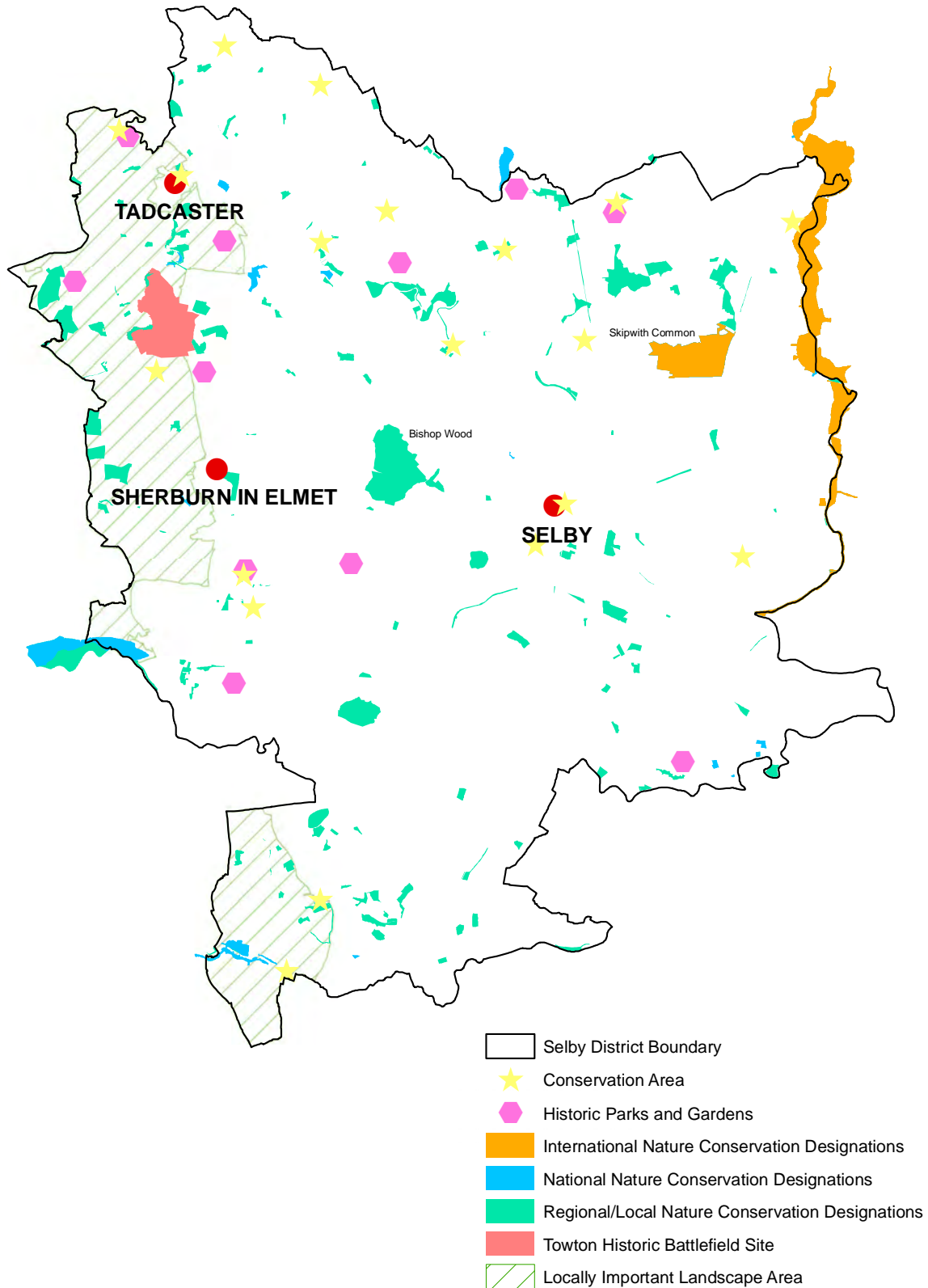
Add the general location of Conservation Areas and Historic Parks and Gardens

Selby District ~~Submission Draft~~ Core Strategy – October 2013





Selby District ~~Submission Draft~~ Core Strategy – October 2013





### Local issues

- ~~7.62~~  
7.63 The provision of new green spaces and green infrastructure will be dependent on a combination of development proposals coming forward and co-operation with a range of landowners and infrastructure providers.
- ~~7.63~~  
7.64 The Council has a series of Conservation Character Assessments dating from 1995 ~~or~~ to 2003. A comprehensive review of the Assessments is being undertaken to help improve knowledge of individual conservation areas and their heritage assets, and to update management proposals and maintenance guidance. **The Council will, as resources permit, encourage local communities to identify those elements of their historic environment which they consider to be important to their locality and to develop a strategy for their appropriate management.**
- ~~7.64~~  
7.65 Core Strategy objectives 11, 14, 16 and 17 recognise the strategic importance of protecting and enhancing natural and man-made assets. These assets play an important role in the District from enhancing the quality of life to providing local identity.
- ~~7.65~~  
7.66 The Council is also committed to waste management and prioritises waste reduction above all other methods of management, and in order to achieve this will continue to support North Yorkshire County Council in implementing the priorities of its strategy<sup>20</sup> for sustainable waste management through the York and North Yorkshire Waste Partnership. Waste reduction is a key step towards maintaining, protecting and improving quality of life, for example, the re-use of secondary aggregates such as ash, which may contribute to the production of building materials from a sustainable source.
- ~~7.66~~  
7.67 The main elements of the diverse range of assets that exist in the District **(and which Policy CP15 SP18 seeks to protect and enhance)** are:
- International, national and local areas of wildlife and ecological value. The River Derwent, Lower Derwent Valley and Skipwith Common are sites with European conservation status (Special Areas for Conservation under the UK Natura 2000) **and the Lower Derwent Valley is also designated a Ramsar Wetland of International Importance** ~~and~~
  - ~~There are~~ 13 Sites of Special Scientific Interest, which have national status, and are categorised as some of the country's best wildlife sites. In addition there are over 100 designated local Sites of Importance for Nature Conservation (SINCs), including species rich grassland, ancient woodlands and wetlands;
  - The open countryside – best and most versatile agricultural land;

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<sup>20</sup> Revised Municipal Waste Management Strategy for York and North Yorkshire 'lets talk less rubbish'. <http://www.northyorks.gov.uk/CHttpHandler.ashx?id=381&p=0>

*Selby District Submission-Draft Core Strategy – October 2013*

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and its character, landscape and appearance – the District has a high proportion of land in the highest quality agricultural classifications and partly making up the Humberhead Levels;

- ~~• Ancient woodland and locally important landscape areas – the Southern Magnesian Limestone Ridge down the western edge of the District contains the most attractive landscape within the District;~~
- ~~• Historic Landscapes, Parks and Gardens – the District contains scheduled sites of national and local importance as well as a Historic Battlefield at Towton;~~
- ~~• Buildings, structures, areas of townscape (particularly in Selby and Tadcaster) and the public realm of historic and architectural merit including listed buildings, and conservation areas;~~
- ~~• Scheduled Monuments (52) and important archaeological sites and remains;~~
- A large number of important Medieval sites, particularly moated and manorial sites, especially in the Vale of York and in the drier areas of the north and west of the Humberhead Levels.
- The legacy of buildings and structures associated with its ecclesiastical history including Selby Abbey (one of the few remaining Abbey churches of the medieval period); Cawood Castle (the former residence of the medieval Archbishops of York); and The Bishop's Canal (which was built to transport stone for the construction of York Minster)
- The Registered Battlefield at Towton – the bloodiest engagement ever fought on British soil, and a pivotal battle in the Wars of the Roses;
- The numerous significant (currently undesignated) archaeological remains along both the Southern Magnesian Limestone Ridge and within the Humberhead Levels.
- Heritage assets on the Heritage at Risk Register that require a sustainable future – particularly the District's moated sites, Huddleston Hall, and the buildings at Abbot's Staithe;
- The form and character of settlements;
- Green infrastructure including:
  - Land of recreational and amenity value
  - Green corridors
  - Lakes, ponds and wetlands
  - Linear features such as rivers and canals
- Public Rights of Way;
- Groundwater – the important water resource of the Sherwood Sandstone Aquifer and the Magnesian Limestone Aquifer are located beneath the District; and

- Air quality.

- 7.68 The Lower Derwent Valley affects several local authority areas and the Council recognises the need for co-operation with adjoining local authorities and other organisations in order to safeguard its special landscape of great agricultural, historic, cultural, environmental and landscape value.
- ~~7.67~~  
7.69 Many of the above provide easy access to green space for the local community and create the opportunity to take part in green exercise (exercise taken in natural spaces<sup>21</sup>) and increase levels of physical activity.
- ~~7.68~~  
7.70 Yorkshire Wildlife Trust has a vision for a connected ecological network within Yorkshire and the Humber through 'A Living Landscape' in order to rebuild biodiversity. Many of the assets in the District fit the criteria, and it is considered an important scheme to help maximise the multifunctionality of the environment.
- ~~7.69~~  
7.71 The Council is committed to working with a wide range of bodies including Natural England, Yorkshire Wildlife Trust, English Heritage and the Environment Agency in order to achieve an environment that is enhanced and protected. For example, a strong partnership approach has been established through the preparation and implementation of the Selby Biodiversity Action Plan, which was adopted in August 2004. The Council will also continue to contribute to the development of the Leeds City Region Green Infrastructure Strategy, and to take account of its emerging priorities.
- ~~7.70~~  
7.72 Designations of specific areas such as Sites of Importance for Nature Conservation, Landscape Character Assessments, heritage assets, Conservation Areas, Local Amenity Areas and wider landscape character issues will be considered in future ~~Development~~ Local Plan Documents (DPDs) and shown on the Proposals map. Until such time, sites identified in the adopted Selby District Local Plan will continue to be afforded protection.

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<sup>21</sup> Health, place and nature – How outdoor environments influence health and well-being: a knowledge base. Sustainable Development Commission 01/04/08

**Policy CP15 SP18 Protecting and Enhancing the Environment**

The high quality and local distinctiveness of the natural and man-made environment will be sustained by:

1. Safeguarding and, where possible, enhancing the historic and natural environment including the **landscape** character and setting of areas of acknowledged importance.
2. ~~Protecting and enhancing the historic assets of the District and their potential contribution towards, economic regeneration, tourism, education and local distinctiveness.~~ **Conserving those historic assets which contribute most to the distinct character of the District and realising the potential contribution that they can make towards economic regeneration, tourism, education and quality of life.**
3. Promoting effective stewardship of the District's wildlife by:
  - a) Safeguarding international, national and locally protected sites for nature conservation, including SINC's, from inappropriate development.
  - b) Ensuring developments retain, protect and enhance features of biological **and geological** interest and provide appropriate management of these features **and that unavoidable impacts are appropriately mitigated and compensated for, on or off-site.**
  - c) Ensuring development seeks to produce a net gain in biodiversity by designing-in wildlife and retaining the natural interest of a site where appropriate, ~~and ensuring any unavoidable impacts are appropriately mitigated and compensated for, on or off-site.~~
  - d) Supporting the identification, mapping, creation and restoration of habitats that contribute to habitat targets in the National and Regional biodiversity strategies and the local **Selby** Biodiversity Action Plan.
4. Wherever possible a strategic approach will be taken to increasing connectivity to the District's Green Infrastructure including improving the network of linked open spaces and green corridors and promoting opportunities to increase its multi-functionality. This will be informed by the Leeds City Region Infrastructure Strategy.
5. Identifying, protecting and enhancing locally distinctive landscapes, **areas of tranquillity, public rights of way and access**, open spaces and playing fields through Development Plan Documents.
6. Encouraging incorporation of positive biodiversity actions, as defined in the ~~Selby BAP~~ **local Biodiversity Action Plan**, at

**the design stage of new developments or land uses.**

- ~~7. Ensuring that new development protects air and water quality from pollution and minimises energy and water consumption, the use of non-renewable resources, and the amount of waste material.~~
- 7. Ensuring that new development protects soil, air and water quality from all types of pollution.
- 8. Ensuring developments minimise energy and water consumption, the use of non-renewable resources, and the amount of waste material.
- 9. Steering development to areas of least environmental and agricultural quality.

## Design Quality

### Introduction

- ~~7.71~~
- 7.73 Government Policy and Guidance recognises that good design is a key element in achieving sustainable development through creating attractive, useable, durable and adaptable places that people want to live in. To build upon the District's rich environment and restore areas in need of regeneration, good urban design, landscape design and high quality architecture that respects local heritage are essential. This will assist with developing vibrant safe places with a distinct identity that provide healthier places for those living, working or visiting the District.

### Context

- ~~7.72~~
- 7.74 The Council shares the objectives of government policy to create places, streets and spaces which meet the needs of people, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity and maintain and improve local character.
- ~~7.73~~
- 7.75 Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. The District is an attractive place to live and work, with its high quality countryside and vibrant towns and communities, with distinctive character and historic assets. Developers are expected to bring forward sustainable and environmentally friendly new housing developments. Design which is inappropriate in its context, or which fails to take opportunities available for improving the character and quality of an area and the way it functions will not be accepted.
- ~~7.74~~
- 7.76 Spaces between built developments are equally important and new open spaces should improve the quality of the public realm through

good design to create places where people can meet and socialise.

### **Relevant Strategic Objectives**

8, 11, 12, 14 and 15

#### **Local Issues**

- ~~7.75~~  
7.77 The Council's commitment to "improve the quality of life for those who live and work in the District" is reinforced by strategic themes in the Corporate Plan such as, protecting the environment, promoting healthier communities and promoting community safety. Current priorities which include working with our communities to provide a safer environment, valuing our environment and reducing our carbon footprint, all support the need for more robust design policies.
- ~~7.76~~  
7.78 Similar objectives are included in the Selby Sustainable Community Strategy and the Council's Climate Change Strategy, which promotes carbon reduction measures and policies, including sustainable construction methods. The Selby District Community Safety Partnership Plan, (2008-2011), also prioritises safer neighbourhoods designing out crime.
- ~~7.77~~  
7.79 In order to improve the quality of design in villages the Council is working in partnership with local communities to prepare Village Design Statements (VDSs) which it has adopted as Supplementary Planning Documents. These ~~and any future Design Codes planning documents~~ give advice and guidance to anyone who is considering any form of development ~~in the village~~ no matter how large or small. They set out the elements that make up local character in order to improve the quality of design where change is proposed. The adopted ~~VDSs documents~~ should be taken into account by householders, businesses and developers and form an integral part in the decision making process when the District Council considers formal planning applications.
- 7.80 The quality of design in its local context is more important than relying on a minimum housing density figure to benchmark development. Development should make the best and most efficient use of land, but it should also provide choice and variety that reflects up to date housing needs surveys (and other such evidence) and considers the quality of the local environment. Therefore the Council does not propose to set a development density figure in this strategic plan, but may identify particular design requirements including indicative densities ~~as part of DMDPD~~ and /or specific allocations ~~in the SADPD~~ as part of future local plan documents.
- ~~7.78~~ New developments need to be planned positively to ensure high quality and inclusive design for individual buildings, public and private



*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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- 7.81 spaces that are locally distinctive and responsive to their unique location. The diverse needs of people should also be considered so that barriers are broken down in a way that benefits the whole community.
- 7.79 Well designed sustainable communities can contribute to improved health and social well-being. The principles of ‘active design’<sup>22</sup> and access to good quality green infrastructure allow more participation in exercise including more walking and cycling. There are therefore health gains in the layouts of new developments; transport and green infrastructure plans (see also other Core Strategy policies).
- 7.82
- 7.80 Selby District is recognised as a low crime area and the reduction in crime is continuing, however, the fear of crime is a significant concern. Therefore it is important to create a high quality public realm which can accommodate the needs of all people and create public places where people feel safe and at ease with reduced opportunity for crime and reduced fear of crime, particularly through active frontages, inclusion of natural surveillance, and distinctions between public and private spaces. The same considerations should also be given to proposals for new development including new housing by ensuring that schemes adopt the principles of Secured by Design<sup>23</sup> (SBD). The Secured by Design Developers Award is a certificate given to building developments which, following consultation with local Crime Prevention Design Advisors (sometimes called Architectural Liaison Officers), are built to conform to the SBD guidelines and so reduce the opportunity for crime. Such requirements are a key element in the Building for Life standards.
- 7.83
- 7.84 New development should not just be sustainable by way of its location but through the materials and techniques used for construction, its energy efficiency, and water and waste arrangements. The impact and function of the development over its lifetime needs to be considered in the design process to ensure that areas can adapt in the future. Expectations for meeting nationally recognised standards (such as the Code for Sustainable Homes and BREEAM) are also dealt with in the climate change section of this Core Strategy.
- 7.82
- 7.85 The Council therefore supports the key principles of the Building for Life<sup>24</sup> scheme as this supports the Council’s sustainable development objectives to meet the needs of the District’s residents in the longer term.
- 7.83
- 7.86 Building for Life is the national standard for well-designed homes and neighbourhoods and promotes design excellence in the house building industry. The 20 Building for Life criteria embody a vision of functional, attractive and sustainable housing. New housing

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<sup>22</sup> Active Design is an innovative set of design guidelines published by Sport England, to promote opportunities for sport and physical activity in the design and layout of development  
[http://www.sportengland.org/facilities\\_planning/planning\\_tools\\_and\\_guidance/active\\_design.aspx](http://www.sportengland.org/facilities_planning/planning_tools_and_guidance/active_design.aspx)

<sup>23</sup> <http://www.securedbydesign.com/index.aspx>

<sup>24</sup> <http://www.buildingforlife.org/>

developments are scored against the criteria to assess the quality of their design. 'Lifetime Neighbourhoods' is a similar concept, which seeks to achieve well-designed communities.

7.84

7.87

'Lifetime Homes' is a design concept aimed at providing internal and external environments, which are constructed to standards that ensure houses properly meet people's needs throughout their lives or can be easily adapted to meet special circumstances such as physical disability (temporary or permanent)<sup>25</sup>. The Council is keen to encourage all new housing developments to attain these standards. Future **local plan documents** DPDs or SPDs will consider detailed requirements.

7.88

The Council is a partner in the York Design Review Panel in cooperation with neighbouring authorities to consider the design qualities of major development proposals. At a more local level, the Council also offers pre-application discussions which include design advice.

#### **Policy GP46 SP19 Design Quality**

Proposals for all new development will be expected to contribute to **enhancing community cohesion by** achieving high quality design and have regard to the local character, identity and context of its surroundings including historic townscapes, settlement patterns and the open countryside.

**Where appropriate schemes should take account of design codes and Neighbourhood Plans to inform good design.**

Both residential and non-residential development should meet the following key requirements:

- a) **Make the best, most efficient use of land without compromising local distinctiveness, character and form.**
- b) **Positively contribute to an area's identity and heritage in terms of scale, density and layout;**
- c) **Be accessible to all users and easy to get to and move through;**
- d) **Create rights of way or improve them to make them more attractive to users, and facilitate sustainable access modes, including public transport, cycling and walking which minimise conflicts;**
- e) **Incorporate new and existing landscaping as an integral part of the design of schemes, including off-site landscaping for large sites and sites on the edge of settlements where appropriate;**

<sup>25</sup> <http://www.lifetimehomes.org.uk/pages/home.html>



- f) Promote access to **open spaces and green infrastructure** to support **community gatherings and active lifestyles** which contribute to the health and **social well-being** of the local community;
- g) Have public and private spaces that are clearly distinguished, safe **and secure**, attractive and which complement the built form;
- h) Minimise the risk of crime or fear of crime, **particularly through active frontages and natural surveillance**;
- i) Create **mixed use** places with variety and choice that compliment one another to encourage integrated living, and
- j) Adopt sustainable construction principles in accordance with Policies **CP12 SP15** and **CP13 SP16**.
- k) **Preventing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water, light or noise pollution or land instability.**

~~Unless it can be demonstrated that it is not practicable or viable, all new housing developments should:~~

- ~~i. Reflect ‘Lifetime Neighbourhood’ principles, and~~
- ~~ii. Achieve the ‘Very Good’ standard of the ‘Building for Life’ assessment, and~~
- ~~iii. Be constructed to Lifetime Homes Standards in order to provide adaptable homes, which meet the long term changing needs of occupiers.~~
- l) Development schemes should seek to reflect the principles of nationally recognised design benchmarks to ensure that the best quality of design is achieved.**

## 8. Implementation

*Note: This section has been updated to reflect changes in planning legislation*

### Introduction

- 8.1 Effective monitoring has an essential role in policy development. It is important that checks are in place to ensure that the plan is being implemented correctly. Continuous monitoring enables achievements and changing circumstances to be identified, where policy changes may be required and to ensure that policies remain relevant and that a sufficient supply of land for development exists.
- 8.2 The Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2011 currently requires the local planning authority to publish ~~submit an annual~~ Authorities Monitoring Report (AMR) to the Secretary of State by the end of December every year relating to key issues to be determined locally ~~information up to the end of March~~. This will be the main mechanism for assessing the Core Strategy's performance and effects, once adopted.
- 8.3 Up until the adoption of the Core Strategy, the Council's current AMR sets out the framework for monitoring the existing Selby District Local Plan policies and proposals. It ~~is~~ was based on recent Government guidance and has been developed to reflect the concept of 'plan, monitor, and manage'. Central to this ~~is~~ was the setting of objectives, defining policies, setting of targets and measuring of indicators.
- 8.4 Following the adoption of this Core Strategy, one of the key roles of the Council's future AMRs will be therefore to monitor the success of delivery of the Core Strategy. The ongoing monitoring of the extant SDLP policies and proposal will be phased out as they will be superseded by future local plan documents.
- 8.4 The AMR will be developed to assess both the extent to which the policies set in local development plan documents are being achieved and progress in preparing these documents against milestones in the Local Development Scheme.
- 8.5

### Indicators and Targets

- 8.5 There are three types of output indicators addressed in the AMR:

#### 8.6

#### Core Output National Indicators

These are national indicators set out by the Department of Communities and Local Government. The indicators relate to key planning matters. All Local Authorities have to provide data for these

indicators enabling a regional and national picture to be built.

#### *Local Indicators*

Local Indicators are not mandatory government requirements but are set by each Local Planning Authority and are those required to address the outputs of policies not covered by the core output indicators, but which are important locally.

#### *Significant Effect Indicators*

Monitoring of significant effects will be based on the baseline data and indicators in the Council's Sustainability Appraisal Reports. Monitoring of such data should enable a comparison to be made between the predicted effects and the actual effects measured during implementation of the policies.

- 8.6 To enable the performance of the Core Strategy to be assessed, ~~additional local targets and indicators have been identified, where~~  
8.7 ~~these are not already covered in the existing AMR. A~~ all the targets are set out in Figure 13 below. Where there is some unavoidable duplication between policy outcomes, the targets are not repeated for each.
- 8.7 Monitoring of the targets and indicators will enable the LPA to identify:
- 8.8
- Any significant effects that the core strategy is having on the delivery of sustainable development.
  - The extent to which policies within the Core Strategy are being implemented.
  - Whether the policies are working successfully and if they are not to explain why not.
  - If any of the Core Strategy policies needs reviewing.
- 8.8 As indicated in both the AMR and government guidance the development of a monitoring framework will take time to fully  
8.9 establish. Whilst a wealth of indicators is necessary to ensure a robust measure of the plan's performance, it is important to curtail the number of indicators with targets to ensure that it remains practical to collect the necessary information.
- 8.9 Additional indicators will be required to measure future **local**  
8.10 ~~Development~~ plan documents and all of these will be brought together in the Council's AMR.

#### **Implementation and Review**

- 8.10 Should annual monitoring of key indicators set out in Figure 13 below  
8.11 reveal any significant failure(s) to meet targets the Council will take action to rectify the situation as soon as possible. This could include actions needed either by the Local Authority or its partners to improve delivery. Alternatively it might identify a need for a partial or full review

Selby District ~~Submission Draft~~ Core Strategy – October 2013

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of the [local Development](#) plan document.

- ~~8.11~~  
[8.12](#) Given the spatial dimension of the Core Strategy and its policies, a partnership implementation approach will be required including public, private and voluntary bodies. The Council has neither the powers nor the resources to implement the Core Strategy alone.
- ~~8.12~~  
[8.13](#) In relation to individual areas or site-specific spatial development projects the partnership will consist of the Council, together with government bodies, any local regeneration or community partnership, and the private sector. Other District wide or non-spatial aspects will be delivered in conjunction with the Selby Local Strategic Partnership. Detailed delivery schedules on the implementation of individual ~~LDD~~ [Local Plan documents](#) will be contained within the respective document.
- ~~8.13~~  
[8.14](#) The Local Development Scheme ([LDS](#)) sets out the programme for producing other general and area specific development plan documents that will support the Core Strategy. The LDS, as a key project management tool, will ensure that the policies and proposals of the Core Strategy are brought forward in such a way that ensures areas of greatest priority and need are tackled first. This will help to secure implementation and timely delivery of the Core Strategy's objectives.

**Figure 13 Core Strategy Performance Indicators**

*Includes consequential updates to targets and indicators in line with other modifications*

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		<i>What are we trying to achieve?</i>	<i>What will we keep a check on in order to see if the policy is working?</i>	<i>What is the measure to check if the policy has been successful in achieving the intended outcome?</i>	<i>Who will implement the policies?</i>
<b>Spatial Development Strategy and Housing Land Supply</b>					
SP1 Presumption in Favour of Sustainable Development	All	Delivery of sustainable development	See all Indicators for all Policies as set out below	See all Targets for all Policies as set out below	SDC
<del>CP1/CP1A</del> SP2/SP4 Spatial Development Strategy/ Management of housing development in settlements	1, 2, 3, 4 ,5, 6, 7 ,8, and 14	Concentrating development in towns and local service centres;  Concentrating on reusing previously developed land.	Proportion of new development with planning permission / completed in Selby, Sherburn in Elmet, and Tadcaster.  By PDL	At least 51% all development within towns and local service centres.  <del>More than 50% 40% of housing development on PDL between 2004 – 2017</del>	SDC Landowners Developers
SP3	1, 2, 3, 4	Protection of Green Belt.	Scale and Type of new development in Green Belt	Nil approvals of inappropriate development	SDC

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
Green Belt		Alteration of boundaries only in exceptional circumstances		in Green Belt	Landowners / developers
CP2/CP2A SP5/SP7 Scale and Distribution of Housing/ Olympia Park Strategic Development Site	1, 3, 4, 5, 6, 7, 8 and 14	Meeting established housing target in accordance with preferred spatial distribution.	Overall completions. Amount of new development approved completed by location. (Selby, Sherburn in Elmet, Tadcaster, Designated Service Villages and Secondary Villages)  Modal split of those accessing the Olympia Park site.	440 450 dwellings completions per year District wide.  Minimum of 7480 7200 new dwellings up to 2026 2027 - distributed approximately as set out in policy.  Target to be determined through a future Travel Plan.	SDC Developers Landowners
CP3 SP6 Housing Land Supply	1, 2, 3, 5, 7 and 8	Maintenance of a Five Year land supply  <del>Overall housing delivery achieves levels indicated in the housing trajectory</del>  Housing delivery achieves or exceeds the annual housing target.  Maintenance of a housing supply to meet prevailing Supply Period requirements.	Number of dwellings with planning permission <del>completed</del>  Amount of new development approved by location (Selby, Sherburn in Elmet, Tadcaster, Designated Service Villages and Secondary Villages).	To achieve a 5-year land supply  <del>To achieve the overall housing land supply in accordance with the required Supply period.</del>  Planning permissions by settlement hierarchy.	SDC Landowners Developers

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
<b>Creating Sustainable Communities</b>					
CP4 SP8 Housing Mix	5	Mixed and balanced communities meeting identified demand and profile of households.	Completed new dwellings by number of bedrooms and dwelling type.	To match housing mix requirements in SHMA or latest housing market assessment/needs survey.	SDC Homes and Communities Agency (HCA) RSLs Registered Providers (RPs) Developers
CP5 SP9 Affordable Housing	2, 3 and 5	To provide for the identified housing needs of District residents unable to access open market housing.	Level of affordable housing approved and completed  Proportion of affordable homes by tenure split between intermediate and social rented tenures.  Range of dwellings types.	Meet the overall target for affordable housing provision of 40%, from all sources (unless viability case proven).  To broadly achieve a tenure mix of 40% 30-50% for intermediate housing and 60% 50-70% for social renting, through new affordable housing or in line with up to date evidence.  To reflect the size and types of homes in the market housing scheme or reflect SHMA/local needs	SDC HCA RSLs RPs Developers Landowners

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
			Commuted sums collected and spent on providing affordable homes.	assessment for 100% AH schemes  That 100% of collected monies are spent on providing AH	
CP6 SP10 Rural Exceptions	2, 3 and 5	To provide rural affordable housing to meet identified needs in smaller settlements and rural areas where other opportunities are not available through CP5 SP9.	Number of dwellings in 100% affordable housing schemes or appropriate mixed Rural Exception Sites with planning permission / completed within or adjoining Development Limits in rural villages.	To meet identified local needs in terms of numbers, sizes, types and tenure.	SDC HCA RSLs RPs Developers Landowners
CP7 SP11 Travelling Community	3, 4, 5, 6, 8, 9 and 17	To cater for the needs of all sectors of the community.	Number of pitches with planning permission / completed for gypsies / travellers.  Number of new 'quarters' with planning permission / completed for Showpersons.	To meet identified needs from an up-to-date local needs assessment.  5 Year Supply of deliverable sites.  Broad locations for growth in Sites Allocations Local Plan if required.	SDC Landowners Travelling Community RSLs RPs NYCC
CP8 SP12 Access to	1, 2, 3, 8, 10, 12, 13, 14 and 17	To ensure the appropriate services, facilities and infrastructure is provided to meet the needs of new	<del>Access to Net gains and losses</del> of community services / facilities including health care and ROS / green infrastructure within	Net gains in and improved access to community services / facilities and ROS / green infrastructure	SDC Service providers / utilities



Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
services, community facilities, and infrastructure		developments. Including utilities, highways infrastructure, access to health services, and provision of green infrastructure.	Parishes. Commuted sums collected for <a href="#">and spent to provide</a> ROS and other Community Facilities <a href="#">including health care</a> . <a href="#">Number of Travel Plans secured through the planning process.</a>	land area. Improved quality of ROS / green infrastructure as evidenced through assessment and regular review. <a href="#">100% of new development requiring Travel Plans (by virtue of size threshold by type of development).</a> <a href="#">Increased community well-being as indicated by survey as appropriate.</a>	Parish & Town Councils NYCC PCT Developers Public transport providers
<b>Promoting Economic Prosperity</b>					
<a href="#">CP9</a> <a href="#">SP13</a> Economic Growth	1, 2, 3, 4, 6, 7, 8, 9, 10, 13 and 15	Developing and revitalising the local economy by: Providing land to meet needs; Giving priority to higher value business in the right location; Supporting efficient use of existing sites and safeguarding existing/allocated sites.	Supply of land developed for employment by Use Class and by Location. Net losses and gains of employment floor space on existing employment sites / allocations. Additional recreation and leisure uses. Achieve growth in number of jobs within District <a href="#">by location</a> .	Planning permissions granted / completion of 37 – 52 ha employment land uses. No net loss of existing employment floor space. Net gains in recreation and leisure. Net gains in number of jobs per year and in total by <del>2026</del> <a href="#">2027 by location</a> .	SDC <a href="#">Yorkshire Forward</a> Landowners Developers Local Businesses

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		<p>Promoting recreation and leisure uses.</p> <p>Provide employment opportunities in rural locations to maintain the viability of rural communities and to reduce the need to travel.</p> <p>Increase the number of people who combine living and working in the District.</p>	<p>New / extended recreation and tourism activity in rural areas.</p> <p>Results of the SHMA updated on a 3 yearly basis.</p>	<p>Reduced outward commuting <del>patterns</del> levels by 2021 Census.</p> <p>Net gains in rural diversification floor space by use.</p> <p>Net gains in rural jobs.</p> <p>No net loss in number of people travelling out of the District for work.</p>	
CP10 Rural Diversification	2, 3, 4, 7, 8, 9, 12 and 13	<p>Provide employment opportunities in rural locations to maintain the viability of rural communities and to reduce the need to travel.</p>	<p>New floor space in extensions or re-use of existing premises within the existing curtilage of rural properties.</p> <p>New / extended farm diversification enterprises.</p> <p>New / extended recreation and tourism activity in rural areas.</p> <p>No. of jobs within rural areas.</p>	<p>Net gains in rural diversification floor space by use.</p> <p>Net gains in rural jobs.</p>	<p>SDC</p> <p>Yorkshire Forward</p> <p>Local businesses and landowners</p>
CP11 SP14	1, 2, 3, 7, 8, 9, 10 and 13	<p>Selby to be main focus for town centre uses.</p> <p>The role and performance of</p>	<p>Planning permissions / completions of floor space for town centre uses, broken down</p>	<p>Net gains in retail floor space and town centre uses in defined town</p>	<p>SDC</p> <p>Local businesses and landowners</p>

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
Vitality and Viability of Town and Villages		<p>the existing local service centres of Tadcaster and Sherburn in Elmet will be strengthened</p> <p>The role of villages, serving the every day needs of the local community will be protected by resisting the loss of retail floor space and other existing facilities.</p> <p>Vitality and viability of town centres strengthened by resisting the loss of existing shops and services and encouraging the provision of a variety of shops (sizes and types); and focussing proposals for offices within the defined town centres or in office park locations as identified by future DPDs.</p>	<p>by use-class within the 3 town centres by location</p> <p>Regular town centre health checks in line with Government guidance.</p> <p>Parish Services Survey.</p> <p>Gains and losses in services and facilities in villages.</p>	<p>centres.</p> <p>Improved performance on health check assessment.</p> <p>Improved retail performance of town centres over a five year period within regional hierarchy using Ranking in MHE UK Shopping Index (or equivalent recognised measure)</p> <p>No net loss in viable retail floor space and other existing facilities within villages</p>	
Improving the Quality of Life					
CP12 SP15 Climate Change	3, 6, 7, 8, 14, 15 and 16	To address the causes and potential impacts of climate change by reducing green house gases, mitigating and adapting to climate change,	<i>NB This is an over-arching climate change policy. The following are additional indicators not covered elsewhere:</i>	Rate of traffic growth is reduced and commuting distances reduced. Travel Assessments and	SDC Environment Agency Utilities

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		through managing the design and location of development.	<p>Reducing travel by private car</p> <p>Increasing walking, cycling and use of public transport</p> <p>Permission granted contrary to outstanding EA flood risk objection</p> <p>% of development incorporating SuDs</p>	<p>Green Travel Plans submitted for all developments that warrant them.</p> <p>Higher patronage of walking, cycling, bus by end of plan period</p> <p>No net loss of flood storage capacity</p> <p>100% of all new development incorporating SuDS where feasible and practicable.</p>	<p>Developers</p> <p>Landowners</p> <p>NYCC</p>
<p>CP13</p> <p>SP16</p> <p>Improving Resource Efficiency</p>	12, 15, 16 and 17	Promote increased resource efficiency and reduction in resource use.	<p>% of residential and non-res schemes meeting threshold and achieving minimum 10% requirement for energy use from decentralised, renewable or low carbon sources.</p> <p>No. of strategic development sites and other designated allocations using the following technologies for the majority of their energy needs:</p>	<p>100% of schemes unless <del>viability case proven</del> unviable or not feasible</p> <p>100%</p>	<p>SDC</p> <p>Developers</p>

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
			<p>Local biomass technologies, Energy from waste, Combined Heat and Power schemes, and Community Heating Projects.</p> <p>No. of houses built to ‘Code for Sustainable Homes’ standards.</p> <p>No. of non-residential developments built to BREEAM standards.</p>	<p>Increase year on year</p> <p>Increase year on year</p>	
<p><del>CP14</del> SP17 Renewable Energy</p>	12, 15, 16 and 17	Reduction in reliance on non-renewable energy sources by increased renewable energy capacity to exceed District targets.	<p>Permitted stand alone renewable schemes (MW) that are installed and grid connected.</p> <p>Permitted ‘micro-generation’ schemes – not grid connected.</p>	<p>At least 32MW by 2021 (subject to review).</p> <p>Increase year on year.</p>	<p>Government SDC Landowners Developers Power companies</p>
<p><del>CP15</del> SP18 Protecting and Enhancing the Environment</p>	2, 3, 11, 12, 14, 15, 16 and 17	<p>The District’s high quality natural and man-made environment safeguarded and enhanced by:</p> <p>Protecting the historic environment;</p> <p>Promoting effective</p>	<p>Safeguarding protected historic and natural sites.</p> <p>Amount of green infrastructure</p> <p>Numbers of heritage assets and assets at risk as recorded in ‘Heritage Counts’ and ‘Heritage at Risk Register’</p>	<p><del>No net losses in protected areas.</del> No net losses in designated nature conservation or heritage assets.</p> <p>Net gain in biodiversity.</p> <p><del>No net losses of assets to</del></p>	<p>SDC NYCC Natural England Environment Agency Landowners Developers</p>

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		<p>stewardship of the District's wildlife;</p> <p>Supporting the creation and restoration of habitats.</p>		<p>the 'at risk register'. Reduction in the numbers of heritage assets on the 'Heritage at Risk Register'.</p> <p>Meeting habitat targets in the National strategies and the local Selby Biodiversity Action Plan.</p> <p>Net gains in green infrastructure.</p>	English Heritage
<p><del>CP16</del> SP19 Design Quality</p>	8, 11, 12, 14 and 15	<p>Achieving development of high quality design, which has regard to the local character, identity and context of its surroundings.</p> <p>Homes meeting residents' needs in long term.</p> <p>Safer communities</p>	<p>No of homes built to nationally recognised design benchmarks</p> <ul style="list-style-type: none"> <li>• <del>adopting Lifetime Neighbourhood objectives</del></li> <li>• <del>achieving 'Very Good', 'Building for Life' standard</del></li> <li>• <del>meeting 'Lifetime Homes' Standards.</del></li> </ul>	Increase year on year.	SDC Developers

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*Selby District ~~Submission Draft~~ Core Strategy – October 2013***Appendix A****Policies in the Core Strategy which replace, or amend the area affected by, Selby District Local Plan (SDLP) Policies.**

*NB this was originally submitted as CS/CD/4 and 4a plus some additional modifications (footnotes only) for clarity*

**a) Policies in the Core Strategy which replace Selby District Local Plan Policies.**

Core Strategy Policy		Replaces SDLP Policies <sup>1</sup>	
SP1	Presumption in Favour of Sustainable Development	N/A	
GP4 SP2	Spatial Development Strategy	GB2 GB4  DL1 H2A H6  H7  EMP7	Control of Development in the Green Belt Character And Visual Amenity of the Green Belt Control of Development in the Countryside Managing the Release of Housing Land Housing Development in the Market Towns and Villages that are capable of accommodating additional growth Housing Development in villages that are capable of accommodating only limited growth Employment Development in the Countryside
GPXX SP3	Green Belt	GB1 GB2 GB3 GB4	Extent of the Green Belt Control of Development in the Green Belt Major Developed Sites in the Green Belt <sup>2</sup> Character And Visual Amenity of the Green Belt
GP1A SP4	Management of Residential Development in	H2A H6	Managing the Release of Housing Land Housing Development in the Market Towns and Villages that are capable of

<sup>1</sup> Where the Core Strategy Policies replace Selby District Local Plan (SDLP) Policies which have designations identified on the Policies Maps (the Proposal Maps to the SDLP) there are consequential updates to the policy numbers on those Policies Maps and associated Keys.

<sup>2</sup> The replacement of SDLP Policy GB3 by Core Strategy Policy SP3 necessitates a consequential amendment to the SDLP Policies Maps / Inset Proposals Maps (deletion of Major Developed Sites). The Policies Maps are published separately. The SDLP Inset Proposals Maps which are affected are: 8A, 12A, 20, 46A, 54 and 60A.



Selby District ~~Submission Draft~~ Core Strategy – October 2013

Core Strategy Policy		Replaces SDLP Policies <sup>1</sup>	
	Settlements	H7	accommodating additional growth Housing Development in villages that are capable of accommodating only limited growth
GP2 SP5	The Scale and Distribution of Housing	H1 H2A H6  H7	Housing Land Requirement Managing the Release of Housing Land Housing Development in the Market Towns and Villages that are capable of accommodating additional growth Housing Development in villages that are capable of accommodating only limited growth
GP3 SP6	Managing Housing Land Supply	H2A	Managing the Release of Housing Land
GP2A SP7	Olympia Park Strategic Development Site	BAR/1 BAR/1A	Land for Employment Development at Magazine Road, Barlby Land for Employment Development rear of BOCM, Barlby Road, Barlby
GP4 SP8	Housing Mix	N/A	
GP5 SP9	Affordable Housing	N/A	
GP6 SP10	Rural Housing Exception Sites	H11	Rural Affordable Housing
GP7 SP11	The Travelling Community	H16	Gypsy Site Provision
GP8 SP12	Access to services, Community Facilities and Infrastructure	N/A	
GP9 SP13	Scale and Distribution of Economic Growth	EMP7	Employment Development in the Countryside
GP10	<del>Rural Diversification</del>	<del>EMP7</del>	<del>Employment Development in the Countryside</del>
GP14 SP14	Town Centres and Local Services	S1 S2  SEL/8  SEL/11 SHB/5	Existing Shopping Centres Edge of Centre and Out of Centre Retail Development Additional Retail Floor Space in Selby Shopping and Commercial Centre Office Uses in Selby Town Centre Additional Retail Floorspace and Service/Commercial Uses in Sherburn Local

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

Core Strategy Policy		Replaces SDLP Policies <sup>1</sup>	
		TAD/5 TAD/6	Centre Additional Retail Floorspace and Services/Commercial Uses in Tadcaster Shopping and Commercial Centre Office Uses in Tadcaster Town Centre
GP12 SP15	Sustainable Development and Climate Change	N/A	
GP13 SP16	Improving Resource Efficiency	N/A	
GP14 SP17	Low Carbon and Renewable Energy	ENV6	Renewable Energy
GP15 SP18	Protecting and Enhancing the Environment	ENV7 ENV8 ENV10	International Wildlife Sites National Wildlife Sites General Nature Conservation Considerations
GP16 SP19	Design Quality	ENV20 ENV21 T6	Strategic Landscaping Landscaping Requirements Public Transport

**b) Policies in the Core Strategy which amend the area affected by Selby District Local Plan Policies.**

Core Strategy Policy		Amends the boundary of SDLP Policies		SDLP Inset Map No.
GP2A SP7	Olympia Park Strategic Development Site	BAR/2 reduced area	Land Reserved for Freight Transshipment Facilities, rear of Olympia Mills, Barlby	4

**Appendix 4 B**

**Previously Developed Land Trajectory**

- A1. Paragraph 111 of the NPPF requires that planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value. Local planning authorities may continue to consider the case for setting a locally appropriate target for the use of brownfield land.
- A2. The Core Strategy promotes the re-use of previously developed land (PDL) consistent with the NPPF. However, because of the difficulty in planning for PDL on windfalls and that it would not be the intention to restrict development if a PDL target was not being met, the Core Strategy does not include a PDL target as a policy tool. It instead provides a 40% ‘indicator’ within the text only.
- ~~1.~~ ~~PPS3 indicates that Local Development documents should include a local previously developed land (PDL) target and trajectory. This Appendix provides the background information used in selecting a long-term target~~ **A3.** ~~target~~ **indicator** for the proportion of dwellings to be constructed on previously developed land.
- ~~2.~~ While the former Regional Spatial Strategy (RSS) did not include a PDL target for local authorities, the evidence base (which was referred to in an earlier draft version of RSS<sup>1</sup>.) suggested a target figure of 45% of dwellings on PDL for the District. Analysis of the Council’s overall PDL Trajectory reveals that there is capacity for a modest increase over and above the target suggested by RSS evidence. Over the years 2004 – 2009, the average percentage of dwellings built on previously developed land is 63%. However, with increasing reliance in the longer term on greenfield sites to accommodate growth in the three towns, it is inevitable that this percentage will not be maintained. Work will continue to be undertaken through future **Local Plan documents** ~~DPD’s~~ in order to maximise the proportion of allocations using previously developed land. However, the availability of such sites is often extremely difficult to predict, particularly in the longer term.
- ~~3.~~ In the above circumstances, a practical ~~target~~ **indicator** of 40% of new dwellings on previously developed land and conversions is proposed between 2004 and 2017. This represents a reduction of 10% from that proposed in the Draft Core Strategy (2010) as a result of the Government’s decision to remove garden curtilages from the definition of previously developed land **(and the Core Strategy approach to garden land in the light of the NPPF)** . Garden curtilages have consistently provided approximately 10% of all completions **in Selby District** over the last 10 years.
- A5.** ~~3.~~ **A5.** In the above circumstances, a practical ~~target~~ **indicator** of 40% of new dwellings on previously developed land and conversions is proposed between 2004 and 2017. This represents a reduction of 10% from that proposed in the Draft Core Strategy (2010) as a result of the Government’s decision to remove garden curtilages from the definition of previously developed land **(and the Core Strategy approach to garden land in the light of the NPPF)** . Garden curtilages have consistently provided approximately 10% of all completions **in Selby District** over the last 10 years.
4. There is insufficient information at present to predict the long-term supply of PDL within the District to provide a meaningful target beyond

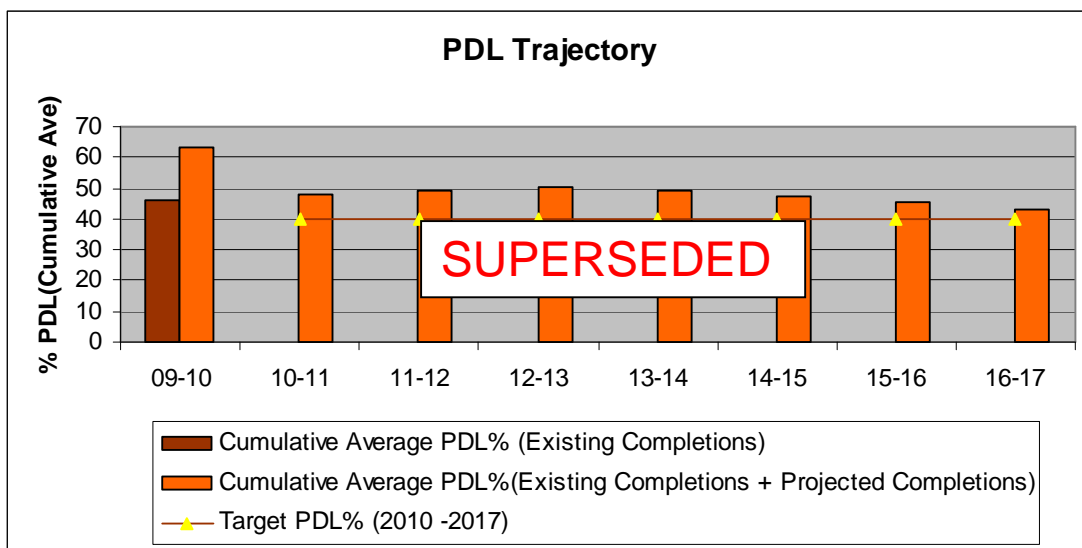
<sup>1</sup> The Yorkshire and Humber Plan – Draft published for public consultation - December 2005

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

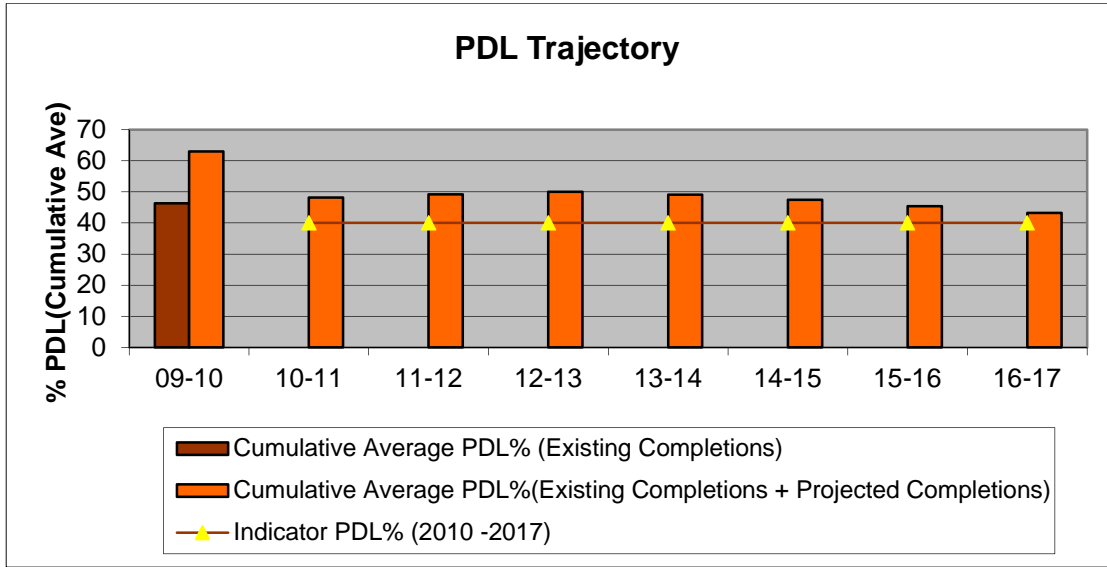
- A6. 2017. However, the Council will continue to pursue policies, which give priority to the use of PDL, subject to consistency with other elements of the Strategy, with the aim of achieving the highest possible percentage.
- 5. In a rural District such as Selby, previously developed land is unlikely to come forward evenly on an annual basis. For example, within the five years 2004/9 the proportion of development on previously developed land varied between 72 and 51%. Its availability is likely to be more uncertain than in a larger metropolitan area. Nevertheless its use will be encouraged in appropriate circumstances, particularly within settlements, and delivery will be monitored in relation to the trajectory set out below. The trajectory provides a forecast of the cumulative average percentage of the use of previously developed land for housing purposes over the plan period up to 2017. The cumulative average provides a better guide to monitoring the overall 40% **target indicator** than annual split figures which are highly variable and do not allow the overall trend to be easily discerned.
- A7.

*The following trajectory has not been changed but reference to 'target' has been amended to 'indicator' in the key.*

**Previously Developed Land Trajectory**



Selby District ~~Submission Draft~~ Core Strategy – October 2013



*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

## Appendix C Housing Delivery and Windfalls

*[Note: All published proposed change but underlined text shows amended text for clarity in light of debate at EIP]*

- B1. Policy ~~CP2~~ SP5 sets out that the District housing requirement will be made up of both the existing planning permissions (at the Core Strategy base date), and new allocations (that will form the bulk of delivery) in the Site Allocations Local Plan.
- B2. Any windfalls which have been built in the intervening period between the adoption base date of the Core Strategy and the base date of the Site Allocations Local Plan (anticipated to be adopted by 2015) are not shown as part of the supply calculation in Policy ~~CP2~~ SP5. These are simply considered as additional completions which are monitored through the Annual Monitoring Report (AMR) to measure annual delivery against the annual target and inform the actions in Policy CP3. However, as they form part of the delivery of the annual housing target within the plan period they will be taken into account in determining the level of new allocations required in the Site Allocations Local Plan.
- B3. The Site Allocations Local Plan will allocate sufficient deliverable land (suitable, achievable and viable sites) to meet the District housing target. New allocations will be made for *at least* the net requirement of dwellings once the existing planning permissions from the 5-year supply at the time of the Site Allocations Local Plan have been taken into account.
- New  
B3a As such the housing needs of 450 dpa in Policy ~~CP2~~ SP5 are planned to be met by:
- a) The dwellings built between the base date of the Core Strategy and the base date of Site Allocations Local Plan.
  - b) The existing planning permissions at the base date of Site Allocations Local Plan.
  - c) New allocations
- B4. Only those permissions known at the time of determining allocations will be counted towards the ‘planned-for’ development to meet the 450 dpa target. Any further planning permissions after the base date will be counted as additional contributions (unknown windfalls) to housing supply on top of the 450 dpa requirement. There will not be a re-adjustment to the base line through the remaining plan period, thus, all planning permissions that are not identified at the Site Allocations Local Plan base date and are not on new allocated sites will be classed as “unknown windfall” on top of the 450 dpa.
- B5. It is difficult to guarantee at this stage, the precise sources of the 450 dpa annual target throughout the plan period, until the actual delivery is checked through annual monitoring. Once the allocations are known at the Site Allocations Local Plan stage, the implementation strategy can

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

be more clearly established. However, it is expected that, as outlined above, the early delivery of housing (2011-2015) will be through the existing 5-year housing land supply (based date 2011); from outstanding, deliverable permissions and existing Phase 2 Allocations from the saved SDLP and a substantial contribution to supply will be provided by the Strategic Development Site at Olympia Park.

- B6. From 2015 (the anticipated adoption of the Site Allocations Local Plan), the contributions from the Strategic Development Site and new allocations will increasingly become the main source of delivery.
- B7. 'Known windfalls' will, and 'unknown windfalls' may contribute to the delivery of the housing target of 450 dpa in some years until the new allocations in the Site Allocations Local Plan begin delivering homes. From that time (after 2015), the delivery from 'known windfalls' will gradually diminish as those sites are built out and delivery from new allocations will form the full source of supply to meet the 450 dpa target over the remaining plan period. The 'unknown windfalls' will continue to contribute towards overall housing supply on top of the 450 dpa target. Only if delivery from the allocated sites falls below the 450 dpa target will the 'unknown windfalls' contribute to meeting a shortfall rather than providing an additional amount. However, this scenario is highly unlikely to prevail because the Site Allocations Local Plan will only allocate genuinely deliverable sites and Policy CP3 SP6 contains the mechanisms to respond to delivery under-performance picked up through annual monitoring. Therefore, the 450dpa target will be achieved, and with significant windfall on top of that target when viewed across the life of the Core Strategy rather than looking at each year in isolation.

*Windfall Data*

- B8. The Core Strategy assumes that 'unknown windfalls' in the order of 105-170 dwellings per year will contribute to housing delivery on top of the 450 dpa target. This is based on the following assessment:
- B9. 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

- B10. The table below provides windfall data for the past 7 years and shows that historically the annual windfall delivery rates have contributed significantly to the overall housing delivery but have fluctuated year on year.





Selby District ~~Submission Draft~~ Core Strategy – October 2013

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
<b>TOTAL 2005-2010</b>	<b>3417</b>	<b>968</b>	<b>-</b>	<b>2449</b>	<b>-</b>	<b>2059</b>	<b>-</b>	<b>2008</b>	<b>-</b>
<b>Average 2005-2010</b>	<b>488</b>	<b>138</b>	<b>30.7%</b>	<b>350</b>	<b>69.2%</b>	<b>294</b>	<b>58.5</b>	<b>286.9</b>	<b>81.4%</b>

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

- B11. 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.
- B12. 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

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

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 <sup>1</sup>				355 <sup>2</sup>	

- B13. 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.
- B14. The table shows that the main towns and Designated Service Villages (DSVs) made the biggest contribution to windfalls at 277 dwellings, although Secondary Villages (SVs) have made an annual contribution of more than 70 dwellings. The ratio between the 3 main towns and DSVs compared to SVs is approximately 80:20.
- (ii) the Strategic Housing Land Availability Assessment (SHLAA)
- B15. 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 developed).
- B16. 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 Local Plan. In addition, the SHLAA does not necessarily capture potential redevelopment opportunities on current operational sites which may come forward during the Plan period.

<sup>1</sup> 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.

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

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

- B17. 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).
- B18. 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).
- B19. However this is not a realistic estimate (not a 'reliable source of supply') because land outside Development Limits would not accord with Policy CP1A SP4 (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.
- B20. 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 SP4 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).
- B21. 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 B26 below, would be likely to provide the main source of supply in Secondary Villages, alongside PDL redevelopment.
- (iii) expected future trends
- B22. 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.
- B23. Policies in the Core Strategy set the framework for promoting new development in the District over the Plan period. Policy CP2 SP5 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.
- B24. The scope for new development in all settlements is set out in Policy CP1A SP4. This provides a basis for estimating future opportunities for windfall (see SHLAA at (ii) above) across the District.
- B25. Further more detailed evidence was provided at the EIP (in Written Statement No. 6, September 2011) regarding the potential quantity of new dwellings on infill frontage development and redevelopment of

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

farmsteads in Secondary Villages under Policy CP4A SP4.

- B26. 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*

- B27. 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.
- B28. Taken together therefore, based on the information available on past windfalls (quantity and distribution) and potential for future opportunities under the new policy framework, it is reasonable to predict that in the future windfalls will be delivered at an annual rate of between approximately 105 dpa and 170 dpa.
- B29. 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 land<sup>3</sup>. 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.
- B30. Consideration was given to using the average over the past 7 years but 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
- B31. Windfalls are not to be relied upon to deliver the 450 dpa housing requirement which is based on objectively assessed needs. Instead 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

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<sup>3</sup> 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.

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

the Site Allocations Local Plan) and that a minimum of about 105 dwellings per year are expected to be provided in addition on windfall sites. (See above for delivery scenarios).

## Glossary of Terms

*Note: Includes updates and to align with NPPF under published proposed change*

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
Affordable Housing		<p><del>PPS3 states that affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.</del></p> <p>Social rented, Affordable Rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <p>Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.</p> <p>Affordable Rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing.</p> <p>Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).</p> <p>Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.</p>

Selby District ~~Submission Draft~~ Core Strategy – October 2013

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.
Allocations		Sites identified for new development for specific land uses to meet the known requirement over the plan period. Normally identified through an Allocations DPD Local Plan or Area Action Plan or Neighbourhood Plan.
Annual Authority Monitoring Report	AMR	A report submitted to the Secretary of State on the progress of preparing the Local Development Framework Plan and the extent to which objectives and policies are being achieved.
Brownfield Land		Another phrase for Previously Developed Land or PDL - see below
Commitments		Number of homes with outstanding planning permission that are not completed
Community Facility		Community facilities provide for health, welfare, social, educational, spiritual, recreational, leisure and cultural needs of the community.
Community Infrastructure Levy	CIL	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.
Community Right to Build Order		An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a site-specific development proposal or classes of development.
Completions		Number of homes built and finished ready for occupation, usually expressed as figures for a particular year (from April to March)
Decentralised energy		<del>Community or smaller scale generation of heat and power close to the point of use.</del> Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.
Designated Service Village	DSV	Settlement with a good range of local services capable of accommodating additional limited

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		growth as defined in Policy SP2.
Development Limits		Defined in the Selby District Local Plan (2005) as the boundary between settlements and the open countryside and therefore establishes where relevant policies apply (to be reviewed in subsequent Local Plan documents).
Development Management <del>DPD</del> Local Plan document		One of the suite of documents which will form the LDF Local Plan. It will set out the detailed policies to be used for determining planning applications (alongside any other material considerations). <del>Programmed to be adopted by mid-2013.</del>
Development Plan		Planning applications are determined against the policies in the development plan unless material considerations indicate otherwise. For Selby District, this includes adopted Local Plans and neighbourhood plans and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.
Development Plan Document	DPD	<del>Part of the suite of documents which make up the LDF. Could include Site Allocations DPD and Development Management DPD.</del>
Dwelling	dw	Housing unit
Employment Land Refresh	ELR10	Undertaken to update site data and economic information in the ELS07 in relation to employment land requirements over the plan period.
Employment Land Study	ELS07	Undertaken in 2007 to assess employment land requirements and job growth potential.
Environment Agency	EA	A Public Organisation for improving and protecting the environment.
Evidence Base		Information and data upon which decisions and options included within LDF Local Plan documents are based including response to consultation processes. Includes studies undertaken for the Core Strategy. Provides justification for policy direction. Ensures decisions are soundly based.
Green Belt		Areas of land which have been specifically designated and are protected against inappropriate development by national and local policies. In Selby District these are



*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		located within the north and west parts of Selby District. ( <i>Different to 'Greenfield' – see below</i> ).
Greenfield sites		An area of land that has not been previously developed including agricultural buildings and garden land. ( <i>Different to 'Green Belt' – see above</i> )
Green Infrastructure		Network of multi-functional linked open spaces in built up and rural areas including formal parks, woodlands, green corridors, waterways, natural habitats and countryside, <b>which is capable of delivering a wide range of environmental and quality of life benefits for local communities.</b>
Hectare	Ha or ha	Measure of land area equivalent to 100 metres x 100 metres.
Housing trajectory		Estimates made on expected number of homes likely to be built over a specified number of years based on previous patterns of development, study of completions and commitments, survey of landowners/developers and taken within a policy context.
Issues and Options	I&O	First stage of the statutory plan making process identifies the key local issues facing the District and sets out a range of options to tackle those challenges. The Core Strategy I&O was published April 2006 for a six-week public participation period.
Local Area Agreement	LAA	<del>See Sustainable Community Strategy</del>
Local Development Framework	LDF	Series of planning documents required under the Planning and Compulsory Purchase Act 2004. <b>The Localism Act 2011 introduced changes to the planning system and the LDF is now referred to as the Local Plan (see below).</b> <del>The Selby District LDF will comprise this Core Strategy, the Site Allocations DPD and the Development Management DPD. The LDF together with Minerals and Waste DPDs prepared by the County Council, and the Regional Spatial Strategy currently form the development plan for the area (although Government has published proposals to</del>

Selby District ~~Submission Draft~~ Core Strategy – October 2013

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		<del>revoke RSS and devolve more decision making to local level). These documents contain the policies and site specific proposals which will be used to make decisions on planning applications.</del>
Local Development Scheme	LDS	A three-year project plan setting out the Council's programme for the preparation of Local Development Documents within the LDF <a href="#">Local Plan</a> . The <del>Latest</del> (4th) version was approved October 2010 and a revised version was approved October 2013.
<del>Local Government for Yorkshire and the Humber</del>	<del>LGYH</del>	<del>Regional partnership of local authorities to provide a regional strategic vision and forum for issues affecting local government. This organisation will be subject to change in the light of proposals by the Coalition Government.</del>
<a href="#">Local Plan</a>		<p>The <a href="#">Local Plan</a> comprises the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. It includes the Core Strategy and other planning policies which under the regulations would be considered to be development plan documents.</p> <p>The term includes old policies which have been saved under the 2004 Act and this therefore includes the Selby District Local Plan (the SDLP). The SDLP was prepared under the Town and Country Planning Act 1990 and policies saved under the 2004 Act on adoption in 2005 and then 'extended' on 8 February 2008 by Direction of the Secretary of State under the 2004 Act until such time as superseded.</p> <p>Local Plans (formerly LDFs) provide the basis for delivering the spatial planning strategy of the District and guide future development and change. These are prepared by the District Council except that documents relating to waste and minerals matters continue to be prepared by the County Council as the Minerals Planning Authority.</p>
Local Planning Authority	LPA	Councils with statutory responsibility for planning functions.
Local Service Centre	<a href="#">LSC</a>	Tadcaster and Sherburn in Elmet are identified

Selby District ~~Submission Draft~~ Core Strategy – October 2013

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		as Local Service Centres that provide services and facilities that serve the needs of, and are accessible to, people living in the surrounding rural areas.
Local Strategic Partnership	LSP	<del>See Sustainable Community Strategy</del> A District area group made up of a wide range of public, voluntary and private organisations, who share aims, encourage joint working and the involvement of communities.
Low carbon energy		Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels). From the generation of heat and power with lower emissions than conventional means, by using more efficient technologies, fuels with lower carbon content or capturing and storing emissions.
National Policy Statements	NPS	A series of new NSPs <del>which will</del> set out national policy on infrastructure to be used as the basis for decision making on applications to build nationally significant infrastructure facilities. Relevant applications will be examined by the <del>Infrastructure Planning Commissions (IPC) until replaced by the Major Infrastructure Planning Unit (MIPU) under Government proposals.</del> A number of NSPs are currently in Draft form, for example Renewable Energy Generation (covering large schemes over 50MW generating capacity from on shore wind, biomass and waste plants).
Neighbourhood Plans		A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).
North Yorkshire County Council	NYCC	Sub-regional tier of government responsible for amongst other things Social Care, Education, Minerals & Waste and Highways within Selby District.
Open space		All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

Selby District ~~Submission Draft~~ Core Strategy – October 2013

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
Plan Period		The time over which the Core Strategy applies. This Core Strategy covers the period up until 2026 <del>2027</del> . which will be 15 years from anticipated adoption in 2014.
<del>Planning Policy Guidance notes</del>	<del>PPG</del>	<del>Government published policy documents to be taken into account when developing planning policies and determining planning applications. Cover a variety of subjects.</del>
<del>Planning Policy Statements</del>	<del>PPS</del>	<del>Government published policy documents to be taken into account when developing planning policies and determining planning applications. Cover a variety of subjects. Supersede PPGs.</del>
Policies Map		An Ordnance Survey based map showing the proposals for the development and use of land which are set out in the written chapters of the Local Plan. (Note: Under the NPPF 2012, the terminology has changed from “Proposals Map” to “Policies Map”. At the time of Adoption, both the saved 2005 Selby District Local Plan Proposals Map and the 2013 Core Strategy Policies Map remain in use, as amended where set out. Therefore both “Proposals Map” and “Policies Map” refer to the most up to date version of any adopted such map).
Previously Developed Land	PDL	Also known as ‘brownfield’ land. Defined in <del>PPS3 (Housing)</del> the NPPF as land which is or was occupied by a permanent structure, including the curtilage developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

*Selby District ~~Submission Draft~~ Core Strategy – October 2013*

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
Principal Town		Selby is identified as a Principal Town which will provide the main local focus for housing, employment, shopping, leisure and cultural facilities.
Proposals Map		An Ordnance Survey based map showing the proposals for the development and use of land which are set out in the written chapters of the Local Plan. (Note: Under the NPPF 2012, the terminology has changed from “Proposals Map” to “Policies Map”. At the time of Adoption, both the saved 2005 Selby District Local Plan Proposals Map and the 2013 Core Strategy Policies Map remain in use, as amended where set out. Therefore both “Proposals Map” and “Policies Map” refer to the most up to date version of any adopted such map).
Ramsar sites		Wetlands of international importance, designated under the 1971 Ramsar Convention.
Recreation Open Space	ROS	Includes outdoor public open space in the form of allotments, sports and playing fields, courts, greens and children’s play space and equipment
Regional Spatial Strategy	<del>RSS</del>	<del>Formerly</del> part of the statutory development plan for the District. The ‘Yorkshire and Humber Plan’ (Y&HP) was adopted 2008 by the former Y&H Regional Assembly. <del>The Government has published proposals to abolish RSS through the Localism Bill.</del> Selby District Council has resolved to rely on the sound evidence base at regional level. <del>The Y&amp;HP itself was revoked by order of the Government on 22 February 2013.</del>
Renewable Energy		Energy that occurs naturally and <del>continuously</del> repeatedly in the environment, such as energy from the sun, wind, waves or tides.
Renewable and low carbon energy	RLCE	Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon

Selby District ~~Submission Draft~~ Core Strategy – October 2013

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).
Rural exception sites		Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.
Secretary of State	SoS	Government minister who approves or not planning documents submitted by LPAs.
Secondary Village	SV	Village with Development Limits but with limited services and/or remotely located as defined in the Core Strategy (see settlement hierarchy in Section 4). Not considered capable of accommodating planned growth other than small scale affordable housing.
Selby Bio-diversity Action Plan	BAP	The current local BAP. Identifies key issues and actions for species and habitats in the District. Adopted 2004.
Selby District Council	SDC	Tier of local government at District level.
Selby District Local Plan	SDLP	Current District-wide Development Plan which was adopted in 2005 and includes policies for the use and development of land. Many SDLP policies have been 'saved' (by Direction of the Secretary of State, 2008) until replaced by LDF new Local Plan policies.
Selby Retail, Commercial and Leisure Study	SRCLS	Undertaken in 2009 to identify the hierarchy, roles, issues and requirements for town centres and other settlements.
Site Allocations DPD Local Plan		One of the suite of documents which will form the LDF new Local Plan. It will identify sites for planned development for a range of uses to meet the needs of the District up to 2026 2027. Programmed to be adopted by the end of 2012.
Site of Special Scientific Interest	SSSI	Sites designated by Natural England under the Wildlife and Countryside Act 1981.

Selby District ~~Submission Draft~~ Core Strategy – October 2013

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
Special Areas of Conservation	SAC	Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010.
Special Protection Areas	SPA	Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.
Statement of Community Involvement	SCI	Document setting out how and when stakeholders and other interested parties will be consulted and involved in the preparation of the <del>LDF</del> Local Plan.
Strategic Environmental Assessment	SEA	An assessment of the environmental effects of a plan or programme required by EU Directive 2001/42/EC and set out in the Environmental Assessment of Plans and Programmes Regulations 2004, which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.
Strategic Flood Risk Assessment	SFRA	An SFRA assesses flood risk at a District level. The SFRA for Selby District has been undertaken in two stages. The Level 1 provides background information and a preliminary review of all available flood risk data. The Level 2 includes sequential testing of the suitability of potential locations for future growth including Strategic Development Site options in light of the flood risk findings.
Strategic Housing Market Assessment	SHMA	Study to determine housing needs in a District including need for affordable housing and tenure, types and sizes. Selby SHMA was undertaken in 2009 and there was a North Yorkshire update in 2011.
Supplementary Planning Document	SPD	A Local Development Document, which elaborates on existing policies or proposals in DPDs the Local Plan and gives additional guidance. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the

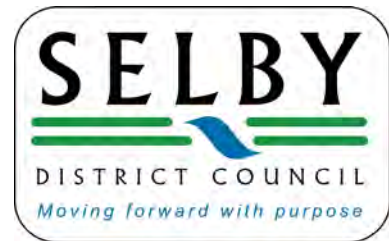


Selby District ~~Submission Draft~~ Core Strategy – October 2013

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		development plan.
Sustainability Appraisal	SA	An assessment of the environmental effects of a plan or programme. Identifies and evaluates the effects of the strategy or plan on social, environmental and economic conditions.
Sustainable Community Strategy	SCS	<p>The Selby District Local Strategic Partnership (LSP) sets out a vision of what the District will look like in the future and how the LSP will work with communities through the Sustainable Community Strategy (SCS). Key priorities and progress in delivery are defined.</p> <p><del>The Local Strategic Partnership creates a shared vision and shared sense of priorities for a place. The vision is set out in a Sustainable Community Strategy (SCS), which describes how people who live and work there want it to change over time. The Selby Strategy Forum is the LSP for the District. New Local Area Agreements (LAAs) will help deliver the ambitions for the place and its people, set out in the Sustainable Community Strategy.</del></p>
Town centre		Area defined on the local authority's proposal map (currently in the SDLP), including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area.
Windfalls		Those homes provided on sites, which are not specifically allocated for residential development.



**Produced by Selby District Council as part of  
The Local Plan**



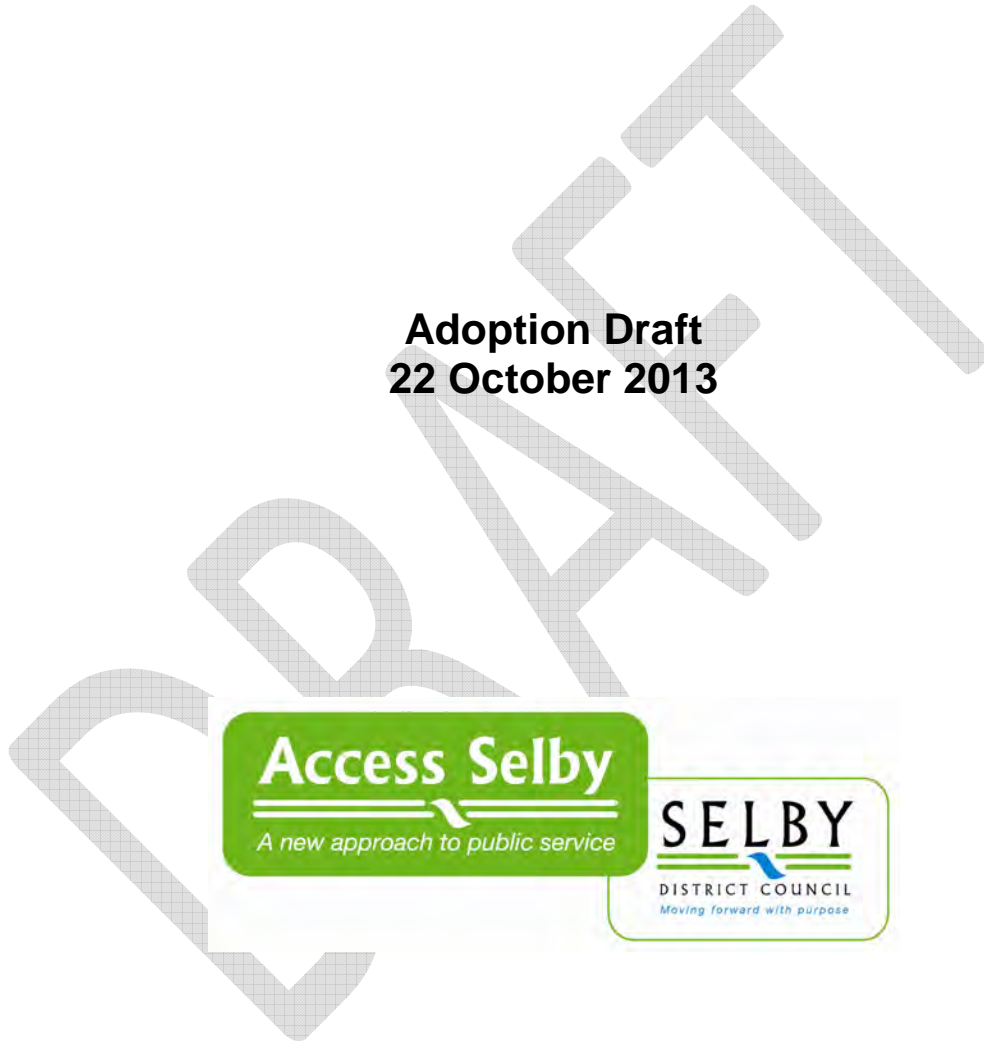
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# Selby District Core Strategy Local Plan

Adoption Draft  
22 October 2013



Copies of the accompanying evidence base including the Sustainability Appraisal Report and Background Papers can also be viewed on our website

You may get further help from the Policy Team at:



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## **The Status of Regional Strategy (RS) and the Implications of the Localism Act 2011**

At the time of 'Publication' of the Submission Draft Core Strategy (SDCS), the Development Plan for Selby District comprised the Regional Spatial Strategy (the Yorkshire and Humber Plan or RS), and 'Saved' Local Plan policies, namely Selby District Local Plan, North Yorkshire Minerals Local Plan and North Yorkshire Waste Local Plan.

The Core Strategy is the first development plan document prepared by the Council as part of its new Local Development Framework (Local Plan). On adoption it replaces a number of the 'Saved' Selby District Local Plan policies<sup>1</sup>.

On 6 July 2010 the Secretary of State for Communities and Local Government announced the revocation of RS with immediate effect.

As a result of the Secretary of State's revocation decision, the Council reviewed the Core Strategy and the evidence base on which it is founded, and came to the conclusion that while the policies and context provided by RS were no longer applicable, the RS evidence base remains robust and relevant, particularly since the RS evidence had been subject to a process of consultation and Examination. The Council has therefore chosen not to review the resultant targets or introduce local variations, and the Core Strategy continues to rely on the RS evidence, although references to RS have been removed from the document.

Following a successful legal challenge the revocation decision was quashed and RS was reinstated as part of the Development Plan for the duration of the SDCS Examination Process until 22 February 2013 when the Revocation Order came into effect.

Whilst the Core Strategy was demonstrated to be in general conformity with the RS when formally Submitted (in line with the legislation and prescribed Regulations current at that time) and through the course of the Examination; the Core Strategy Examination and evidence has also demonstrated that it is a sound document based on the National Planning Policy Framework and in the light of the revocation of the RS.

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<sup>1</sup> See Appendix A

# Contents

Page No.

*The Status of the Regional Strategy (RS) and the Implications of the Localism Act 2011*

*List of Core Strategy Policies*

- 1. Introduction**
- 2. Key Issues and Challenges**
  - Duty to Cooperate
  - District Portrait
  - Key Issue and Challenges
- 3. Vision, Aims and Objectives**
  - Vision
  - Aims
  - Objectives
  - Presumption in Favour of Sustainable Development
- 4. Spatial Development Strategy**
  - Settlement Hierarchy
  - Spatial Development Strategy
  - Green Belt
  - Management of Residential Development in Settlements
- 5. Creating Sustainable Communities**
  - The Scale and Distribution of Housing
  - Managing Housing Land Supply
  - Olympia Park Strategic Development Site
  - Housing Mix
  - Providing Affordable Housing
  - Rural Housing Exceptions Sites
  - Travellers
  - Access to Services, Community Facilities and Infrastructure
- 6. Promoting Economic Prosperity**
  - The Scale and Distribution of Economic Growth
  - Town Centres and Local Services
- 7. Improving the Quality of Life**
  - Tackling Climate Change and Promoting Sustainable Patterns of Development
  - Improving Resource Efficiency and Renewable Energy
  - Protecting and Enhancing the Environment
  - Design Quality
- 8. Implementation**
  - Including schedule of indicators and targets

## List of Maps, Figures and Appendices

<b>Map 1</b>	Regional Context
<b>Map 2</b>	Rivers and Flood Risk Areas
<b>Map 3</b>	Communications (Roads, Motorways, Railways and Rivers)
<b>Map 4</b>	Settlement Pattern
<b>Map 5</b>	Selby Contiguous Urban Area
<b>Map 6</b>	Olympia Park Mixed Use Strategic Development Site
<b>Map 7</b>	Green Infrastructure
<b>Map 8</b>	Environmental / Cultural Assets
<b>Figure 1</b>	The Local Plan
<b>Figure 2</b>	Core Strategy Process
<b>Figure 3</b>	Policy Context Diagram
<b>Figure 4</b>	Key Population Facts
<b>Figure 5</b>	Key Assets
<b>Figure 6</b>	Key Diagram
<b>Figure 7</b>	Distribution of Planned New Housing Development
<b>Figure 8</b>	Proportion of Housing Development by Location
<b>Figure 9</b>	Housing Trajectory
<b>Figure 10</b>	Housing Sub Areas
<b>Figure 11</b>	Profile of Household Types
<b>Figure 12</b>	Indicative Employment Land Distribution
<b>Figure 13</b>	Core Strategy Performance Indicators
<b>Appendix A</b>	Schedule of Policies in the Core Strategy which replace or amend the area affected by, Selby District Local Plan (SDLP) Policies
<b>Appendix B</b>	Previously Developed Land Trajectory
<b>Appendix C</b>	Housing Delivery and Windfalls
<b>Glossary of Terms</b>	

**List of Policies****Page**

SP1	Presumption in Favour of Sustainable Development	
SP2	Spatial Development Strategy	
SP3	Green Belt	
SP4	Management of Residential Development in Settlements	
SP5	The Scale and Distribution of Housing	
SP6	Managing Housing Land Supply	
SP7	Olympia Park Strategic Development Site	
SP8	Housing Mix	
SP9	Affordable Housing	
SP10	Rural Housing Exception Sites	
SP11	Travellers	
SP12	Access to Services, Community Facilities, and Infrastructure	
SP13	Scale and Distribution of Economic Growth	
SP14	Town Centres and Local Services	
SP15	Sustainable Development and Climate Change	
SP16	Improving Resource Efficiency	
SP17	Low-Carbon and Renewable Energy	
SP18	Protecting and Enhancing the Environment	
SP19	Design Quality	

## 1. Introduction

- 1.1 The Council is preparing a series of Local Plan documents required under the Planning and Compulsory Purchase Act 2004<sup>1</sup> and Localism Act 2011, which will form part of the new Local Plan formerly known as the 'Local Development Framework' (LDF). The Council's programme for development plan production is set out in its Local Development Scheme<sup>2</sup>.
- 1.2 When adopted over the next few years, the new style plans will replace those policies in the Selby District Local Plan, which are 'saved' under transitional legislation until replaced by policies in the local plan<sup>3</sup>
- 1.3 The Localism Act 2011 and National Planning Policy Framework (NPPF, 2012) introduced changes to the planning system which reflect a move towards a Local Plan rather than separate Development Plan Documents (DPDs). The Core Strategy is the first new-style Local Plan document to be produced by the Council and provides a strategic context with which subsequent Local Plan documents must conform. The Core Strategy covers the 16 year period from 2011 to 2027. The Core Strategy was formally adopted by the Council on 22 October 2013.
- 1.4 Further Local Plan documents will provide for the detailed policies and proposals to deliver the Core Strategy Vision, Aims and Objectives. Throughout this document these are referred to as the Site Allocations Local Plan and the Development Management Local Plan, but in practice these may be a single document.
- 1.5 Local Plans are prepared by District Councils except that Local Plan documents relating to waste and minerals matters continue to be prepared by the County Council as the Minerals Planning Authority.
- 1.6 Planning applications are determined against the policies in the development plan unless material considerations indicate otherwise. For Selby District, the development plan includes adopted Local Plans<sup>4</sup> and neighbourhood plans and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.
- 1.7 All references to plans, strategies and organisations also means any successor document or body in order to ensure the Core Strategy remains up-to-date and reflects any changes which may take place over the life of this plan.

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<sup>1</sup> Defined in Section 38 of the Act as amended

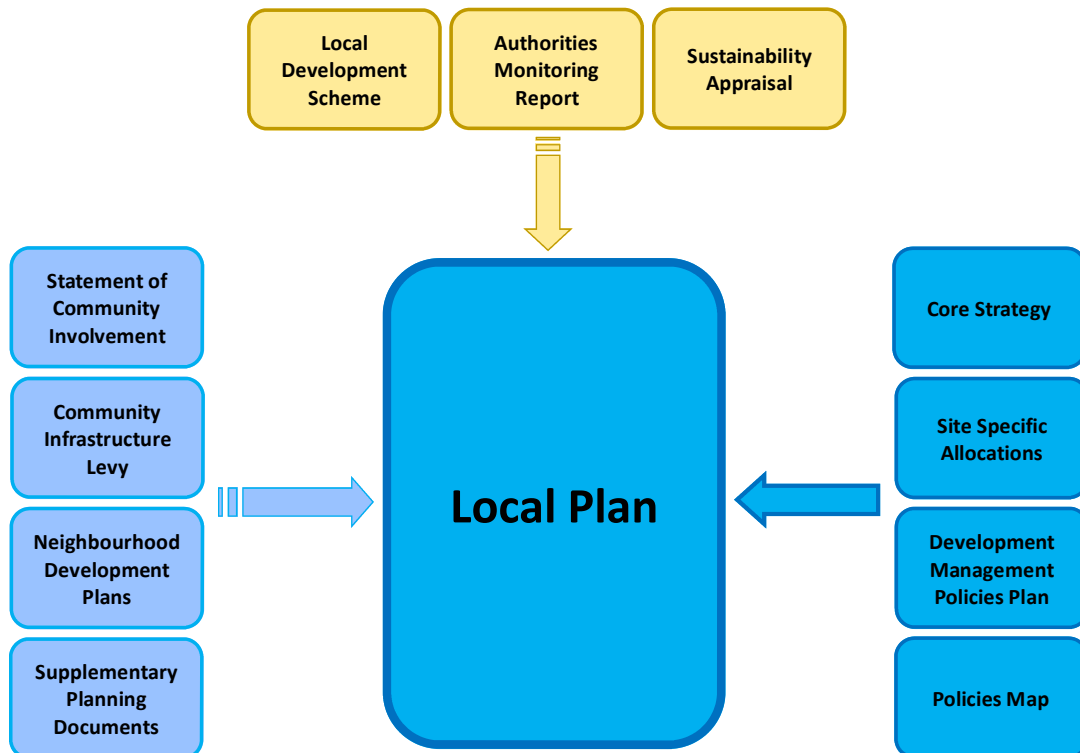
<sup>2</sup> See [www.selby.gov.uk](http://www.selby.gov.uk) for latest Local Development Scheme

<sup>3</sup> See Appendix A

<sup>4</sup> The 'Local Plan' comprises the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. It includes the Core Strategy and other planning policies which under the regulations would be considered to be development plan documents. The term includes old policies which have been saved under the 2004 Act and this therefore includes the Selby District Local Plan. The SDLP was prepared under the Town and Country Planning Act 1990 and policies saved under the 2004 Act on adoption in 2005 and then 'extended' on 8 February 2008 by Direction of the Secretary of State under the 2004 Act until such time as superseded.



Figure 1 - The Local Plan



1.8

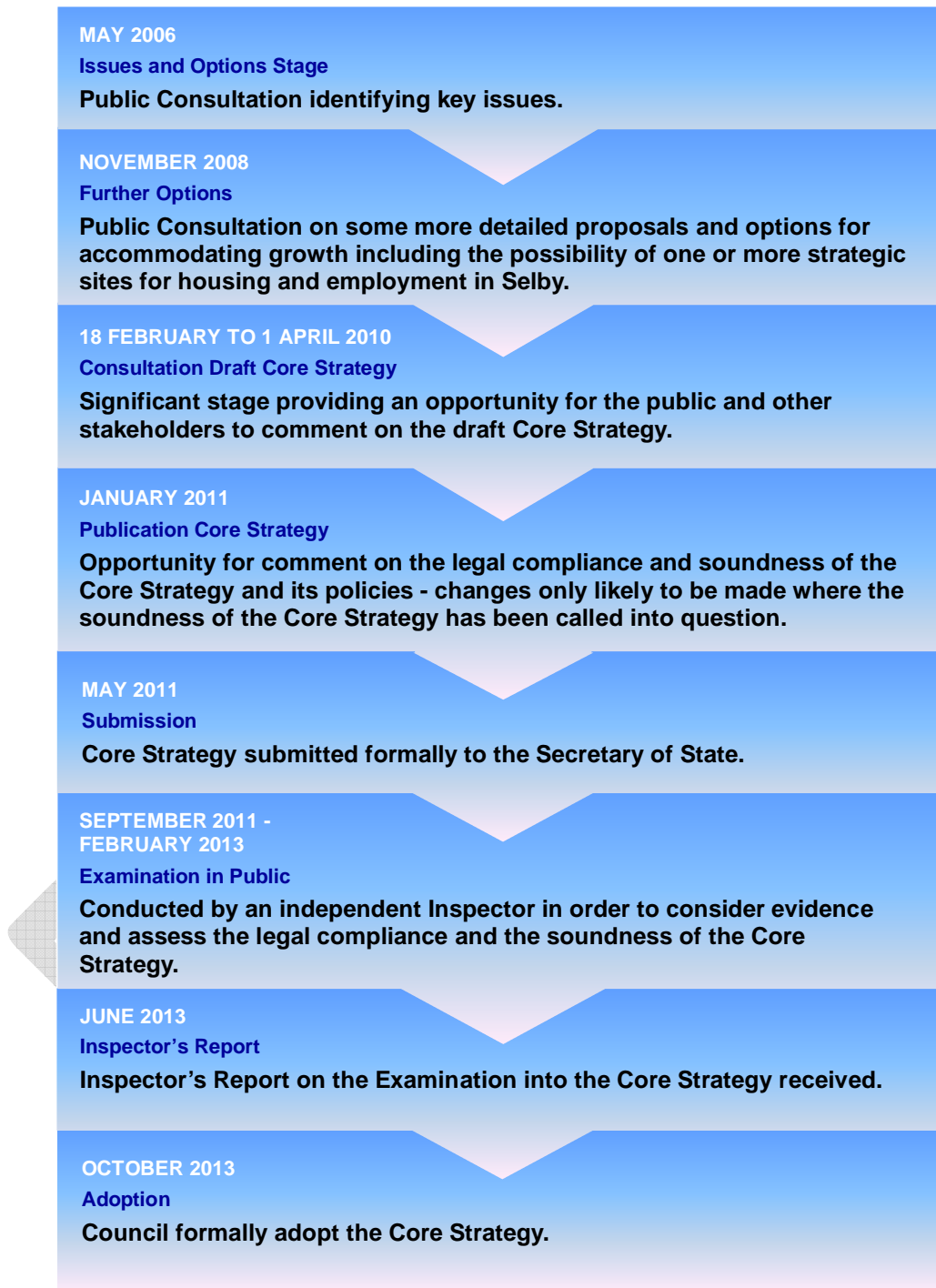
The Core Strategy provides:

- a spatial vision for Selby District and strategic objectives to achieve that vision.
- a development strategy which establishes:
  - the context for designating areas where specific policies will apply, either encouraging development to meet economic and/or social objectives or constraining development in the interests of environmental protection and
  - the identification of strategic development sites for housing and economic development to accommodate major growth in Selby and a District-wide framework for the subsequent allocation of sites for specific uses (including housing, retail, leisure and other activities).
  - policies setting out the context for more detailed policies and guidance to be included in other local plan documents.

1.9

The Core Strategy has been subject to the statutory plan preparation, examination and adoption processes as outlined below.

**Figure 2 Selby District Core Strategy Process**



- 1.10 Site specific policies and allocations for housing, employment and other land uses will be brought forward through a Site Allocations Local Plan. Detailed policies for managing development will be provided through a Development Management local plan.
- 1.11 Neighbourhood Plans are prepared by a Parish Council or

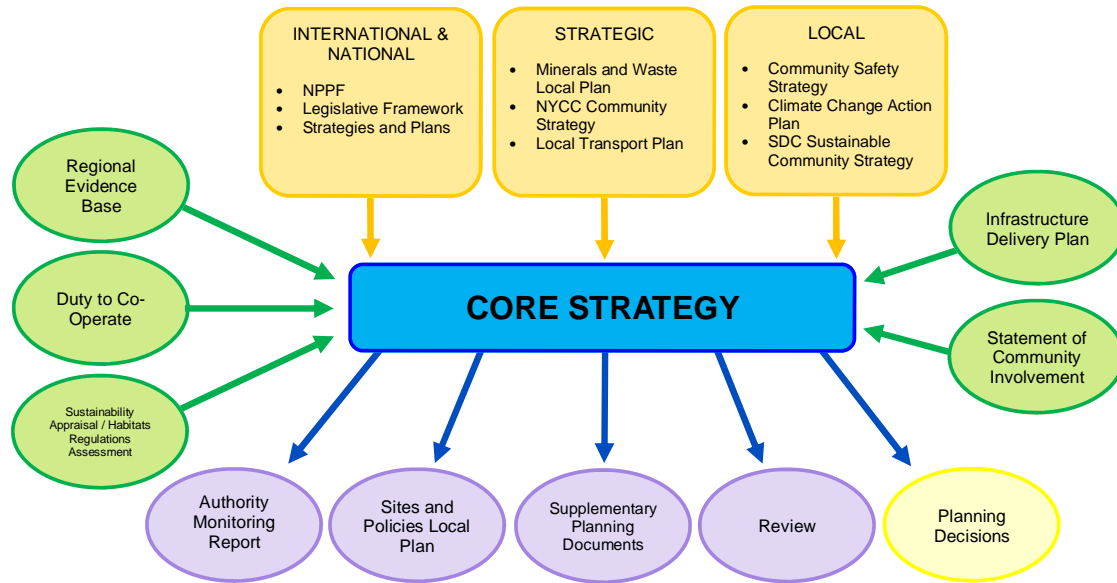
Neighbourhood Forum for a particular neighbourhood area. The scope of neighbourhood plans is set out in the NPPF which makes clear that policies in neighbourhood plans should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics.

- 1.12 Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and deliver the sustainable development they need. The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan. Parish Councils and neighbourhood forums can use neighbourhood planning to, for example identify for special protection green areas of particular importance to them and include community-led initiatives for renewable and low carbon energy. Neighbourhood plans and orders should not promote less development than set out in the Local Plan or undermine its strategic policies. Neighbourhood Plans must be in general conformity with the strategic policies in the Local Plan (including the Core Strategy and Site Allocations documents for example). They may shape and direct sustainable development in their area and set planning policies to determine decisions on planning applications
- 1.13 The Council will consider making Community Right to Build Orders and Neighbourhood Development Orders. Communities can use Neighbourhood Development Orders and Community Right to Build Orders to grant planning permission. Where such an order is in conformity with strategic Local Plan policies, Parish Councils and neighbourhood forums can grant planning permission for a specific development proposals or classes of development and no further planning permission is required for development which falls within its scope
- 1.14 The Council will take a positive and collaborative approach to enable development to be brought forward under such an Order, including working with communities to identify and resolve key issues before applications are submitted.

### **Policy Context**

- 1.15 The strategic planning context for the Core Strategy is provided by national planning policies and guidance, and the former Regional Spatial Strategy evidence base.

### **Figure 3 Policy Context Diagram**



1.16 The Core Strategy is also influenced by the Sustainable Community Strategy<sup>5</sup> prepared by the Local Strategic Partnership, the Council’s own corporate policies and proposals established in the Renaissance Programme sponsored by Yorkshire Forward. The Core Strategy also takes account of North Yorkshire County Council’s Community Strategy. In preparing the Strategy, the aim has been to accommodate the relevant aspects of these local strategies and provide a smooth transition from the Selby District Local Plan policies which will be progressively replaced by new style development plan documents<sup>6</sup>.

1.17 Two overarching global issues which influence planning policies at all levels are the conservation of the earth’s finite energy resources and climate change. These issues are strongly linked through the production of carbon emissions. The strategy aims to reduce carbon emissions in the District by encouraging less travel particularly by private car, promoting improved energy efficiency of buildings and encouraging a switch to the use of renewable energy sources. A further policy strand aims to mitigate and adapt to the effects of climate change, for example in relation to flood risk minimisation and management which is of major importance for the District.

1.18 Promoting a healthy environment and lifestyle is also an issue which permeates a number of policy areas. Healthier Communities is one of the Council’s Corporate Strategic Themes and wherever possible Core Strategy policies aim to encourage good health and well being as well as improved access to health care and other facilities. The environment policies aim to create a green and healthy environment and aim to facilitate sustainable access modes, including walking and

<sup>5</sup> Selby District Sustainable Community Strategy 2010-2015

<sup>6</sup> See Appendix A

cycling. In addition the spatial strategy as a whole aims to reduce the need to travel and minimise pollution.

- 1.19 At the heart of the Core Strategy is a spatially focussed approach to policies which are aimed at developing places and communities in a sustainable way. This ‘place shaping agenda’ will become increasingly important as part of the Government’s Big Society initiative and the devolvement of power to local communities.

*Sustainability Appraisal*

- 1.20 A key national policy requirement of the local plan is that it should deliver sustainable development. In order to assist this process the Core Strategy has been accompanied by a Sustainability Appraisal, which also takes account of Strategic Environmental Assessment Regulations<sup>7</sup>, which govern implementation of European legislation on this matter. The Sustainability Appraisal Report and the Sustainability Appraisal Post-Adoption Statement are available on the Council’s website or on request.

*Habitats Regulations Assessment*

- 1.21 The Council has also undertaken a Habitats Regulations Assessment in compliance with the EU Habitats Directive and the UK Habitats Regulations. The Appropriate Assessment ensures protection for Natura2000 sites against deterioration or disturbance from plans, projects or activities (alone or in combination with other plans, projects and activities) on the features for which they are designated. The Assessment also considers areas designated as Ramsar Wetlands of International Importance. HRA will be required at the lower tier plan stage for any plans, projects or activities which may have a significant effect on Natura 2000 and Ramsar sites.

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<sup>7</sup> European Directive 2001/42/EC “on the assessment of the effects of certain plans and programmes on the environment.”

## 2. Key Issues and Challenges

### Duty to Cooperate

- 2.1 The Localism Act 2011 is clear that public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities to deliver: the homes and jobs needed in the area; retail, leisure and other commercial development; infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat); the provision of health, security, community and cultural infrastructure and other local facilities; and climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscaping.
- 2.2 The National Planning Policy Framework (NPPF) paragraphs 178 to 182 set out the requirements for planning strategically across local boundaries.
- 2.3 Selby District Council has been working on the Core Strategy document since 2005, within the context of the Yorkshire and Humber Plan Regional Spatial Strategy (RS) (adopted 2005 but now revoked 22 February 2013) which provided the mechanism for ensuring cross-boundary working. The Core Strategy generally conforms to RS and the status of RS and the Councils' position are explained in an explanatory note at the beginning of the Core Strategy.
- 2.4 As set out in the Consultation Statement<sup>1</sup>, the Council has continually consulted on the Core Strategy, and at each stage of the process, Selby District Council consulted all its neighbouring local planning authorities and public bodies.
- 2.5 In addition to preparation under the RS, the Core Strategy was subject to the Sustainability Appraisal process as an integral part of the plan preparation process which considers strategic issues. The development of the Infrastructure Delivery Plan, alongside the Core Strategy took account of cross-boundary impacts through involving cooperation with public bodies that have a wider-than-District role.
- 2.6 In preparing its evidence base and supporting documents (such as the Infrastructure Delivery Plan) the Council has complied with the NPPF which states that the Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities; and that local planning authorities should also work collaboratively with private sector bodies, utility and infrastructure providers.
- 2.7 Since the government's announcement of the intended revocation of RS, there have been wider national and regional changes outside the

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<sup>1</sup> Regulation 30(d) Statement - See Core Document CS/CD9 on [www.selby.gov.uk](http://www.selby.gov.uk)

control of the Council. LPAs in the region have sought to establish both informal and formal working relationships in order to tackle cross-boundary issues through regional spatial planning in both the sub regions of Leeds City Region (LCR) and North Yorkshire and York (NY&Y) (Selby District falls within both sub regions) to demonstrate that the Core Strategy is compliant with the strategic priorities agreed with neighbours.

- 2.8 The LCR Interim Spatial Strategy (ISS), to which all local planning authorities in the LCR are signed up, takes forward the key strategic policies from the RS. Local Government for North Yorkshire and York agreed the “NY&Y Sub Regional Strategy” in 2011 but this hasn’t been formally approved.
- 2.9 In terms of emerging methods of cooperation, the Council has been actively involved in a wide range of vehicles for cooperation including: LCR Leaders Board; LCR Local Enterprise Partnership; York, North Yorkshire and East Riding Local Enterprise Partnership; North Yorkshire Development Plans Forum; York Sub Area Joint Infrastructure Working Forum; and Duty to Cooperate Working Group LCR.
- 2.10 These are both informal and formal structures where cross-boundary issues are raised and approaches decided in order to ensure cooperation between the local planning authorities in the region, including the spatial planning aspects of the work of the Local Enterprise Partnerships (LEPs). The Leeds city region partnership is also the LEP.
- 2.11 Whilst housing numbers and strategic priorities have previously been agreed in the RS and strategic priorities in the region taken forward in principle through the ISS; regional arrangements are not yet at a stage where formal joint planning is established, nor are specific housing numbers agreed across borders. One of the reasons for this is that neighbouring LPAs are at different stages in developing their Local Development Frameworks
- 2.12 It has therefore not been possible to work with and agree housing numbers with our neighbours. Instead the Council considers that cross boundary issues have been taken into account because :
- The methodology of re-assessing housing numbers in the light of Office of National Statistics (ONS)/Department of Communities and Local Government population and household projections is based on best practice in the light of local evidence and taking into account migration, household size and economic
  - The ONS population projection figures take into account migration across borders so already cross boundary impacts are reflected in figures
  - The Council cooperated with public bodies on infrastructure

requirements

- The method used for re-assessment of the District housing requirement is not inconsistent with approaches of neighbours
- Neighbouring local planning authorities recognise that because of this further work it is apparent that Core Strategy is catering for Selby District's own requirements
- Most neighbouring local planning authorities have also done similar exercises and are catering for their own needs

2.13 The Council has considered cross boundary impacts of housing growth on and from neighbouring authorities as set out in Background Papers taking into account views of adjoining local planning authorities and formally consulting on revised housing target in January 2012. Neighbouring local planning authorities have confirmed the above and that the level of growth would not have a significant impact on at least two planning areas.

2.14 The Core Strategy includes a strategic policy to review Green Belt and only consider boundary alterations of those settlements within SDC if exceptional circumstances can be demonstrated (it is not a wholesale review of the West Yorkshire and York Green Belts). This approach conforms to Policy YH9 of the former RS (specifically part D) and is compliant with the NPPF. The LCR Interim Strategy Statement signs up to the principle of Green Belt review through its endorsement of YH9. Adjoining local planning authorities consider that the Core Strategy green belt policy does not raise any strategic implications. When the review is triggered full cooperation with relevant bodies will commence.

2.15 Overall the Council has fulfilled its duty to cooperate on all cross boundary issues in developing the plan (not limited to the issues highlighted above). This cooperation has ensured that Selby District and the neighbouring authorities can meet their own and common objectives within the umbrella of understanding the relationships between the authority areas.

### **District Portrait**

2.16 Selby District is a relatively small rural District with an estimated mid 2009 population of 82,200. It is the most southerly District in North Yorkshire, covering an area of approximately 6,190 sq kilometres to the south of York and broadly contained by the A1 (M) / A1 to the west and the River Derwent to the east. Neighbouring local authorities are York, Leeds, Doncaster, Harrogate, Wakefield and the East Riding of Yorkshire.



Map 1 Regional Context



- 2.17 Life in the District is strongly influenced by the adjacent larger urban areas, particularly Leeds and York. The 2001 census reveals that approximately half of the working population commute outside the District, and the latest evidence from the Council's 2009 Strategic Housing Market Assessment<sup>2</sup> suggests that this proportion has increased further to around 59%.

**Figure 4 Key Population Facts**

- Total population approx 82,200
- 40,250 males (49%) and 41,950 females (51%)
- White people make up 97.7% of the population with BME about 2.4%
- Working age population 50,600 (61.5%)
- 33.7% aged 25-49.
- 19.5% aged 65+
- Only 10.3% in 16-24 age groups.

- 2.18 Much of the District is relatively flat and low-lying, and is characterised by open, sparsely wooded arable landscapes including extensive areas of the highest quality agricultural land. More sensitive higher quality landscape is generally confined to the limestone ridge, which runs north-south along the western side of the District.

- 2.19 In terms of the historical environment, although Selby District has one of the lowest densities and overall total of designated assets in the region there are known to be significant archaeological remains along both the Southern Magnesian Limestone Ridge and within the Humberhead Levels. Medieval sites, particularly moated and manorial sites are a feature of the District including Scheduled Monuments such as the important Newton Kyme Henge. Skipwith Common is a significant resource for both biodiversity and archaeology. The Roman heritage of Tadcaster is particularly significant. The District has a significant ecclesiastical history including Selby Abbey, Cawood Castle and the Bishops Canal (now known as Bishop Dike). The 19<sup>th</sup> century farming heritage of the District provides an important record of the intensification of production and is illustrated most strongly in the impressive dairy buildings on many larger holdings. 20<sup>th</sup> century military remains are also a key feature of the District's historic environment, most notably the current and former airfields and associated buildings.

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<sup>2</sup> [http://www.selby.gov.uk/upload/Selby\\_SHMA\\_FINAL\\_REPORT\\_090618.doc](http://www.selby.gov.uk/upload/Selby_SHMA_FINAL_REPORT_090618.doc)

- 2.20 The District also has a wealth of natural features and wildlife habitats, with international, national and local areas of wildlife and ecological value. The River Derwent, Lower Derwent Valley and Skipwith Common are sites with European conservation status as well as nationally important Sites of Special Scientific Interest. In addition there are over 100 designated local Sites of Importance for Nature Conservation (SINCS), including species rich grassland, ancient woodlands and wetlands. Many of these assets are irreplaceable and are a valuable part of the District's biodiversity and green infrastructure resources.

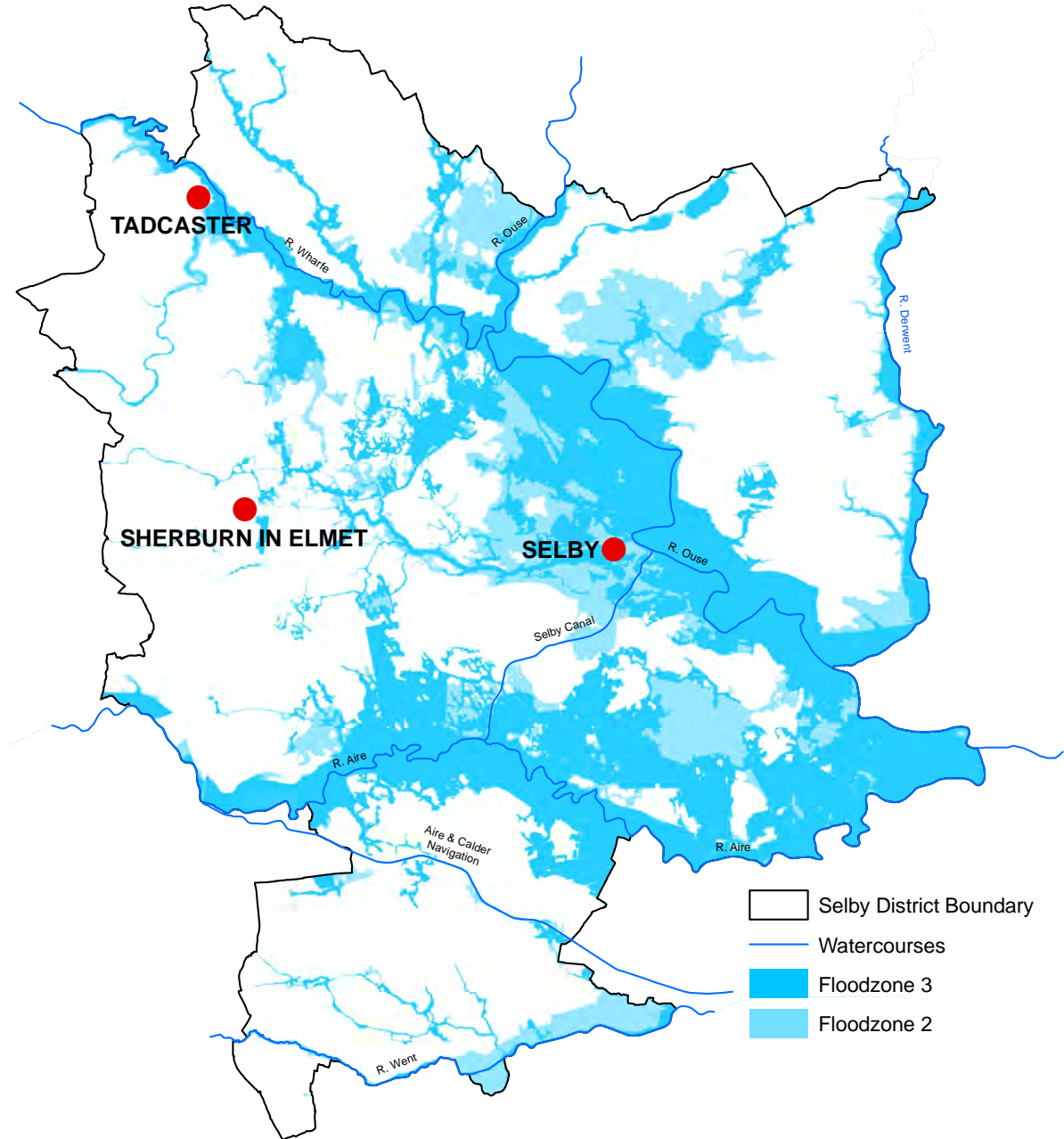
**Figure 5 Key Assets**

- 619 Listed Buildings
- 23 Conservation Areas
- 449 hectares of Conservation Areas
- 19,240 hectares of designated Green Belt
- 1973 hectares of Sites of Importance to Nature Conservation

- 2.21 The relative attraction of the rural location and proximity to major urban areas has led to a significant increase in house prices in the District prior to the recession and, in common with many rural areas, the need for affordable housing for local people has increased in recent years.

- 2.22 The District is crossed by several major watercourses including the rivers Ouse, Wharfe, Aire, and Derwent, and their associated washlands, which in the case of the River Derwent supports internationally important wetland. Large parts of the District are susceptible to flooding because of its low lying nature.

Map 2 Rivers and Flood Risk Areas<sup>3</sup>

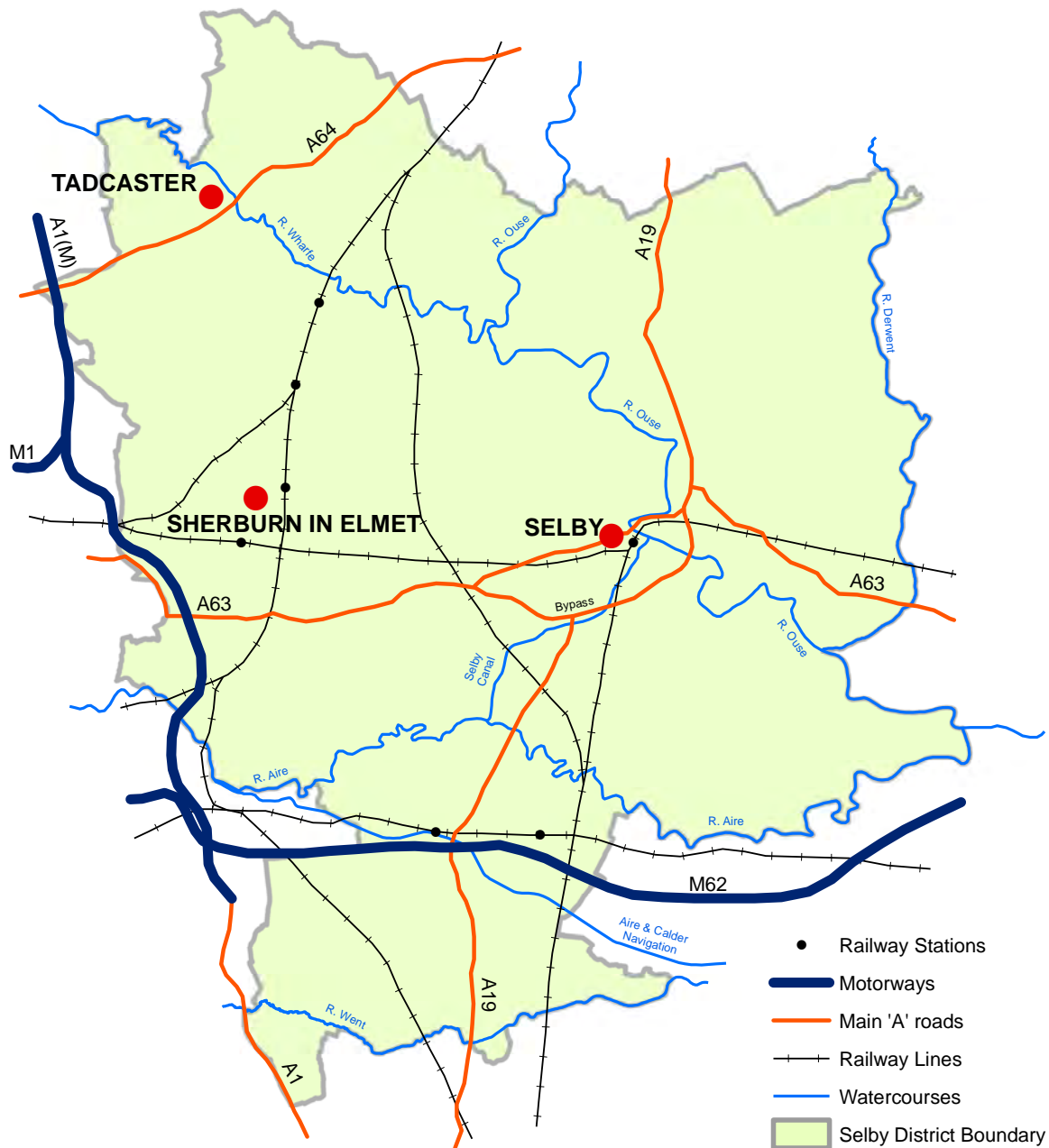


<sup>3</sup> Source: Environment Agency Flood Map Data (August 2010)

2.23 The area benefits from well-developed transportation links. It is crossed by a number of strategic railway links including the electrified east coast line and the Manchester to Hull trans-Pennine line, and Selby has a direct service to London. There is also direct access to the A19, A63 and A64, and the M62, M1 and A1 (M) national motorway routes which cross the District.

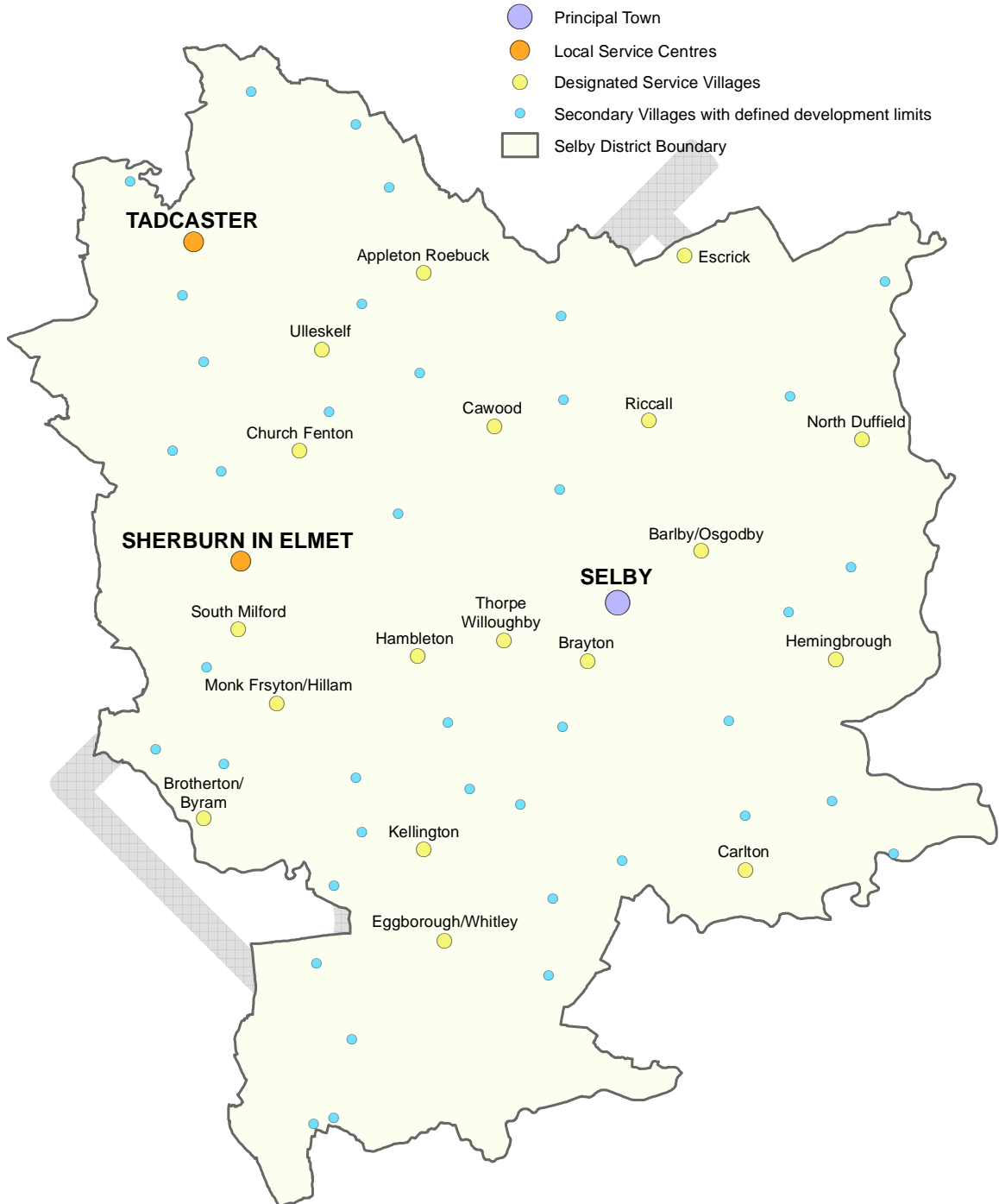
### Map 3 Communications

Roads, Motorways, Railways and Rivers



- 2.24 Historically the District's economy has been dominated by agriculture, coal mining and the energy industries, which all impact on the landscape. The economy of the District remains varied, although with two major coal-fired power stations at Drax and Eggborough, the energy sector is especially prominent and this is expected to continue in the light of national policy statements. Agriculture remains important in spatial terms, although employment in agriculture continues to decline. Selby is the main employment centre but there is also significant employment at Sherburn in Elmet and, to a lesser degree, Tadcaster. Unemployment is generally lower than regional and national averages.
- 2.25 Residents and visitors are attracted to the District for the high quality of life in the towns and villages. The District boasts a wide range of environment and historic assets and access to the pleasant countryside. These attributes attract high quality workforce, and along with the good communications the District benefits from, this also attracts investment with employers seeking to locate here. New development will be expected to complement the existing high quality attributes.
- 2.26 Approximately one third of the population live in the three market towns of Selby, Tadcaster and Sherburn in Elmet. The remaining two thirds live in the 60 or more villages and scattered hamlets across the District.

**Map 4 Settlement Pattern**



### **Selby**

- 2.27 Selby is the largest town with a population of approximately 13,000 and is a major district centre within the region. Aside from being the main shopping centre in the District, it is the prime focus for housing, employment, leisure, education, health, local government and cultural activities and facilities. It benefits from a town bypass constructed in 2004.
- 2.28 There has been a settlement at Selby since Roman times and the founding of The Abbey, due to its wealth and its position as lords of the manor of Selby, promoted the town's economic and physical growth, shaping it into a well-developed regional centre and market town, and small inland port.
- 2.29 The Abbey defines the present layout of the town centre, with the Market Place located directly outside the entrance to the Abbey and Micklegate probably the main manufacturing focus of the town.
- 2.30 The port of Selby developed to serve wool industries of West Yorkshire and the rise of the cotton industry, as well as being known for ship building. The opening of the canal and the Leeds to Selby turnpike road and the first toll bridge over the Ouse improved communications by land, making Selby a significant port for people as well as goods. The construction of rail lines to Leeds and Hull and becoming part of the north-east mainline meant the economy remained buoyant. By the mid to late 20<sup>th</sup> century traditional industries within the town were in decline and recent decades have seen the closure of the final ship yard.
- 2.31 The legacy of this age defines the present town as much as its medieval street layout. The majority of its historic and listed buildings and the conservation areas date from this period.
- 2.32 The town is finding a new commercial and residential focus as well as the opening of shopping precincts within the town centre. There are a number of key employers in the town and visitors are attracted by the Abbey, markets, leisure centre and the traditional town park.
- 2.33 Recent high quality environmental improvements in the town through the Renaissance Programmes, for example in the Market Place and along the historic waterfront have added to the existing high quality of the town which is already attracting new economic investment. Selby town supports around 6000 jobs.

### **Tadcaster**

- 2.34 The ancient market town of Tadcaster (with just over 6000 population) is situated on the River Wharfe between Leeds (15 miles to the west) and York (10 miles to the east), on the A659 and bypassed by the A64.
- 2.35 Originally named Calcaria (place of limestone) by the Romans, it was



initially a small settlement, serving as a resting place for travellers and a staging post on the London to York road. It is surrounded by attractive rolling countryside and is the local service hub for its surrounding communities. The market in the town was initiated in 1270 and is held every Thursday in the Social Club car park, off Chapel Street.

- 2.36 The high quality Tadcaster water is drunk throughout the world in the famous beers that are made in the three breweries which dominate the town. The town is well connected to both York and Leeds city regions and employs a high proportion of people in the finance, business and insurance sector. Overall Tadcaster supports nearly 1700 jobs.
- 2.37 Magnesian Limestone has been quarried in the Tadcaster area for hundreds of years and used in many famous buildings, including York Minster. The town centre was designated as a conservation area in 1973 and provides a high quality architectural streetscape with some outstanding buildings such as the 13<sup>th</sup> century motte and ditch of the Norman Castle and the Ark; now the Tadcaster Town Council Offices, and many buildings from the Georgian and other eras.
- 2.38 The historic centre of the town is largely unaltered with few modern-style buildings. Any new developments have been sensitively designed to protect the town's historic character. Much of the high quality is down to the fact that a lot of the land and buildings are controlled by one of the town's breweries which has strived to maintain the unique characteristics of the town. The Council supports this work through managing new development in the light of the conservation area and many listed buildings. This well-preserved character is one of the key assets of the town, and in continuing to work together, this approach will build on the town's strong image for the benefit of all.
- 2.39 However, for a number of reasons, very few developable sites have come forward within the town for some considerable time. On average, over the past 10 years only 7.8 dwellings per year have been built, which is fewer than many of the main villages in the District. Similarly, only 1124 m<sup>2</sup> of new business related floorspace has been provided over the past 5 years. This has a knock-on effect for the town overall, and the town centre is under-performing. Finding opportunities for new development over the plan period is a key challenge to ensure the future health of the town.

### **Sherburn in Elmet**

- 2.40 Sherburn in Elmet is often referred to as a village, reflecting its historic roots, although it has the characteristics of a small town and is one of the three market towns in the District. It has a population of about 6600 providing essential convenience retail, and other services and facilities for the immediate needs of the local community, South Milford and surrounding rural areas.
- 2.41 The town is of ancient establishment, possibly with Roman origins and was once part of the West Riding of Yorkshire. The field adjoining All

- Saints Church is on the site of the palace of kings of Elmet.
- 2.42 The town has good communications with easy access to rail and the A1(M), providing links to the motorway network beyond and its traditional close associations with Leeds and West Yorkshire.
- 2.43 In the light of these strengths the town is home to a major industrial site attracting large logistics businesses and distribution centres making it one of the key employment areas for Selby District of regional and national importance. Sherburn supports more than 3000 jobs.
- 2.44 The industrial estate provides positive knock on effects for the town centre through lunch time trade for example but does create problems with car parking and general congestion. Sherburn is vibrant centre with successful local businesses with a good night time economy. It has high occupancy levels with generally high environmental quality (but with limited street furniture and green space). Further growth in the town should be matched by improvements in services and facilities.
- 2.45 The town is also home to Sherburn in Elmet Airfield with its links to the air industry going back to World War II when aircraft were built in the town. There is planning consent to re-use buildings remaining from the former Gasgoigne Wood mine to the south of the airfield, for employment purposes, in association with the existing railhead.
- 2.46 There has been a relatively high level of housing development in Sherburn in Elmet (some 291 new dwellings between 2000 and 2010) and employment development (more than 80 000 m<sup>2</sup> of new floorspace built since 2004) over recent years which have contributed to the vitality of the town as a whole.

#### **Other Settlements**

- 2.47 There are more than 60 villages and hamlets scattered throughout the District ranging from larger service villages with a range of facilities to many small, remote villages. Some of these have limited services and facilities but which only meet the immediate day-to-day needs of the local communities; although others have none. There is a huge variety of character and functions.
- 2.48 Those villages most closely associated with the market towns have developed into large sustainable villages, particularly Barlby, Brayton and Thorpe Willoughby (the three largest villages), near to Selby; and South Milford adjacent to Sherburn in Elmet. Eggborough, although not associated with a market town, is located next to strategic infrastructure in the form of Eggborough Power Station and M62 motorway, which have encouraged its development.
- 2.49 The villages on the western side of the District are characterised by settlement patterns and local vernacular associated with a magnesian limestone ridge. This provides an attractive undulating landscape, in contrast to remainder of the District which is generally flat. The villages in this area are set against the backdrop of the designated Locally Important Landscape Area, and the designated West Riding Green Belt.

Properties tend to be stone built. Some settlements have close relationships with towns in West Yorkshire including Leeds, Castleford, Pontefract and Knottingley for jobs and access to other services.

- 2.50 The villages to the north-west of the District are generally small and more remote and a number such as Appleton Roebuck are cut off from Selby by the River Wharfe and the River Ouse, which means residents find it easier to access services in York. Villages in the north of the District generally have strong connections, through relative close proximity, to the historic City of York with its larger range of employment, shopping, and leisure facilities. A number of these are protected by the designated York Green Belt.
- 2.51 Villages in the A19 corridor, such as Riccall and Barlby have expanded significantly over recent years, particularly during the 1980s through association with the (then) developing Selby coalfield.
- 2.52 Villages to the south and east of the District have a close relationship with the South Yorkshire and East Yorkshire towns of Doncaster and Goole.

### **Key Issues and Challenges**

- 2.53 It is important that we are clear about what issues and problems we need to address in the local plan. The following key challenges have been identified specific to the needs of Selby District.

#### *Meeting Development Needs*

- 2.54 The District contains a wealth of natural and historic resources, and provides a high quality environment for those living and working in the area and for visitors. It is also subject to increasing pressure for new housing, commercial activity and new infrastructure. Ensuring that the assessed development needs of the area are met in a way which safeguards those elements which contribute to the distinct character of the District will be an important challenge.

#### *Moderating Unsustainable Travel Patterns*

- 2.55 As indicated above, the District is characterised by lengthy journey to work trips for many residents, travelling outside the District to adjacent areas for employment, particularly to Leeds and York. Analysis of the 2001 Census<sup>4</sup> reveals that Selby District residents have the longest average journey to work of any of the North Yorkshire Districts despite it being generally less remote from major urban areas. This is reflected by the fact that Selby District had (at the time of the census) the highest proportion (49%) of workers travelling outside the District for employment of any Local Authority within the Region. This is a particularly unsustainable travel pattern, and creating the conditions to help improve the self-sufficiency of the District is seen as a major challenge. There is strong local support for moderating current commuting patterns and lifestyles by promoting job growth through the

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<sup>4</sup> Core Strategy Background Paper No.1 - Analysis of Journey to Work in Selby District.

Core Strategy and other Local Plan documents.

*Concentrating Growth in the Selby Area*

2.56 Selby town serves a large rural catchment and is also well related to York and the main urban core of the Leeds City Region. In guiding the spatial distribution of development across the District the Strategy seeks to concentrate growth in Selby. This is the most sustainable approach and is supported by evidence on local journey-to-work patterns and accessibility to services.

2.57 In determining the scale of new development which may be accommodated within Selby (and adjoining villages) particular attention will be paid to flood risk and highways capacity issues and the objective of sustaining and enhancing the attractiveness of the town centre. The Council's Strategic Flood Risk Assessment<sup>5</sup> facilitates consideration of this issue.

*Providing Affordable Housing*

2.58 The Council's recent assessment of housing need<sup>6</sup> identifies a need for around 400 affordable dwellings per annum if the unsatisfied need is to be addressed within the next five-year timescale. The Core Strategy therefore aims to achieve a balance between satisfying the significant affordable housing need that has been identified across the District, (against the background of a current weak housing market) while concentrating growth in Selby.

*Developing the Economy*

2.59 Reinvigorating and developing the economy of the District has emerged as a major priority if a more self-contained, sustainable way of life for District residents is to be created. The Core Strategy aims to facilitate economic recovery in Selby, through the retention and creation of new jobs in line with local aspirations, and by ensuring the District continues to be attractive to investment.

*Other Challenges*

2.60 The Core Strategy links closely with the Selby Sustainable Community Strategy, which has been produced by the Council in conjunction with a range of partners who are involved in delivering the strategy objectives. The Strategy has five themes – all of which are particularly relevant to the Core Strategy. These are:

- Targeting and co-ordinating our efforts in the areas of greatest need
- Working with our Community
- Developing Sustainable Communities
- Developing our three market towns and surrounding rural areas and

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<sup>5</sup> Selby District Level 2 Strategic Flood Risk Assessment (February 2010), and Addendum (November 2010)

<sup>6</sup> Selby District Strategic Housing Market Assessment 2009

- Improving the image of the area.

2.61 The North Yorkshire County Council Community Strategy contains similar themes, but also draws out the economy as an important theme. The strategy refers to the needs of the rural economy and the needs of the Selby area, which result from the loss of coal mining employment in the 1990s. As indicated above, strengthening of the local economy is one of the aims of the Core Strategy which is seen as a pre-requisite of achieving other aims and objectives, such as reducing outward commuting and increasing sustainability through greater self-sufficiency within the District.

2.62 Energy, job creation, climate change issues and flooding are all key challenges which can be turned into opportunities. As the economy emerges from recession it will also be important to ensure that attention is focussed on improving the image of the area through environmental enhancement, the protection and enhancement of natural habitats and landscapes, and by adding to and strengthening green infrastructure.

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### 3. Vision, Aims and Objectives

- 3.1 The following Vision, Aims and Objectives provide a clear direction for development in Selby District up to 2027. The Vision reflects priorities highlighted in the key issues and challenges section above, based on what makes Selby special and where it wants to be by the end of the plan period. These have been established through the evidence in the District Portrait, the Sustainable Community Strategy and previous consultation on Core Strategy Issues and Options. The vision seeks to make the most of the local, distinctive, rural character in promoting future prosperity while at the same time protecting the District's assets.

#### Vision

**By 2027 Selby District will be a distinctive rural District with an outstanding environment, a diverse economy and attractive, vibrant towns and villages. Residents will have a high quality of life and there will be a wide range of housing and job opportunities to help create socially balanced and sustainable communities, which are less dependant on surrounding towns and cities.**

#### Aims

- 3.2 The purpose of the Core Strategy is to provide a spatial strategy for future development within Selby District over at least the next 15 years.
- 3.3 The Council wishes to ensure that future development is 'sustainable' - that is to enable all people to enjoy a better quality of life, without compromising the quality of life for future generations; as well as ensuring that the potential impacts of climate change are managed in line with the Government's overarching aims.
- 3.4 In order to deliver the Council's vision for the area in a sustainable manner the Core Strategy will pursue the following strategic aims and objectives to guide the location, type and design of new development and to manage changes to our environment.
- **To establish a spatial context for meeting the housing, economic, recreational, infrastructure and social needs of Selby District, and fostering the development of inclusive communities.**
  - **To ensure that new development is sustainable and that it contributes to mitigating and adapting to the future impacts of climate change.**
  - **To ensure that new development and other actions protects and enhances the built and natural environment, reinforces**

**the distinct identity of towns and villages, and supports community health and wellbeing, including new communities.**

**Objectives**

3.5 The Vision and Aims described above will be translated into action through the following objectives, (which are not listed in priority order). The objectives are reflected in the Spatial Strategy and Core Policies in the remainder of the document, and will influence subsequent DPDs.

1. Enhancing the role of the three market towns as accessible service centres within the District and particularly Selby, as a Principal Town.
2. Supporting rural regeneration in ways which are compatible with environmental objectives, and which deliver increased prosperity for the whole community.
3. Concentrating new development in the most sustainable locations, where reasonable public transport exists, and taking full account of local needs and environmental, social and economic constraints.
4. Safeguarding the open character of the Green Belt and preventing coalescence of settlements.
5. Providing an appropriate and sustainable mix of market, affordable and special needs housing to meet the needs of District residents, particularly young people and older people.
6. Locating new development in areas of lowest flood risk, where development is proved to be important to the sustainability aims of the plan, and where flood risk can be reduced to acceptable levels by using mitigation measures.
7. Promoting the efficient use of land including the re-use of existing buildings and previously developed land for appropriate uses in sustainable locations giving preference to land of lesser environmental value.
8. Minimising the need to travel and providing opportunities for trips to be made by public transport, cycling and walking.
9. Developing the economy of the District by capitalising on local strengths, nurturing existing business, supporting entrepreneurs and innovation, and promoting diversification into new growth sectors.
10. Protecting and enhancing the existing range of community facilities and infrastructure and ensuring additional provision is made to meet changing requirements and to support new development.
11. Protecting and enhancing the character of the historic environment, including buildings, open spaces and archaeology,

and acknowledging the contribution of the District's heritage to economic prosperity, local distinctiveness and community well-being.

12. Promoting high quality design of new development which recognises and enhances the character and distinctiveness of the locality and which is well integrated with its surroundings both visually and physically and which achieves places that meet the needs of the members of the community including for health and well-being and facilitating social interaction.
13. Improving the range and quality of cultural and leisure opportunities across the District and improving tourism facilities.
14. Protecting, enhancing and extending green infrastructure, including natural habitats, urban greenspace, sports fields and recreation areas.
15. Making best use of natural resources by promoting energy efficiency, sustainable construction techniques and low-carbon and/or renewable energy operations, and protecting natural resources including safeguarding known locations of minerals resources
16. Protecting against pollution, improving the quality of air, land and water resources, and avoiding over-exploitation of water resources, and preventing noise/light/soil pollution and protecting development from noise/light/soil pollution.
17. Protecting the best and most versatile agricultural land and enhancing the wider countryside for its important landscape, amenity, biodiversity, flood management, recreation and natural resource value.

### **Presumption in Favour of Sustainable Development**

- 3.6 The National Planning Policy Framework (March 2012) states that Local Plans should be based upon and reflect the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally (paragraphs 14 and 15 of the NPPF).
- 3.7 The presumption in favour of sustainable development is a thread that runs through the Core Strategy which is a place based and people focused approach to develop communities in a sustainable way; it balances meeting development needs of the District against adverse impacts. Section 2 of the Core Strategy highlights the key issues for the District as meeting development needs, moderating unsustainable travel patterns, concentrating growth in the Selby area, providing affordable housing, and developing the economy. The Vision, Aims and Objectives and the policies in the Core Strategy seek to establish the presumption in favour of sustainable development and provide the



framework for local implementation of that presumption.

3.8 In addition to the suite of policies the following over-arching policy is included in the Core Strategy.

3.9 The presumption in favour of sustainable development does not apply where development requiring appropriate assessment under the Birds or Habitats Directives is being considered, planned or determined.

**SP1 Presumption in Favour of Sustainable Development**

**When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.**

**Planning applications that accord with the policies in the Local Plan <sup>1</sup> (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.**

**Where there are no policies relevant to the application or relevant policies are out of date (as defined by the NPPF) at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:**

- **Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or**
- **Specific policies in that Framework indicate that development should be restricted.**

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<sup>1</sup> The 'Local Plan' comprises the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. It includes the Core Strategy and other planning policies which under the regulations would be considered to be development plan documents. The term includes old policies which have been saved under the 2004 Act

[Explanatory Note - This therefore includes the SDLP which was prepared under the Town and Country Planning Act 1990 and policies saved under the 2004 Act on adoption in 2005 and then 'extended' on 8 February 2008 by Direction of the Secretary of State under the 2004 Act until such time as superseded].

## 4. Spatial Development Strategy

4.1 The Core Strategy provides the long-term spatial direction for the District based on the Strategic Aims, Vision and Objectives set out in the previous section. It provides guidance on the proposed general distribution of future development across the District including the broad location of a strategic development site to accommodate major residential and commercial growth at Selby. Specific sites for accommodating housing, employment and other needs will be identified in a Site Allocations DPD.

### *National Policy*

4.2 The basic principles for the location of development are set out in the National Planning Policy Framework (NPPF) and other policy and guidance documents.

### *The Regional Spatial Strategy*

4.3 The Core Strategy has been prepared using evidence which informed the RS for the Yorkshire and Humber Region (The Yorkshire and Humber Plan.) Although RS was revoked in 2013, at the time of preparation of the Core Strategy it remained part of the Development Plan. In May 2010 Local Government for Yorkshire and the Humber confirmed that there were no significant discrepancies between the Draft Core Strategy and the outcomes for Selby District being sought in the RS, namely:

- Directing most growth to Selby to foster regeneration and strengthen and diversify its economy.
- Encouraging diversification in rural areas, focussing some growth in Sherburn in Elmet and Tadcaster to meet local needs and identifying local needs to support smaller settlements.

4.4 Following the introduction of a mandatory requirement on Local Authorities to co-operate on cross-boundary planning matters, the sub-regional approach advocated in RS, through the Leeds City Region and York Sub Area, will influence the preparation of local policy in the future.

### **Relevant Strategic Objectives**

1, 2, 3, 4, 5, 6, 7, 8, and 14

## Settlement Hierarchy

4.5 The existing settlement hierarchy is based on the principal town Selby, (as identified in the Regional Settlement Study<sup>1</sup>) two smaller Local service Centres (Sherburn in Elmet and Tadcaster), and numerous

<sup>1</sup> Regional Settlement Study – former Yorkshire and Humber Regional Assembly (2004)

villages and hamlets.

*Principal Town*

- 4.6 Selby\* is the largest settlement in the District, supporting a population of about 13,000, which increases to over 20,000 if the three adjoining villages of Barlby, Brayton and Thorpe Willoughby are included. It provides the main focus for housing, employment, shopping, leisure, health and cultural facilities serving a large rural catchment. There has been significant recent investment in infrastructure, including a new bypass, modern flood defences, and improvements to the waste water treatment works and it is the main public transport hub in the District with direct trains to Leeds, Hull, Manchester, London and York, and a bus station located close to the railway station. It is the most self-contained settlement within the District and the most sustainable location for further growth.

\* References to Selby refer to the contiguous urban area of Selby which extends into parts of Barlby and Osgodby Parish and Brayton Parish. See Map 5.

*Local Service Centres*

- 4.7 The next two largest settlements are Sherburn in Elmet and Tadcaster which provide a smaller range of services and facilities serving more localised catchments, but with a large range of employment opportunities. They provide an intermediate service centre function between the higher level functions of Selby and the village settlements in the District.

- 4.8 Sherburn in Elmet is located in the western part of the District close to Leeds with rail access to Leeds, York, Selby and Sheffield. There has been significant employment growth in recent years, which benefits local traders. There is scope for continued growth and expansion of services although provision of additional infrastructure for police, fire and rescue services, recycling and leisure facilities, would be required to support major growth. The central shopping area is thriving although development for additional services and facilities is constrained by its physical limits.

- 4.9 Tadcaster is located between Leeds and York serving the north western part of the District and areas beyond the District boundary. Land adjacent to the River Wharfe which runs through the centre of the town is at high risk of flooding. The town has a high quality environment, a traditional town centre and is popular with commuters although there is no railway station. Recent growth has been restricted by Green Belt and land availability issues.

*Villages and Countryside*

- 4.10 Rural areas are those areas outside of the three towns (Selby, Sherburn-in-Elmet and Tadcaster) 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 villages and hamlets without Development Limits.

- 4.11 Because the three towns offer a range of community facilities with good access to jobs, key services and infrastructure, they are best placed to absorb future growth. However, more than 60% of the population live in the more rural parts of the District<sup>2</sup>. These rural communities have localised needs for affordable housing and employment opportunities in order to sustain their viability and vitality. Some continued local growth is generally supported particularly in the larger service villages. This is underpinned by national planning guidance which emphasises that locating development within existing towns and villages can benefit the local economy and existing community where there is a good level of accessibility.
- 4.12 In order to meet identified needs within the extensive rural areas of the District, an assessment has been made of the relative overall sustainability of village settlements, including the availability of services and accessibility to higher order services and employment opportunities<sup>3</sup>. This is supplemented by a further assessment of the capacity of individual villages to accept additional growth, taking into account such factors as flood risk and land availability. As a result 18 villages which are considered capable of accommodating additional limited growth have been identified as ‘Designated Service Villages’<sup>4</sup>. These are the villages with the largest populations and with the best range of services. They are spread across the District and provide the main village locations for job opportunities and for increasing the availability of affordable housing to meet identified local demand. In addition their continued growth will help to support and enhance a strong network of services serving surrounding areas.
- 4.13 The remaining villages in Selby District tend to be smaller with more limited combinations of fewer services, more remote locations away from principal roads and poorer levels of public transport. These are referred to as ‘Secondary Villages’.
- 4.14 Smaller villages and hamlets without Development Limits, and isolated groups of dwellings and single dwellings are treated as falling within the wider countryside.

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<sup>2</sup> NYCC 2008 Parish Population Estimates

<sup>3</sup> Background Paper No. 5 Sustainability Assessment of Rural Settlements

<sup>4</sup> Background Paper No. 6 Designated Service Villages

4.15 **The settlement hierarchy most appropriate to local circumstances which will be used to guide future development is therefore as follows (see also Figure 6 – Key Diagram)**

**a) Principal Town**

Selby<sup>5</sup>

**b) Local Service Centres**

Sherburn in Elmet

Tadcaster

**c) Designated Service Villages**

Appleton Roebuck

Hambleton

Byram/Brotherton\*

Hemingbrough

Barlby Village/Osgodby\*

Kellington

Brayton

Monk Fryston/Hillam\*

Carlton

North Duffield

Cawood

Riccall

Church Fenton

South Milford

Eggborough/Whitley\*

Thorpe Willoughby

Escrick

Ulleskelf

\* villages with close links and shared facilities

**d) Secondary Villages with defined Development Limits**

Barlow

Hensall

Beal

Hirst Courtney

Barkston Ash

Kelfield

Biggin

Kellingley Colliery

Bilbrough

Kirk Smeaton

Birkin

Little Smeaton

Bolton Percy

Lumby

Burton Salmon

Newland

Burn

Newton Kyme

Camblesforth

Ryther

Chapel Haddlesey

Saxton

Church Fenton Airbase

Skipwith

Cliffe

South Duffield

Colton

Stillingfleet

Cridling Stubbs

Stutton

Drax

Thorganby

Fairburn

Towton

Gateforth

West Haddlesey

Great Heck

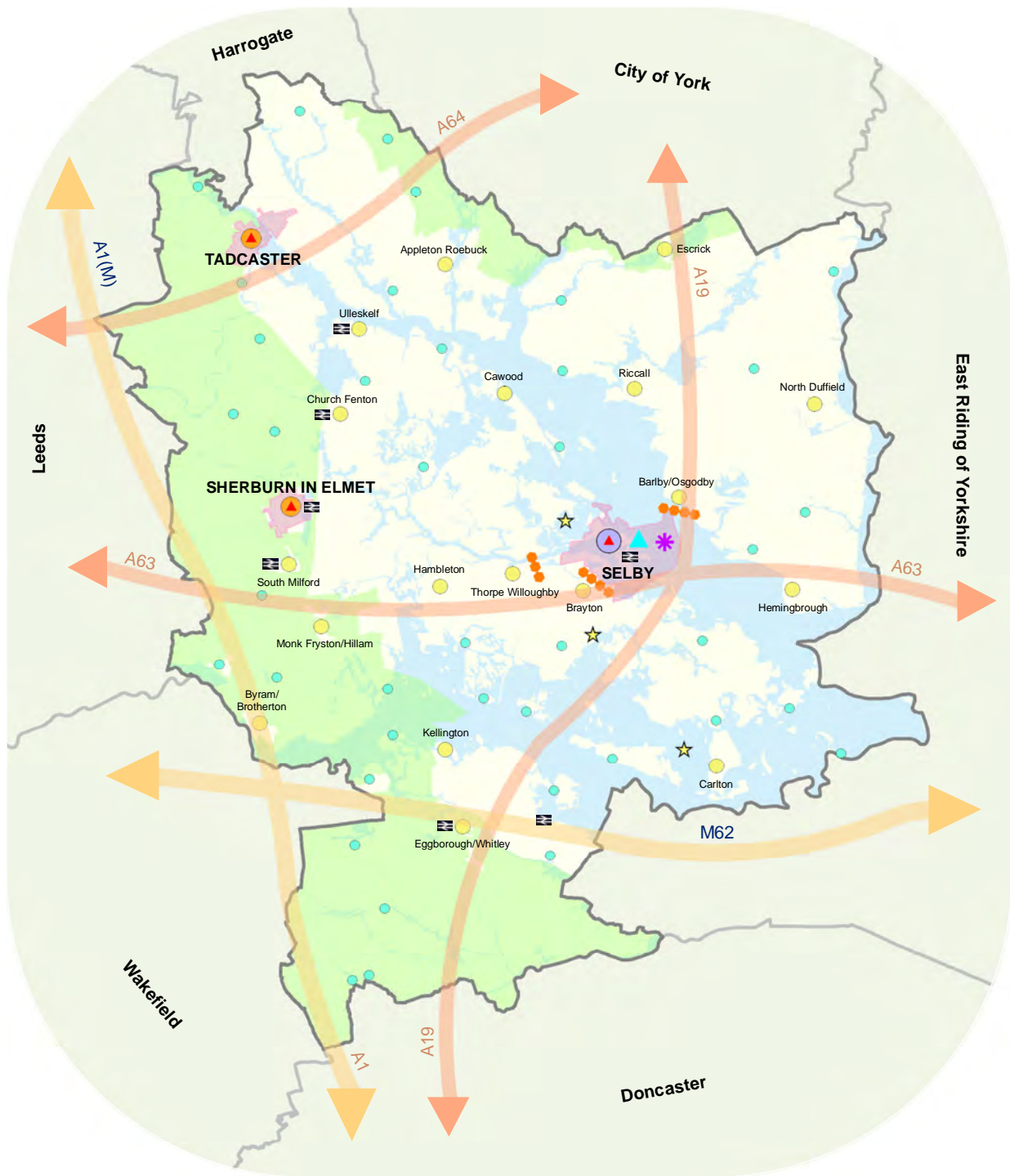
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




Healaugh

Womersley

<sup>5</sup> References to Selby refer to the contiguous urban area of Selby which extends into parts of Barlby and Osgodby Parish and Brayton Parish. See Map 5

Figure 6 Key Diagram



- |  |   |  |
|--|---|--|
|  Main Routes                        |  Railway Stations            |  Urban Areas              |
|  Secondary Routes                   |  Principal Town              |  Selby District Boundary  |
|  Strategic Mixed Development Site   |  Local Service Centres       |  Green Belt               |
|  Existing Gypsy and Traveller Sites |  Designated Service Villages |  High Flood Risk - Zone 3 |
|  Primary Retail Area                |  Secondary Villages          |  |
|  Town Centres                       |  Strategic Gap               |  |

*Linked Villages*

- 4.16 A number of villages which are closely related and share facilities have been identified as 'linked service villages' namely; Barlby/Osgodby, Byram/Brotherton, Eggborough/Whitley and Monk Fryston/Hillam. In each case the first named larger village, which usually has the greater range of facilities and employment opportunities, is regarded as the dominant village. In considering future locations for development through the Site Allocations Local Plan regard will be paid to the respective size of each village and the relative accessibility to local services and employment opportunities within them.

**Spatial Development Strategy**

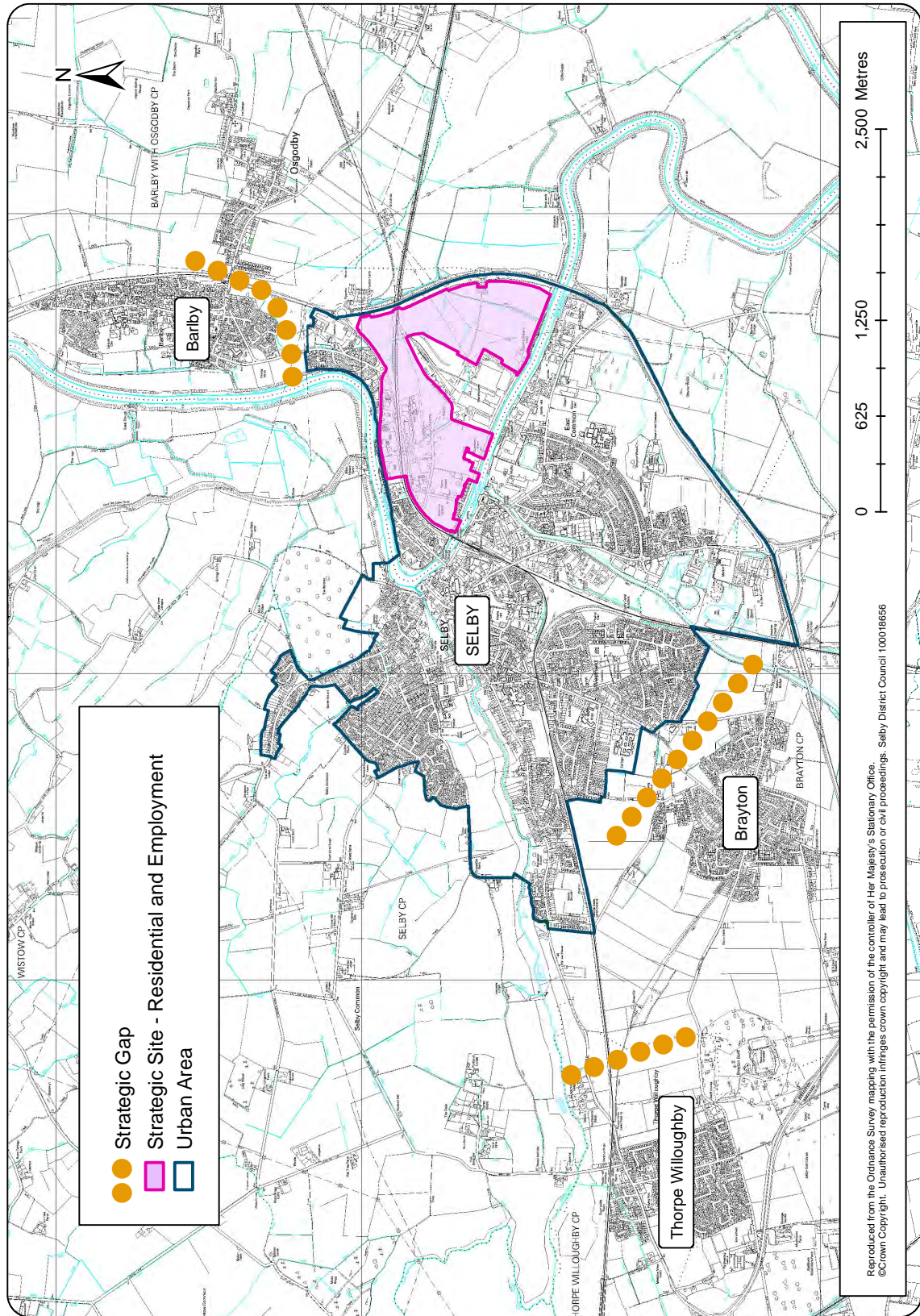
***Selby***

- 4.17 Selby is the most sustainable settlement within the District and forms the main focus for future growth within the Strategy. The town benefits from a by-pass which opened in 2004, and a number of major residential and employment schemes are currently underway. Regeneration projects undertaken as part of a Renaissance Programme have benefited the continued regeneration and enhancement of the town centre and riverside areas, and there are a number of further opportunities for regeneration of long standing industrial areas within the town. Selby has a key role to play as the economic, cultural and social hub for a large rural hinterland and is well placed to benefit from growth associated with the Leeds City Region and York.
- 4.18 In order to accommodate the scale of housing growth required it is envisaged that additional housing will be provided through a combination of infilling, redevelopment of existing employment sites and through a sustainable urban extension to the east of the town, which is identified as strategic housing sites on the Core Strategy Key Diagram (see Figure 6 above). In order to match employment growth with housing growth in Selby and to help contain the level of outward commuting, provision is also made for a strategic employment site, as part of the urban extension to the east of the town<sup>6</sup>.
- 4.19 In view of the close proximity of Selby to the adjoining villages of Barlby/Osgodby, Brayton and Thorpe Willoughby and the interdependent roles of these settlements, it is anticipated that these villages will fulfil a complimentary role to that of Selby. These villages are relatively more sustainable than other Designated Service Villages because of their size, the range of facilities available and because of their proximity to the wider range of services and employment opportunities available in Selby. The priority however will be to open up development opportunities for the continued regeneration and expansion of Selby town, while maintaining the separate identity of the adjoining villages, for example through the maintenance of 'strategic countryside gaps' between Selby and Brayton, Barlby Bridge and Barlby, and Barlby and Osgodby.

<sup>6</sup> For further information see Background Paper No. 7 Strategic Development Sites



Map 5 Selby Contiguous Urban Area





### **Local Service Centres**

- 4.20 Development in Local Service Centres will be limited to that which maintains or enhances the level of services, facilities and jobs provided, or meets local housing need to create more balanced communities. Tadcaster and Sherburn in Elmet are designated as Local Service Centres.
- 4.21 Recent development in the two Local Service Centres has followed contrasting paths in recent years. In spite of the population within the District as whole increasing by 6.6% between 2002 and 2009, the population of Tadcaster decreased by 1.1% to 7,228 people<sup>7</sup>. This trend also contrasts with that in Sherburn in Elmet where the population increased by 2.7% during this time period. This is attributable to the differing housing and employment opportunities in the two towns over this period.
- 4.22 Sherburn in Elmet is located close to the A1 (M) and has access to two railway stations. It has expanded significantly since the 1980s, and provides a range of employment opportunities, including manufacturing and logistics.
- 4.23 The level of services and facilities available however, has not kept pace with growth. In these circumstances the Core Strategy aims to facilitate some growth in general market housing with a strong emphasis on provision of accompanying affordable housing, but priority will be given to improving existing services and expanding the range of local employment opportunities, in order to help counter the strong commuting movement to Leeds. Service and infrastructure improvements in Sherburn in Elmet will also help sustain the wellbeing of surrounding settlements particularly South Milford.
- 4.24 Tadcaster is famous for brewing and is situated on the River Wharfe off the A64 between York and Leeds. In recent years housing and economic growth have not kept pace with other parts of the District and Tadcaster functions as a dormitory town for surrounding employment centres outside the District. This is undermining its service centre role, particularly in view of the very limited opportunities for new housing in surrounding villages.
- 4.25 Tadcaster on the other hand, although traditionally a self-standing town with a strong centre has catered for only limited growth. Many people are concerned about the decline of the town centre and feel that the provision of additional housing opportunities and complementary employment growth would help revitalise the town. The Retail Commercial and Leisure Study highlighted that there is a high level of vacancies in the town centre, narrow range of retail choice and general concerns about the long term vitality and viability of the centre without further investment and growth. The Strategy aims to provide stimulus by encouraging further market and affordable housing, improvements to the town centre services and employment opportunities. As with

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<sup>7</sup> Office of National Statistics (ONS) Mid-Year Ward based population estimates

Sherburn in Elmet a balance needs to be struck between stimulating growth to meet local needs and ensuring that new housing does not cater for commuters to an excessive extent.

- 4.26 The proposed distribution of housing development has regard to these circumstances in aiming to achieve balanced, sustainable communities.

### **Designated Service Villages**

- 4.27 The overriding strategy of concentrating growth in Selby and to a lesser extent in the Local Service Centres means that there is less scope for continued growth in villages on the scale previously experienced. However, there is insufficient capacity to absorb all future growth in the three towns without compromising environmental and sustainability objectives. Limited further growth in those villages which have a good range of local services (as identified above) is considered appropriate since:

- In seeking to promote sustainable development in rural areas, the NPPF states that housing should be located where it will enhance or maintain the vitality of rural communities.
- 67% of the population live outside the three main towns<sup>8</sup>
- 59% of affordable housing need originates outside the three main towns, and this would enable some affordable housing to be provided more locally
- There is a degree of public support for some development in villages.
- Sherburn in Elmet and Tadcaster have relatively limited catchments, which do not serve the local needs of all the rural areas. In these remaining areas, the need to support larger villages which supply local services is important.
- The villages of Barlby, Brayton and Thorpe Willoughby are particularly sustainably located with excellent access to the employment and services within Selby itself. Growth in these villages will complement the focus on Selby in the spatial development strategy.

- 4.28 In addition to conversions, replacement dwellings and redevelopment of previously developed land, appropriate scale development on greenfield land may therefore be acceptable in Designated Service Villages, including the conversion/ redevelopment of farmsteads, subject to the requirements of Policy SP4. Housing allocations of an appropriate scale will be identified through the Site Allocations local plan.

### **Secondary Villages**

- 4.29 Other villages, which are referred to as ‘Secondary Villages’ are generally much smaller and less sustainable or else have no

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<sup>8</sup> NYCC 2008 Parish Population Estimates

opportunities for continued growth owing to a combination of flood risk and environmental constraints. Consequently further planned growth would not be appropriate in these settlements, although some housing development inside Development Limits such as conversions, replacement dwellings, and redevelopment of previously developed land, may take place where it will enhance or maintain the vitality of rural communities. Other than filling small gaps in built up frontages and the conversion/redevelopment of farmsteads (which are currently classed as greenfield), development on greenfield land will not be acceptable (see Policy SP4).

- 4.30 Development aimed at meeting a specific local need, such as 100% affordable housing will be considered favourably, consistent with other planning considerations, including affordable housing schemes adjoining village development limits as an exception to normal policy.

**Countryside**

- 4.31 Development in the countryside (outside defined Development Limits), including scattered hamlets, will generally be resisted unless it involves the replacement or extension of existing buildings, the re-use of buildings preferably for employment purposes and well-designed new buildings. Proposals of an appropriate scale which would diversify the local economy (consistent with the NPPF), or meet affordable housing need (adjoining the defined Development Limits of a village and which meets the provisions of Policy SP9), or other special circumstances, may also be acceptable. The Council will resist new isolated homes in the countryside unless there are special circumstances such as the essential need for a rural worker to live permanently at or near their place of work in the countryside; or where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting; or the exceptional quality or innovative nature of the design of the dwelling (tested against the NPPF paragraph 55 and other future local policy or design code).

*References to Development Limits in this document refer to the Development Limits as defined on the Policies Map. Development Limits will be reviewed through further Local Plan documents.*

**Other Locational Principles**

- 4.32 In addition to the specific geographical priorities and strategy above, the following factors will also influence the allocation of sites in the Local Plan and consideration of development proposals:
- a) *Previously Developed Land (PDL)*
- 4.33 High priority is given to the importance of utilising previously developed land (PDL) wherever this can be done without compromising other overriding sustainability considerations and housing delivery.

- 4.34 Within individual settlements a sequential approach will be adopted to allocating suitable sites for development in the following order of priority:
- Previously developed land and buildings within the settlement.
  - Suitable greenfield land within the settlement.
  - Extensions to settlements on previously developed land.
  - Extensions to settlements on greenfield land.
- 4.35 Overall a practical indicator of 40% of new dwellings on previously developed land including conversions is proposed between 2004 and 2017. There is insufficient information at present to predict the long-term supply of PDL within the District to provide a meaningful indicator beyond 2017. However, the Council will continue to pursue policies which give priority to the use of PDL, subject to consistency with other elements of the Strategy, with the aim of achieving the highest possible percentage. Further details of the PDL indicator and accompanying trajectory up to 2017 are provided in Appendix B.
- b) Flood Risk*
- 4.36 Government guidance<sup>9</sup> also requires a sequential flood risk test to be applied when identifying land for development. This is to ensure that alternative; suitable sites with a lower probability of flooding are used in preference. Potential flood risk<sup>10</sup> is a critical issue across the District and consideration of the flood risks associated with this development strategy has been undertaken through the Council's Strategic Flood Risk Assessment.<sup>11</sup> This has also influenced the selection of villages and the strategic development site around Selby where further growth may be appropriate<sup>12</sup>.
- c) Accessibility*
- 4.37 National guidance stresses the importance of new development being accessible by modes of transport other than the private car and where the need to travel is minimised. Selby, Sherburn in Elmet and a number of Designated Service Villages are served by rail services although buses are generally the predominant form of public transport in the District. Guidance also seeks to make the best use of the existing transport infrastructure and capacity and to maximise the use of rail and water for uses generating large freight movements.
- d) Environment and Natural Resources*
- 4.38 Protection and enhancement of biodiversity and natural resources is a basic principle of national planning guidance, which can also influence the location of development.

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<sup>9</sup> Technical Guidance to the National Planning Policy Framework, 2012

<sup>10</sup> See Figure 6 Key Diagram for indication of high flood risk areas, Zone 3

<sup>11</sup> Selby District Level 1 and Level 2 Flood Risk Assessments

<sup>12</sup> For further information see Background Paper No. 7 Strategic Development Sites

*e) Green Belt*

- 4.39 The District is covered by parts of both the West Yorkshire and York Green Belts<sup>13</sup>. 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. The NPPF stresses the importance of protecting the open character of Green Belt, and that ‘inappropriate’ forms of development will be resisted unless very special circumstances can be demonstrated. The Green Belt Policy (SP3) is set out from Para 4.42 onward.

*f) Character of Individual Settlements*

- 4.40 It is also important to maintain the character of individual settlements outside the Green Belt by safeguarding ‘strategic countryside gaps’ between settlements, particularly where they are at risk of coalescence or subject to strong development pressures as is the case with Selby and the surrounding villages.
- 4.41 Policy SP5 sets out the broad policy framework for delivering the spatial development strategy for Selby District. It recognises particularly the rural character of the District and the emphasis on Selby for new development. Its locational principles have influenced the preparation of this development strategy and the policy is applicable to all development proposals.

**Policy SP2 Spatial Development Strategy**

- 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<sup>2</sup> and Tadcaster<sup>2</sup> 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**

<sup>13</sup> See Figure 6 Key Diagram for indication of extent of Green Belt

**employment growth to support rural sustainability and in the case of Barlby/Osgodby, Brayton and Thorpe Willoughby to complement growth in Selby.**

<b>Appleton Roebuck</b>	<b>Hambleton</b>
<b>Barlby/Osgodby <sup>1</sup></b>	<b>Hemingbrough</b>
<b>Brayton</b>	<b>Kellington</b>
<b>Byram/Brotherton <sup>1, 2</sup></b>	<b>Monk Fryston/Hillam <sup>1, 2</sup></b>
<b>Carlton</b>	<b>North Duffield</b>
<b>Cawood</b>	<b>Riccall</b>
<b>Church Fenton</b>	<b>South Milford <sup>2</sup></b>
<b>Eggborough/Whitley <sup>1, 2</sup></b>	<b>Thorpe Willoughby</b>
<b>Escrick <sup>2</sup></b>	<b>Ulleskelf</b>

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 (SP3), to determine whether land may be removed from the Green Belt for development purposes.

**Proposals for development on non-allocated sites must meet the requirements of Policy SP4.**

- (b) **Limited amounts of residential development may be absorbed inside Development Limits<sup>14</sup> of Secondary Villages where it will enhance or maintain the vitality of rural communities and which conform to the provisions of Policy SP4 and Policy SP10.**
- (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 of an appropriate scale, which would contribute towards and improve the local economy and where it will enhance or maintain the vitality of rural communities, in accordance with Policy SP13; or meet rural affordable housing need (which meets the provisions of Policy SP10), or other special circumstances.**
- (d) **In Green Belt, including villages washed over by Green Belt, development must conform to Policy SP3 and national Green Belt policies.**

<sup>14</sup> References to Development Limits in this document refer to the Development Limits as defined on the Policies Map. Development Limits will be reviewed through further Local Plan documents.

**B. Land will be allocated for development in Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages through a Site Allocations Local Plan with preference to land of least environmental or amenity value based on the following ‘sequential approach’:**

- 1. Previously developed land and buildings within the settlement;**
- 2. Suitable greenfield land within the settlement;**
- 3. Extensions to settlements on previously developed land;**
- 4. Extensions to settlements on greenfield land.**

**Where appropriate, a sequential approach to the assessment of sites will form part of a NPPF Sequential Test in order to direct development to areas with the lowest flood risk, taking account of the most up to date flood risk data available from the Environment Agency, the vulnerability of the type of development proposed and its contribution to achieving vital and sustainable communities.**

## **Green Belt**

- 4.42 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.
- 4.43 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.
- 4.44 The text accompanying Core Strategy Policy SP6 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, Local Service Centres and DSVs in the settlement hierarchy 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*”. 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.

- 4.45 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' longer term health. Core Strategy Policies SP5 and SP6 seek to bring land forward in the most sustainable locations within Development Limits in Selby, Tadcaster, Sherburn in Elmet and the DSVs. The current, 2011 SHLAA generally demonstrates sufficient sites to achieve this; however the Core Strategy must be pragmatic, flexible and future-proofed. Therefore, if sites are not delivered and other options for facilitating delivery fail, the Council must consider an alternative sustainable option.
- 4.46 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 will also consider identifying areas of Safeguarded Land to facilitate future growth beyond the Plan period. The Council considers that this constitutes the exceptional circumstances that justify a need to strategically assess the District's growth options across the Green Belt.
- 4.47 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 identifying physical features that are readily recognisable and likely to be permanent.
- 4.48 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.
- 4.49 The review may also consider
- the relationship between urban and rural fringe; and
  - the degree of physical and visual separation of settlements
- 4.50 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. 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.

4.51 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.

4.52 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 Stakeholder Working Group).

#### **Policy SP3 Green Belt**

- A. Those areas covered by Green Belt are defined on the Proposals Map.**
- B. In accordance with the NPPF, 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. 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 amendments to the Green Belt 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
  - impact upon heritage assets; and
  - impact upon landscape character; and
  - appropriate access to services and facilities; and
  - appropriate access to public transport.

### **Management of Residential Development in Settlements**

- 4.53 The Core Strategy seeks to ensure a close match between housing growth and job growth, in order to help create sustainable communities rather than communities with excessive out-commuting. While most growth is concentrated in Selby, and to a lesser extent in Tadcaster, Sherburn in Elmet, it is also recognised that there should be some scope for continued growth in villages to help maintain their viability and vitality. However this must be balanced with concerns about the impact of continued residential infilling on the form and character of our villages, particularly through the practice of developing on garden land (garden grabbing), and redeveloping existing properties at higher densities.
- 4.54 Monitoring reveals that approximately one in ten of all new dwellings built in 2009/10 were on garden land, and a similar proportion of dwellings currently have planning permission. The Coalition Government has amended the definition of 'previously developed land' by excluding residential gardens in order to assist local authorities in resisting over-development of neighbourhoods.

- 4.55 Policy SP4 provides greater clarity about the way proposals for development on non-allocated sites (often referred to as 'windfall' development) will be managed, by identifying the types of residential development that will be acceptable in different settlement types. The policy reflects changes in national guidance, and is intended to support development in the most sustainable locations, in a way which strikes a balance between maintaining the vitality and longer term sustainability of all settlements while avoiding the worst excesses of 'garden grabbing' particularly in smaller settlements. It also addresses a number of anomalies, for example regarding the treatment of proposals for converting buildings (including intensive livestock units) to residential use.
- 4.56 If this action is not taken unacceptable amounts of housing may be provided in smaller, less sustainable settlements reducing the need for planned allocations of land where the maximum community benefit can be secured, and further stretching existing services and resources.
- 4.57 Residential development in Secondary Villages will therefore be restricted to conversions, replacement dwellings, redevelopment of previously developed land, the filling of small gaps in otherwise built up frontages and the conversion/ redevelopment of farmsteads to residential use. Other than filling small gaps in built up frontages or converting/redeveloping farmsteads (which are currently classed as greenfield) development on greenfield land including garden land, will be resisted.
- 4.58 At the same time restrictions on housing growth in Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages will therefore be relaxed to enable appropriate scale development on greenfield land including garden land and the conversion/ redevelopment of farmsteads. This is intended to help sustain their roles in catering for community needs, including local employment opportunities, services, facilities and affordable housing. Residential development in Secondary Villages will be more restricted so that development on garden land will be resisted (unless it comprises the filling of a small linear gap in an otherwise built up residential frontage or conversion/redevelopment of a farmstead).
- 4.59 In the case of farmsteads, the loss of agricultural use may result in substantial sites becoming available within villages. These exhibit a variety of characteristics but often contain buildings with considerable character and heritage value. The policy aims to provide guiding principles for any conversion and/or redevelopment in order that proposals retain the best of that character whilst making efficient use of the site, appropriate to the role and function of the village.
- 4.60 In all cases proposals will be expected to show high regard for protecting local amenity and preserving and enhancing the local area, with the full regard taken of the principles contained in Village Design Statements, where available. In villages washed over by Green Belt, development must accord with national and local Green Belt policies and not significantly prejudice its openness.

**Policy SP4                      Management of Residential Development in Settlements**

- a) In order to ensure that development on non-allocated sites 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<sup>15</sup>: 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 relate sensitively to the existing form and character 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 settlement within the hierarchy.

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<sup>15</sup> References to Development Limits in this document refer to the Development Limits as defined on the Policies Map. Development Limits will be reviewed through further Local Plan documents

- e) All proposals in villages washed over by Green Belt must accord with national and local Green Belt policy.**

DRAFT

## 5. Creating Sustainable Communities

### Introduction

- 5.1 This Core Strategy encourages the development of sustainable communities, which are vital, healthy and prosperous. It aims to meet the current needs of local residents whilst recognising the importance of having regard as far as possible to future circumstances and the legacy being created for future residents.
- 5.2 While sustainability considerations focus future growth in and around larger settlements, particularly Selby, the Strategy recognises that many smaller settlements and communities scattered across the District would benefit from small-scale development, particularly affordable housing and local employment schemes, to help maintain their vitality.
- 5.3 The policies in this chapter relate to managing the future development within settlements and are founded on the strategic aims set out in Chapter 3, which provide the main principles behind achieving sustainable development.

### The Scale and Distribution of Housing

#### Context

- 5.4 Following the announcement of the intended abolition of Regional Strategies, the Council reviewed the merits of alternative housing requirements<sup>1</sup>. In line with paragraph 158 of the new National Planning Policy Framework (NPPF, March 2012) - which requires authorities to consider relevant and up to date evidence about the economic, social, and environmental characteristics and prospects for the area, and that assessments should take a full account of relevant market and economic signals - the Council further reviewed the evidence base including the latest Sub National Population Projections<sup>2</sup>, the Household Projections<sup>3</sup>, and strategic housing market assessments<sup>4</sup> in line with NPPF (para 159) requirements.
- 5.5 A number of scenarios were modelled including lower than projected migration and economic forecasts. Based on recent evidence<sup>5</sup>, this suggests that weaker economic conditions in the period 2008-9 to 2009-10 have coincided with lower than forecast levels of net migration. These weaker conditions are forecast to persist for several years. This cautious approach was verified to a degree by the ONS downward adjustments to the migration component in the 2010-based population projections which suggest that the net inward migration was overestimated in the 2008-based population projections.
- 5.6 The models balanced the key objectives of the Core Strategy,

<sup>1</sup> 'Scale of Housing Growth Paper', Arup, November 2011 and Background Paper 14, 'Scale and Distribution of Housing', January 2012.

<sup>2</sup> Sub National Population Projections 2004, 2006, 2008 and 2010 based

<sup>3</sup> Household projections 2004, 2006 and 2008 based

<sup>4</sup> The 2009 SHMA and 2011 North Yorkshire SHMA

<sup>5</sup> Scale of Housing Growth in Selby District – Review of Recent Evidence', Arup, April 2012

economic forecasts, available evidence on past completions and future land availability, as well as constraints on development. The assessment concluded that, even though it was not based upon them per-se, a housing target very similar to the 2004 projections was most appropriate as it reflects more closely the economic factors and migration affecting the District. Consequently, the Core Strategy provides a robust target of 450 dwellings per annum (dpa) on average over the plan period to meet the objectively assessed need<sup>6</sup> in full.

- 5.7 Part of the requirement for future years is already committed through existing unimplemented planning permissions. Provision will be made for the remainder of the requirement to be met through planned growth in the form of a strategic housing site in this Strategy and sites to be identified in a Site Allocations Local Plan including a review of sites previously allocated in the adopted Selby District Local Plan.
- 5.8 The 450 dpa housing target is intended to be a minimum requirement to be met by: taking account of those dwellings built between the base date of the Core Strategy and the new base date of the Site Allocations Local Plan; existing commitments (at the base date of the Site Allocations Local Plan); and new allocations.
- 5.9 The Council has not made any allowance for future contribution from windfalls in calculating the number of dwellings to be provided through new allocations after taking account of existing commitments. This means that over the life of the plan, on the basis of evidence of historic delivery which shows that even in the leanest years the supply of windfalls on PDL has been at least 105 dpa, windfalls are likely to add to the total delivery of homes, in excess of the planned-for target. Indeed, 105 windfalls per annum represent around 23% additional growth over the objectively assessed need.
- 5.10 Total development on allocations and windfalls together are anticipated to exceed 555dpa. This means that the latest 2006 and 2008 household projections of 500 and 550 respectively, may be attained even though these are considered to overestimate the actual level of identified need.
- 5.11 The reasoned justification (and Appendix C of the Core Strategy) to Policy SP5 describes the Council's approach to housing provision in more detail, including reference to the housing trajectory, annual monitoring, maintenance of a five 5 year supply of housing, as well as the expected contribution from windfalls.
- 5.12 Policy SP6 sets out how housing delivery will be managed, in line with the housing strategy, to ensure that the minimum housing requirement is met, and likely exceeded.
- 5.13 In order to boost significantly the supply of housing in accordance with paragraph 47 in the NPPF, it is not considered necessary to incorporate measures to control an 'over supply' of housing, or to phase the release of allocated sites. Special measures are however incorporated in to the

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<sup>6</sup> 'Scale of Housing Growth in Selby District – Review of Recent Evidence', Arup, April 2012 and 'NPPF Compliance Statements Parts 1 and Part 2', April and June 2012, and 'Position Statement for 6<sup>th</sup> Set of Proposed Changes', June 2012.

policy to increase housing delivery in Tadcaster in view of the recent history of low completions. Together, the policies in the Core Strategy will ensure that the District contributes towards the national objective of a step-change increase in sustainable house building.

- 5.14 One of the main issues arising from the evidence base and previous consultations (at Issues and Options, Further Options and Draft Core Strategy stages) is the general preference for a more dispersed housing distribution than that implied by the former Regional Spatial Strategy, which focuses strongly on Selby. This view is probably a reflection of the existing distribution of population within the District with approximately 69%<sup>7</sup> of the population living outside the three main towns of Selby, Sherburn in Elmet and Tadcaster.
- 5.15 The existing population distribution also directly influences the local need for housing. Evidence<sup>8</sup> indicates that most of the affordable housing need (59%) also originates outside the three main towns.
- 5.16 One of the main issues for the Strategy is therefore balancing the need for some housing growth in lower order settlements while capitalising on the infrastructure and services available in the main town, Selby.

#### **Relevant Strategic Objectives**

1, 3, 4, 5, 6, 7, 8 and 14

- 5.17 The distribution of new housing in Policy SP5 is primarily influenced by the following factors:
- evidence on the scale of housing growth from the former Regional Spatial Strategy;
  - the spatial strategy for the District set out in Policy SP2;
  - the location of housing need as indicated in the Strategic Housing Market Assessment, and
  - the capacity of Selby town to accept additional housing development, particularly having regard to highway<sup>9</sup> and flood risk<sup>10</sup> issues within the town.
- 5.18 Approximately half of new housing will be located within or adjacent to Selby as the most sustainable settlement within the District.

<sup>7</sup> North Yorkshire County Council Mid-2007 Population Estimates

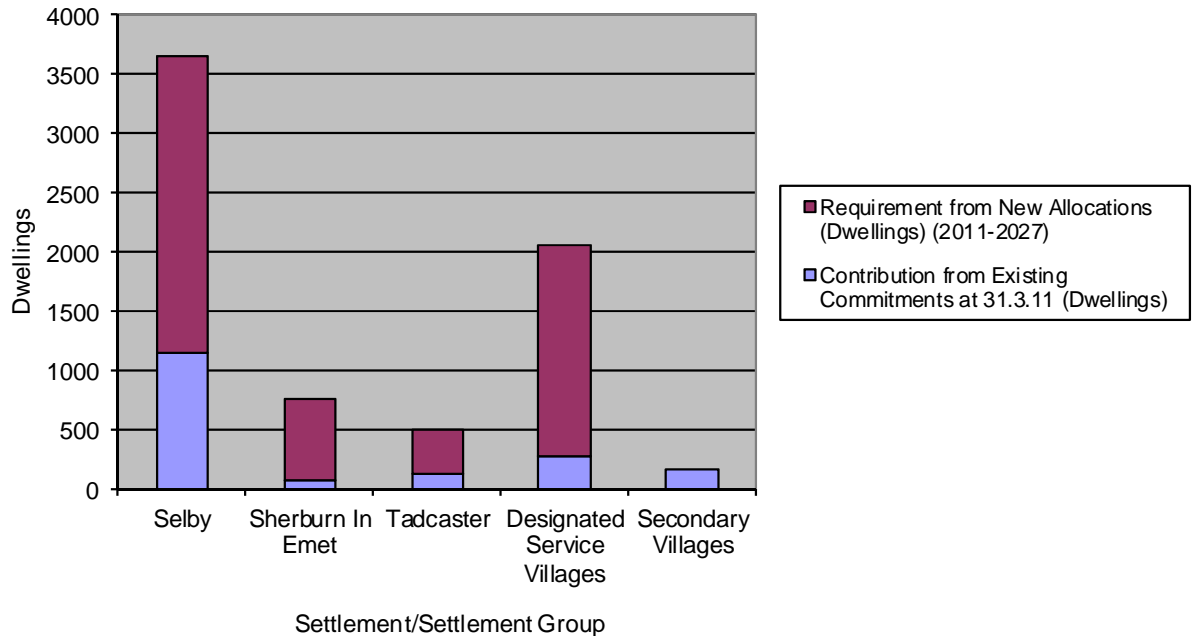
<sup>8</sup> Selby District Strategic Housing Market Assessment 2009

<sup>9</sup> Results of North Yorkshire County Council VISUM traffic model tests 2009

<sup>10</sup> Selby District Strategic Flood Risk Assessment 2009



**Figure 7 Distribution of Planned New Housing Development**



- 5.19 In view of the scale of housing required and the availability and capacity of suitable sites within the existing built up area, it is considered that the most sustainable way of delivering the number of new properties required is through a combined strategic housing / employment site to the east of the town in the area contained by the River Ouse and Selby Bypass<sup>11</sup>. This will provide a about 1,000 dwellings equivalent to 40% of the new allocations required in Selby urban area.
- 5.20 This site has been selected out of six strategic housing site options around the town. Details of all the sites considered, together with an assessment of their relative planning merits are provided in a separate background paper<sup>12</sup>.
- 5.21 In addition to the strategic development site, land for approximately a further 1500 dwellings within or immediately adjacent to the Contiguous Urban Area of Selby (see Map 5 for boundary) will be sought through a Site Allocations Local Plan. Particular priority will be given to the identification and use of previously developed land including the redevelopment of older industrial areas as and when they become available.
- 5.22 The total amount of housing development directed to Selby town is considered to be an appropriate level, bearing in mind existing highway and flood risk constraints, and the desirability of preventing the coalescence of Selby with surrounding villages, particularly Brayton.

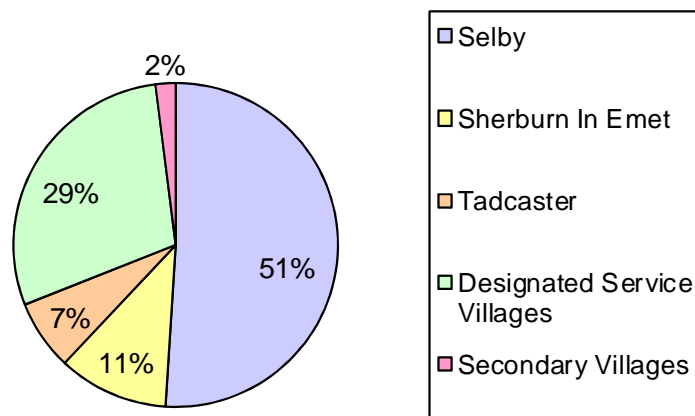
<sup>11</sup> For location, see Figure 6 Key Diagram (in Section 4) and Map 6 below

<sup>12</sup> For further information see Background Paper No. 7 Strategic Development Sites

- 5.23 Outside Selby, housing development is orientated towards meeting local needs and creating balanced communities. Bearing in mind that for the District as a whole, the annual affordable housing needs over the next five years amounts to an unattainable 90% of the total annual requirement<sup>13</sup>, it is more realistic and equitable to consider need on a proportionate basis for each part of the District, rather than on the absolute numbers.
- 5.24 The proportion of development allocated to Sherburn in Elmet and the Tadcaster area corresponds with that identified through the 2009 SHMA in order that these Local Service Centres meet the local needs identified. The Tadcaster figure of 7% includes the identified affordable need in the 'northern sub-area' owing to the low number of small Designated Service Villages (DSVs) in the sub-area and limited development opportunities in surrounding villages. There are limited opportunities for new housing in these DSVs and this is compounded by the geographical remoteness of the Northern sub-area (partly due to the configuration of the river here which makes access tortuous). The scale of envisaged growth in the DSVs here may not cater for affordable need (with an increased reliance on rural exception sites) and as such Tadcaster should also provide for meeting the needs of the rest of the Northern sub-area.
- 5.25 This is not the case for Sherburn because the Western sub-area contains more DSVs which by their location, nature and scale could reasonably be expected to cater for the identified need in that sub-area.
- 5.26 The Council will work with partners to secure further improvements to identified deficiencies in physical, social and green infrastructure and will ensure that new residential development is accompanied by appropriate infrastructure and service provision in both settlements.

**Figure 8 Proportion of Housing Development by Location**

Total Minimum Requirement 2011-2027 (Dwellings)



<sup>13</sup> Selby District Strategic Housing Market Assessment 2009

- 5.27 Accommodating the full share of affordable housing need arising from within village settlements is not compatible with other sustainability objectives and the Core Strategy recognises that a significant element of the affordable need arising in villages will therefore be catered for in Selby. Nevertheless there is also scope for continued smaller scale growth in a number of larger, more sustainable villages (designated service vilages). Additional housing development in these villages will provide support for local services and thereby help secure a network of local services across the more rural parts of the District. These villages provide the main locations for achieving more local availability of affordable housing and their development will help to support and enhance a strong network of services. Provision is therefore made for just over a quarter of planned growth to be located within Designated Service Villages.
- 5.28 In Secondary Villages only limited residential development including 100% affordable housing schemes (or mixed market and affordable schemes in line with Policy SP10), is considered appropriate. No planned allocations for market housing will be made in these villages although the contribution from existing commitments in these villages is included in the future land supply calculations.
- 5.29 All proposals for housing allocations, within or outside current Development Limits of settlements, other than exception sites for 100% affordable housing in villages (or mixed market and affordable schemes in line with Policy SP10), will be brought forward through specific allocations in a Site Allocations Local Plan. A review of current Development Limits will be undertaken in all settlements. In certain cases where the settlement is within or adjoining Green Belt a localised review of that boundary may also be undertaken in accordance with Policy SP3 (Green Belt).
- 5.30 The boundaries of Strategic Countryside Gaps may also be reviewed. However, because of the limited size of the Countryside Gaps and their sensitive nature any scope for amendment is likely to be limited.
- 5.31 Policy SP5 sets out the indicative target for new housing delivery for individual settlements or groups of settlements, having regard to the principles set out above. It also translates this figure into a target need for new housing allocations, after taking account of the amount of deliverable commitments in each area<sup>14</sup> The targets are minimum requirements. (More detail on the evidence base available and the analysis undertaken is provided in a background paper<sup>15</sup>.)
- 5.32 The selection of housing allocations within a Site Allocations Local Plan, or other site specific proposals documents, will have regard to:
- the annual housing requirement;
  - the sequential priorities listed in Policy SP2
  - the level of deliverable commitments and built dwellings since the

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<sup>14</sup> The figures in the Policy SP5 have been rounded to reflect the strategic nature of the policy.

<sup>15</sup> Background paper No. 3 Housing Distribution Options

base date of the Core Strategy in each settlement

- the relative suitability and deliverability of the site taking into account an appraisal of its relative sustainability compared with potential alternatives.

- 5.33 Where necessary the Council will explore pro-active measures such as negotiating with landowners, and Compulsory Purchase Order procedures, in order to secure an appropriate supply of housing land (see also Policy SP6). This may include localised Green Belt reviews as indicated in Section 4 and Policy SP3 (Green Belt).
- 5.34 The NPPF requires Local Plans to be drawn up over an appropriate time scale, preferably a 15-year time horizon. This Core Strategy covers the period up until 2027, which will be 15 years from anticipated adoption in 2012.
- 5.35 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.
- 5.36 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, all the SDLP Phase 2 sites were released to boost the 5 year supply.
- 5.37 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 SP5. The remainder (the majority) will be allocated in the Site Allocations Local Plan.
- 5.38 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 target, from around 2016. The table in Policy SP5 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.<sup>3</sup>
- 5.39 Between the Core Strategy being adopted and the Site Allocations Local Plan adoption, the 450 dpa target will be delivered from planning permissions on existing allocated SDLP Phase 2 sites (released in 2011 to boost supply) and other existing commitments ('known windfalls'), as well as a significant contribution from the Strategic Development Site at Olympia Park in Selby which is released on

adoption of the Core Strategy.

- 5.40 The Site Allocations Local Plan will determine the precise amount and location of land to be allocated to meet the Core Strategy housing requirements. The level of new allocations needed will be calculated by taking into account, at the Site Allocations Local Plan base date:
- Those dwellings built since the start of the Core Strategy plan period (2011); and
  - Existing, deliverable commitments from the 5 year land supply.
- 5.41 Therefore, on adoption of the Site Allocations Local Plan, the strategy plans for<sup>16</sup> the 450 dpa target to be made up of:
- completions since 1 April 2011; and
  - deliverable commitments (planning permissions) from the 5 year supply (known deliverable and viable sites) as at 31 March of the base date of the Site Allocations Local Plan; and
  - the remainder (the majority) made up of new allocations
- 5.42 In addition, a minimum of 105 dpa are the unknown 'windfalls' which 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 significantly boost housing supply and surpass the minimum need identified.
- 5.43 Whilst this document provides a strategic overview of future housing provision, it is not appropriate for it to include full details of all deliverable sites over the next ten to fifteen years. This information will be set out in a Site Allocations Local Plan.
- 5.44 It is anticipated that existing commitments, together with those Phase 2 sites which do not prejudice the Core Strategy, or decisions more appropriately made through a Site Allocations Local Plan, will be more than adequate to provide land for the first five years of the Strategy (2012-2017). Decisions for the 6-10 year supply will emerge from the Site Allocations Local Plan which is expected to be adopted by 2015. The proposed Olympia Park Strategic Development Site has the potential to progress to early implementation of Phase 1, and the major housing scheme at Staynor Hall, Selby will continue to contribute significantly through the second five year period.
- 5.45 Policy SP6 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.

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<sup>16</sup> See also text below at Policy SP6 and Appendix C for further explanation

**Policy SP5 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.**
- 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 31.03.11 <sup>1</sup>	New Allocations needed (dw)	% of new allocations
Selby <sup>2</sup>	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 <sup>3</sup>	2	170	10	170	-	-
<b>Total<sup>4</sup></b>	<b>100</b>	<b>7200<sup>5</sup></b>	<b>450<sup>6</sup></b>	<b>1820</b>	<b>5340</b>	<b>100</b>

- C. In order to accommodate the scale of growth required at Selby 1000 dwellings 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 SP6. 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.**
- 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.**
- 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.**

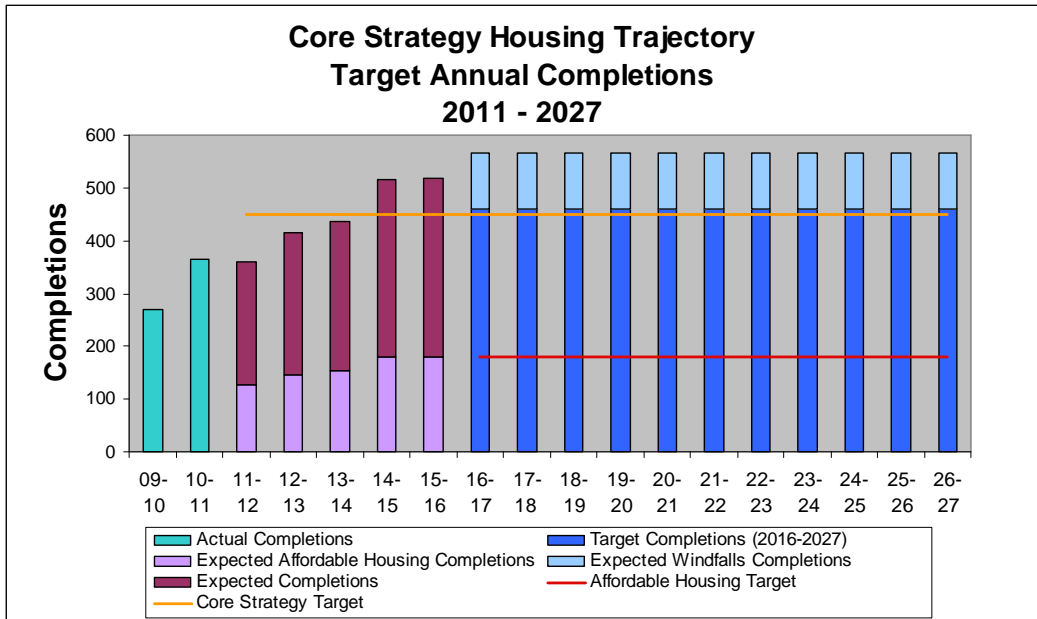
Notes to Policy SP5

- <sup>1</sup> Commitments have been reduced by 10% to allow for non-delivery.
- <sup>2</sup> Corresponds with the Contiguous Selby Urban Area and does not include the adjacent villages of Barlby, Osgodby, Brayton and Thorpe Willoughby.
- <sup>3</sup> Contribution from existing commitments only.
- <sup>4</sup> Totals may not sum due to rounding
- <sup>5</sup> Target Land Supply Provision (450 dwellings per annum x 16 years) See also Policy SP6 for explanation about phasing of sites and redistribution of housing growth in the event of a shortfall in delivery at Tadcaster.
- <sup>6</sup> 450 dpa is the minimum to be provided on 'planned-for' sites (target completions). These 'planned-for' sites comprise both the existing planning permissions at the time of the site allocations plan, and new allocations. In addition to the planned-for 450 dpa target, additional development will take place on other non-planned (windfall) sites which will significantly boost housing completions. Based on the weakest performance of recent years this will be at least 105 dpa, and may be much higher.

## Managing Housing Land Supply

- 5.46 The NPPF requires that local planning authorities illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy describing how they will maintain delivery of a five-year supply of housing land to meet their housing target. Policy SP5 sets out how the Council will ensure sufficient land is provided to meet and exceed the overall minimum housing land requirement, through the Site Allocations Local Plan. Policy SP6 provides the mechanism for ensuring a 5-year housing land supply through monitoring and managing the delivery of the annual target.
- 5.47 In order to help manage the supply of housing sites, a housing trajectory is maintained and updated through the Authority Monitoring Report (AMR) which compares the required annual housing rate, with recent and projected delivery. The AMR monitors annual progress towards meeting the housing requirement over the Plan Period and it will also measure progress towards meeting the indicative requirements for the different settlement groups.
- 5.48 The housing trajectory below indicates the housing delivery necessary to achieve 450 dwellings per annum between 2011 and 2027. It acknowledges the current dip in the housing market and the consequential lower rates of delivery since 2008. The lower delivery rates have occurred despite little or no change in the land supply, indicating that financial circumstances have been the principal cause. However there has been a year on year increase in housing completions since 2008 albeit from a low base (226 dw in 2008/9, 270 dw in 2009/10 and 366 in 2010/11).

**Figure 9 Housing Trajectory**



**5 Year Housing Land Supply**

5.49 The NPPF requires the Council to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% or 20% buffer (if there has been a record of persistent under delivery of housing). An annual review of the supply sites and the appropriate buffer will be established through the Council's Authority Monitoring Report.

5.50 The NPPF indicates that sites included in the 5 year housing land supply should be deliverable (by being available, suitable, achievable and viable). The assessment of allocated sites to be brought forward into the five year housing land supply will take account of the following criteria:

- the need to provide a continuous supply of land to meet the annual housing requirement for the District;
- the need to demonstrate a supply of deliverable sites over a 5 year period;
- the need to enable indicative annual requirements for individual settlements/settlement groups to be met;
- the relative sustainability of sites within settlements;
- the need to maximise the use of previously developed land;
- the need to adopt a sequential approach to flood risk; and



- the availability of the necessary infrastructure to enable delivery.

5.51 Prior to the adoption of the Site Allocations Local Plan, the 5-year housing land supply will be maintained by drawing on Phase 2 allocations identified in Policy H2 of the Selby District Local Plan, which have been released by the Council under the provisions of saved SDLP Policy H2A. Policy H2 is saved until superseded by the Site Allocations Local Plan

***Maintaining delivery of housing in the Plan period***

5.52 Policy SP5 (and reasoned justification) above sets out how sites are allocated to deliver the housing needs and the trajectory describes the expected delivery pattern. Appendix C provides further background to the delivery scenarios including the contributions from windfalls. The Council will monitor the delivery of housing across the District and ensure that the quantum of housing as well as the spatial distribution of housing is consistent with the Core Strategy. Ultimately, 'delivery' is the quantum of homes built. The Council will seek to ensure delivery, by providing sufficient housing land (through allocating enough deliverable sites in the Site Allocations Local Plan and maintaining a 5-year supply) and keep a check on actual delivery by homebuilders through monitoring of completions in the AMR.

5.53 Where delivery is failing or weak, the Council will investigate the causes of the under performance and take appropriate remedial action in accordance with Policy SP6; which defines under-performance as:

1. Delivery which falls short of the quantum expected in the annual target over a continuous 3 year period; or
2. Where there is less than a 5 year housing land supply

This will allow for natural fluctuations in delivery but signal where intervention is necessary over a 3-year period without leaving it too late to act in later years of the plan period. The spatial distribution of delivery is also important, and if delivery is weak over a 3-year period in the Principal Town and/or Local Service Centres then action may be taken.

5.54 The Site Allocations Local Plan will encourage delivery by not phasing sites except where it is necessary due to technical constraints (but see also Paragraph 5.59 to 5.62 and Policy SP6 Part D for Tadcaster); therefore there should be no artificial constraints on the supply of land. If delivery is still failing then the Council will assess the underlying causes and act appropriately to remedy the situation. This may involve simple measure such as negotiating and/or arbitration with partners to overcome impasses, or more complex measures such as exploring joint funding options, facilitating land assembly, or by using its statutory powers such as compulsory purchase of land.

**Spatial Delivery of Policy SP5**

- 5.55 The SHLAA indicates that across the District there is ample available land to accommodate the quantum of development set out in the Core Strategy. However, the spatial distribution of such sites is more limited in some parts of the District which may affect the delivery of housing targets. The spatial distribution is also a key aim of the Core Strategy and so the Council must also take steps to ensure that delivery is spatially appropriate as well as sufficient in numbers. Therefore the Council will monitor development in each settlement to ensure that delivery is consistent with the overall distribution set out in Policy SP5.
- 5.56 Specifically in Tadcaster, land ownership issues have limited the potential delivery of housing in an otherwise very sustainable location. The existing population is disadvantaged through this lack of growth; there has been a loss in population in Tadcaster and the town's sustainability will continue to suffer if the situation does not improve. The Selby Retail, Commercial and Leisure Study<sup>17</sup> shows that Tadcaster is significantly underperforming: it is notable that Tadcaster Town Centre is under-represented in terms of both convenience and comparison floor space. The amount of vacant floor space at nearly 13% is higher in Tadcaster than a national average of less than 10%. The Council considers that reasonable housing (and employment) development alongside other town centre regeneration proposals may help reverse the decline.
- 5.57 The Council considers that the sustainability of Tadcaster and its need for growth, together with the lack of available land (due to ownership issues) would constitute the exceptional circumstances required to undertake a Green Belt review. Although the Green Belt only restricts the western side of the town, land within the Limit to Development, and land adjacent to the Limit to Development on the east, has been confirmed as unavailable for the plan period. Therefore it is reasonable to reconsider the Green Belt around Tadcaster (and other areas) to facilitate sustainable growth in this plan period and to safeguard land for future plan periods through the Site Allocations Local Plan. Policy SP3 deals with this issue.
- 5.58 The Site Allocations Local Plan will provide more detail on the location of future allocations to meet the housing requirement. Policy SP6 below demonstrates how the supply represented in the Site Allocations Local Plan will be managed to ensure a plentiful choice throughout the Plan Period.
- 5.59 To facilitate the appropriate level of growth in Tadcaster, in light of the potential land availability issue, the Site Allocation Local Plan will seek to allocate additional sites in and around the town to provide maximum flexibility. Sites will be in three phases, with sufficient land to meet the quantum of delivery set out in Policy SP5 in each phase. Phase 1 sites will be released immediately upon adoption of the Site Allocations Local Plan.
- 5.60 If after 5 years allocated and windfall sites have delivered less than a

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<sup>17</sup> October 2009 for SDC by Drivers Jonas

third of the minimum dwelling requirement in Tadcaster, then a second phase of sites shall be released. This should provide sufficient time for development to be brought forward having regard for the depressed market and reasonable development timescales.

- 5.61 Should delivery still be frustrated after three years from release of Phase 2, (which is consistent with other monitoring and intervention policies), then it will be necessary to provide for the overall quantum of development elsewhere in the District. To do this, a third phase of sites will be identified in the settlement hierarchy. Phase 3 will only be released if Phase 1 and Phase 2 sites and windfalls together have delivered less than 50% of the minimum dwelling requirement for Tadcaster after 3 years of the release of Phase 2. The Council may also assess options for the purchase of land and/or review its assets to facilitate the availability of sites.
- 5.62 This multi-layered approach to ensuring delivery of the Core Strategy should ensure that each settlement succeeds in delivering its appropriate level of growth.

#### **Policy SP6 Managing Housing Land Supply**

- A. The Council will ensure the provision of housing is broadly in line with the annual housing target and distribution under Policy SP5 by:**
- 1. Monitoring the delivery of housing across the District**
  - 2. Identifying land supply issues which are causing or which may result in significant under-delivery of performance and/or which threaten the achievement of the Vision, Aims and Objectives of the Core Strategy**
  - 3. Investigating necessary remedial action to tackle under-performance of housing delivery.**
- 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. Where there is less than a 5 year housing land supply.**
- C. Remedial action is defined as investigating the underlying causes and identifying options to facilitate delivery of allocated sites in the Site Allocations Local Plan by (but not limited to):**
- 1. Arbitration, negotiation and facilitation between key players in the development industry; or**
  - 2. Facilitating land assembly by assisting the finding of alternative sites for existing users; or**
  - 3. Identifying possible methods of establishing funding to**

facilitate development; or

4. Identifying opportunities for the Council to purchase and/or develop land in partnership with a developer.

D. Due to the potential land availability constraint on delivery in Tadcaster, the Site Allocations Local Plan will allocate land<sup>18</sup> to accommodate the quantum of development set out in Policy SP5 in three phases as follows:

**Phase 1: The preferred sites in/on the edge of Tadcaster which will be released on adoption of the Site Allocations Local Plan.**

**Phase 2: A second choice of preferred sites in/on the edge of Tadcaster which will only be released in the event that less than one third of the minimum dwelling requirement for Tadcaster has been completed after 5 years following the adoption of the Site Allocations Local Plan.**

**Phase 3: A range of sites in/on the edge of settlements in accordance with the hierarchy in Policy SP2 which will only be released after 3 years following release of Phase 2 if completions are less than 50% of the minimum dwelling requirement for Tadcaster.**

E. In advance of the Site Allocation Local Plan being adopted, those allocated sites identified in saved Policy H2 of the Selby District Local Plan will contribute to housing land supply.

### ***Previously Developed Land Indicator***

5.63

Previously developed land (PDL) is a resource whose availability cannot be manufactured – only facilitated. The rate at which previously developed land is being utilised will be monitored against an indicator of 40%. Details of the PDL Trajectory are provided in Appendix B.

### **Olympia Park Strategic Development Site**

5.64

It is intended that the majority of new employment opportunities and about 40% of the Selby housing target will be provided through a large scale, mixed use development on land to the east of Selby, as delineated on the Proposals Map and Map 6. This will include about 1,000 new dwellings and 23 ha of employment land in the period up to 2027, including B1 offices, B1 and B2 industrial units, B8 storage and distribution premises, higher value uses, local convenience retail

<sup>18</sup> Which may include Green Belt releases in accordance with Policy SP3

- facilities and a public house. About 10 hectares of land is also reserved for longer term use.
- 5.65 The 'Olympia Park' site covers an area of approximately 90 hectares, including around 18 hectares of previously developed land, extending from Barlby Bridge Community Primary School on its western boundary to the Selby Bypass in the east and which is contained by the A19 Barlby Road, the Leeds – Hull railway, the River Ouse and the A63 Selby Bypass. Existing land uses comprise a mixture of employment uses, redundant industrial buildings and former operational land, and greenfield land in the form of allotments, playing fields, woodland and agricultural land.
- 5.66 Parts of the site were previously allocated for employment growth in the Selby District Local Plan, or safeguarded for the expansion of freight handling and storage activities associated with an existing freight transfer depot and railhead which bisects the central part of the site. It is envisaged that the Olympia Park proposals will enable the continued expansion of freight handling and warehousing.
- 5.67 The site is well related to the existing built up area, with good connectivity to the existing highway network and public transport, and pedestrian access to a wide range of facilities and services in Selby town centre. It provides the opportunity for a sustainable urban extension combined with the regeneration of an extensive area of former industrial land and premises.
- 5.68 The residential element of the scheme will be expected to create an inclusive community including a target of 40% affordable housing over the lifetime of the scheme, in accordance with the Council's policy. Provision will also be made for the relocation and improvement of the existing allotments and playing fields, creation of new green infrastructure and enhancement of the river frontage.
- 5.69 The scheme will be expected to contribute to national and local targets for reducing greenhouse emissions for example by promoting non car means of transport, and securing energy from renewable sources including micro generation on site and utilisation of biomass, combined heat and power schemes and/or community heating projects. A current proposal to generate energy from food waste on the opposite bank of the river may provide an opportunity to derive a significant proportion of renewable energy from local sources.
- 5.70 Development of the site will contribute to the setting of Selby and protect and enhance the adjoining Selby Town Conservation Area. It will be particularly important to safeguard the existing Selby skyline including views of the historic Abbey Church. As a strategic gateway to Selby a high standard of design will be required, consistent with the creation of a sustainable community.
- 5.71 Although the site is protected by well maintained modern flood defences, in view of the remaining residual risk of flooding, particular attention will be paid to ensuring the potential impact of flooding is minimised and mitigated against. The design and layout of development will be expected to comply with the requirements set out in the Level 2 Strategic Flood Risk Assessment (February 2010),

including the development of a comprehensive integrated surface water management strategy, avoidance of ground floor sleeping accommodation, the provision of first floor refuges in commercial premises, raised floor levels, incorporation of flood resilience measures in buildings and adoption of automated flood warning systems.

5.72 Development will be phased to ensure early delivery of housing and commercial premises through redevelopment of frontage land between the A19 Barlby Road and the Leeds – Hull railway, and opening up of employment land through the construction of a new link road from an existing roundabout on the A63 Selby Bypass, which will also provide a new access to the existing Potter Group freight transshipment site. Residential development on land south of the railway and to the west of the existing railhead will be facilitated through the construction of a new road bridge across the railway, enabling closure of the existing level crossing.

5.73 The four principal owners are committed to working in partnership with the Council to help deliver a comprehensive development including the additional infrastructure and services needed to support the scheme. This may include upgrades to existing drainage systems and waste water treatment facilities, as well as additional provision for primary and secondary education, new health care, and other community facilities (through both reservation of land and/or financial contributions) and local recycling facilities.

5.74 A Delivery Framework Document prepared jointly by the landowners demonstrates the viability and deliverability of the scheme, which also benefits from a 'concept plan' prepared in consultation with the local community and key stakeholders. The design concept for the site will be reviewed as part of a master planning exercise to be undertaken prior to determination of future planning applications.

**Policy SP7 Olympia Park Strategic Development Site**

**Land within the area bounded by the A19 Barlby Road, the River Ouse and the A63 Selby Bypass, is designated as a strategic location for mixed economic and residential growth in accordance with the development principles set out below:**

- i) Development within the defined area will be programmed to deliver 1000 new homes and 23 hectares of new employment land in the period up to 2027, with a further 10.6 hectares reserved for longer term employment use.**
- ii) A comprehensive, phased approach to development is required in accordance with an approved Framework and Delivery Document and an approved Master Plan, which will ensure the release of employment land in the eastern part of the site prior to future residential development south of the Leeds – Hull railway.**
- iii) The Master Plan will be produced in consultation with stakeholders and the local community prior to**

- determination of any applications for development.
- iv) **Principal access to new residential development south of the Leeds – Hull railway will be from a new junction with Barlby Road involving a new road bridge across the railway and stopping up of the existing level crossing. Access to new employment land in the eastern part of the site will be taken from the existing roundabout junction on the A63 Selby Bypass, through a new link road to the Potter Group site. Both the new link road and road bridge are required to be constructed in advance of residential development south of the railway.**
  - v) **The impact of new development on the existing transport network should be minimised.**
  - vi) **A sequential approach should be taken to residual flood risk and development vulnerability, in accordance with the requirements set out in the Council’s Level 2 SFRA (February 2010). Site specific FRAs will be required to address relative flood levels vulnerabilities across the site.**
  - vii) **Development proposals will be expected to deliver the necessary infrastructure, facilities and services, including recreation open space, to support new and expanded communities, and to cater for the needs of new businesses, in accordance with the Councils approved standards applicable at the time of future planning application(s). This may include financial contributions to secure provision by public agencies and reservation of land to accommodate education and health care provision, and community facilities such as a meeting hall, local convenience shopping and recycling.**
  - viii) **The development should provide up to 40% affordable housing over the lifetime of the scheme. Each residential phase of development will be expected to contribute towards affordable housing provision, the precise amount, type, and tenure of each phase to be determined at application stage (for each phase of development), through an Affordable Housing Plan.**
  - ix) **The opportunities created through the development of this area should be maximised to enhance the riverside and general environment including the retention, enhancement and creation of green infrastructure and wildlife habitats, provision of new landscaping, including structural landscaping, relocation of existing allotments and sports fields within the site, and provision of new recreation and amenity space.**
  - x) **Proposals should ensure high quality design reflecting the prominent ‘gateway’ location of the site.**
  - xi) **Development should maximise opportunities for sustainable travel , including reducing the dependency on**

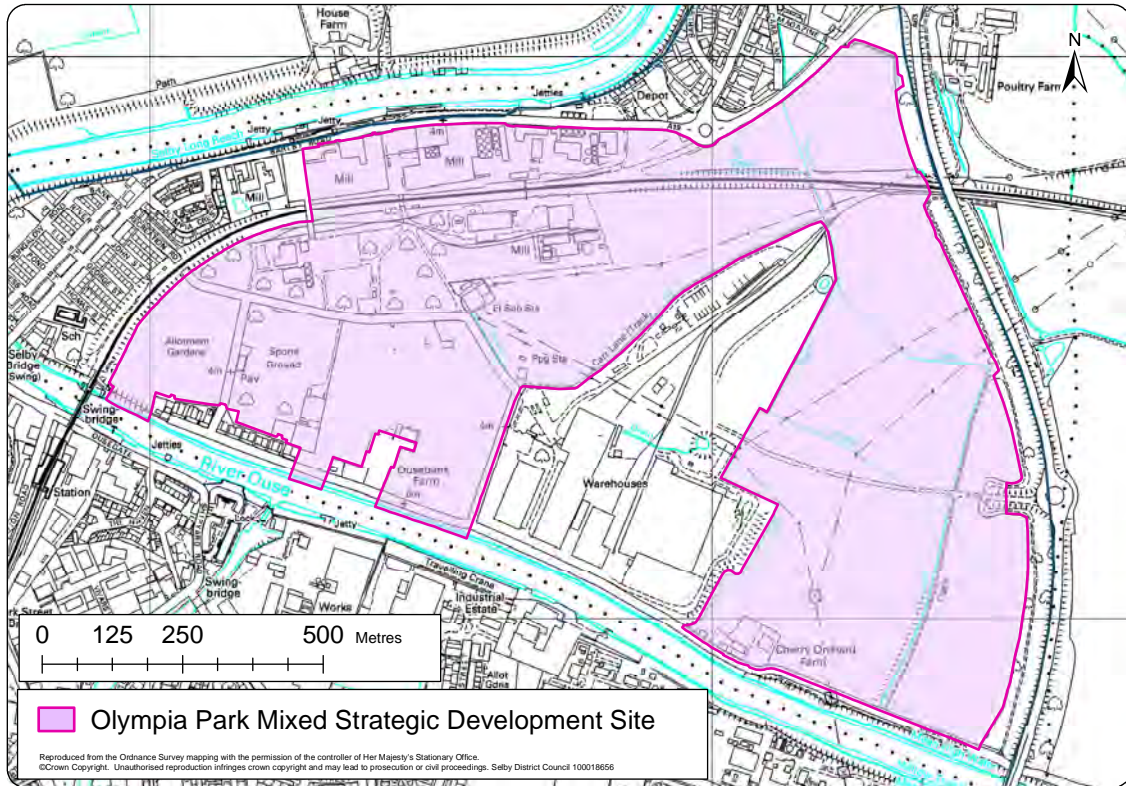
**the car through development of a Travel Plan and by providing suitable access to existing local facilities and services, providing new passenger transport links, and ensuring safe, attractive and convenient pedestrian and cycle routes between the development and neighbouring areas, including Selby Town Centre.**

- xii) Development should protect and enhance the amenities of existing and future residents and protect the viability of existing and future businesses.**
- xiii) New development should protect and enhance the character and setting of Selby Town Centre Conservation Area, including maximising views to the Abbey Church and ensuring Selby's skyline is not detrimentally impacted upon.**
- xiv) Development should incorporate sustainable development principles, including sustainable construction and drainage methods, and low carbon layout and design, and should (where feasible and viable) derive the majority of total predicted energy requirements from de-centralised and renewable or low carbon sources. In addition to incorporation of micro generation infrastructure, this might include energy from local biomass or waste technologies, combined heat and power schemes and/or community heating projects.**

**DRAFT**



Map 6 Olympia Park Mixed Use Strategic Development Site



DRAFT

## Housing Mix

### Introduction

- 5.75 Both national planning guidance and local strategic objectives aim to ensure that all the housing needs of the local population are adequately met. The provision of an appropriate mix of housing is fundamental to achieving mixed and balanced communities, and the 2009 Selby District Strategic Housing Market Assessment provides further evidence that new build developments should reflect the needs of all sections of the community in terms of types and sizes.

### Context

- 5.76 The Council wishes to consider the accommodation requirements of specific groups as part of creating sustainable, mixed communities and as such, needs to assess and plan for the housing needs of the whole community including older people. This will help promote socially inclusive communities including mixes of housing (in line with the National Planning Policy Framework).
- 5.77 This approach parallels the Regional Housing Strategy<sup>19</sup> and North Yorkshire Sub-Regional Housing Strategy<sup>20</sup> which include the following themes: creating better places, delivering better homes, providing choice and opportunity to meet housing aspirations, improving housing condition and services for all and provide for fair access to housing.

### Relevant Strategic Objective

5

### Local Issues

- 5.78 The Council's Mission Statement is "To improve the quality of life for those who live and work in the District" and a key priority for the Council is "Providing a better balance in the housing market to provide access to homes for those who want and need them".
- 5.79 The Selby District Housing Strategy Action Plan has six main priority headings and relevant issues for Core Strategy are profiling the District's housing stock and monitoring current and future housing need as well as promoting social inclusion, respect and sustainable communities.
- 5.80 Relevant aims of the Selby District Sustainable Community Strategy include develop the area; and make sure that Selby District is still a place that people want to live and work in; and to create: 'A future where the people of Selby District live in strong, inclusive, healthy and

<sup>19</sup> Regional Housing Strategy, 2005-2021, Yorkshire & Humber Assembly

<http://www.yhassembly.gov.uk/Our%20Work/Housing/Regional%20Housing%20Strategy/>

<sup>20</sup> North Yorkshire Sub-Regional Housing Strategy 2008-2014, Draft for Consultation, 2010

<http://www.northyorkshirehousingstrategy.co.uk/>

safe communities which have an improved environment and a thriving economy'. A key theme is developing sustainable communities.

*Results of Selby District SHMA 2009*

- 5.81 The Council is keen to encourage developers to provide a suitable mix of homes within the District, to meet the needs of all sectors of the community, including supported or special needs, based on evidence provided by the Strategic Housing Market Assessment<sup>21</sup>.
- 5.82 This evidence helps to ascertain the range of dwellings, which need to be built across Selby to help satisfy market demand. Analysis has shown where there are particular pressures within the housing market and demonstrates that overall demand exceeds supply across the District. If the broad aspirations of households were translated into how future development should proceed, then the split between property types would be houses 60%; flats 8.5%; and bungalows 31.5%
- 5.83 The study compared general market supply and demand in a number of sub-areas (see Figure 10 below) to understand the type and size of market housing to be delivered within the District:
- East, north-east, Selby and Tadcaster do not need any more 1 bed properties.
  - All areas require more family housing in 2, 3 and 4 bed houses.
  - Demand exceeds supply for terraced housing in central and east.
  - Demand exceeds supply for bungalows in the District as a whole but particularly in northern, Selby, Sherburn, Tadcaster and Western.
  - More flats are needed in south east.

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<sup>21</sup> Selby District Council has published its Strategic Housing Market Assessment (SHMA) 2009 which was undertaken by consultants, Arc4  
[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1743](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1743)

**Figure 10 Housing Sub Areas**



Source: Selby District SHMA 2009

- 5.84 The likely profile of household types requiring market housing is shown in Figure 11 below:

**Figure 11 Profile of Household Types**

<i>Household Type</i>	<i>%</i>
<i>Single Person &lt;60</i>	<i>15.4</i>
<i>Single person 60 or over</i>	<i>2.5</i>
<i>Couple only &lt;60</i>	<i>22.7</i>
<i>Couple only over 60</i>	<i>5.9</i>
<i>Couple with 1 or 2 children</i>	<i>28.5</i>
<i>Couple with 3 or more children</i>	<i>3.1</i>
<i>Lone Parent</i>	<i>10.8</i>
<i>Other type of household</i>	<i>11.1</i>
<i>Total</i>	<i>100.0</i>
<b><i>Base (Households requiring market housing each year)</i></b>	<b><i>3,507</i></b>

Source: SHMA 2009

- 5.85 In brief, this recent evidence indicates a need over the Plan period for particular emphasis on larger properties for families and homes for older people (especially bungalows). Also the majority of new accommodation should be in the form of houses rather than flats.
- 5.86 Responses to the consultation on the Draft Core Strategy highlight the need for a good mix and balance of all types of housing determined by local need or local site circumstances. In particular, the size and type of bungalow or house is a key issue with new homes being well designed to accommodate disability needs and visitors and carers subject to cost considerations. The location of housing is also important; older people need to feel integrated with rest of the community.
- 5.87 Shortfalls in the supply of market housing will be addressed through the Core Strategy, which plans for the full range of market housing to contribute to creating mixed and balanced communities. This will be achieved by providing dwellings of the right size and type to meet local needs evidenced in relevant studies such as housing needs surveys and strategic housing market assessments.
- 5.88 Whereas in recent years priority has often been given to providing accommodation for smaller households, the evidence now suggests emphasis on more family homes as well as smaller dwellings plus the need to provide suitable accommodation for the ageing population.
- 5.89 This evidence from the 2009 SHMA will be used to assist the Council in the determination of planning applications, but it is also recognised that future studies will update this current evidence and thus the Core Strategy Policy SP8 is clear that the appropriate housing mix will be achieved in the light of local evidence.

## **Policy SP8 Housing Mix**

**All proposals for housing must contribute to the creation of mixed communities by ensuring that the types and sizes of dwellings provided reflect the demand and profile of households evidenced from the most recent strategic housing market assessment and robust housing needs surveys whilst having regard to the existing mix of housing in the locality.**

### **Providing Affordable Housing**

#### **Context**

- 5.90 The provision of affordable housing is an essential element in promoting healthy balanced communities which meet the needs of all its residents, including vulnerable people and those making the step from social-rented housing to home ownership.
- 5.91 In common with all North Yorkshire Authorities there is a high level of identified need for affordable housing in Selby District. The Council is addressing this need by working with partner organisations on a range of measures, including establishing a target for the amount of affordable housing to be provided through market housing schemes, and securing related 'developer contributions' toward affordable housing.

#### **Relevant Strategic Objectives**

2, 3 and 5

#### **Local issues**

##### *The Need for Affordable Housing in Selby District*

- 5.92 The Council's Strategic Housing Market Assessment, which was completed in June 2009, concludes that the affordable housing need arising from local requirements in the District will amount to some 409 affordable homes (gross) each year over the period 2009 – 2014.
- 5.93 The assessment notes the relatively low level of affordable housing delivered in recent years – (over the six years from April 2004 to March 2010, some 769 affordable dwellings have been constructed or are committed through planning permissions) – and suggests that given the low level of provision in more rural parts of the District, site thresholds may need to be reduced to maximise development opportunities in the future.
- 5.94 The assessment also provides guidance on the tenure split that should be secured in connection with affordable housing. A split of

30-50% intermediate tenure and 50 –70% social rent is suggested by the analysis. Intermediate tenure could include shared ownership, discounted sale and fixed equity products, as well as intermediate rented options.

- 5.95 The assessment recommends that affordable homes should be similar to private homes in terms of style, quality of specification and finish and that on larger sites, affordable housing is integrated throughout the site as a more sustainable and socially acceptable solution. The report also emphasises that securing affordable housing in perpetuity is critical and key to this process is the use of comprehensive Section 106 agreements.

#### *The Viability of Affordable Housing Provision*

- 5.96 Evidence on the viability of different sized affordable housing schemes at a range of different locations is provided by the Selby District Economic Viability Study<sup>22</sup>. The study base date of mid 2009 coincides with the low point of the economic downturn which occurred from 2008 onwards.
- 5.97 As a consequence of the timing of the Study, 10% affordable housing was found to be an appropriate requirement across the District. However, the Study assessed conditions over a range of scenarios including consideration of viability in very good market conditions similar to those which existed immediately prior to the economic downturn (2006/07). The equivalent percentage requirement in this case was 50%. The Study also considered variations in viability in differing areas of the District which illustrated substantial variations between the rural areas in the north and north-western parts and the south-east part of the District. The three towns of Selby, Sherburn in Elmet and Tadcaster fall between the two extremes in viability terms.
- 5.98 The Study therefore illustrates the inherent problems in producing a robust, yet relatively straightforward policy for the requirement of affordable housing in association with private housing developments across the District.

#### **Affordable Housing Policy**

- 5.99 The two main aims of the Core Strategy affordable housing policy are:
- a) To establish the overall target for the provision of affordable housing in the District in accordance with national guidance on the definition and provision for affordable housing;
  - b) To set out the broad framework within which developer contributions towards meeting affordable housing need will be sought in association with normal market housing.
- 5.100 The NPPF requires that local planning authorities should use their

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<sup>22</sup> Affordable Housing Economic Viability Assessment by consultants DTZ for the Council , August 2009 [http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1821](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1821)

evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing and where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified. Local planning authorities should set out their policy on local standards in the Local Plan, including requirements for affordable housing. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, should enable the development to be deliverable. The likely cumulative impacts on development of local standards and policies should not put implementation of the plan at serious risk, and should facilitate development throughout the economic cycle.

- 5.101 The Council's 2009 SHMA<sup>23</sup>, concludes that the affordable housing need arising from local requirements in the District will amount to some 409 affordable homes (gross) each year over the period 2009 – 2014. Clearly this represents an unrealistically high figure in delivery terms, given existing levels of public funding available and the levels of affordable housing provision likely to be achievable through market housing schemes in association with an overall target house building rate of 450 dwellings per annum. The level of need emphasises the importance of the Council exploiting all sources of funding for affordable housing provision in addition to that which can be achieved in association with private developments.
- 5.102 Affordable housing provision through the planning system is, however, by far the most important delivery mechanism and is likely to remain so for the foreseeable future. The Affordable Housing Economic Viability Study demonstrates that provision from this source is heavily dependent upon economic circumstances and the health of the private housing market at any one time.
- 5.103 Despite the likely variation in economic circumstances over the Core Strategy period, to meet NPPF requirements the Council has set itself a long term target for the Core Strategy period of 40% affordable housing from the total housing provision from all sources, not just in association with private developments.
- 5.104 It is acknowledged that this is a challenging target and the Council will use its best endeavours to facilitate affordable housing schemes wherever and however the opportunities arise. For example we will continue to work pro-actively with Registered Providers and other stakeholders to pursue other mechanisms for delivery of affordable housing. This will include the use of the Council's own land for affordable housing schemes, the delivery of homes through Community Land Trusts and taking advantage of initiatives, programmes and funding streams promoted by central Government.

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<sup>23</sup> Selby District Strategic Housing Market Assessment 2009



*Developer Contributions to Affordable Housing*

*a) Percentage Requirement*

5.105 Faced with the need to establish a robust and stable policy in circumstances where variable market factors may affect the ability of private development to meet that need, the Council has taken a pragmatic approach to affordable housing provision. The policy establishes a target which has been shown to be viable in relatively strong market conditions, and which therefore provides a stable upper limit to the requirement to be sought from the private sector. At the same time, the Council acknowledges that market conditions will not always permit this target to be met and provision will be a matter for negotiation.

5.106 The indication from the Council's Economic Viability Assessment is that in good market conditions a proportion of 40% affordable housing should be achievable on a high proportion of sites and this figure is therefore included as an upper target level.

*b) Thresholds*

5.107 Given that Selby District is basically rural in character and has a high affordable housing need, 60% of which arises outside Selby, there is justification for operating site size thresholds which maximise the contribution towards providing affordable housing from sites characteristic of a rural District, subject to compatibility with levels of viability.

5.108 Supplementary work on the relative viability of varying threshold levels has been undertaken, which has established that a site size of 10 units is the minimum which makes the provision of affordable units sufficiently viable<sup>24</sup>.

*c) Commuted Sums*

*On Sites of 10 dwellings or more*

5.109 In exceptional circumstances commuted sums may be acceptable on sites of 10 dwellings or more where there are clear benefits in re-locating all or part of the affordable dwellings.

*On Sites of 1-9 dwellings*

5.110 A threshold of 10 units will tend to concentrate affordable housing provision in larger settlements and not necessarily in the smaller settlements from which the significant rural area need arises. Consequently, the Council remains committed to securing opportunities for providing affordable housing of an appropriate scale within all settlements to meet their identified local need.

5.111 In addition in circumstances where high reliance is placed on private developments to meet the high level of affordable need, there is a strong case for all developments to make a limited contribution towards affordable housing provision, subject to viability considerations. Therefore, on small sites below the 10 unit threshold,

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<sup>24</sup> Affordable Housing Small Sites Threshold Testing – DTZ October 2010

a financial contribution will be sought in the form of a commuted sum. The basis for the calculation of any commuted sum will be set out in a Supplementary Planning Document. The contribution will be used to assist the provision of more affordable housing to meet local need across the District.

*c) Tenure*

- 5.112 Evidence from the SHMA establishes an overall target of 30-50% intermediate housing and 50-70% for social rented housing. Following the introduction of the new affordable rented category further evidence is required to establish the required tenure split of new social rented, affordable rented and intermediate housing for eligible households whose need are not being met by the market. This will be set out through a combination of Supplementary Planning Document and future local plan documents as appropriate, based on the Council's latest evidence of local need.

*d) Negotiation*

- 5.113 It is open to developers to discuss these requirements on a site by sites basis having regard to the particular circumstances prevailing at the time of application for permission and to any particular abnormal and unforeseeable site related issues, which may impact on viability. Reductions will be negotiated when developers demonstrate these target requirements are not viable.

### **Policy SP9 Affordable Housing**

- A. The Council will seek to achieve a 40/60% affordable/general market housing ratio within overall housing delivery.**
- B. In pursuit of this aim, the Council will negotiate for on-site provision of affordable housing up to a maximum of 40% of the total new dwellings on all market housing sites at or above the threshold of 10 dwellings (or sites of 0.3 ha) or more.**

**Commuted sums will not normally be accepted on these sites unless there are clear benefits to the community/or delivering a balanced housing market by re-locating all or part of the affordable housing contribution.**
- C. On sites below the threshold, a commuted sum will be sought to provide affordable housing within the District. The target contribution will be equivalent to the provision of up to 10% affordable units.**
- D. The tenure split and the type of housing being sought will be based on the Council’s latest evidence on local need.**
- E. An appropriate agreement will be secured at the time of granting planning permission to secure the long-term future of affordable housing. In the case of larger schemes, the affordable housing provision will be reviewed prior to the commencement of each phase.**

**The actual amount of affordable housing, or commuted sum payment to be provided is a matter for negotiation at the time of a planning application, having regard to any abnormal costs, economic viability and other requirements associated with the development. Further guidance will be provided through an Affordable Housing SPD.**

### **Rural Housing Exceptions Sites**

#### **Context**

- 5.114 The rural exception policy provides flexibility within the planning system to enable the delivery of affordable housing in rural communities where there is identified local housing need.
- 5.115 Rural exceptions site development is an alternative method of delivering affordable housing. The rural exception sites policy enables small sites to be developed, specifically for affordable housing in small rural communities that would not be developed for housing under normal planning policies. Acceptance of ‘exception sites’ is subject to their meeting an identified local need and that any homes developed will remain affordable in perpetuity.

- 5.116 Exceptions sites must be in scale and keeping with the settlement they are within or adjoining, and its setting. Rural exception sites will seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Priority will be articulated through a future Development Management Local Plan or Affordable Housing SPD.
- 5.117 Specific allocations for such sites will be considered in a Site Allocations Local Plan. These may be on 'greenfield' sites and/or previously developed land both within and adjoining village development limits. 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. Further assessment and consideration of the need to introduce a detailed policy will be undertaken through the Development Management Local Plan document.
- 5.118 The following policy applies to the Designated Service Villages and the Secondary Villages.

#### **Policy SP10 Rural Housing Exceptions Sites**

**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 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;**
- ii) A local need has been identified by a local housing needs survey, 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.**

## Travellers

### Introduction

- 5.119 Core Strategy Objective 5 recognises the requirement to provide housing to meet the needs of all sections of the community. Current evidence suggests that there is a need to make appropriate provision for travellers - that is gypsies, travellers and show people who live in or travel through Selby District
- 5.120 The Government advises through the national Planning Policy for Traveller Sites (PPTS, March 2012) that Local Plans should provide criteria for the location of sites as a guide for future site allocations. The guidance provided in the PPTS is considered to be sufficient for a high level policy so it is not necessary to repeat those provisions in the Core Strategy. In terms of allocating sites, the Site Allocations Local Plan will devise an appropriate site selection methodology once a long-term need is established.

### Context

- 5.121 The evidence base provided by the former RS is a regional study of accommodation needs undertaken in 2006 which indicated a shortfall of 57 pitches in North Yorkshire. The former RS noted that the figures were to be superseded by the findings of local Gypsy and Traveller Accommodation Assessments (GTAAAs).

### Relevant Strategic Objectives

3, 4, 5, 6, 8, 9 and 17

- 5.122 Current authorised provision to accommodate travellers in the District consists of two County Council Owned sites (Common Lane, Burn and Racecourse Lane, Carlton) providing a combined total of 26 pitches, and one private site (Flaxley Road, Selby) which has the potential to provide up to 54 pitches, although it is not solely for traveller use. All of the sites are known to be at capacity, and the Council is investigating the level of demand to be met locally in partnership with the County Council.
- 5.123 Although not recognised as a distinct ethnic group, showpeople travel extensively and therefore live almost exclusively in wagons. During the winter months these are parked up in what was traditionally known as 'winter quarters', although some family members now often occupy these yards all year round. Showpeople have different needs than those of other travellers and as such are considered separately in needs assessments. However, in considering planning applications and site allocations, the same broad considerations inform decisions – in line with the national guidance.

- 5.124 The North Yorkshire GTAA (accepted by the Council in 2010)<sup>25</sup> sets out a figure for need, but that requires updating to reflect the PPTS requirement for maintaining a 5 year supply of sites. It is intended to allocate (a) new site(s)/pitch(es)/plot(s) for travellers through the Site Allocations Local Plan. The precise site size and location will be identified using up to date guidance and through consultation with travellers, and other stakeholders. Where no specific parcels of land can be identified, the Council may consider setting out broad locations for growth.
- 5.125 “Windfall” applications for traveller sites/pitches/plots may also be submitted from time to time (i.e. not on planned-for sites). These applications will be assessed on their own merits in accordance with tests set out in national policy, and other local policies such as Policy SP3 Green Belt, as appropriate. Applications will be considered fairly having regard for cultural and ethnic needs and aspirations, and balancing those with the needs and aspirations of the settled community and local capacity in services and facilities to accommodate such development.
- 5.126 All traveller development will be considered on the basis of the policy in conjunction with up to date needs assessments and Government guidance<sup>26</sup>. The Government guidance sets out detailed Development Management criteria and so it is unnecessary to repeat that in Policy SP11. Those criteria include issues such as: the inappropriateness of Green Belt locations; the flood risk sequential test; integration with neighbouring land uses and communities; limiting disruption to amenity; sustainable access to local services and facilities where there is capacity; local character such as existing land use; topography, landscape, wildlife and historic assets; ensuring a high quality development; providing appropriate access, parking and on-site amenity for residents; and ensuring any on-site employment uses are compatible with residential and neighbouring uses.

#### **Policy SP11 Travellers**

- A. In order to provide a lawful settled base to negate unauthorised encampments elsewhere, the Council will establish at least a 5-year supply of deliverable sites and broad locations for growth to accommodate additional traveller sites/pitches/plots required through a Site Allocations Local Plan, in line with the findings of up to date assessments or other robust evidence.**
- B. Rural Exception Sites that provide traveller accommodation in perpetuity will be considered in accordance with Policy SP10. Such sites will be for residential use only.**
- C. Other applications for traveller development will be determined in accordance with national policy.**

<sup>25</sup> Gypsy and Traveller Accommodation Assessment North Yorkshire Sub-region – 2007/8, ARC4 May 2008

<sup>26</sup> Planning for travellers, DCLG, March 2012 [www.communities.gov.uk](http://www.communities.gov.uk)

## Access to Services, Community Facilities and Infrastructure

### Introduction

5.127 Infrastructure includes a wide range of services and facilities provided by public and private bodies. It includes physical infrastructure such as roads, footpaths, cycleways, water supply and waste water treatment, service utilities (water, electricity, gas, telecommunications etc.), and community infrastructure such as schools, healthcare, public transport and sport and recreation facilities as well as a range of features which make up the 'green infrastructure' of the area.

### Context

5.128 The Council appreciates the need for future development to be provided with the services, facilities and infrastructure that are needed by new communities to function and to make sure that existing communities do not suffer as a result of development.

5.129 This approach is supported by the principle of sustainable development including the need to provide good access to facilities and services, and to ensure the provision and enhancement of green infrastructure.

5.130 'Green Infrastructure' is an increasingly used term applying to the establishment of networks of linked open spaces and green corridors running through urban, suburban, urban fringe and rural areas. The concept gives strategic direction to what has often been in the past a more piecemeal approach to the provision and conservation of green assets.

5.131 The Council will work in partnership with infrastructure providers and key stakeholders such as the County Council in the production of Local Transport Plans. The Local Transport Plan is an important delivery mechanism for the Core Strategy, with the potential to impact greatly on the Districts ability to effectively absorb future planned development.

5.132 The former Countryside Agency (now part of Natural England) commissioned a regional report<sup>27</sup>, which made recommendations and provided support for taking forward green infrastructure techniques within the region.

5.133 The report documents the benefits to be gained from green infrastructure including:

- Enhanced connectivity between large and small green spaces;
- Creating opportunities for more sustainable travel modes, especially walking and cycling;
- Contributing to the health and regeneration, particularly of urban areas; and
- Meeting the needs of visitors and recreational and leisure needs of local residents.

<sup>27</sup> The Countryside In and Around Towns: the Green Infrastructure of Yorkshire and Humberside - Countryside Agency - July 2006

- 5.134 Natural England Guidance<sup>28</sup> helps Councils understand what Green Infrastructure is, its planning value, and how its delivery can be effectively embedded in plan making.
- 5.135 The evidence that supported the former Regional Spatial Strategy places considerable emphasis on green infrastructure and improving the green infrastructure of the District forms an integral part of the Council's priorities for creating a healthy and green environment. Future local plan documents will be expected to embrace the concept and identify opportunities for enhancement. Priority will be given to maximising opportunities for green infrastructure in connection with proposals for strategic growth in Selby and other major development proposals, as well as having high regard to the priorities of the Leeds City Region Green Infrastructure Strategy, and supporting the priorities of the Delivery Plan which is currently under development.
- 5.136 The need to secure developer contributions towards community needs arising from new development also links with the 'Developing Sustainable Communities' and 'improving the image of the area' themes of the Selby District Sustainable Community Strategy.

***Relevant Strategic Objectives***

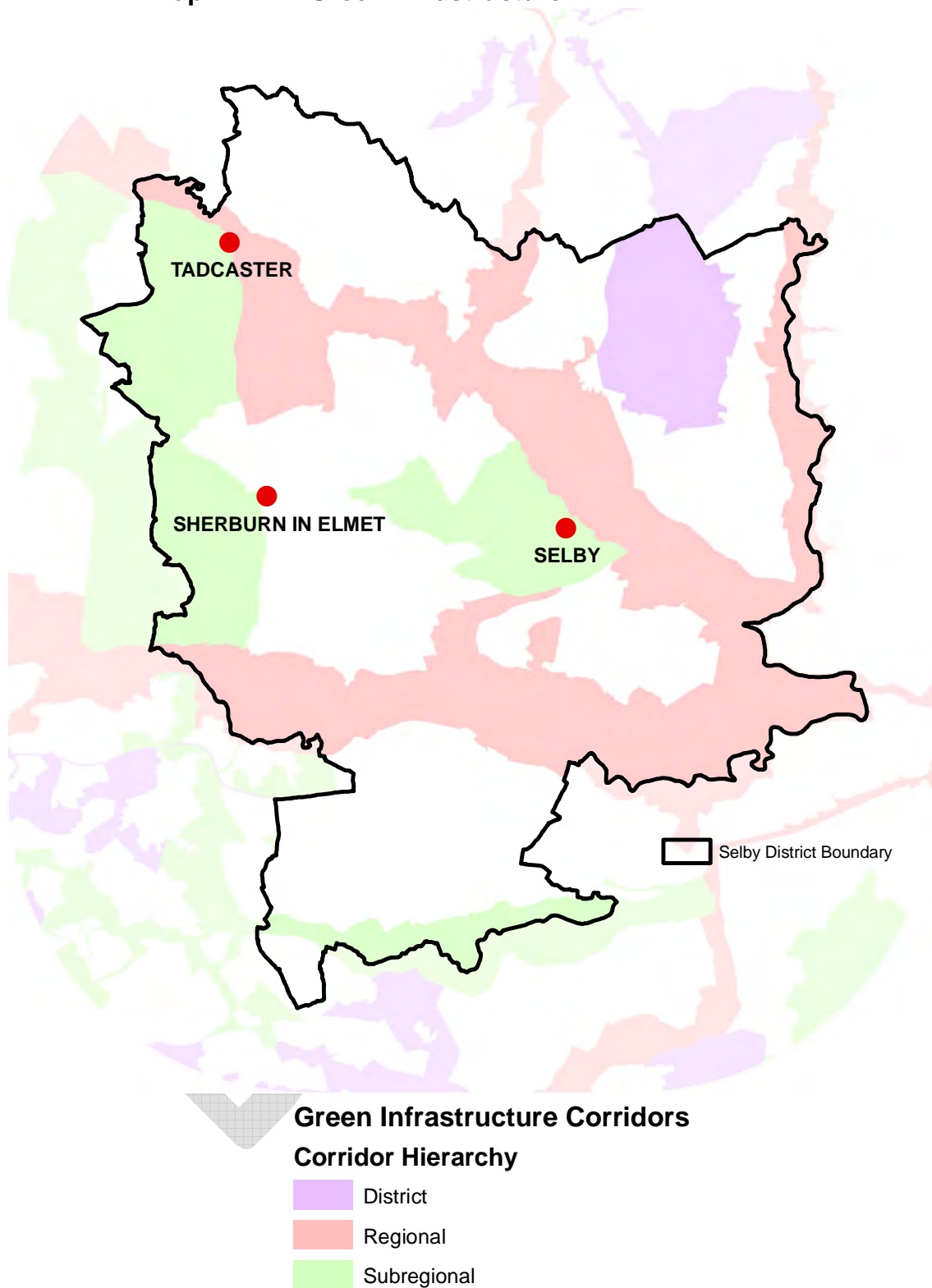
1, 2, 3, 8, 10, 12, 13, 14 and 17

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<sup>28</sup> Green Infrastructure Guidance, Natural England, 2009



Map 7 Green Infrastructure



Source Natural England, Yorkshire and the Humber Green Infrastructure Mapping Project (April 2010)<sup>29</sup>

<sup>29</sup>[http://www.naturalengland.org.uk/regions/yorkshire\\_and\\_the\\_humber/ourwork/yandhgreeninfrastructurereproject.aspx](http://www.naturalengland.org.uk/regions/yorkshire_and_the_humber/ourwork/yandhgreeninfrastructurereproject.aspx)

- 5.137 Objective 10 of the Core Strategy recognises the need to ensure that the potential gain in a planning approval is sought in order to mitigate the impact of a proposal on the community and keep pace with modern requirements, together with the importance of retaining existing community facilities.
- 5.138 The Council is committed to ensuring that appropriate infrastructure is provided to meet the needs of new development. Infrastructure provision and the way this will be implemented through requirements on the developer or, where appropriate, partnership arrangements between the Council, the appropriate providing body and the developer, shall be established locally in the Site Allocations Local Plan and/or, Infrastructure Delivery Plan, and/or through obligations placed on planning permissions (including through any charging schedule that is developed (such as a Community Infrastructure Levy)). Until such mechanisms are in place the Council will base negotiations on its existing Developer Contributions Supplementary Planning Document (SPD)<sup>30</sup>.
- 5.139 The Sustainability Appraisal Scoping Report noted that certain areas of the District had a shortfall of recreational open space. The availability of potential contributions for recreational open space for an incremental improvement should also provide a catalyst for improving deficiencies.
- 5.140 In accordance with the Council's Sustainable Community Strategy aim to create 'A future where the people of Selby District live in strong, inclusive, healthy and safe communities which have an improved environment and a thriving economy', the needs of the community will be provided for with our partners and other services providers and engaged local people; taking account of areas with the greatest need and positively influencing social exclusion.

### **Future Requirements**

- 5.141 The infrastructure requirements of new development, including strategic housing and employment sites in Selby will be addressed through a separate Infrastructure Delivery Plan (IDP). Infrastructure improvements will encompass a range of site-specific and local topics, but will also include cross-boundary issues such as highway improvements, particularly on the strategic road network. The types of infrastructure required are set out in the IDP, and include:
- Affordable housing
  - Community facilities
  - Healthcare
  - Education
  - Recreation Open Space

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<sup>30</sup> Developer Contributions Supplementary Planning Guidance, Selby District Council, March 2007  
[http://www.selby.gov.uk/service\\_main.asp?menuid=99&pageid=14&id=1560](http://www.selby.gov.uk/service_main.asp?menuid=99&pageid=14&id=1560)

- Highways works, including cycleways
- Public art
- Public transport
- Green Infrastructure
- Communication technology
- Utilities

**Policy SP12 Access to Services, Community Facilities and Infrastructure**

**Where infrastructure and community facilities are to be implemented in connection with new development, it should be in place or provided in phase with development and scheme viability.**

**Infrastructure and community facilities should be provided on site, but where this is technically unachievable or not appropriate for other justified reasons, off-site provision or a financial contribution towards infrastructure and community facilities will be sought.**

**In all circumstances opportunities to protect, enhance and better join up existing Green Infrastructure, as well as creating new Green Infrastructure will be strongly encouraged, in addition to the incorporation of other measures to mitigate or minimise the consequences of development.**

**These provisions will be secured through conditions attached to the grant of planning permission or through planning obligations, including those set out in an up to date charging mechanism.**

## 6. Promoting Economic Prosperity

### Introduction

- 6.1 The continued growth of a modern, diversified and sustainable economy is a key objective of the Core Strategy. Without such growth the future vision for the District in terms of creating prosperous and sustainable communities will not be fully achieved. An improved range of local employment opportunities, services and facilities will help reduce the number of work related, shopping and leisure trips outside the District.
- 6.2 This chapter sets out the Strategy's general approach to planning for a stronger economy, which inevitably is focussed on Selby, Sherburn in Elmet and Tadcaster. It also outlines the policy for continued economic diversification within the extensive rural areas of the District as well as focusing on the economy of town and village centres which are essential elements of the economic and service infrastructure of the District.

## The Scale and Distribution of Economic Growth

### Introduction

- 6.3 Selby District plays an important role in the local and regional labour market, traditionally accommodating employment in the manufacturing, brewing and agricultural sectors. However evidence indicates that the District, as a result of a high level of out-commuting to Leeds and York, has become a dormitory location for these cities, supplying them with skilled labour, at the expense of the local economy and sustainable development objectives.

### Context

- 6.4 The Government is committed to achieving sustainable economic growth, building prosperous communities and promoting the vitality and viability of town and other centres. The former Planning Policy Statement 4 (Planning for Sustainable Economic Growth) provided the basis for developing the local spatial strategy for Selby District<sup>1</sup> and the policies in the Core Strategy are consistent with the National Planning Policy Framework (NPPF)

### **Relevant Strategic Objectives**

1, 2, 3, 4, 6, 7, 8, 9, 10, 13 and 15

<sup>1</sup> Additional evidence is provided in the Economic Prosperity Background Paper BP12

## Local Issues

- 6.5 Reducing out-commuting through restructuring of the local economy towards a modern service and knowledge based economy is a key challenge. Developing and revitalising the economy of the District has emerged as a major priority if a more self-contained, sustainable way of life for District residents is to be created.
- 6.6 These objectives are supported by themes identified in the Selby Sustainable Community Strategy (Developing the three market towns) and the North Yorkshire County Council Community Strategy (Secure a thriving economy).
- 6.7 Research commissioned by the Council as part of an employment land study<sup>2</sup> concluded that Selby is well placed to benefit from overspill of highly skilled, knowledge and technology based forms of employment from other parts of the Leeds City Region, and York.
- 6.8 The employment land study took a supply led approach to economic growth, based on an assessment of the future role of key sectors and the functions of different market areas, namely:
- Tadcaster/A64 corridor
  - Sherburn in Elmet / A1M/ A63 corridors
  - Selby town and hinterland
  - Eggborough/J34 of M62
  - A19 corridor north of Selby
- 6.9 The study has been updated in 2010<sup>3</sup> to take account of changes in local circumstances and the economic climate, as well as additional research into market sector growth and job forecasts.
- The key findings show that :
- There is evidence of a recent upturn in the local economy. While the most recent forecasts suggest an increase of 1,610 jobs over the period up to 2026<sup>4</sup>, recent announcements indicate over 900 hundred new jobs may be created in 2011 alone.
  - Financial, business and insurance services are expected to experience the highest growth and remain a dominant sector within the local economy. Other growth sectors are Construction and Distribution, Hotels and Catering, which are set to continue to grow.
  - Declining sectors within the District are forecast to be within Agriculture, Forestry and Fishing and Manufacturing and public

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<sup>2</sup> Employment Land Study, July 2007 for Selby District Council by GVA Grimley  
[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1582](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1582)

<sup>3</sup> Selby District Employment Land Refresh 2010, December 2010

<sup>4</sup> Figures taken from the Regional Econometric Model (REM) developed, maintained and managed by Yorkshire Forward. The REM is updated quarterly to reflect the changing nature of the economy.  
<http://www.yorkshirefutures.com/resources/regional-econometric-model>

sector employment is going to be less dominant within the local economy and there will be losses to employment within this sector.

- There is high dependency on manufacturing and the energy sector, and the expected decline in the manufacturing sector and rationalisation of traditional industries may create opportunities for redevelopment of older sites. The growth of more specialised, high technology businesses, may help offset the decline.
- Existing premises and business stock within the District confirm that there is over representation of older industrial floorspace, and a need for additional employment space to meet the needs of the modern economy including diversification into growth areas. Existing B1 type premises are also older and there have been few purpose built offices within the District.
- Increases in business stock within Selby indicate a high level of entrepreneurship. This together with the high percentage of managerial and professional groups in the resident workforce suggests a need for small business start up space, to promote sustainable development and support rural communities.

6.10 In addition the 2009 Selby Retail, Commercial and Leisure Study<sup>5</sup> suggests that there is potential for additional retail growth and job creation over the plan period, (in addition to jobs forecast in other sectors above), as well as potential for start up (Class B1) business space in both Selby and Tadcaster Town Centres, and at sustainable locations outside the centres, including small-scale provision in rural areas.

6.11 In the light of these conclusions and in order to provide a better balance between housing and employment growth the Core Strategy adopts an aspirational approach to economic growth. This is intended to:

- Provide a flexible response to market demand and an increasing workforce
- Ensure employment opportunities are focussed on the three towns while encouraging an appropriate level of jobs in rural areas, and
- Cater for inward investment as well as indigenous employment growth, including the provision of small – medium sized premises, and larger premises for logistics and companies with specialist needs / higher value uses.

6.12 While considerable emphasis is placed on retaining existing employment sites and modernising and recycling existing premises, the Employment Land Study and the 2010 Update confirm that a significant number of employment sites, including some remaining (Selby District

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<sup>5</sup> Selby Retail, Commercial and Leisure Study (2009) for Selby District Council by Drivers Jonas  
[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1826](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1826)

Local Plan) allocated sites are constrained in the short to medium term<sup>6</sup>.

- 6.13 Rolling forward the employment land requirement (of 21ha by 2021) identified in the 2007 Employment Land Study up to 2027, produces the following desired distribution of additional employment land. This takes into account market factors, constraints on existing sites plus the fact that parts of the District, particularly Selby, remain vulnerable to major losses of traditional employment, through closure and redevelopment for housing of a number of established businesses.

**Figure 12 Indicative Employment Land Distribution**

Location	Hectares
Selby and Hinterland	22 – 27
Tadcaster	5 – 10
Sherburn in Elmet	5 – 10
Rural Areas (including Eggborough and A19 corridor)	5
<b>Total</b>	<b>37 - 52</b>

- 6.14 Other than the Strategic Development Site designated in Selby, 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 Local Plan.

### **Strategy**

#### ***Selby and Hinterland***

- 6.15 As the principal town in the District Selby is considered an attractive location to live and work with a high quality of life. It benefits from good rail and road access (as well as the river's potential as an inland port and the canal). The A63 Bypass and existence of a number of large companies including logistics at Barlby, make this an attractive location for inward investment.
- 6.16 The emphasis will be on focussing higher value Business, Professional and Financial Services/B1 office development in and around Selby town

<sup>6</sup> For further information see Economic Prosperity Background Paper BP12

centre and the urban periphery, with complimentary growth provided through urban renewal and intensification.

- 6.17 The higher education sector including the expansion of Science City York is an area of identified growth within the sub region. Selby's proximity to York and a connection with Science City York could benefit the District and generate employment and growth.
- 6.18 As it is envisaged that the bulk of additional employment land will be required in Selby, and in view of the limited availability of local sites a strategic employment site has been identified as part of a mixed housing /employment expansion to the east of the town in the area contained by the River Ouse and Selby Bypass<sup>7</sup>.
- 6.19 Approximately 23 ha of land is intended to be brought forward in the period up to 2027 to accommodate a combination of business (Class B1), general industrial (Class B2), warehousing (Class B8) and higher value commercial uses. There will also be scope for the existing freight distribution business to expand, and for continued growth after 2027. Additional information concerning the strategic employment site is provided in Chapter 5 and in a separate background paper<sup>8</sup>.

### ***Tadcaster***

- 6.20 Tadcaster is well connected to both York and Leeds City Region. Finance and insurance sector businesses are represented in the town, which is a key growth sector for the District and should be capitalised upon. However there have been very few employment developments within the Tadcaster labour market area and sustained employment growth through further development within this area of District should be encouraged.
- 6.21 Tadcaster is also seen as a suitable location for knowledge based employment activity, complementary to Selby.
- 6.22 The Retail Commercial and Leisure Study (2009) identified high levels of vacancy rates within the town centre. The needs of the finance and insurance sector require smaller to medium sized unit space. With the floorspace requirements of this growth sector combined with the high vacancy rates, it is anticipated that there will be a high level of 'churn' within the town centre. In addition, the supporting evidence base recognises that existing business stock is older and may not be fit for purpose and that there is a need for additional employment floorspace to meet the needs of a modern economy.

### ***Sherburn in Elmet***

- 6.23 Sherburn in Elmet has experienced relatively high levels of employment development in recent years. Its proximity to Leeds City Region and the

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<sup>7</sup> See Policy SP5 (The Scale and Distribution of Housing) and Policy SP7 (Strategic Development Site – Olympia Park).

<sup>8</sup> Background Paper No. 7, Strategic Development Sites



A1M has meant that it has experienced growth in manufacturing and distribution sectors. Employment growth within these sectors is set to continue throughout the plan period. The existing concentration of employment land catering for these sectors could be considered for intensification. There are also opportunities to modernise and upgrade existing employment floorspace through the renewal and refurbishment of older premises on large and regionally significant employment estates on the eastern side of the town.

6.24 More recently there are indications that the market will support the provision of additional employment land and premises, particularly following the creation of 800 jobs through the take up of empty warehouse space by a national retailer for a regional distribution centre.

6.25 Sherburn has recent history of employment growth in the manufacturing and distribution sectors. Whilst manufacturing is set to decline, there is evidence in the Local Economic Assessment that historically Selby District has not been as badly affected as elsewhere in the region or nationally. The distribution sector is set to continue to expand and recent market conditions indicate that Sherburn is well placed to benefit from this growth.

6.26 Existing Distribution Units at Sherburn have been built to the requirements of this sector, requiring large storage spaces and access for numerous HGVs. The nature of this sector is therefore 'land hungry' and any future allocations may need to take these needs into consideration.

### ***Rural Areas and Rural Diversification***

6.27 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.

6.28 While it is important that economic growth is concentrated on Selby and the Local Service Centres, it is also important that sustainable 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 buildings in rural areas for suitable employment purposes, the 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.

6.29 Outside Selby and the Local Service Centres, a continuing need for sustainable local employment opportunities in rural 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.

6.30 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 Local Plan.

- 6.31 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.
- 6.32 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 national policy<sup>9</sup> as a prominent contributor to economic prosperity. Supporting the energy sector will assist in reinvigorating, expanding, and modernising the District's economy.
- 6.33 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 report<sup>10</sup> 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.
- 6.34 The Council also supports the reuse of 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.
- 6.35 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 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).
- 6.36 It will be necessary for any re-use of these former mine sites to

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<sup>9</sup> Energy White Paper 2007, Low Carbon Transition Plan 2009 and emerging Energy Bill 2012

<sup>10</sup> Department for Business and Skills, 'Low Carbon and Environmental Goods and Services: an industry analysis Update for 2008/09' Innovas Solutions Ltd, March 2010

consider and remediate any mining legacy issues that may be present to ensure that no public safety issues arise from their beneficial re-use.

- 6.37 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 Local Plan.
- 6.38 Employment development outside the Designated Service Villages will be carefully assessed against development management, environmental and highways criteria, to ensure proposals are sustainable and considerable weight is 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 SP3

**Policy SP13 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 2027.**
- 2. Within this total, providing for 23 ha of employment land as part of the Olympia Park mixed strategic housing/employment site 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 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 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 Established Employment Areas and allocated employment sites unless it can be demonstrated that there is no reasonable prospect of a site being used for that purpose.**
- 3. Promoting opportunities relating to recreation and leisure uses.**

## **C. Rural Economy**

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

- 1. The re-use of existing buildings and infrastructure and the development of 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. Rural tourism and leisure developments, small scale rural offices or other small scale rural development.**
- 5. The retention of local services and supporting development and expansion of local services and facilities in accordance with Policy SP14.**

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

## Town Centres and Local Services

6.39 The maintenance and enhancement of the role of the town centres within the District, as a focus for activities is fundamental to the achievement of sustainable development. As well as providing shopping facilities, the centres also meet community and visitor needs with vital services and facilities. The need for diversity and the ability to offer a range of choice in an attractive, locally distinctive environment is essential for ensuring the vitality and viability of town and other centres in line with national planning policy.

### Context

6.40 The National Planning Policy Framework (NPPF) sets out that, to ensure the vitality of town centres planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. In drawing up Local Plans, local planning authorities should:

- recognise town centres as the heart of their communities and pursue policies to support their viability and vitality;
- define a network and hierarchy of centres that is resilient to anticipated future economic changes;
- promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres; and
- where town centres are in decline, local planning authorities should plan positively for their future to encourage economic activity.

The Core Strategy is compliant with the NPPF which will also be taken into account when determining planning applications.

### Local Issues

6.41 The Councils corporate priorities and the Sustainable Community Strategy aim to protect the environment, promote prosperity and support developing sustainable communities. Developing our three market towns and surrounding rural areas; revitalising town centres; diversifying the economy; aiming to achieve smart growth; and improving the image of the area are central to the Council's ambitions.

## Relevant Strategic Objectives

1, 2, 3, 7, 8, 9, 10 and 13

- 6.42 The Retail, Commercial and Leisure Study<sup>11</sup>, underpins the Council's approach to future planning for retail and service activities; which is to strengthen the role of each of the existing centres in Selby, Sherburn in Elmet and Tadcaster within the established retail hierarchy while supporting more localised facilities.
- 6.43 The 2009 Study assessed the need for further development for retail, commercial and leisure uses up to 2026. It also assessed deficiencies in current provision and the capacity of existing centres to accommodate new development. It provides the evidence for the strategic level policy (SP14) in the Core Strategy in relation to the retail hierarchy of the three main centres in the District. It will be also used as a starting point for developing more detailed site-specific and development management policies in further DPDs (for example reviews of the designated town centre boundaries currently established in the Selby District Local Plan) in association with any further updates. In the meantime the Study (or an update) can also be utilised by applicants and the Council when considering new town centre uses proposals.
- 6.44 The vision for established town centres and local facilities, across the retail hierarchy<sup>12</sup> is as follows:

### **Selby**

- 6.45 Selby is at the top of the District's retail hierarchy and performs the role of a major district centre within the region. As the District's Principal Town it will be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.
- 6.46 Selby provides for a wide range of services and facilities for the local community and surrounding rural catchment as well as for the workforce and visitors. It has the highest market share and level of retail provision, providing a key retail destination for the central, southern and eastern parts of the District.
- 6.47 The town provides an attractive shopping area based on an interesting historic street pattern and including numerous listed buildings and a number of conservation areas. The streetscape around Selby Abbey is particularly noteworthy. However with the exception of Selby Park, adjacent to the centre and river frontage locations, there is generally limited green space, and street furniture.
- 6.48 Whilst some areas provide a pleasant shopping environment other parts have low quality signage and there are some vacant units. Some pedestrianised purpose built shopping areas are provided to the north and south of Gowthorpe, the main shopping street.
- 6.49 There is a variety of national multiple retailers and local independent traders as well as larger supermarkets (Morrisons, Tesco and

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<sup>11</sup> Selby District Retail, Commercial and Leisure Study (October 2009) Drivers Jonas for the District Council [http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1826](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1826)

<sup>12</sup> See also Economic Prosperity Background Paper BP12 for further information.

Sainsbury's). Some streets have become service dominated although there are a number of cafes with outside seating providing animation to the street scene. A number of offices (albeit in older converted properties) and dwellings complement the retail and service uses.

- 6.50 Although vacancy levels are higher than the national average, over the past decade the ranking of Selby has improved and it performs well against other comparable centres in the region. It has good signs of vitality and viability.
- 6.51 The Rive Ouse is a key feature of the town, running parallel to one of the shopping streets. The provision of modern flood defences and recent regeneration schemes, combined with long term plans for the creation of a linear park is having a positive effect on the local environment.
- 6.52 The market town character, and the prominent Abbey, combined with recent regeneration schemes create an attractive environment which should be used as a foundation for new investment to ensure the health of the town centre is sustained and enhanced.
- 6.53 There is capacity to plan for additional comparison floorspace to improve market share together with additional leisure facilities in Selby. There is no evidence to support additional convenience floorspace. Rather than providing for new commercial floorspace in the town centre, there should be a focus on improving the existing provision of B1 uses. The quality of the purpose built and accessible office space in existing office park locations should be maintained. It may not be possible to physically accommodate additional B1 floorspace to meet identified demand for bespoke office development<sup>13</sup> within the existing town centre and proposals for such uses outside of the town centre must accord with national guidance.

### **Tadcaster**

- 6.54 Tadcaster provides essential services and facilities for the immediate needs of the local community and surrounding rural areas in the north western part of the District and beyond the District boundary, serving adjoining parts of Harrogate, Leeds and York Districts.
- 6.55 The town is environmentally attractive with high quality, historic streetscape and large well-maintained areas of open space. However, it is not considered vibrant as there are a high number of vacant units and visitor numbers are low due to the limited variety of consumer choice.
- 6.56 Historically, there have been a number of regeneration schemes proposed for Tadcaster town centre, by the Council, landowners and the community. Unfortunately none of these has come to fruition. However the Council remains committed to the regeneration of the town centre and is willing to collaborate with other parties to support delivery of the Core Strategy objectives in this respect.
- 6.57 Tadcaster town centre is largely dominated by service and administrative

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<sup>13</sup> from the Employment Land Refresh 2010 - see Economic Prosperity Background Paper BP12

uses and a significant under-representation of convenience and comparison retailing. There is little competition in terms of variety and number of different retailers and distinct gaps in retail provision. There is a lack of national retail and leisure operators. However; although the retail offer is limited, it is distinctive with small scale independent businesses.

- 6.58 The centre has high and long term vacancy rates despite high interest in floorspace within the town. The inability to convert potential demand into take up has serious implications for the health of the centre and future vitality and viability.
- 6.59 Given the underperformance of existing facilities there is no justification for a major increase in comparison goods floorspace in Tadcaster and there is potential for only limited additional convenience goods retailing. The key to the future of Tadcaster is to protect the existing retail, commercial and leisure offer and to seek to reduce vacancy rates and expand the diversity of the range of town centre uses.

### **Sherburn in Elmet**

- 6.60 Sherburn in Elmet functions as a Local Service Centre providing essential convenience retail, and other services and facilities for the immediate needs of the local community, South Milford and surrounding rural areas. It has a vibrant centre with successful local businesses with a good night time economy. It has high occupancy levels with generally high environmental quality (but with limited street furniture and green space).
- 6.61 The industrial estates situated on the edge of the town provide positive effects for the town centre, for example by supplementing lunch time trade, but this also create problems with car parking and general congestion.
- 6.62 To ensure the centre remains healthy into the future there is a need to diversify the uses, protect existing retail, commercial and leisure offer as well as plan for a modest increase in comparison floorspace in order to increase local market share. However, the scale of development needs to be effectively controlled in order that it retains its appropriate place in the retail hierarchy; and it is inappropriate to plan for major retail-led growth.
- 6.63 In tandem with further housing and employment development at Sherburn in Elmet, it is critically important that there is sufficient infrastructure and facilities in place to cater for any growth.

### **Local Shops and Services Outside Established Town Centres**

- 6.64 The District is characterised by a large number of villages varying in size and levels of services and facilities. There are also a number of local shops and services located outside the established town centres in Selby, Sherburn in Elmet and Tadcaster. These provide a range of local shops and services for day-to-day needs to help support sustainable communities<sup>14</sup>.

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<sup>14</sup> See Figure 6 Key Diagram for settlement hierarchy



- 6.65 The protection of the vitality and viability of these local centres is important by restricting the loss of retail floorspace and preventing inappropriate change from existing facilities. The NPPF provides a range of development management considerations and the Core Strategy Policy SP14 includes relevant strategic development management criteria. Further detailed local policies may be developed through future Local Plan documents.
- 6.66 The Core Strategy establishes the general direction of retail and town centre policy and the spatial vision for the three town centres and remaining villages in the District. Annual monitoring and updating of town centre health checks will be undertaken to check progress of the implementation of the policy.
- 6.67 The following policy outlines the broad principles for town and village centres. The Core strategy seeks to protect the future health as well as the existing hierarchy and roles of all the District's centres, including promoting appropriate growth in the town centres and protecting existing facilities from inappropriate change. The Council wishes to seek to remedy deficiencies in local shopping and other facilities to help promote social inclusion.

## **Policy SP14 Town Centres and Local Services**

### **A. Spatial Strategy**

**The health and wellbeing of town centres, and local shopping facilities and services will be maintained and enhanced by:**

#### **Selby Town Centre**

- **Focussing town centre uses on Selby including retail, commercial, leisure, entertainment, food and drink, offices, hotels, indoor sports, recreation, and arts and cultural uses.**
- **Promoting the continued renaissance of the town centre through environmental improvements, floorspace increases, and by diversifying the range of activities present.**

#### **Sherburn in Elmet and Tadcaster Town Centres**

- **Strengthening the role of Sherburn in Elmet and Tadcaster by encouraging a wider range of retail, service, and leisure facilities, to meet the needs of the local catchment area, provided proposals are of an appropriate scale and would not have a detrimental affect on the vitality and viability of Selby town as the main focus for town centre uses.**

#### **Tadcaster**

- **Promoting the regeneration of the town centre**
- **Protecting and enhancing the attractive historic core.**

### **Sherburn in Elmet**

- **Securing improved infrastructure and services, including a modest increase in retail floorspace, to support expanding employment activity and housing growth. This may entail an extension to and /or remodelling of the existing centre.**

### **Local Shops and Services Outside Established Town Centres**

- **Supporting local shops and services, including village shops and services, by resisting the loss of existing facilities and promoting the establishment of new facilities to serve the day-to-day needs of existing communities and the planned growth of communities.**

## **B. Strategic Development Management**

**The role and performance of the existing town centres of Selby, Tadcaster and Sherburn in Elmet will be strengthened, by:**

- a) Ensuring proposals comply with national policy to protect existing retail, service and leisure facilities and provide for the expansion and diversification of town centre uses within the established retail hierarchy;**
- b) Focussing proposals for offices within the defined town centres or in office park locations subject to the sequential approach in the NPPF and as defined in site specific Local Plan documents;**
- c) Requiring all proposals within town centres to provide a high quality, safe environment and environmental improvements;**
- d) Ensuring new developments facilitate improved accessibility to the centres for all users including cyclists, pedestrians, those with special mobility needs-and by public transport;**
- e) Effectively managing off-street parking; and**
- f) Identifying development opportunities through site specific Local Plan documents.**

## **7. Improving the Quality of Life**

### **Introduction**

- 7.1 The Planning System has an important role to play in controlling the quality of both the built and natural environment. Selby District contains a range of important environmental assets including listed buildings, conservation areas, wildlife habitats and a range of landscapes. It is equally important to promote the health and wellbeing of existing communities.
- 7.2 In order to deliver the Council's vision for the area in a sustainable manner the Core Strategy seeks to enable the District and its residents to both mitigate and adapt to the future impacts of climate change. This is particularly important in Selby District that has significant areas that are at risk of flooding. The Core Strategy policies aim to reduce greenhouse gas emissions and protect resources, whilst providing opportunities to exploit realistic alternatives to 'fossil fuels' by promoting renewable energy (which will also combat fuel poverty and improve our energy security in the longer term).
- 7.3 Not only do policies seek to protect and enhance the District's assets, but all new development will be expected to contribute to improving the quality of life of residents through high quality design that is appropriate in its context and exploits opportunities to enhance local character and the way areas function.

## **Tackling Climate Change and Promoting Sustainable Patterns of Development**

### **Introduction**

- 7.4 There is an overwhelming body of scientific evidence that indicates that climate change is a serious and urgent issue. And whilst there are some remaining uncertainties about eventual impacts, the evidence is now sufficient that central Government is giving clear and strong guidance to policy makers about the pressing need for action.
- 7.5 Emissions of greenhouse gases, particularly carbon dioxide, are the main cause of climate change. Energy use in buildings accounted for nearly half of emissions in 2005 and more than a quarter came from energy we use in heat light and to run our homes.
- 7.6 Energy security is also an important challenge. Many of the measures to cut carbon emissions also contribute to creating a healthy diversity of energy supply and addressing fuel poverty through lower bills for householders. The national 'Fuel Poverty Strategy' targets the three main factors that influence fuel poverty – household energy efficiency, fuel prices and household income. Core Strategies can seek to influence one of these strands - improving energy efficiency.

- 7.7 The planning system can address the causes and potential impacts of climate change by promoting policies which reduce energy use, promote energy efficiency, reduce emissions (including CO<sub>2</sub>), and promote renewable and low carbon energy use. These objectives may also be achieved by influencing the location and design of development and promoting sustainable and inclusive patterns of urban and rural development.
- 7.8 Reduction of carbon dioxide emissions is one of the main elements of the climate change agenda, but preparing for the effects of climate change is just as important. Climate change is likely to have a range of impacts including higher summer temperatures and increased risk of flooding and droughts. The key message is that new developments should be low-carbon development and well adapted to the impacts of climate change.
- 7.9 The Core Strategy will set the vision for the District in the light of particular local circumstances and future Local Plan documents will address development management issues through more detailed criteria based policies and guidance.

### **Context**

- 7.10 The Climate Change Background Paper<sup>1</sup> provides the wider justification and evidence for the inclusion of a suite of climate change and renewable energy policies within the Core Strategy. Summaries of, and full references to the documents referred to below are contained in that Paper.

### *National Policies and Strategies*

- 7.11 The need for action to offset climate change is firmly embedded in national planning policy. In particular, the National Planning Policy Framework (NPPF) and the Planning and Energy Act 2008<sup>2</sup> all promote the provision of energy from renewable and/or low carbon sources. In determining planning applications, the NPPF sets out that local planning authorities should expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption. Wider issues of energy security, reducing fuel poverty, diversity of supply and energy efficiency, are raised in the Energy White Paper<sup>3</sup>.
- 7.12 More recently the UK Low Carbon Transition Plan (2009) and UK Renewable Energy Strategy (2009) seek to deliver emission cuts and

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<sup>1</sup> Climate Change and Sustainable Development Background Paper No.8

<sup>2</sup> And emerging Energy Bill 2012

<sup>3</sup> Energy White Paper, 2007 Meeting the Energy Challenge:

[http://www.decc.gov.uk/en/content/cms/legislation/white\\_papers/white\\_paper\\_07/white\\_paper\\_07.aspx](http://www.decc.gov.uk/en/content/cms/legislation/white_papers/white_paper_07/white_paper_07.aspx)

suggest that the planning system must play a central role in supporting the deployment of renewable energy. The Strategy also promotes clean coal technology including carbon capture and storage (CCS) especially in key areas, such as Yorkshire and Humber.

#### *Carbon Dioxide Emissions*

- 7.13 Fossil fuels play a vital role in providing energy in the UK and globally. In the UK, DECC<sup>4</sup> wants to be able to maintain fossil fuels as part of a diverse and secure low-carbon energy mix. However, to avoid dangerous climate change, action is needed to substantially reduce the carbon dioxide emissions for these sources. Development and deployment of Carbon Capture and Storage (CCS) has the potential to reduce the CO<sub>2</sub> emissions from power stations by around 90%, and make a significant contribution towards the UK and international climate change goals.

#### *Design and Energy Efficiency*

- 7.14 Whilst building standards for insulation and energy efficiency are not directly within the remit of the planning system, the Council, when considering development proposals will take into account the need to utilise energy efficient designs for all aspects including layout (e.g. orientation and passive solar energy).

#### *Biodiversity*

- 7.15 Climate change is one of the main drivers of biodiversity loss; however, biodiversity can also contribute to climate change mitigation and adaptation. The England Biodiversity Strategy seeks to ensure biodiversity considerations become embedded in all main sectors of public policy. Increasing the resilience of ecosystems will help the widest range of biodiversity to survive and adapt to climate change. Protection and creation of habitats (see also Policy SP18) will assist in achieving these aims.
- 7.16 Locally, the Yorkshire Wildlife Trust is identifying priority 'Living Landscapes', which seek to provide connectivity between important areas of wildlife which will improve the resilience of habitats and wildlife to climate change.

#### *Water Resources*

- 7.17 Climate change may put pressure on water resources and could impact on water quality due to the reduced ability of surface and ground water sources to dilute pollution. Due to historic over-abstraction there are significant pressures on water resources throughout the District. Protection of this resource may influence the location of certain

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<sup>4</sup> [http://www.decc.gov.uk/en/content/cms/what\\_we\\_do/uk\\_supply/energy\\_mix/ccs/ccs.aspx](http://www.decc.gov.uk/en/content/cms/what_we_do/uk_supply/energy_mix/ccs/ccs.aspx)

development within the District, particularly uses which have a need for large quantities of water such as industrial processing or cooling.

#### *Local Policies and Strategies*

- 7.18 The Council's Sustainable Community Strategy contains a key theme on Climate Change and the Environment which, amongst other things, seeks to protect the natural environment in respect of special character and wildlife habitats, and improve and protect the quality of air, land and water in the District for local benefit, and to help reduce the negative effect of climate change. It expects Local strategies to focus on: reducing and mitigating against flood risk; promoting energy conservation and domestic sources of renewable fuels; encouraging local power stations in the responsible use of renewable fuels; and contributing to the regional targets<sup>5</sup> for renewable energy.
- 7.19 The Council is a signatory to the Nottingham Declaration on Climate Change, which commits the Council to contributing to the delivery of the national climate change programme, preparing a plan with the local community to address the causes and effects of climate change, reducing its own emissions, encouraging all sectors of the local community to reduce their own emissions, working with key providers to adapt to changes, and providing opportunities for renewable energy generation within the area. The Council's own Climate Change Strategy also includes a number of detailed action plan targets.

#### **Relevant Strategic Objectives**

3, 6, 7, 8, 14, 15 and 16

#### **Local Issues**

- 7.20 The primary issues facing Selby District are how to ensure that sustainable patterns of development are promoted, which will contribute to mitigation of the effects of climate change and adaptation to such changes. In addition to the key objectives already outlined in Section 3, the key local issues are:
- Energy generation
  - Protection of groundwater
  - Flood risk management
  - Minimising travel growth

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<sup>5</sup> NB. The regional targets were embodied in the Regional Strategy which has now been revoked.

### **Energy Generation**

- 7.21 Drax and Eggborough power stations contribute significantly to the District green house gas emissions and as this power generation accounts for most of the District's emissions, we are unlikely to meet reduction targets. However, Government energy policy has highlighted security of supply issues arising from planned closures of a number of older coal-fired and nuclear power stations in the period to 2020, requiring greater reliance on continuing use of fossil fuelled generating plants and new investment in renewable and low carbon forms of energy generation. Implementation of this policy is demonstrated at Drax by the co-firing of biomass and the proposals to develop a biomass fuelled electricity generating plant. The policy recognises that energy is vital to economic prosperity and social well-being and so it is important to ensure the country has secure and affordable energy.
- 7.22 These existing fossil fuel power stations in the District play a vital role in providing energy as part of a diverse and secure energy mix (in addition to their economic role supporting local jobs and services). As such the Government's aim to reduce carbon emissions through the promotion of 'clean coal technologies', such as carbon capture and storage (CCS)<sup>6</sup> will be a key issue for Selby over the plan period and beyond. While it should be recognised that CCS is a developing technology and not currently applicable on a commercial scale, the Government has recently announced it is committed to four commercial-scale CCS projects and money is to be made available for the first commercial scale CCS demonstration project.
- 7.23 Nonetheless, clean coal technologies/CCS will be generally supported in line with national policy, where appropriate alongside other lower carbon schemes and environmental improvement schemes at the District's power stations.

### **Groundwater**

- 7.24 The District contains significant groundwater supplies including both the Sherwood Sandstone aquifer and the Magnesian Limestone aquifer (which provides a vital water supply for the brewing industry in and around Tadcaster). There are also a number of wells for potable water abstraction in the southern part of the District which form part of a larger well-field for public supply. This water resource is already over-committed.
- 7.25 In some areas the protective drift material is missing and therefore the public water supply is very susceptible to contamination. Consideration must be given to the protection of water quality and prevention of pollution to the ground water supply.
- 7.26 Climate change will lead to drier summers and wetter winters, increased flood risk in winter and a longer growing season. This will put

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<sup>6</sup> See Climate Change and Sustainable Development Background Paper BP8 for more information about technologies and the background for Policies SP15, SP16 and SP17

increased pressure on related infrastructure and water resources. There is therefore a need to protect existing resources and encourage water conservation measures and encourage water efficiency to help the District adapt to climate change and ensure sufficient water resources to meet its needs.

### **Flood Risk Management**

- 7.27 Risk of flooding is a major issue for Selby District<sup>7</sup>. The Council's Level 1 Strategic Flood Risk Assessment (L1SFRA) shows that significant flood risks exist across relatively large areas of the District, which primarily affects Selby, and a number of villages.
- 7.28 As a significant number of potential development sites in Selby and other sustainable locations fall within higher flood risk areas, a 'Sequential Test' and a Level 2 Strategic Flood Risk Assessment have also been undertaken<sup>8</sup>. The Sequential Test reveals that Sherburn in Elmet, Tadcaster and a number of the larger villages are relatively unconstrained in flood risk terms and can accommodate additional growth on low flood risk land. Selby is however relatively constrained and the Level 2 SFRA demonstrates how the impacts of potential flooding on the Olympia Park Strategic Development Site can be satisfactorily minimised and mitigated<sup>9</sup> without increasing flood risk elsewhere.
- 7.29 The District's susceptibility to flooding also provides opportunities unique to the area. For example, flood waters can be accommodated without harm to the built environment by creating natural flood water sinks such as wet woodlands, reedbeds and low lying pastures in flood risk areas. This both helps to prevent flooding and creates a wider range of natural habitats. The incorporation of SuDS promotes groundwater discharge; a particular local issue in this over-abstracted area as well as reducing run-off thus the risk of flooding. And where SuDS are designed to increase the value for wildlife, this enhances biodiversity resilience to climate change.

### **Minimising Travel Growth**

- 7.30 One of the overriding objectives of the Core Strategy is to minimise the need to travel particularly in view of current high levels of out-commuting. The economic prosperity and housing land supply policies tackle this issue by directing new development to the most sustainable locations and by supporting Selby, Sherburn in Elmet and Tadcaster as hubs for rural economies, community and social infrastructure.
- 7.31 A complementary mechanism for reducing the need to travel is to encourage developers to provide a range of sustainable travel options through Travel Plans and Transport Assessments (in conformity with

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<sup>7</sup> See Figure 6 Key Diagram for indication of extent of areas of high flood risk, Zone 3

<sup>8</sup> Selby Strategic Flood Risk Assessment (SFRA)

<sup>9</sup> For further information see Background Paper No. 7 Strategic Development Sites



prevailing guidance). Active traffic management and integrated demand management interventions are preferred to capacity improvements. The Council has actively contributed to the Third North Yorkshire Transport Plan (LTP3).

- 7.32 Despite the Core Strategy approach to reduce the need to travel, it is inevitable that some travel will always occur. Wherever possible, modern technology should be incorporated in to developments to reduce the impacts of development. Most recently the availability of electric cars means that charging points will become more widespread, and provision of these or other new technologies is encouraged.
- 7.33 The generally level terrain of the District lends itself to cycle use and the District is crossed by two National Cycle Routes (Route 65 – part of the Trans-Pennine Trail through Selby between Hull and Middleborough and; Route 66 through Tadcaster between Hull and Manchester via York). The focus of development on the main towns and Designated Service Villages, especially near to Selby itself, provide considerable scope for promoting cycling journeys for both work and pleasure through the construction of dedicated cycle lanes and provision of cycle facilities as part of new developments.
- 7.34 The Core Strategy can contribute to the objectives of tackling climate change and promoting sustainable development in a number of ways and these are cross cutting though all the Core Strategy policies. The following over-arching policy is intended to ensure development is sustainably located and that the design and layout of development reflects sustainable development principles, in a way which will minimise and mitigate the potential impacts of climate change.
- 7.35 The consideration of climate change issues will form an integral part of the site selection criteria when the Council promotes development options as part of the Site Allocations Local Plan (and more detailed requirements for assessing planning application through polices in the Development Management Local Plan).

## **Policy SP15 Sustainable Development and Climate Change**

### **A. Promoting Sustainable Development**

**In preparing its Site Allocations and Development Management Local Plans, to achieve sustainable development, the Council will:**

- a) Direct development to sustainable locations in accordance with Policy SP2;**
- b) Give preference to 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;**
- c) Achieve the most efficient use of land without**

compromising the quality of the local environment;

- d) Ensure that development in areas of flood risk is avoided wherever possible through the application of the sequential test and exception test; and ensure that where development must be located within areas of flood risk that it can be made safe without increasing flood risk elsewhere;
- e) Support sustainable flood management measures such as water storage areas and schemes promoted through local surface water management plans to provide protection from flooding; and biodiversity and amenity improvements.
- f) Ensure development proposals respond to land characteristics to minimise risks of erosion, subsidence and instability, and to exploit opportunities for reclamation and reinstatement of contaminated land.

## **B. Design and Layout of Development**

In order to ensure development contributes toward reducing carbon emissions and are resilient to the effects of climate change, schemes should where necessary or appropriate:

- a) Improve energy efficiency and minimise energy consumption through the orientation, layout and design of buildings and incorporation of facilities to support recycling;
- b) Incorporate sustainable design and construction techniques, including for example, solar water heating storage, green roofs and re-use and recycling of secondary aggregates and other building materials, and use of locally sourced materials;
- c) Incorporate water-efficient design and sustainable drainage systems which promote groundwater recharge;
- d) Protect, enhance and create habitats to both improve biodiversity resilience to climate change and utilise biodiversity to contribute to climate change mitigation and adaptation;
- e) Include tree planting, and new woodlands and hedgerows in landscaping schemes to create habitats, reduce the 'urban heat island effect' and to offset carbon loss;
- f) Minimise traffic growth by providing a range of sustainable travel options (including walking, cycling and public transport) through Travel Plans and Transport Assessments and facilitate advances in travel technology such as Electric Vehicle charging points;

- g) Make provision for cycle lanes and cycling facilities, safe pedestrian routes and improved public transport facilities; and**
- h) Incorporate decentralised, renewable and low-carbon forms of energy generation (in line with Policy SP16 and Policy SP17).**

## **Improving Resource Efficiency and Renewable Energy**

### **National Context**

- 7.36 National Planning Guidance in the NPPF establishes the requirement to; reduce energy use; promote water efficiency; reduce emissions, promote renewable energy use and increase development of renewable energy.
- 7.37 Most recently, The 2009 UK Renewable Energy Strategy and The UK Low Carbon Transition Plan 2009 explicitly require the planning system to support carbon reduction, and secure energy generation from renewable sources. This includes energy generated from dedicated biomass fuelled power stations, co-firing with coal and clean coal technologies.
- 7.38 From 2016 all new homes are intended to be zero carbon and new non-domestic buildings should be zero carbon from 2019. More demanding mandatory requirements for new homes to meet the 'Code for Sustainable Homes' standards are also being introduced alongside the development of standards such as BREEAM ratings for commercial buildings<sup>10</sup>. These proposals will be supported by planned changes in the Building Regulations.

### **Relevant Strategic Objective**

12, 15, 16 and 17

### **Local Context**

- 7.39 Planning permissions have been granted for a number of renewable energy schemes including wind turbines and energy from waste, some of which are already operational. For example Rusholme Windfarm has capacity to generate 24 MW of electricity and the Selby Renewable Energy Park could produce up to 6 MW when fully functioning.
- 7.40 Recovering energy from waste adds value before final disposal (after other opportunities for recycling or composting have been explored). The North Yorkshire County Council, as Waste Disposal Authority

<sup>10</sup> See Background Paper 8 Climate Change and Sustainable Development, for further information on the Code and BREEAM

would deal with any planning applications for energy from waste schemes. Developments would be considered against the saved policies in the Waste Local Plan until such time as they are replaced by the emerging Waste Local Plan.

- 7.41 Both Eggborough Power Station and Drax Power Station produce energy from co-firing biomass. Drax Power has received planning permission for additional biomass handling equipment and infrastructure which will provide the capability to deliver a target of 500 MW (i.e. 12.5% of its output) from renewable fuels. In addition, Drax has applied to the Department of Energy and Climate Change for permission to build a dedicated biomass-fired renewable energy plant on land adjacent to Drax power station capable of producing nearly 300 MW of grid-connected electricity.
- 7.42 In the light of known planned schemes, and the existence of local coal mines and traditional coal fired power stations, Selby District is particularly well placed to exploit opportunities for carbon capture, clean coal technology and coal bed methane as well as potential for appropriate biomass, energy from waste and combined heat and power.
- 7.43 Proposals for carbon capture and storage (clean coal technology) may be of such a scale as to be determined at national level rather than the District Council as planning authority. Proposals for coal bed methane extraction are a minerals matter and therefore fall within the remit of North Yorkshire County Council as the minerals authority. Planning applications will be considered against the relevant saved policies in the Minerals Local Plan until replaced by the emerging Minerals Local Plan.

#### **Local Targets**

- 7.44 With the changes in the planning system, Government has given much greater planning responsibilities to Local Authorities and top-down target-setting is being removed. As a result, communities will have both the responsibility and the opportunity to deal with the impacts of climate change.
- 7.45 Understanding the potential for the supply of and demand for renewable and low-carbon in a local area is an essential starting point in considering the opportunities to move to low-carbon communities.
- 7.46 Studies at sub-regional level (2004 and 2005)<sup>11</sup> reviewed technical constraints and opportunities for renewable energy developments and undertook some landscape sensitivity assessment.
- 7.47 Evidence from the studies has been used to establish a local targets for indicative potential, installed, grid-connected renewable energy within Selby District of 32 megawatts by 2021.
- 7.48 A further sub-regional study<sup>12</sup> assessed the potential for the full range of renewable energy technologies in the District as well as looking at

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<sup>11</sup> For SREATS see Background Paper 8 for website link to reports and further information.

the possible constraints to implementation as a basis for further local studies and ultimately potentially identifying local targets. The current target of 32 MW by 2021 may therefore be revised. The range of renewable technologies includes: Solar thermal, Photovoltaics, Wind, Biomass, Fuel cells, Energy from waste (Biological and Thermal), Hydro, Heat pumps, Wave and Tidal, and CHP or CCHP<sup>13</sup>.

- 7.49 It is appropriate to adopt renewable energy targets locally through the Core Strategy based on the substantial evidence available at regional and sub-regional level. The Council will continue to encourage the provision of new sources of renewable energy generation, provided any harm to the environment and other adverse impacts are minimised, and clearly outweighed by the need for and benefits of the development.
- 7.50 The NPPF requires that local planning authorities adopt proactive strategies to mitigate and adapt to climate change in line with the objectives and provisions of the Climate Change Act 2008. To help increase the use and supply of renewable and low carbon energy, the NPPF requires local planning authorities to recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources. They should have a positive strategy to promote energy from renewable and low carbon sources. To support the move to a low carbon future, local planning authorities should when setting any local requirement for a building's sustainability, do so in a way consistent with the Government's zero carbon buildings policy and adopt nationally described standards. The regional and sub-regional research established a 10% requirement for energy from decentralised<sup>14</sup>, and renewable<sup>15</sup> or low-carbon sources<sup>16</sup> on developments meeting a size threshold, and subject to type of development, design and feasibility/viability. This requirement is carried forward in the Core Strategy, and the Olympia Park Strategic Development Site and key sites allocated in future Local Plans will be expected to derive the majority of their energy needs from such sources in the light of local circumstances.
- 7.51 Changes to building regulations<sup>17</sup> and the move to zero-carbon buildings will push the boundaries of current energy efficiency and encourage greater use of decentralised and renewable energy. Therefore, authority-wide targets to secure decentralised energy supply to development may in time become redundant however they remain an important interim measure. Further, site specific or development specific targets may still be justified by local circumstances and could be introduced through future Local Plan documents /SPDs.
- 7.52 In addition to contributing towards carbon-reduction by supporting the

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<sup>12</sup> 'Renewable and Low Carbon Energy Capacity Study for Yorkshire and Humber Part B: Opportunities and Constraints Mapping – Draft Report', April 2010, AECOM for Local Government Yorkshire and Humber <http://www.lgyh.gov.uk/dnlds/YH%20Part%20B%20report.pdf>

<sup>13</sup> The Climate Change and Sustainable Development Background Paper 8 provides further details.

<sup>14</sup> See Glossary

<sup>15</sup> See Glossary

<sup>16</sup> See Glossary

<sup>17</sup> Proposed 2013 revisions to Part L of Building Regulations

full range of renewable energy technologies, the Council will seek to improve resource efficiency in new build developments as a contribution to tackling climate change. Wherever possible, developments will be encouraged to meet national standards and best practice schemes, which seek to improve environmental standards, moving towards the Governments target of zero carbon development (Code for Sustainable Homes and BREEAM)<sup>18</sup>.

- 7.53 In view of national expectations as well as the impending mandatory requirements for the Code levels, the following strategic policies require development schemes to employ the most up-to-date national regulatory standards for Code for Sustainable Homes on residential schemes, and BREEAM standards on non-residential schemes until such time as replaced by specific local requirements through further Local Plan documents or SPDs.

#### **Strategic Development Management Issues**

- 7.54 Although the District contains some international, national and locally designated protection areas, none would automatically preclude renewable energy developments. However, elements of many, renewable energy projects would conflict with the openness of the Green Belt and are therefore inappropriate within the NPPF definition. In such cases, developers will need to demonstrate very special circumstances that clearly outweigh any harm to the Green Belt and also be in accordance with Policy SP3. Very special circumstances may include wider environmental benefits associated with increased production of energy from renewable sources.
- 7.55 Each application will be considered on its individual merits subject to national and local policies with careful consideration given to cumulative impacts where a number of proposals come forward. For example, schemes such as wind farms which have the potential to impact on international nature conservation sites (there are three Natura 2000 sites in the District) will need careful consideration<sup>19</sup>.
- 7.56 Submitting good quality information with planning applications on energy demand and savings is a means of demonstrating that development proposals meet policy objectives for incorporating a proportion of energy from low-carbon, renewable and decentralised sources. The Council will expect developers to submit such energy statements and any necessary viability assessments in order to assess compliance with the Core Strategy policies, including whether schemes are demonstrably unviable or impractical.
- 7.57 Future Local Plan documents, SPDs and guidance will consider setting local targets and requirements and tackle detailed issues such as siting and design, landscape and cumulative visual impact, noise/odour,

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<sup>18</sup> See Climate Change Background Paper BP8 for further information on the Code and BREEAM

<sup>19</sup> The European Commission has published guidance (November 2010) on wind farm development in protected natural areas. The guidelines apply to the Natura 2000 network. The document notes that “while in general terms wind energy does not represent a threat to wildlife, poorly sited or designed wind farms can have a negative impact on vulnerable species and habitats”.

habitat or species disturbance. The Site Allocations Local Plan will consider whether it is appropriate, based on further evidence, to identify suitable areas for renewable and low carbon sources. Proposals for conversion of historic buildings and developments in conservation areas will require special consideration to assess the practicality of incorporating on-site renewables against the objectives of the designation to ensure they will not be compromised.

**Policy SP16 Improving Resource Efficiency**

**In order to promote increased resource efficiency unless a particular scheme would be demonstrably unviable or not feasible, the Council will require:**

- a) New residential developments of 10 dwellings or more or non-residential schemes of 1000 m<sup>2</sup> gross floor space or more, to provide a minimum of 10% of total predicted energy requirements from renewable, low carbon or decentralised energy sources (or else in accordance with the most up to date revised national, sub-regional or local targets).**
- b) Strategic Development Sites identified in the Core Strategy and key sites identified in future Local Plan documents to derive the majority of their total energy needs from renewable, low carbon or decentralised energy sources. Developers to investigate particular opportunities to take advantage of any or a combination of the following for example:
  - i) Local biomass technologies,**
  - ii) Energy from waste (in accordance with the County Waste Policies),**
  - iii) Combined Heat and Power schemes, and**
  - iv) Community Heating Projects.****
- c) Development schemes to employ the most up-to-date national regulatory standards for Code for Sustainable Homes on residential schemes, and BREEAM standards on non-residential schemes until such time as replaced by specific local requirements through further SPDs or Local Plan documents.**

**Policy SP17 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.**

**C. All development proposals for new sources of renewable energy and low-carbon energy generation and supporting infrastructure must meet the following criteria:**

- i. are designed and located to protect the environment and local amenity or
- 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.

**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.

**D. In areas designated as 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 SP3 and national Green Belt policies.**



## Protecting and Enhancing the Environment

### Introduction

7.58 Selby District contains a wealth of natural and man-made resources in terms of its heritage assets, natural features and wildlife habitats, some of which have received national and international recognition. Many of these resources are irreplaceable and their loss, depletion or fragmentation should be avoided. A number of these contribute to the District's Green Infrastructure, consequently providing accessible opportunities to improve the health and well being of the community.

### Context

7.59 The Council values the distinctive assets that are particular to the District and seeks to improve knowledge of what is here, how it can become multifunctional through identifying opportunities, and gain maximum benefits from partnership working with expert bodies in the field, in order to support the environment.

7.60 This approach is supported by principles established in the NPPF for conserving and enhancing the natural and historic environments.

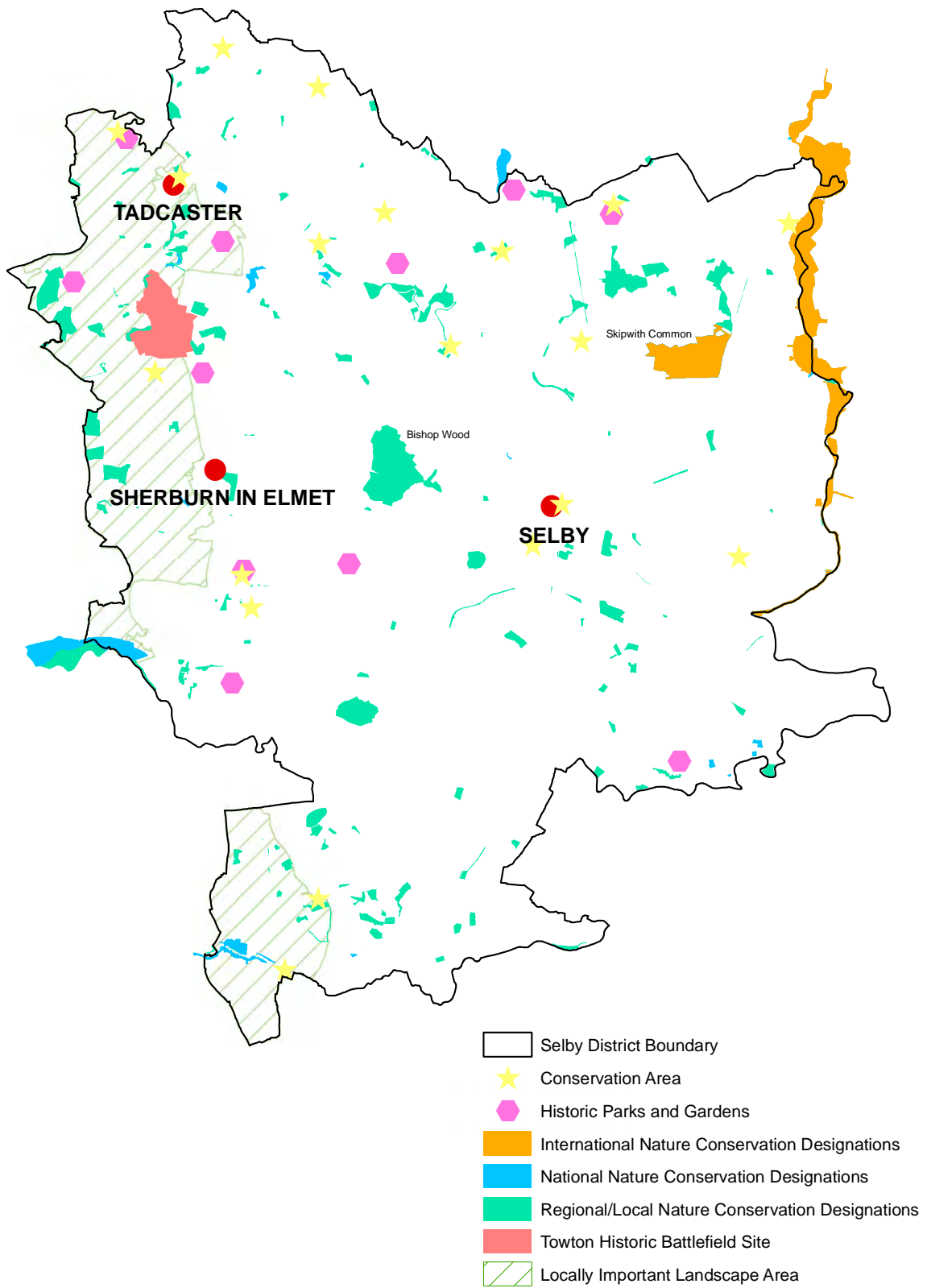
7.61 The evidence that supported former Regional Spatial Strategy policies also remains valid.

7.62 The Council also has a duty under the Natural Environment and Rural Communities Act to have regard to conserving biodiversity in all of its functions, and similar duties with regard to heritage assets. Protecting the historic and natural heritage of the District and, where possible improving it, is therefore a key issue for the local plan and reflects similar priorities in the Selby Sustainable Community Strategy (2010-2015) concerning the future wellbeing of our three Market Towns and surrounding rural areas and the desirability of improving the 'physical, natural and wider environment'. The Council seeks to exploit all emerging opportunities to the benefit of its precious environmental assets.

### **Relevant Strategic Objectives**

2, 3, 11, 12, 14, 15, 16 and 17

**Map 8 Environmental/Cultural Assets**



### Local issues

- 7.63 The provision of new green spaces and green infrastructure will be dependent on a combination of development proposals coming forward and co-operation with a range of landowners and infrastructure providers.
- 7.64 The Council has a series of Conservation Character Assessments dating from 1995 to 2003. A comprehensive review of the Assessments is being undertaken to help improve knowledge of individual conservation areas and their heritage assets, and to update management proposals and maintenance guidance. The Council will, as resources permit, encourage local communities to identify those elements of their historic environment which they consider to be important to their locality and to develop a strategy for their appropriate management.
- 7.65 Core Strategy objectives 11, 14, 16 and 17 recognise the strategic importance of protecting and enhancing natural and man-made assets. These assets play an important role in the District from enhancing the quality of life to providing local identity.
- 7.66 The Council is also committed to waste management and prioritises waste reduction above all other methods of management, and in order to achieve this will continue to support North Yorkshire County Council in implementing the priorities of its strategy<sup>20</sup> for sustainable waste management through the York and North Yorkshire Waste Partnership. Waste reduction is a key step towards maintaining, protecting and improving quality of life, for example, the re-use of secondary aggregates such as ash, which may contribute to the production of building materials from a sustainable source.
- 7.67 The main elements of the diverse range of assets that exist in the District (and which Policy SP18 seeks to protect and enhance) are:
- International, national and local areas of wildlife and ecological value. The River Derwent, Lower Derwent Valley and Skipwith Common are sites with European conservation status (Special Areas for Conservation under the UK Natura 2000) and the Lower Derwent Valley is also designated a Ramsar Wetland of International Importance
  - 13 Sites of Special Scientific Interest, which have national status, and are categorised as some of the country's best wildlife sites. In addition there are over 100 designated local Sites of Importance for Nature Conservation (SINCs), including species rich grassland, ancient woodlands and wetlands;
  - The open countryside – best and most versatile agricultural land; and its character, landscape and appearance – the District has a high proportion of land in the highest quality agricultural

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<sup>20</sup> Revised Municipal Waste Management Strategy for York and North Yorkshire 'lets talk less rubbish'. <http://www.northyorks.gov.uk/CHttpHandler.ashx?id=381&p=0>

classifications and partly making up the Humberhead Levels;

- A large number of important Medieval sites, particularly moated and manorial sites, especially in the Vale of York and in the drier areas of the north and west of the Humberhead Levels.
- The legacy of buildings and structures associated with its ecclesiastical history including Selby Abbey (one of the few remaining Abbey churches of the medieval period); Cawood Castle (the former residence of the medieval Archbishops of York); and The Bishop's Canal (which was built to transport stone for the construction of York Minster)
- The Registered Battlefield at Towton – the bloodiest engagement ever fought on British soil, and a pivotal battle in the Wars of the Roses;
- The numerous significant (currently undesignated) archaeological remains along both the Southern Magnesian Limestone Ridge and within the Humberhead Levels.
- Heritage assets on the Heritage at Risk Register that require a sustainable future – particularly the District's moated sites, Huddleston Hall, and the buildings at Abbot's Staithe;
- The form and character of settlements;
- Green infrastructure including:
  - Land of recreational and amenity value
  - Green corridors
  - Lakes, ponds and wetlands
  - Linear features such as rivers and canals
- Public Rights of Way;
- Groundwater – the important water resource of the Sherwood Sandstone Aquifer and the Magnesian Limestone Aquifer are located beneath the District; and
- Air quality.

7.68 The Lower Derwent Valley affects several local authority areas and the Council recognises the need for co-operation with adjoining local authorities and other organisations in order to safeguard its special landscape of great agricultural, historic, cultural, environmental and landscape value.

7.69 Many of the above provide easy access to green space for the local community and create the opportunity to take part in green exercise (exercise taken in natural spaces<sup>21</sup>) and increase levels of physical activity.

7.70 Yorkshire Wildlife Trust has a vision for a connected ecological

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<sup>21</sup> Health, place and nature – How outdoor environments influence health and well-being: a knowledge base. Sustainable Development Commission 01/04/08

network within Yorkshire and the Humber through 'A Living Landscape' in order to rebuild biodiversity. Many of the assets in the District fit the criteria, and it is considered an important scheme to help maximise the multifunctionality of the environment.

7.71 The Council is committed to working with a wide range of bodies including Natural England, Yorkshire Wildlife Trust, English Heritage and the Environment Agency in order to achieve an environment that is enhanced and protected. For example, a strong partnership approach has been established through the preparation and implementation of the Selby Biodiversity Action Plan, which was adopted in August 2004. The Council will also continue to contribute to the development of the Leeds City Region Green Infrastructure Strategy, and to take account of its emerging priorities.

7.72 Designations of specific areas such as Sites of Importance for Nature Conservation, Landscape Character Assessments, heritage assets, Conservation Areas, Local Amenity Areas and wider landscape character issues will be considered in future Local Plan Documents and shown on the Proposals map. Until such time, sites identified in the adopted Selby District Local Plan will continue to be afforded protection.

**Policy SP18 Protecting and Enhancing the Environment**

**The high quality and local distinctiveness of the natural and man-made environment will be sustained by:**

- 1. Safeguarding and, where possible, enhancing the historic and natural environment including the landscape character and setting of areas of acknowledged importance.**
- 2. Conserving those historic assets which contribute most to the distinct character of the District and realising the potential contribution that they can make towards economic regeneration, tourism, education and quality of life.**
- 3. Promoting effective stewardship of the District's wildlife by:**
  - a) Safeguarding international, national and locally protected sites for nature conservation, including SINCs, from inappropriate development.**
  - b) Ensuring developments retain, protect and enhance features of biological and geological interest and provide appropriate management of these features and that unavoidable impacts are appropriately mitigated and compensated for, on or off-site.**
  - c) Ensuring development seeks to produce a net gain in biodiversity by designing-in wildlife and retaining the natural interest of a site where appropriate.**

- d) **Supporting the identification, mapping, creation and restoration of habitats that contribute to habitat targets in the National and Regional biodiversity strategies and the local Biodiversity Action Plan.**
4. **Wherever possible a strategic approach will be taken to increasing connectivity to the District's Green Infrastructure including improving the network of linked open spaces and green corridors and promoting opportunities to increase its multi-functionality. This will be informed by the Leeds City Region Infrastructure Strategy.**
5. **Identifying, protecting and enhancing locally distinctive landscapes, areas of tranquillity, public rights of way and access, open spaces and playing fields through Development Plan Documents.**
6. **Encouraging incorporation of positive biodiversity actions, as defined in the local Biodiversity Action Plan, at the design stage of new developments or land uses.**
7. **Ensuring that new development protects soil, air and water quality from all types of pollution.**
8. **Ensuring developments minimise energy and water consumption, the use of non-renewable resources, and the amount of waste material.**
9. **Steering development to areas of least environmental and agricultural quality.**

## **Design Quality**

### **Introduction**

7.73 Government Policy and Guidance recognises that good design is a key element in achieving sustainable development through creating attractive, useable, durable and adaptable places that people want to live in. To build upon the District's rich environment and restore areas in need of regeneration, good urban design, landscape design and high quality architecture that respects local heritage are essential. This will assist with developing vibrant safe places with a distinct identity that provide healthier places for those living, working or visiting the District.

### **Context**

7.74 The Council shares the objectives of government policy to create places, streets and spaces which meet the needs of people, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity and maintain and improve local character.

- 7.75 Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. The District is an attractive place to live and work, with its high quality countryside and vibrant towns and communities, with distinctive character and historic assets. Developers are expected to bring forward sustainable and environmentally friendly new housing developments. Design which is inappropriate in its context, or which fails to take opportunities available for improving the character and quality of an area and the way it functions will not be accepted.
- 7.76 Spaces between built developments are equally important and new open spaces should improve the quality of the public realm through good design to create places where people can meet and socialise.

### **Relevant Strategic Objectives**

8, 11, 12, 14 and 15

### **Local Issues**

- 7.77 The Council's commitment to "improve the quality of life for those who live and work in the District" is reinforced by strategic themes in the Corporate Plan such as, protecting the environment, promoting healthier communities and promoting community safety. Current priorities which include working with our communities to provide a safer environment, valuing our environment and reducing our carbon footprint, all support the need for more robust design policies.
- 7.78 Similar objectives are included in the Selby Sustainable Community Strategy and the Council's Climate Change Strategy, which promotes carbon reduction measures and policies, including sustainable construction methods. The Selby District Community Safety Partnership Plan, (2008-2011), also prioritises safer neighbourhoods designing out crime.
- 7.79 In order to improve the quality of design in villages the Council is working in partnership with local communities to prepare Village Design Statements (VDSs) which it has adopted as Supplementary Planning Documents. These and any future Design Codes give advice and guidance to anyone who is considering any form of development no matter how large or small. They set out the elements that make up local character in order to improve the quality of design where change is proposed. The adopted documents should be taken into account by householders, businesses and developers and form an integral part in the decision making process when the District Council considers formal planning applications.
- 7.80 The quality of design in its local context is more important than relying on a minimum housing density figure to benchmark development.

Development should make the best and most efficient use of land, but it should also provide choice and variety that reflects up to date housing needs surveys (and other such evidence) and considers the quality of the local environment. Therefore the Council does not propose to set a development density figure in this strategic plan, but may identify particular design requirements including indicative densities and /or specific allocations as part of future local plan documents.

- 7.81 New developments need to be planned positively to ensure high quality and inclusive design for individual buildings, public and private spaces that are locally distinctive and responsive to their unique location. The diverse needs of people should also be considered so that barriers are broken down in a way that benefits the whole community.
- 7.82 Well designed sustainable communities can contribute to improved health and social well-being. The principles of 'active design'<sup>22</sup> and access to good quality green infrastructure allow more participation in exercise including more walking and cycling. There are therefore health gains in the layouts of new developments; transport and green infrastructure plans (see also other Core Strategy policies).
- 7.83 Selby District is recognised as a low crime area and the reduction in crime is continuing, however, the fear of crime is a significant concern. Therefore it is important to create a high quality public realm which can accommodate the needs of all people and create public places where people feel safe and at ease with reduced opportunity for crime and reduced fear of crime, particularly through active frontages, inclusion of natural surveillance, and distinctions between public and private spaces. The same considerations should also be given to proposals for new development including new housing by ensuring that schemes adopt the principles of Secured by Design<sup>23</sup> (SBD). The Secured by Design Developers Award is a certificate given to building developments which, following consultation with local Crime Prevention Design Advisors (sometimes called Architectural Liaison Officers), are built to conform to the SBD guidelines and so reduce the opportunity for crime. Such requirements are a key element in the Building for Life standards.
- 7.84 New development should not just be sustainable by way of its location but through the materials and techniques used for construction, its energy efficiency, and water and waste arrangements. The impact and function of the development over its lifetime needs to be considered in the design process to ensure that areas can adapt in the future. Expectations for meeting nationally recognised standards (such as the Code for Sustainable Homes and BREEAM) are also dealt with in the climate change section of this Core Strategy.

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<sup>22</sup> Active Design is an innovative set of design guidelines published by Sport England, to promote opportunities for sport and physical activity in the design and layout of development  
[http://www.sportengland.org/facilities\\_planning/planning\\_tools\\_and\\_guidance/active\\_design.aspx](http://www.sportengland.org/facilities_planning/planning_tools_and_guidance/active_design.aspx)

<sup>23</sup> <http://www.securedbydesign.com/index.aspx>



- 7.85 The Council therefore supports the key principles of the Building for Life<sup>24</sup> scheme as this supports the Council's sustainable development objectives to meet the needs of the District's residents in the longer term.
- 7.86 Building for Life is the national standard for well-designed homes and neighbourhoods and promotes design excellence in the house building industry. The 20 Building for Life criteria embody a vision of functional, attractive and sustainable housing. New housing developments are scored against the criteria to assess the quality of their design. 'Lifetime Neighbourhoods' is a similar concept, which seeks to achieve well-designed communities.
- 7.87 'Lifetime Homes' is a design concept aimed at providing internal and external environments, which are constructed to standards that ensure houses properly meet people's needs throughout their lives or can be easily adapted to meet special circumstances such as physical disability (temporary or permanent)<sup>25</sup>. The Council is keen to encourage all new housing developments to attain these standards. Future local plan documents or SPDs will consider detailed requirements.
- 7.88 The Council is a partner in the York Design Review Panel in cooperation with neighbouring authorities to consider the design qualities of major development proposals. At a more local level, the Council also offers pre-application discussions which include design advice.

#### **Policy SP19 Design Quality**

**Proposals for all new development will be expected to contribute to enhancing community cohesion by achieving high quality design and have regard to the local character, identity and context of its surroundings including historic townscapes, settlement patterns and the open countryside.**

**Where appropriate schemes should take account of design codes and Neighbourhood Plans to inform good design.**

**Both residential and non-residential development should meet the following key requirements:**

- a) Make the best, most efficient use of land without compromising local distinctiveness, character and form.**
- b) Positively contribute to an area's identity and heritage in terms of scale, density and layout;**
- c) Be accessible to all users and easy to get to and move through;**

<sup>24</sup> <http://www.buildingforlife.org/>

<sup>25</sup> <http://www.lifetimehomes.org.uk/pages/home.html>

- d) Create rights of way or improve them to make them more attractive to users, and facilitate sustainable access modes, including public transport, cycling and walking which minimise conflicts;**
- e) Incorporate new and existing landscaping as an integral part of the design of schemes, including off-site landscaping for large sites and sites on the edge of settlements where appropriate;**
- f) Promote access to open spaces and green infrastructure to support community gatherings and active lifestyles which contribute to the health and social well-being of the local community;**
- g) Have public and private spaces that are clearly distinguished, safe and secure, attractive and which complement the built form;**
- h) Minimise the risk of crime or fear of crime, particularly through active frontages and natural surveillance;**
- i) Create mixed use places with variety and choice that compliment one another to encourage integrated living, and**
- j) Adopt sustainable construction principles in accordance with Policies SP15 and SP16.**
- k) Preventing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water, light or noise pollution or land instability.**
- l) Development schemes should seek to reflect the principles of nationally recognised design benchmarks to ensure that the best quality of design is achieved.**

## 8. Implementation

### Introduction

- 8.1 Effective monitoring has an essential role in policy development. It is important that checks are in place to ensure that the plan is being implemented correctly. Continuous monitoring enables achievements and changing circumstances to be identified, where policy changes may be required and to ensure that policies remain relevant and that a sufficient supply of land for development exists.
- 8.2 The Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2011 currently requires the local planning authority to publish an authorities monitoring report (AMR) every year relating to key issues to be determined. This will be the main mechanism for assessing the Core Strategy's performance and effects, once adopted.
- 8.3 Up until the adoption of the Core Strategy, the Council's AMR sets out the framework for monitoring the existing Selby District Local Plan policies and proposals. It was based on recent Government guidance and has been developed to reflect the concept of 'plan, monitor, and manage'. Central to this was the setting of objectives, defining policies, setting of targets and measuring of indicators.
- 8.4 Following the adoption of this Core Strategy, one of the key roles of the Council's future AMRs will be therefore to monitor the success of delivery of the Core Strategy. The ongoing monitoring of the extant SDLP policies and proposal will be phased out as they will be superseded by future local plan documents.
- 8.5 The AMR will be developed to assess both the extent to which the policies set in local development plan documents are being achieved and progress in preparing these documents against milestones in the Local Development Scheme.

### Indicators and Targets

- 8.6 There are three types of output indicators addressed in the AMR:

#### *National Indicators*

These are national indicators set out by the Department of Communities and Local Government. The indicators relate to key planning matters. All Local Authorities have to provide data for these indicators enabling a regional and national picture to be built.

#### *Local Indicators*

Local Indicators are not mandatory government requirements but are set by each Local Planning Authority and are those required to address the outputs of policies not covered by the core output indicators, but which are important locally.

### *Significant Effect Indicators*

Monitoring of significant effects will be based on the baseline data and indicators in the Council's Sustainability Appraisal Reports.

Monitoring of such data should enable a comparison to be made between the predicted effects and the actual effects measured during implementation of the policies.

- 8.7 To enable the performance of the Core Strategy to be assessed, all the targets are set out in Figure 13 below. Where there is some unavoidable duplication between policy outcomes, the targets are not repeated for each.
- 8.8 Monitoring of the targets and indicators will enable the LPA to identify:
- Any significant effects that the core strategy is having on the delivery of sustainable development.
  - The extent to which policies within the Core Strategy are being implemented.
  - Whether the policies are working successfully and if they are not to explain why not.
  - If any of the Core Strategy policies needs reviewing.
- 8.9 As indicated in both the AMR and government guidance the development of a monitoring framework will take time to fully establish. Whilst a wealth of indicators is necessary to ensure a robust measure of the plan's performance, it is important to curtail the number of indicators with targets to ensure that it remains practical to collect the necessary information.
- 8.10 Additional indicators will be required to measure future local plan documents and all of these will be brought together in the Council's AMR.

### **Implementation and Review**

- 8.11 Should annual monitoring of key indicators set out in Figure 13 below reveal any significant failure(s) to meet targets the Council will take action to rectify the situation as soon as possible. This could include actions needed either by the Local Authority or its partners to improve delivery. Alternatively it might identify a need for a partial or full review of the local plan document.
- 8.12 Given the spatial dimension of the Core Strategy and its policies, a partnership implementation approach will be required including public, private and voluntary bodies. The Council has neither the powers nor the resources to implement the Core Strategy alone.
- 8.13 In relation to individual areas or site-specific spatial development projects the partnership will consist of the Council, together with government bodies, any local regeneration or community partnership, and the private sector. Other District wide or non-spatial aspects will

be delivered in conjunction with the Selby Local Strategic Partnership. Detailed delivery schedules on the implementation of individual local plan documents will be contained within the respective document.

- 8.14 The Local Development Scheme (LDS) sets out the programme for producing other general and area specific development plan documents that will support the Core Strategy. The LDS, as a key project management tool, will ensure that the policies and proposals of the Core Strategy are brought forward in such a way that ensures areas of greatest priority and need are tackled first. This will help to secure implementation and timely delivery of the Core Strategy's objectives.

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**Figure 13 Core Strategy Performance Indicators**

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		<i>What are we trying to achieve?</i>	<i>What will we keep a check on in order to see if the policy is working?</i>	<i>What is the measure to check if the policy has been successful in achieving the intended outcome?</i>	<i>Who will implement the policies?</i>
<b>Spatial Development Strategy and Housing Land Supply</b>					
SP1 Presumption in Favour of Sustainable Development	All	Delivery of sustainable development	See all Indicators for all Policies as set out below	See all Targets for all Policies as set out below	Selby District Council (SDC)
SP2/SP4 Spatial Development Strategy/ Management of housing development in settlements	1, 2, 3, 4 ,5, 6, 7 ,8, and 14	Concentrating development in towns and local service centres; Concentrating on reusing previously developed land.	Proportion of new development with planning permission / completed in Selby, Sherburn in Elmet, and Tadcaster. By PDL	At least 51% all development within towns and local service centres.	SDC Landowners Developers
SP3 Green Belt	1, 2, 3, 4	Protection of Green Belt. Alteration of boundaries only in exceptional circumstances	Scale and Type of new development in Green Belt	Nil approvals of inappropriate development in Green Belt	SDC Landowners / developers

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
SP5/SP7 Scale and Distribution of Housing/ Olympia Park Strategic Development Site	1, 3, 4, 5, 6, 7, 8 and 14	Meeting established housing target in accordance with preferred spatial distribution.	Overall completions. Amount of new development completed by location. (Selby, Sherburn in Elmet, Tadcaster, Designated Service Villages and Secondary Villages) Modal split of those accessing the Olympia Park site.	450 dwellings completions per year District wide. Minimum of 7200 new dwellings up to 2027 - distributed approximately as set out in policy. Target to be determined through a future Travel Plan.	SDC Developers Landowners
SP6 Housing Land Supply	1, 2, 3, 5, 7 and 8	Maintenance of a Five Year land supply Housing delivery achieves or exceeds the annual housing target.	Number of dwellings with planning permission Amount of new development approved by location (Selby, Sherburn in Elmet, Tadcaster, Designated Service Villages and Secondary Villages).	To achieve a 5-year land supply Planning permissions by settlement hierarchy.	SDC Landowners Developers
<b>Creating Sustainable Communities</b>					
SP8 Housing Mix	5	Mixed and balanced communities meeting identified demand and profile of households.	Completed new dwellings by number of bedrooms and dwelling type.	To match housing mix requirements in SHMA or latest housing market assessment/needs survey.	SDC Homes and Communities Agency (HCA) Registered Providers (RPs) Developers

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
SP9 Affordable Housing	2, 3 and 5	To provide for the identified housing needs of District residents unable to access open market housing.	<p>Level of affordable housing approved and completed</p> <p>Proportion of affordable homes by tenure</p> <p>Range of dwellings types.</p> <p>Committed sums collected and spent on providing affordable homes.</p>	<p>Meet the overall target for affordable housing provision of 40%, from all sources (unless viability case proven).</p> <p>To broadly achieve a tenure mix of 30-50% for intermediate housing and 50-70% for social renting, through new affordable housing or in line with up to date evidence.</p> <p>To reflect the size and types of homes in the market housing scheme or reflect SHMA/local needs assessment for 100% AH schemes</p> <p>That 100% of collected monies are spent on providing AH</p>	<p>SDC</p> <p>HCA</p> <p>RP's</p> <p>Developers</p> <p>Landowners</p>
SP10 Rural Exceptions	2, 3 and 5	To provide rural affordable housing to meet identified needs in smaller settlements and rural areas where other	Number of dwellings in 100% affordable housing schemes or appropriate mixed Rural Exception Sites with planning	To meet identified local needs in terms of numbers, sizes, types and tenure.	<p>SDC</p> <p>HCA</p> <p>RP's</p>



Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		opportunities are not available through SP9.	permission / completed within or adjoining Development Limits in rural villages.		Developers Landowners
SP11 Travelling Community	3, 4, 5, 6, 8, 9 and 17	To cater for the needs of all sectors of the community.	Number of pitches with planning permission / completed for gypsies / travellers.  Number of new 'quarters' with planning permission / completed for Showpersons.	To meet identified needs from an up-to-date local needs assessment.  5 Year Supply of deliverable sites.  Broad locations for growth in Sites Allocations Local Plan if required.	SDC Landowners Travelling Community RPs NYCC
SP12 Access to services, community facilities, and infrastructure	1, 2, 3, 8, 10, 12, 13, 14 and 17	To ensure the appropriate services, facilities and infrastructure is provided to meet the needs of new developments.  Including utilities, highways infrastructure, access to health services, and provision of green infrastructure.	Access to community services / facilities including health care and ROS / green infrastructure within Parishes.  Committed sums collected for and spent to provide ROS and other Community Facilities including health care.  Number of Travel Plans secured through the planning process.	Net gains in and improved access to community services / facilities and ROS / green infrastructure land area.  Improved quality of ROS / green infrastructure as evidenced through assessment and regular review.  100% of new development requiring Travel Plans (by virtue of size threshold by type of development).	SDC Service providers / utilities Parish & Town Councils NYCC PCT Developers Public transport providers

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
				Increased community well-being as indicated by survey as appropriate.	
<b>Promoting Economic Prosperity</b>					
SP13 Economic Growth	1, 2, 3, 4, 6, 7, 8, 9, 10, 13 and 15	<p>Developing and revitalising the local economy by:</p> <p>Providing land to meet needs;</p> <p>Giving priority to higher value business in the right location;</p> <p>Supporting efficient use of existing sites and safeguarding existing/allocated sites.</p> <p>Promoting recreation and leisure uses.</p> <p>Provide employment opportunities in rural locations to maintain the viability of rural communities and to reduce the need to travel.</p>	<p>Supply of land developed for employment by Use Class and by Location.</p> <p>Net losses and gains of employment floor space on existing employment sites / allocations.</p> <p>Additional recreation and leisure uses.</p> <p>Achieve growth in number of jobs within District by location.</p> <p>New / extended recreation and tourism activity in rural areas.</p> <p>Results of the SHMA updated on a 3 yearly basis.</p>	<p>Planning permissions granted / completion of 37 – 52 ha employment land uses.</p> <p>No net loss of existing employment floor space.</p> <p>Net gains in recreation and leisure.</p> <p>Net gains in number of jobs per year and in total by 2027 by location.</p> <p>Reduced outward commuting levels by 2021 Census.</p> <p>Net gains in rural diversification floor space by use.</p> <p>Net gains in rural jobs.</p>	<p>SDC</p> <p>Landowners</p> <p>Developers</p> <p>Local Businesses</p>

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		Increase the number of people who combine living and working in the District.			
SP14 Vitality and Viability of Town and Villages	1, 2, 3, 7, 8, 9, 10 and 13	<p>Selby to be main focus for town centre uses.</p> <p>The role and performance of the existing local service centres of Tadcaster and Sherburn in Elmet will be strengthened</p> <p>The role of villages, serving the every day needs of the local community will be protected by resisting the loss of retail floor space and other existing facilities.</p> <p>Vitality and viability of town centres strengthened by resisting the loss of existing shops and services and encouraging the provision of a variety of shops (sizes and types); and focussing proposals for offices within the defined town centres or in office park locations as identified by future DPDs.</p>	<p>Planning permissions / completions of floor space for town centre uses, broken down by use-class within the 3 town centres by location</p> <p>Regular town centre health checks in line with Government guidance.</p> <p>Parish Services Survey.</p> <p>Gains and losses in services and facilities in villages.</p>	<p>Net gains in retail floor space and town centre uses in defined town centres.</p> <p>Improved performance on health check assessment.</p> <p>Improved retail performance of town centres over a five year period within regional hierarchy using Ranking in MHE UK Shopping Index (or equivalent recognised measure)</p> <p>No net loss in viable retail floor space and other existing facilities within villages</p>	SDC Local businesses and landowners

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
Improving the Quality of Life					
SP15 Climate Change	3, 6, 7, 8, 14, 15 and 16	To address the causes and potential impacts of climate change by reducing green house gases, mitigating and adapting to climate change, through managing the design and location of development.	<p><i>NB This is an over-arching climate change policy. The following are additional indicators not covered elsewhere:</i></p> <p>Reducing travel by private car</p> <p>Increasing walking, cycling and use of public transport</p> <p>Permission granted contrary to outstanding EA flood risk objection</p> <p>% of development incorporating SuDs</p>	<p>Rate of traffic growth is reduced and commuting distances reduced.</p> <p>Travel Assessments and Green Travel Plans submitted for all developments that warrant them.</p> <p>Higher patronage of walking, cycling, bus by end of plan period</p> <p>No net loss of flood storage capacity</p> <p>100% of all new development incorporating SuDS where feasible and practicable.</p>	SDC Environment Agency Utilities Developers Landowners NYCC
SP16 Improving Resource Efficiency	12, 15, 16 and 17	Promote increased resource efficiency and reduction in resource use.	% of residential and non-res schemes meeting threshold and achieving minimum 10% requirement for energy use from decentralised, renewable or low carbon sources.	100% of schemes unless unviable or not feasible	SDC Developers

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
			<p>No. of strategic development sites and other designated allocations using the following technologies for the majority of their energy needs:</p> <p>Local biomass technologies, Energy from waste, Combined Heat and Power schemes, and Community Heating Projects.</p> <p>No. of houses built to 'Code for Sustainable Homes' standards.</p> <p>No. of non-residential developments built to BREEAM standards.</p>	<p>100%</p> <p>Increase year on year</p> <p>Increase year on year</p>	
SP17 Renewable Energy	12, 15, 16 and 17	Reduction in reliance on non-renewable energy sources by increased renewable energy capacity to exceed District targets.	<p>Permitted stand alone renewable schemes (MW) that are installed and grid connected.</p> <p>Permitted 'micro-generation' schemes – not grid connected.</p>	<p>At least 32MW by 2021 (subject to review).</p> <p>Increase year on year.</p>	<p>Government SDC Landowners Developers Power companies</p>
SP18 Protecting and	2, 3, 11, 12, 14, 15, 16 and 17	The District's high quality natural and man-made	Safeguarding protected historic and natural sites.	No net losses in designated nature	SDC NYCC

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
Enhancing the Environment		<p>environment safeguarded and enhanced by:</p> <p>Protecting the historic environment;</p> <p>Promoting effective stewardship of the District's wildlife;</p> <p>Supporting the creation and restoration of habitats.</p>	<p>Amount of green infrastructure</p> <p>Numbers of heritage assets and assets at risk as recorded in 'Heritage Counts' and 'Heritage at Risk Register'</p>	<p>conservation or heritage assets.</p> <p>Net gain in biodiversity.</p> <p>Reduction in the numbers of heritage assets on the 'Heritage at Risk Register'.</p> <p>Meeting habitat targets in the National strategies and the local Biodiversity Action Plan.</p> <p>Net gains in green infrastructure.</p>	<p>Natural England</p> <p>Environment Agency</p> <p>Landowners</p> <p>Developers</p> <p>English Heritage</p>
SP19 Design Quality	8, 11, 12, 14 and 15	<p>Achieving development of high quality design, which has regard to the local character, identity and context of its surroundings.</p> <p>Homes meeting residents' needs in long term.</p> <p>Safer communities</p>	No of homes built to nationally recognised design benchmarks.	Increase year on year.	SDC Developers

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## Appendix A

### Policies in the Core Strategy which replace, or amend the area affected by, Selby District Local Plan (SDLP) Policies.

#### a) Policies in the Core Strategy which replace Selby District Local Plan Policies.

Core Strategy Policy		Replaces SDLP Policies <sup>1</sup>	
SP1	Presumption in Favour of Sustainable Development	N/A	
SP2	Spatial Development Strategy	GB2 GB4  DL1 H2A H6  H7  EMP7	Control of Development in the Green Belt Character And Visual Amenity of the Green Belt Control of Development in the Countryside Managing the Release of Housing Land Housing Development in the Market Towns and Villages that are capable of accommodating additional growth Housing Development in villages that are capable of accommodating only limited growth Employment Development in the Countryside
SP3	Green Belt	GB1 GB2 GB3 GB4	Extent of the Green Belt Control of Development in the Green Belt Major Developed Sites in the Green Belt <sup>2</sup> Character And Visual Amenity of the Green Belt
SP4	Management of Residential Development in Settlements	H2A H6  H7	Managing the Release of Housing Land Housing Development in the Market Towns and Villages that are capable of accommodating additional growth Housing Development in villages that are capable of accommodating only limited growth

<sup>1</sup> Where the Core Strategy Policies replace Selby District Local Plan (SDLP) Policies which have designations identified on the Policies Maps (the Proposal Maps to the SDLP) there are consequential updates to the policy numbers on those Policies Maps and associated Keys.

<sup>2</sup> The replacement of SDLP Policy GB3 by Core Strategy Policy SP3 necessitates a consequential amendment to the SDLP Policies Maps / Inset Proposals Maps (deletion of Major Developed Sites). The Policies Maps are published separately. The SDLP Inset Proposals Maps which are affected are: 8A, 12A, 20, 46A, 54 and 60A.



Core Strategy Policy		Replaces SDLP Policies <sup>1</sup>	
SP5	The Scale and Distribution of Housing	H1 H2A H6  H7	Housing Land Requirement Managing the Release of Housing Land Housing Development in the Market Towns and Villages that are capable of accommodating additional growth Housing Development in villages that are capable of accommodating only limited growth
SP6	Managing Housing Land Supply	H2A	Managing the Release of Housing Land
SP7	Olympia Park Strategic Development Site	BAR/1  BAR/1A	Land for Employment Development at Magazine Road, Barlby Land for Employment Development rear of BOCM, Barlby Road, Barlby
SP8	Housing Mix	N/A	
SP9	Affordable Housing	N/A	
SP10	Rural Housing Exception Sites	H11	Rural Affordable Housing
SP11	The Travelling Community	H16	Gypsy Site Provision
SP12	Access to services, Community Facilities and Infrastructure	N/A	
SP13	Scale and Distribution of Economic Growth	EMP7	Employment Development in the Countryside
SP14	Town Centres and Local Services	S1 S2  SEL/8  SEL/11 SHB/5  TAD/5  TAD/6	Existing Shopping Centres Edge of Centre and Out of Centre Retail Development Additional Retail Floor Space in Selby Shopping and Commercial Centre Office Uses in Selby Town Centre Additional Retail Floorspace and Service/Commercial Uses in Sherburn Local Centre Additional Retail Floorspace and Services/Commercial Uses in Tadcaster Shopping and Commercial Centre Office Uses in Tadcaster Town Centre
SP15	Sustainable Development and Climate Change	N/A	
SP16	Improving Resource Efficiency	N/A	

Core Strategy Policy		Replaces SDLP Policies <sup>1</sup>	
SP17	Low Carbon and Renewable Energy	ENV6	Renewable Energy
SP18	Protecting and Enhancing the Environment	ENV7 ENV8 ENV10	International Wildlife Sites National Wildlife Sites General Nature Conservation Considerations
SP19	Design Quality	ENV20 ENV21 T6	Strategic Landscaping Landscaping Requirements Public Transport

**b) Policies in the Core Strategy which amend the area affected by Selby District Local Plan Policies.**

Core Strategy Policy		Amends the boundary of SDLP Policies		SDLP Inset Map No.
SP7	Olympia Park Strategic Development Site	BAR/2 reduced area	Land Reserved for Freight Transhipment Facilities, rear of Olympia Mills, Barlby	4

## Appendix B

### Previously Developed Land Trajectory

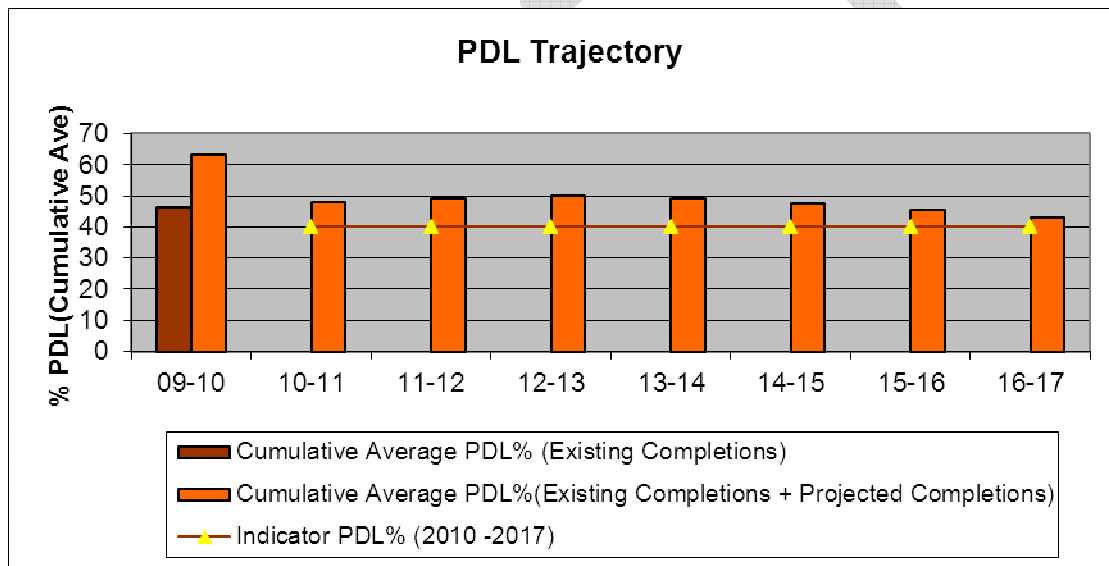
- A1. Paragraph 111 of the NPPF requires that planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value. Local planning authorities may continue to consider the case for setting a locally appropriate target for the use of brownfield land.
- A2. The Core Strategy promotes the re-use of previously developed land (PDL) consistent with the NPPF. However, because of the difficulty in planning for PDL on windfalls and that it would not be the intention to restrict development if a PDL target was not being met, the Core Strategy does not include a PDL target as a policy tool. It instead provides a 40% 'indicator' within the text only.
- A3. This Appendix provides the background information used in selecting a long-term indicator for the proportion of dwellings to be constructed on previously developed land.
- A4. While the former Regional Spatial Strategy (RS) did not include a PDL target for local authorities, the evidence base (which was referred to in an earlier draft version of RS<sup>1</sup>.) suggested a target figure of 45% of dwellings on PDL for the District. Analysis of the Council's overall PDL Trajectory reveals that there is capacity for a modest increase over and above the target suggested by RS evidence. Over the years 2004 – 2009, the average percentage of dwellings built on previously developed land is 63%. However, with increasing reliance in the longer term on greenfield sites to accommodate growth in the three towns, it is inevitable that this percentage will not be maintained. Work will continue to be undertaken through future Local Plan documents in order to maximise the proportion of allocations using previously developed land. However, the availability of such sites is often extremely difficult to predict, particularly in the longer term.
- A5. In the above circumstances, a practical indicator of 40% of new dwellings on previously developed land and conversions is proposed between 2004 and 2017. This represents a reduction of 10% from that proposed in the Draft Core Strategy (2010) as a result of the Government's decision to remove garden curtilages from the definition of previously developed land (and the Core Strategy approach to garden land in the light of the NPPF). Garden curtilages have consistently provided approximately 10% of all completions in Selby District over the last 10 years.
- A6. There is insufficient information at present to predict the long-term supply of PDL within the District to provide a meaningful target beyond 2017. However, the Council will continue to pursue policies, which give priority to the use of PDL, subject to consistency with other elements of the Strategy, with the aim of achieving the highest possible percentage.

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<sup>1</sup> The Yorkshire and Humber Plan – Draft published for public consultation - December 2005

A7. In a rural District such as Selby, previously developed land is unlikely to come forward evenly on an annual basis. For example, within the five years 2004/9 the proportion of development on previously developed land varied between 72 and 51%. Its availability is likely to be more uncertain than in a larger metropolitan area. Nevertheless its use will be encouraged in appropriate circumstances, particularly within settlements, and delivery will be monitored in relation to the trajectory set out below. The trajectory provides a forecast of the cumulative average percentage of the use of previously developed land for housing purposes over the plan period up to 2017. The cumulative average provides a better guide to monitoring the overall 40% indicator than annual split figures which are highly variable and do not allow the overall trend to be easily discerned.

**Previously Developed Land Trajectory**



## Appendix C Housing Delivery and Windfalls

- B1. Policy SP5 sets out that the District housing requirement will be made up of both the existing planning permissions (at the Core Strategy base date), and new allocations (that will form the bulk of delivery) in the Site Allocations Local Plan.
- B2. Any windfalls which have been built in the intervening period between the base date of the Core Strategy and the base date of the Site Allocations Local Plan (anticipated to be adopted by 2015) are not shown as part of the supply calculation in Policy SP5. However, as they form part of the delivery of the annual housing target within the plan period they will be taken into account in determining the level of new allocations required in the Site Allocations Local Plan.
- B3. The Site Allocations Local Plan will allocate sufficient deliverable land (suitable, achievable and viable sites) to meet the District housing target. New allocations will be made for *at least* the net requirement of dwellings once the existing planning permissions from the 5-year supply at the time of the Site Allocations Local Plan have been taken into account.
- B4. As such the housing needs of 450 dpa in Policy SP5 are planned to be met by:
- a) The dwellings built between the base date of the Core Strategy and the base date of Site Allocations Local Plan.
  - b) The existing planning permissions at the base date of Site Allocations Local Plan.
  - c) New allocations
- B5. Only those permissions known at the time of determining allocations will be counted towards the 'planned-for' development to meet the 450 dpa target. Any further planning permissions after the base date will be counted as additional contributions (unknown windfalls) to housing supply on top of the 450 dpa requirement. There will not be a re-adjustment to the base line through the remaining plan period, thus, all planning permissions that are not identified at the Site Allocations Local Plan base date and are not on new allocated sites will be classed as "unknown windfall" on top of the 450 dpa.
- B6. It is difficult to guarantee at this stage, the precise sources of the 450 dpa annual target throughout the plan period, until the actual delivery is checked through annual monitoring. Once the allocations are known at the Site Allocations Local Plan stage, the implementation strategy can be more clearly established. However, it is expected that, as outlined above, the early delivery of housing (2011-2015) will be through the existing 5-year housing land supply (based date 2011); from outstanding, deliverable permissions and existing Phase 2 Allocations from the saved SDLP and a substantial contribution to supply will be provided by the Strategic Development Site at Olympia Park.

- B7. From 2015 (the anticipated adoption of the Site Allocations Local Plan), the contributions from the Strategic Development Site and new allocations will increasingly become the main source of delivery.
- B8. 'Known windfalls' will, and 'unknown windfalls' may contribute to the delivery of the housing target of 450 dpa in some years until the new allocations in the Site Allocations Local Plan begin delivering homes. From that time (after 2015), the delivery from 'known windfalls' will gradually diminish as those sites are built out and delivery from new allocations will form the full source of supply to meet the 450 dpa target over the remaining plan period. The 'unknown windfalls' will continue to contribute towards overall housing supply on top of the 450 dpa target. Only if delivery from the allocated sites falls below the 450 dpa target will the 'unknown windfalls' contribute to meeting a shortfall rather than providing an additional amount. However, this scenario is highly unlikely to prevail because the Site Allocations Local Plan will only allocate genuinely deliverable sites and Policy CP3 SP6 contains the mechanisms to respond to delivery under-performance picked up through annual monitoring. Therefore, the 450dpa target will be achieved, and with significant windfall on top of that target when viewed across the life of the Core Strategy rather than looking at each year in isolation.

*Windfall Data*

- B9. The Core Strategy assumes that 'unknown windfalls' in the order of 105-170 dwellings per year will contribute to housing delivery on top of the 450 dpa target. This is based on the following assessment:
- B10. 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
- B11. The table below provides windfall data for the past 7 years and 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
<b>TOTAL 2005-2010</b>	<b>3417</b>	<b>968</b>	<b>-</b>	<b>2449</b>	<b>-</b>	<b>2059</b>	<b>-</b>	<b>2008</b>	<b>-</b>
<b>Average 2005-2010</b>	<b>488</b>	<b>138</b>	<b>30.7%</b>	<b>350</b>	<b>69.2%</b>	<b>294</b>	<b>58.5</b>	<b>286.9</b>	<b>81.4%</b>

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

- B12. 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.
- B13. 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 <sup>1</sup>				355 <sup>2</sup>	

- B14. 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.
- B15. The table shows that the main towns and Designated Service Villages (DSVs) made the biggest contribution to windfalls at 277 dwellings, although Secondary Villages (SVs) have made an annual contribution of more than 70 dwellings. The ratio between the 3 main towns and DSVs compared to SVs is approximately 80:20.
- (ii) the Strategic Housing Land Availability Assessment (SHLAA)
- B16. 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 developed).
- B17. 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 Local Plan. In addition, the SHLAA does not necessarily capture potential redevelopment opportunities on current operational sites which may come forward during the Plan period.
- B18. This represents the limitations of the SHLAA in predicting the number of

<sup>1</sup> 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.

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



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).

- B19. 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).
- B20. However this is not a realistic estimate (not a 'reliable source of supply') because land outside Development Limits would not accord with Policy SP4 (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.
- B21. 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 SP4 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).
- B22. 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 B26 below, would be likely to provide the main source of supply in Secondary Villages, alongside PDL redevelopment.
- (iii) expected future trends
- B23. 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.
- B24. Policies in the Core Strategy set the framework for promoting new development in the District over the Plan period. Policy SP5 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.
- B25. The scope for new development in all settlements is set out in Policy SP4. This provides a basis for estimating future opportunities for windfall (see SHLAA at (ii) above) across the District.
- B26. Further more detailed evidence was provided at 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 SP4.
- B27. 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*

- B28. 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.
- B29. Taken together therefore, based on the information available on past windfalls (quantity and distribution) and potential for future opportunities under the new policy framework, it is reasonable to predict that in the future windfalls will be delivered at an annual rate of between approximately 105 dpa and 170 dpa.
- B30. 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 land<sup>3</sup>. 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.
- B31. Consideration was given to using the average over the past 7 years but 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
- B32. Windfalls are not to be relied upon to deliver the 450 dpa housing requirement which is based on objectively assessed needs. Instead 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 the Site Allocations Local Plan) and that a minimum of about 105 dwellings per year are expected to be provided in addition on windfall sites. (See above for delivery scenarios).

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<sup>3</sup> 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.

### Glossary of Terms

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
Affordable Housing		<p>Social rented, Affordable Rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <p>Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.</p> <p>Affordable Rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing.</p> <p>Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).</p> <p>Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.</p> <p>Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.</p>
Allocations		<p>Sites identified for new development for specific land uses to meet the known requirement over the plan period. Normally identified through an</p>

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		Allocations Local Plan or Area Action Plan or Neighbourhood Plan.
Authority Monitoring Report	AMR	A report submitted on the progress of preparing the Local Plan and the extent to which objectives and policies are being achieved.
Brownfield Land		Another phrase for Previously Developed Land or PDL - see below
Commitments		Number of homes with outstanding planning permission that are not completed
Community Facility		Community facilities provide for health, welfare, social, educational, spiritual, recreational, leisure and cultural needs of the community.
Community Infrastructure Levy	CIL	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.
Community Right to Build Order		An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a site-specific development proposal or classes of development.
Completions		Number of homes built and finished ready for occupation, usually expressed as figures for a particular year (from April to March)
Decentralised energy		Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.
Designated Service Village	DSV	Settlement with a good range of local services capable of accommodating additional limited growth as defined in Policy SP2.
Development Limits		Defined in the Selby District Local Plan (2005) as the boundary between settlements and the open countryside and therefore establishes where relevant policies apply (to be reviewed in subsequent Local Plan documents).
Development Management Local Plan document		One of the suite of documents which will form the Local Plan. It will set out the detailed policies to be used for determining planning applications (alongside any other material considerations).
Development Plan		Planning applications are determined against the policies in the development plan unless material considerations indicate otherwise. For Selby District, this includes adopted Local Plans and

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		neighbourhood plans and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.
Dwelling	dw	Housing unit
Employment Land Refresh	ELR10	Undertaken to update site data and economic information in the ELS07 in relation to employment land requirements over the plan period.
Employment Land Study	ELS07	Undertaken in 2007 to assess employment land requirements and job growth potential.
Environment Agency	EA	A Public Organisation for improving and protecting the environment.
Evidence Base		Information and data upon which decisions and options included within Local Plan documents are based including response to consultation processes. Includes studies undertaken for the Core Strategy. Provides justification for policy direction. Ensures decisions are soundly based.
Green Belt		Areas of land which have been specifically designated and are protected against inappropriate development by national and local policies. In Selby District these are located within the north and west parts of Selby District. <i>(Different to 'Greenfield' – see below).</i>
Greenfield sites		An area of land that has not been previously developed including agricultural buildings and garden land. <i>(Different to 'Green Belt' – see above)</i>
Green Infrastructure		Network of multi-functional linked open spaces in built up and rural areas including formal parks, woodlands, green corridors, waterways, natural habitats and countryside, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.
Hectare	Ha or ha	Measure of land area equivalent to 100 metres x 100 metres.
Housing trajectory		Estimates made on expected number of homes likely to be built over a specified number of years based on previous patterns of development, study of completions and commitments, survey of landowners/developers and taken within a policy context.
Issues and Options	I&O	First stage of the statutory plan making process

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		identifies the key local issues facing the District and sets out a range of options to tackle those challenges. The Core Strategy I&O was published April 2006 for a six-week public participation period.
Local Development Framework	LDF	Series of planning documents required under the Planning and Compulsory Purchase Act 2004. The Localism Act 2011 introduced changes to the planning system and the LDF is now referred to as the Local Plan (see below).
Local Development Scheme	LDS	A three-year project plan setting out the Council's programme for the preparation of Local Development Documents within the LDF Local Plan. The 4th version was approved October 2010 and a revised version was approved October 2013.
Local Plan		<p>The Local Plan comprises the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. It includes the Core Strategy and other planning policies which under the regulations would be considered to be development plan documents.</p> <p>The term includes old policies which have been saved under the 2004 Act and this therefore includes the Selby District Local Plan (the SDLP). The SDLP was prepared under the Town and Country Planning Act 1990 and policies saved under the 2004 Act on adoption in 2005 and then 'extended' on 8 February 2008 by Direction of the Secretary of State under the 2004 Act until such time as superseded.</p> <p>Local Plans (formerly LDFs) provide the basis for delivering the spatial planning strategy of the District and guide future development and change. These are prepared by the District Council except that documents relating to waste and minerals matters continue to be prepared by the County Council as the Minerals Planning Authority.</p>
Local Planning Authority	LPA	Councils with statutory responsibility for planning functions.
Local Service Centre	LSC	Tadcaster and Sherburn in Elmet are identified as Local Service Centres that provide services and facilities that serve the needs of, and are accessible to, people living in the surrounding

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		rural areas.
Local Strategic Partnership	LSP	A District area group made up of a wide range of public, voluntary and private organisations, who share aims, encourage joint working and the involvement of communities.
Low carbon energy		Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels). From the generation of heat and power with lower emissions than conventional means, by using more efficient technologies, fuels with lower carbon content or capturing and storing emissions.
National Policy Statements	NPS	A series of new NSPs which set out national policy on infrastructure to be used as the basis for decision making on applications to build nationally significant infrastructure facilities. Relevant applications will be examined by the Major Infrastructure Planning Unit (MIPU).
Neighbourhood Plans		A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).
North Yorkshire County Council	NYCC	Sub-regional tier of government responsible for amongst other things Social Care, Education, Minerals & Waste and Highways within Selby District.
Open space		All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.
Plan Period		The time over which the Core Strategy applies. This Core Strategy covers the period up until 2027.
Policies Map		An Ordnance Survey based map showing the proposals for the development and use of land which are set out in the written chapters of the Local Plan. (Note: Under the NPPF 2012, the terminology has changed from “Proposals Map” to “Policies Map”. At the time of Adoption, both the saved 2005 Selby District Local Plan Proposals Map and the 2013 Core Strategy Policies Map remain in use, as amended where set out. Therefore both “Proposals Map” and

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		“Policies Map” refer to the most up to date version of any adopted such map).
Previously Developed Land	PDL	Also known as ‘brownfield’ land. Defined in the NPPF as land which is or was occupied by a permanent structure, including the curtilage developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
Principal Town		Selby is identified as a Principal Town which will provide the main local focus for housing, employment, shopping, leisure and cultural facilities.
Proposals Map		An Ordnance Survey based map showing the proposals for the development and use of land which are set out in the written chapters of the Local Plan. (Note: Under the NPPF 2012, the terminology has changed from “Proposals Map” to “Policies Map”. At the time of Adoption, both the saved 2005 Selby District Local Plan Proposals Map and the 2013 Core Strategy Policies Map remain in use, as amended where set out. Therefore both “Proposals Map” and “Policies Map” refer to the most up to date version of any adopted such map).
Ramsar sites		Wetlands of international importance, designated under the 1971 Ramsar Convention.
Recreation Open Space	ROS	Includes outdoor public open space in the form of allotments, sports and playing fields, courts, greens and children’s play space and equipment
Regional Spatial Strategy	RS	Formerly part of the statutory development plan for the District. The ‘Yorkshire and Humber Plan’ (Y&HP) was adopted 2008 by the former Y&H



<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		Regional Assembly. Selby District Council has resolved to rely on the sound evidence base at regional level. The Y&HP itself was revoked by order of the Government on 22 February 2013.
Renewable Energy		Energy that occurs naturally and repeatedly in the environment, such as energy from the sun, wind, waves or tides.
Renewable and low carbon energy	RLCE	Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).
Rural exception sites		Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.
Secretary of State	SoS	Government minister who approves or not planning documents submitted by LPAs.
Secondary Village	SV	Village with Development Limits but with limited services and/or remotely located as defined in the Core Strategy (see settlement hierarchy in Section 4). Not considered capable of accommodating planned growth other than small scale affordable housing.
Selby Bio-diversity Action Plan	BAP	The current local BAP. Identifies key issues and actions for species and habitats in the District. Adopted 2004.
Selby District Council	SDC	Tier of local government at District level.
Selby District Local Plan	SDLP	Current District-wide Development Plan which was adopted in 2005 and includes policies for the use and development of land. Many SDLP policies have been 'saved' (by Direction of the Secretary of State, 2008) until replaced by new

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		Local Plan policies.
Selby Retail, Commercial and Leisure Study	SRCLS	Undertaken in 2009 to identify the hierarchy, roles, issues and requirements for town centres and other settlements.
Site Allocations Local Plan		One of the suite of documents which will form the new Local Plan. It will identify sites for planned development for a range of uses to meet the needs of the District up to 2027.
Site of Special Scientific Interest	SSSI	Sites designated by Natural England under the Wildlife and Countryside Act 1981.
Special Areas of Conservation	SAC	Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010.
Special Protection Areas	SPA	Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.
Statement of Community Involvement	SCI	Document setting out how and when stakeholders and other interested parties will be consulted and involved in the preparation of the Local Plan.
Strategic Environmental Assessment	SEA	An assessment required by EU Directive 2001/42/EC and set out in the Environmental Assessment of Plans and Programmes Regulations 2004, which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.
Strategic Flood Risk Assessment	SFRA	An SFRA assesses flood risk at a District level. The SFRA for Selby District has been undertaken in two stages. The Level 1 provides background information and a preliminary review of all available flood risk data. The Level 2 includes sequential testing of the suitability of potential locations for future growth including Strategic Development Site options in light of the flood risk findings.
Strategic Housing Market Assessment	SHMA	Study to determine housing needs in a District including need for affordable housing and tenure, types and sizes. Selby SHMA was undertaken in 2009 and there was a North Yorkshire update in 2011.

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
Supplementary Planning Document	SPD	A Local Development Document, which elaborates on existing policies or proposals in the Local Plan and gives additional guidance. Supplementary planning documents are capable of being a material consideration.  in planning decisions but are not part of the development plan.
Sustainability Appraisal	SA	An assessment of the environmental effects of a plan or programme. Identifies and evaluates the effects of the strategy or plan on social, environmental and economic conditions.
Sustainable Community Strategy	SCS	The Selby District Local Strategic Partnership (LSP) sets out a vision of what the District will look like in the future and how the LSP will work with communities through the Sustainable Community Strategy (SCS). Key priorities and progress in delivery are defined.
Town centre		Area defined on the local authority's proposal map (currently in the SDLP), including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area.
Windfalls		Those homes provided on sites, which are not specifically allocated for residential development.

**Produced by Selby District Council as part of  
The Local Plan**



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# Selby District Council

## REPORT

Reference: E/13/23

Public – Item 5



**To:** The Executive  
**Date:** 3 October 2013  
**Status:** Key Decision  
**Report Published:** 25 September 2013  
**Author:** Helen Gregory, Policy Officer  
**Executive Member:** Councillor John Mackman  
**Lead Director:** Keith Dawson, Director of Community Services

**Title:** New Local Plan for the District (formerly the Local Development Framework or LDF) and Revised Local Development Scheme (LDS)

### Summary:

This report provides an update on the preparation of a new Local Plan document encompassing both Site Allocations and Development Management policies. Executive is recommended to note the contents of the report and approve the format of the new local plan for the District as well as recommend Council to approve a revised Local Development Scheme (LDS) in order to progress the statutory development plan for the District.

### Recommendations:

#### Executive to:

- i. **Note the content of the report.**
- ii. **Approve: the format and scope for a new Local Plan for Selby District to cover both Sites Allocations and Development Management policies (the new Sites and Policies Plan (SAPP)) as set out in this report; and the proposed timetable as set out in Appendix 1**
- iii. **Approve the broad content of the SAPP as set out in Appendix 2 as a basis for developing the Issues and Options document.**
- iv. **Delegate the Lead Member for Place Shaping to provide the necessary liaison with officers on the SAPP on behalf of the**

**Executive in conjunction with the Director of Community Services as detailed in Paragraph 3.26 – 3.28**

- v. **Recommend to Council for approval, the revised Local Development Scheme (LDS) attached at Appendix 3.**

**Reasons for recommendations:**

To progress the new Local Plan in a timely but robust fashion to meet statutory requirements and to deliver sustainable growth in the District in line with the Council's key priorities.

**1. Introduction**

- 1.1 The Core Strategy EIP closed on 27 February 2013 and the Council received the Inspector's Report to the Council on 20 June 2013. The Council published the Inspector's Report on 27 June 2013.
- 1.2 In brief, the Inspector concludes that, with the recommended 34 'Main Modifications' set out in his report (which the Council had previously consulted upon and asked him to consider), the Selby District Core Strategy Local Plan satisfies the legal requirements and meets the criteria for soundness in the National Planning Policy Framework (NPPF). See other report on the Executive agenda for Core Strategy Adoption (which is anticipated to be by Full Council at an Extraordinary Council on 22 October 2013).
- 1.3 The Core Strategy provides the strategic planning policy in the District (it also provides a framework for supporting much of the Council's 'Programme for Growth'). As the Council is now in a position to consider adopting the Core Strategy, work has resumed on the next supporting documents. However, the Council must reconsider its approach to the local plan in light of the NPPF requirements, and the implications of the time delay since previous progress on the Site Allocations Development Plan Document (SADPD).
- 1.4 It is now considered that the best way forward is to develop the remainder of the new Local Plan as a combined Sites and Policies Local Plan (the sites and policies plan or 'SAPP'). This report therefore sets out the format, scope, broad content and the proposed timetable for the new Local Plan document encompassing both the site allocations and development management policies, and the steps needed to complete it.
- 1.5 In addition the Executive is asked to recommend to Council to approve the revised Local Development Scheme – the programme for producing the local plan document, as set out in Appendix 3.
- 1.6 Subject to approval of the above, a further report will come to the Executive to recommend Council to approve a draft document for the Issues and Options stage of public participation on the SAPP.
- 1.7 Although the SAPP is the main remaining Local Plan document, the

LDS includes details of other plans, including the Community Infrastructure Levy (CIL) and Appleton Roebuck and Acaster Selby Neighbourhood Plan (ARASNP). Further information is provided in Section 4, below.

## **2. The Report**

- 2.1 Work was previously undertaken on a Site Allocations Development Plan Document (SADPD). That document aimed to achieve the vision and deliver the objectives of the Core Strategy through identifying future sites for housing; employment and supporting infrastructure up to 2026 (the Plan Period set out in the Submission Draft Core Strategy).
- 2.2 That work included a 'call for sites' consultation in June 2010, which requested land to be put forward for consideration for development. Subsequently, work on the data and evidence collation stage was progressed and a draft Issues and Options was published for consultation in January 2011. Over 3000 responses were received; consequently delaying the Preferred Options consultation until September 2011. The Preferred Options consultation closed on the 2 December 2011.
- 2.3 However, the SADPD was not further progressed beyond that stage at that time in preference to prioritising resources on the Core Strategy and in light of new central government legislation and policy guidance.
- 2.4 Whilst it is tempting to seek to simply continue the SADPD where it was left off this is highly inadvisable because of the changes that have occurred since the original work was undertaken. The impact of time delays on changing needs for evidence arises from the new planning system, the introduction of the NPPF, the modifications to the Selby Core Strategy and the aging evidence base. The NPPF provides much more emphasis on deliverability and viability and working across boundaries (the Localism Act 2011 introduces the duty to co-operate) which means there is further work to do to ensure soundness. Together, these factors lead officers to conclude that the SADPD Preferred Options would not pass the tests of Soundness at examination by an independent Inspector (the Examination in Public – EIP) as the background work is no longer sufficient. Advice has been sought from the Planning Advisory Service consultants on this matter and the consultant concurs with the officers' conclusions.
- 2.5 It should also be noted that the Council's approved Local Development Scheme (LDS) 2010 set out that the Core Strategy and SADPD would be followed by a Development Management Development Plan Document (DMDPD). No work has started on the DMDPD.
- 2.6 It is now considered more appropriate to move forward with a combined Local Plan document which encompasses the matters that were to be covered by both the Sites Allocations DPD and the Development Management DPD instead of progressing two separate documents.

- 2.7 There have been changes in the planning system through the Localism Act 2011 and the National Planning Policy Framework (NPPF, 2012). Whereas previously the suite of planning policy documents made up the 'Local Development Framework' (the 'LDF'); now the NPPF envisages a single 'Local Plan' for Districts and no longer refers to separate DPDs (although it does not say these can't be progressed).
- 2.8 The NPPF also sets out that the weight to be attached to 'old style' Local Plans (like the Selby District Local Plan – SDLP) will diminish and local planning authorities must adopt up-to-date Plans. In any case, policy that is not consistent with the NPPF will be deemed out-of-date and the NPPF does change some aspects of government policy from that in place when the SDLP was produced. There is therefore an issue about following the expected format but also about the need to progress an up-to-date policy framework as soon as possible because of the diminishing weight that the existing SDLP will be given over time.
- 2.9 The legal basis for development plan preparation is provided by the Town and Country Planning Act 1990, the Planning and Compulsory Purchase Act 2004, the Planning Act 2008 and the Localism Act 2011. These Acts do not stipulate the precise format of the development plan. Procedures and arrangements for development plan preparation are set out in the new Local Planning Regulations that came in to force on 6 April 2012.
- 2.10 Whilst the Regulations do not define a Local Plan as a single document, and it is theoretically possible for a local planning authority to produce a suite of documents there is clear preference for moving towards a single local plan approach. Officers have also been working closely with the Planning Advisory Service (PAS) who strongly advise that a single local plan is the preferred option.
- 2.11 However, because the Selby District Core Strategy is at Adoption stage it is not practical to achieve a single local document. Instead, the new 'Local Plan' for Selby District would comprise two documents – the Selby District Core Strategy Local Plan and the Sites and Policies Local Plan (or the sites and policies plan – the 'SAPP').
- 2.12 The key issue is that the Council must ensure that the plan can be robustly defended at EIP in line with Paragraph 182 of the NPPF:

The Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. A local planning authority should submit a plan for examination which it considers is "sound" – namely that it is:

- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;



●● **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;

●● **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and

●● **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

2.13 An important element is to ensure the Council has an up-to-date Local Plan in place to:

- ensure there is sufficient land available to boost housing supply and
- facilitate the creation of employment opportunities and
- establish some key development management policies to promote prosperity and at the same time protect key environment assets in the District.

In this regard it is imperative that the Council progress a plan that will deliver the adopted Core Strategy as quickly as feasible but also to allow sufficient time to ensure that the plan is robust and will succeed when tested at Examination in Public (EIP).

2.14 The way the new local plan is approached and therefore its format and scope is consequently largely determined by the above requirements. It is also influenced by the Council's own objectives and resources as well as input from stakeholders. The new local plan's scope is also pre-determined by the Selby District Core Strategy. All the strategic decisions have already been made and the new local plan will consider the detailed options of delivering that first part of the Plan.

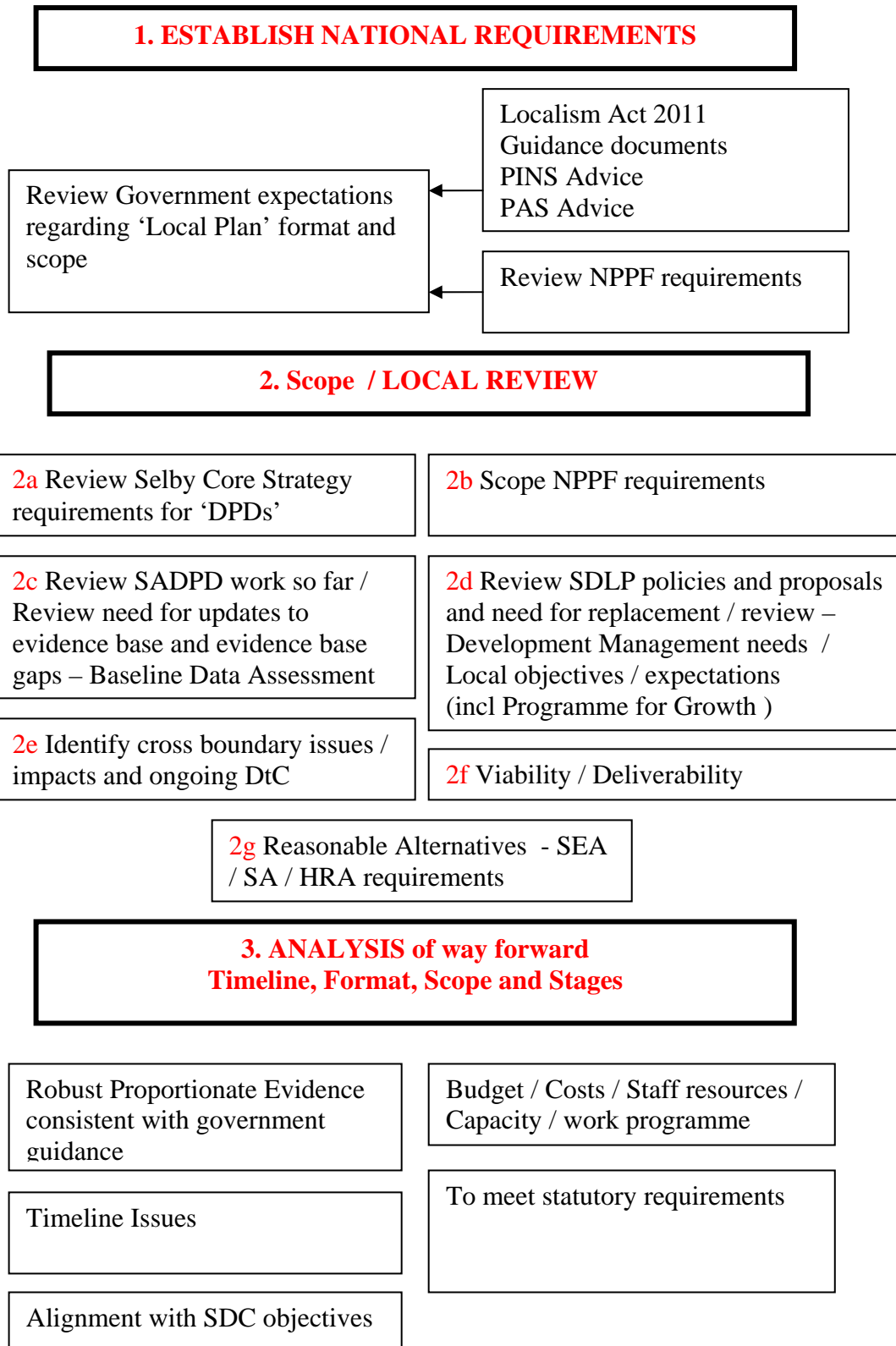
2.15 It is clear from working with the Planning Advisory Service and experience of other local authorities that it is important that the approach in Selby reflects our circumstances.

2.16 As such it is recommended that the Council progress with a combined Sites and Policies Local Plan (the new sites and policies plan – the SAPP) which will incorporate site allocations and the development management policies which are necessary and appropriate for Selby District to deliver the Core Strategy within national policy.

2.17 This report sets out the factors that influence what the new Sites and Policies Local Plan should look like and sets an achievable timescale that can be delivered to meet these requirements based on a carefully considered assessment of staff and other resources needed to produce a robust but minimalist plan. It includes an outline of the potential scope of the SAPP, its broad content, the draft timetable for statutory stages, the basis for a new Local Development Scheme and a context for Executive liaison through the preparation process (see end of section 3).

### 3. Scope of new Sites and Policies Plan (SAPP) and Timetable

3.1 The work which is currently being undertaken on scoping the SAPP, is following the process in the diagram below:



- 3.2 The scoping exercise is currently ongoing and officers will report back with further details in November in order for the Executive to consider recommending the content of the Issue and Options document for Council approval for public participation in early 2014. In the meantime the key issues are outlined below.

*2a Core Strategy requirements*

- 3.3 The Selby District Core Strategy Local Plan sets the framework for local planning policies and specifies what the subsequent local plan document will cover. The SAPP's role is to deliver the Core Strategy and remain in line with national policy

*2b NPPF requirements*

- 3.4 The Localism Act 2011, NPPF 2012 and the 2012 Local Plan Regulations set the framework for the format and content of Local Plans. The Planning Advisory Service (PAS) has advised officers that the Council ought to be producing a new style local plan rather than separate development plan documents.

*2c Reviewing SADPD*

- 3.5 Officers have already begun work on reviewing the previous work on the SADPD.
- 3.6 In order to meet the legal and soundness tests it is imperative that the following is undertaken:
- review the SADPD technical evidence base in detail to determine what is still relevant and what must be updated.
  - take stock of all the previous representations (these will inform the Issues and Options stage of the new SAPP)
  - assess the consistency of the SADPD proposals with the new NPPF and against the revised Core Strategy

- 3.7 For example Fairburn is no longer a Designated Service Village and Escrick is now a Designated Service Village. The Core Strategy now also makes provision for a Green Belt review (which will assess whether there are exceptional circumstances to alter any boundaries) as well as a review of Development Limits in all settlements.

- 3.8 The previous work on the SADPD and representations received will be a fundamental part of the new Issues and Options stage and help to form the basis of the consultation in order to obtain further views from stakeholders.

*2d Reviewing SDLP Development Management policies / local objectives*

- 3.9 The NPPF provides much more emphasis on deliverability and viability and working across boundaries. The Core Strategy provides the strategic planning policy for the District (it also provides a framework for supporting much of the Council's 'Programme for Growth').
- 3.10 Because it is proposed that the new SAPP will incorporate

development management policies, some early work has been undertaken on assessing which existing SDLP policies and proposals need replacement, reviewing, removing, or adding to in the light of the Core Strategy, NPPF and development management requirements. Considerable further work needs to be done on this to ensure any decisions can be justified – again a key element of the Issue and Options consultation.

- 3.11 In general terms the SAPP would cover site allocations for housing and employment and other uses, as well as any necessary spatial policies and proposals and incorporate only the development management policies needed to deliver the Core Strategy.

*2e Identify cross boundary issues / impacts and on-going Duty to Cooperate (DTC)*

- 3.12 The Localism Act 2011 (Section 110 which introduced a new Section 33A to the Planning and Compulsory Planning Act 2004) introduces the duty to co-operate which applies to all Local Planning Authorities in England as well as a number of other public bodies. It requires Local Planning Authorities to engage constructively, actively and on an ongoing basis during the preparation of local plan documents to develop strategic policies.

- 3.13 The duty to co-operate is a legal test and is further developed in the National Planning Policy Framework as part of the soundness test for local plans as they go through independent examination. The duty to cooperate is a continuous process of engagement through the plan preparation process and not simply a matter of consulting adjacent authorities on proposals which have already been determined, and is also, by its nature time consuming.

- 3.14 Officers have begun to assess what the significant impacts might be across the Selby District boundary and will be discussing these issues with colleagues through the duty to cooperate officer groups which have been set up in the region at both the LCR and NY&Y. This will be ongoing at all levels throughout the plan making process at officer and Councillor level to demonstrate that the Council has worked collaboratively with other bodies (not just local authorities) to ensure that the strategic priorities across local boundaries are properly coordinated. See also the Executive Report E/13/20 5 September 2013 on duty to cooperate).

*2f Viability / Deliverability*

- 3.15 This is an area of work which has much more emphasis in the new planning system and it is clear that plans must demonstrate they are viable and deliverable and all the more important for those intended to bring forward specific sites for development. Officers are investigating the necessary requirements against which proposals must be developed and against which an inspector will test the plan at EIP.

*2g Reasonable Alternatives - SEA / SA / HRA requirements*

- 3.16 Strategic Environment Assessment/Sustainability Appraisal and an

Appropriate Assessment under the Habitat Regulations (or the Habitat Regulations Assessment) are statutory requirements. The SEA/SA is iterative and a key element in developing the policies and proposals in the local plan.

- 3.17 Early scoping is underway and will form part of the Issues and Options consultation.

*3. ANALYSIS of way forward – Timeline, Format, Scope and Stages*

- 3.18 It is recommended that the SAPP preparation process can be undertaken in stages. The first stage of scoping and evidence gathering and analysis is already underway and it is proposed that the public participation is undertaken at the earliest opportunity in order to identify the key issues and options for the plan and inform the scope of the detailed evidence required for the subsequent stages. The intention is to focus on matters that are critical to delivering the Core Strategy rather than produce a plan that could cover every eventuality. This is in pursuit of an efficient and effective plan making process seeking the earliest possible submission.
- 3.19 Evidence from the paused work on the SADPD is being reviewed as well as the relevant components of the Core Strategy evidence base. This first stage of the background evidence base updates and new requirements will continue to be undertaken over the next few months. The second, more detailed stage will be undertaken following the Issues and Options public participation in order to focus resources on the key elements in the light of the public participation.
- 3.20 In this way, it will also be possible to take into account the emerging new central government planning guidance which will accompany the NPPF. It is noted that draft guidance on a number of key topics are currently out for consultation and final versions are expected to be published online by central government later this year.
- 3.21 Officers have considered the potential range of tasks/projects needed to make progress and this has been considered against the time and resources needed to achieve the key milestones. Some of these are high priority and work has begun on these already including:
- Establish detailed requirements of NPPF and Core Strategy
  - Review SADPD evidence and representations
  - Review of SDLP policies
  - Identify priorities for evidence base.
  - Update and improve the Strategic Land Availability Assessment (SLAA) (call for sites already underway Sept /Oct 2013)
  - Scope the Employment Land Review / retail & commercial & leisure study
  - Establish the Green Belt review methodology
  - Establish the Development Limits review method
  - Establish the Flood risk assessment requirements

- Scope the Highways capacity studies
- Draft the Duty to Cooperate matrix
- Establish the need for Climate Change / Renewable energy studies
- G&T allocations / search areas (see Traveller Needs Assessment 2013, Council, 10 September, report reference C/13/2)

3.22 Officers' recommendation is to progress to a first public participation as early as possible on Issues and Options for the SAPP in the light of the delays so far. The timetable for this stage and subsequent stages is proposed as follows:

Background work and 1 <sup>st</sup> stage evidence	April – Dec 2013
Council Approval Process	Oct – Dec 2013
<b>Issues and Options Consultation</b>	<b>Jan – Feb 2014</b>
Analyses of reps and 2 <sup>nd</sup> stage evidence base	Jan – Oct 2014
Developing sites and policies	July – Oct 2014
Council Approval Process	Sept – Nov 2014
<b>Preferred Options / Draft Plan Consultation</b>	<b>Dec 2014 - Jan 2015</b>
Reps analysis, further evidence Final version of sites and policies	Jan – May 2015
Council Approval Process of Publication Version for Submission	June – July 2015
<b>Publication</b>	Aug – Sept 2015
<b>Submission</b>	Dec 2015
EIP	Aug 2016
Adoption	Nov 2016

3.23 Appendix 1 summarises the key milestones and Appendix 2 provides more information on the anticipated tasks involved and envisaged content of the SAPP (not exhaustive and subject to change) which pre-determine the timetable.

3.24 Although the actual content of the SAPP will be developed through the Issues and Options stage, in general terms the broad scope of the SAPP may be:

**Aims** – to deliver the Core Strategy consistent with NPPF.

**Objectives** -

- To meet housing and employment needs
- To provide other identified needs (for example town centres)
- To deliver new development sites (allocations)
- To translate strategy into place specific policies and proposals for example:
  - Designations to promote growth
  - Designations to protect assets
  - Special Policy Areas (consider approach to former mine sites, Established Employment Areas, power stations)
  - Consider Exceptional Circumstances to alter Green Belt boundaries and designate Safeguarded Land
  - Development Limits review / Strategic Countryside Gaps review
- To provide further policy / designations on specific topics e.g.
  - Climate change and Renewable Energy
  - Rural Exceptions Sites
  - Travellers
- To provide supporting detailed Development Management criteria based policies only where necessary in order to avoid overly detailed policies and providing too many policies with little relevance.

3.25 The Executive is asked to approve the timetable in Appendix 1 and the broad content in Appendix 2 as a framework upon which officers can develop the SAPP and bring a further report for consideration by Executive in November to consider recommending to Council, the draft Issues and Options document for the public participation stage in the New Year .

**Executive Liaison**

3.26 Plan preparation is inherently a complex process. In order to progress the plan it will be necessary for officers to present all relevant information to the Executive for their consideration in making informed decisions at each stage in the process. This will involve analyses of technical reports and the evidence base and taking into account all

relevant aspects such as stakeholder views in developing the plan policies and proposals.

- 3.27 One way of dealing with this is for a specific councillor steering group being established (similar to a Task and Finish Group). However, the ability of a small authority like Selby to service such an additional layer in the council committee structure renders this option unworkable on a practical level. It would also extend the timetable contrary to the objective of achieving an up-to-date plan in a timely fashion.
- 3.28 Instead it is recommended that Executive delegate day-to-day liaison between officers and the Executive to the Lead Member for Place Shaping. The Lead Member for Place Shaping would not make any policy decisions. Policy decisions would still be made by Council on recommendation from the Executive however the liaison role would ensure that planning policy options are explored and developed in line with the expectations of the Executive.

#### **4. Revised Local Development Scheme**

- 4.1 Local Planning Authorities (LPA) are required under the Planning and Compulsory Purchase Act 2004 (as amended) to prepare and maintain an up to date Local Development Scheme (LDS).
- 4.2 The LDS sets out the programme for producing other general and area specific development plan documents that will support the Core Strategy. The LDS, as a key project management tool, will ensure that the policies and proposals of the Core Strategy are brought forward in such a way that ensures areas of greatest priority and need are tackled first. This will help to secure implementation and timely delivery of the Core Strategy's objectives.
- 4.3 Over a three year period the LDS identifies the main documents constituting the new Local Plan to be prepared including their coverage and status. Progress in achieving the LDS is monitored in the Authorities Monitoring Report (AMR). The LDS sets the statutory stages for consultation, submission and adoption and it should be realistic.
- 4.4 The current Selby District LDS (for 2010 – 2013) was agreed in 2010 which dealt with the Core Strategy and the two subsequent development plan documents (the SADPD and DMDPD). The revised approach outline in this report should be incorporated into a new LDS which must be formally approved by the Council..
- 4.5 Section 3 above outlines the format and resultant timetable for producing the new SAPP. It aims to deliver a fit for purpose development plan concentrating on the absolute key issues for the District within limited resources and the need to get the plan in place as soon as practicable.
- 4.6 The proposed revised Selby District LDS incorporates both the SAPP and two other documents which are programmed to be progressed to Examination over the next 3 years. These are:



- The Appleton Roebuck and Acaster Selby Neighbourhood Plan
  - The Selby District Community Infrastructure Levy (CIL)
- 4.7 The Executive is asked to recommend to Council to approve the revised draft LDS provided in Appendix 3.

## **5. Legal/Financial Controls and other Policy matters**

### ***Legal Issues***

- 5.1 The Council as Local Planning Authority has a statutory duty to provide an up-to-date local plan. The plan must be legally compliant and meet the soundness tests as laid down by the relevant Acts and Regulations and the NPPF. The plan must be consistent with the strategic policies in the Selby District Core Strategy and national policy in the NPPF having regard to relevant guidance.
- 5.2 This report sets out the format, scope and broad content of the proposed new SAPP local plan and the timetable to achieve this.

### ***Financial Issues***

- 5.3 Only some of the elements of the site allocations work are covered by existing LDF budget which was established to cover the Core Strategy and SADPD.
- 5.4 The delays in the Core Strategy have meant that (a) more of the LDF budget than originally planned was used for those additional expenses reducing what was available for the SADPD, and, (b) some of the evidence base which had previously been relied upon for Core Strategy and SADPD now needs updating.
- 5.5 In addition, because of changes to the planning system, the proposed new SAPP Local Plan will also cover the Development Management policies and those elements never had any monies allocated within the LDF budget and would now need covering.
- 5.6 By its very nature the new planning system (and as proven by recent EIPs under the new system) requires ever increasing demonstration of robustness to meet legal and soundness tests (for example deliverability, viability and duty to cooperate).
- 5.7 However it is also envisaged that the SAPP under the new planning system will have a narrower range of policies in comparison to the existing SDLP and within the context of the NPPF. In addition, by joining the Site Allocations and Development Management documents rather than doing them in sequence, there are savings that can be made by using a focused shared evidence base building upon the previously paused work on the SADPD.
- 5.8 As such, it is anticipated that there will be sufficient funds allocated for the SAPP costs from the existing LDF budget. However there is a shortfall of approximately £70,000 for the SAPP Examination in Public

which will be bid for during 2013/14 for the 2014/15 financial year.

- 5.9 The programme depends on the use of all planning qualified staff plus the support of generic policy staff for some aspects of the work as well as business support. The timetable also envisages that key elements are supported by the use of external expertise as required.
- 5.10 The progression of the SAPP will aim to deliver both the housing and employment needs in the Core Strategy bringing jobs to the District and New Homes Bonus.

## **6. Conclusions**

- 6.1 The progression of the new local plan will concentrate on the key issues for Selby District while meeting the statutory requirements including proportionate evidence base, positively prepared and the increased emphasis on deliverability. The plan will promote development and increase prosperity for the District. It is important that it is progressed in a timely manner.
- 6.2 The revised statutory Local Development Scheme sets out the programme for progressing both the Sites and Policies Local Plan and other key planning documents over the next 3 years.

## **Background Documents**

Selby District Council Fourth Local Development Scheme 2010-2013

## **Contact Details**

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## **Appendices:**

Appendix 1 Draft SAPP Timeline

Appendix 2 Broad SAPP Content, Key Tasks and Timescales

Appendix 3 Draft LDS 2013-2016

## **Abbreviations / Glossary**

DPD	Development Plan Document
NPPF	National Planning Policy Framework
LDF	Local Development Framework
LDS	Local Development Scheme
SAPP	Sites and Policies Plan
SADPD	Site Allocations Development Plan Document
I&Os	Issues and Options
DMDPD	Development Management Development Plan Document
EIP	Examination in Public
SEA	Strategic Environmental Assessment
SA	Sustainability Appraisal
HRA	Habitats Regulation Assessment or Appropriate Assessment
SDLP	Selby District Local Plan
PPG	Planning Policy Guidance note
PPS	Planning Policy Statement
DTC	Duty to Cooperate
LPA	Local Planning Authorities
AMR	Authorities Monitoring Report
LCR	Leeds City Region
NY&Y	North Yorkshire and York Sub-Area

Appendix 1 Draft Timetable for SAPP (as set out in the proposed revised LDS 2013-2016)

SAPP Timetable

2013							2014							2015							2016																																							
J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D																		
							I											D									P			S			PH	E					R			A																		

Key:

- Preparation / Research / Analysis
- I Issues and Options Consultation
- D Draft Consultation / Preferred Options
- P Publication
- S Submission to SoS
- PH Pre-Hearing Meeting
- E Examination
- R Inspector's Report
- A Adoption

## Appendix 2 Outline of Broad Content and Key Stages for SAPP

Note: Subject to allocated staff and financial resources. Not exhaustive and subject to change

Key Stage	Scope	Evidence and Work Required	Key Dates
<b>Issues and Options</b>	<p>Aims &amp; Objectives</p> <p>a stock take of where we are since SADPD</p> <p>what the scope of the SAPP should be</p> <p>the key issues</p> <p>Cross boundary issues / impacts / DTC</p> <p>options (reasonable alternatives)</p> <p>methodology for distribution of precise scale and location of housing and employment sites</p> <p>Indicative figures for individual settlements and pool of sites</p> <p>Approach to Green Belt / method</p> <p>Approach to Development Limits / method</p> <p>Consider what designations need reviewing</p> <p>Approach to Development Management policies required</p> <p>I&amp;O Sustainability Appraisal</p> <ul style="list-style-type: none"> <li>DTC evidence / statement</li> </ul>	<p>Schedule of SADPDs and responses</p> <p>Strategic Land Availability Assessment</p> <p>ELR / RCLS updates stage 1</p> <p>AMR / base date figures</p> <p>IDP initial update</p> <p>SFRA scope? Liaise with EA</p> <p>Highways Capacity Studies scope?– Liaise with NYCC/HA</p> <p>Green Belt Review scope</p> <p>Development Limits review scope</p> <p>Climate change / RE study stage 1</p> <p>G&amp;T TNA</p> <p>Databases / GIS mapping / Policies Map</p> <p>Communications strategy</p> <p>Whole plan Viability work – initial scope</p> <p>SA / SEA - scoping</p> <p>DTC matrix - work with local authority neighbours and other bodies</p>	<p>1<sup>st</sup> Stage Evidence / Prep April 2013 – Dec 2013</p> <p>Council Approval Process Oct 2013 – Dec 2013</p> <p>Stakeholder Participation Jan / Feb 2014</p>

Appendix 2 Exec 3 October 2013

Key Stage	Scope	Evidence and Work Required	Key Dates
<p><b>Draft / Preferred Options</b></p>	<p><b>Refining above</b></p> <p>Aims and Objectives</p> <p>Preferred approach for distribution of precise scale and location of housing and employment sites</p> <p>Precise figures for individual settlements and preferred sites</p> <p>Implement Green Belt review and identify Safeguarded Land</p> <p>Implement Development Limits review</p> <p>Implement Strategic Countryside Gap review</p> <p>Establish new designations / revised SDLP designations</p> <p>New / revised designations / Special Policy Areas</p> <p>Establish limited range of DEVELOPMENT MANAGEMENT policies required / Draft DEVELOPMENT MANAGEMENT policies</p> <p>PO/Draft Sustainability Appraisal</p> <p>DTC evidence / statement – mitigation</p> <p>Site allocations and associated policies / requirements</p> <p>Heritage / environmental assets / recreation / biodiversity etc.</p>	<p><b>Refining of all above e.g.</b></p> <p>Parish surveys / PC questionnaires</p> <p>Settlement studies / IDP</p> <p>Site appraisal methodology / field work / desk work</p> <p>Survey and analysis – Development Limits</p> <p>Survey and analysis Green Belt review boundaries – any proposed changes to boundaries</p> <p>Further evidence for Policy development and designations as required</p> <p>DTC</p> <p>SA/SEA Background Papers / analysis</p> <p>Green stuff - recreation, amenity, biodiversity (ROS, SCG, GI etc)</p> <p>Technical site requirements</p>	<p>Reps analysis and further evidence work, sites and policy development Jan 14 – Oct 14</p> <p>Developing sites and policies details July – Oct 2014</p> <p>Council Approval Process Sept – Nov 2014</p> <p>Stakeholder Participation Dec 2014 – Jan 2015</p>

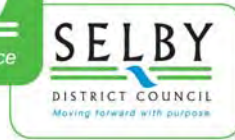
Appendix 2 Exec 3 October 2013

Key Stage	Scope	Evidence and Work Required	Key Dates
<b>PUBLICATION / SUBMISISON VERSION</b>	Final version of everything	All the detailed work to meet legal compliance and 4 tests of soundness	<p>Reps analysis and final evidence work, sites and policy development Jan - May 2015</p> <p>Council Approval Process June - July 2015</p> <p>Publication Aug – Sept 2015</p> <p>Submission Dec 2015 / Jan 2016</p>
<b>EIP</b>			April / May 2016
<b>Inspector's Report</b>			August 2016
<b>Adoption</b>			November 2016

**Selby District Council**  
**Fifth Local Development Scheme**  
**2013 – 2016**

**3 October 2013 Draft**

DRAFT





## 1. Introduction

- 1.1 The Council is preparing a series of Local Plan documents required under the Planning and Compulsory Purchase Act 2004<sup>1</sup> and Localism Act 2011, which will form part of the new Local Plan formerly known as the 'Local Development Framework' (LDF). The Council's programme for development plan production is set out in this Local Development Scheme.
- 1.2 When adopted over the next few years, the new style plans will replace those policies in the 2005 Selby District Local Plan, which are 'saved' under transitional legislation until replaced by policies in the new Local Plan.
- 1.3 This includes the Core Strategy 2013 and the separate forthcoming Site Allocations and Policies Local Plan (SAPP) which incorporate site specific allocations, policies and proposals, and development management policies.
- 1.4 The Selby District Core Strategy Local Plan was adopted on 22 October 2013. Local Planning Authorities (LPA) are required under the Planning and Compulsory Purchase Act 2004 (as amended) to prepare and maintain an up to date Local Development Scheme (LDS) which sets out the programme for producing other general and area specific development plan documents that will support the Core Strategy
- 1.5 The LDS, as a key project management tool, will ensure that the policies and proposals of the Core Strategy are brought forward in such a way that ensures areas of greatest priority and need are tackled first. This will help to secure implementation and timely delivery of the Core Strategy's objectives.
- 1.6 Over a three year period the LDS identifies the main documents constituting the new Local Plan to be prepared including their coverage and status. Progress in achieving the LDS is monitored in the Authorities Monitoring Report (AMR). The LDS sets the statutory stages for consultation, submission and adoption and it should be realistic.
- 1.7 This document is the District Council's Fifth Local Development Scheme which in accordance with Planning and Compulsory Purchase Act 2004, Section 15(2) as amended, specifies:
  - the local development documents which are to be development plan documents;
  - the subject matter and geographical area to which each development plan document is to relate;
  - which development plan documents (if any) are to be prepared jointly with one or more other local planning authorities;
  - any matter or area in respect of which the authority have agreed (or propose to agree) to the constitution of a joint

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<sup>1</sup> Defined in Section 38 of the Act as amended

committee under section 29;

- the timetable for the preparation and revision of the development plan documents;
- such other matters as are prescribed.

1.8 This Fifth LDS is brought into effect from 22 October 2013 by resolution of the Council.<sup>2</sup>

1.9 Copies of the Local Development Scheme are available for inspection at the Customer Contact Centre, Access Selby, Selby or may be downloaded from the Council's website [www.selby.gov.uk](http://www.selby.gov.uk).

## **2. Overview of the Plan Making System**

2.1 The Localism Act 2011 and National Planning Policy Framework (NPPF, 2012) introduced changes to the planning system which reflect a move towards a Local Plan rather than separate Development Plan Documents (DPDs). Local Plans are prepared by District Councils except that Local Plan documents relating to waste and minerals matters continue to be prepared by the County Council as the Minerals Planning Authority.

2.2 Planning applications are determined against the policies in the development plan unless material considerations indicate otherwise. For Selby District, the development plan includes adopted Local Plans<sup>3</sup> and neighbourhood plans and is defined in section 38 of the Planning and Compulsory Purchase Act 2004 (as amended).

2.3 The Selby District Core Strategy Local Plan 2013 is the first new-style Local Plan document to be produced by the Council and provides a strategic context with which subsequent Local Plan documents must conform. The Core Strategy covers the 16 year period from 2011 to 2027.

2.4 Further Local Plan documents will provide for the detailed policies and proposals to deliver the Core Strategy Vision, Aims and Objectives.

2.5 Other documents such as Supplementary Planning Documents may also be used in determining applications but planning policy may only be established through the statutory development plan.

2.6 Neighbourhood Plans are prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area. Neighbourhood Plans must be in general conformity with the strategic policies in the Local Plan. They may shape and direct sustainable development in their area and set planning policies to determine decisions on planning applications.

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<sup>2</sup> As required by Planning and Compulsory Purchase Act 2004, Section 15(7) as amended.

<sup>3</sup> The 'Local Plan' comprises the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. It includes the Core Strategy and other planning policies which under the regulations would be considered to be development plan documents. The term includes old policies which have been saved under the 2004 Act and this therefore includes the Selby District Local Plan. The SDLP was prepared under the Town and Country Planning Act 1990 and policies saved under the 2004 Act on adoption in 2005 and then 'extended' on 8 February 2008 by Direction of the Secretary of State under the 2004 Act until such time as superseded.

- 2.7 The current 'development plan' for the Selby District therefore comprises:
- The Selby District Core Strategy Local Plan 2013
  - 'Saved' policies in the Selby District Local Plan (adopted 2005 and saved by direction of the Secretary of State 2008) and which are not specifically replaced by policies in the Selby District Core Strategy Local Plan, 2013
  - 'Saved' policies in the North Yorkshire Minerals Local Plan (1997)<sup>4</sup>
  - 'Saved' policies in the North Yorkshire Waste Local Plan (2006)<sup>5</sup>

*Selby District Local Plan (SDLP)*

- 2.8 The Selby District Local Plan was adopted in February 2005.
- 2.9 Transitional arrangements enabled policies and proposals in adopted development plans to be 'saved', initially for up to three years from commencement of the new legislation or until replaced by individual DPD policies.
- 2.10 In the case of Selby District Local Plan the three year 'saved' period ran until February 2008 but those policies which remain consistent with national and regional policy have been further extended indefinitely (or until replaced), by Direction of the Secretary of State's approval. The 'saved' policies may be viewed on the Council website.

*Minerals and Waste Local Plans*

- 2.11 Policies in the Minerals Local Plan (December 1997) and Waste Local Plan (October 2006) prepared by North Yorkshire County Council have also been 'saved' until replaced by the Minerals and Waste Local Plan which is currently in preparation.

*Supplementary Planning Guidance (SPG) and Supplementary Planning Documents (SPD)*

- 2.12 The Council has prepared a number of documents to supplement policies and proposals in the SDLP, including development briefs for key allocations. While Supplementary Planning Guidance (SPG) cannot be formally 'saved', it may continue to supplement 'saved' Local Plan policies.
- 2.13 The Council has also approved a Developer Contributions Supplementary Planning Document (SPD) which supports the implementation of relevant saved SDLP policies and successor Selby District Core Strategy Policies where these have been replaced.

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<sup>4</sup> Until superseded by the Minerals and Waste Local Plan

<sup>5</sup> Until superseded by the Minerals and Waste Local Plan

- 2.14 Appendix 1 sets out existing SPG and SPD that will continue to be considered as a material planning consideration until the relevant policies are replaced by Local Plan policies or replacement SPD.
- 2.15 Any future Supplementary Planning Documents (SPD) will also be material considerations in the planning process but are not be subject to examination. SPDs may cover issues such as developer contributions, affordable housing, development briefs and design statements. The Council may progress further SPDs to support the Local Plan but details of timetable and content of SPDs are no longer included in the Local Development Scheme.

*Associated Documents*

- 2.16 The Local Plan is accompanied by other associated documents which do not form part of the Local Plan itself and are therefore not part of this LDS. They include the:
- Authority Monitoring Report (AMR)
  - Statement of Community Involvement (SCI)
  - Strategic Environmental Assessment and Sustainability Appraisal (SEA/SA) and Habitats Regulations Assessment (HRA)

**3. Programme of New Local Plan Documents**

*Summary of proposed new Local Plan documents*

- 3.1 The Schedule of proposed new Local Plan Documents is provided in Table 1 at the end of this section. Table 1 sets out the subject matter and summarise the expected timetable for the production of the proposed documents, including the main public participation milestones and statutory stages.
- 3.2 Appendix 2 provides an overall profile of the proposed new Local Plan documents, including details of their purpose, chain of conformity, the main milestones during preparation and the arrangements for production.

*Selby District Sites and Policies Local Plan (SAPP)*

- 3.3 The Council plans to produce a Local Plan document over the next 3 years to include all the site allocations, spatial planning policies and proposals, and development management policies necessary to deliver the Core Strategy.
- 3.4 Therefore, this Selby District Sites and Policies Local Plan (SAPP), which covers the administrative area of the whole of Selby District, is included in this updated Local Development Scheme (for 2013 – 2016). A Policies Map will be produced where necessary to reflect the site-specific content.
- 3.5 The programme for the SAPP has regard to the level of available

resources, and the aims, objectives and priorities identified in the Council's policies and strategies.

- 3.6 The SAPP profile which covers the subject matter is provide at Appendix 2 and the timetable for preparation is shown in Timetable Chart 1

*Community Infrastructure Levy (CIL)*

- 3.7 The Council is investigating the need for a Community Infrastructure Levy in terms of the strategic infrastructure required to accommodate the planned growth set out in the Core Strategy 2013. Should there be a need for such investment, then the Council will investigate the economic viability of a Levy to be placed on all new development in order to raise capital to contribute towards those infrastructure improvements.
- 3.8 If the need is established, and studies show that a Levy is viable, then the Council will develop, consult upon and ultimately adopt a Charging Schedule and Regulation 123 List that will set out what infrastructure project those contributions will be made towards.
- 3.9 A meaningful proportion of CIL monies will be given to Parish Councils.
- 3.10 The CIL profile which covers the subject matter is provide at Appendix 2 and the timetable for preparation is shown in Timetable Chart 2

*Neighbourhood Plans (NP)*

- 3.11 The Council has a duty to assist Parish Councils and any new Neighbourhood Forum to prepare a Neighbourhood Plan. This is a localised planning policy document that will carry the same status as the Council's Local Plan documents, where it is in conformity with the Council's documents.
- 3.12 The Council is working on a pilot Neighbourhood Plan with Appleton Roebuck and Acaster Selby Parish Council (ARAS). Once this pilot is complete, the Council may use its experience to develop a package of assistance to offer other Parish Councils to prepare their own Neighbourhood Plans.
- 3.13 The ARAS NP profile which covers the subject matter is provide at Appendix 2 and the timetable for preparation is shown in Timetable Chart 3.

Table 1 Schedule of Proposed Local Plan Documents

Document Name	Description	Chain of Conformity	Broad Stages of Production					
			Public Participation on Issues and Options	Consultation on draft / Preferred Options	Publication of Submission	Submission to Secretary of State	Receipt of Inspector's Report	Estimated date of adoption
<b>Selby District Sites and Policies Local Plan</b>  <b>(SAPP)</b>	District-wide details of sites allocated for housing (including gypsy and traveller sites), employment and other land uses, and related policies. Spatial policies and proposals. General policies to manage the use and development of land.	With national guidance, and the Core Strategy	Public Participation on Issues and Options	Consultation on draft / Preferred Options	Publication of Submission	Submission to Secretary of State	Receipt of Inspector's Report	Estimated date of adoption
			January - February 2014	Dec 2014 / Jan 2015	August /September 2015	December 2015 / January 2016	August 2016	November 2016
<b>Community Infrastructure Levy</b>  <b>(CIL)</b>	District-wide schedule of levy to be paid per Sqm of new floorspace, to contribute towards strategic infrastructure projects.	With national guidance, and the Core Strategy	Consultation on Preliminary Draft Charging Schedule and Regulation 123 List	Draft Charging Schedule consultation	Submission to Secretary of State	Examination in Public	Receipt of Inspector's Report	Estimated date of adoption
			January 2014	May 2014	August 2014	November 2014	February 2015	April 2015
<b>Appleton Roebuck and Acaster Selby Neighbourhood Plan</b>	Local policy document limited to ARAS Parish boundary. May contain details of sites allocated for	With national guidance, and the Core Strategy, and emerging SAPP	Area Designation Application	Parish Surveys	Consultation on Draft Plan	Examination in Public	Referendum	Estimated date of adoption
			August 2013	October 2014	March 2014	July 2014	September 2014	October 2014

Appendix 3 Executive 3 October 2013

<p><b>(ARAS NP)</b></p>	<p>housing (including gypsy and traveller sites), employment and other purposes and related policies.  General policies to manage the use and development of land.</p>							
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**Timetable Chart 1: Selby District Sites and Policies Local Plan (the SAPP)**

2013							2014							2015							2016																																																																																																								
J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D																																																																																			
							I											D												P												S															PH									E																								R																								A											

**Key:**

- Preparation / Research / Analysis
- I Issues and Options Consultation
- D Draft Consultation / Preferred Options
- P Publication
- S Submission to SoS
- PH Pre-Hearing Meeting
- E Examination
- R Inspector's Report
- A Adoption

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**Timetable Chart 2: Community Infrastructure Levy (CIL)**

2013							2014							2015																	
J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	

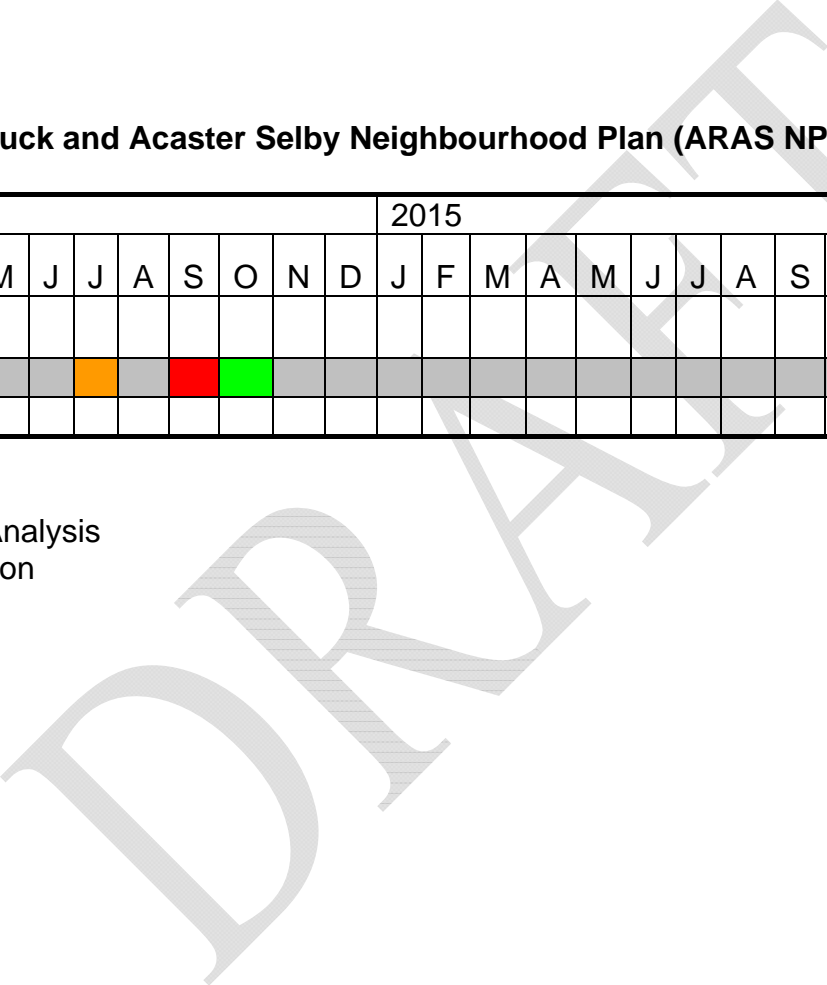
- Key:**
- Preparation / Research / Analysis
  - Consultation on Preliminary Draft Charging Schedule and Regulation 123 List
  - Draft Charging Schedule consultation
  - Submission to Secretary of State
  - Examination
  - Inspector's Report
  - Adoption

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**Timetable Chart 3: Appleton Roebuck and Acaster Selby Neighbourhood Plan (ARAS NP)**

2013							2014							2015																
J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
		Yellow	Grey	Magenta	Magenta	Magenta	Grey	Grey	Cyan	Cyan	Grey	Orange	Grey	Red	Green	Grey	Grey	Grey	Grey	Grey	Grey	Grey	Grey	Grey	Grey	Grey	Grey	Grey	Grey	

- Key:**
- Grey: Preparation / Research / Analysis
  - Yellow: Area application consultation
  - Magenta: Parish Surveys
  - Cyan: Consultation on draft plan
  - Orange: Examination
  - Red: Referendum
  - Green: Adoption



#### **4. Monitoring and Review**

- 4.1 The Council will continue to monitor annually how effective its planning policies and proposals are in meeting stated objectives. This includes publishing its Authorities Monitoring Report (AMR) each year covering the period 1 April to 31 March.
- 4.2 Depending on the stage reached in the process, the AMR will assess:
- whether the Council is meeting the timescales and milestones in the LDS and, if not the reasons why;
  - the extent to which policy objectives are being achieved;
  - whether any policies need to be replaced to meet sustainable development objectives; and
  - what action needs to be taken if policies need to be replaced
- 4.3 As a result of monitoring, the Council will consider what changes, if any, need to be made to its Local Plan, and will bring these forward through reviews of this LDS.

#### **5. Joint Working**

- 5.1 It is not currently proposed to prepare any joint Local Plan documents with neighbouring local authorities. However, the Council is working in partnership with other local authorities to ensure that cross boundary issues are fully addressed under its duty to cooperate (Localism Act 2011 and the National Planning Policy Framework (NPPF, 2012)).
- 5.2 North Yorkshire County Council will contribute to the Council's plan making, particularly with regard to transport and education matters, and advice on strategic planning, monitoring and intelligence, biodiversity, landscape, archaeology and sustainability aspects, but are not specifically jointly preparing any Local Plan documents.
- 5.3 The Council will also work with other public bodies such as the Environment Agency and Highways Agency, as well as key stakeholders in preparing the Local Plan.

## **Appendix 1: Current SPG and SPD**

### Current Supplementary Planning Guidance (SPG)

- Village/Town Design Statements
  - Selby Town Design Statement (March 2004)
  - Fairburn Village Design Statement ( September 2005 )
  
- Site Development Briefs
  - Land between Abbot's Road and Selby Bypass, Staynor Hall (July 2003)
  - Land at Holmes Lane, Selby (January 2005)
  - Land between Low Street and Common Lane, South Milford (February 2003)
  - Land between Low Street and Moor Lane, Sherburn in Elmet (July 2003)
  
- Other Guidance
  - Shop Fronts (May 1996)
  - Interim Policy for Illuminated Advertisements in Conservation Areas (May 1996)
  - Interim Policy for Advanced Warning Signs (June 1997)
  - Riccall Airfield Development Brief (June 1987)
  - Biodiversity Action Plan (August 2004)

### Current Supplementary Planning Documents (SPD)

- Village Design Statements
  - Brayton (December 2009)
  - Cawood (December 2009)
  - Hemingbrough (December 2009)
  - Osgodby (December 2009)
  - Sherburn in Elmet (December 2009)
  - Skipwith (December 2009)
  - South Milford (December 2009)
  - Stillingfleet (December 2009)
  - Wistow (December 2009)
  - Appleton Roebuck (February 2012)
  - Barlow (February 2012)
  - Bilbrough (February 2012)
  - Brotherton (February 2012)
  - Byram (February 2012)
  - Carlton (February 2012)
  - Church Fenton (February 2012)
  - Hensall (February 2012)
  - Monk Fryston (February 2012)
  - Newton Kyme (February 2012)
  - North Duffield (February 2012)
  - Riccall (February 2012)
  - Stutton (February 2012)
  - Ulleskelf (February 2012)
  - Womersley (February 2012)
  
- Other Guidance
  - Developer Contributions SPD (March 2007)

**Appendix 2: Local Plan Document Profiles**

<b>Sites Allocations and Policies Local Plan (SAPP)</b>	
Document Details	
Role and Subject	<ul style="list-style-type: none"> <li>• Will identify site specific allocations for housing (including gypsy and traveller sites), employment and other purposes and related policies and requirements.</li> <li>• Spatial policies and proposals.</li> <li>• Development Management policies</li> <li>• Will provide general development management policies to be used in day to day decisions on planning applications to manage development and to protect the character and heritage of the District.</li> <li>• Site specific allocations, designations and the areas to which policies apply will be identified on the Policies Map.</li> </ul>
Coverage	District –wide
Status	Local Plan Document
Chain of Conformity	Consistent with national guidance and the Core Strategy Local Plan 2013
Arrangements for Production	
Lead Section	Policy and Strategy Team
Joint preparation	No
Resource Requirements	<p>Policy and Strategy Team Leader, Policy Officers, Development Management, Legal, Environmental Health, Housing and Business Support roles.</p> <p>External support provided by North Yorkshire County Council, and other key stakeholders.</p> <p>Evidence base studies undertaken by consultants.</p>
Approach to involving Stakeholders and the Community	In accordance with the Regulations, SCI, and the Councils approved Community Engagement Strategy

<b>Community Infrastructure Levy (CIL)</b>	
<b>Document Details</b>	
Role and Subject	<ul style="list-style-type: none"> <li>• CIL is a charge levied on the net increase in floorspace arising from development in order to fund infrastructure that is needed to support development in the area.</li> <li>• The Charging Schedule is developed based on an appraisal of economic viability of development in the area (how much Levy is feasible without threatening the development taking place).</li> <li>• A study of strategic infrastructure is required to inform the need for CIL</li> <li>• A Regulation 123 List is prepared to establish what infrastructure the Levy will be spent on.</li> </ul>
Coverage	District -wide
Status	Development Plan Document
Chain of Conformity	Consistent with national guidance and the Core Strategy Local Plan 2013
<b>Arrangements for Production</b>	
Lead Section	Policy and Strategy Team
Joint preparation	No
Resource Requirements	<p>Policy and Strategy Team Leader, Policy Officers, Development Management, Legal, Finance, Environmental Health, Housing and Business Support roles.</p> <p>External support provided by North Yorkshire County Council, and other key stakeholders.</p> <p>Evidence base studies undertaken by consultants.</p>
Approach to involving Stakeholders and the Community	In accordance with the Regulations, SCI, and the Council's approved Community Engagement Strategy

<b>Appleton Roebuck and Acaster Selby Neighbourhood Plan (ARAS NP)</b>	
<b>Document Details</b>	
Role and Subject	<ul style="list-style-type: none"> <li>• Will set out local development policies</li> <li>• Will set out local land allocations</li> </ul>
Coverage	Appleton Roebuck and Acaster Selby Parish
Status	Neighbourhood Development Plan
Chain of Conformity	Consistent with national guidance and the Core Strategy Local Plan 2013, and emerging SAPP.
<b>Arrangements for Production</b>	
Lead Authority	Appleton Roebuck and Acaster Selby Parish Council
Joint preparation	Assistance from Selby District Council as the Local Planning Authority
Resource Requirements	<p>Appleton Roebuck and Acaster Selby Parish Councillors and volunteers that make up the steering group, Policy and Strategy Team, Policy Officers, Development Management, Legal, Finance, Environmental Health, Housing and Business Support roles.</p> <p>External support provided by North Yorkshire County Council, and other key stakeholders.</p> <p>Evidence base studies undertaken by consultants.</p>
Approach to involving Stakeholders and the Community	In accordance with the Regulations, and ARAS own SCI. Referendum to be undertaken post-Examination.

# Selby District Council

## REPORT

Reference: E/13/24

Public – Item 6



**To:** The Executive  
**Date:** 3 October 2013  
**Status:** Non Key Decision  
**Report Published:** 25 September 2013  
**Author:** Keith Cadman, Lead Officer Contracts  
**Executive Member:** Councillor Cliff Lunn  
**Lead Director:** Karen Iveson, Executive Director

**Title:** Leisure Planned Maintenance Programme – Year 5

### Summary

In the contract with WLCT the Council holds landlord responsibility for Abbey and Tadcaster Leisure Centres and Selby Park. An indicative 10 year planned maintenance programme was agreed during the tender period, which is reviewed each year when the Council refreshes its Medium Term Financial Plan and rolling Capital Programme.

The current 10 year programme reflects the landlord responsibility for Tadcaster leisure centre and Selby Park only, due to the planned re-building and opening of the new Abbey Leisure Centre towards the end of 2014 / 2015 financial year.

The current proposal for Year 5 includes work to the main roof, gutters and downpipes and changing room roof at Tadcaster leisure centre. Whilst the work required at Selby park includes car park repairs and repairs to the band stand roof together with the resurfacing of the crazy golf surface deferred from previous years. However, the results of a condition survey for Selby Park are expected during September that may indicate a change to the original planned works. It is anticipated further details will be available for the Executive meeting.

### Recommendations:

**i. To agree that the Year Five Landlord Planned Maintenance Programme for Tadcaster Leisure Centre and Selby Park**



**ii. To fund the Year 5 programme from the Building Repairs Reserve within the budget proposals for 2014/15.**

**Reasons for recommendations**

To ensure essential maintenance work required at the Council's leisure facilities is included in the Council's capital programme to enable the Council to discharge its duties as a landlord and ensure the facilities are maintained to an appropriate standard.

**1.0 Introduction and background**

1.1 In September 2009, the Council entered into a contract with Wigan Leisure Culture Trust (WLCT) for the provision of the Council's leisure services over a ten year period. As part of the contract, a number of leases have been entered into with the Council as landlord and WLCT as tenant for Abbey and Tadcaster leisure centres and Selby Park. Due to the fire at Abbey Leisure Centre, this part of the programme has been suspended pending the re-building of the leisure centre. This briefing therefore only considers items for Tadcaster Leisure Centre and Selby Park

1.2 An indicative 10 year maintenance programme was developed for each site and set out both 'landlord' and 'tenant' responsibilities and we are now approaching Year 5 of the programme. The Year 5 Planned Maintenance Programme has been drawn up which now needs to be considered by the Executive for inclusion in the 2014/15 capital programme.

**2.0 The Report**

2.1. The indicative Ten Year Planned Maintenance Programme was drafted during the tender period for the contract in July 2009 and therefore costs highlighted were an estimated cost at that time as formal tenders would need to be required when the actual work is procured. It is reviewed on an annual basis as decisions are made regarding actual works required. The latest 10 Year Maintenance Programme presented to the Executive for consideration for Tadcaster Leisure Centre and Selby Park is attached at Appendix 1.

2.2 Selby Park - requires the crazy golf to be resurfaced which was scheduled for year 2 of the 10 year programme and was also deferred from year 3 and 4. Although the surface is still playable, it is of poor quality. It is felt this should now be upgraded, particularly given that more focus has been given to park based activities. This is included in the proposals for year 5. If the resurfacing is carried out in Year 5, it is felt that additional re-surfacing originally planned for Year 9 could be removed. (The overall impact being that resurfacing would only now have been carried out once during the life of the contract)

2.3 A recent condition survey of Tadcaster leisure centre has highlighted an issue that may need integrating within the planned maintenance programme. The condition identified is one of localised cracking in some of the brickwork that will need further investigation and may require building into an updated planned maintenance programme.

2.4 The proposed Year 5 Maintenance Programme is attached at Appendix 2. The costs included are a 'best known' at this stage and will be confirmed following a formal tender exercise. There will be no loss of income associated with any of the works proposed.

### **3.0 Legal/Financial Controls and other Policy matters**

#### **3.1 Legal Issues**

3.1 The Council, as Landlord, is required under the terms of the contract to ensure that essential maintenance work is carried out at the facilities leased by WLCT.

#### **3.2 Financial Issues**

3.2.1 A detailed breakdown of indicative costs are contained in the Year 5 Maintenance Programme at Appendix 2. In summary, they include;

##### **Tadcaster Leisure Centre**

Replace roof with liquid plastic and reline gutters = £65,000

Repair defects in gutters and downpipes = £5,000

Replace changing room roof extractor units = £3,000

**Total = £73,000**

##### **Selby Park**

Renew crazy golf surface = £6,140

Car park patch repairs and line marking = £5,000

Band Stand roof inspection and repairs = £3,000

**Total = £14,140**

Funding for the Council's landlord responsibilities within the terms of the contract with WLCT is contained within the buildings repairs reserve.

### **4. Conclusion**

4.1 In the contract with WLCT the Council holds landlord responsibility for Tadcaster Leisure Centre and Selby Park. An indicative 10 year planned maintenance programme was agreed during the tender period, which is reviewed each year when the Council is required to submit bids as part of the capital programme. Due to the fire at Abbey Leisure Centre, this part of the programme has been suspended until the new leisure centre is built.

**5. Background Documents**  
**None**

**Appendices**

Appendix 1 – Indicative Ten Year Planned Maintenance Programme  
for Tadcaster Leisure Centres and Selby Park  
(September 2012 edition)

Appendix 2 – Proposed Year 5 Planned Maintenance Programme

**Contact Officer**

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## Appendix 1

### Tadcaster Leisure Centre Indicative Ten Year Planned Maintenance Programme

Element	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Main roof & gutters					Replace roof with liquid plastic and reline gutters  Essential £65,000					
Shallow Pitched roof and gutters					Replace roof with liquid plastic and reline gutters  Inc in above					
Gutters & downpipes	Clean & survey Desirable £1,500				Clean & survey Desirable £1,500					Clean & survey Desirable £1,500
Gutters & downpipes	Repair identified defects Desirable £2,200				Repair identified defects Desirable £5,000					Repair identified defects Desirable £5,000
Walls (cladding)	Clean & ivy removal Desirable £2,000				Replace cladding to affected areas  Desirable £9,000					

External decoration	Decorate external doors and windows Essential £2,600				Decorate external doors and windows Essential £2,600					Decorate external doors and windows Essential £2,600
Car Park	Repairs to planters east boundary wall, boundary fence, surfacing kerbs Desirable £0		Repairs to planters east boundary wall, boundary fence, surfacing kerbs Essential £13,832		Reinstate line marking Desirable £1,000					Reinstate line marking Essential £1,000
Drainage	Clean & survey Desirable £1,500				Clean & survey Desirable £1,500					Clean & survey Desirable £1,500
Drainage	Repair identified defects Desirable £0				Repair identified defects Desirable £0					Repair identified defects Desirable £2,500
Internal decoration	Rolling programme Essential £4,500	Rolling programme Essential £2,500	Rolling programme Essential £10,991.35	Rolling programme Essential £5,000	Rolling programme Essential £5,000	Rolling programme Essential £5,000	Rolling programme Essential £5,000	Rolling programme Essential £5,000	Rolling programme Essential £5,000	Rolling programme Essential £5,000
Floor finishes	Rolling programme Essential £2,500	Rolling programme Essential £2,500	Rolling programme Essential £4,347.75	Rolling programme Essential £5,000	Rolling programme Essential £5,000	Rolling programme Essential £5,000	Rolling programme Essential £5,000	Rolling programme Essential £5,000	Rolling programme Essential £5,000	Rolling programme Essential £5,000
Sports hall walls	Rebuild sports hall wall including allowance for movement joints Essential £14,800									

Sports hall floor					Recoat existing floor Essential £7,500					
Sports hall steelwork decoration										Redecorate Desirable £11,000
Changing room ceilings					Renew ceiling tiles and clean grid Desirable £2,500					
Shower			Replace fittings Desirable £0	Replace fittings Essential £3,000						
Sanitary ware					Replace WC pans, urinals, washbasins and sinks Desirable £12,000					
Tiling	RegROUT and clean Essential £500				RegROUT and clean Essential £500					RegROUT and clean Essential £500
Car park and building lighting	Replace controller Essential £2,400									
Light fittings to public areas					Replace with energy efficient fittings Desirable £5,000					

Fixed wire tests		Full fixed wire test Essential £1,500			Full fixed wire test Essential £1,500					Full fixed wire test Essential £1,500
Sports hall radiant heating	Install grills/cage to existing heaters & replace faulty heaters Essential £2,700									
Sports hall emergency lighting					Replace to modern standards Desirable £3,500					
Sports hall extractors	Replace to modern standards Desirable £8,500									
High level lighting to sport hall		Replace with modern energy efficient lighting Desirable £10,000			Refurb at high level Essential £1,000		Refurb at high level Essential £1,000		Refurb at high level Essential £1,000	
Boiler controls	Renew boiler and controls Essential £20,000									
Changing room extractor					Replace roof units Essential £3,000					
Install TMV to changing	Install TMV Essential £675									

Fire alarm				Renew panel to modern standards Essential £5,000						
Latest Cost Essential Landlord Works	£40,575	£0	£13,832	£0	£73,000	£0	£0	£0	£0	£1,000
Latest Cost Essential Tenant Works	£10,000	£6,500	£15,339.1	£18,500	£23,000	£10,000	£11,000	£10,000	£11,000	£14,500
Latest Cost Desirable Landlord Works	£10,500	£0	£0	£10,000	£0	£0	£0	£0	£0	£7,500
Latest Cost Desirable tenant Works	£5,000	£10,000	£0	£0	£26,000	£0	£0	£0	£0	£16,500
<b>Total Cost</b>	<b>£66,075</b>	<b>£16,500</b>	<b>£29,171</b>	<b>£18,500</b>	<b>£132,000</b>	<b>£10,000</b>	<b>£11,000</b>	<b>£10,000</b>	<b>£11,000</b>	<b>£39,500</b>



## Selby Park Indicative Ten Year Planned Maintenance Programme

Element	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Pavilion Roof	Inspect and repair Desirable £2,000				Inspect and repair Desirable £2,000					Inspect and Repair Essential £2,000
Gutters	Inspect and clean Desirable £100				Inspect and Clean Desirable £100					Inspect and Clean Desirable £100
External Decoration	Full external decoration Desirable £10,000				Full external Decoration Essential £10,000					Full external decoration Essential £10,000
Internal Decoration	Rolling Programme Essential £5,000	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500
Floor Coverings	Rolling Programme Essential £5,000	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500	Rolling Programme Desirable £2,500
Sanitary Ware					Replace WC pans, urinals, sinks Desirable £6,000					
Toilet Cubicles					Replace Cubicles Desirable £2,500					

Internal Lighting	Renew light fittings Desirable £3,000									Renew light fittings Desirable £3,000
Fixed Wire Test	Full fixed wire test and repair Essential £150				Full fixed wire test and repair Essential £150					Full fixed wire test and repair Essential £150
Car Parking					Patch repair and line markings Essential £5,000					Line Markings Essential £2,000
Crazy Golf Course		Renew surfacing to individual holes Deferred £0			Renew surfacing to individual holes Essential £6,300				Renew surfacing to individual holes Deferred £0	
Bandstand	Roof Repair and Inspection Desirable £1,500				Roof Repair and Inspection Essential £3,000					Roof Repair and Inspection Desirable £1,500
2012 Cost Essential Landlord Works	£0	£0	£0	£0	£14,300	£0	£0	£0	£0	£4,000
2012 Cost Essential Tenant Works	£10,150	£0	£0	£0	£10,150	£0	£0	£0	£0	£10,150
2012 Cost Desirable Landlord Works	£3,500	£0	£0	£0	£2,000	£0	£0	£0	£0	£1,500

2012 Cost Desirable tenant Works	£13,100	£5,000	£5,000	£5,000	£13,600	£5,000	£5,000	£5,000	£5,000	£8,100
<b>Total Cost</b>	<b>£26,750</b>	<b>£5,000</b>	<b>£5,000</b>	<b>£11,300</b>	<b>£33,750</b>	<b>£5,000</b>	<b>£5,000</b>	<b>£5,000</b>	<b>£5,000</b>	<b>£23,750</b>

## Appendix 2

Wigan Leisure and Culture Trust							
Selby DC Year Five Landlord Planned Maintenance							
Cost Plan Version One: August 2013							
Site	Element	Best Known Cost	Property Consultant Fee (12%)	WLCT Fee (2%)	Loss of Income	Total Costs (excluding fees)	Comments
<b>Tadcaster LC</b>	Replace roof with liquid plastic and reline gutters	£56,761.20	£6,964.29	£1,274.51	£0.00	£65,000.00	
	Repair defects in gutters and downpipes	£4,366.25	£535.71	£98.04	£0.00	£5,000.00	
	Replace changing room roof extractor units	£2,619.75	£321.43	£58.82	£0.00	£3,000.00	
<b>Selby Park</b>	Car park patch repairs and line marking	£4,366.25	£535.71	£98.04	£0.00	£5,000.00	
	Band Stand roof inspection and repairs	£2,619.75	£321.43	£58.82	£0.00	£3,000.00	
	Renew playing surfaces to crazy golf course	£5,385.00	£646.20	£107.70	£0.00	£6,138.90	
<b>Total</b>		£76,118.19	£9,324.77	£1,695.94	£0.00	£87,138.90	

# Selby District Council

## REPORT

Reference: E/13/25

Public – Item 7



**To:** The Executive  
**Date:** 3 October 2013  
**Status:** Key Decision  
**Report Published:** 25 September 2013  
**Author:** Graeme Thistlethwaite  
**Executive Member:** Councillor C Lunn  
**Lead Director:** Karen Iveson

**Title: ICT Application Delivery and migration from Windows XP to Windows 7**

### Summary:

This report recommends migration of all the Council's Windows XP desktop equipment to Windows 7, as Windows XP is soon to become unsupported. This will enable the Council to comply with the Public Services Network (PSN) Code of Connection (CoCo). This is mandatory for all Councils. The proposed solution will also enable more secure, efficient and flexible working arrangements. The cost of the migration, including replacement PC's is within the budget allowed for in the ICT capital programme.

### Recommendations:

**It is recommended that work is carried out to rationalise the Council's file sharing structures and that all old Windows XP Desktops be replaced at a total cost of £104k.**

### Reasons for recommendation

To ensure that the Council's desktop operating system continues to be supported and to enable more secure, efficient and flexible working arrangements.

## 1. Introduction and aims of the project

- 1.1 The proposed migration to an updated ICT desktop operating environment is in response to a number of issues that need addressing over the coming months.
- 1.2 There is a need to improve desktop security, and ensure compliance with information security policies to ensure compliance with the Public Sector Network (PSN) Code of Connection (CoCo) – a protocol for data processing and transfer between the Council and central government. Failure to comply with the CoCo would mean the Council would not be able to deliver the Revenues and Benefits service due to the connection to DWP being removed.
- 1.3 In April 2014, Windows XP will end extended support from Microsoft. Therefore migration to a more modern operating system such as Windows 7 is essential to avoid an increasingly insecure and costly end user computing environment (*business benefit: Avoid security issues, avoid support cost escalation*) This will also affect the Council's Public Sector Network (PSN) Code of Connection (CoCo) and the services accessed through this.
- 1.4 Such a migration will ensure those who work with highly sensitive data are secured to a high degree without compromising their ability to work effectively with their desktop environment.
- 1.5 In addition to improved security there is also a need to improve the flexibility of our desktop environment to support Access Selby's vision of a flexible and mobile workforce through using hot desks.
- 1.6 A flexible operating environment would enable hot desk options & mobility, with users able to log on to any station and remotely, to get the applications, files and environment relevant to their job role.
- 1.7 It would also enable user job migration, so if users change role within the organisation, IT can quickly and easily 'enable' them to have the new software they need for their new role, without the need for lengthy reconfiguration of the desktop PC.
- 1.8 Furthermore an update and standardised operating environment will mean that IT Staff need to spend less time managing desktop support issues, and be enabled to spend more time working on IT development. It should be enabled to carry out many support tasks faster, such as in the above areas of helping users change job role by leveraging tools to help desktop changes occur faster.
- 1.9 It should also be highlighted that this is in line with NYCC's approach to migration from Windows XP to Windows 7.

## 2. The Report

- 2.1 To comply with the Public Services Network (PSN) Code of Connection (CoCo), the Council needs to maintain a supported operating system.
- 2.2 From April 2014 Windows XP is going end of life with Microsoft. This means essential security updates will no longer be supplied for this operating system. This will leave the Council with serious security risks, which will leave the Council's data potentially insecure. Failure to carry out this upgrade will mean the Council will have the PSN services revoked and will be subject to additional scrutiny during audit processes.
- 2.3 Furthermore, upgrades are necessary to address current user issues around flexible working, hot-desking, end user mobility, and enable the ICT service to be more proactive, creating time to concentrate on projects for the Council.
- 2.4 A third Party company was engaged to assess the current desktop environment and talk to ICT, Data and Systems, Lead Officers, End Users and Management about current issues and future needs.
- 2.5 It became clear that there is a driver not just to replace the ageing –and soon to be End-of-Support- Windows XP desktop environment with a more modern desktop environment, but also to explore the possibilities for significantly improving the overall desktop experience for everyone involved, whether it be improving flexibility and productivity for end users or reducing the support workload on the IT Service.
- 2.6 Before considering IT solutions there is the need to address the current time consuming working arrangements for file sharing. The need to rationalise and standardise these arrangements are critical to support flexible working. If not addressed then hot-desking/flexible working is virtually impossible. The new solution would give every user a H: drive (Home/Personal drive) and another drive possibly X: drive (Service Area) with all the users work folders shown. **In order to make this change additional professional services will be required at an estimated cost of £8,000.**

### IT Solutions

- 2.7 Two solutions to address application delivery and the desktop migration to Windows 7 have been considered. The first is Virtual Desktops (VDI's) with virtual applications and the second is the traditional desktop PC/Laptop.

#### **Option 1 – Virtual Desktops (VDI's)**

VDI leverages virtualisation technologies to host an individual operating system for each user, so everyone can have the right desktop for them,

with the IT team able to configure a series of desktop images appropriate for the various departments in the Council.

The solution is flexible but requires additional servers and licences and will require additional training of ICT staff to support the new environment.

### **Costs – Year 1**

VMware Software Licences	£39,332
New Thin Clients	£33,771
4 x New Servers	£28,265
Additional Storage	£22,954
Networking	£3,000
Professional Services	£18,084
<b>Total</b>	<b>£145,406</b>

### **Costs – Year 2 to 5**

VMware Software Licences	£33,319
New Thin Clients	£12,496
4 x New Servers	£0
Additional Storage	£1,000
Networking	£0
<b>Total</b>	<b>£46,815</b>

**Total Cost for 5 years                    £332,666**

With this option we would also need to train the current ICT staff in how to manage the environment and package the applications for the virtual environment.

### **Option 2 – New Desktop PCs**

Traditional desktops would involve continuing to make use of standard desktop PCs, but select appropriate software for imaging, configuration management, and application rollout. This approach provides flexibility and requires a lower initial capital outlay.

### **Costs – Year 1 - 5**

120 x New Desktops	£65,000
Roll out of Desktops 2-4 weeks	£5,500
New Terminal Server licences	£20,000
New Load Balancer	£2,260
Professional Services	£3,150
<b>Total</b>	<b>£95,910</b>



The above are one off costs and there are no additional revenue costs associated with this option.

Furthermore the current staff are familiar with this way of delivering applications to the end user and therefore no additional training is required beyond that already included within the team's training programme.

The specification of the desktop equipment means this will be fit for purpose for the next 5 years and will allow a reduction in the current desktop replacement budget from £15,000 to £7,500 p.a. The £7,500 budget will be needed for laptop replacements as this is the only way our users can gain remote access to the network due to the PSN CoCo compliance rules.

- 2.8 Of the two implementation options the VDI solution is more costly, more time consuming, more technically complex and, given the timescales imposed by the termination of Windows XP, more risky, than the alternative Desktop solution. Option 2 is the preferred and recommended solution.

### 3. Legal/Financial Controls and other Policy matters

#### 3.1 Legal Issues

The acquisition of ICT services, equipment and licences will be in accordance with the Council's procurement rules.

#### 3.2 Financial Issues

A Budget of £105,835 is within the ICT Replacement Reserve for this project as part of the Council's ICT Strategy. Taking the costs identified in this report, along with the savings potential, the overall financial implications are:

<b>Option 2</b>	<b>Years 1 - 5 £000's</b>
Capital costs	
- Professional serviced	8
- Desktop replacement	95
Total Cost	104
Savings in PC replacements	(37)
<b>Net Cost</b>	<b>67</b>

The ICT Replacement reserve will be reprofiled accordingly.

#### **4. Conclusion**

- 4.1 The proposed solution addresses the current file structure to move to a simpler structure which allows users to log on anywhere and gain access to their files and folders and to implement Windows 7 Desktop computers before support for our current operating system ends.
- 4.2 It provides a cost effective solution that removes the risk to the Council of having the Public Services Network (PSN) connection revoked.
- 4.3 Of the two implementation options the VDI solution is more costly, more time consuming, more technically complex and, given the timescales imposed by the termination of Windows XP, more risky, than the alternative Desktop solution. Option 2 is the preferred and recommended solution.

#### **5. Background Documents**

None

**Contact Details: Graeme Thistlethwaite ICT Shared Service Manager**

**Appendices: None**

# Selby District Council

## REPORT

Reference: E/13/26

Item 8 - Public



**To:** The Executive  
**Date:** 3 October 2013  
**Status:** Non Key Decision  
**Report Published:** 25 September 2013  
**Author:** Keith Dawson  
**Executive Member:** Councillor C Lunn  
**Lead Officer:** Karen Iveson

**Title:** Spend to Save Investment in Planning

### Summary:

Access Selby Board has taken a commercial decision to invest additional resources in Planning. The business case relies on the withdrawal of free advice and the introduction of a charge for this service and requires the support of the Executive before implementation.

### Recommendations:

- i. To limit free advice on planning matters
- ii. To introduce an appointment system with a £25 charge

### Reasons for recommendation

To improve the overall offer of planning services to the client and customer.

#### 1. Introduction and background

- 1.1 As part of the 2013/14 budget setting process Executive considered the costs of the planning service. The Executive requested an investigation into tiered levels of service so customers could choose the level of service to receive.
- 1.2 Consultation with customers identified a frustration with having to wait on a first come first served basis to discuss potential developments

with a planning officer at the contact centre. Customers indicated that they were strongly in favour of an appointments system and that they were not adverse to a reasonable charge.

## **2. The Report**

- 2.1** Access Selby has responded to customer and client feedback by building a menu for customer choice. At the top end of the range additional resources have been put into planning performance agreements to encourage uptake, standardise approaches, and to ensure cost recovery. This has been achieved within the Access Selby cost envelope and customer feedback remains extremely positive.
- 2.2** Planning performance agreements are suitable for largescale developments which are a small proportion of the planning workload. The Access Selby Board indicated that it wanted to support the Executive by investing additional resources into other areas of planning as it is acknowledged as a key priority for the client.
- 2.3** Although performance against SLA targets is good the quality of the service currently offered reflects the level of investment in it and provides a one size fits all service. The Board indicated that it would like to improve the service provided, tailor it to customer needs, and make it easier for customers to contact planners to discuss plans and receive advice.
- 2.4** The aim is for Access Selby to offer a service which encourages a right first time planning application that can be dealt with quickly and efficiently by a customer focussed planning team. To achieve this the Board is prepared to authorise targeted investment in preapplication advice and evaluation in order to reduce time wasted on receipt and validation – the 35% invalid applications identified by Executive at the end of last year.
- 2.5** The approach is to invest resources to reduce inefficiencies in these areas identified by the Executive at the end of last year to build capacity ready for an upturn in business as the development industry recovers. The Board approved a business case at its meeting in July and agreed to invest £46,144 from its “Spend to Save” budget to improve pre-application advice within the planning part of the business. In essence this will introduce a five day per week fully bookable preapplication advice service at the contact centre, along with improvements in written advice from the back office.
- 2.6** The business case is built around the introduction of a £25 charge for appointments with a planning adviser and the withdrawal of free face to face advice. Free advice will be limited to that available on the website and by signposting to other resources. A summary of the business case is set out in Appendix One.

- 2.7 This is a commercial decision and the business case for investment approved by the Board is not sustainable if the current free face to face advice service continues.

#### Access Selby's Asks from Client

- 2.8 The Executive is requested to support the principle of payment at the point of service by the introduction of a fee for pre-application advice provided via the contact centre.
- 2.9 In order for this commercial venture to work the current free face to face advice service provided for two days per week will need to be withdrawn. This will be a variation to the level of service currently provided within the existing SLA and will require support and endorsement from the Executive.

#### Benefits to both parties

- 2.10 If approved, this arrangement will improve the overall planning product by:
- Increasing investment in planning
  - Providing an extended service at a time of reducing budgets
  - Building the capacity to improve the service by a reduction in non productive time
  - Making the service more sustainable by improving efficiencies and capacity to respond to any upturn in business
  - Helping the council achieve its savings targets

#### Benefits to customers

- 2.11 Customers will have a choice, and will be able to take responsibility for the choices they make.
- 2.12 The aim is to offer choice from basic engagement and self service for the price of a planning application fee, through enhanced engagement with a fully bookable paid appointment service, to complete relationship management in a planning performance agreement.

### **3. Legal/Financial Controls and other Policy matters**

#### **3.1 Legal Issues**

No profit can be made from these charges. At the end of each year a calculation must be made and any profit considered in the setting of the fees for the following year.

### **3.2 Financial Issues**

Contained in report.

### **4.0 Conclusion**

- 4.1** The Executive is asked to support the principle of empowering the customer through choice – applicants will get what they choose to pay for with the onus firmly on the applicant to help us to help them.
- 4.2** If this approach is endorsed by the Executive, Officers will work towards implementation by January 2014 and report progress quarterly to Access Selby Board.

### **5. Background Documents**

None

#### **Contact Details**

Keith Dawson  
Director of Community Services  
kdawson@selby.gov.uk

#### **Appendices:**

Appendix 1

## Appendix One

### Increase service to 5 days per week and implement charge & providing PD enquiry service.

<u>5 Day Service</u>	Appointments per day					
	6	7	8	9	10	11
Annual income	£37,500	£43,750	£50,000	£56,250	£62,500	£68,750
	-	-	-	-	-	-
Current Service cost	£14,012	£14,012	£14,012	-£14,012	-£14,012	-£14,012
Additional cost for increasing service (2C)	-	-	-	-	-	-
	£32,958	£32,958	£32,958	-£32,958	-£32,958	-£32,958
Return on Investment	-£9,469	-£3,219	£3,031	£9,281	£15,531	£21,781

<u>PD Enquiry</u>	Number of enquiries per day				
	2	3	4	5	6
Annual income	£12,500	£18,750	£25,000	£31,250	£37,500
	-	-	-	-	-
Service cost (0.5 FTE 1C)	£10,186	£10,186	£10,186	-£10,186	-£10,186
	£2,314	£8,564	£14,814	£21,064	£27,314

# Selby District Council

## REPORT

Reference: E/13/27

Public – Item 9



**To:** The Executive  
**Date:** 3 October 2013  
**Status:** Key Decision  
**Report Published:** 25 September 2013  
**Author:** Jonathan Lund  
**Executive Member:** Councillor Gillian Ivey

**Title:** New Leisure Centre – Sport England Condition

### Summary:

At the time of writing this report the Council is awaiting the final decision of Sport England on the Council's application for funding from the Iconic Facilities Fund. The Council remains hopeful that a grant in the sum of £2.032m will be made available. A number of conditions were attached to the initial offer of funding and these have been met. However it is expected that a further condition will be applied to the final offer to create a land charge on the new centre to protect the Sport England grant if the Council decided to dispose of the site. This report seeks authority to accept that condition.

### Recommendations:

**To accept the grant condition required by Sport England and to authorise the Deputy Chief Executive, after consultation with the Deputy Leader of the Council and the Executive Director (S.151), to formally accept the offer of grant funding from Sport England.**

### Reasons for recommendation

To allow the Council to complete the funding arrangements and continue the work to secure a new leisure centre for Selby District.



## 1. Report

1.1 At the time of writing this report the Council is awaiting the final decision of Sport England on the Council's application for funding from the Iconic Facilities Fund.

1.2 The Council remains hopeful that a grant in the sum of £2.032m will be made available. A number of conditions, principally relating to design, layout and the mix of facilities, were attached to the initial offer of funding and these have been met.

1.3 However, it is expected that a further condition will be applied to the final offer of grant. This will create a land charge on the new centre to protect the Sport England grant if the Council decided to dispose of the site.

1.4 Sport England has indicated that the condition will require...

*7.14(a) Within 15 Business Days following the date of this Deed, [the Council] shall apply to the Land Registry for a restriction to be noted on [the Council's]s registered title to the Site to protect Sport England's interest in the Site pursuant to this Deed in the form set out below (or such other form as meets the requirements of the Land Registry with the equivalent effect as may be approved by Sport England, such approval not to be unreasonably withheld or delayed):*

*"No disposition of that part of the registered estate shown edged [●] on plan [●] by the proprietor of the registered estate is to be registered without a written consent signed by the English Sports Council of 3rd floor, Victoria House, Bloomsbury Square, London WC1B 4SE, or their conveyancer."*

*7.14(b)Notwithstanding the restrictions on the registered title to the Site referred to in clauses 7.14(a), Sport England shall provide its written consent to a disposition of the relevant registered estate to the extent that such consent is necessary to enable [the Council] to carry out transactions that are expressly and specifically permitted by this Deed.*

*7.14(c)Sport England shall provide its written consent to the removal of the restriction referred to in clause 7.14(a) and all such other assistance as [the Council] may reasonably require to procure the removal of the restriction from the registered title to the Site within 20 Business Days of receipt of a request to do so from [the Council] following the expiry or earlier termination of this Deed PROVIDED ALWAYS that [the Council] have paid in full all amounts due and owing for repayment to Sport England pursuant to this Deed.*

*7.14(d) [the Council] shall notify Sport England prior to applying for or permitting any restriction to be noted on [the Council]s registered title to the Site for the benefit of any person other than Sport England.*

## **2. Legal/Financial Controls and other Policy matters**

### **2.1 Legal Issues**

2.1.1 The condition is not unreasonably onerous and is typical of the conditions attached to significant grant payments.

### **2.2 Financial Issues**

2.2.1 If the Council is unwilling to accept the condition set out at paragraph 1.4 above the Council will have to decline any grant offered by Sport England and consider alternative ways of meeting the shortfall in funding.

2.2.2 Moreover, if the condition is accepted the Council will be required to repay some or all of the grant monies if the Council ever wished to dispose of the site.

## **3. Conclusion**

The condition required by Sport England is not unreasonably onerous and is typical of the sort of condition attached to significant grant payments. The Executive is recommended to accept the condition.

## **5. Background Documents**

**Contact Details**      **Jonathan Lund - [jlund@selby.gov.uk](mailto:jlund@selby.gov.uk)**

**Appendices:**            **None**

# Selby District Council

## REPORT

Reference: E/13/28

Public – Item 10



**To:** The Executive  
**Date:** 3 October 2013  
**Status:** Non Key-Decision  
**Report Published:** 25 September 2013  
**Author:** Tim Grogan, Senior Enforcement Officer  
**Executive Member:** Councillor Chris Metcalfe  
**Lead Officer:** Rose Norris, Executive Director

**Title:** Scrap Metal Dealers Act 2013

### Summary:

In line with the introduction of the Scrap Metal Dealers Act 2013 Selby District Council is required to set fees in connection with the implementation of the new legislation.

### Recommendations:

**The Executive recommends that in connection with the implementation of the Scrap Metal Dealers Act 2013, the Council adopt the fee structure outlined in this report.**

### Reasons for recommendation

To conform with the Scrap Metal Dealers Act 2013

#### 1. Introduction and background

- 1.1 The Scrap Metal Dealers Act 2013 replaces existing legislation and brings new duties concerned with the licensing of scrap metal dealers. A report was submitted to the Council on 10 September 2013 requesting that delegated powers be granted to the Licensing and Appeals Committee to allow the implementation of the provisions contained within the Act and to note that the proposed fees to be

charged under that process will be considered and set by the Executive.

- 1.2 A separate report dealing with the implementation of the provisions of the Act will be heard by the Licensing Committee on 7 October 2013. This report deals with the setting of fees in connection with scrap metal dealer licences.

## **2. The Report**

- 2.1 The Scrap Metal Dealers Act 2013 received Royal Assent on the 28 February 2013 and most provisions commence from 1 October 2013. The Act has been introduced to ensure that both scrap metal dealers and mobile collectors are licensed and additional legal provisions are introduced.
- 2.2 The Act repeals the Scrap Metal Dealers Act 1964 and part of the Vehicle (Crime) Act 2001 to revise the regulatory regime for scrap metal dealers and motor salvage operators. Existing provisions for scrap metal dealers under existing legislation only require local regulation with the Council for which no fee is payable whereas motor salvage operators pay a three yearly fee of £104.
- 2.3 The Scrap Metal Dealers Act 2013 maintains that the Local Authority shall be the principal regulator of these industries with powers to refuse or revoke a licence where a dealer is considered unsuitable. Both the Local Authority and the Police are granted powers to enter and inspect premises.
- 2.4 Section 5 of the new Act provides a statutory power for the Local Authority to set a fee for any application made. Schedule 1 (6) of the Act states:
  - (i) An application must be accompanied by a fee set by the authority
  - (ii) In setting a fee under this paragraph, the authority must have regard to any guidance issued from time to time by the Secretary of state with the approval of the Treasury
- 2.5 The power to set fees has been passed to individual authorities, so any fees levied must be determined by reference to the actual cost to each authority. The cost of any enforcement activity against unlicensed operators cannot be included in these fees. In addition, the EU Services Directive states that a licence fee can only be used to pay for the cost associated with the licensing process and each local authority must ensure that the income from fees charged for each service does not exceed the cost of providing this service.

- 2.6 Schedule 1(1) of the Act specifies that a licence expires at the end of the period of 3 years beginning with the day on which it is issued. The licence is therefore required to be renewed after this period.
- 2.7 There are currently 6 scrap metal dealers registered with Selby District Council for which no fees are payable. In addition, there are 7 motor salvage operators registered with the Council under the Vehicles (Crime) Act 2001. From 1 October 2013 all will be required to register themselves under the Scrap Metal Dealers Act 2013. In terms of numbers this will potentially mean 11 licences as two businesses presently hold both registrations.
- 2.8 It is not known how many individuals will apply for a collector's licence in Selby as this is a new requirement. However, the Council have had a number of requests for information about this particular licence and liaison with the Police has revealed that they regularly check various individuals collecting scrap in the district.
- 2.9 A collector's licence will authorise the licensee to operate as a mobile collector for both commercial and domestic scrap metal but only in the area of the issuing Local Authority. A separate licence must be obtained from each local authority in whose area the individual wishes to collect.
- 2.10 The Act provides that a licence application must be accompanied by a fee set by the local authority. Fees are regarded as an essential component of the legislation to provide local authorities with the funding required to administer the regime and ensure compliance.
- 2.11 Local Authorities are required to specify fees for each application category, these being: the assessment of an application for a site or collector's licence; the assessment of an application to vary a licence for a variety of reasons; and the assessment of an application for a licence renewal.
- 2.12 To achieve this objective Local Authorities are required to identify what they need to do to assess the type of licence in question and to calculate their best estimate of the overall costs incurred. On this basis the authority will then best be able to calculate an appropriate and proportionate unit cost for each case.
- 2.13 The fee structure will be reviewed in future years to ensure they remain at the correct level to cover appropriate costs. It is intended that fees will in future be included in the annual review of fees and charges.
- 2.14 Based on recent Home Office guidance to Local Authorities in connection with the costs of assessment, administration and determination of applications made under the Act, it is recommended that the Council adopt the following fee structure for licences:

### **Application/Renewal**

Site £300  
Collector £160

- 2.15 A schedule of how the fees have been calculated is attached to this report. Other fees in connection with the process of variation and renewal have also been calculated and are as follows:

#### **Variation**

From Collector's licence to Site Licence: £140  
Of Site Manager: £100  
Of change of Site: £100  
Of name and address: £26  
From Site Licence to Collectors' licence: £40

### **3. Legal/Financial Controls and other Policy matters**

#### **3.1 Legal Issues**

There are no particular legal issues other than those surrounding the application process.

#### **3.2 Financial Issues**

There will be financial be implications as the new Act includes the imposition of fees for new permits

### **4. Conclusion**

That the Executive recommends that the Council adopt the fee structure outlined in this report.

### **5. Background Documents**

The Scrap Metal Dealers Act 2013 is available in the legal department.

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#### **Appendices:**

*Assessment of costs associated with processing applications –  
Appendix A*

Assessment of costs associated with processing applications.

	Application (Site - 3yrs)		Application (Collector - 3yrs)	
	Time	Cost	Time	Cost
Receipt process	½ hr	£7.75	½ hr	£7.75
Officers check	½ hr	£12.25	½ hr	£12.25
Referral to Police & Environment Agency	½ hr	£7.75	½ hr	£7.75
M3 processing	1 hr	£15.50	1 hr	£15.50
Officer site visit	1½ hrs	£36.75		
Review possible objections	½ hr	£12.25	½ hr	£12.25
Managers time	¼ hr	£8.65	¼ hr	£8.65
Legal guidance	¼ hr	£12.50	¼ hr	£12.50
Creating licence & cards/badges	1 hr	£15.50	1 hr	£15.50
Costs for cards or vehicle badges	Unit cost	£5		£1
Checking licence	½ hr	£12.25	½ hr	£12.25
Submitting details to National register	¼ hr	£5	¼ hr	£5
Costs for use of National Register		£4		£4
Costs of member training		£5		£5
<b>HEARING COSTS*</b>		£160.15		£119.40
Prepare hearing papers*	4 hrs	£24.50	4 hrs	£24.50
Reviewing & reply representations*	2 hrs	£24.50	2 hrs	£24.50
Hearing costs* (£120 per hearing)	Hearing	£120	Hearing	£120
Hearing legal costs*	1 hr	£30.00	1 hr	£30.00
* Calculated at 2 in 3 yr period shared between 13 operators = £45.69 each		£45.69		£45.69
<b>SITE VISITS</b>				
12 months	2 hrs	£49		
24 months	2 hrs	£49		
<b>Totals</b>		<b>£303.84</b>		<b>£165.09</b>