

Selby Local Plan

Publication Local Plan

SA Report

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Quality information

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Part 1: Background

1. Introduction

1.1 Background

What is the purpose of this Report?

1.1.1 This document is a Sustainability Appraisal Report (SA Report) that accompanies the Selby District Local Plan (Publication Version), 2022.

1.1.2 The Publication Local Plan is a consultation document prepared by Selby Council ('the Council'). It represents a consultation on a Pre-Submission Publication draft Plan, with a proposed strategy, site allocations and accompanying policies.

1.1.3 A crucial element of the Plan preparation process is to establish a suitable strategy for development growth and distribution. The Local Plan also puts forward a range of site allocations that support the strategy, and a series of policies to help guide development.

1.1.4 Local Development Documents must undergo a Sustainability Appraisal incorporating a Strategic Environmental Assessment that considers the environmental, social and economic consequences of the plan (in light of reasonable alternatives). This SA Report (which encompasses SEA) presents all the information required by Regulations as follows:

- Introduction to the Plan
- Scoping information (baseline position, contextual review, methods for appraisal)
- Appraisal of Spatial Strategy Options.
- Site assessments.
- Appraisal of the Plan 'as a whole'
- Mitigation and enhancement recommendations
- Potential monitoring measures

Current stage of plan making

1.1.5 At the current stage of plan-making, the Council is consulting on a Pre-Submission Publication Local Plan. Following this the Council will prepare and submit the Submission Local Plan to the Secretary of State. It should be stressed that this is not the final Plan, and this may be influenced by further evidence and feedback. Rather, at this stage, the Council is presenting the emerging approach to the Plan.

1.1.6 The current stage follows previous consultations on Issues and Options between January and March 2020 and Preferred Options between January and March 2021. Comments received during those consultations have been taken into account when working towards the Publication version of the Selby District Local Plan. The Council also undertook Additional Sites consultation between August and September 2021 and consultation on Evidence Base documents between September and October 2021

What is the plan seeking to achieve?

- 1.1.7 The vision and objectives for the Local Plan were developed during initial stages of plan making and have been tweaked as the Plan has progressed to Publication stage.
- 1.1.8 The vision for the Publication Local Plan consists of an overall District Vision, supported by bespoke visions for specific locations of Selby Town, Tadcaster, and Sherburn in Elmet.
- 1.1.9 Implementing the vision, the Local Plan has the following objectives:

Sustainable Patterns of Development

To focus the majority of new development in the District's sustainable locations and settlements, including on previously developed land, comprising the Selby Urban Area, Tadcaster, Sherburn in Elmet, the New Settlement at Heronby and the expansion of Eggborough, whilst ensuring the continued viability of the District's rural communities. In doing so, full account should be taken of local needs and environmental, social and economic constraints, including water resources and flood risk, Green Belt and highways and ensuring that the District's high-quality natural and historic environment is maintained.

Climate Change and Flooding

To provide resilient and adaptive measures to address climate change to meet national and local targets of achieving net zero carbon emissions; and to help York and North Yorkshire become the first carbon negative sub-region. To develop, in line with national flood policy guidance, a resilient and adaptive approach to managing flood risk from all sources, by diverting development to the areas of lowest flood risk where possible; and in partnership develop a strategy for the Humber and tidal rivers.

Housing

To deliver high quality, energy and water efficient, well-designed locally-distinctive places, comprising market and affordable housing, in the appropriate types, sizes and tenures to meet the District's future range of needs, including homes adaptable to the impacts of climate change and the changing requirements of its residents including an ageing population.

Economy

To support the creation of well-paid high-quality jobs which align with the skills and aspirations of the local population: nurture existing businesses; support the importance of agriculture and rural diversification; encourage entrepreneurs and innovation; support strengthened digital infrastructure; positively respond to opportunities for growth and promote new emerging sectors which will build a strong and sustainable local economy, with a focus on clean growth and low carbon sectors.

Town Centres

To strengthen the distinctive roles of Selby, Tadcaster and Sherburn in Elmet town centres, through increased town centre living, a broad mix of businesses, an enhanced evening and visitor economy, and the promotion and enhancement of town centre spaces for events and cultural activities, whilst ensuring that they are accessible to all sections of the community by a range of transport modes.

Leisure, Culture and Tourism

To improve the range and quality of cultural, tourist and leisure facilities across the District for local residents and visitors alike, capitalising on the attractive historic nature of the District's towns and villages, along with the rural nature of the wider District, whilst ensuring that provision is appropriate to its location and supported by relevant infrastructure.

Heritage and Place-making

To encourage high-quality design that responds positively to local character and creates attractive healthy places; conserve and enhance heritage assets; secure positive outcomes for the District's Heritage at Risk; and maximise the opportunities and benefits arising from the District's heritage to provide an attractive and unique built environment for both local communities and visitors to enjoy.

Natural Environment

To protect and enhance the existing network of wildlife sites and priority species; distinctive landscape character; green and blue infrastructure; air and water quality; strategic tree planting to support the ambitions for the White Rose Forest Project, local tree and hedgerow planting; nature recovery networks; and protect against pollution and deliver net gains in biodiversity.

Open Spaces and Recreation

To protect and facilitate the delivery of appropriate and accessible sport and recreational facilities, children's play areas and areas of high quality multi-functional green space and enhanced and extended green and blue infrastructure, to support the health and well-being of the community.

Transport and Infrastructure

To prioritise travel by foot, cycle and public transport, improve links to the wider region and to facilitate the delivery of infrastructure to support new development, including giving support to appropriate social and community infrastructure; and the improvement of digital connectivity across the District.

1.1.10 In the context of the above vision and objectives, the current version of the Local Plan sets out the following approaches:

- A spatial strategy for Selby District
- A range of allocated sites to ensure delivery of the strategy
- A series of planning policies to guide development to 2040
- Site allocations and policies for housing, mixed use development, employment and other uses.

2. Sustainability Appraisal for Selby Local Plan

2.1 Sustainability Appraisal explained

- 2.1.1 SA considers and communicates the likely significant effects of an emerging plan, and the reasonable alternatives considered during the plan making process, in terms of key sustainability issues. The aim of SA is to inform and influence the plan-making process with a view to avoiding or mitigating negative effects and maximising positive effects. Through this approach, the SA seeks to maximise the emerging Local Plan's contribution to sustainable development.
- 2.1.2 An SA is undertaken in line with the procedures prescribed by the Environmental Assessment of Plans and Programmes Regulations 2004 (the SEA Regulations) which transpose into national law the EU Strategic Environmental Assessment (SEA) Directive.¹ SA also widens the scope of the assessment from focusing largely on environmental issues to also include social and economic issues.
- 2.1.3 The SEA Regulations require that a report is published for consultation alongside the draft plan that 'identifies, describes and evaluates' the likely significant effects of implementing 'the plan, and reasonable alternatives'. The report must then be taken into account, alongside consultation responses, when finalising the plan.
- 2.1.4 The 'likely significant effects on the environment' are those defined in Annex I of the SEA Directive as 'including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors'.
- 2.1.5 Reasonable alternatives to the plan need to take into consideration the objectives of the plan and its geographic scope. The choice of 'reasonable alternatives' is determined by means of a case-by-case assessment and decision.²

2.2 This SA Report

- 2.2.1 At the current stage of plan-making, the Council is consulting on the Pre-Submission Publication Local Plan which will be subject to consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations.
- 2.2.2 This SA Report has been produced to document the SA process that has been undertaken alongside the Local Plan, and by doing so discharge the requirements of the SEA Regulations.
- 2.2.3 This SA Report has been structured into four parts, as follows:
- **Part 1** provides the background information about the Plan and sets out the 'Scope' of the SA.

¹ Directive 2001/42/EC

² Commission of the European Communities (2009) Report from the Commission to the Council, The European Parliament, The European Economic and Social Committee and the Committee of the Regions on the application and effectiveness of the Directive on Strategic Environmental Assessment (Directive 2001/42/EC). (COMM 2009 469 final).

- **Part 2** discusses how different options for growth have been considered throughout the plan-making process and sets out an appraisal of alternatives that are considered to be reasonable. This includes strategic approaches and site options.
- **Part 3** sets out an appraisal of the Draft Plan 'as a whole' at the current stage, with recommendations for mitigation and enhancement.
- **Part 4:** Briefly sets out the next steps in the Plan making and SA process

2.3 What is the scope of the SA?

SA Scoping Report

2.3.1 The SEA Regulations require that:

“When deciding on the scope and level of detail of the information that must be included in the report, the responsible authority shall consult the consultation bodies”.

2.3.2 In England, the consultation bodies are the Environment Agency, Historic England and Natural England.³

2.3.3 These authorities were consulted on the scope of the Local Plan SA between January and March 2020.

2.3.4 Comments were also invited from a wider range of stakeholders by making the Scoping Report available to view and comment upon on the Council’s Website alongside the Issues and Options Consultation (24th Jan – 6th March 2020).

2.3.5 The SA Scoping Report was updated following this period of consultation to take account of comments received and new data. A record of the comments made on the Scoping Report (along with a response) is provided at **Appendix A** of this SA Report.

SA Framework

2.3.6 The scoping stage of SA establishes the baseline position and policy context for the SA. This helps to identify the key issues that should be the focus of the SA and the methodology that will be used to undertake the appraisal.

2.3.7 Drawing on the review of the sustainability context and baseline information, the SA Scoping Report identified a range of sustainability problems / issues that should be a particular focus of SA; ensuring it remains targeted at the most important sustainability issues. These issues were then translated into a SA ‘framework’ (Table 2-1) of objectives and appraisal questions.

2.3.8 The SA Framework provides a way in which the sustainability effects of the Local Plan and alternatives can be identified and analysed based on a structured and consistent approach.

2.3.9 The SA Framework provides a means to ascertain whether and how specific sustainability issues (established through scoping) are being addressed, and to understand the social, economic and environmental implications of options, policies and proposals.

2.3.10 This framework is used to assist in the prediction and measurement of the effects of the Plan (and alternatives) and the monitoring of effects. The objectives and supporting questions are set out below, demonstrating how they link to key issues identified through scoping. The objectives incorporate the requirements of Health Impact Assessment, which will be undertaken as part of the appraisal process.

Table 2-1: The SA Framework and corresponding key issues.

SA objective	Supporting details	Summary of key issues
<p>Air quality</p> <p>Maintain and improve local air quality and avoid impacts upon human health</p>	<p>Reduce air pollution, such as through supporting or enabling the use of low emission technologies and encouraging sustainable modes of transport such as walking and cycling.</p> <p>Locate and design development so that current and future residents will not regularly be exposed to poor air quality.</p>	<p>There is one AQMA in Selby Town.</p> <p>Housing and employment growth could create further pollution hot spots in the District.</p>
<p>Biodiversity</p> <p>Protect, conserve and enhance biodiversity, wildlife habitats and green infrastructure to achieve a net gain and reverse habitat fragmentation.</p>	<p>Minimise, avoid where possible, and compensate harmful effects on biodiversity, both within and beyond designated and non-designated sites of international, national or local significance.</p> <p>Achieve biodiversity net gain including through delivery of multifunctional blue-green infrastructure and the long term enhancement and creation of well-connected, functional habitats that are resilient to the effects of climate change.</p>	<p>Selby District's topography and location give it a particular biodiversity significance, reflected by the number of designated sites partially or entirely within the District.</p>
<p>Climate Change Adaptation</p> <p>Adapt to current and future flood risk by directing development away from the areas of the District at the highest risk of flooding from all sources.</p>	<p>Provide sustainable management of current and future flood risk through sensitive and innovative planning, development layout and construction.</p> <p>Minimise flood risk and provide opportunities to deliver SuDs and flood resilient design within new development.</p>	<p>Large parts of the District are at risk of fluvial and fluvial tidal flooding.</p> <p>Flood defences are in place to protect large parts of the District, though there are also areas of natural protection such as washlands and agricultural land.</p> <p>Climate change will likely raise the Ouse's tidal levels with time. This could place pressure on existing defences.</p>
<p>Climate Change Mitigation</p> <p>Continue to drive down CO2 emissions from all sources</p>	<p>Seek high standards of energy efficiency in new development, seeking carbon neutral development where possible</p> <p>Support provision of attractive opportunities to travel by sustainable means.</p>	<p>Though emissions are on a downward trend, the per capital emissions figure is significantly higher than the national and regional averages.</p> <p>Solar energy presents a high proportion of installed renewable energy generation capacity in the District.</p>

SA objective	Supporting details	Summary of key issues
	<p>Increase the proportion of energy produced from renewable and low carbon sources</p> <p>Support carbon capture and storage technologies, such as, the Bio Energy with Carbon Capture and Storage (BECCS) process at Drax.</p>	<p>Other sources of generation should also be explored.</p> <p>The Plan represents a good opportunity to use green infrastructure as a means of mitigating the effects of climate change.</p>
<p>Economy and Employment</p> <p>Maintain a strong, diversified and resilient economy to enhance employment opportunities and reduce disparities arising from unequal access to training and jobs.</p>	<p>Ensure that education and skills provision meet the needs of Selby District's existing and future labour market and improves life chances for all, including by enabling older people and people with physical and mental health conditions to stay in employment.</p> <p>Maintain and enhance employment opportunities and reduce disparities arising from unequal access to training and jobs.</p> <p>Provides opportunities for all, enhances the vitality of the District's town and local centres including through the identification of further regeneration opportunities, particularly in the most deprived areas. This could include support for the social enterprise, voluntary and community sectors.</p> <p>Recognise the importance of the rural economy and support diversification and opportunities for the sustainable use of land for a range of purposes.</p>	<p>Following the decline and disappearance of ship building and coal mining in Selby District, advanced manufacturing and energy generation has continued to provide economic growth opportunities in the area.</p> <p>There are a number of significant long-term employers in the District, including Drax, Power Station, Heineken, Legal and General Homes and British Gypsum.</p> <p>Developments, such as, Olympia Park, 'Sherburn2', Gascoigne Wood Interchange, Church Fenton Airfield and the former Kellingley Colliery will be key to economic growth and employment in the area.</p> <p>There are significant commuting flows between Selby District and neighbouring economic hubs. Whilst this connectivity is a key feature of Selby District's economy, the net outflow of talent to surrounding areas creates a deficit of skilled workforce, making it difficult for local employers to find suitably qualified/ skilled recruits.</p>

SA objective	Supporting details	Summary of key issues
<p>Health</p> <p>Improve the physical and mental health and wellbeing of Selby District residents and reduce health inequalities across the District.</p>	<p>Target fastest impact in areas of poorest health, including maximising the potential health benefits of multifunctional green infrastructure.</p> <p>Encourage healthy lifestyles (including travel choices)</p> <p>Improve sporting or recreational facilities and access to them.</p> <p>Improve access to high quality health facilities</p> <p>Increase residents' access to public open space particularly for urban residents</p>	<p>Health deprivation is unevenly distributed, with significant variance in life expectancy evident between wards.</p> <p>This suggests that despite a number of strategic healthcare and green infrastructure assets in the District, access to or take-up of these services is uneven, and accessibility could be enhanced for those most at risk of suffering poor health outcomes.</p>
<p>Heritage</p> <p>Protect, conserve and enhance designated and undesignated heritage assets, including their setting, significance and contribution to the wider historic landscape and townscape character and cultural heritage of the District.</p>	<p>Contribute to the maintenance and enhancement of historic character and cultural heritage through design, layout and setting of new development.</p> <p>Promote access to the local historic environment for the District's residents and visitors.</p>	<p>There is a rich variety and distribution of designated heritage assets present within the District.</p> <p>There are 23 designated heritage assets identified by Historic England as being at risk ranging from buildings, churches, conservation areas to a deserted medieval village.</p> <p>Selby District's wide range of undesignated landscape and townscape assets contribute to its historic character and sense of distinctiveness.</p>
<p>Housing</p> <p>Ensure that new development meets the varied housing needs of the area. Provide affordable and decent housing for all.</p>	<p>Support timely delivery of sufficient homes of an appropriate mix of housing types and tenures, including a focus on maximising the potential from strategic brownfield opportunities.</p> <p>Support managed expansion of rural communities if it helps to improve the sustainability of those settlements.</p> <p>Whilst large schemes are often considered as a solution to the housing shortage, small sites can cumulatively make a significant contribution to supply and offer a flexibility that larger sites cannot.</p>	<p>Selby District's 2020 HEDNA identifies an Objectively Assessed Housing Need (OAHN) for the District of between 333 and 368 dpa.</p> <p>The SHLAA (2021) identified that there were 229 sites with residential planning permissions; enough to potentially accommodate up to 2,344 homes.</p> <p>There is likely to be a significant shortfall in delivery of Older Person's accommodation.</p>

SA objective	Supporting details	Summary of key issues
		<p>Of the total housing delivered for the period 2018/19 to 2020/21, 31% were affordable. This falls short of the Council's previously set target of up to 40%.</p> <p>The 2021-2026 5 year housing land supply report records a good rate of delivery over the preceding three years, achieving an average of 547 dpa for the period.</p>
<p>Land and Soil</p> <p>Promote the efficient and sustainable use of natural resources, including preserving soil carbon and directing development away from the best and most versatile agricultural land</p>	<p>Maintain the best and most versatile agricultural land and take a sequential approach to the loss of the highest grades (i.e. grade 2 in the context of Selby)</p> <p>Reduce the risk of land contamination Remediate contaminated land</p> <p>Minimise the loss of green field land</p> <p>Maximise the use of Brownfield land</p>	<p>Land with potential to be 'best and most versatile' agricultural land is present across non-urban areas of the District including extensive areas of Grade 2 and potentially some Grade 3a.</p> <p>There are opportunities to deliver some new development on brownfield sites within the District, though this is a finite resource and can be challenging to fully unlock.</p>
<p>Landscape</p> <p>Protect and enhance the quality, character and local distinctiveness of the natural and cultural landscape and the built environment.</p>	<p>Protect/ enhance the character, quality and diversity of the District's landscapes and townscapes through appropriate design and layout of new development, including the preservation of important open space between settlements.</p>	<p>There is considerable diversity of localised character in the District with 17 local landscape character areas identified by the Selby Landscape Character Assessment (2019).</p> <p>Settlements within the District exhibit different levels of landscape and setting sensitivity to development. Some areas are particularly sensitive whilst others less so.</p> <p>The use of hedgerows and trees around settlements could have a positive impact on the landscape and visual impact of development edges on the flat, low lying, landscape. It is also important to maintain the existing green fingers of land towards the centre which may</p>

SA objective	Supporting details	Summary of key issues
		otherwise be affected by development.
<p>Population and Communities</p> <p>Support good access to existing and planned community infrastructure, including green infrastructure.</p>	<p>Promote accessibility and availability to leisure, health and community facilities for new and existing residents and promote active lifestyle</p> <p>Improve perceptions of safety and fear of crime and to help remove barriers to activities and reduce social isolation</p> <p>Provide and enhance community access to green infrastructure in accordance with Accessible Natural Greenspace Standards</p>	<p>There are areas of both notable affluence and entrenched deprivation within the District, creating a complex and nuanced range of community needs.</p> <p>The District's aging population could mean that certain existing services and facilities, such as social care, will be placed under additional pressure over the plan period and it will be important that opportunities to enhance community service infrastructure through future development are fully realised.</p>
<p>Transport</p> <p>Support the provision of transport infrastructure to meet local population change whilst helping to reduce congestion and travel times and support sustainable modes of transport.</p>	<p>Help provide transport infrastructure to meet local population and demographic change whilst helping to reduce congestion and travel times.</p> <p>Promote infrastructure that maximises accessibility for all and connects new housing developments to the public realm, including key services.</p> <p>Maximise the potential of the District's sustainable transport network by seeking opportunities to connect new development with new and existing services and facilities via sustainable modes of travel.</p> <p>Provision of multi-modal transport hubs</p>	<p>There is a relatively high level of car dependency. This could be in part due to the rural nature of parts of the District.</p> <p>There are good internal and external connections to transport networks through rail and strategic road networks.</p> <p>Traffic congestion is an issue in Selby Town.</p> <p>Despite strong rail links, rail travel represents a small proportion of travel to work trips.</p>

SA objective	Supporting details	Summary of key issues
<p>Water Resources</p> <p>Conserve water resources and protect/ enhance the quality of water bodies in the District.</p>	<p>Promote sustainable forms of development which minimises pressure on water resources and minimise water consumption.</p> <p>Provide sufficient water /wastewater treatment capacity to handle additional flows from new development.</p> <p>Help maintain and enhance water quality in area by minimising wastewater (domestic, agricultural and industrial) discharges into local water bodies.</p>	<p>Sources for abstraction in the District are reaching capacity meaning that increased efficiency in new homes will be an important part of ensuring stable and safe supply over time.</p>

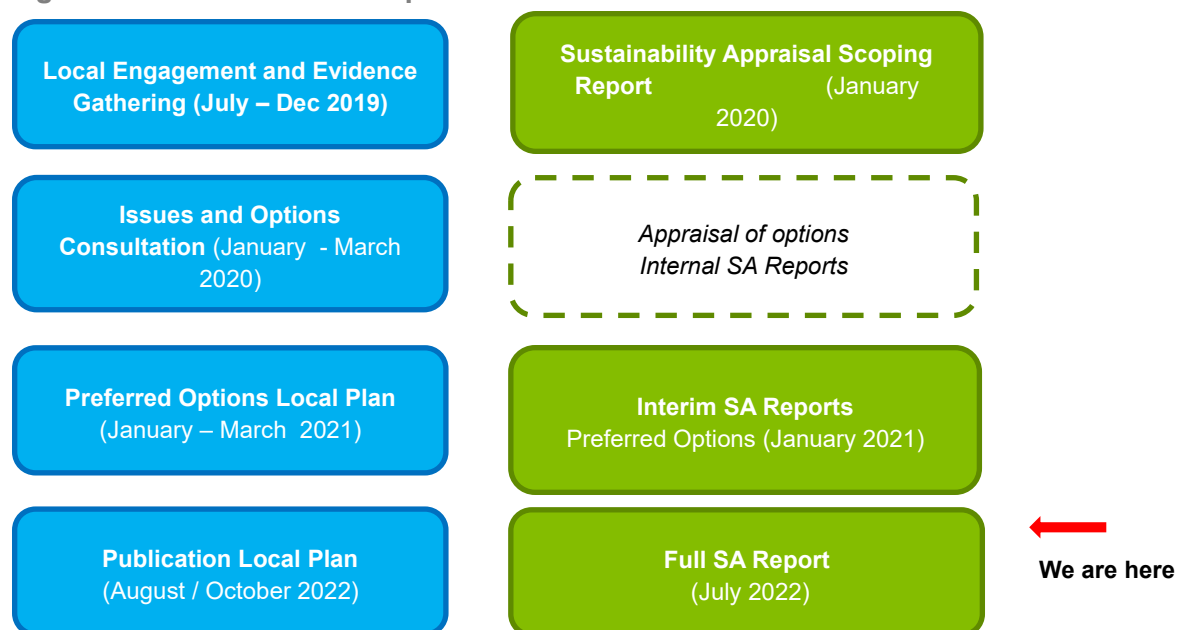
Part 2: Consideration of alternatives

3. Overview of the Plan-making and SA process to date

3.1 Summary

- 3.1.1 The Plan making process ‘formally’ began in 2019, with initial engagement and evidence gathering undertaken by the Council to identify the scope of the Plan and establishing the important issues that would need to be dealt with. This culminated in the Council establishing a range of issues and options for growth and inviting comments from stakeholders on an issues and options document between January and March 2020. Alongside this stage, a Sustainability Appraisal Scoping Report was prepared (and consulted upon in parallel), which set out the baseline information, policy context and methods for appraisal.
- 3.1.2 Following the issues and options consultation, the Council processed all comments received, and took these into consideration when moving towards ‘preferred options’. At the same time continued work on evidence base documents was undertaken, including the SA. Notably, this involved an appraisal of reasonable alternative options and individual site options. Feedback on the SA findings for options was provided prior to the Preferred Options Local Plan document being approved.
- 3.1.3 On the 7th January 2021, the Council’s Executive gave approval to consult on the Preferred Options document. An Interim SA Report was prepared to document the appraisal processes that were undertaken in parallel to the Plan-making process at this stage.
- 3.1.4 Figure 3.1 below provides a simple visualisation of the key plan-making milestones, alongside consultation events that need to be undertaken as part of the SA. As can be seen, a full SA Report needs to be prepared alongside the Pre-Submission Publication Local Plan.

Figure 3.1: The Plan and SA process timeline



3.2 Compatibility of objectives

3.2.0 This section of the SA Report sets out a comparison of the Local Plan draft objectives and the SA Objectives. The purpose of this process was to ensure that SA Objectives and the Plan are broadly compatible and that the Plan will achieve sustainable development. Where objectives are found to be potentially incompatible, it is possible to make suggestions as to the measures that could be taken to ensure that the Plan achieves an appropriate balance between economic, social and environmental factors.

3.2.1 The Local Plan draft objectives which were assessed (at Preferred Options stage) are set out below, followed by a discussion of how these relate to the SA Objectives. It should be noted that the Plan objectives have been amended since this appraisal of the draft Plan Objectives hence the Publication Local Plan objectives (reproduced at 1.1.9) are different to the draft versions shown below. This is the purpose of the objective compatibility process, as it helps to inform decision making; rather than simply appraising the final objectives.

Draft Plan Objectives

1. Sustainable Patterns of Development

To focus the majority of new development in the district's most sustainable settlements with the widest range of services and best accessibility, whilst ensuring the continued viability of the district's rural communities.

2. Housing

To deliver high quality well-designed places, comprising market and affordable housing in the appropriate types, sizes and tenures to meet the district's future needs.

3. The Economy

To support opportunities for the creation of well-paid high-quality jobs which align with the skills and aspirations of the local population and which will build a strong and sustainable local economy.

4. Retail, Town Centres and Tourism

To diversify the role of the district's town centres, through increased town centre living, an enhanced evening and visitor economy, and the promotion of town centre spaces for events and leisure activities.

5. Heritage & Conservation

To conserve and enhance the historic environment; identify opportunities for improvements; and maximise the opportunities and benefits arising from the district's heritage to provide an attractive built environment for local communities and visitors to enjoy.

6. Natural Environment

To ensure that development safeguards the district's high-quality natural environment and reduces the extent and impacts of climate change.

7. Open Spaces & Recreation

To facilitate the delivery of appropriate sport and recreational facilities, children's play areas and areas of high-quality amenity open space.

8. Transport & Infrastructure

To enable greater opportunities to travel by foot, cycle and public transport and to facilitate the delivery of infrastructure to support new development, including giving support to the expansion of super-fast broadband provision across the district.

Discussion of compatibility

- 3.2.2 Given the broad nature of high-level Plan objectives, it is difficult to accurately predict 'significant effects' through a comparison of objectives. Therefore, the appraisal identifies whether objectives share a degree of compatibility or not.
- 3.2.3 It is also important to acknowledge that there are inherent synergies and conflicts between certain objectives. The aim is to ensure that measures can be taken to minimise incompatibilities and make the most of synergies. Table 3-1 sets out a visual summary of the compatibility assessment.

Table 3-1: Summary table of draft Local Plan Objective and SA Objective compatibility.

		DRAFT OBJECTIVES							
		1	2	3	4	5	6	7	8
		Sustainable patterns of development	Housing	The economy	Retail, town centres and tourism	Heritage and conservation	Natural Environment	Open spaces and recreation	Transport and infrastructure
SA OBJECTIVES	Air Quality	Very compatible	Potentially incompatible	Potentially incompatible	Compatible	Neutral / no clear link	Compatible	Neutral / no clear link	Potentially incompatible
	Biodiversity	Compatible	Neutral / no clear link	Neutral / no clear link	Neutral / no clear link	Neutral / no clear link	Very compatible	Neutral / no clear link	Potentially incompatible
	Climate Change Adaptation	Compatible	Neutral / no clear link	Neutral / no clear link	Neutral / no clear link	Neutral / no clear link	Very compatible	Neutral / no clear link	Neutral / no clear link
	Climate Change Mitigation	Compatible	Compatible	Neutral / no clear link	Compatible	Neutral / no clear link	Very compatible	Neutral / no clear link	Potentially incompatible
	Economy and Employment	Compatible	Compatible	Very compatible	Very compatible	Neutral / no clear link	Potentially incompatible	Neutral / no clear link	Very compatible
	Health	Compatible	Compatible	Compatible	Neutral / no clear link	Neutral / no clear link	Compatible	Very compatible	Compatible
	Heritage	Compatible	Compatible	Neutral / no clear link	Potentially incompatible	Very compatible	Neutral / no clear link	Neutral / no clear link	Neutral / no clear link
	Housing	Compatible	Very compatible	Compatible	Compatible	Potentially incompatible	Potentially incompatible	Neutral / no clear link	Compatible
	Land and Soils	Compatible	Potentially incompatible	Potentially incompatible	Neutral / no clear link	Neutral / no clear link	Very compatible	Neutral / no clear link	Neutral / no clear link
	Landscape	Compatible	Potentially incompatible	Potentially incompatible	Compatible	Very compatible	Very compatible	Neutral / no clear link	Neutral / no clear link
	Population and Communities	Compatible	Very compatible	Compatible	Compatible	Neutral / no clear link	Compatible	Very compatible	Compatible
	Transport	Very compatible	Compatible	Neutral / no clear link	Potentially incompatible	Neutral / no clear link	Neutral / no clear link	Neutral / no clear link	Very compatible
	Water	Compatible	Neutral / no clear link	Neutral / no clear link	Neutral / no clear link	Neutral / no clear link	Compatible	Neutral / no clear link	Neutral / no clear link
			Very compatible	Compatible	Neutral / no clear link	Potentially incompatible	Incompatible		

- 3.2.4 The comparison of the SA and draft Local Plan objectives reveal that most are compatible, with some very compatible and few potentially incompatible. The rationale behind these conclusions is detailed below.
- 3.2.5 At this stage, no objectives have been found to be definitively incompatible, however there are some uncertainties due to the subjective nature of some objectives and their potential effects, especially when drawing high level links.
- 3.2.6 These uncertainties are exemplified through Local Plan Objective 2 (housing) in relation to SA objectives linked to landscape. Where the delivery of additional homes has the potential to be significantly disruptive to both urban and rural landscapes, development also offers the opportunity to improve brownfield land which is a burden to landscapes as well as build upon existing townscapes to better improve the urban landscape. Hence, without the precise detail of Local Plan objective implementation, assuming correlations between Local Plan and SA objectives comes with a degree of uncertainty.
- 3.2.7 Addressing these uncertainties should be one of the key aims of the SA process to ensure that the Plan is delivered in a sustainable way.

Objectives Compatibility Assessment

- 3.2.8 The Local Plan draft objectives are broadly well aligned with the SA Objectives. Where potential incompatibilities have been highlighted, these come with a degree of uncertainty and no Plan Objectives are highlighted as being definitively incompatible with SA Objectives.
- 3.2.9 For some objectives there are clear and strong compatibilities. However, for several objectives it is difficult to say definitively whether they are compatible or not. This is the case where the effects would depend upon the nature of strategies and policies that emanate from the objectives. In the case of Transport for example, compatibilities with environmental objectives such as air quality are clear in terms of active travel and public transport. However, the objective also seeks to support road infrastructure, which could (depending on what is involved) encourage more cars.

Local Plan ‘sustainable development’ draft objective (1) relating to sustainable patterns of development is considered to be compatible or very compatible with all of the SA Objectives. However, the broad nature of the objective (which encompasses a variety of factors) could explain this high degree of compatibility. More detailed assessments further down the line could reveal that certain patterns of growth are more or less compatible against all the metrics of sustainability. As a high-level objective, it is a positive approach to take though.

Local Plan ‘housing’ draft objective (2) is compatible with a range of SA Objectives through development-led provisions of infrastructure and facilities which benefit population and communities, health and transport networks. It directly benefits the SA Objective of housing, whilst also having the potential to provide energy efficient homes, increased investment which goes on to boost the local economy as well as offering the chance to better reveal the significance of heritage assets and ensure that design is compatible with local historic character. That said, developments, especially large sites and their associated yield have the potential to be detrimental to air quality through increased traffic volumes at peak times, as well as often damaging natural landscapes and the loss of valuable land and soils.

These are other potential incompatibilities / uncertainties relating to how development affects landscape character, soil and other environmental factors. However, these ought to be possible to address through the Plan making and SA process as it progresses.

The Local Plan ‘economy’ draft objective (3) is highly compatible with the economy and employment SA objective whilst also indirectly offering benefits for housing, health and wellbeing. The potential for increased travel into the District for employment, as well as commercially linked transportation volume increases could result in worsening air quality, especially at pinch points at peak travel times. The potential for this objective to deliver growth could be to the detriment of SA objectives relating to land and soils and landscape. Employment growth could be compatible with objectives related to travel, as it helps to bring infrastructure improvements. However, also possible is that growth in traffic causes problems on the current network, which makes these possibly incompatible objectives. As a result, an uncertain relationship is recorded at this stage.

Local Plan 'retail, town centres and tourism' draft objective (4) would focus greater and more diverse economic, leisure and residential uses in areas which are already well served by services, jobs and residents. This reduces the need to travel, thereby increasing the likelihood of active travel. These are aligned and compatible with SA objectives relating to air quality, climate change mitigation, housing, populations and communities and transport. The objective would also be beneficial in terms of protecting the natural and open countryside landscape by keeping development within or adjacent to pre-existing built-up areas. This objective strongly correlates with the SA objective relating to economy and employment, by increasing the numbers of people, businesses and opportunities in urban spaces. A town centre diversification approach is not considered to be incompatible with any of the SA objectives. There is some slight uncertainty whether redevelopment and focus on such locations could possibly lead to negative implications for heritage. However, it is also possible that such an approach brings enhancements to the built environment.

Local Plan 'Heritage and conservation' draft objective (5) offers no clear link to the majority of SA objectives. It does, however, provide positive compatibility with the heritage and landscape by ensuring that local assets are protected, and that development is sensitive in respect to local character and setting. Though the compatibility is more indirect, the heritage and conservation objective could also have benefits relating to the visitor economy. The protection of the local historic environment could (though this is not certain) result in barriers to development, and hence there are potential incompatibilities between this objective and the housing / employment SA objectives.

Local Plan 'natural environment' draft objective (6) has been assessed as strongly compatible with the SA objectives relating to biodiversity, climate change (mitigation and adaptation), land and soil and landscape. The strong compatibilities are positive where a protected natural environment is a key prerequisite for retaining rich biodiversity, for use in mitigating climate change via carbon sequestration as well as providing resilience to its effects. The natural environment also forms a core element of the landscape characteristics, especially in more rural areas.

To a similar extent, the compatibility has crossovers with SA objectives relating to land, soil and water resources, this is where protections from polluting sources and preservation of natural assets are promoted. The natural environment also brings benefits for naturally mitigating air pollution issues and serving as an asset for people to enjoy, which in turn boosts mental and physical health outcomes. The potentially incompatible SA objectives linked to Local Plan objective 6 are housing and the economy and employment, where the protection of the natural environment may act as a constraint to growth. However, economic activity may well involve the delivery of low carbon technologies, more sustainably performing homes and facilitate a move towards low carbon living. If the Plan seeks to address these issues in tandem, then the objectives are not necessarily incompatible.

Local Plan draft objective concerning ‘open spaces and recreation’ (7) has no direct link to most of the SA objectives. It is very compatible with those objectives relating to people and communities. Benefits are linked to the mental and physical health benefits which can be expected to be gained from increased physical activity and access to facilities which enable such activities. It should also ensure residents are provided with sufficient facilities to participate in sports and activities as well as access green and open space. Though the provision of ‘amenity open space’ can have benefits for environmental factors such as biodiversity, flood risk, landscape and air quality, this is not a guarantee, especially if the focus is upon ‘amenity / beautification’ rather than the function of spaces. A focus on green infrastructure and multifunctional open space would make the intention clearer in this respect (removing the uncertainty).

Local Plan ‘transport and infrastructure’ draft objective (8) has very strong correlations with SA objectives relating to an increase in sustainable and active modes of travel and reductions in the need to travel long distances by unsustainable means; this links to air quality, climate change mitigation and transport SA objectives. Health has compatible ties to this, through the promotion of increased levels of physical activity. This Local Plan objective is also beneficial to populations, communities and housing as it provides additional facilities for people to make use of. The economy and employment SA objective is linked to this Local Plan objective where it is proven that an increase in active travel correlates to increased footfall in local businesses and well as increases in worker productivity and accessibility. There are some potential incompatibilities, as the required infrastructure to support new development might lead to increased car use or could involve impacts on environmental factors.

Identified Uncertainties

- 3.2.10 To a large degree, the uncertainties associated with the Local Plan draft objectives and their compatibilities with SA objectives are related to viability and issues relating to growth.
- 3.2.11 The other main uncertainties relate to how development is delivered, and the fact that certain objectives are multi-faceted (with some aspects likely being positive, and some potentially negative).

Local Plan draft objectives 2 and 3 (housing and economy)

- 3.2.12 The two Local Plan draft objectives relating to housing and the economy broadly share the same uncertainties relating to the SA objectives of: air quality, land and soils and landscape. The incompatibility comes where Local Plan objectives promote growth which is typically associated with an increase in traffic volumes (impacting air quality) as well as potentially leading to a loss of valuable land and soils and having damaging impacts on the landscape character. However, there are some inherent uncertainties associated with these correlations. For example, a small housing development in very close proximity to a key built-up centre (for example, Selby) with a comprehensive provision of infrastructure aimed at facilitating active travel would be unlikely to have a significant impact on air quality. Conversely, a large new settlement could lead to a dramatic decrease in air quality in the area, especially at pinch points and at peak times. Likewise, the form of development will influence the nature of effects. A green infrastructure led strategic development may well lead to improvements in the quality of land, particularly if it is not particularly sensitive.
- 3.2.13 When looking at effects on land and soils, growth on greenfield land could result in the loss of land. In many instances, this is unavoidable if housing and employment needs to be met. Therefore, the key issue is to ensure that effects are minimised and compensated for if possible.
- 3.2.14 If a development or area of growth is well designed and sensitive to the local land or town-scape then it may not be contravening the landscape objectives. However, uncertainties also surround the scale of growth, for example, a large residential development may be designed to exceptionally high standards and in keeping with local character, however the sheer scale could deliver significant impacts to the landscape.
- 3.2.15 Another consideration is related to the nature of development, for example a business which serves to protect and maintain the landscape and soil and land assets could act to benefit the natural assets as well as driving economic growth.
- 3.2.16 Hence, whilst in general the prospects of growth are potentially in contradiction with the SA objectives of air quality, land and soils and landscape, the specifics of how the Local Plan draft objectives are realised will determine the true correlations.

Local Plan draft objective 5 (heritage and conservation)

- 3.2.17 The uncertainties related to this draft objective and the SA objectives relates to the nature of development and whether it acts as a constraint or opportunity. Where this objective seeks to safeguard historic assets and ensure that local character is retained, new development and growth is likely to have more thorough requirements to adhere to; particularly relating to design and directing development away from sensitive areas. That said, the historic environment often plays an important role within local visitor economies, and hence, these protections could act as a driver of economic activity. Furthermore, well designed developments could possibly help to provide viable uses for otherwise vacant buildings and derelict sites (benefiting historic and natural environments).

Local Plan draft objective 6 (natural environment)

- 3.2.18 This Local Plan draft objective also has uncertainties relating to the nature of development and whether it acts as a constraint or opportunity.
- 3.2.19 Economic and housing growth could be limited due to constraints linked to the natural environment. However, the precise nature of how this plays out depends on individual schemes and the characteristics of the land being sought for development.

Local Plan draft objective 7 (open spaces and recreation)

- 3.2.20 This Local Plan objective could potentially be compatible with a wider range of sustainability objectives. However, for this to be stated with more certainty, there ought to be a greater focus on the delivery of multifunctional green space, rather than 'amenity green space'.

Summary and Recommendations

- 3.2.21 The Local Plan draft objectives and SA objectives are mostly compatible, with some classed as very compatible and a minority as potentially incompatible (though these come with a degree of uncertainty and are not insurmountable issues).
- 3.2.22 No Local Plan draft objectives are wholly incompatible with any of the SA Objectives.
- 3.2.23 Some more pronounced, yet uncertain incompatibilities exist where Local Plan draft objectives which promote growth (housing and the economy) could be in contradiction with the SA objectives which promote good air quality, sustainable use of land and soils and protection of landscape characteristics. These are inherent issues though, and though flagged at this high level of appraisal, are not issues that cannot be overcome and are entirely dependent on a range of factors relating to the nature of developments. Ensuring that development achieves net gains in environmental quality will help to ensure that growth can be achieved without having detrimental effects on environmental factors.
- 3.2.24 It is recommended that the approach to the provision of open space focuses on 'multi-functional green infrastructure' rather than an emphasis on 'amenity open space', which often does not perform a wide range of ecosystem services.

Influence of the SA process

- 3.2.25 The compatibility assessment undertaken on the Local Plan draft objectives was taken into account by the Council when finalising the Plan objectives.
- 3.2.26 For example, a new Local Plan Objective was added specifically dealing with climate change, and the recommendations relating to multi-functional green infrastructure were factored into the appropriate objectives
- 3.2.27 It should also be remembered that the final Local Plan Objectives have also been influenced by more detailed appraisal of spatial options, sites and policies, which helped to tease out and address the potential incompatibilities between objectives that were identified at preferred options stage.

4. Establishing reasonable alternatives

4.1 Background

4.1.1 Identifying and appraising reasonable alternatives is a crucial element of the SA process. Whilst there are many different issues and options associated with a Local Plan, those which are at the heart of the Plan are those that are focused upon through the SA process. As such, the SA covers the following key elements of the Local Plan:

- Spatial growth options for housing and employment.
- Individual site options.

4.1.2 There are many more 'options' that were set out at Issues and Options stage, but these do not constitute reasonable alternatives for the purposes of SA.

4.2 Spatial growth strategy

4.2.1 The Council identified a preferred approach to spatial development and growth, which was set out primarily in **Preferred Approach SG2 - Spatial Approach**.

4.2.2 In brief, the strategy sought to provide a minimum of 110ha of employment land and 8,040 new homes over a Local Plan period between 2020-2040. In terms of distribution, key features were as follows:

- Taking a settlement hierarchy approach to the distribution of growth.
- The inclusion of a new standalone settlement (location to be confirmed).
- Urban extension to Eggborough.
- Reliance on existing employment land supply, supported by regeneration opportunities at Gascoigne Wood Rail Interchange and Olympia Park.

4.2.3 Before coming to a decision on the preferred option, the Council considered a range of alternatives for the scale and distribution of housing and employment growth.

4.2.4 The starting point for exploring options was to refer to key pieces of evidence such as the Housing and Employment Development Needs Assessment 2020 (HEDNA). This set the context for the amount of housing and employment land that is needed over the plan period, and therefore has a bearing on the ways that growth could realistically be distributed across the District.

Housing need

4.2.5 The HEDNA (2020) identified a need of between 342 and 382 dwellings per hectare to meet employment growth. However, the Council considered that an uplift should be made for flexibility and to take account of wider economic aspirations. Consequently, a target of 402 dwellings per year was identified as reasonable, which equates to 8040 dwellings over the plan period.

4.2.6 At preferred options stage, the Council considered alternatives below this figure to be unreasonable as this may not support economic growth. The Council's view remains the same at Pre-submission stage.

4.2.7 When options assessment work was being undertaken, there was uncertainty regarding whether higher levels of growth might arise (*due to ongoing consultation by the Ministry of Housing, Communities and Local Government on the revised standard housing methodology*). Therefore, a higher growth scenario of 589 dwellings per year (11,780 over the plan period) was also considered to be potentially reasonable and was assessed through the SA. This figure was the figure for the District with the proposed revisions to the standard housing methodology.

Employment needs

4.2.8 The HEDNA identified a need for a minimum of 110ha. The supply position illustrates that there is sufficient employment land in the pipeline to meet and exceed identified these needs.

Distribution of development

4.2.9 In terms of distribution, a range of factors was considered when exploring what might be reasonable. First and foremost, any approach must be capable of delivering the Plan vision, otherwise it is not reasonable. Other important factors include:

- Existing patterns of development.
- Proposed site opportunities.
- Options and ideas proposed by stakeholders.
- Land supply.
- 'Hard' constraints.
- Deliverability.

4.2.10 The issues and options paper identified a range of 'broad options' for the distribution of housing and employment.

4.2.11 The following Spatial Housing Options were included in the Issues and Options Consultation Document in January 2020.

- Option 1 – New housing development to be dispersed across all settlements
- Option 2 – Focus development in towns and larger villages which have several key facilities and have good rail and highway connections
- Option 3 - Focus new housing development near future employment sites, through the expansion of villages in these locations
- Option 4 – Development along strategic transport corridors
- Option 5 – Provision of a new settlement
- Option 6 – A mix of options
- Option 7 – An alternative approach

4.2.12 At Issues and Options stage, the detailed distribution of development was not determined for the 7 housing options identified above. However, the Council undertook an analysis of the pros and cons of each approach and invited comments from stakeholders.

4.2.13 Feedback from consultation revealed a strong preference for Housing Option 6, and it also became clear to the Council from land supply and constraints information that a mix of development options would be an appropriate strategy to pursue.

4.2.14 With regards to employment growth, 6 broad options were identified as follows:

- Option 1 – Focus new development in locations which are in close proximity to existing large scale employment hubs
 - Option 2 – The re-use of brownfield sites for employment
 - Option 3 - Focus new employment development in close proximity to settlements along strategic transport corridors
 - Option 4 – Focus new development in close proximity to key transport hubs
 - Option 5 – A mix of the above options
 - Option 6 – An alternative option?
- 4.2.15 Notwithstanding the options above, the evidence in the HEDNA suggested that there is sufficient supply of employment land in the District for the Local Plan period. The strategy for the location of employment land is therefore already in place with regards to meeting identified needs (110.2 ha).
- 4.2.16 Despite this, a key aim of the Local Plan is to support sustainable economic growth. In particular, there is a desire to deliver the key strategic sites and place making schemes set out in the Selby District Economic Development Framework (2022). Two sites in this document have therefore been identified as locations where economic development will be supported. These are Gascoigne Wood (brownfield opportunity with importance as a rail interchange) and Olympia park (good links to Selby Town), which together total 90.95 ha.
- 4.2.17 The Council consider that there are no other alternatives to the employment strategy. Not supporting delivery of these opportunity sites is considered contrary to the Plan vision. There are no other strategic opportunities, and no evidence that suggests smaller dispersed growth of employment land is necessary.

The Reasonable Alternatives: Preferred Options Stage

- 4.2.18 Building on the work undertaken at Issues and Options stage, the Council established five options for delivering needs-led housing growth (402 dwellings per year). These are each a mix of the 'broad options' for growth, but the focus of development differs for certain settlements / growth locations.

Option A: Focus on Selby with smaller distribution elsewhere (a settlement hierarchy approach)

Option B: More development in the smaller villages, less development in Selby Town

Option C: Less development in Eggborough and Selby Town, more growth in smaller villages

Option D: Less development in Selby Town, expansion of Eggborough and more growth in smaller villages

Option E: Green Belt Release. Less development in Selby Town, expansion of Eggborough

- 4.2.19 At the higher scale of growth (to meet 589 dwellings per year as indicated by the Government's consultation on the revised standard housing methodology), only three options were considered to be reasonable.

Option F: Focus on Selby Town with smaller distribution elsewhere (i.e. a settlement hierarchy approach).

Essentially this is the same as Option A, but to meet higher levels of need, there would be a requirement to maximise growth at Selby Town and introduce two new settlements.

Option G: Increased Green Belt Release rather than dispersing growth to smaller settlements. There would still be a requirement for two new settlements though.

Option H: Limited Green Belt release and more widespread dispersed growth, and therefore require the delivery of three new settlements.

4.2.20 Table 4.1 below sets out the levels of development apportioned to different settlements and growth locations for each of the five options.

4.2.21 It is evident that for many settlements, the level of growth involved is relatively consistent across the options. This reflects constraints and supply-side factors.

4.2.22 Where growth is higher or lower at particular settlements, this reflects a focus of those options. For example, growth at Tadcaster is set at 400 dwellings and growth at Sherburn is set at 300 dwellings, in all options with the exception of Option E, which involves Green Belt release at these two settlements (and hence higher growth in these locations for Option E).

4.2.23 With regards to employment, the strategy is consistent for each option. As discussed above, there is already sufficient land to support employment needs, but two strategic opportunity areas have also been identified as important elements of the Local Plan.

4.2.24 To aid in the understanding of each option, a map was prepared for each that visualises growth. These follow in Table 4-1.

Table 4-1: Breakdown of the strategic growth options (Preferred Options stage).

	402 dwellings per annum (8040 dwellings over the plan period)				589 dpa (11,780 over the plan period)			
	Option A	Option B	Option C	Option D	Option E	Option F	Option G	Option H
Spatial Strategy Option Description	Focus on Selby with smaller distribution elsewhere	More development in the smaller villages, less development in Selby Town	Less development in Eggborough and Selby, more growth in smaller villages	Less development in Selby Town, expansion of Eggborough and more growth in smaller villages	Green Belt Release. Less development in Selby Town, expansion of Eggborough	Focus on Selby with smaller distribution elsewhere	Substantial Green Belt Release and 2x New Settlements	Limited Green Belt Release and 3 x New Settlements
Supply @ 31.03.2020	2285	2285	2285	2285	2285	2285	2285	2285
Residual Target	5755	5755	5755	5755	5755	9495	9495	9495
Selby Town	1750	550	550	550	550	2050	1750	1750
Tadcaster	400	400	400	400	600 (200 of which Green Belt)	400	400	400
Sherburn	300	300	300	300	800 (500 of which Greenbelt)	300	800 (500 of which Greenbelt)	300
Eggborough	1350	1350	400	1350	1350	1350	1350	1350
New Settlement(s)	One 1260 in plan period / 3000 in total	One 1260 in plan period / 3000 in total	One 1260 in plan period / 3000 in total	One 1260 in plan period / 3000 in total	One 1260 in plan period / 3000 in total	Two 2520 in plan period / 6000 in total	Two 2520 in plan period / 6000 in total	Three 3780 in plan period / 9000 in total
Green Belt Description					200 Tadcaster 500 Sherburn		+1000 outside of Selby, Tadcaster and Sherburn	+500 outside of Selby, Tadcaster and Sherburn
Tier 1 Villages	810	1350	1650	1200	1200	2100	1320	810
Tier 2 Villages	700	1200	1525	1050	900	1600	1100	850
Smaller Villages	Windfall	Windfall	Windfall	Windfall	Windfall	Windfall	Windfall	Windfall
TOTAL	6570	6410	6085	6110	6660	10,320	10,240	9,740
'Oversupply'	815	655	330	355	905	825	745	245

Option A- 402dpa

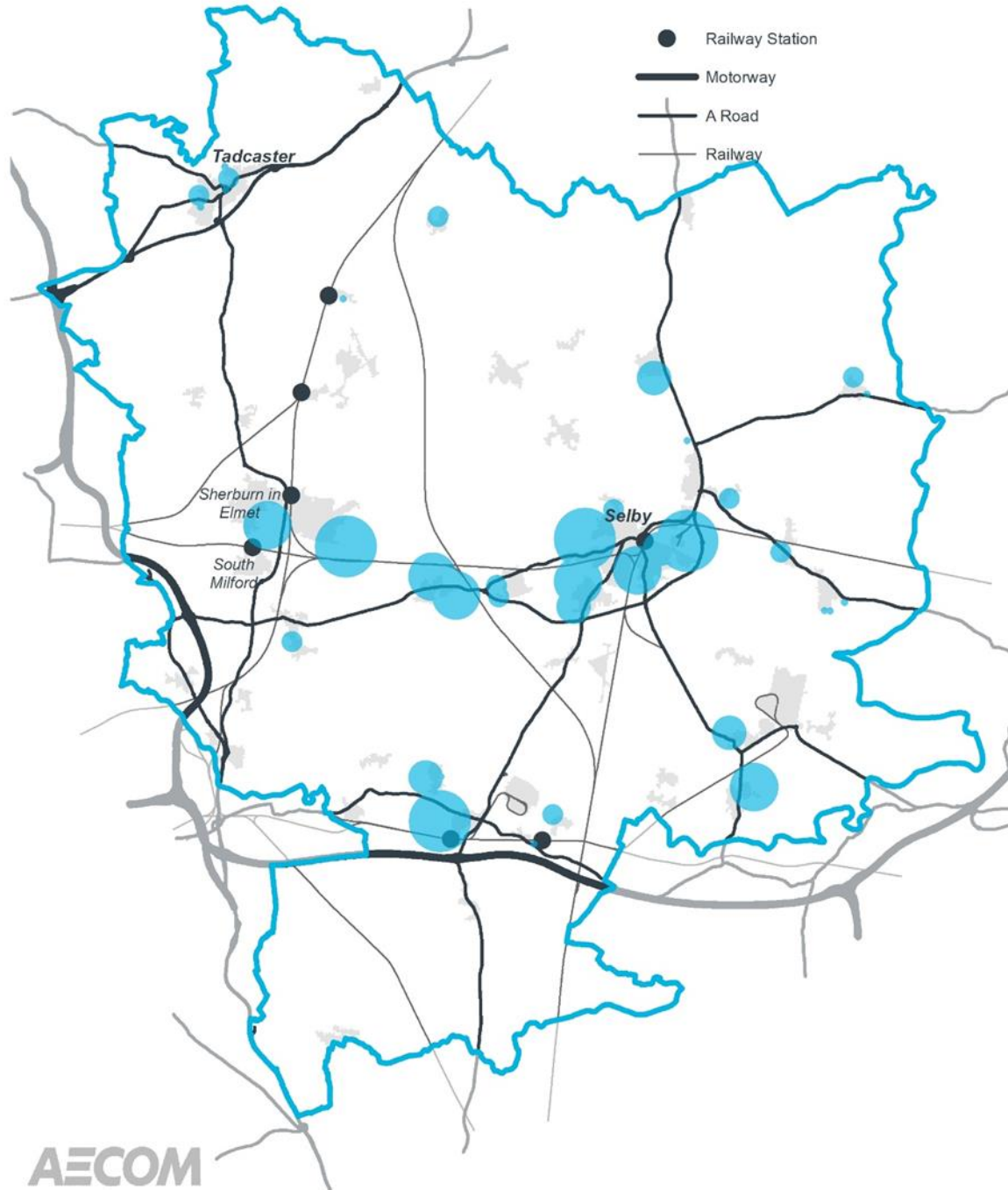


Figure 4-1 Distribution of growth for Option A

Option B- 382dpa

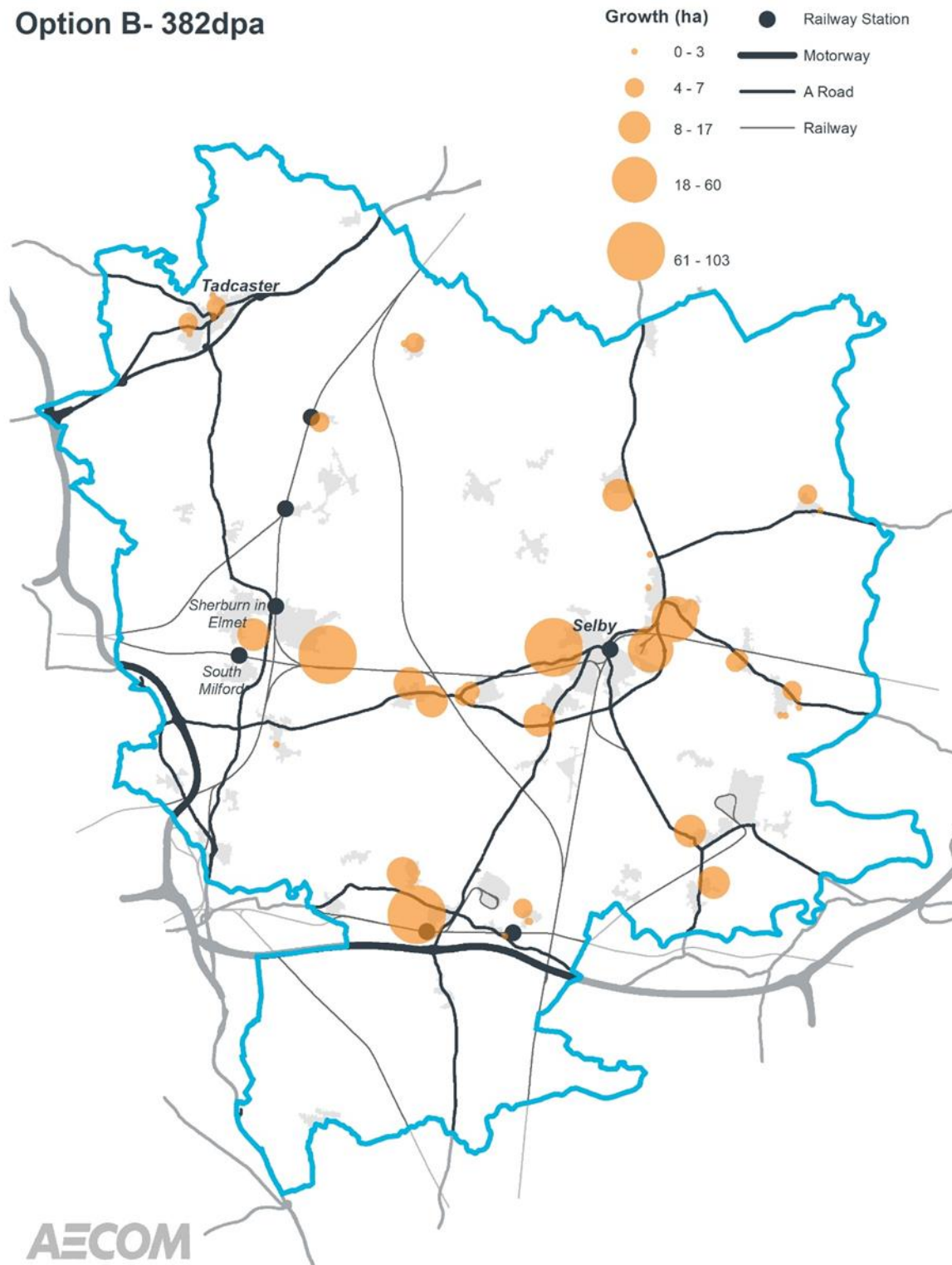


Figure 4-2 Distribution of growth for Option B

Option C- 382dpa

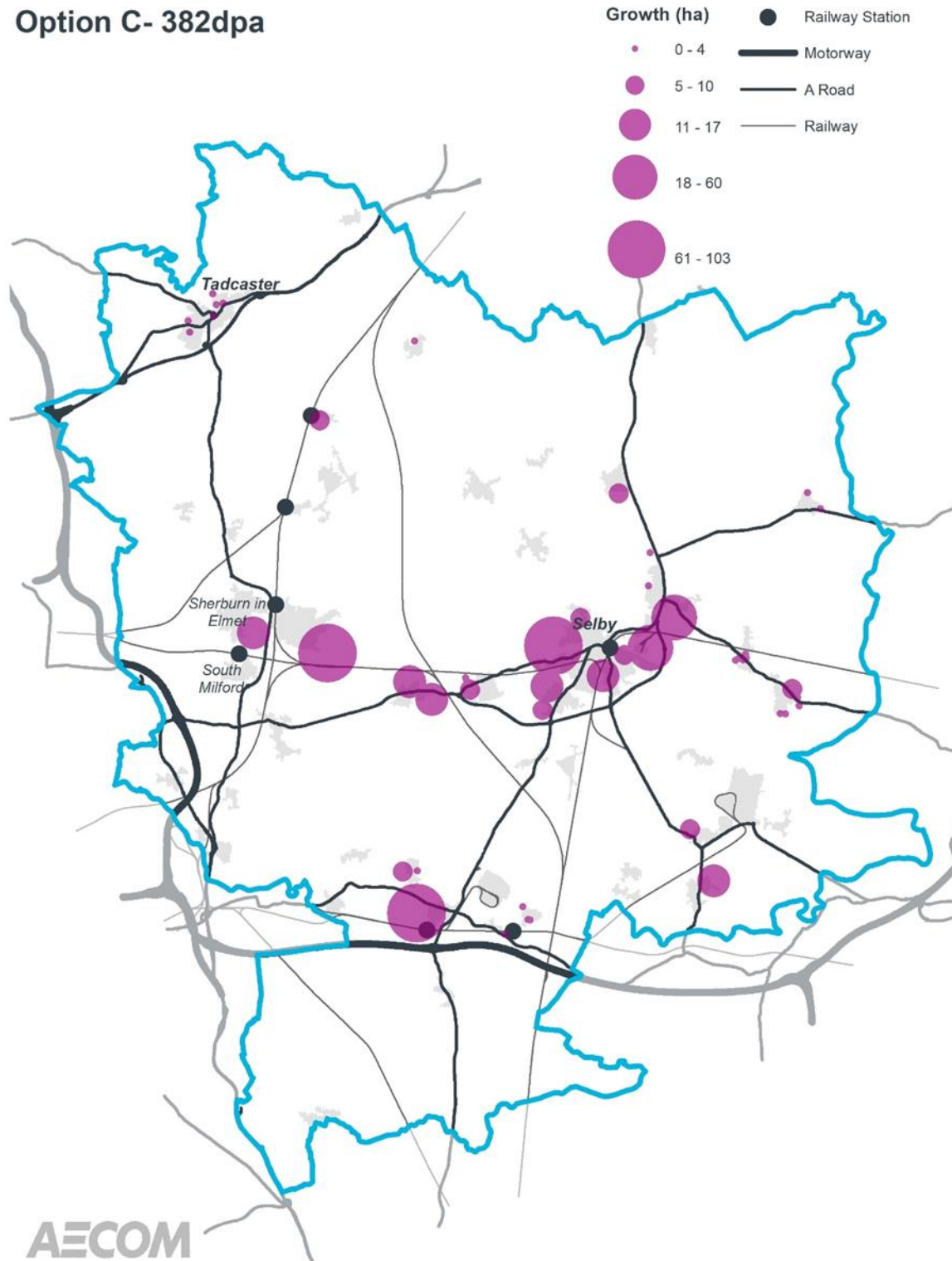


Figure 4-3 Distribution of growth for Option C

Option D- 382dpa

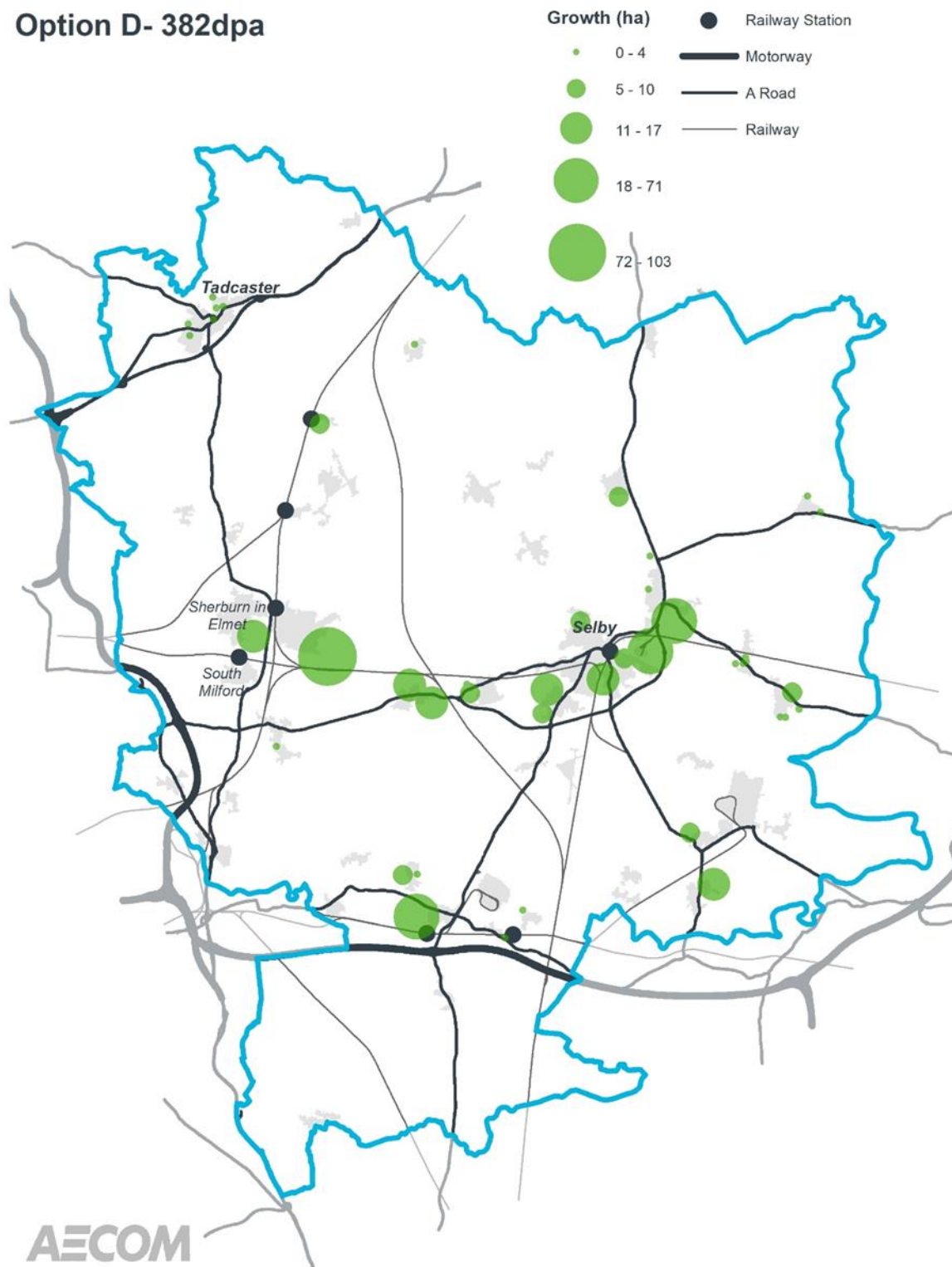


Figure 4-4 Distribution of growth for Option D

Option E- 402dpa

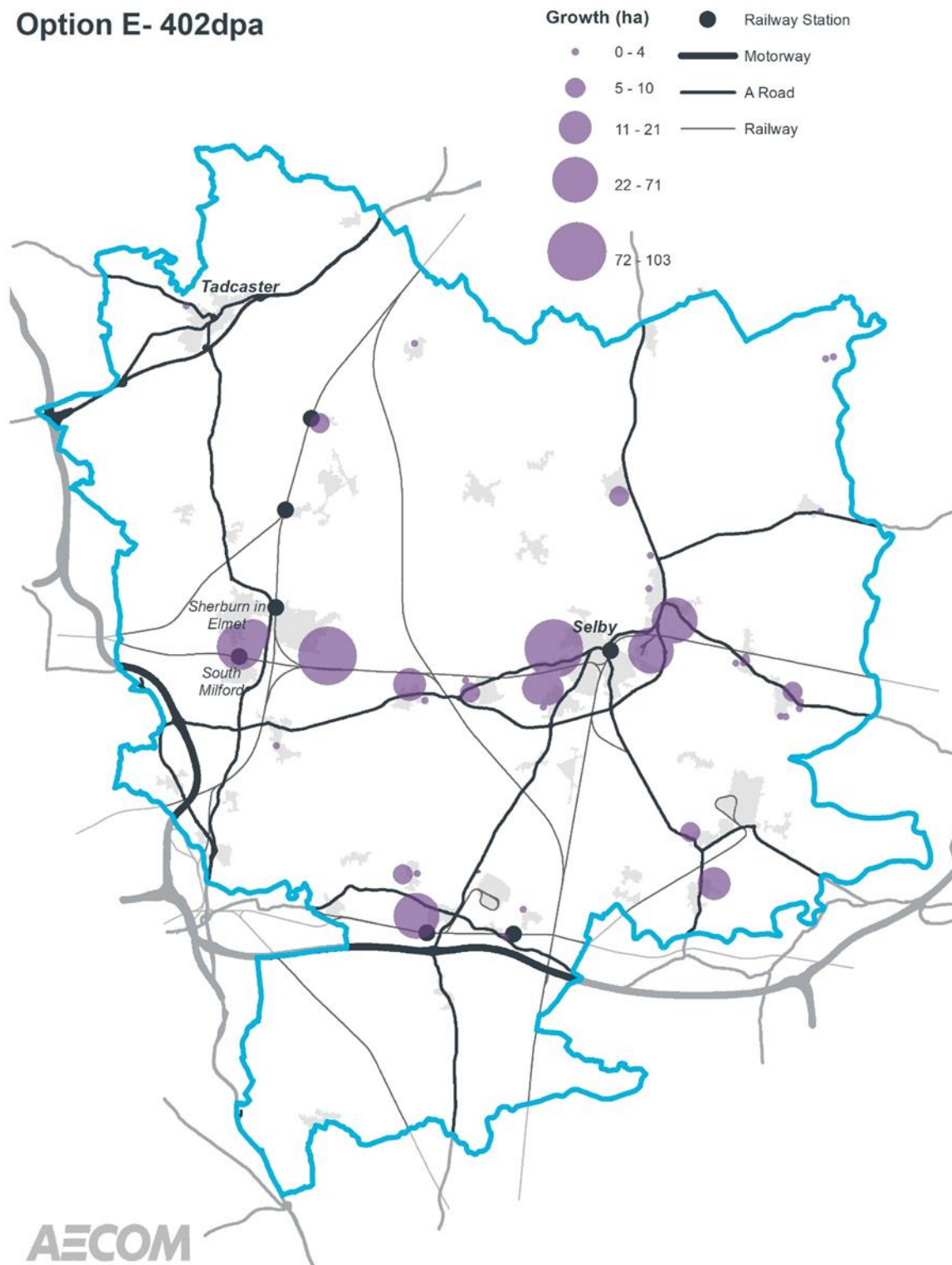


Figure 4-5 Distribution of growth for Option E

Option F- 589dpa

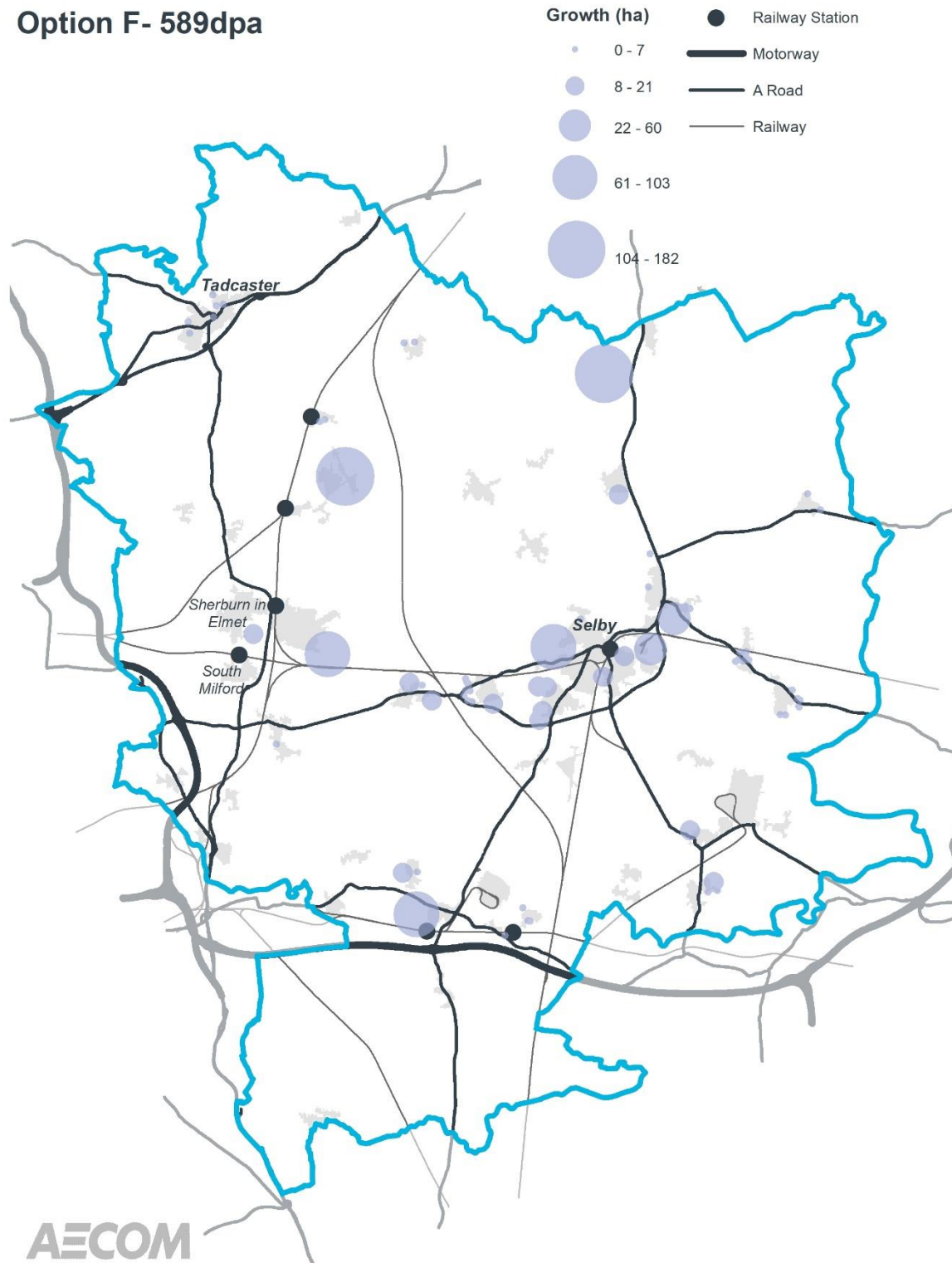
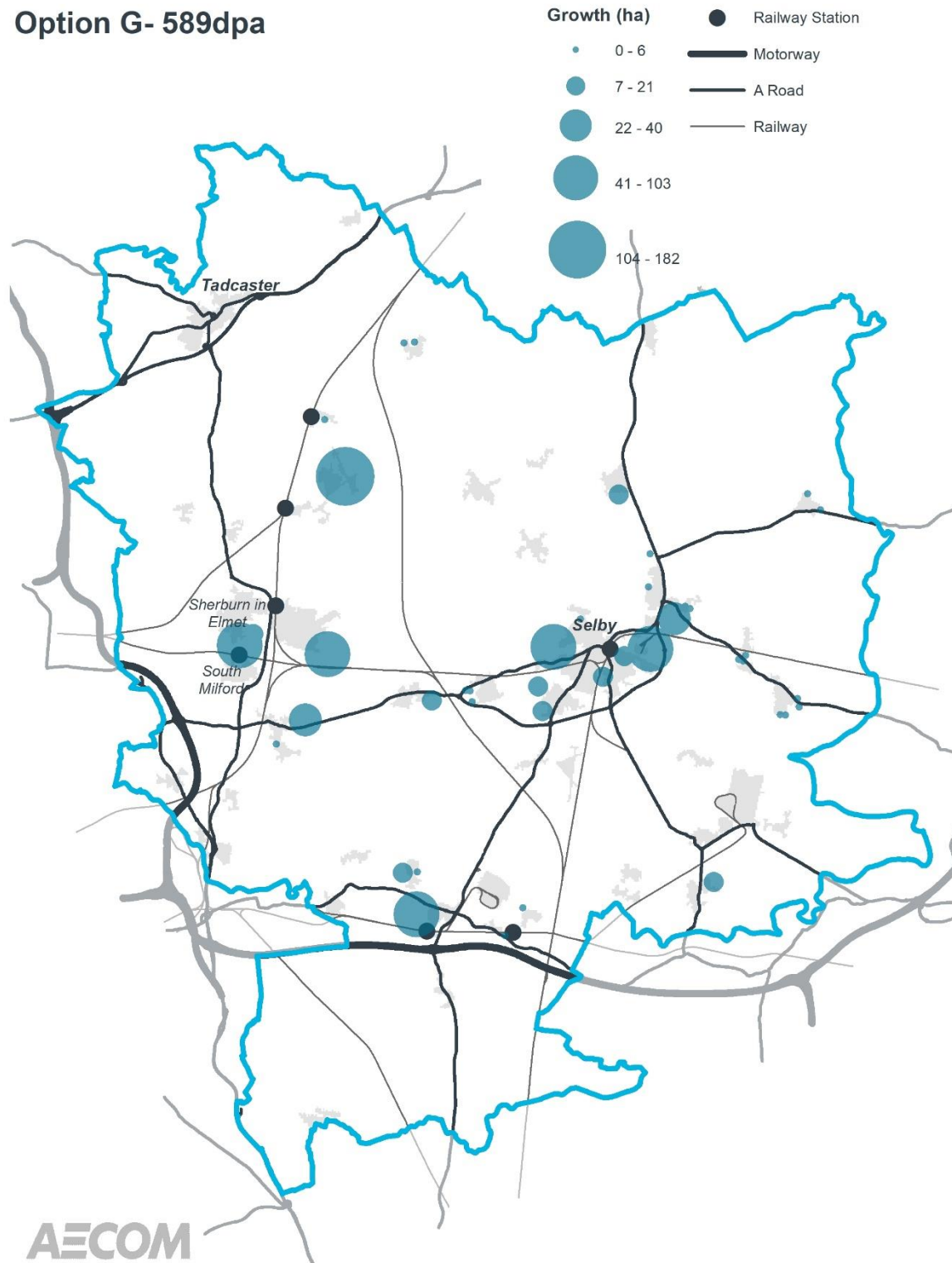


Figure 4-6 Distribution of growth for Option F

Option G- 589dpa



AECOM

Figure 4-7 Distribution of growth for Option G

Option H- 589dpa

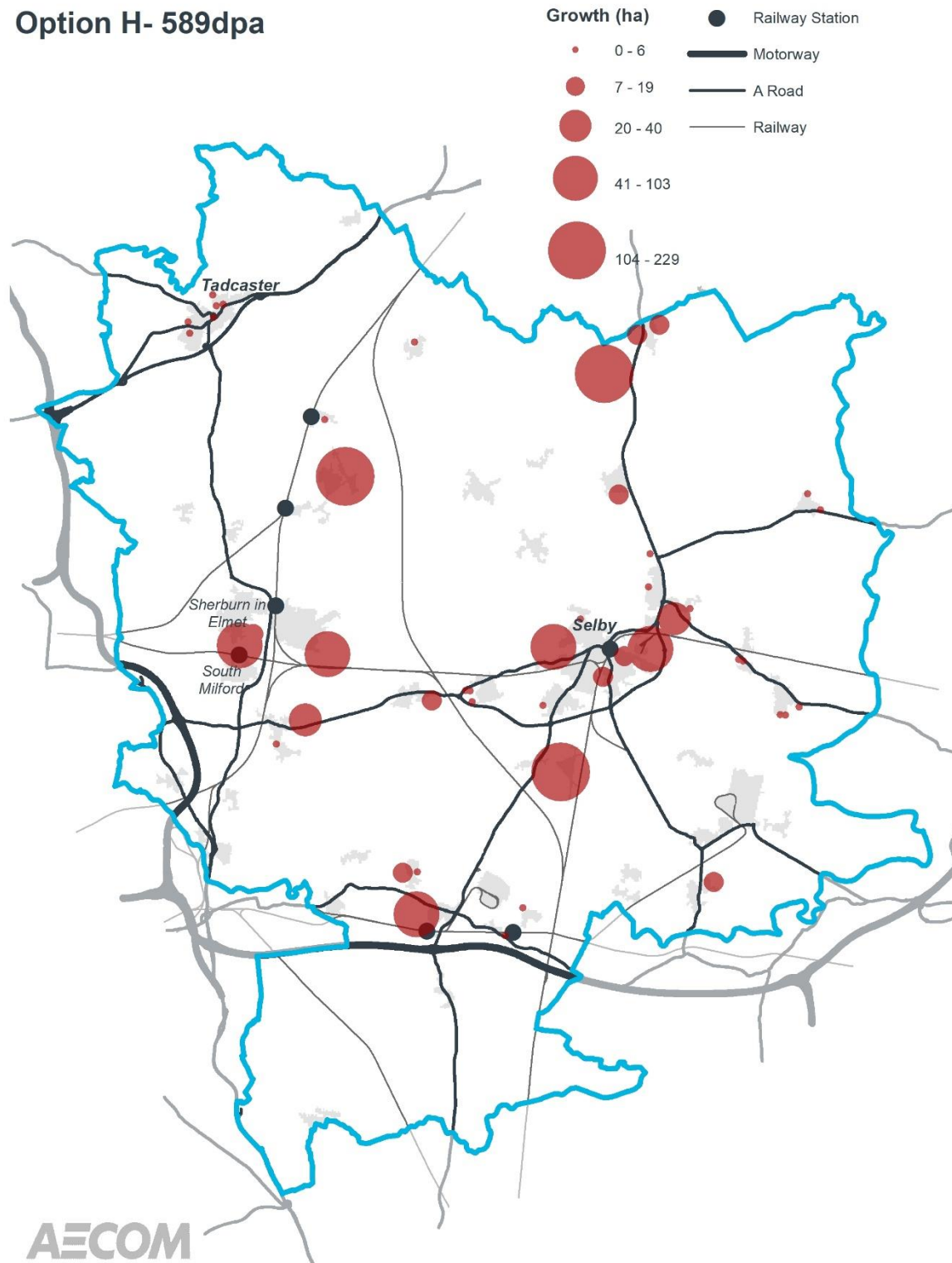


Figure 4-8 Distribution of growth for Option H

5. Appraisal findings: Strategic Spatial Options (Preferred Options Stage)

5.1 Methods

- 5.1.1 The appraisal of spatial options was undertaken by assessing each option against a framework of sustainability objectives.
- 5.1.2 These sustainability objectives for the SA were established at the Scoping Stage of the SA process.
- 5.1.3 The aim is to identify what the effects would be as a result of development and how this compares to what might otherwise be expected to happen (the projected baseline).
- 5.1.4 To determine effects, account is taken of a range of factors including the magnitude of change, the sensitivity of receptors, the likelihood of effects occurring, the length and permanence of effects, and cumulative effects. This gives a picture of how significant effects are likely to be, ranging from neutral, minor, moderate and major. The table below (Table 5-1) sets out the scale that has been used to record effects.
- 5.1.5 When determining what the overall effects of each option are, account has been taken of the different effects that could occur in different settlements and locations across the district. A detailed picture has been built up for each sustainability topic as to how different patterns of growth would affect the District. In some cases, the overall effects might be the same, but how these arise might be quite different.
- 5.1.6 To support the assessments, we have referred to SA objective information and facts gathered in support of the Scoping Stage. However, as with all assessments, a degree of professional opinion is involved, and this should be recognised.








Major positive	
Moderate positive	
Minor positive	
Neutral	
Minor negative	
Moderate negative	
Major negative	
Uncertainty	?

Table 5-1: Significance scale

5.2 Summary of findings (preferred options stage)

5.2.1 The table below (Table 5-2) presents a visual summary of the strategic options appraisal findings. This is followed by a summary of the effects by each SA topic, and then a comparison of each option.

5.2.2 For clarity, the Council’s proposed preferred approach (Option A) at this stage is highlighted below in purple.

5.2.3 Option A is the only one of the needs-led options that generates major positive effects in terms of all three topics of housing, economy and employment and health. This owes to the fact that it focuses growth in and around Selby Town, which brings together housing and employment opportunities, whilst also being one of the only areas in the District that experiences higher levels of multiple deprivation.

Table 5-2: Strategic spatial option appraisal findings (Preferred Options Stage)

*Purple highlight indicates preferred option	Needs-led growth					Higher growth		
	A	B	C	D	E	F	G	H
Air quality	?		?					
Biodiversity							?	
Land and Soil								
Climate change adaptation						?	?	?
Climate change mitigation								
Economy and employment					?			
Health								
Heritage						?	?	?
Housing								
Landscape								
Population and Communities								
Transport								
Water	?	?	?	?	?			

5.3 Population and Communities

Needs-led growth

- 5.3.1 As the principal town in the District, Selby is well equipped to support leisure and recreation needs of existing and new residents. Further growth on strategic developments could help to complement such facilities, and potentially benefit communities that suffer inequalities. The location of sites could also bring potential to enhance access to green infrastructure if this is designed into the development from the outset. For this reason, Option A is predicted to be most positive in relation to these factors when compared to options that disperse growth wider.
- 5.3.2 The dispersed approaches are unlikely to support new facilities but could support the vitality of existing ones. This can be very important in smaller settlements. Therefore, positive effects are likely to accrue for rural communities in this respect, especially for Option C, which might also support some new community facilities and open space where levels of development are higher.
- 5.3.3 New settlements and expansion of settlements are involved for all options, and this brings good opportunities to create sustainable settlements that are well served by local facilities, retail and recreation. This too could benefit surrounding settlements.
- 5.3.4 Overall, Option A is predicted to have moderate positive effects, as it directs a large amount of growth into areas that are well equipped to support growth and community development.
- 5.3.5 Option E is also predicted to have moderate positive effects. Whilst a fairly dispersed approach is taken, which means the services available some developments will be more limited, the increase in greenbelt development would also support good access to services in the affected settlements of Sherburn and Tadcaster.
- 5.3.6 Options B, D and C are predicted to have minor positive effects. Whilst they still involve growth in Selby Town, and the rural areas, it is less pronounced, and the effects are somewhat more diluted compared.

Higher growth

- 5.3.7 At a higher scale of growth, the potential to deliver infrastructure improvements increases, and therefore, **major positive effects** could arise for each higher growth option (albeit with different communities benefiting more or less depending upon the approach taken).

5.4 Climate change mitigation

Needs-led growth

- 5.4.1 It is considered that development proposed under any of the options has the potential to incorporate renewable or low carbon energy. However, generally larger-scale developments offer a greater opportunity to incorporate renewable or low carbon energy. For example, in larger schemes, large active solar systems can be combined with community heating schemes to support renewable energy and increased energy efficiency. In this context, those options that involve strategic developments (such as new settlements and settlement expansion) ought to be more beneficial to meet this objective. That said, if these schemes are required to support other improvements to infrastructure, then the potential for low carbon development could become more problematic. At this stage, it is recommended that any approach that is followed should seek to explore the potential for on-site measures to reduce carbon emissions and generate low carbon energy.
- 5.4.2 In terms of emissions from transport there is little to add to the discussion presented under the air quality and transportation SA themes. Road transport is a significant contributor to greenhouse gas emissions in the District, with the rural nature of the much of the District, as well as issues relating to public transport provision, meaning that car ownership is particularly high. It is considered that all the options have the potential to lead to increases in greenhouse gas emissions from transport given that they all propose significant growth likely to lead to an increase in car-based travel. It is also recognised that growth focussed towards key settlements (Selby, Tadcaster and Sherburn in Elmet) would likely capitalise upon existing sustainable transport infrastructure present at these locations. This is potentially positive for Option A, but Options B, C, D, E and F, which focus a higher level of growth towards lower tier settlements (Tier 1 and Tier 2 villages) is likely to increase private car journeys as residents would need to travel further afield e.g. to major service centres such as Selby Town in order to access services and employment opportunities.
- 5.4.3 As a result, Option A is predicted to have **neutral effects** overall, whilst Options B, C, D and E **minor negative effects** (as there would be a refocusing of growth to broadly less accessible locations). This is related primarily to patterns of travel.

Higher growth

- 5.4.4 The delivery of higher growth and new settlements through Options F-H in particular would potentially in the longer term create the critical mass to deliver significant new transport infrastructure. This would likely reduce the need to travel, supporting modal shift, with the potential for minor long-term positive effects.
- 5.4.5 However, an overall increase in housing is likely to increase total carbon emissions within Selby District (through increased extraction of materials, construction activities, and servicing to a wider urban area (for example more waste management will be required, more water treatment and so on). In the plan period, this is likely to offset any benefits that might arise due to improved performance of buildings and new infrastructure. Therefore, **minor negative effects** are predicted.

5.5 Economy and Employment

Needs-led growth

- 5.5.1 All the options involve employment growth in key locations, which is likely to lead to positive effects in terms of the provision of employment land that is accessible to existing communities. In terms of further housing growth, the options perform similarly in some respects, given that all involve growth across the District in important locations. However, there are some differences, which influence the overall scores for each option.
- 5.5.2 Option A places most of the growth in Selby Town, which is a key location for existing and future employment growth. This ensures a good match between housing and jobs, and brings investment, and jobs (in construction) to areas that are most deprived (though it is not a certainty these communities would benefit). Though the spread of development to the Tier 1 and 2 settlements is fairly small, it should support their ongoing viability, but without having a notable effect on the rural economy. Overall, a **major positive effect** is predicted.
- 5.5.3 Options B, C, D and E disperse growth more widely and so the benefits associated with Selby Town are less pronounced. Positive effects are still likely to arise though due to the involvement of settlement expansion in Eggborough, and a new settlement (which would involve an element of employment land).
- 5.5.4 For Option B and D (to a lesser extent), the effects for the smaller settlements would be more positive, and much else remains the same compared to Option A. However, the benefits in the smaller settlements are not considered to be as significant as those under Option A which focuses on Selby Town. Therefore, **moderate positive effects** are predicted overall for both options.
- 5.5.5 Option C is likely to be most supportive of growth in rural economies and the vitality of the Tier 1 and 2 settlements. However, it does not have the same benefits at Eggborough that all other options do. Therefore, **moderate positive effects** are predicted.
- 5.5.6 Option E involves additional growth at Sherburn in Elmet and Tadcaster, whilst only slightly reducing growth in the rural areas compared to Option D. As the second and third largest settlements in the District, this brings economic growth opportunities to these locations and also places homes in locations that are accessible to employment opportunities. Therefore overall, **potentially major positive effects** are predicted when considered alongside the benefits associated with Eggborough, a new settlement and modest growth in a range of other settlements.

Higher growth

- 5.5.7 At a higher scale of growth, the inward investment in housing, construction and infrastructure will lead to a greater magnitude of positive effect overall across the District. All the options contain significant growth in Selby Town, with the associated benefits, whilst also promoting at least 2 new settlements with employment land involved. The higher overall growth in housing should also mean that a higher proportion of people are able to remain in the District to access work or be attracted to live closer to places of employment. All three options are predicted to **have major positive effects**.

5.6 Transport

Needs-led growth

- 5.6.1 Overall, Option A is predicted to have minor positive effects. The majority of growth would be in accessible locations, and strategic growth at Eggborough and a new settlement could help to improve transport links in these parts of the District. Whilst some development in less accessible locations is still involved; this does not outweigh the positive effects that ought to arise.
- 5.6.2 Options B, C and D disperse growth to a greater extent (though Option D directs more towards Tadcaster and Sherburn in Elmet, which are also well serviced). As a result, the potential for new development to be positively located and promote sustainable travel is more limited. Though some benefits could still arise from settlement expansion and a new settlement, the negative effects associated with this dispersal mean that the effects are likely to be **neutral** overall.

Higher growth

- 5.6.3 Each of the higher growth options should bring greater potential for investment in infrastructure. This is especially the case for strategic developments, which are included in the higher growth options.
- 5.6.4 All three higher growth options also focus a large amount of growth to Selby Town, and as discussed above this should support sustainable patterns of travel.
- 5.6.5 Option F involves a lot of growth in less accessible settlements too though, and this offsets the positives to an extent. Therefore, overall **minor positive effects** are predicted.
- 5.6.6 Option H involves three new settlements, that should help to secure investment in strategic infrastructure, develop sustainable communities that promote active travel, and also help to support surrounding settlements. This is a significant positive effect. However, this option involves 500 dwellings on Green Belt sites in locations that are likely to be less accessible. Coupled with growth within the Tier 1 and 2 settlement urban areas, this offsets the positives somewhat. Therefore, only **moderate positive effects** are predicted overall.
- 5.6.7 Option G has similar effects, but the new settlement opportunities are slightly reduced. Instead, urban extensions of a smaller scale are involved at Green Belt sites around Tier 1 and 2 settlements (1000 dwellings). Whilst these could still support some infrastructure, it would be less expansive, and several settlements have relatively limited access to the district's employment and services. Therefore, **minor positive effects** are predicted overall.

5.7 Historic environment

- 5.7.1 Overall, it is difficult to rank the options in terms of preference against the historic environment SA theme, so the assessment here is not split between Needs-Led Growth and Higher Growth Options.
- 5.7.2 All options are predicted to have potential negative effects through directing development to areas in that are sensitive in terms of the historic environment; albeit in different areas of the district. It is considered that as the level of growth increases so does the potential for significant effects. However ultimately, effects will be dependent on the design/ layout of development as well as the implementation of mitigation measures.
- 5.7.3 The main differences are discussed below:
- 5.7.4 Option A focuses the most growth in and around Selby Town (along with higher options F, G and H). This is a sensitive settlement, but most of the site options are on the urban periphery. Whilst negative effects are still likely, they are more likely to be minor in nature. The regeneration of brownfield sites could also lead to some improvements in townscape.
- 5.7.5 For Tadcaster there are likely to be major positive effects because the preferred approach (Option A) and all other options except Option E provide for a heritage-led approach to housing development which will deliver improvements to heritage assets (including many listed buildings and the conservation area) and provide a catalyst for wider regeneration of the historic town such as bringing back into use vacant and derelict properties and sites which currently have a negative impact on the town.
- 5.7.6 The level of growth at the smaller settlements is also smaller under this approach, helping to avoid negative effects there. The other elements of this approach are large scale developments at Eggborough (which ought to be possible without generating significant effects), and at one new settlement. The site chosen here is important in terms of effects on cultural heritage. Whilst Stillingfleet and Burn sites could affect the character of settlements or listed buildings in the wider vicinity, mitigation ought to be possible and effects minor. However, the site at Church Fenton Airfield contains scheduled monuments and the effects could be more significant although substantial investment in a new settlement provides the opportunity to protect and enhance these heritage assets which might otherwise not be available. There remains a choice at this scale of growth though. Overall, **minor negative effects** are predicted.
- 5.7.7 Whilst the effects in Selby Town might be less significant for Options B, C, D and E, it is perhaps more difficult to avoid the negative effects arising in locations where settlements are small scale and any change might be difficult to accommodate without affecting their character.
- 5.7.8 For this reason, Option C records **moderate negative effects** overall as a large amount of growth is directed to the Tier 1 and 2 settlements.
- 5.7.9 Options B and D spread growth to the Tier 1 and 2 settlements to a lesser extent, whilst also avoiding large amounts of growth at Selby Town and Tadcaster (as for all of the options except Option E). As such, **minor negative effects** are predicted overall.

- 5.7.10 Option E (Needs-led growth) directs a greater proportion of the growth to Tadcaster and Sherburn in Elmet and involves higher growth overall than A-D. Tadcaster Green Belt could be sensitive to change, whilst the large scale of growth involved at Sherburn in Elmet would be likely to affect the historic setting of several listed buildings, and potentially the nearby Scheduled Monument. As a result, **moderate negative effects** are predicted overall.
- 5.7.11 The higher growth levels involve increased pressures on multiple settlements, and hence major negative effects are more likely to arise.
- 5.7.12 Though Option H places much growth at the new settlements, one of these is sensitive and would definitely be involved. The release of Green Belt land could also be associated with sensitive historic landscapes or the setting of rural buildings. Therefore, the potential for **major negative effects** overall is recorded.
- 5.7.13 Option G is predicted to have potential major negative effects as the combination of relatively high levels of growth in the Tier 1 and 2 villages, and Green Belt release around these settlements could generate **major negative effects** on character.

5.8 Health

Needs-led growth

- 5.8.1 Each of the options involves the same level of growth overall, and in this respect, the need for health care across the District is the same. However, some locations for growth are currently better serviced by health care or can be improved. In terms of inequalities, the majority of the District experiences low levels of multiple deprivation, with parts of Selby Town falling into the highest 20% and 10% deprived locations in England. A focus on housing in these areas ought to provide benefits in terms of inward investment, improvements to local schools and GP provision and new open space / recreational facilities. In locations that are well serviced it may also be easier to support walking and cycling, which is good for health.
- 5.8.2 In this respect, Option A performs most positively, as it involves targeted growth at Selby Town. Moderate positive effects are predicted. Each of the options also involves growth at Eggborough (to varying extents). The scale of growth involved for options A, B D and E ought to help support a new primary school and contributions to healthcare. This is positive for these options. For Option C, the scale of growth might not be sufficient to create economies of scale, and so effects would be less positive, or potentially negative if the pressure on local facilities is overwhelming.
- 5.8.3 Growth at the Tier 1 and 2 villages could lead to mixed effects. On one hand it brings affordable housing and could lead to some improved facilities locally at higher levels of growth. However, the general picture will be one where new development is placed in areas that have poorer access to healthcare and other public services.
- 5.8.4 In terms of access to green space and recreational opportunities, the majority of development involved under any option would involve land that is currently not in use by the public. Development could therefore perhaps lead to some improvements in access to useable greenspace, particularly on larger strategic developments and new settlements. Where development is piecemeal, and small-scale, it is less likely that strategic improvements would be achieved, but there could be impacts on the amenity value of land that local residents oppose.

- 5.8.5 Each option involves a new settlement. At the scale involved, the range of facilities could be supported, as well as access to new open space. However, it is uncertain whether new healthcare and secondary education would be viable in the Plan period (unless front-loaded). Further viability testing is required.
- 5.8.6 Overall, Option A is predicted to have **major positive effects**. On one hand it directs growth to areas where investment is most needed to rectify health and deprivation issues. It also ensures that the majority of development has good access to services and offers potential to improve green infrastructure through Selby Town, Eggborough and at a new settlement in particular. Some negative effects are likely to occur as some communities may experience amenity concerns and some development would be in less accessible locations. However, these are not likely to outweigh the overall benefits.
- 5.8.7 Option C directs much of the growth to Tier 1 and 2 settlements, which is positive in terms of inward investment and affordable housing. The scale involved at each settlement would not likely support new facilities. In some instances, growth might be possible to accommodate but in others it would put pressure on existing services. There would also be a wider range of amenity issues experienced across the district by multiple communities. In terms of greenspace, the potential for enhancements at smaller settlements would be higher for this option, and access to the countryside would be good. On the flip side, there would be fewer strategic large-scale developments under this approach. This would mean opportunities for comprehensive new communities would be missed. Therefore, overall, a **minor positive effect** is predicted.
- 5.8.8 Options B and D involve considerable dispersal too, and so the effects are similar to Option C. However, the degree of dispersal is lower as both also involve the Eggborough extension. Overall, these are predicted to give rise to **moderate positive effects**.

Higher Growth

- 5.8.9 At a higher level of growth, the benefits that development can bring would be felt in Selby Town for all three options. There would also be positive effects associated with settlement expansion and new settlements (of which there would be 2 or 3). In this respect, **major positive effects** are likely for each option.
- 5.8.10 However, for Option F, large amounts of growth would be directed to the rural areas and could possibly put pressure on facilities without being able to support capacity in those settlements themselves. This offsets the positive effects elsewhere, and so overall, **moderate positives** are recorded for Option F.
- 5.8.11 This is also the case for Option G. Whilst it directs less growth to Tier 1 and 2 settlements themselves, it would involve large amounts of Green Belt release around these areas.
- 5.8.12 Option H involves a lower level of dispersal overall to the Tier 1 and 2 settlements (be it within the settlements themselves, or on surrounding Greenbelt land). Therefore, the **major positive effects** arising elsewhere are also recorded overall at a District level.

5.9 Air quality

Needs-led growth

- 5.9.1 Each option is likely to give rise to some negative effects in terms of air quality, either through a concentration of development into an area that contains an Air Quality Management Area (AQMA) (for example Option A and its focus on Selby Town), or by dispersing growth to locations that are likely to encourage car use (Option C).
- 5.9.2 Options C is predicted to have potential for the most adverse effects on air quality due to the high levels of growth proposed within Tier-1 and Tier-2 villages. These locations are generally remote from employment and service centres and therefore residents here would rely mostly on private cars as they travel further afield to access services and employment. In common with the other options this option also allocates substantial development within Selby Town on sites located within 700m of the AQMA at New Street.
- 5.9.3 Option A involves the most growth in areas that already suffer from air quality issues, and this creates the potential for further pressures. Whilst the area is generally better served by public transport and services, an increase in car trips is likely on the road networks. This option would draw less traffic from smaller settlements though.
- 5.9.4 Options B, D and E are also likely to generate negative effects in terms of air quality. However, they involve a lower level of growth in Selby Town compared to Option A, and a lower level of dispersal. In this respect, the magnitude of negative effects is considered to be minor negative effects rather than moderate negative effects for Options A and C.

Higher Growth

- 5.9.5 At a higher scale of growth, the effects are likely to be exacerbated regardless of the distribution. Therefore, moderate negative effects are predicted with greater certainty.

5.10 Biodiversity

Needs-led growth

- 5.10.1 Where the level of growth and similar site options are involved between the different options, the effects in terms of biodiversity are the same.
- 5.10.2 This also applies to the new settlement element of each option, which provide the potential for positive or negative effects depending upon the location chosen.
- 5.10.3 The main differences between the options are as follows:
- 5.10.4 Option A focuses more growth to Selby Town, and less to the Tier 1 and 2 settlements. This reduces pressure on biodiversity in the countryside and means that more sensitive locations can be avoided. Whilst growth in Selby Town is higher under Option A, it would not be likely to lead to significantly different effects here compared to the other options that involve lower growth. Therefore, overall only **minor negative effects** are recorded.

- 5.10.5 Option C involves less growth in Selby Town and Eggborough and more at the Tier 1 and 2 villages. Though most of the smaller settlements are not sensitive to small scale developments, there is less scope for strategic enhancements and at specific villages there are notable constraints. This creates a more negative picture overall; so **moderate negative effects** are predicted.
- 5.10.6 Option E involves higher levels of growth in Sherburn in Elmet, which could potentially have negative effects on a Site of Special Scientific Interest (SSSI). It also still involves growth in some of the smaller villages that could be affected by that growth. As such **moderate negative effects** are predicted overall.
- 5.10.7 Options B and D are less likely to give rise to issues in Sherburn in Elmet and gives more flexibility in the Tier 1 and 2 areas compared to Option C, and hence the effects are also **minor negatives** overall.

Higher growth

- 5.10.8 At a higher scale of growth, for option F, which disperses growth the effect upon sensitive areas in the tier 1 and 2 settlements is increased. There is also potential for more substantial effects at new settlements, but this depends upon those which are involved and the nature of enhancements that can be secured. The potential for **major negative effects** is more likely with such an approach overall.
- 5.10.9 Options G and H do not increase the potential for impacts in most settlements, as the majority of additional growth is focused on new settlements. Having said this, there is a substantial amount of growth in the Green Belt for Option G which could give rise to moderate negative effects in several locations. Cumulatively, this could give rise to a potential **major negative effect** for Option G. There is uncertainty relating to the location of Green Belt sites.
- 5.10.10 The overall affects for Option H are predicted to be **minor negative**.
- 5.10.11 **NB:** It is important to acknowledge, that although negative effects are predicted for all of the options, this is a precautionary approach, which focuses on avoidance of biodiversity loss and pressures on existing important sites.
- 5.10.12 In practice, there will be a legal requirement to achieve net gain of 10% biodiversity for all developments. Therefore, development ought to lead to an overall positive effect in the long term, regardless of distribution and overall growth.
- 5.10.13 Where the benefits occur, and the extent of enhancements would be dependent upon successful identification of land to accommodate enhancements. Local Nature Recovery Strategies will be extremely important in this respect. However, the location and type of new development can facilitate nature recover strategies. In particular, large new settlements and urban expansions ought to have good potential to secure improvements on site. If habitat banks are established in the district, smaller schemes can also make a contribution in this respect. The overall effects in the long term are predicted to be positive provided that the Plan Policies are proactive, and the planning system is linked to wider measures for nature recovery and the enhancement of ecosystem services across Selby.

5.10.14 Whilst net gain is extremely important, it is still important to avoid negative effects on existing habitats and ecological networks. The negative effects are therefore identified in this context at this stage of SA.

5.11 Land and Soil

Needs-led growth

5.11.1 All of the options will involve a significant loss of non-urban land, and much of this is also best and most versatile agricultural land (over 150ha in total for each option). In this respect, **moderate negative effects** are predicted for each option.

5.11.2 There is little to differentiate the options in this respect, but Option D involves the lowest amount of Grade 1 and 2 agricultural land overall at this scale of growth. Option E contains the highest amount of best and most versatile agricultural land.

Higher growth

5.11.3 For all three higher growth options, the effects are exacerbated, with even more greenfield land lost and in the case of Options F and H a very large amount of best and most versatile land would be lost, including over 200ha of Grade 2.

5.11.4 At this higher scale of growth Option G performs the best in terms of the efficient use of land as it involves 2 new settlements on former airfields (avoiding the further loss of Green Belt and high-quality agricultural land). Therefore, the effects are **moderately negative** for Option G and **major negative** for Options F and H.

5.12 Climate Change adaptation

Needs-led growth

5.12.1 Selby District is characterised by large areas of floodplain, and as such many of the key settlements have experienced flooding issues. However, there are a range of areas that benefit from flood defences, which reduce the risks somewhat. In the longer term, with increased risks posed by climate change, it is important to manage flood risk and avoid areas that fall within vulnerable locations. If flood defences become overwhelmed, then these areas would undoubtedly be affected.

5.12.2 All the options involve growth in Selby Town, with a range of sites involved. For Option A, growth associated with the town is maximised, and as such several sites that fall within areas of flood risk are included. Though flood defences protect these areas, this is still a minor negative effect. For Options B-E the growth in Selby Town is lower, and for Options B and E, this means that negative effects ought to be possible to avoid. For C and D however, the same areas as those included in Option A are involved.

5.12.3 The options are all likely to score similarly in terms of growth in Tadcaster, with some minor negative effects for all options. The expansion of Eggborough is unlikely to cause particular issues, and though there is some flooding risk at certain Tier 1 and 2 villages, there are locations where growth can be accommodated.

- 5.12.4 As a result, each of the options are predicted to have minor negative effects overall. Options B and E do perform better than A, C and D though as the amount of new development proposed in Flood Zones 2/3 is slightly lower overall.
- 5.12.5 In terms of new settlements, the effects are dependent upon which is chosen and the Sustainable Drainage Systems (SuDS) that are implemented. Stillingfleet is most preferable, with some issues associated with Church Fenton Airfield and greater constraints at the Burn Airfield.

Higher growth

- 5.12.6 With regards to the higher growth options, increased dispersal for Option F is not considered likely to lead to more significant effects. For Options F and G which include just two of the new settlements, it ought to be possible to avoid the more sensitive Burn Airfield site. Therefore, only minor negative effects are predicted, but there is some uncertainty (given that the Burn Airfield might still be involved).
- 5.12.7 However, for Option H, all 3 new settlements would be required, which gives rise to moderate negative effects overall.

5.13 Housing

Needs-led growth

- 5.13.1 All of the options are predicted to have major positive effects as they will meet housing needs, supporting economic growth and providing an element of flexibility. The areas that would benefit under each option vary slightly, with the smaller villages benefiting greatest from a dispersed approach (Options B and C), but less housing being directed to larger key settlements such as Selby Town. Managed expansion of rural areas, on smaller sites is a component of the SA Objective for housing, and so specific benefits are likely in this respect. However, this approach would perhaps be less well placed to promote strategic brownfield sites and to focus housing in populous areas which are more likely to experience demand. Option A is most beneficial in this respect, whilst still maintaining a degree of dispersal.

Higher growth

- 5.13.2 At a higher scale of growth, major positive effects are predicted, and to a greater extent when compared to the lower growth alternatives. With a higher Plan target, and increased options for housing growth, it is likely that more areas would benefit, and different types of opportunities could come forward across the District (strategic sites, small sites, rural expansion and in tandem with economic growth opportunities). At this much higher level of growth, housing needs would be likely to be exceeded.

5.14 Landscape

Needs-led growth

- 5.14.1 All options are predicted to have potential **major negative effects** on landscape because there are sensitive landscapes across the District with the flat, low-lying, open nature of the landscape affording extensive views from the surrounding areas into proposed sites and outward from the sites into the surrounding landscape.

- 5.14.2 The effects are more or less prominent in different areas depending upon the scale of growth in different settlements, and also the choice of new settlement. Therefore, whilst major negative effects are predicted overall for each option, there ought to be some scope to avoid and mitigate effects. There is also likely to be some positive effect in town centre areas such as Selby, where regeneration of brownfield sites will occur.

Higher growth

- 5.14.3 The higher growth options will have the same negative effects exhibited by the lower growth options only these will be greater in magnitude due to the substantial additional growth proposed. This particularly applies to the more sensitive Tier-1 and Tier-2 villages and settlements with conservation areas and historic parks.

5.15 Water

Needs-led growth

- 5.15.1 Development will require servicing in terms of water supply, water treatment and drainage. The locations and headroom capacity of treatment plants has not been determined. However, there are assumptions made that the larger urban centres are supported by sufficient infrastructure, whilst smaller and more remote villages may be more likely to require upgrades to support notable levels of growth. In this respect, Option A is likely to be appropriate, whilst dispersed approaches (Option C in particular) could be more problematic.
- 5.15.2 Large parts of the District are designated as Nitrate Vulnerable Zones, and there are a number of countryside stewardship schemes operating through the District, with priority locations identified in term of pollutants and sedimentation from farming. This includes Sherburn in Elmet, Eggborough, South Duffield, Barlby with Osgodby, and Church Fenton.
- 5.15.3 This suggests that pollution from agriculture is an issue in parts of the District, but also that agreements are in place to help manage water quality and biodiversity interests. A change in use could therefore have mixed effects in terms of water quality.
- 5.15.4 On one hand, the effects might be reduced in terms of polluting activities, but on the other, management measures may no longer be in place, and there would be greater pressure on drainage and treatment networks. The areas most likely to be affected are Sherburn in Elmet and the Tier 1 and 2 settlements. Therefore, Options C and E could be more likely to give rise to effects.
- 5.15.5 Several of the Tier 1 and 2 villages also fall within or close to drinking water protection areas and / or safeguard zones (*Barlby with Osgodby, North Duffield, Carlton, Hensall, and Hemingbrough*). Whilst non-statutory designations, these show that the water environment in such locations is sensitive to change and ought to be carefully managed.
- 5.15.6 Some smaller villages are also close to and may lead to discharges into the River Derwent SSSI (for example Hemingbrough and South Duffield). For Option C in particular, these issues would need to be addressed.

- 5.15.7 Water Framework Directive data shows that there is currently moderate water quality in watercourses passing through Tadcaster, Selby Town and Eggborough. Other watercourses in the District are of poor quality, and this includes some close to Sherburn in Elmet. This means Option E could potentially have more notable effects in terms of water quality.
- 5.15.8 At this stage, potential **moderate negative effects** are presumed from a precautionary point of view (acknowledging a degree of uncertainty)
- 5.15.9 Options A, B and D are predicted to have **minor negative effects**, but uncertainty also exists.

Higher Growth

- 5.15.10 The likelihood of negative effects on water quality are exacerbated for the higher growth options, particularly those that involve dispersed growth to a greater extent (Option G). therefore, **moderate negative effects** are predicted with greater certainty for all three options.

5.16 Overall summary

Needs-led growth

- 5.16.1 The growth options perform similarly for a range of SA Objectives, with each having the same overall significance of negative effects with regards to land and soil, climate change adaptation and landscape. This demonstrates that there are common elements to each option, but also that the choices between distribution do not make a significant change in the outcomes.
- 5.16.2 This is largely because there are sensitive landscapes across the District, a large amount of agricultural land that overlaps with site options, and flood risk is widespread.
- 5.16.3 Whilst the differences are not huge, there are some areas where certain distributions perform better or worse than the others though. These are discussed below.
- 5.16.4 Option A is the only one of the needs-led options that generates major positive effects in terms of housing, economy and employment and health. This owes to the fact that it focuses growth in and around Selby Town, which brings together housing and employment opportunities, whilst also being one of the only areas in the District that experience higher levels of multiple deprivation.
- 5.16.5 Given the broader range of services and accessibility that Selby Town affords, the effects in terms of accessibility, transport and climate change is also slightly better for this option compared to the others. However, focused growth in Selby Town does increase the potential for negative effects in air quality compared to options B, D and E.
- 5.16.6 Whilst Option C does have benefits, it performs slightly worse overall compared to the other options. This is due to the potential for greater negative effects on the built and natural character of smaller settlements, poorer access to services that is likely to occur, and pressures on water and biodiversity.

- 5.16.7 Options B, D and E perform fairly similarly to one another, with Option E being slightly more negative in terms of biodiversity, heritage and water. With the exception of air quality, these options are predicted to have either the same or slightly worse degree of effects overall compared to Option A. They perform generally better than Option C, with the exception of population and communities.

Higher growth

- 5.16.8 Broadly speaking, the effects for the lower growth options are less pronounced than their higher growth equivalents. Whilst the significance of positive effects increases for some topics such as economy, health, housing and communities, the negatives also generally increase in significance. Option A (which is a lower growth option) also gives rise to several major positive effects, but with a lower range of negative effects compare to the higher growth options.
- 5.16.9 Of particular note is that the effects in terms of land and soil become major for two of the higher growth options, as does the likelihood / certainty that negative effects will arise in terms of air quality and heritage.

5.17 Rationale for selecting the preferred approach

- 5.17.1 Having considered the range of options identified above the Council concluded that Option A, which includes the provision of an urban extension to Eggborough and a new settlement provides the most sustainable option as the levels of development could be supported without significant harm to the character of existing communities and their local services. The sites set out as Preferred Sites in the consultation document were considered the most appropriate to meet the level of growth set out in Option A having been examined through the Site Assessment Methodology.
- 5.17.2 The results from the HEDNA show that current employment land supply exceeds demand and therefore the Preferred Options Local Plan suggests the allocation of two additional employment sites at Olympia Park and Gascoigne Wood Rail Interchange. The Gascoigne Wood site is a former employment site located on an important rail interchange, whilst Olympia Park is well-related to existing employment uses and in close proximity to Selby town.

6. Appraisal of Individual Site Options

6.1.1 In order to inform the spatial approach and make decisions on the sites where development will take place, the Council undertook a 'call for sites' exercise from September 2019 through September 2020.

6.1.2 A total of 412 sites were received for consideration throughout this period. The potential supply of land when combined far exceeds needs and therefore, the Council have established a Site Assessment Methodology (SAM) to identify a preferred list of sites for allocation.

6.1.3 The SAM is outlined in detail in a separate document. In summary, there are three stages to site assessment in the SAM. These are outlined in the table below (Table 6-1) alongside how this relates to the SA process.

Table 6-1: Stages to the site assessment methodology.

	SAM	SA
Stage 1:	Sites are considered against fundamental constraints both in physical terms and policy terms, for example flood risk and conformity with the proposed spatial strategy	A range of sites were discounted at this stage due to having a significant constraint and are therefore not considered to be reasonable alternatives for the purposes of SA ⁴ .
Stage 2:	Sites are then assessed in terms of their relative sustainability, these factors include their proximity to local services and employment, infrastructure constraints, as well as the environmental, social and economic impacts of the potential development of the site. This stage of the SAM is linked to the Sustainability Appraisal.	Sites without a significant constraint were appraised against the SA Framework. A site appraisal framework has been established to assess sites in terms of their relative sustainability. The SA site appraisal framework mirrors the SAM to a large extent. It can be found in both the SAM document and the updated SA Scoping Report.
Stage 3:	Sites are assessed against factors such as ownership, availability, viability and achievability	NA

⁴ All submitted sites have been assessed through the SAM.

Preferred options stage

6.1.4 A total of 251 sites were considered to be reasonable alternatives at this stage for the purpose of the SA. These consisted of the following.

- 208 housing site options
- 20 employment site options
- 2 Gypsy and Traveller site options
- 17 mixed use site options
- 2 Leisure / retail site options
- 2 car park site options

6.1.5 The remaining sites were considered unreasonable options at this stage as they involved a 'significant constraint'. However, SA is an iterative process, which allows sites to be reconsidered throughout plan-making.

Pre-submission updates

6.1.6 An additional 43 sites were considered after the preferred options stage. These sites were appraised individually and were then considered as part of the site selection process when delivering the preferred spatial strategy. These additional sites consisted of the following:

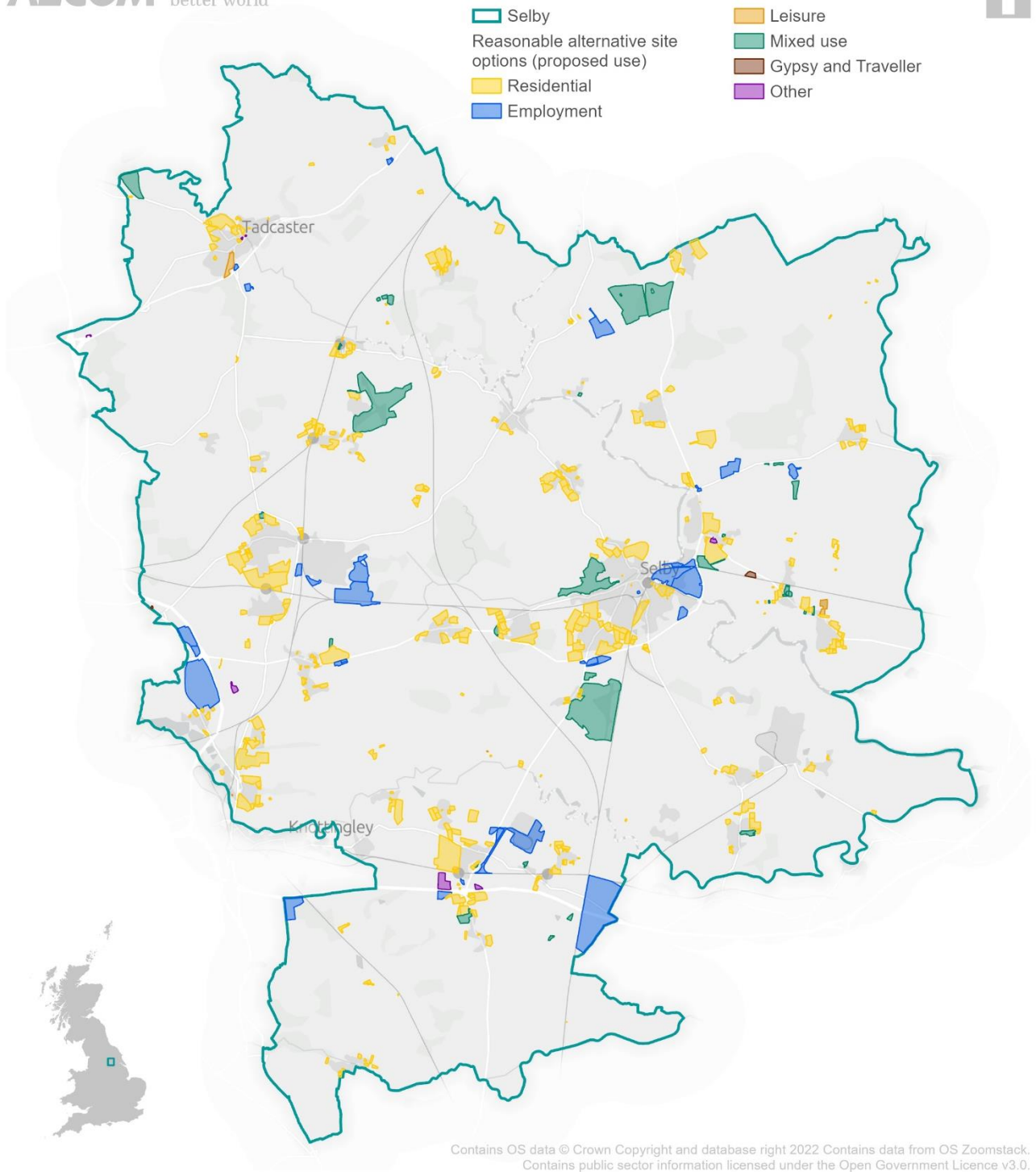
- 33 residential sites
- 3 employment/other sites
- 5 mixed use sites
- 2 other sites

6.1.7 Figure 6.1 illustrates the individual site options which have been considered as part of the site selection process (including any site boundary changes made at pre-submission stage); the map also details the proposed uses for each site.

6.1.8 The matrix at Appendix C of this SA Report sets out a visual summary of the SA site appraisal findings for each site considered to be a reasonable alternative at pre-submission stage.

6.1.9 A matrix showing the Sustainability Appraisal Objectives and how they link to the site selection criteria of the SAM is at Appendix B of the SAM. A Site Assessment Excel Spreadsheet containing all the sites and an Individual Site Profile for each site has been prepared setting out further explanation of the outcomes and associated scores and these are included at Appendix C of the SAM. These are all available at: <https://www.selby.gov.uk/localplan>

Figure 6.1: All site options

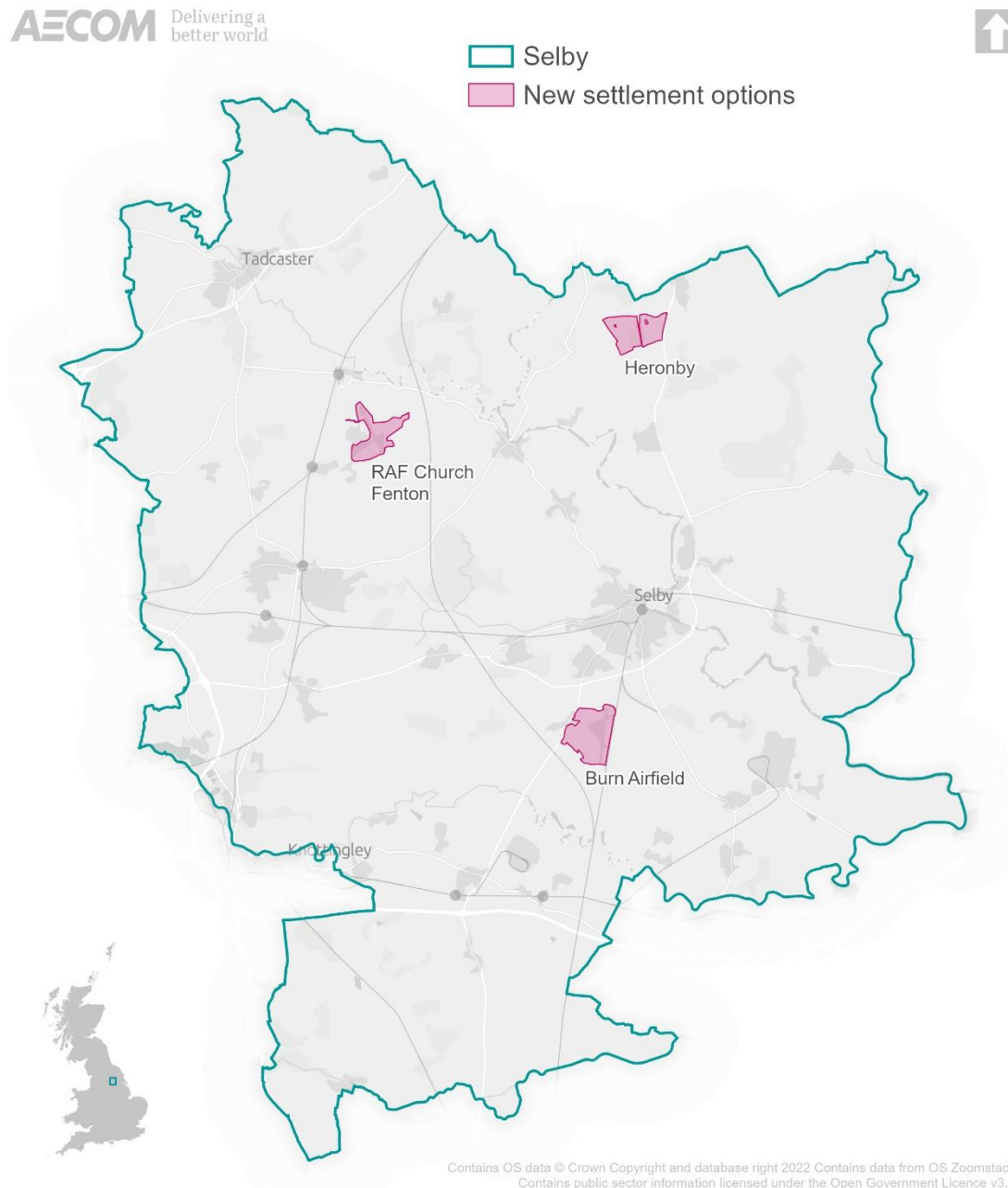


7. New Settlement Options

7.1 Background

7.1.1 The Preferred Options Local Plan proposed to include a new standalone settlement. There was a choice of three potential locations (Figure 7.1); Burn Airfield, Church Fenton Airfield and a greenfield site south west of Escrick referred to as Heronby. Outline proposals have been put forward by the developers / owners of the three sites and these were appraised through the SA on a consistent basis.

Figure 7.1: New settlement options



7.2 Summary of the new settlement options

Burn new settlement

7.2.1 The proposed development at this former RAF Airfield site is located around 3.6 miles from the main services, retail and employment centre of Selby Town and the Olympia Park strategic employment site. The 227 ha site is around 4 miles from the Kellington employment site. It has good access to the highway network through the A19, A63 and M62. The new settlement would be developed through a masterplan based on Garden Village principles. The proposed scheme includes;

- 2500 to 3000 new homes (25-30 dph density)
- Mixed use village centre
- Community facilities, namely; a new GP surgery and a potential extra-care facility.
- Employment opportunities
- Retail facilities
- A new primary school with the option to provide for a further primary school if required.
- Open space and landscaping (over 50% of the area includes Country Park, and 'wild area' formal recreational areas, sports pitches and informal recreational space)
- Improved pedestrian and Cycle connections (cycle route 62 part of the Trans Pennine Trail) linking the scheme to the wider district
- The development may facilitate the delivery of 1.2 km of road (Burn By-Pass)
- Surface water run-off from the site will be in line with existing greenfield run-off rates and SuDS features will be incorporated throughout the site

Church Fenton New Settlement

7.2.2 The former RAF Church Fenton aerodrome site comprises an area of 153 ha. It is located 6 miles northwest of Selby, 9 miles southwest of York and 13 miles east of Leeds. The village of Ulleskelf is around 1.5 miles north of the site. The preliminary proposal⁵ envisions a settlement designed along Garden Village principles which includes:

- 3000 new homes
- Village centre
- Retail facilities
- 2 Primary schools
- Community hub
- Health facilities
- Integration with Create Yorkshire employment site
- Green/ Blue infrastructure

⁵ Pegasus Group 'Former RAF Church Fenton New Settlement' presentation, Church Fenton Workshop.

- Biodiversity net gain
- SuDS
- Public open space
- Pedestrian footways, Cycle and bus routes. There are two railway stations within 1.5 miles from the site; at Ulleskelf and Church Fenton.

Heronby new settlement

7.2.3 This comprises a greenfield site (241 ha) southwest of Escrick, bounded by the A19 to the east and the Escrick/ Stillingfleet Road to the north. It is located 6 miles north of Selby, 6 miles south of York and 20 miles east of Leeds. At the heart of the site, on a plateau above the surrounding land, lies Heron Wood. Here again the proposal envisages a garden village scheme which will include;

- Up to 4000 new homes
- Neighbourhood centres
- An employment area
- Nursery/ pre-school provision and up to three schools (2 primary and secondary)
- Community, health and social amenities such as village hall, market place, place of worship and neighbourhood gathering spaces,
- Retail facilities
- GP surgery and dentist
- Sports pavilion for outdoor and indoor sport activities
- A network of green open space including woodland, parks, green corridors and allotments.
- Potentially facilitates the delivery of a new A19 bypass around Escrick village
- The Trans Pennine trail runs through the centre of the site

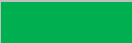






7.3 Methods and assumptions

7.3.1 The appraisal of three proposed new settlement options has been undertaken by assessing each option against a framework of sustainability objectives and supporting criteria.

7.3.2 These sustainability objectives for the SA were established at the Scoping Stage of the SA process.

7.3.3 The aim is to identify what the effects would be as a result of development and how this compares to what might otherwise be expected to happen (the projected baseline).

7.3.4 To determine effects, account is taken of a range of factors including the magnitude of change, the sensitivity of receptors, the likelihood of effects occurring, the length and permanence of effects, and cumulative effects. This gives a picture of how significant effects are likely to be, ranging from neutral, minor, moderate and major. The table below sets out the scale that has been used to record effects.

Major positive	
Moderate positive	
Minor positive	
Neutral	
Minor negative	
Moderate negative	
Major negative	
Uncertainty	?

- 7.3.5 A range of information has been submitted by site promoters for each of the new settlements. This includes baseline information as well as visioning material and high level layouts for development. We have incorporated such information into the appraisals as appropriate, taking care to ensure consistency where the levels of detail are not the same between the different proposals.
- 7.3.6 Where there are clear references to mitigation and enhancement measures these have been taken into account in the assessments. However, it must be remembered that these are not detailed planning applications, and in practice scheme details can change substantially. Therefore, a degree of caution is applied when determining effects and factoring in mitigation measures.
- 7.3.7 Conversely, if details about mitigation and enhancement are absent, this does not mean that there will not be opportunity for these to be implemented, and therefore the effects should not be viewed as 'fixed'

8. New Settlement Options (Appraisal findings)

8.1 Population and Communities

Burn New Settlement

- 8.1.1 The Burn Airfield site (227 ha) is located relatively close to the main service, retail and employment sites in Selby, being 3.6 miles away. The proposed scheme also provides local employment opportunities and new community infrastructure such as a GP surgery, up to two new primary schools and a village centre. The site includes substantial open space including a Country Park and 'Wild Area'. Sustainable travel infrastructure is provided in the form of improved pedestrian and cycle connection including links to the Trans Pennine Trail. The proposal also includes a potential extra care facility. Therefore, the Burn New Settlement (BNS) is predicted to have **major positive effects** as it provides new community infrastructure and facilitation of sustainable travel such as cycling and walking. Additionally, the scheme benefits from the substantial services, employment and retail provision in nearby Selby town centre and strategic employment sites such as Olympia Park.

Church Fenton New Settlement

- 8.1.2 This proposal also includes provision of community infrastructure including; a village centre, community hub, healthcare, two schools, open space provision and Blue / Green infrastructure. Sustainable / active travel is encouraged through the provision of pedestrian footways, cycle and bus routes. The site is close to two train stations at Ulleskelf and Church Fenton. Though the current proposal does not include health facilities such as GP or Dental surgeries, it is expected that these would be provided. Nearby Ulleskelf and Church Fenton villages can potentially benefit from the new infrastructure and employment provision at the new settlement. Conversely, the new settlement may help support the vitality of existing services in Ulleskelf. Therefore, Church Fenton New Settlement (CFNS) is predicted to have **major positive effects** on population and communities as it provides new community infrastructure and open space for new and existing communities.

Heronby New Settlement

- 8.1.3 The Heronby New Settlement (HNS) site (241 ha) is larger than the other two, providing up to 4000 new dwellings in a scheme designed along Garden Village principles. The current proposal includes several neighbourhoods with their own neighbourhood centres. Community infrastructure to be provided includes; a nursery, up to three schools (2 Primary and 1 secondary), an employment area, village hall, market place, place of worship and neighbourhood gathering places. Health care infrastructure is to be provided in the form of a GP and a dental surgery. The proposal has Heron Wood at its centre surrounded by a network of green and open space including woodland, parks, green corridors and allotments. An interconnected network of pedestrian, cycle and road routes is proposed, both within the village and extending beyond to surrounding settlements. The Trans Pennine trail runs through the middle of the site further enhancing the opportunity for walking and cycling.
- 8.1.4 The scheme is predicted to have **major positive effects** as the larger scale of development (beyond the plan period) potentially allows significant new community infrastructure and the design of the settlement in its current form includes substantial green space and a good, interlinked network of walkways and cycle routes.

8.2 Climate change mitigation

Burn New Settlement

- 8.2.1 The scale of the New Settlement presents an opportunity to incorporate renewable or low carbon energy schemes such as large active solar systems combined with community heating schemes to support renewable energy and increased energy efficiency. In common with the other proposals the BNS outline proposal does not contain concrete proposals for renewable energy provision. The proposal mentions 'zero-carbon and energy positive technology to ensure climate resilience', adding that 'homes will be designed according to the emerging Future Homed Standards'⁶. It also states that there may be opportunities for on-site renewable energy generation. However, an overall increase in housing is likely to increase total carbon emissions within the area of the site which is likely to offset any benefits that might arise due to improved performance of buildings and new infrastructure (particularly as there are no firm plans to incorporate decentralised / low carbon energy schemes or exemplary design with regards to the reduction of carbon emissions).
- 8.2.2 In terms of emissions from transport all three settlements are expected to generate significant vehicle traffic, a major contributor to greenhouse gas emissions. However, the location of BNS; close to major services and employment in Selby could result in shorter journeys. Furthermore, the scale of growth is likely to facilitate better public transport services such as bus links between the proposed settlement and Selby. The site is around 5km from Selby Train and Bus stations, a 15 minute Cycle journey. Consequently, the site's location is likely to lead to shorter car journeys and facilitate better public transport, thus helping to mitigate some of the effects resulting from the development. Negative effects are predicted from the effects of increased housing and lack of explicit renewable energy proposals, but this is counteracted by the sustainable location in terms of proximity to the service, employment and transport infrastructure in Selby. Therefore, **minor negative effects** are predicted overall for BNS.

Church Fenton New Settlement

- 8.2.3 The CFNS outline proposal makes no mention of including renewable energy schemes in with the new settlement. However, it does mention that development will use zero-carbon and be energy positive technology. The scale of growth is also likely to support large scale renewable energy schemes should they be found viable. The effects in this respect are therefore similar to the other new settlement options.
- 8.2.4 A similar scale of growth is proposed here to the BNS scheme and therefore similar effects are anticipated; increased vehicular traffic will lead to increased emissions. The location of the settlement is relatively remote from major centres of employment, workforce and services which is likely to lead to increased reliance on private vehicles and necessitate longer journeys.
- 8.2.5 However, the site is adjacent to an employment area in the form of 'Create Yorkshire' which is claimed to provide up to 1,800 jobs in the creative digital and media sectors. This will serve to reduce the need to travel further afield to access jobs. The scheme integrates walking and cycling and public transport in its proposal. The site benefits from its proximity to the Ulleskelf and Church Fenton railway stations and the scale

⁶ The Future Homes Standard is a set of standards that will complement the [Building Regulations](#) to ensure new homes built from 2025 will produce 75-80% less carbon emissions than homes delivered under current regulations.

of growth is expected to engender new/ enhanced public transport services between the site and Ulleskelf and surroundings. Overall, the negative effects anticipated due to the lack of explicit consideration of renewable energy schemes and the relative remoteness of the site with respect to major centres of employment, services and workforce are partially offset by the provision of sustainable transport infrastructure and on site employment opportunities and proximity to the railway infrastructure. Therefore **minor negative effects** are anticipated overall.

Heronby New Settlement

- 8.2.6 This site is expected to deliver up to 4000 new homes and will include an employment area. The scale of development will lead to a substantial increase in emissions in a rural setting. The current outline proposals do not explicitly mention renewable energy schemes or energy efficient design. The preliminary masterplan shows a 'Sustrans' building in the centre of the site and some EV charging points. Assuming these will provide adequate sustainable transport options (e.g. low/zero emission buses, or light rail) and sufficient EV charging points then this is likely to make a positive contribution towards offsetting some of the emissions. The Trans Pennine Trail runs through the centre of the site providing sustainable active travel links (walking / cycling) to the wider District.
- 8.2.7 The scale of development proposed and the inclusion of a local employment area will create local job opportunities, helping reduce the need to travel further to access jobs. The site benefits from the A19 which links to the major employment and services centres of York and Selby. The nearest railway station is at York just over 6 miles away. Whilst the substantial increase in housing is likely to increase total carbon emissions within the area (due to increased extraction of materials, construction activities) in the plan period, this is likely to be offset to an extent due to new building regulations such as the Future Homes Standard coming into effect.
- 8.2.8 The scale of growth will help create the critical mass to deliver significant new transport infrastructure. This would likely reduce the need to travel, supporting modal shift. Overall, **minor negative effects** anticipated as the substantial growth proposed is offset to a degree by the explicit inclusion of sustainable transport and EV charging infrastructure in the masterplan and the introduction of new building standards (though this is happening anyway). Furthermore, the substantial growth proposed should facilitate new / improved public transport infrastructure connecting Heronby to York, Selby and further afield.

8.3 Economy and Employment

Burn New Settlement

- 8.3.1 The BNS is closely located to major employment and services within Selby and to the strategic employment sites at Olympia Park. The proposed scheme also provides some local employment sites within the mixed-use village centre. The close proximity to Selby brings economic growth opportunities to the BNS and provides good access to wider employment opportunities. Therefore this is likely to lead to **major positive effects**.

Church Fenton New Settlement

The CFNS has several local employment opportunities in the form of Leeds East Airport and Create Yorkshire. The latter comprises over 32,000 m² of creative, digital; and media related employment space which will potentially provide up to 1,800 jobs. However, in terms of accessibility to employment opportunities outside the proposed CFNS, the area is somewhat remote from the major employment centres in District, such as Selby town, Tadcaster and Sherburn. The Leeds East Airport would also be replaced by proposed development. Therefore, **moderate positive effects** are predicted overall.

Heronby New Settlement

- 8.3.2 The proposed HNS includes 5.8 ha of commercial units, expected to support around 150 to 180 businesses. In terms of access to employment in the wider district, the settlement is around 8-9 miles from York and Selby via the A19. **Moderate positive effects** are anticipated here due to the provision of local employment units and reasonable access to major employment opportunities in Selby and York through the A19.

8.4 Transport

Burn New Settlement

- 8.4.1 The site benefits from good access to major roads, being within 1 km of the A63 and adjacent to the A19, which links it to Selby and further afield through the M62. The Selby to Doncaster Railway route is located to the east of the site and Selby Railway station, which has regular services to London, Hull, Leeds and York, Doncaster and Manchester, is around 5km away. The proposed settlement also includes a new bus route linking it to Brayton and Selby. The scale of growth proposed is expected to support the delivery of a new road; the Burn Bypass. Sustainable forms of travel are encouraged through the provision of pedestrian links to Burn Village and the Trans Pennine Way which enables active travel (walking/ cycling) to Selby. The site is well located and the proposal includes multi modal transport options therefore the development is predicted to have **major positive effects** on transport.

Church Fenton New Settlement

- 8.4.2 The proposed scheme includes provision of pedestrian footways, cycle routes and a bus corridor. The location benefits from two railway stations nearby, at Ulleskelf and Church Fenton. However, the site has limited access to major roads networks and would rely primarily on rural lanes and B roads designed for lower traffic densities than main trunk roads and A roads. Whilst the provision of sustainable travel infrastructure and proximity to the two train stations will have positive effects, it is counteracted by the lack of suitable access to the highway network which is likely to impact national and sub-regional accessibility. Given the scale of growth proposed this is likely to create traffic congestion issues throughout the surrounding areas, particularly at junctions. However, the scale of growth proposed will facilitate substantial improvements to the road infrastructure such as, new access to the A64, therefore **minor positive effects** are predicted overall.

Heronby New Settlement

- 8.4.3 The substantial growth proposed here is likely to provide the economies of scale required to improve the existing transport network, which may include new routes. The outline proposal, which states that '*cycling and walking will be prioritised*', includes an interconnected network of pedestrian, cycle and road routes, both within the village and extending beyond to surrounding settlements. The pedestrian and cycle route links to the Trans Pennine Way, which runs from north to south, down the centre of the site. The preliminary masterplan includes a sustainable transport hub and EV charging points at the centre of the plan. In terms of the road network, the site is adjacent to the A19 at its eastern boundary which links the area to York and Selby and further afield through the A63, A64 and A1(M). A new A19 bypass around Escrick village is also being considered (not part of the masterplan currently). The nearest railway station is at York which is around 8 miles to the centre of site. The emphasis on walking and cycling, the inclusion of a sustainable transport hub and EV charging points and good access to the major roads network are likely to have positive effects on transport, however this is somewhat offset by the lack of a local railway station, consequently **moderately positive effects** are predicted overall.

8.5 Historic environment

Burn New Settlement

- 8.5.1 There are no designated heritage assets within the proposed site. With the exception of a Grade II listed Milestone (130 m outside the northern boundary of site) there are also no designated heritage assets in the immediate vicinity of the plot. Therefore, **neutral effects** are anticipated.

Church Fenton New Settlement

- 8.5.2 The site contains several Scheduled Monuments; a collection of World War II RAF airfield defences; including fighter pens, a Type 24 pillbox, two gun posts and a battle HQ. Just over 700 m west of the proposed development site is the centre of Church Fenton village which has six listed buildings including the Grade I listed Church of St. Mary the Virgin. The site is also thought to contain archaeological remains potentially including prehistoric, Roman and Anglo Saxon remains. It also contains military remains associated with the airfield itself. The development presents potential adverse effects on the existing historic environment. However, the scale of the development does present opportunities for appropriate mitigation and enhancement; a heritage led development design may contribute to the significance of the heritage assets and allow that significance to be better appreciated. On balance, mixed effects are predicted. On one hand there could be **moderate negative effects** on the setting of Church Fenton village as well as direct impacts on heritage assets on site. Conversely, the development could bring about **minor positive effects** through the productive and sensitive use of heritage assets.

Heronby New Settlement

- 8.5.3 Whilst there are no designated heritage assets within the site, the Escrick Conservation Area is adjacent to the north-eastern tip of the site. The conservation area contains several listed heritage assets including a historic park (registered park and garden). Around 1km from the western boundary of the site is the Stilling fleet Conservation Area which includes several listed assets including the Grade I listed; Church of St Helen. The proposed development therefore has the potential to affect the setting and historic landscape of the area. The scale of development should allow for appropriate mitigation through landscaping and screening, therefore, only **minor negative effects** are predicted.

8.6 Health

Burn New Settlement

- 8.6.1 The scale of growth proposed presents economies of scale that should facilitate the provision of new health facilities. The current outline proposal for the BNS includes a new GP surgery and potentially a new extra care facility. By virtue of its proximity to Selby the site also benefits from the existing healthcare infrastructure in Selby; such as Selby Hospital. Over 50% of the proposed settlement will comprise open space, including a country park and recreational formal and informal open space. The health benefits of open green space are now widely acknowledged, urban green spaces can promote mental and physical health, and reduce morbidity and mortality in urban residents. In this respect the BNS is predicted to have **moderate positive effects** on health due to the provision of new healthcare facilities and proximity to Selby's health infrastructure and the provision of substantial areas of green/ open space.

Church Fenton Settlement

- 8.6.2 The outline proposal for the development does not include new healthcare facilities, but these will be expected to be delivered. It does include green/ blue infrastructure and public open space. The location of the site is relatively distant from major centres such as Selby, Tadcaster or Sherburn and the nearest is Ulleskelf. In the absence of new health facilities additional pressure would be put on the existing facilities in Ulleskelf. However, the provision of health facilities is likely to be a key policy requirement, so negative effects ought to be avoidable. Based on the current outline proposals (which are not explicit with regards to the need for health related infrastructure), only **minor positive effects** are predicted. The inclusion of open space is also beneficial as it should promote healthier lifestyles and support wellbeing.

Heronby New Settlement

- 8.6.3 The current outline proposal includes provision of health facilities including GP and dentist provision. It also includes a sports pavilion to support outdoor activity with the possibility of indoor leisure provision. A network of green open space, ranging from existing woodland to parks, green corridors and allotments is also to be provided. Beyond the site boundaries, other potential opportunities are being explored including a wildflower meadow, a fitness trail, recreational areas and reinstated water bodies and meadows. In view of this the HNS is predicted to engender **moderate positive effects** on health.

8.7 Air quality

- 8.7.1 None of the sites are predicted to have a significant impact on the New Street AQMA in Selby as the nearest site (Burn) is around 3.5 km away from the AQMA. However, all three locations for the new settlement(s) are predicted to have unfavourable effects on air quality due to the scale of growth proposed. Some of this will be offset by the onsite services and employment opportunities which should help reduce the need to travel further afield. The provision of more sustainable forms of transport such public transport (buses, trains), pedestrian and cycle ways will also make a positive contribution by reducing the need to travel by car.

Burn New Settlement

- 8.7.2 The site's location close to major employment and services within Selby and strategic employment sites along with the good transport connections should help reduce some of the projected increase in vehicular traffic. The proposal also includes sustainable forms of travel including pedestrian links to Burn Village and the Trans Pennine Way which connect it to Selby thus encouraging active travel (walking/cycling). The scheme would help to support a new bypass (though this is not a committed scheme), and should this come ahead it would have beneficial effects on traffic in the village of Burn.
- 8.7.3 Overall, the site is predicted to generate only **minor negative effects** on air quality due to its distance from the AQMA, the provision of sustainable transport options and its close proximity to major employment and services.

Church Fenton New Settlement

- 8.7.4 The provision of sustainable travel infrastructure and proximity to two train stations will help counteract some of the increased traffic-related emissions here. Whilst substantial local employment opportunities are likely to be created through the Create Yorkshire development, access to opportunities outside the settlement may be more limited due to the site's location. The limited access to major roads could lead to congestion at surrounding road junctions which can create localised air quality issues. However, the site is not close to existing air quality management areas, and a worsening of air quality across the borough is likely to be minor. Therefore, this site is predicted to **minor negative effects** on air quality.

Heronby New Settlement

- 8.7.5 This proposal also includes local employment provision which should reduce the need to travel further afield and facilitates the use of public transport and walking or cycling. The proposal's inclusion of sustainable transport Hub at its centre and EV charging points should enable use of electric vehicles and sustainable transport. The site should have good access to employment opportunities outside the settlement particularly in York and Selby through the A19. Overall, **minor negative effects** are anticipated.

8.8 Biodiversity

Burn New Settlement

- 8.8.1 There are no internationally or nationally designated biodiversity sites within the site. There is a 15ha buffer between the airfield and Burn Lane which contains priority habitats namely; Coastal and flood plain grazing marsh (12.5ha) and a smaller area of lowland calcareous grassland. However, within the south west of the site there is a Site of Nature Conservation importance, which contains areas of priority habitat (deciduous woodland and 'coastal and floodplain grazing marsh'). These are likely to have value for biodiversity, and could have links to surrounding areas and designated sites. The proposal would avoid development in this location, but there could potentially be some recreational pressures (though these would be offset by the provision of formal green space and a country park.
- 8.8.2 There is also a small area of broad leaved woodland habitat to the north of the site. The current proposal states that these will be retained and enhanced via buffer habitat creation with minimal public access.
- 8.8.3 The proposal also aims to deliver Biodiversity Net Gain (BNG). The proposal will also consider the potential to provide supporting habitats for wader and wildfowl associated with the Lower Derwent Valley SPA/Ramsar and Humber Estuary SPA/Ramsar. These measures are positive, and whilst they are counteracted by recreational pressures and potential pollution from noise, light and surface water runoff, the overall effects should still be positive given the need for net gain and avoidance of existing areas of ecological value. Therefore, overall **minor positive effects** are predicted.

Church Fenton New Settlement

- 8.8.4 The site does not contain designated biodiversity sites but there are several areas of deciduous broadleaved woodlands (a priority habitat) around the perimeter of the site. There is also an area of traditional orchard adjacent to the site. The Paradise Wood SINC, a 12 ha site of ancient woodland comprising deciduous woodland habitat, is 180 meters from the site. Further SINCs are scattered around the site within 440 m to 1400 m from the boundary of site. These include deciduous woodland habitat and coastal and floodplain grazing habitats. The current proposal does not state whether these are to be retained and protected, but it is presumed that a comprehensive biodiversity strategy will need to be implemented. Therefore, whilst the scale of development could lead to adverse effects on nearby SINCs (by way of recreational disturbance, noise, pollution and domestic animals for example) it is expected that such effects could be mitigated. In the absence of specific measures to deal with these issues though, **moderate negative effects** are predicted.

Heronby New Settlement

- 8.8.5 There are no nationally/ internationally designated sites within the site. The Acaster South Ings SSSI along the River Ouse is around 1.7km outside the northern western boundary of the site. Whilst the SSSI impact risk zones do not overlap the site the scale of urbanisation may impact the tradition of grazing stock in the SSSI, a process vital for its conservation. Other effects such as noise, light and storm water pollution and recreational pressures may also adversely affect the SSSI. There is a section of ancient woodland; Heron Wood, which is at the centre of the site and includes deciduous woodland priority habitat. There are several smaller areas of this habitat to the south west of the site.
- 8.8.6 Natural England has some concerns about potential impacts on the ancient woodland, but the current proposal sees this as an opportunity to improve the ecology of Heron Wood. Adding that *'new, native trees and shrubs would be planted to increase the biodiversity of the area which is largely today a monocultural commercial plantation. Most of Heron Wood is designated as PAWS, meaning a Plantation on Ancient Woodland Site. The new, enhanced planting of indigenous species would help create a much more natural environment where native plants and animals can thrive.'*⁷
- 8.8.7 Taking into account the potential negative effects, mitigation requirements (though these are not detailed at this time) and potential for enhancement, the overall effects of development are predicted to be **minor negatives**.

8.9 Land and Soil

- 8.9.1 The Heronby site comprises greenfield land including some Best and Most Versatile agricultural land (BVM). It contains around 83 ha of Grade 2 BVM agricultural land (PALC data) and the rest is Grade 3 (potentially including some Grade 3a BVM land). Therefore, locating the new settlement here is likely to have **moderate negative effects** as development on this greenfield site would lead to the loss of some BVM agricultural land
- 8.9.2 Though parts of the Burn site consist of previously developed land, there are large areas of agricultural land (over 100 ha), which are categorised as Grade 2. Development is proposed on much of this arable land and would therefore lead to a permanent loss of best and most versatile agricultural land. These are **moderate negative effects**.
- 8.9.3 The Church Fenton location is predicted to have **minor positive effects** as it utilises previously developed land (avoiding the need to release greenfield agricultural land elsewhere).

⁷Source: <https://www.heronby.co.uk/>

8.10 Climate Change adaptation

Burn New Settlement

- 8.10.1 The area is low lying with the entire site falling within Flood Zone 3 (although it benefits from flood defences). The proposed settlement involves raising site levels at the Northern and Eastern areas of the site by 0.7-1.5m. Finished Floor Levels are to be set at 7.2m Above Ordinance Datum (AOD). The proposal also states that runoff generated by the site will be restricted to existing greenfield runoff rates and discharged to the existing internal drainage board (IDB). It also proposes to include site-wide SuDS and includes permeable paving, swales, retention basins, ponds and wetlands. Therefore, the potentially significant negative effects of the location are partially moderated by the inclusion of SuDS and raising of floor levels within the settlement. However this may produce adverse impacts beyond site boundaries exacerbating risk to surrounding areas. Though the site benefits from flood defences, and land raising measures, extreme events may still place development at risk of flooding in the longer term under certain climate change scenarios.. therefore, **moderate negative effects** are predicted to remain.

Church Fenton New Settlement

- 8.10.2 The majority of site is within Flood Zone 2. The proposal involves raising finished floor levels by 0.3 m to help mitigate potential effects. The development would also incorporate SuDS into the scheme. Therefore, **minor negative effects** are predicted.

Heronby New Settlement

- 8.10.3 Most of the site is at low risk of flooding (Flood Zone 1) with an area of around 10.7 ha at the south west tip of the site being in a Flood Zone 2. The current masterplan includes several areas of green space and blue infrastructure. It also involves reinstating lowland meadows and water bodies to the south of the site (just beyond the boundary). Whilst the urbanisation of the site could reduce permeability this is counterbalanced by the reinstatement of water bodies and the retention and creation of new blue and green infrastructure which should help further reduce flood risk on site and beyond. On balance, **neutral effects** are predicted.

8.11 Housing

- 8.11.1 All of the options are predicted to have **major positive effects** as they provide substantial growth (3000-4000 new dwellings) which will help meet housing needs, supporting economic growth and providing an element of flexibility when combined with other proposed housing allocations. The Heronby proposal is particularly positive as it provides the most dwellings, but some of these effects would arise beyond the plan period. On the other hand, the Burn site is likely to benefit from its proximity to Selby and may in turn lead to beneficial effects on the some of the deprived areas within Selby town by providing access to new (including affordable) housing, employment and services. Similarly, major positive effects are produced by the Church Fenton proposal as it utilises a brownfield site and includes substantial employment opportunities with access to sustainable transport (2 railways stations in the vicinity).

8.12 Landscape

Burn New Settlement

- 8.12.1 The site is within the Levels Farmland Landscape Character Type, flat and open in character surrounded by fields. There are some mature trees and patches of deciduous woodland at the eastern and south western areas of the site. The Landscape Sensitivity Study⁸ rates this as having moderate to high sensitivity to residential development. The scale of growth proposed here is also likely to adversely impact neighbouring Burn village as development would substantially alter the character of the landscape, and this might be exacerbated by the raising of finished floor levels to address flood risk.
- 8.12.2 The negative effects are tempered somewhat by the inclusion of substantial open space and landscaping (over 50% of site) which are to include a Country Park and 'Wild areas', formal and Informal spaces. Therefore, with mitigation, **moderate negative effects** are predicted overall.

Church Fenton New Settlement

- 8.12.3 The former Church Fenton airfield site comprises a flat, low-lying area surrounded by open landscape. The Leeds East airport forms a prominent large scale development here. There are several World War II heritage assets designated as scheduled monuments. Church Fenton village is close to the southern boundary of the site. The landscape sensitivity study rates this area as being moderately sensitive to residential development. The proposed scheme shows a green area with trees to the south western boundary of the site which potentially creates a buffer between the development and Church Fenton village. The areas in the vicinity of the scheduled monument are more sensitive to development. However, the size of this site affords scope for incorporating mitigation measures to reduce unfavourable effects on the landscape. Therefore, with mitigation, **minor negative effects** are predicted.

Heronby New Settlement

- 8.12.4 The site is located to the south west of Escrick Village. The area comprises flat low-lying topography comprising agricultural fields. There is an area (8ha) of ancient and semi-natural Woodland (Heron Wood) at the centre of the site. The historical landscape and conservation area in Escrick, including designated landscape of Escrick Park is adjacent to the north eastern tip of this site. The proposal includes a tree lined boundary and advocates blending the development into the surrounding landscape. However, given the scale of the development the site will inevitably change the character of the landscape and settlements in the wider vicinity. Therefore with mitigation **moderate negative effects** remain.

8.13 Water

Large parts of the District are designated as Nitrate Vulnerable Zones, and there are a number of countryside stewardship schemes operating through the District, with priority locations identified in term of pollutants and sedimentation from farming. This includes Sherburn in Elmet, Eggborough, South Duffield, Barlby with Osgodby, and Church Fenton. The scale of the new settlement proposed will increase water demand in the area. It is likely that new treatment plants will be required, or additional capacity provided in existing water and wastewater infrastructure. Similarly, additional treated effluent discharge from the local wastewater treatment works can potentially have unfavourable effects on water in the local waterbodies. Therefore, all options are predicted to have **minor negative effects** on water due to the additional demands on water sources and the potential pressures on water quality in local water bodies. Where land use changes will result in a reduction in agricultural activity, this could help to reduce pollution from nitrates, which in the longer term is a **minor positive effect** for the Heronby and Burn sites.

⁸ LUC 2019 report; Selby District Landscape Sensitivity Study;
<https://www.selby.gov.uk/sites/default/files/Selby%20LSS%20Report%20Final.pdf>

8.14 Overall Summary

- 8.14.1 The Burn New Settlement generates the most significant positives on socio-economic factors, mainly due to its location close to major employment and services in Selby which produces positive synergies in terms of population and communities, economy and employment, housing and transport SA themes. However, it generates negative effects with respect to climate change adaptation due to the site being entirely in a Flood Zone 3. Negative effects on landscape character are also likely to arise, despite mitigation proposals, and there will be a loss of Grade 2 agricultural land.
- 8.14.2 Heronby generates less positives compared to Burn, but still generates significant benefits with regards to the amount of housing likely to be delivered, the significant new community infrastructure and substantial green space, walkways and cycle routes proposed. There are no major negatives predicted for this site. However, given the greenfield nature of the site, moderate negatives are forecast for the Landscape and Land and Soil themes.
- 8.14.3 The Church Fenton site scores positively with respect to housing, economy and employment, and population and communities as it benefits from existing and new, onsite, employment opportunities and provision of community infrastructure such as a community hub, two new schools and blue / green infrastructure. However, it scores a negatively with regards to Biodiversity due the presence of several important SINCS within and around the site. The proposal does not mention whether these are to be retained and protected. There are also constraints with respects to the Historic environment due to the presence of several assets associated with WWII RAF airfield defences (a Scheduled Monument). Moderate negative effects are also predicted on air quality due to the lack of good access to the major roads network which may lead to traffic congestion issues on surrounding country lanes and B roads.
- 8.14.4 Comparatively each of the sites have their own strengths and weaknesses. It is therefore difficult to rank any of the options as the 'best' or 'worst' in overall terms. However, comparing the individual SA topics (See Table 8-1 and Table 8-2) shows that Burn performs clearly better than the other two options against the most SA Topics (Biodiversity, Historic Environment, Transport) and the worst for just one SA topic (Climate Change Adaptation). Church Fenton performs clearly worse than the other two options for two topics (Biodiversity and Transport), and the most positive for just one SA Topic (Land and Soil). Heronby is not clearly worse than both of the other settlement options for any SA Topic, but performs best with regards to Climate Change Adaptation.
- 8.14.5 The Burn site brings about a broader and more significant range of positive effects compared to the other two new settlements. However, it records the greater number of moderate negative effects compared to the alternatives. The key issues are the loss of grade 2 agricultural land, impacts on landscape and flood risk. With further details, effects on the landscape and flood risk could potentially be reduced to minor negative, but the loss of soil resources would be unavoidable. Whilst Church Fenton and Heronby do not bring about as many significant positives on socio-economic factors (compared to Burn), there will still be moderate or minor positive effects. There are some SA factors where negative effects are the same for all three settlements (air quality, climate change mitigation), but for other factors, each settlement performs slightly different. For example, Church Fenton is the only option to perform positively with regards to land and soil.

Table 8-1: Summary of effect Significance

SA Topic	Burn	Church Fenton	Heronby
Air quality	Yellow	Yellow	Yellow
Biodiversity	Light Green	Orange	Yellow
Land and Soil	Orange	Light Green	Orange
Climate change adaptation	Orange	Yellow	Grey
Climate change mitigation	Yellow	Yellow	Yellow
Economy and employment	Green	Light Green	Light Green
Health	Light Green	Light Green	Light Green
Historic Environment	Grey	Light Green	Orange
Housing	Green	Green	Green
Landscape	Orange	Yellow	Orange
Population and Communities	Green	Green	Green
Transport	Green	Light Green	Light Green
Water	Light Green	Yellow	Light Green

Table 8-2: Comparative rank of new settlement options for each SA topic

SA Topic	Burn	Church Fenton	Heronby
Air quality	-	-	-
Biodiversity	1	3	2
Land and Soil	2	1	2
Climate change adaptation	3	2	1
Climate change mitigation	-	-	-
Economy and employment	1	2	2
Health	1	2	1
Historic Environment	1	2	2
Housing	-	-	-
Landscape	1	2	1
Population and Communities	1	1	1
Transport	1	3	2
Water	1	2	1

8.15 Selection of a preferred option

- 8.15.1 The Council recognises that all three proposals have positive and negatives and each has merit as a new settlement. The outline reasons for selecting a preferred approach are as follows.
- 8.15.2 The Sequential Test for flood risk rules out the Burn Airfield site given that there are available sites in lesser areas of flood risk available for new settlement proposals.
- 8.15.3 A key issue of concern for all three proposals is the impact on the local highways network, and for Burn Airfield and Heronby the wider Strategic Highway Network. The work undertaken by WSP shows that although there are impacts they could be mitigated, however the interventions of a new bypasses at Burn Airfield and Heronby are costly and there are no commitments to these schemes in terms of funding. From this perspective Church Fenton appears to be the most deliverable site. However, Church Fenton Airfield has been operating as a licenced airfield since 2017, the Civil Aviation Authority consider that it is an impressive example of how a mixed-use site can work at a General Aviation Airfield. The NPPF says that planning policies should recognised the importance of maintaining a national network of general aviation airfields.
- 8.15.4 The proposals at Heronby will involve significant improvements to the highways network which will have wider benefits for local communities. The creation of a country park and the Estate's record working positively with Natural England on improving biodiversity has significant environmental benefits.
- 8.15.5 In terms of meeting the aims of the TCPA's garden village principles there is potential for all three sites to meet them, however the proposal at Heronby demonstrates a better fit given the level of community engagement which has already taken place and the long standing links with the local community. There are clear benefits to the Heronby proposals as it is being led by an established estate who are committed to the long-term stewardship of the site, which will ensure high quality design, a mix of tenures and local facilities.
- 8.15.6 Both Heronby and Church Fenton are considered deliverable and viable, however given that Church Fenton is in Flood Zone 2 and will involve the loss of a commercial airfield and the wider benefits Heronby will have in terms of improvements to the highways network and provision of a country park it is proposed that Heronby is taken forward as the New Settlement.

9. Reconsideration of Spatial Options

9.1.1 Following consultation at the preferred options stage, the Council has refined the spatial strategy for the pre-submission stage. The key elements of the strategy are set out in Table 9-1 below, along with a summary any key differences between the preferred options and pre-submission stage. Comments in relation to reasonable alternatives were received during consultation on the Interim SA Report, and these have been factored into additional work (see Appendix D for a log of responses).

Table 9-1: Comparison of the spatial strategy between Preferred-Options and Pre-Submission

Strategy element	Preferred Options Stage (Option A)	Pre-Submission Stage
Housing target	8,040 new homes	7,728 new homes
Selby Town	1750	1,877
Tadcaster	400	349
Sherbern in Elmet	300	380
New settlement in Eggborough	1350	995
New settlement	1,260 (Not confirmed)	995 in plan period (Heronby)
Tier 1 and 2 Villages	1,510	1,434
Employment land target	110ha of employment land	110ha of employment land

9.1.2 The strategy is essentially an update to Option A, rather than being a shift in approach. This is clear by comparison of the numbers of dwellings that have been apportioned to different settlements and broad locations. The main changes relate to site selection and capacity of new settlements⁹, rather than strategic choices. In terms of reasonable alternatives, the focus at this stage of plan-making should therefore be upon the following:

- Is there any evidence to suggest that further strategic options should be tested?
- Have consultees suggested that there are reasonable alternatives that should be tested?

9.1.3 Each of these questions is answered in turn below.

⁹ The capacity at new settlements has been reduced to reflect the longer lead-in times that might be required for these sites.

9.2 Is there any evidence to suggest that further strategic options should be tested?

- 9.2.1 The evidence of housing needs has been updated, but the changes identified are not significant in respect of the dwellings per annum or overall figures for housing delivery. A higher level of housing growth has already been tested at preferred options stage, and it is considered unnecessary to repeat this process. Likewise, the Council consider that not aiming to meet identified housing needs is unreasonable, and therefore, no further growth options are considered to be reasonable at this stage.
- 9.2.2 No new sites have emerged as options that suggest the distribution of development should be radically different to any of the options tested at preferred options stage
- 9.2.3 With regards to employment development, the Council maintains its' position that there are no reasonable alternatives to the Plan approach.

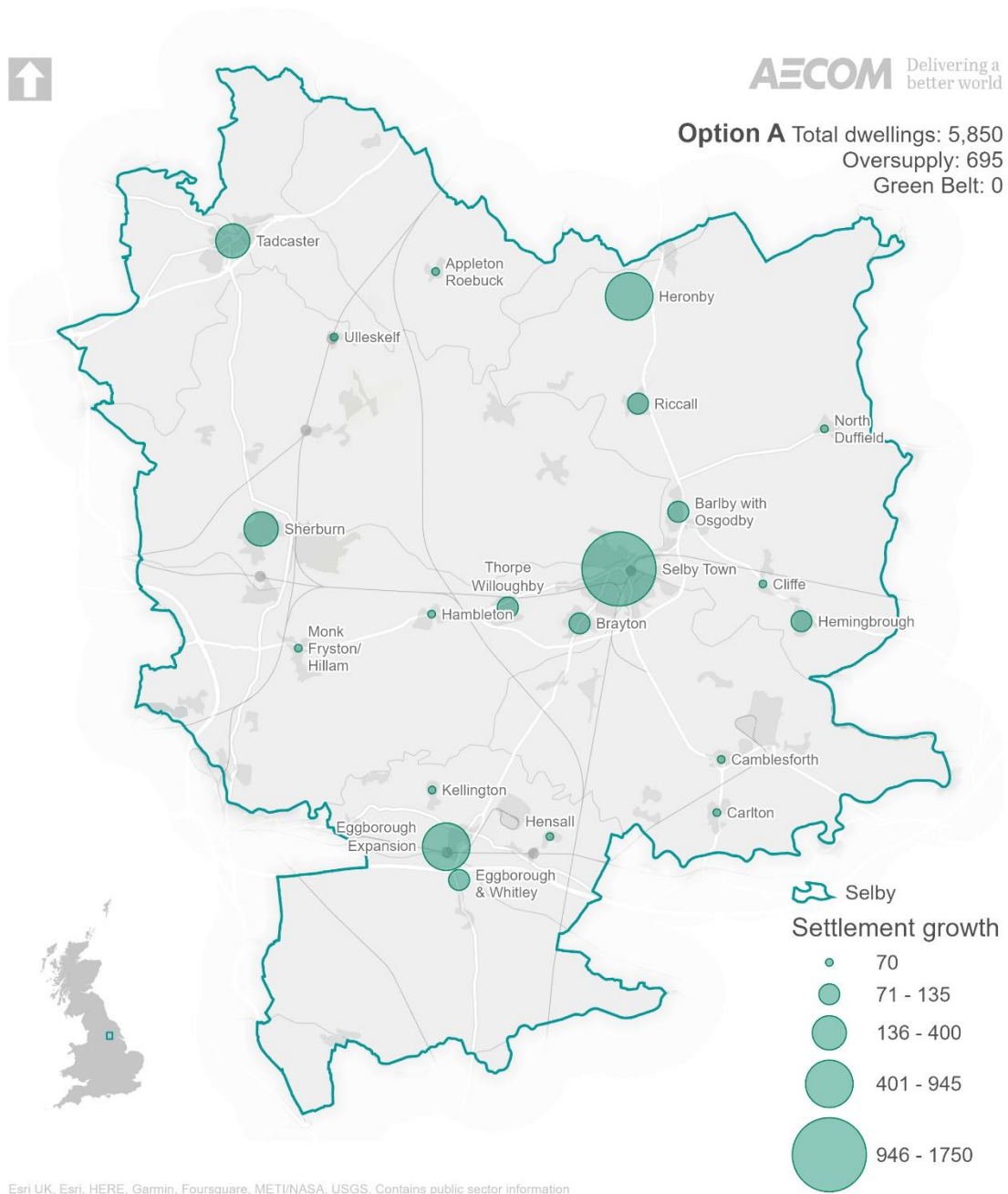
9.3 Have consultees suggested that there are reasonable alternatives that should be tested?

- 9.3.1 It has been suggested that an alternative should be tested that does not include the assumption that a new settlement would be part of the strategy. To reflect this, a new alternative has been appraised at this stage. Details relating to how needs would be distributed under such an option are set out in table 9.2 below.
- 9.3.2 It has been suggested that an option should be tested where no land that is at significant risk of flooding in Selby Town should be involved. This would involve an increase in the release of Green Belt land at Tier 1 and 2 settlements. However, given the need to ensure resilience to flooding and climate change, a new alternative has been appraised at this stage. Details relating to how needs would be distributed under such an option are set out in table 9.2 below.
- 9.3.3 To ensure that all options are compared in a consistent and comparable way, these two new options have been appraised alongside options A,B, C, D and E, but slight tweaks have been made to the initial options to reflect the lower housing target being planned for at this stage of the plan-making process.

Table 9-2: Breakdown of the strategic growth options (Pre-Submission Stage).

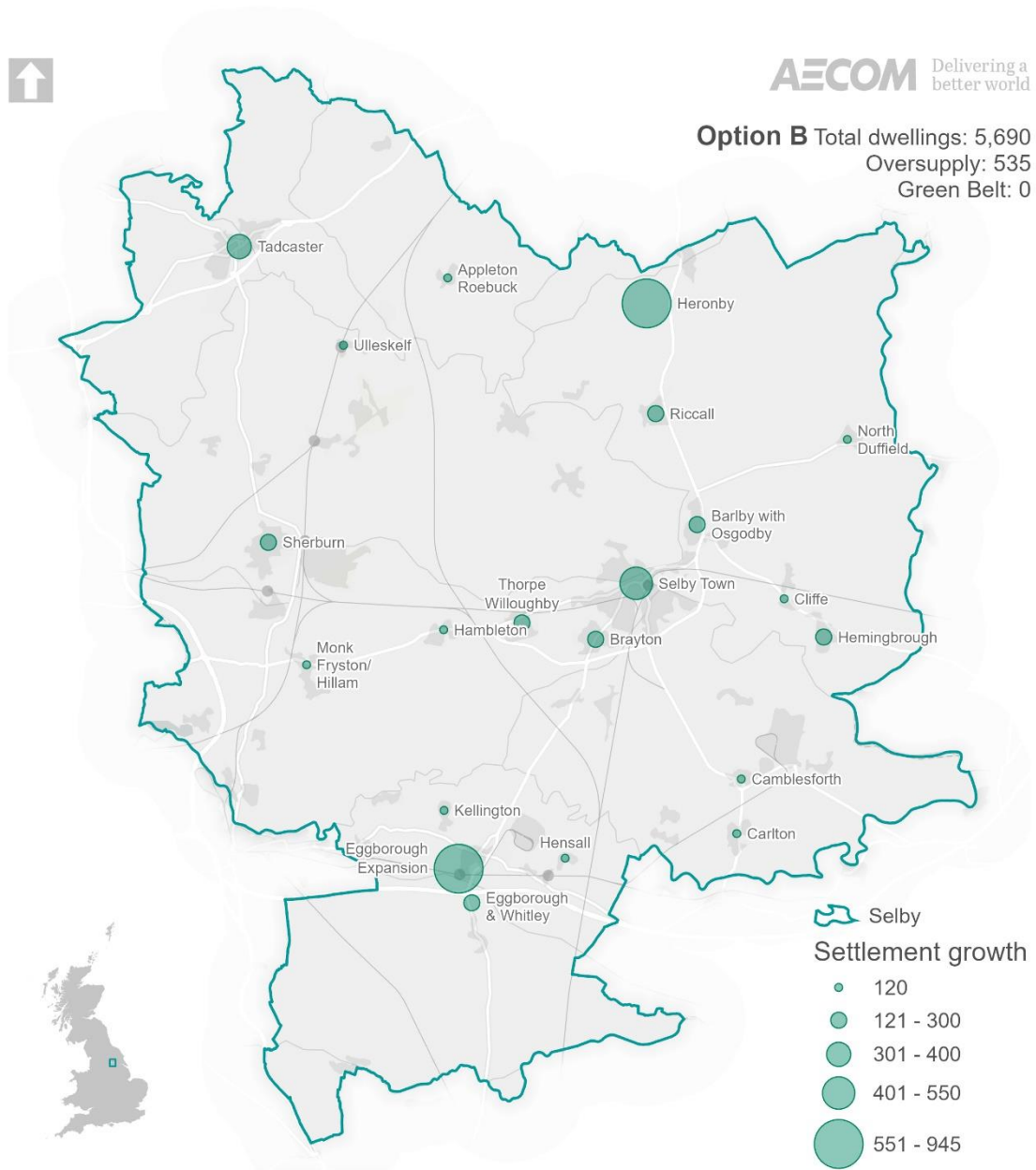
	Option A	Option B	Option C	Option D	Option E	Option I	Option J
Spatial Strategy Option Description	Focus on Selby with smaller distribution elsewhere	More development in the smaller villages, less development in Selby Town	Less development in Eggborough and Selby, more growth in smaller villages	Less development in Selby Town, expansion of Eggborough and more growth in smaller villages	Green Belt Release. Less development in Selby Town, expansion of Eggborough	No development in Flood Zones 2 and 3.	No new settlement at Heronby
Dwellings Per Annum	386	386	386	386	386	386	386
20 Year Plan Target	7728	7728	7728	7728	7728	7728	7728
Supply @ 30.04.2022	2573	2573	2573	2573	2573	2573	2573
Residual Target	5155	5155	5155	5155	5155	5155	5155
Selby Town	1750	550	550	550	550	200	1000
Tadcaster	400	400	400	400	600 (200 in GB)	400	400
Sherburn in Elmet	300	300	300	300	800 (500 in GB)	300	300
Heronby	945	945	945	945	945	945	0
Eggborough Expansion	945	945	0	945	945	945	945
Tier 1 Villages	810	1350	1650	1200	1200	1200	1650
Tier 2 Villages	700	1200	1550	1050	900	900	1550
Smaller Villages	Windfall	Windfall	Windfall	Windfall	Windfall	Windfall	Windfall
TOTAL	5850 (+695)	5690 (+535)	5395 (+240)	5390 (+235)	5940 (+785)	5870 (+715)	5,845

Figure 9-1: Distribution of housing for Option A



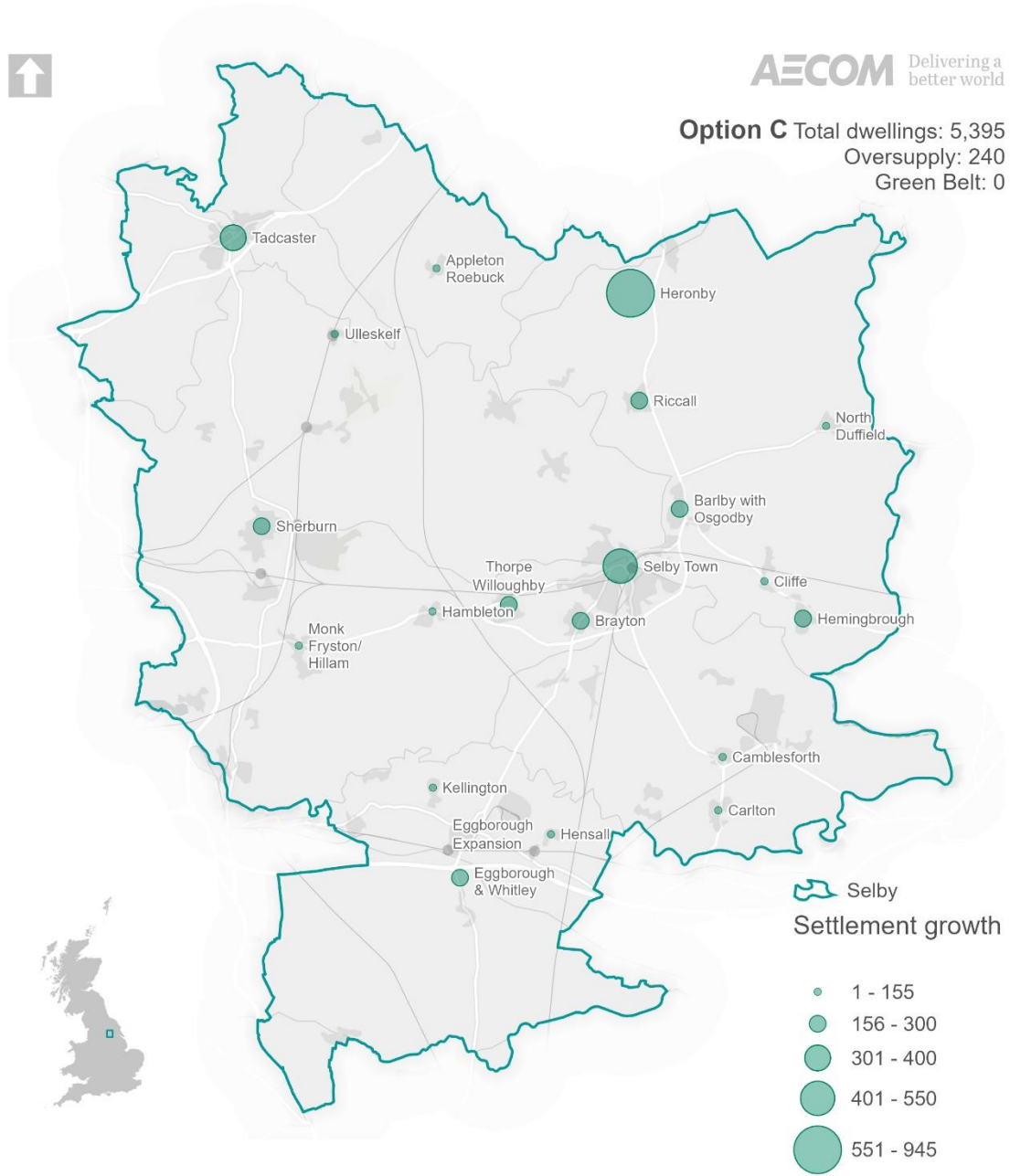
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Figure 9-2: Distribution of housing for Option B



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Figure 9-3: Distribution of housing for Option C



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Figure 9-4: Distribution of housing for Option D

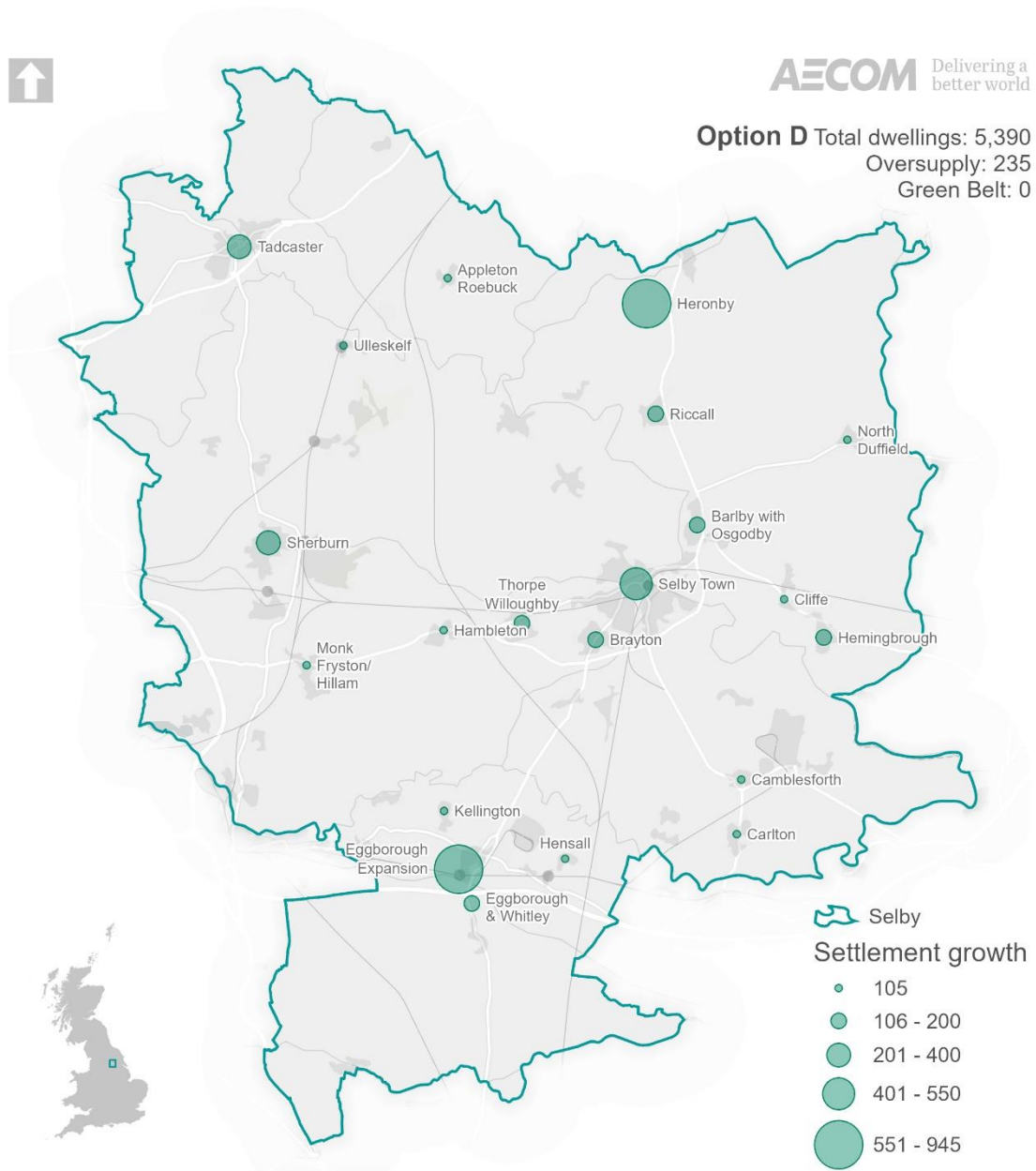


Figure 9-5: Distribution of housing for Option E

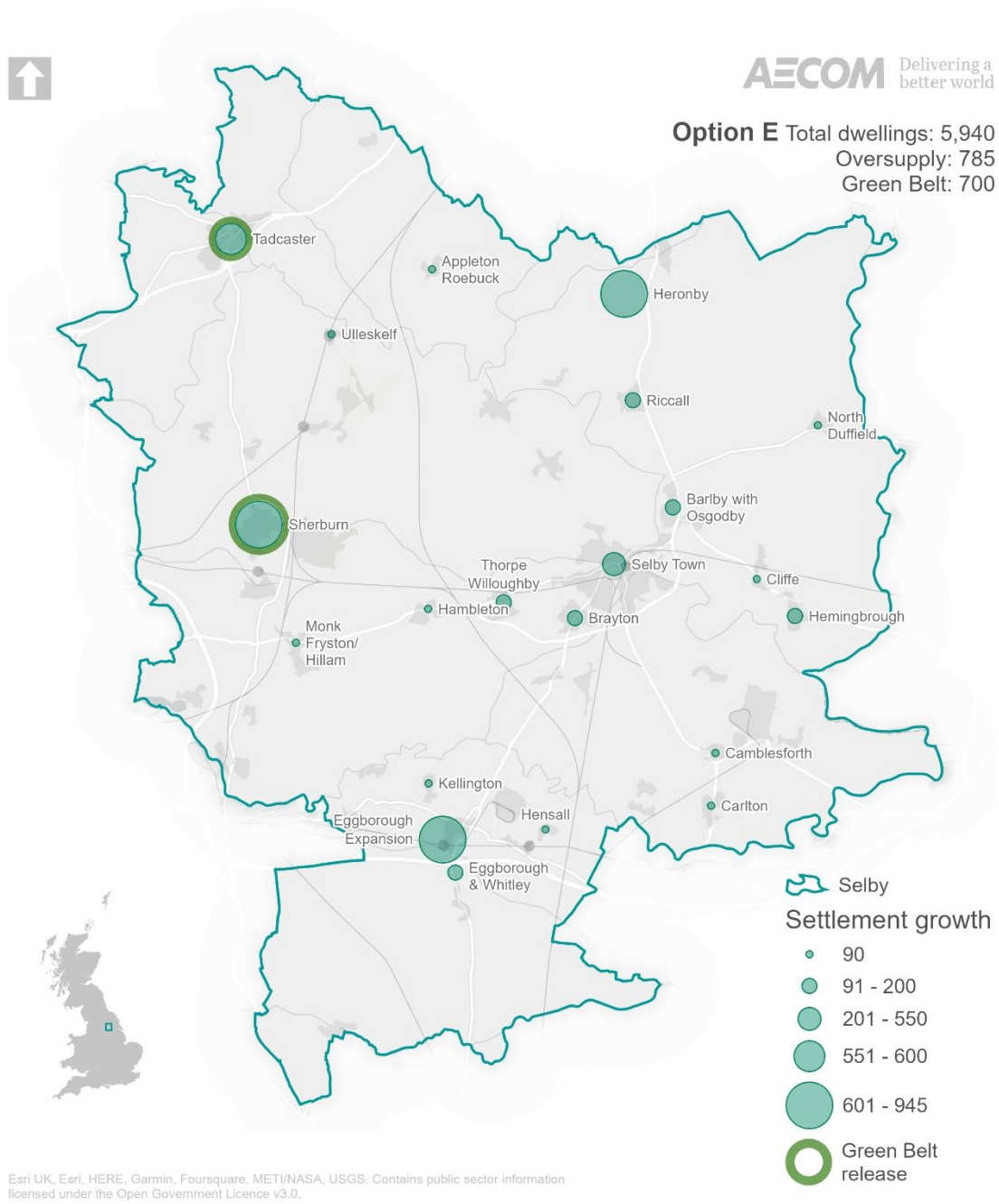
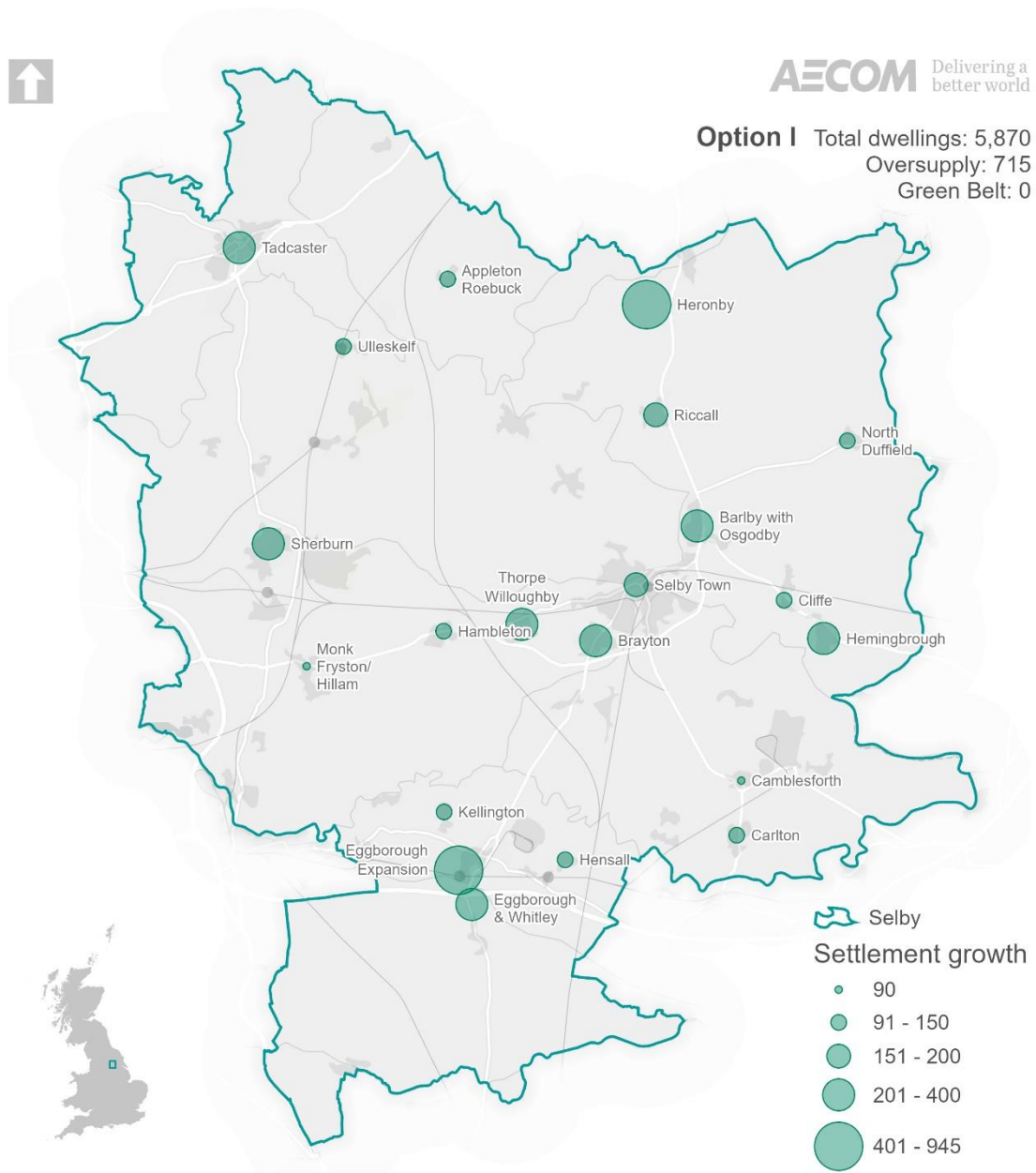
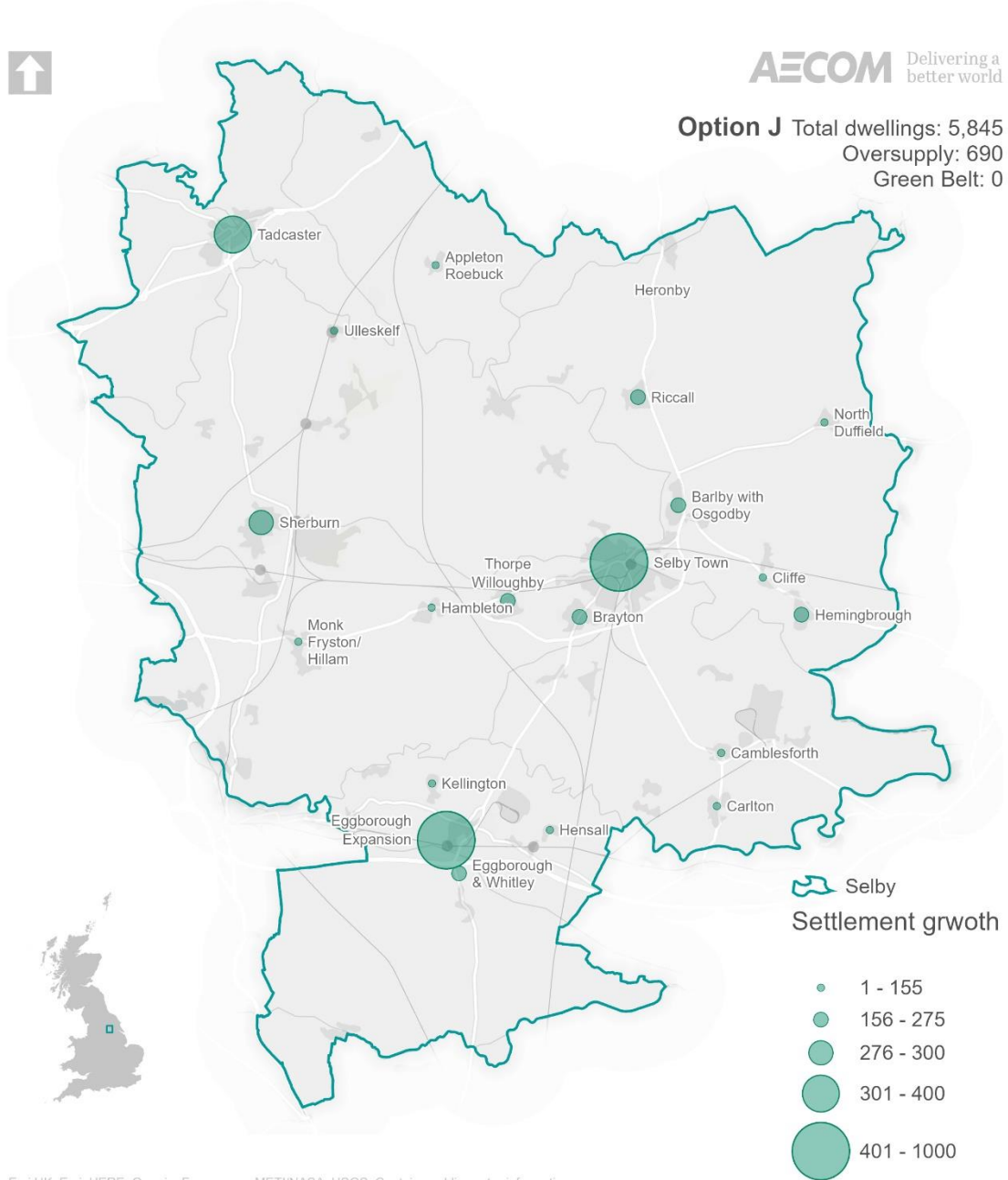


Figure 9-6: Distribution of housing for Option I



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Figure 9-7: Distribution of housing for Option J



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9.4 Summary of appraisal findings

9.4.1 The table below presents a visual summary of the options appraisal findings undertaken at this stage. This is followed by a summary of the effects by each SA topic, and then a comparison of each option. The complete detailed appraisals can be found in Appendix E.

9.4.2 For clarity, the Council’s proposed approach (Option A) is highlighted below in purple.

	A	B	C	D	E	I	J
Air quality	?	?	?	?	?	?	?
Biodiversity	?	?	?	?	?	?	?
Land and Soil	?	?	?	?	?	?	?
Climate change adaptation	?	?	?	?	?	?	?
Climate change mitigation	?	?	?	?	?	?	?
Economy and employment	?	?	?	?	?	?	?
Health	?	?	?	?	?	?	?
Historic Environment	?	?	?	?	?	?	?
Housing	?	?	?	?	?	?	?
Landscape	?	?	?	?	?	?	?
Population and Communities	?	?	?	?	?	?	?
Transport	?	?	?	?	?	?	?
Water	?	?	?	?	?	?	?

- 9.4.3 There are similarities between the appraisal findings for each of the options. For example, all of the options are predicted to have major positive effects with regards to housing as they would all meet identified needs in one way or another. All options are also predicted to have major negative effects with regards to land and soil, as the scale of growth requires the loss of agricultural land regardless of approach. There are some subtle differences between the options for these SA objectives, but these do not warrant a different overall score.
- 9.4.4 The options also perform similarly with regards to climate change adaptation and mitigation, with minor negative effects being identified for all options. The main differences relate to Option A, which ought to be marginal better in terms of reducing additional transport related emissions, and Option I, which avoids a greater amount of areas at risk of flooding.
- 9.4.5 The effects on landscape are also predicted to be major negative for all options, but this is more certain for options C, E and J which involve higher levels of growth in tier 1 and 2 settlements and / or Green Belt. There is some uncertainty for the other options as to whether effects would be moderate or major. The options perform the same with regards to the water SA objective, with options C, E and J being most likely to give rise to negative effects.
- 9.4.6 The main differences between the options relate to the air quality, biodiversity, economy, health, historic environment, transport and population. Option Aa is most positive with regards to social factors, with major positive effects recorded in relation to health and economy and employment. Options E and J could also potentially have major positive effects for employment, but for health these are only moderate effects. Options C, E and J also have the potential for greater negative effects on biodiversity compared to options A, B, D and I.
- 9.4.7 Option A however, is potentially one of the more negative options regarding air quality, as it focuses higher growth closer to an existing AQMA. This also has implications in terms of congestion, but this is offset by the fact that accessibility would be good for a higher proportion of new homes.
- 9.4.8 Broadly speaking, the options perform quite similar, and where there are differences, this relates to different SA topics. Therefore, it is difficult to say that one option is clearly better than all the others.
- 9.4.9 However, it is possible to identify that options C, E and J perform generally more negatively against the environmental topics (particularly biodiversity, historic environment and water) compared to the alternative options.
- 9.4.10 Options B, D and I perform marginally better than option A with regards to environmental factors (given that Option A is less favourable in terms of air quality), but they do not generate the same significance of effects overall in terms of socio-economic benefits.

9.5 Rationale for the preferred approach

- 9.5.1 The Council considers that Option A is the most appropriate as it continues to focus the largest proportion of development in the most sustainable locations, which have access to a range of employment opportunities, access to public transport and facilities, with less development proposed in locations with smaller numbers of facilities and poorer levels of accessibility.
- 9.5.2 The levels of growth allocated through this spatial option is appropriate to the scale, character and form of existing villages and existing infrastructure capacity.
- 9.5.3 The Sustainability Appraisal demonstrates that Option A has more positive effects compared to other options for: economy and employment; health; population and communities; and transport. Part of this is because Option A includes the provision of both a new settlement between Stillingfleet and Escrick and an urban expansion at Eggborough. These larger developments provide the opportunity to plan properly and carefully design the schemes to create high quality, walkable neighbourhoods that are well-served by a range of community facilities, and which integrate into and link to existing communities and employment opportunities.
- 9.5.4 The further benefit of developing a new settlement and a village extension in these locations is that the scale of development brings significant investment and helps to support the provision of new infrastructure such as schools and health care and transport infrastructure which may otherwise be more challenging through smaller sites. This spatial approach also provides the basis for the longer-term growth of the District beyond this Local Plan period.
- 9.5.5 Options J and C, do not involve the same scale of growth at new settlements / expansions, and therefore the benefits in relation to infrastructure are less likely to be as widespread. Furthermore, it would lead to higher levels of growth in the Tier 1 and 2 settlements, which bring negative effects in terms of accessibility, landscape and heritage in particular.
- 9.5.6 The Council do not consider that exceptional circumstances exist to support Green Belt release as involved for Option E.
- 9.5.7 Whilst Options B, D and I perform similarly to Option A in most respects (and are less likely to lead to air quality issues in Selby Town), they do not bring about the same degree of positive effects overall considering economy, population and health.

Part 3: Appraisal of the Local Plan

10. Background

10.1 Introduction

- 10.1.1 This section presents an appraisal of the Pre-Submission version of the Selby Local Plan against the SA Framework. Effects have been identified taking into account a range of characteristics including; magnitude, duration, frequency, and likelihood. Combined, these factors have helped to identify the significance of effects, whether these are positive or negative. The appraisal builds upon appraisal work undertaken on the preferred options Local Plan, but has been updated to reflect changes to policies and comments received during consultation on the Preferred Options Local Plan and Interim SA Report (See Appendix D for a log of comments).
- 10.1.2 The effects of the Plan 'as a whole' are focused upon; considering cumulative effects, synergistic effects and how the different plan policies interact with one another. This is important as Plan policies should be read in the context of the whole Plan and not in isolation.
- 10.1.3 Therefore, rather than presenting an appraisal of every individual Plan Policy against every SA Framework Objective, the effects are presented as a narrative discussion under each SA Topic. This prevents repetition, duplication and unnecessary discussions.
- 10.1.4 Where Plan policies are not mentioned under particular SA Topics, then the assumption should be that they are of little relevance and would not give rise to effects. Conversely, when the discussions refer to specific policies it is considered that these make a notable contribution to the significance of effects overall (either individually or in combination with other Plan policies).
- 10.1.5 The appraisal at this stage builds upon the work undertaken previously at options appraisal stage and preferred options stage.
- 10.1.6 It should be noted that plan policies at this stage are referred to in terms of their policy reference.
- 10.1.7 The significance of effects is recorded according to the following scoring convention.

Major positive effects

Moderate positive effects

Minor positive effects

Neutral effects

Minor negative effects

Moderate negative effects

Major negative effects

11. Appraisal findings

11.1 Air quality

- 11.1.1 The spatial approach would see a large amount of additional growth in areas that already suffer from congestion related air quality issues (i.e. Selby Town), and this creates the potential for further pressures. Whilst Selby Town, as the largest settlement, is generally better served by public transport and services, an increase in car trips is likely on the road networks as a result of residential and employment growth over the plan period. The location and scale of development could perhaps lead to increased traffic along the A19, a part of which is currently identified as an AQMA at New Street within the town. Medium and larger sites in the Selby area such as SELB-BZ, SELB-B, SELB-AG, and SELB - CA (employment) may also see increased volumes of traffic at pinch points, potentially worsening air quality in local areas.
- 11.1.2 The employment land at SELB-CA, in close proximity to Selby and its large resident populations may help to increase the viability of people commuting via sustainable modes of transport, especially via active means as commuting distances may be relatively short. Conversely, it could bring some increased traffic along with housing development.
- 11.1.3 The strategic mixed-use site at Heronby is likely to bring about some minor negative effects, given the scale of new development. Further to this, whilst acknowledging that employment would be delivered onsite, this would be extremely unlikely to provide for all employment needs, meaning that commuting to larger towns and employment centres would be likely. Travel from this site into Selby would potentially increase traffic along the A19 and into Selby centre, potentially exacerbating existing air quality issues at the New Street AQMA.
- 11.1.4 In this context, the policy in relation to the Air Quality SA theme is **NE7** (Air Quality), which establishes three key goals in relation to quality standards, along with a suite of measures by which these goals will be achieved. The policy seeks to avoid development which could lead to a “significant” deterioration in air quality. It also looks to ensure growth does not increase the number of people exposed to poor air quality whilst avoiding conflict with an Air Quality Action Plan (AQAP) where such a plan is in place (currently only at the New Street Air Quality Management Area in Selby town centre). To achieve these overarching goals, new development will be expected to promote the uptake of low emissions vehicles, whilst also supporting sustainable transport so as to assertively suppress dependency on emissions-generating vehicles. Development proposals which are close enough to the District’s one AQMA to give rise to adverse effects (or to any future AQMAs not yet declared) will be expected to take steps to minimise and mitigate such effects.
- 11.1.5 As air quality considerations focus largely on emissions from transport, it is likely that a range of other policies are also likely to have an effect. Chief among these is **IC6** (Sustainable Transport, highway safety and parking) which seeks to maximise the opportunities afforded by sustainable modes of transport to contribute to a target of net-zero emissions. In practice, this means providing in-principle support to proposals which enable travel by sustainable means, including through the provision of new active travel infrastructure and through improving access to public transport.

- 11.1.6 The spatial strategy should also have some benefits in this respect, as the intention is also to ensure that jobs and services can be accessed by foot or cycle, which helps to offset increases in car trips somewhat. However, there will also be a need to address the potential for continued or increased in-commuting that employment opportunities in Selby provide.
- 11.1.7 Similarly, **SG10** (Low Carbon and Renewable Energy) and **NE5** (Protecting and Enhancing Waterways) both include measures which seek to prioritise sustainable transport, and therefore minimise emissions generated by new development from transport. SG9 (Design) seeks to achieve this by supporting development proposals which maximise active travel and ensuring that all new residential and commercial development electric vehicle charging infrastructure. The significance of this in relation to air quality is highlighted in the supporting text of the policy, which notes that approximately 37% of the District's carbon emissions are from road vehicles, indicating that efforts to reduce carbon emissions from vehicles will correspondingly help improve air quality.
- 11.1.8 **NE5** indirectly contributes to the promotion of low emissions travel by looking to protect and enhance waterways which *"have the potential as alternative transport modes ... to reduce carbon emissions"*. Such an objective is positive in principle, though it is recognised that in practice the effect is likely to be negligible in terms of impacting overall air quality in the District. (particularly as the policy does not involve any explicit measures or schemes).
- 11.1.9 Further policies which support proposals which seek to enhance active travel infrastructure include SG9 (Design) and policies focusing on sites in Selby and Tadcaster (S1, S2, T1, T2 and T3).
- 11.1.10 Overall, on balance it is predicted that the Council's policies of the Local Plan should give rise to **neutral effects** in relation to air quality once policy mitigation has been taken into account. There is potential to minimise additional emissions from vehicular traffic through a strong focus on providing sustainable transport connectivity through the development process. Several policies also refer to the need to ensure adequate infrastructure for low-emissions vehicles, which should help move towards cleaner air in the longer-term. In the short-term, before the widespread uptake of electric vehicles and supporting infrastructure, there could be a slight deterioration in air quality, which for Selby Town and its existing AQMA is a **minor negative effect**.
- 11.1.11 At the preferred options stage the Plan performed similarly to at the Publication stage in relation to air quality outcomes. Whilst policies (especially relating to provisions which support active travel) have strengthened outcomes in relation to improved rates of sustainable transport, the location and scale of certain developments may partially offset these benefits, especially in the short term. Whilst electric vehicle charging points are still promoted, there is no firm requirement for implementation in residential developments (as was the case in the preferred options version of the Plan).

11.2 Biodiversity

- 11.2.1 The key issues in respect of biodiversity are the need to conserve and enhance Selby District's biodiversity, including internationally, nationally and locally designated sites, as well as strengthening habitats and the habitat network through the development process.
- 11.2.2 By focusing large amounts of growth to the District's largest settlement, and the inclusion of standalone new settlements, the preferred spatial approach minimises the extent to which new development will come forward near sensitive biodiversity sites in the more rural areas of the District.
- 11.2.3 With this being said, some of the site allocations across the District fall adjacent to local wildlife sites and / or contain important features such as trees, hedgerows and ponds. SELB-B is adjacent to a Site of Importance for Nature Conservation and the strategic site at Heronby overlaps with an area of ancient woodland. Whilst there would not be any anticipated loss of these biodiversity assets (a masterplanned approach at Heronby would be likely to protect the ancient woodland), recreational pressures and pollutions associated with human inhabitation may cause some damage to these protected assets. Development has the potential to negatively affect such assets unless mitigation and enhancement measures are secured.
- 11.2.4 In light of this, policy **NE1** (Protecting Designated Sites and Species) and **NE3** (Biodiversity Net Gain) provide the principal strategic focus.
- 11.2.5 Selby District's highest-order biodiversity designations are the internationally designated Skipwith Common Special Area of Conservation (SAC), along with the cross-boundary River Derwent SAC and Lower Derwent SAC, the latter of which is dual-designated as a Special Protection Area (SPA) and Ramsar site as well.
- 11.2.6 **NE1** states that the degree of protection extended to designated sites will be aligned with their status, and correspondingly these international sites are identified as requiring a 5km development buffer around them, within which proposals must have regard for the findings of the Habitats Regulation Assessment (HRA).
- 11.2.7 In relation to lower-order designations, a presumption is established against development likely to result in harm to locally designated sites unless there are no reasonable alternative locations to meet the development need. The policy is clear that this includes Council-identified Sites of Importance for Nature Conservation (SINCs) in addition to nationally designated sites. Recognising that planning applications may be likely to come forward which have potential to impact these designated sites, the policy sets a requirement for such applications to deliver an ecological assessment to demonstrate that lower impact alternative sites have been considered. There is a presumption against development which is found to have unacceptable potential for harm on biodiversity designations.
- 11.2.8 **NE3** (Biodiversity Net Gain) supplements these protections by seeking biodiversity enhancements, specifically by providing support in principle for development which delivers a minimum 10% biodiversity net gain above the baseline. This is positive in principle and a 10% net gain target is considered likely to have positive effects if effective. The policy proposes a range of measures by which to achieve this.

- 11.2.9 However, in its current form **NE3** may risk being perceived as establishing a policy position centred on ‘no net loss’, saying in paragraph A1 that the starting point for achieving net gain will be the “*mitigation hierarchy*” which should be employed “*so that firstly harm is avoided wherever possible*”, before descending to mitigation and then compensation. The mitigation hierarchy is a key element of the net gain concept, but in its current form the policy is not clear that the mitigation hierarchy’s central function is to avoid the loss of irreplaceable habitats rather than as a means of achieving net gain in general. There could be a risk that NE5 is interpreted as potentially supporting ‘no net loss’ in development proposals. In turn, this may serve to undermine the more ambitious proposals in part B of the policy, namely paragraph B2 which requires proposals to demonstrate via the use of the Defra (or equivalent) biodiversity metric that the 10% requirement has been achieved.
- 11.2.10 Therefore, whilst the policy intent of 10% net gain is positive, the policy as a whole would be enhanced by more directly linking the mitigation hierarchy with irreplaceable habitats. This would more clearly distinguish between the issue of avoiding the loss of irreplaceable habitats and the need to seek a net gain more broadly.
- 11.2.11 It is also important to ensure that newly created habitats or enhanced areas are viable in the long term, and resilient to climate change. Therefore, encouraging developments that allow the safe movement of species would be a useful issue to raise.
- 11.2.12 Preferred approach **NE2** (Protecting and Enhancing Green and Blue Infrastructure) gives recognition to the biodiversity significance of multifunctional green/blue infrastructure (GBI), setting out measures by which to “restore and extend” the GBI network in the District, including via the development of an integrated network, provided connectivity for flora and fauna across the district. The ambition to enhance and integrate the GBI network is a clear positive in principle, and this is given further weight by the policy’s in-principle support for development proposals which “increase connectivity of habitats” by connecting the district’s green spaces and designated sites. This is supplemented by **SG9** (Design), which recognises the potential for the development process to play a wider role in linking habitats, stating that new developments should ensure sufficient spaces for wildlife to encourage a more robust and connected network of habitats. Further to this, buildings should integrate features which support roosting and deliver standards which align to the ‘Building for Nature’ standards.
- 11.2.13 Elsewhere, preferred approach **IC3** (New and existing open space, sport and recreation) and **NE4** (Protecting and Enhancing Landscape Character) look to protect and enhance green spaces more broadly. Although the purpose of such green spaces is principally not biodiversity, focussing instead on matters such as recreation or landscape, this is still likely to have positive effects. This is because protection of green spaces can play an important role in sustaining habitat network linkages at both a local scale and beyond.
- 11.2.14 **NE6** (Trees, Woodland and Hedgerows) and **NE5** (Protecting and Enhancing Waterbodies) establish a similar level of policy protection in relation to specific natural features, seeking to prevent the loss of, and enhance trees and hedgerows through the development process, whilst establishing protection for waterways which act as wildlife corridors which sustain biodiversity.

- 11.2.15 Other policies which provide support for development proposals which incorporate considerations in relation to the protection of biodiversity assets include **EMP6** (Holiday Accommodation), **HG8** (Rural Housing Exception Sites), **HG9** (Conversions to Residential Use and Changes of Use to Garden Land) and **HG13** (Residential Annexes).
- 11.2.16 Where specific biodiversity features are identified for site allocations, supporting policy approaches require their retention and protection wherever possible. This should help to avoid negative effects and make it easier to achieve net gain.
- 11.2.17 Overall, it is considered likely that the Local Plan will give rise to **minor positive effects** in relation to biodiversity due to the potential for protection and enhancement of habitats and the focus on connecting existing habitats to enhance the wider network. One cannot be sure at this stage that significant positive effects would arise, as there is uncertainty about how net gain would be secured and how successful implementation is likely to be. Identification of strategic enhancement opportunities, and what would happen where net gain cannot be secured on site would help in this respect.

11.3 Climate Change Adaptation

- 11.3.1 The key aspects of climate change adaptation are the need to direct development away from areas of greatest flood risk and avoiding exacerbating the urban heat effect as the climate warms.
- 11.3.2 The majority of the allocations do not fall at risk of flooding, or only a small portion of the sites is at risk, which means that developing on areas at risk of flooding should be largely avoidable on those sites. However, a number of sites contain areas of fluvial and / or surface water flooding, and some are entirely identified as at risk; this is the case for some larger residential and employment sites in and around Selby where large areas are at risk (BRAY-B, SELB-BZ, SELB-AG, SELB - B, SELB -CR). Whilst mitigation measures are likely to reduce vulnerabilities on these sites, they are unlikely to fully offset any risk associated with developing on at risk land. The town is also protected by flood defences, but it is noted that a breach of these defences would lead to flooding across the town.
- 11.3.3 At larger strategic sites, the potential to avoid areas of flood risk and incorporate natural drainage patterns and SuDs should be greater. For smaller sites, or where development falls mostly in areas at risk of flooding, the potential for negative effects exists.
- 11.3.4 Aside from sites in Selby Town itself, there are only a handful of site allocations that are potentially more vulnerable to flooding from all sources. For such sites, there are accompanying policies seeking to avoid parts of the sites that are vulnerable, and to implement appropriate mitigation measures. There are also several Plan policies that apply to all development that are particularly relevant.
- 11.3.5 **SG11** (Flood Risk) stands out as the most important policy. Areas of flood risk in the District are widespread, both in relation to fluvial flooding and surface water flooding and it will be important that future development adapts to the risks posed by climate change in relation to flooding.

- 11.3.6 Turning to flood risk first, **SG11** takes a two-stage approach to minimising flood risk in new development, first setting out criteria by which development proposals will be found to be acceptable in principle, and then making further detailed requirements for schemes which meet these criteria. In practice, this means that to be considered further, development proposals must be outside of the functional flood plain and must not increase the risk of flooding off site or must have passed the sequential and exception tests where necessary. The subsequent detailed requirements are intended to ensure that the location, design and layout of development all avoid unnecessary vulnerabilities in new development, as well as requiring mitigation features such as sustainable drainage systems (SuDS) and the retention of natural flood risk reduction features, such as trees, woodland and hedgerows. This approach is reflective of the NPPF and should ensure that the effects in terms of flood risk are broadly neutral.
- 11.3.7 Elsewhere, other policies have potential to give rise to positive effects in relation to flood risk, recognising that flood risk can be influenced by several aspects of the development process.
- 11.3.8 The supporting text of preferred approach **NE5** (Protecting and Enhancing Waterbodies) recognises that Selby District's rivers and canals, which it describes as "key features" of the District, can be "*the source of flooding in many parts of the District*". In light of this, the policy text itself looks to ensure that riverbanks and water frontages which "*could support mitigation for flooding*" are protected from harm or loss.
- 11.3.9 Policy SG1 (Achieving Sustainable Development) specifically references the need for proposals to adapt to the effects of climate change through design measures; the absence of this policy would be unlikely to result in altered effects, due to more detailed policies providing a more granular set of requirements. Policy SG9 (Design) seeks to ensure that development takes account of potential flood risk and heating, whilst also providing green infrastructure (which can mitigate both flood risk and heating effects) and integrating natural drainage systems into design. Drainage solutions are further supported through Policy IC4 (Water Supply, Wastewater Treatment and Drainage Infrastructure), this ensures that developments are suitably designed with relevant stakeholder input so as to maximise efficiency throughout the lifetime of development. These policies are likely to provide support to reduce the adverse effects of climate change through scheme design (green infrastructure, drainage and design of development).
- 11.3.10 With respect to minimising overheating associated with climate change, policy **SG9** identifies green infrastructure as a key adaptation measure, and policy **NE2** (Protecting and Enhancing Green and Blue Infrastructure) and IC3 (New and Existing Open Space, sport and recreation) will therefore have potential for positive effects in relation to climate change adaptation.
- 11.3.11 Overall the Local Plan appears to be proactive in directing growth away from areas at greatest risk of flooding from all sources (where practical given the high degree of flood risk across the District, especially in the District's largest town, Selby), taking additional measures to minimise vulnerabilities on site through mitigation features where necessary.

11.3.12 The plan should also give rise to an increased rate of tree planting, protections of existing trees and hedgerows and open space provision within new development, features which can help minimise the urban heating effect and ensure a degree of permeability of surfaces within areas of new developments. **Minor positive effects** are anticipated in the long-term, on the basis that the risks associated with the preferred spatial approach have good potential to be mitigated through the proposed policies of the Local Plan. To achieve more pronounced positive effects, the Plan could set out firmer requirements in relation to the following:

- Provide support for innovative developments which seek to harness technologies and approaches which provide industry leading flood risk reduction measures by reducing vulnerabilities.
- Require a reduction in surface water run-off on development sites from current levels.
- Require development to provide areas of shade and cooling on site, or to contribute towards cooling measures in urban centres (such as tree planting, green roofs).
- Identify specific parcels of land for the delivery of a connected network of green and blue infrastructure in urban area.
- Set a specific target for the number of trees to be planted across the District.
- Require climate responsive passive design features in new built homes.

11.3.13 At the preferred options stage the plan performed similarly to how it does under the publication version. Policies have been enhanced to some degree and some sites reduced in size to avoid areas of heightened flood risk. That said, the magnitude of significance would be unlikely to change threshold due to the relatively large amount of growth in and around Selby Town which is identified as at risk of flooding. The recommendations made have not been taken into account

11.4 Climate Change Mitigation

- 11.4.1 Mitigating the effects of climate change centres on the need to drive down greenhouse gas emissions from all sources. When focusing on elements within the scope and remit of a local plan, this means seeking to minimise and reduce emissions from the built environment as well as from transport.
- 11.4.2 There is merit in focussing growth to locations best served by existing sustainable transport options, and where provision of new or enhanced sustainable transport will benefit the greatest number of users. The spatial approach promotes the growth of locations that are well supported and have good access to jobs and services as well as a broadly positive accessibility rating (For example in Selby Town, and in new standalone settlements). Whilst this is mostly the case, some smaller sites, especially to the east of Selby are allocated in less accessible locations, namely North Duffield, Cliffe and Hemingbrough. In this respect, it is somewhat positive in regards to the contribution that growth will have in terms of emissions from transportation. The positive effects of most of the growth being allocated to accessible locations ought to outweigh the more negative associations with the handful of small sites allocated in less accessible locations.
- 11.4.3 The strategic growth at Heronby ought to ensure that some level of additional sustainable transport infrastructure and services are delivered to the area, benefitting both future residents of the new settlement and those that live in and around the growth (though the site is relatively distant from most existing settlements). The large site would also be expected to give rise to an increase in viability of on-site renewable energy generation and energy efficiency schemes as well as the potential for carbon sequestration efforts (tree, hedgerow and carbon sink retention, protection and creation). That said, the energy efficiency, generating and carbon sequestration outcomes may be enhanced in their probability through a strengthening of policy with specific requirements for developers to evidence reasons for a failure to deliver these aspects of the scheme (if relevant). The most positive outcomes linked to this scheme may also be seen beyond the plan-period, once the development has delivered a greater number of homes and secured infrastructure enhancements.
- 11.4.4 Looking in detail at the built environment, the need to reduce emissions is most directly addressed through policy **SG10** (Low Carbon and Renewable Development). The policy supports development proposals which seek to enhance renewable and low carbon energy production and consumption, including through infrastructures and energy efficient systems. The policy largely focuses on infrastructures designed to generate low-carbon energy or energy efficiency measures; whilst this is positive, the policy does not ensure other measures are secured. These could be including, though not limited to, carbon sequestration requirements as well as more integrated measures for all developments to strive towards relating to onsite renewable energy generation and energy efficiency measures. That said, policy **SG9** (Design) seeks to encourage carbon sequestration through multi-functional green infrastructures. However, there are no firm requirements for development that would ensure carbon emission reductions are achieved (it is acknowledged that carbon emissions are mostly dealt with through nationally set standards).

- 11.4.5 Policy **SG1** (Achieving Sustainable Development) provides an overarching narrative and policy thrust with more high level aspirations, which are largely built upon by specific policy detail throughout the plan. It seeks to ensure that support is granted for proposals which seek to mitigate the causes of climate change. Further to this, the policy provides support for development which optimises the opportunity of active travel.
- 11.4.6 Turning to reducing emissions from transport sources, the Local Plan's vision statement notes that the District has a "*largely flat landscape*" which affords opportunities to "*promote the increased use of sustainable forms of transport*". Reflecting this, several policies are judged to perform well in principle as several seek to disincentivise travel by private car and promote sustainable modes of travel.
- 11.4.7 Most notably, preferred approach **IC6** (Sustainable Transport, highway safety and parking) positions walking and cycling as a central consideration within future development proposals. Developments should be in locations which are well serviced by existing infrastructure as well as designs ensuring the provision of new and improved infrastructure to ensure wider accessibility and improve active travel rates. The policy also supports provisions which help to promote a reduction in transport emissions, including through low emission vehicles and alternative modes of transportation. Further policies support the implementation of measures which promote active travel and public transport through specific requirements for scheme design as well setting out desirable locations for development. These include policies **SG3** (Development Limits), **IC3** (New and Existing open space, sport and recreation), **SG9** (Design), **EM1** (Meeting Employment Needs), **IC6** (Sustainable Transport, Highway Safety and Parking), **IC7** (Public Rights of Way) and **S1, S2, T1 and T3** which focus on support for certain developments in specific locations in Selby and Tadcaster.
- 11.4.8 This policies are likely to be moderately positive in their significance . Whilst sustainable travel should help to reduce emissions, dominant behavioural norms mean that many journeys are likely to be made by vehicles which emit greenhouse gas emissions; a trend which is likely to be more pronounced in the short-term.
- 11.4.9 In relation to low carbon energy generation, the Plan makes specific reference to the importance of the Drax power station, and the role of businesses in the District in terms of supporting carbon capture and storage and other low carbon technologies. This is a positive approach with regards to achieving carbon emissions, but there is no clear policy direction to accelerate growth in these sectors.
- 11.4.10 There is general support for renewable energy opportunities, which mimics the NPPF. Given that no wind energy opportunity areas have been identified, it is unlikely that such opportunities would come forward. In this respect, the plan has limited effects.
- 11.4.11 Some locationally specific opportunities have been identified for renewables though, including the redevelopment of land in Selby to provide solar energy. This is positive.
- 11.4.12 Overall, it is considered that the Local Plan is likely to have positive effects in terms of reducing greenhouse gas emissions from the built environment and from travel sources. **Minor positive effects** are predicted in the long-term in relation to climate change mitigation.

11.4.13 It is recognised that climate change mitigation more broadly is a global issue which requires coordinated actions at a macro scale. However, there are some enhancements that could be made to achieve significant positive effects.

- Whilst new developments will be expected to deliver to higher environmental standards (through a ramping up of building regulations), those that are delivered in the short to medium term will still be some way from being zero carbon. The Plan could seek to improve standards in the short term through the application of environmental standards for new development.
- Where development proposals fail to deliver energy generation, efficiency and carbon sequestration measures in line with the plan's aspirations, evidence to justify this should be presented.
- Whilst support is given for green infrastructure to support the sequestration of carbon, more specific requirements could help to increase the benefits of such a requirement, especially across larger sites.
- It would be beneficial to ensure that retrofitting of low carbon technologies is made as easy as possible. For example, developments should be designed with emerging trends and technology in mind such as heat pumps, and developments being required to ensure that roofs and building orientation are optimised for solar panel fitting.
- The potential for district-scale energy generation schemes ought to be encouraged, through the requirement for an energy study to support strategic development applications. This could apply to the new settlement, for which there is a clear steer towards low carbon development.
- The creation and protection of carbon sinks such as peatland and forested areas could be made explicit.
- The Plan mentions the importance that Selby could play in developing carbon capture and storage technologies, but there is no explicit support or guiding principles provided through Plan policies.

11.5 Economy and Employment

11.5.1 The focus of the economy and employment theme is on maintaining a strong, diversified and resilient economy, enhancing employment opportunities and reducing disparities arising from unequal access to jobs and training.

11.5.2 Selby town is the key location for existing and future employment growth in the District, so by concentrating growth at Selby town the preferred spatial approach ensures good alignment between housing provision and the location of jobs and investment. Housing growth across the district should provide the opportunity to ensure that housing types and tenures are locally relevant and targeted in a way which attracts people to the area, especially those who may fill a skills gap. This could serve to increase to productivity of the local economy.

11.5.3 The 2022 addendum to the 2020 Housing and Economic Development Needs Assessment (HEDNA) identifies that Selby District's employment land requirement to 2040 is estimated at around:

- 4.6ha of office space (i.e. use classes B1a/b);

- 105.6ha of general industrial and storage/distribution/warehousing (i.e. use classes B1c, B2 and B8).

- 11.5.4 The proportionately large requirement for warehousing and distribution is partly a reflection of what the Local Plan describes as the District's locational advantages which refers to Selby District's good access to the strategic road network via the east-west aligned M62 and A63 and north-south aligned A1(M) and A19.
- 11.5.5 The introductory text to the Economy Section of the 'Supporting a Diverse Local Economy and Thriving Town Centres' chapter notes that "*evidence from the HEDNA suggests that there is a sufficient supply of employment land in the District for the Local Plan period*". However, opportunities for the redevelopment of brownfield land are considered by the Council.
- 11.5.6 The introductory text further notes that a substantial proportion of this available employment land already has planning consent and is therefore a commitment. In this context, policy **EM1** itself allocates three strategic employment sites. These are located at Gascoigne Wood near Sherburn in Elmet, Olympia Park in Selby urban area and Eggborough Power Station, to the east of Eggborough, these locations are already established as viable employment locations. The location of these opportunities (particularly Olympia Park) should give access to the more deprived communities of the District (of which there are not many) and will also lead to regeneration of brownfield land.

- 11.5.7 Positive effects are also anticipated from policy **EM2** (Protection of Employment Land) which safeguards a total of eleven existing employment sites and four permitted employment sites. Safeguarding will help prevent development for non-employment uses at the sites, protecting job opportunities. Support is granted for the expansion, redevelopment or intensification of the aforementioned key employment sites, making economic growth more viable and the District's employment land more adaptable to change. The policy additionally establishes a general presumption against the "*loss of all other existing employment sites / premises*" except where the existing premises can no longer support viable employment or where there remains an adequate supply of employment land elsewhere in the district. This provides an element of flexibility in the use of land, and ought to prevent long term vacant buildings.
- 11.5.8 Policy **EM7** (Town Centres and Retailing) establishes a hierarchy of centres within the District, recognising that Selby town "*is the dominant centre*" but that there is a need to ensure "*more localised catchments*" are served via the smaller centres of Tadcaster and Sherburn in Elmet.
- 11.5.9 EM7 supports proposals which promote "*the continued renaissance*" of Selby town centre, whilst recognising that proposals which support the vitality of the District's smaller centres are also important to sustain local town centre retail. Several regeneration initiatives are supported in Selby Town, which should lead to a more vibrant and viable place. This is extremely important in the face of changing retail patterns and the role of centres.
- 11.5.10 The value and significance of agriculture and the rural economy to the District's economy overall is recognised by several policies. Policy **EM4** (The Rural Economy) allows for certain economic development in the open countryside subject to several criteria aimed at strengthening and diversifying rural business. Policy **EM5** (Tourist, Recreation and Cultural Facilities) provides in principle support to development which contributes to both urban and rural tourism, recreation and cultural provision, and, as per the policy's supporting text, sectors which have "*a crucial role in growing the economy of Selby District*". This is further supplemented by Policy **EM6** (Holiday Accommodation) which conditionally supports the provision of visitor and staff accommodation to support the tourism industry in the District.
- 11.5.11 In addition to its important agriculture sector, Selby District's economy has traditionally been dominated by ship building, coal mining and energy industries, but economic, societal and technological changes over time mean that future employment patterns will be different. Preferred approach **IC5** (Digital and communications infrastructure) will help enable the continued transition to growing high-tech and innovative industries, as well as ensuring that homes are adapted to support modern work practices.
- 11.5.12 Overall, **major positive effects** are anticipated in relation to employment on the basis that the Local Plan proposes meeting the District's B-class employment needs in full, whilst also proposing a range of measures to support the diverse range of established and emerging sectors which contribute to the District's economy. Though levels of deprivation and inequality are relatively low for the District, regeneration and jobs growth are focused in areas that ought to help address these issues where they are present.

11.6 Health

- 11.6.1 Health is a cross-cutting topic as a range of policies from different policy areas are likely to have either a direct or a secondary effect in relation to supporting healthy lifestyles, improving access to healthcare and minimising exposure to locations or substances which could be harmful to health. Conversely, there may be some negative effects on wellbeing caused by development, particularly if communities are opposed to growth in a certain location.
- 11.6.2 Several policies are likely to have potential positive effects in relation to physical and mental health and wellbeing. **IC3** (New and existing open space, sport and recreation) seeks to actively enhance protection and provision of recreational space through the development process. The supporting text of **IC3** notes the significance of access to outdoor space as a determinant of health outcomes. Accordingly, the policy text itself looks to maximise the provision of recreation space in new development by requiring 51sqm per dwelling of recreation open space on developments of 10+ dwellings (or a financial contribution to off-site delivery). Setting a clear target ought to ensure that standards are maintained. Specific requirements for access to and provision of open space (including various standards according to development size) should help to ensure sufficient provision of new facilities to meet the demand from population growth. The effects of this relating to the provision of new open and green spaces for varying purposes will be more pronounced on larger residential and/or mixed-use sites. As such, the Heronby strategic growth location and Eggborough expansion should improve access to such spaces for new and existing populations in and around both areas. Indeed, the supporting site policies mention the need for multi-functional open space, formal recreation areas and active travel routes.
- 11.6.3 Similarly, policy **IC7** (Public Rights of Way) reserves support for developments which may “*have an impact on a public right of way*” to those which retain, enhance or appropriately replace any existing public rights of way. It is noted that in the supporting text this is on the basis that “*public rights of way are important for both recreation and health*”.
- 11.6.4 Health and wellbeing benefits are among the many advantages of green and blue infrastructure (GBI). Policy **NE2** (Protect and Enhance Green and Blue Infrastructure) accordingly looks to ensure that development proposals “*have regard for the latest Green Space Audit*” in order to address green space deficiencies to “*improve access to green space for recreation and leisure for the health and wellbeing of users*”. The health and wellbeing benefits of GBI are further recognised by **SG9** (Design) which requires proposals to seek to provide “*new or improvements and connections to existing open spaces, green infrastructure networks and public rights of way outside of the development*”. The supporting text of the policy notes that access to such features is “*key to helping support the health and wellbeing of our local communities*”.

- 11.6.5 In addition to the recreational dimension of outdoor exercise, the Local Plan looks to build on existing health outcomes by maximising the potential of walking and cycling as a convenient mode of accessing key services, facilities and employment. Therefore, policies which look to embed walking and cycling into new development and to enhance the walking and cycling network will have potential for positive effects. To this end, **SG9** (Design) states that all new development should “*promote active travel and healthy lifestyles through the promotion of walking and cycling links*”. This is clearly positive in principle, though there could be potential to strengthen the policy further by adding specific reference to the kinds of features to which walking, and cycling should be linked, such as to local shops and services where possible as well as advocating for low traffic neighbourhoods.
- 11.6.6 Similarly, Policy **IC6** (Sustainable Transport, highway safety and parking) underscores that the Council’s preferred approach is to support proposals which are considered accessible to community infrastructures, including walking and cycling links in order to encourage and enable journeys to be made by healthy modes of transport to as great an extent as possible.
- 11.6.7 Finally, a notable positive of the Local Plan is the recognition given to the linkages between space standards and health and wellbeing outcomes. This is most clearly illustrated in the supporting text of policy **HG6** (Creating the Right Type of Homes) which recognises that “*space can affect lifestyle needs and the health and wellbeing of residents*”. The policy itself therefore seeks to ensure all new homes are of sufficient size by making the Nationally Described Space Standards the minimum policy requirement for new development.
- 11.6.8 The provision of housing in itself will also have benefits with regards to affordable and higher quality homes being delivered across the District. Specific clauses will also help certain community groups, including Gypsies and Travellers, and those that use a wheelchair, older people, and people with other disabilities.
- 11.6.9 Policies S1, S2, T1 and T3 provide specific support for developments which support the regeneration aims of certain areas in Selby and Tadcaster. Proposals should seek to ensure that open and green spaces are provided as well as infrastructure which supports active travel in and around these areas. Positive effects are predicted in this respect by encouraging access to nature and active lifestyles
- 11.6.10 In terms of access to health facilities, several site policies outline the need to contribute to community facilities, and in some instances deliver new care facilities (for example a care village at Heronby new settlement).

- 11.6.11 Despite the significant positive effects on health and wellbeing that ought to be generated as a result of the Local Plan, it is also likely that some communities will experience a decline in wellbeing (most likely to be temporary). This might be related to amenity issues associated with construction, a loss of green space and views in smaller communities, and increased traffic. There may also be increased pressure on health care and services where enhancements cannot be made (though the Plan seeks to ensure that developers work with healthcare providers to support new development). These effects are likely to be **minor** from a District-wide perspective.
- 11.6.12 Overall it is considered that policies and proposals of the Local Plan take a broad, holistic view of health and wellbeing and propose a broad range of measures by which to embed healthy lifestyles at the centre of new development. In the short term, **minor positive effects** are predicted, which are likely to rise to **moderate positive effects** in the medium to long term as more development and associated infrastructure is delivered (with associated public realm and infrastructure improvements).

11.7 Heritage

- 11.7.1 The focus in relation to heritage (i.e. built and cultural heritage) is on protecting designated and undesignated assets from harm relating to development, whilst seeking opportunities to enhance access to and understanding of heritage assets where it is possible to do so. Importantly, the setting of heritage assets is also significant as are historic landscapes and cultural heritage features in the District.
- 11.7.2 The spatial strategy spreads growth across the District such that significant negative effects in any particular area should be avoidable (when taking account of policy requirements). There is substantial growth planned for some areas which are more sensitive, including Selby Town and at the new settlement in Heronby which are, in places, adjacent to conservation areas. Selby Town and Escrick, as sensitive settlements in terms of heritage value, could see effects on cultural heritage. However, the larger sizes of the relevant sites should permit design considerations which offer screening and appropriate character and layouts which avoid more significant negative effects. There are site specific policies that seek to ensure that heritage considerations are taken into consideration and addressed in development.
- 11.7.3 Though there is growth planned in the central areas of Selby Town, this is largely to promote regeneration, and the improvement of the public realm. It is therefore more likely that the effects on heritage would be positive (given the supporting policies in the Plan requiring sensitive design).
- 11.7.4 For Tadcaster there are likely to be positive effects because a heritage-led approach to housing development is proposed (*with specific site requirements seeking to avoid unnecessary demolition, and to preserve and enhance local heritage features*) which will deliver improvements to heritage assets (including many listed buildings and the conservation area) and provide a catalyst for wider regeneration of the historic town such as bringing back into use vacant and derelict properties and sites which currently have a negative impact on the town. Similar direction may be seen in the Station Quarter in Selby Town, where policy S1 requires the regeneration of the area to conserve and enhance the significance of the nearby conservation area and other heritage assets.

- 11.7.5 The level of growth at the smaller settlements is such that significant effects on settlement form and character are unlikely. The majority of site allocations are not in sensitive locations, but there are a handful where listed buildings are present. However, supporting site specific and strategic plan policies seek to retain important features and take a heritage-led approach to development. For example, for specific allocated sites, heritage assessments are required and archaeological potential to be explored. This should ensure that effects are not significantly negative, and potentially could be positive.
- 11.7.6 The other elements of this strategy are large scale developments at Eggborough (an urban extension on non-sensitive land which ought to be possible without generating significant effects on heritage). At Heronby, potential impacts in relation to nearby Conservation Areas are highlighted, but the Plan policy for the site requires a heritage impact assessment which looks to preserve or enhance the Escrick Conservation Area. Whilst this should help to minimise the significance of effects, the scale of growth could lead to some residual minor negatives.
- 11.7.7 Policy **SG12** (Valuing the District's Historic Environment) and **SG13** (Planning Applications and the Historic Environment) are the key policies in relation to heritage. They both seek to ensure that the district's heritage assets are preserved and where necessary, enhanced. Specific heritage assets which contribute most to the district's distinctive character and sense of place are named. The policies both seek to support development which may enhance, reduce the vulnerability of or improve access to or interpretation of (in a sympathetic way) specific heritage assets and their settings, including areas with strong historic character.
- 11.7.8 Both policies are likely to promote positive effects in relation to heritage. It is notable that strong, clear protection is given to the District's non-designated heritage assets which may otherwise be vulnerable to loss or loss of significance through inappropriate development. Some other elements of the policy mimic the NPPF.
- 11.7.9 Historic England maintains a register of heritage assets considered to be 'at risk', and there is potential for the development process to directly or indirectly contribute towards restoring and protecting these at-risk features. The supporting text of **SG13** (Planning Applications and the Historic Environment) identifies that the District has 24 historic assets on the register. Correspondingly, the policy text itself looks to support proposals which sympathetically re-use assets which are 'at risk' where this prevents further deterioration of its condition and helps to ensure long-term conservation which maintains or enhances its significance.
- 11.7.10 At a detailed scale, positive effects are anticipated from **SG9** (Design) which requires development proposals to "*respond positively to the special character of an area*". It also ensures that development responds to the historic character of its location, paying attention to a range of factors which relate to historical significance. Similarly, positive effects are anticipated from **HG4** (Replacement Dwellings in the Countryside), **HG5** (Re-Use or Conversion of Rural Buildings in the countryside), **HG12** (Householder Applications) and **HG13** (Residential Annexes) which include requirements for associated developments to ensure appropriate considerations have been made to surrounding historic assets and character.

- 11.7.11 The supporting text of **NE4** (Protecting and Enhancing Landscape Character) recognises the value of the “history of the landscapes” in the District. The intrinsic value of landscapes includes their ‘time-depth’, i.e. the extent to which the landscape frames and enhances heritage assets, historic landscapes, ancient field patterns and so on. In the context of Selby District, where coal mining has played a significant part in the evolution of the District over time, this may also include disused coal mines and their associated surface structures which still pepper the landscape.
- 11.7.12 Overall, it is considered the Plan will give rise to mixed effects. On one hand, the Plan takes a positive approach to the protection of heritage and ensuring that development is sensitively designed and finds uses for heritage assets that might otherwise be vulnerable to deterioration. There is also a focus on regeneration and improvement of the public realm, particularly in Selby Town and Tadcaster. Together, this constitutes minor to moderate positive effects.
- 11.7.13 Conversely, the Plan could give rise to some minor negative effects. Some site allocations are likely to have residual negative effects given that there will be settlement expansion and some substantial changes to the setting of heritage assets. This is most likely to be pronounced on larger development sites, nearby to areas of heightened historic sensitivity, including in Selby Town and Escrick. That said, these large sites offer some potential for design and masterplanning led mitigation, to avoid more significant effects.
- 11.7.14 Overall, whilst the plan proposed allocations for development on sites in areas which could be considered to be sensitive in terms of their historic environment, policies should help to minimise the extent and significance of negative effects. Existing designated and non-designated assets as well as areas which have a strong historic character ought to have their settings and significance enhanced and protected. Further to this, regeneration of areas, including in Selby Town and Tadcaster, should help to redevelop areas with historic character as a key consideration within proposals. Overall, some mixed **minor negative** and **moderately positive** effects are predicted.

11.8 Housing

- 11.8.1 The key considerations in relation to housing are the need to ensure that new development meets Selby District’s varied housing needs, including affordable and specialist housing needs, and to deliver this growth in the right locations, i.e. where need arises and from where services and facilities can be accessed by all.
- 11.8.2 Selby’s District’s housing need is identified as between 333 and 368 dwellings per annum (dpa) over the plan period, as per the Housing and Economic Development Needs Assessment (HEDNA) (and its Addendum (2022)). The Council has set a target of 386dpa, as this provides flexibility and choice and represents ambitions to support higher levels of economic growth, which equates to a total of 7,728 dwellings over the 20-year plan period to 2040.
- 11.8.3 Policy **HG1** (Meeting Local Housing Needs) proposes housing delivery over the plan period of 7,728 homes via completions, commitments and allocations and a further 500 homes estimated to come forward via windfall development, providing 9,003 dwellings in total. This position is summarised in **Table 11-1**:

Table 11-1: Supply and quantity of housing in the Selby Local Plan.

Source of supply	Housing quantum
Completions	1063
Commitments	1,510
Windfall	500
Allocations through the draft Local Plan	5,930
Total delivery over the plan period	9,003

- 11.8.4 Policy **HG1** therefore proposes to exceed the identified housing need in Selby District (The Local Plan target of 7,728 dwellings), by 1,275 dwellings. This will contribute to positive effects being realised in relation to housing and takes into account potential difficulties in bringing forward a number of brownfield sites in the early stages of the plan period. It provides a suitable buffer to ensure that any delays are unlikely to lead to an overall shortfall of housing delivery over the plan-period.
- 11.8.5 It is particularly positive that the healthy buffer of supply above need does not solely rely on windfall development. Even without counting windfalls of 500 dwellings a buffer of 775 dwellings above what is needed is provided by the Plan (some 8,503 compared to 7,728). This could help ensure that housing need is met in full even if some allocated sites are unable to deliver in full during the plan period.
- 11.8.6 **HG1** echoes the preferred spatial approach for the District, with Selby town the settlement to receive most growth of any one settlement, whilst growth across the rest of the District is distributed broadly in line with the settlement hierarchy, ensuring a good dispersal of homes across the District. This is positive for two reasons – first, on the basis that dispersing a degree of growth will help ensure benefits associated with development are not concentrated at Selby Town alone, and second because it will help ensure housing needs are met where they arise. The inclusion of large-scale settlement expansions and new settlements will provide another dimension of housing growth through the creation of ‘new communities’. Whilst these larger, strategic sites are more susceptible to short-term delays to the delivery of housing (relating to site remediation and construction lead in times), in the long-term, this is an effective way to deliver housing.

- 11.8.7 In terms of meeting a range of housing needs within the community, a number of policies are considered relevant. Policy **HG7** (Affordable Housing) presents the Council's approach to delivering "*affordable housing across the District to meet the needs of local people*". All development of 10 dwellings or greater (or above 0.5ha in size) will be required to deliver a minimum of 10% affordable housing, in line with national policy, with off-site provision only acceptable in "*exceptional circumstances*". Individual site policies offer affordable housing targets for each site allocation, with deviations from this target only possible should appropriate evidence justify this. It should be noted that for the majority of sites, the affordable housing target is 20%. **HG7** includes measures to avoid affordable housing being marginalised within a site, or being phased late in the delivery process, by requiring affordable units to be "*distributed throughout the market housing in any development*" and to be "*indistinguishable from the market housing*". The supporting text of the policy includes a matrix illustrating the target mix of types and tenures of affordable housing necessary to meet a range of affordable housing needs. Affordable housing on windfall sites is required to deliver variable rates of affordable housing, dependent upon the value and type of land, or whether a proposal is for sheltered or care housing.
- 11.8.8 These measures are positive in principle, though the requirement for only 20% affordability across most sites could appear unambitious. However, it is recognised that viability testing in Selby District has indicated that a 20% target is "*most feasible*", despite the HEDNA indicating that the true level of overall need is greater.
- 11.8.9 Additionally, the importance of achieving a broad range of types and tenures of homes is presented in Policy **HG6** (Creating the Right Type of Homes). The policy provides support for proposals which reflect a "*range of house types and sizes, both market and affordable*" to reflect the latest HEDNA findings. This should help to ensure that housing is desirable for prospective occupiers, helping to improve the attractiveness of developing homes for potential developers.
- 11.8.10 Many parts of the District are rural in nature and the Local Plan seeks to ensure that local rural housing needs can be met even at settlements which are low on the settlement hierarchy and not assigned a housing target.
- 11.8.11 **HG8** (Rural Housing Exception Sites) provides parameters under which affordable housing will be supported within or adjacent to the development limits of Tier One or Two or Smaller Villages. Entry level 'First Homes' housing will be acceptable in principle, including a pragmatic recognition that "*small numbers*" of market enabling homes may be necessary and setting aside specific circumstances where these could be acceptable.
- 11.8.12 **HG2** (Windfall Development) provides limited support for development at un-allocated sites where this would "*meet rural affordable housing need*" and the policy also enables rural workers' dwellings to come forward where there is an essential need.
- 11.8.13 **HG9** (Conversions to Residential Use and Changes of Use to Garden Land) supports the conversion of existing buildings and garden land to residential uses where proposals adhere to a number of conditions. This is likely to promote some small scale increase in housing delivery, potentially meeting specific needs of the population and helping to deliver housing in a range of settings.

- 11.8.14 **SG8** (Neighbourhood Planning) is also likely to be positive with regards to housing provision as there is an 'expectation' that Neighbourhood Plans should promote additional sites.
- 11.8.15 Finally, positive effects are anticipated from both **HG10** (Self Build and Custom Build Housing) and **HG11** (Older Persons and Specialist Housing) which both seek to ensure the supply of specialist housing over the plan period.
- 11.8.16 Overall, it is predicted that the Local Plan will give rise to **major positive effects** in relation to housing. This is on the basis that the plan provides for meeting and exceeding identified housing need and distributes this need broadly across the District in line with the settlement hierarchy. A range of types and tenures of homes will be provided and housing needs within different sections of the community, including specialist housing needs, will be met. Whilst the inclusion of larger-scale developments at Eggborough and Heronby may lead to some lead-in delays, the range of support for various residential developments and alternative sites should help to ensure that the district's housing delivery keeps up with demand.

11.9 Land and Soil

- 11.9.1 Issues to consider in relation to land and soils include promoting the most efficient use of natural resources by directing growth away from areas of ‘best and most versatile’ agricultural land (BMV) where poorer quality land is available, as well as avoiding harm to minerals deposits.
- 11.9.2 The preferred spatial approach presents opportunities to maximise housing delivery at available brownfield sites in the District’s largest town, whilst avoiding directing high growth to large greenfield sites on the edges of the smaller settlements. However, a large amount of best and most versatile agricultural land will still be affected, which is a negative effect with regards to soil resources. Site SELB-BZ, to the west of the district’s main town, would see some substantial loss of Grade 2 (Provisional) and Grade 3a (post-1988) surveyed agricultural land. Given the prevalence of higher quality agricultural land across the District, it is difficult to deliver higher levels of growth without affecting soil resources. The Heronby site comprises greenfield land including some Best and Most Versatile agricultural land (BVM). It contains around 83 ha of Grade 2 BVM agricultural land (PALC data) and the rest is Grade 3 (potentially including some Grade 3a BVM land). Therefore, this site would be expected to lead to the loss of some more valuable agricultural land. Similar effects could be expected from the Eggborough expansion, though this land is not recognised to be as valuable, according to provisional ALC data. Therefore, in this respect, the Plan strategy gives little scope for mitigation / avoidance. Consequently, moderate negative effects are predicted in relation to the planned allocations.
- 11.9.3 In terms of additional development that might arise, preferred approach **SG4** (Development in the Countryside) builds on the spatial principles set out in policy **SG2** by limiting development outside the District’s settlements to that which has an essential need to be located in the open countryside and which safeguards the best and most versatile land, with greater protections offered for higher grade agricultural land. This supports the strategy of directing the majority of growth to the district’s main settlements. Given that around 66% of the District is underlain by land with potential to be BMV, such an approach will help avoid the further loss of productive agricultural land.
- 11.9.4 Additionally, the supporting text of preferred approach SG4 notes the important role that agriculture, equine activities and tourism play in the local economy. It is therefore considered that SG4 represents a pragmatic balance, recognising the potential need for new agricultural or tourism related development in the countryside, whilst also seeking to protect high quality soils where such development is proposed. The policy is likely to have benefits in relation to land and soils.
- 11.9.5 This is further underscored by policy **EM4** (The Rural Economy), which establishes support in principle for development which supports the functions of the rural economy, including that which supports a sustainable approach to diversifying agricultural and other land-based business. However, this support is contingent on development proposals ensuring the protection of the highest quality agricultural land which should help ensure that any diversification of use away from agriculture does not contaminate or compromise high quality soils.

- 11.9.6 The submission draft of the Joint Minerals and Waste Plan (JMWP)¹⁰ identifies that much of the District falls within minerals safeguarding areas for both brick clay and sand and gravel. Selby District Council is not the minerals planning authority and the scope of the Local Plan therefore does not extend to minerals development.
- 11.9.7 Overall, it is predicted that the Local Plan will lead to **moderate negative effects** with regards to soil and land. Whilst the Plan seeks to protect agricultural land, remediate contaminated land and make the best use of brownfield opportunities, it proposes the allocation of large amounts of land that overlap with best and most versatile land.

11.10 Landscape

- 11.10.1 The key issues under landscape are the need to protect and enhance the quality, character and local distinctiveness of landscapes and townscapes. At a strategic scale, the principal landscape policy is **NE4** (Protecting and Enhancing Landscape Character). This sets an overarching approach which seeks to protect, enhance and restore the locally distinctive character of Selby District's landscapes. The policy proposes achieving this through measures including requirements for all development proposals to positively respond to and if possible, enhance, local landscape distinctiveness. Proposals should have a clear and detailed regard for the findings of the Selby Landscape Character Assessment and the Selby Landscape Sensitivity Study. The policy also provides criteria to protect key characteristics of the Locally Important Landscape Areas (LILAs) which are identified on the policies map in the light of the Selby District Landscape Designation Review 2019. The policy requires development to respond to the specific recommendations of each of the LILAs as set out in the Review. In this context there are both positive and negative aspects of the spatial approach.
- 11.10.2 Concentrating growth at Selby Town and higher tier settlements helps to relieve pressure on smaller villages which are (broadly speaking) more sensitive to change. There is also a desire to improve the public realm in gateway locations, which could have positive effects for townscape and the rural - urban interface. As the largest settlement, Selby Town also has greater capacity to absorb new development which reflects the existing character of the settlement.
- 11.10.3 Whilst high-level, policy **SG2** (Spatial Approach) outlines the distribution strategy of development, with wording in place to ensure that proposals are appropriate to the scale, form and character of the settlement where they are located. Areas of townscape which are not considered to positively contribute towards townscape character may benefit from the Plan's support for regeneration, especially in Selby Town and Tadcaster.
- 11.10.4 Whilst site TADC-AD is within a Locally Important Landscape Area, the site's policy seeks to ensure that the sensitive re-use of buildings is appropriate to the design and layout of the designated area of landscape importance. This should help to prevent more significant effects from arising.

¹⁰ i.e. prepared by North Yorkshire County Council, the City of York and North York Moors National Park Authority

- 11.10.5 The Heronby settlement lies on a flat low-lying area of the district, which is not considered to be a locally important landscape area. That said, the 174ha site on agricultural land contains areas of woodland and an element of historic significance due to nearby heritage assets. Whilst policy should help to mitigate landscape impacts and the masterplanning process ought to permit some screening and blending to ensure that the site's impact is reduced, moderately negative effects are anticipated.
- 11.10.6 Similarly, a large-scale extension to Eggborough is likely to change the character of this settlement (albeit the land affected is not identified as being highly sensitive to change).
- 11.10.7 Policies **SG7** (Strategic Countryside Gaps) and **SG5** (Green Belt) support maintaining the openness between and around some of the District's main settlements in order to protect the character and individuality of those settlements and preserve their setting and distinctiveness within the landscape.
- 11.10.8 Attention turns first to **SG7** on the basis that it represents genuine local policy choices in relation to landscape, as opposed to Green Belt which is discussed further below. The concept of countryside gaps is not new in Selby District and SG7 effectively rolls forward the provisions of the adopted Local Plan, though with the notable difference that the gap at Hensall North/South and Stillingfleet is de-designated, a new gap is proposed between Eggborough / Kellington and the boundary at Thorpe Willoughby / Selby Town has been defined. These changes are led by the findings of the 2020 Strategic Countryside Gaps Review and respond to the findings accordingly.
- 11.10.9 The supporting text of **SG7** defines the purpose of strategic countryside gaps as to ensure the preservation of the character of individual settlements outside of the Green Belt where they are at risk of coalescence. This is particularly relevant in locations where there is significant development pressure, such Selby Town itself. The gaps are clearly defined on the policies map, establishing clear spatial context for the policy. It is considered that this approach is likely to be robust and effective, leading to positive effects in relation to landscape.
- 11.10.10 Turning to **SG5**, it is recognised that Green Belt is not a landscape designation per se, though in practice Green Belt provides a 'hard' constraint to development which is a significant contributor to maintaining the separate identity and landscape setting of settlements. Green Belt is a significant feature of Selby District as both the West Yorkshire and York Green Belts intersect with the District. However, as Green Belt is a national designation whose purposes are defined in the NPPF there is no potential for local policy choice in relation to it (beyond consideration through the Local Plan process). Therefore, policy **SG5** signposts to the NPPF, saying development proposals in the Green Belt will be determined in reference to the National Planning Policy Framework, or any future successive framework.

- 11.10.11 Policy **SG3** (Development Limits) defines where different types of development can occur for the District's largest towns, as well as Tier 1 and Tier 2 villages. This approach is recognised as having potential to protect and preserve the landscape setting of settlements, by directing growth to locations which relate best to the existing built area and away from locations which through either distance or perception relate more poorly to settlements. This is reinforced further by **SG4** (Development in the Countryside) which works hand-in-glove with SG4 by establishing a presumption against most forms of development outside of the District's settlements, thereby preserving the visual integrity of Selby District's natural landscapes. In this regard, SG4 also seeks to ensure clarity for settlements which are not defined in the settlement hierarchy by assuming that these settlements will be considered to be part of the countryside, therefore, conserving their character and the districts rural setting. These are positive effects with regards to character, but ought to be interpreted in the context of allocated sites being proposed in many of the settlements where development limits will occur. The influence of the policy is therefore limited in respect of plan allocations.
- 11.10.12 At a detailed scale, the potential for harmful effects from non-strategic development is recognised and mitigated. Policy **HG12** (Householder Applications) suggests that one of the range of criteria by which householder development will be assessed is the extent to which a proposal "*respects and positively contributes to any applicable landscape character*". This will likely help ensure that householder development such as non-PD extensions will not have a greater impact than the existing dwelling. Similarly, **HG4** (Replacement Dwellings in the Countryside) and **HG5** (Re-Use or Conversion of Rural Buildings in the Countryside) includes the same, or similar requirements for proposals.
- 11.10.13 Policy **HG6** (Creating the Right Type of Homes) ensures that the density of developments responds positively to the setting of the relevant settlement, helping to preserve existing town and village character.
- 11.10.14 From a general perspective, Policy **SG9** (Design) requires all development proposals to respond positively to their setting through design, layout and materials. A range of criteria with potential to impact landscape and townscape character are listed by the policy, including a requirement to support the character of the local area paying attention to existing form, scale, density, layout and building materials and respond to its setting reflecting important views and landscapes. Village design statements should help to ensure that local perceptions on character are considered within future developments. Such considerations are crucial in determining the extent to which new development has a positive or negative impact on its setting and SG9 is therefore likely to give rise to positive effects on landscape and townscape. These approaches will apply to allocated development sites, as well as windfall proposals, and therefore will have an important influence on the quality of development.
- 11.10.15 To help manage negative effects that might occur on a site-specific basis, individual requirements are set out for site allocations relating to the need for landscaping, buffer areas and retention of important features. These should further help to mitigate negative effects of growth.

11.10.16 Overall, it is considered the strategic and detailed policies of the Local Plan have potential for moderate negative effects in relation to landscape. It is inevitable that changes to landscape and settlement character will occur due to the proposed growth. However, the plan directs growth to less sensitive areas where possible and sets out a range of measures to reduce the significance of effects. Whilst the Heronby strategic site will have impacts upon the landscape, it is not in an area which is identified as highly sensitive and adherence to the Plan's policy and the ability for comprehensive masterplanning to ensure a degree of landscape harmony should help to avoid more significant effects. Therefore, residual effects are predicted to be **minor negative**. Conversely, there could be the potential for townscape improvements where regeneration occurs in Selby Town in particular.

11.11 Population and Communities

11.11.1 Population and communities is a broad theme under which consideration should be given to provision of new community infrastructure, access to existing community infrastructure for all residents and improving perceptions of community identity, safety, quality and diversity.

11.11.2 The preferred spatial approach disperses growth to a range of settlements, which should ensure that new community infrastructure is secured in a range of settlements. However, its focus on higher order settlements (Selby Town) and a large new settlement at Heronby and urban expansion at Eggborough should ensure that new communities are well served by facilities and services. Limiting the expansion of smaller settlements will also ensure that they are more likely to retain a sense of identity, while supporting local services and facilities and helping to make sure that community infrastructures are not placed under pressure due to population increase. This is more likely to occur where a number of smaller developments increase a population, but without as greater certainty of new community infrastructures being delivered as seen for larger, strategic sites.

11.11.3 The Heronby settlement and Eggborough expansion should provide an opportunity to create high quality neighbourhoods that are well served by a range of community facilities. In this sense, positive effects are likely, particularly as there are site specific policies outlining the need for development to contribute towards new education, health care, open space and village centres.

11.11.4 For the smaller site allocations, Section 106 contributions towards social infrastructure provision is required, though this is mostly related to school places. Nevertheless, a planned approach to growth in settlements should ensure that communities are able to access the basic public services as a minimum.

11.11.5 Though the expansion of settlements is mostly proportionate, it is likely that some people will resist development in their communities and feel that it is detrimental. In this respect, some minor negative effects could be anticipated, especially nearby to larger scale growth in higher tier settlements such as Selby Town.

11.11.6 In addition to site specific measures, a range of other strategic policies in the Plan seek to maximise the provision of community infrastructure through new development.

- 11.11.7 For example, Policy **SG9** (Design) requires a range of community infrastructure features to be delivered through new development, including to improve or provide new connections to existing open spaces, green infrastructure and public rights of way. The policy supports amenity space and social inclusion to be a principle which is sewn into the design of developments. Further to this, community consultation and input into the proposals should help to reduce the potential for local opposition.
- 11.11.8 Policy **IC3** (New and existing open space, sport and recreation) adds detail to the requirements for open space in new development. Recognising the importance of ensuring access to high quality recreation open space, the policy looks for developments of 10 dwellings or more to provide 51sqm of open space per dwelling, with long-term maintenance and management of open spaces to be secured through S106 agreements. The supporting text of the policy signposts to the Open Space Provision SPD for guidance on catchments for play space which is helpful.
- 11.11.9 Similarly, **IC1** (Infrastructure delivery) performs strongly as it seeks to ensure that all new development is complimented with additional capacity of all infrastructures to meet the needs of the district. It will also be important to ensure that existing facilities continue to serve local communities and to this end **IC2** (Protection of Existing Community Facilities) establishes a presumption against development proposals which would “*result in the loss*” of existing community infrastructure.
- 11.11.10 In terms of improving perceptions of community safety, **SG9** could lead to positive effects by virtue of requiring development proposals to “*design out*” antisocial behaviour through site layout and design which embeds “*natural surveillance*” into future schemes. This should help ensure that spaces such as dead ends or walkways flanked by windowless walls will be avoided, with associated positive effects on the perception of safety.
- 11.11.11 Policy **SG8** (Neighbourhood Planning) ought to be positive as it supports the development of neighbourhood plans.. The policy encourages communities to plan positively for growth; this should help to let communities shape their local development from the bottom-up, potentially reducing the potential for community opposition to new developments.
- 11.11.12 Overall, the Local Plan is likely to support improvements to the provision of community facilities. The spread of development should mean that new and existing communities are likely to be adequately served by facilities, without being overwhelmed by growth. As a result, **moderate positive effects** are predicted overall.
- 11.11.13 Whilst there is the potential for some minor negative effects where certain people may oppose development, the positive approach to supporting community consultation and neighbourhood planning should mitigate this to some extent. Nonetheless, uncertain **minor negative effects** may still occur.

11.12 Transport

- 11.12.0 The focus of the transport theme is on encouraging shift to sustainable modes of transport and ensuring the provision of the necessary transport infrastructure to ensure sufficient capacity in light of planned growth in the District.
- 11.12.1 As discussed above, the cross-cutting nature of sustainable transport means that some aspects have been discussed in relation to other themes, particularly climate change mitigation, air quality and health. However, these messages bear repeating through the lens of the transport theme. As discussed, a number of policies are judged to perform well in principle as several seek to disincentivise travel by private car and promote sustainable modes of travel. Policy **IC6** (Sustainable transport, highway safety and parking) provides support for proposals which are in locations which are considered to be accessible by means of sustainable transport choices (public transport or active travel). Proposals should help to expand the use of these modes of transport for prospective residents of new developments, existing nearby residents and those who work in the area for journeys both within and beyond the district. All of these points are anticipated to give rise to positive effects in relation to boosting take up of sustainable transport.
- 11.12.2 Policy **SG9** (Design) is found likely to have positive effects in relation to sustainable transport by further underscoring the need to direct growth to accessible locations in order to reduce car dependencies and promote travel by active means.
- 11.12.3 Elsewhere, the Local Plan emphasises the importance of seeking opportunities to promote public transport and walking and cycling as a safe and convenient mode of travel by which to access a range of goods, services and facilities. As identified under the climate change mitigation topic, policies which encourage development to embed sustainable transport and connectivity are all considered to perform well in relation to transport. This includes **SG3** (Development Limits), **IC3** (New and Existing open space, sport and recreation), **SG9** (Design), **EM1** (Meeting Employment Needs), **IC6** (Sustainable Transport, Highway Safety and Parking), **IC7** (Public Rights of Way) and **S1, S2, T1 and T3** which focus on support for certain developments in specific locations in Selby and Tadcaster.
- 11.12.4 In respect of supporting the provision of other kinds of transport infrastructure, **IC1** (Infrastructure Delivery) is clear that Council will work collaboratively with stakeholders to secure timely delivery of new road infrastructure. The sets out that in order to unlock and support growth to the fullest, improvements to infrastructure, including necessary “*highways improvements*”, should be in place prior to the occupation of the phase of development for which it is intended to support. In practice, this is likely to mean that enabling highways works such as junction improvements and site roads must be delivered during early phases of the development process at schemes large enough to require them. Policy **IC1** (Infrastructure Delivery) also states that infrastructure will be clearly established via an Infrastructure Delivery Plan. This will help align the delivery of housing and employment with the delivery of new road infrastructure; this should help to alleviate any potential road capacity and safety issues.

- 11.12.5 At a more detailed scale, **IC6** (Sustainable transport, highway safety and parking) looks to ensure that development proposals will function efficiently, be safe for all road users and incorporate adequate provision for parking. Proposals will in some cases be required to evidence the impact and future scenarios of transport related effects related to their scheme, this includes transport statements, transport assessments and sustainable travel plans; post-development monitoring and mitigation may also be required to ensure adverse effects on the road network are minimised.
- 11.12.6 It is clear that the preferred approaches carry a common theme relating to sustainable modes of travel and reducing the potential negative impacts of schemes which may lead to an increased volume of traffic. In this respect, minor positive effects are predicted.
- 11.12.7 It is important to consider the spatial strategy in this context, but also to recognise the possible implications of a growth in the locations proposed. In the main, development is directed to areas that are well connected in terms of jobs and services, and this ought to support the objective of sustainable travel, especially active travel where commuting distances are small. The new settlement and settlement expansion have the potential to be walkable and well serviced, including through the provision of new and improved sustainable transport infrastructure and services. That said, as previously mentioned in the climate change mitigation section, the Heronby settlement is unlikely to be able to ensure a high degree of work-living self-containment and as such, travel is likely to increase along key routes from the site to employment centres. This may impact routes such as the A19, which may see increased congestion, especially at traffic pinch points. Conversely, linked to current behavioural norms which place car travel as the mode of choice for a majority of the population, large concentrations of growth in new settlements are likely to generate an increase in car trips. This could undermine the positive intentions of the Plan somewhat with regards to sustainable transport. In locations with existing congestion issues there is a risk that additional development will add to these. For Selby Town, which is identified as a key area to manage congestion, additional growth in peripheral locations could therefore lead to some minor negative effects.
- 11.12.8 Overall, whilst it is evident that the Plan's effects would be expected to deliver improvements in terms of sustainable transport provisions and highways network development, there would also be some anticipated pressures on the area's road network. These effects are expected to occur simultaneously, rather than acting to balance one another out. Mixed **minor negative** and **minor positive** effects are anticipated.

11.13 Water Resources

- 11.13.1 A key consideration under water resources is ensuring that there is available capacity at water infrastructure assets which serve the District, particularly having sufficient headroom capacity at wastewater treatment works (WwTW).
- 11.13.2 Policy **IC1** (Infrastructure Delivery) looks to address this consideration, stating that the Council will collaborate with infrastructure providers to ensure that new development is supported by appropriate improvements to existing or new infrastructure, specifically including in relation to utilities.

- 11.13.3 In order to ensure provision of capacity is phased appropriately, the policy says that new or enhanced infrastructure must be in place no later than the appropriate phase of development which it is required to support. It is anticipated that where enhancements to water infrastructure are required to support development, such as additional pumping stations, that developers will provide some or all of the associated costs of doing so.
- 11.13.4 Policy **IC4** (Water Supply, Wastewater Treatment and Drainage Infrastructure) specifically provides wording to ensure that a collaborative approach between relevant stakeholders delivers sufficient infrastructure to meet the needs of water supply, wastewater treatment and drainage for the district. Water supply and wastewater management should be delivered prior to the occupation of development, avoid adverse environmental effects and be adaptable to enable future expansion of changes to align with technological advances. This policy is expected to deliver positive effects in relation to water resources.
- 11.13.5 In terms of protecting and enhancing the quality of the District's water resources, policy **NE5** (Protecting and Enhancing Waterbodies) specifically **NE5(A)**, requires development proposals which come forward on, adjacent to or near to waterways to safeguard and improve environmental quality and avoid deterioration of waterways assets.
- 11.13.6 **NE5(C)** recognises the potential for pollution associated with recreational use of the waterway, particularly in relation to powered watercraft. The policy looks to minimise this harm, stating that proposals for riverside recreation facilities must include sufficient safeguards to prevent the pollution of the waterway and must not be of a scale which could lead to environmental damage or harm nature conservation interests. Opportunities should be explored to see how proposals could strengthen wildlife corridors. This is considered proportionate, given the importance of waterborne recreation in the District.
- 11.13.7 Policy **NE2** (Protecting and Enhancing Green and Blue Infrastructure) has a number of dimensions, reflecting the multifunctional nature of green and blue infrastructure (GBI). However, a key aspect of the policy is providing support to new development proposals which include benefits for "*river and waterway assets*". This includes contributing to "*identified opportunities*" for quality improvements at the river Ouse, Selby Canal, the River Wharfe, the river Derwent and the river Aire.
- 11.13.8 More broadly, policy **NE8** (Pollution and Contaminated Land) establishes a firm presumption against any form of development proposals which could give rise to "*contamination of land or water*".
- 11.13.9 Though several proposed allocations fall close to groundwater source protection zones, there are accompanying site specific policies that require careful management to ensure effects are avoided and managed.
- 11.13.10 The Heronby settlement is not considered to be sensitive in relation to surface or groundwater in the local area. The large nature of the site (as well as the Eggborough expansion) may see some minor levels of contamination of surface water during construction phases. Though this is an issue which may be seen on any development, it may prevail for a longer period on a larger site.

11.13.11 The plan will also lead to a substantial change in land use from agricultural land to residential areas. Pollution from agricultural activities such as nitrates in surface water run-off contributes to poor water quality for some of the Districts watercourses. Therefore, this change could inadvertently help prevent future nitrate pollution of waterbodies.

11.13.12 Overall, it is considered that the Local Plan is likely to give rise to **minor positive effects** in relation to water resources. Though there are also expected to be some uncertain **minor negative effects** relating to the potential for some construction related, short-term increases to waterbody pollution.

12. Mitigation and enhancement

12.1.1 This section summarises the SA recommendations made throughout the Plan-making process to mitigate negative effects and maximise positive effects. The Council’s response to the recommendations are recorded at each key milestone. See Table 12-1 for details of the additional recommendations made at the current stage (pre-submission).

12.1.2 In addition to responding to explicit recommendations made throughout the SA, the Council has also been proactive in seeking to address negative effects and uncertainties identified through the different stages of appraisal. For example:

- Tweaking objectives to address potential incompatibilities identified through the objectives assessment process.
- Introducing site specific policy measures to respond to constraints identified through the site appraisal and options appraisal process.
- Seeking to address negative effects identified in the draft Plan appraisal at preferred options stage (even when explicit recommendations have not been made in the SA).

Table 12-1: Summary of recommendations made at preferred options stage

SA Objective	Recommendation	Council response
Biodiversity		Preferred options policies NE4 and NE5 have been reconfigured as NE1 “protection of designated sites and species” and NE3 “Biodiversity Net gain”.
	Clarify the role of mitigation and net gain.	This reconfiguration has sought to offer clarity that all protection and mitigation principles are applied through NE1 including those in relation to irreplaceable habitats.
	Identify strategic enhancement opportunities	NE3 now focuses solely on net gain elements and how this will be applied “ <i>in line with priorities for recovering or enhancing biodiversity habitats and species as set out through the Local Plan evidence bases or Nature Recovery Strategy;</i> ” and sets out that “ <i>In cases where there are no biodiversity opportunities identified or no land is available within the district, credits from a land bank organisation can be purchased, but must be evidenced as part of the pre-application process.</i> ”
	Clarify what would happen if net gain cannot be secured on site.	
	Commit to production of a biodiversity strategy / net gain SPD.	As a result of the policy being in alignment with the Environment Act and emerging government guidance and supported by details in the blue and green infrastructure Plan, there may not be a need for a bespoke SPD.

SA Objective	Recommendation	Council response
Heritage	<p>Given that policy SG13 specifically points to local CA appraisals as the best way to mitigate harm from development there is a need to ensure that up to date appraisals are available. It may also be useful to set out some general principles upfront to guide development should there be a gap in supporting evidence.</p>	<p>However, one can be produced if required regardless of its inclusion in the plan text.</p> <p>Heritage policies have been strengthened and include reference to specific features that contribute to Selby Districts character and sense of place.</p>
Climate Change Mitigation	<p>Ensure that retrofitting of low carbon technologies is made as easy as possible.</p> <p>The potential for district-scale energy generation schemes ought to be encouraged, through the requirement for an energy study to support strategic development applications.</p> <p>The creation and protection of carbon sinks such as peatland and forested areas could be made explicit.</p>	<p>Issues relating to retrofitting of existing buildings can be picked up through permitted development. Preferred Options SG10 has been reconfigured to focus solely on Renewable and low carbon energy solutions. Identifying that the whole district has potential for district scale energy generation provided it addresses any identified potential harm. Part b sets out that <i>“Proposals to facilitate heat recovery and delivery of community energy systems such as combined heat and power (CHP), combined cooling, heat, and power (CCHP) and district heating networks should be explored where;”</i> close to sufficient sources, there is relevant demand heritage assets will not be harmed. This is intended to include the three major strategic sites which also include site specific policy requirements to incorporate climate change measures or renewable energy on site.</p> <p>The North Yorkshire LEP has commissioned an Local Area Energy Plan which will inform renewable and low carbon energy choices across the district but this will not be available until September.</p> <p>Policy SG9 requires the incorporation of multi-functional green infrastructure within sites to provide carbon storage and sustainable drainage systems.</p> <p>Consideration of the need to create carbon sinks will be considered as an element of the blue and green infrastructure strategy in association with policy NE2 – there is not</p>

SA Objective	Recommendation	Council response
Climate Change Adaptation	Require a reduction in surface water run-off on development sites from current levels.	currently the required guidance on the best way to deliver and account for carbon sinks in the district and it is more appropriate to develop this through the living documents within the evidence base which can react to the latest information and guidance.
	Require development to provide areas of shade and cooling on site, or to contribute towards cooling measures in urban centres (such as tree planting, green roofs).	Policy SG11 has been amended by the supporting text setting out support for development proposals that work with the natural processes and natural flood management to proactively manage sources and pathways of water through a catchment. Adopting techniques that intercept, slow and temporarily store the water to help provide a greater natural resilience is encouraged and includes tree planting.
	Identify specific parcels of land for the delivery of a connected network of green and blue infrastructure in urban area.	Policy SG11 does not require a specific reduction in surface water run-off on all development sites from current levels. Setting one rigid specific target for all sites to meet is an inflexible approach which might not accurately reflect needs across the district
	Set a specific target for the number of trees to be planted across the district.	Policy SG9 point B5 – “Ensure that the highest levels of sustainability are achieved through the design of buildings and by making efficient use of resources. Proposals should sufficiently consider the long-term implications of climate change such as flood risk, water supply, biodiversity and landscape, and the risk of over-heating from rising temperatures;” This includes the consideration of areas of cooling/shade.
Require climate responsive passive design features in new built homes.	While it is not appropriate at this point to set out the specific and dedicated green infrastructure within sites as part of the policies map, policy NE2 – Blue and Green Infrastructure will be supported by a Blue and Green infrastructure Strategy	
		Policy NE6 - Protecting and Enhancing Trees, Woodland and Hedgerows references the white rose forest partnership scheme which sets of strategy for tree planting that covers the district. The monitoring framework also sets out that there is to be an increase in the number of trees.

SA Objective	Recommendation	Council response
Air quality	Enhance the potential for waterborne and rail freight to reduce carbon emissions by adding more specific details.	Publication draft policy IC6 has been updated to prioritise the safeguarding of long-term opportunities for waterborne and rail freight - this include identifying existing railheads and wharfs on the policies map to safeguard them from development and has strengthened wording in B5
Communities	A less prescriptive approach to housing requirements in neighbourhood plans might be more suitable, such as using the word 'encouraged' rather than 'expected'	Policy SG8 (Neighbourhood Planning) amended to delete reference to 'expected' and reworded to say emerging neighbourhood plans will be encouraged to plan positively for growth by considering additional small and medium sized sites.

Table 12-2: Recommendations at Pre-Submission Stage.

SA Objective	Recommendation
Climate change mitigation	The Plan mentions the importance that Selby could play in developing carbon capture and storage technologies, but there is no explicit support or guiding principles provided through Plan policies. Consider inclusion of policy support to facilitate scheme development.

13. Summary and monitoring

13.1 Summary of effects

13.1.1 Table 13-1 below presents a summary of the cumulative effects of the Plan, (employing the same coloured key as used throughout the SA for the strength of effect), for each SA topic. Table 13-2 below sets out a brief discussion of these effects and identifies potential monitoring measures.

Table 13-1: Summary of cumulative effects of the pre-submission Local Plan on the SA Topics

													<i>Major +Ve</i>
													<i>Mod +ve</i>
													<i>Minor +ve</i>
Air quality	Biodiversity	Climate Change Mitigation	Climate Change Adaptation	Economy and Employment	Health	Heritage	Housing	Land and Soil	Landscape	Population and Communities	Transport	Water Resources	<i>Neutral</i>
					?					?		?	<i>Minor -ve</i>
													<i>Mod -ve</i>
													<i>Major -ve</i>

13.2 Monitoring

- 13.2.1 At this stage there is only a requirement to outline the measures envisaged to monitor the predicted effects of the Plan. In particular, there is a need to focus on the significant effects that are identified (i.e. those that are predicted to be moderate or major). It is important to track predicted effects to ensure that positive effects are realised and to identify any unforeseen negative effects that may occur.
- 13.2.2 Table 13.2 below sets out monitoring measures under each SA topic which are intended to be used to monitor any significant effects and to track the baseline position more generally. At this stage the monitoring measures have not been finalised, because the Plan has not been finalised and there is also a need to confirm the feasibility of collecting information for the proposed measures.
- 13.2.3 To ensure that the SA process is in sync with the Local Plan, the monitoring framework proposed in the Plan is taken as a starting point, with additional measures being recommended where it is felt necessary (set out in blue text).
- 13.2.4 The monitoring measures will be finalised once the Plan is adopted, and will be set out in an SA Statement in accordance with the SEA Regulations.

Table 13-2: Summary of Plan Effects and Potential Monitoring Measures

SA Objective: Summary of Effects	Monitoring Measures
<p>Air Quality</p> <p>In the long term, neutral effects are predicted once policy mitigation has been taken into account.</p> <p>In the short term, before the widespread uptake of electric vehicles and supporting infrastructure, there could be a slight deterioration in air quality, which for Selby Town in particular is an uncertain minor negative effect.</p>	<p>Number of applications approved that have a negative effect on the AQMA</p> <p>Change in pollutant levels in the AQMA – Link to the management plan monitoring.</p>
<p>Biodiversity</p> <p>Minor positive effects are predicted in the long term due to the potential for protection and enhancement of habitats and the focus on connecting existing habitats to enhance the wider network.</p>	<p>Overall net gain in biodiversity across the District (% change)</p> <p>Number of important and protected trees lost through development</p> <p>Net loss of protected / designated habitat areas.</p> <p>Number and proportion of applications achieving 10% net gain on site</p>

SA Objective: Summary of Effects	Monitoring Measures
<p>Climate Change Mitigation</p> <p>The Local Plan takes a fairly proactive approach to minimising and reducing carbon emissions from the built environment and from travel sources. As a result, minor positive effects are predicted in the long-term. To achieve significant positive effects, more widespread / challenging policy requirements would need to be introduced.</p>	<p>Amount of installed capacity in renewable energy</p> <p>Number of electric-vehicle charging points</p>
<p>Climate Change Adaptation</p> <p>The Local Plan is broadly proactive in directing growth away from areas at greatest risk of flooding (though some new development is in areas that are vulnerable to flooding)</p> <p>There should be an increased rate of tree planting and open space provision within new development; features which can help minimise the urban heating effect and flood risk.</p> <p>Minor positive effects are predicted.</p>	<p>New development granted contrary to EA objections</p> <p>Number of new properties located outside of Flood Zone 1</p> <p>Number of new trees planted as a result of new development / development contributions.</p>
<p>Economy and Employment</p> <p>Overall, major positive effects are anticipated in relation to employment on the basis that employment needs will be met in full, whilst also proposing a range of measures to support the diverse range of established and emerging sectors which contribute to the District's economy. Though levels of deprivation and inequality are relatively low for the District, regeneration and jobs growth are focused in areas that ought to help address these issues where they are more prevalent.</p>	<p>Amount of employment floorspace developed for B uses.</p> <p>Number of farm diversification schemes granted planning permission</p> <p>Regeneration schemes completed.</p>
<p>Health</p> <p>A broad range of measures are proposed to embed healthy lifestyles into new development. In the short term, minor positive effects are predicted, which should rise to moderate positive effects in the medium to long term as more development is delivered (with associated public realm and infrastructure improvements).</p> <p>Potential minor negative effects could arise for some communities related to wellbeing, but there is a degree of <u>uncertainty</u>.</p>	<p>Number of hot food takeaways granted within 400m of a secondary school or further education college without restricted opening hours.</p> <p>Additional open space to meet the needs of new development</p> <p>Number of homes meeting the national space standards for living spaces</p> <p>% of new homes that are within walking distance of a school, local shops, bus stop / train station.</p>

SA Objective: Summary of Effects	Monitoring Measures
<p>Heritage</p> <p>On one hand, the Plan takes a positive approach to the protection of heritage and ensuring that development is sensitive and finds uses for heritage assets that might otherwise be vulnerable to deterioration. There is also a focus on regeneration and improvement of the public realm, particularly in Selby Town and through the heritage-led portfolio of sites in Tadcaster. There are a range of supporting site policies that seek to ensure positive outcomes for heritage. Together, this constitutes moderate positive effects.</p> <p>Conversely, the Plan could give rise to some minor negative effects. Some site allocations are likely to have residual negative effects given that there will be settlement expansion and changes to the setting of heritage assets.</p>	<p>Safeguarding protected historic sites</p> <p>Appropriate uses and management of Heritage assets 'at risk'</p> <p>Heritage assets lost as a result of development</p>
<p>Housing</p> <p>Major positive effects are predicted as the strategy should meet identified housing need and distribute it broadly across the District. A range of types and tenures of homes will be provided and housing needs within different sections of the community, including specialist housing needs, will be met.</p>	<p>Number of net annual housing completions broken down per Tier in the settlement hierarchy</p> <p>% of homes meeting standards set within the Local Plan</p> <p>Number and % of affordable housing secured</p>
<p>Land and Soil</p> <p>Overall, it is predicted that the Local Plan will lead to moderate negative effects with regards to soil and land. Whilst the Plan seeks to protect agricultural land, make use of brownfield opportunities and remediate contamination, it proposes the allocation of large amounts of land that overlap with best and most versatile agricultural land.</p>	<p>Amount of best and most versatile agricultural land lost (excluding sites allocated in the plan)</p> <p>Amount of brownfield land developed (Ha) and % of total</p>
<p>Landscape</p> <p>It is inevitable that changes to landscape and settlement character will occur due to the proposed growth, which could lead to moderate negative effects on landscape. However, growth is directed mostly to less sensitive areas and policies set out a range of measures to reduce the significance of effects (some being site specific). Negative effects are also balanced by the designation of Locally Important Landscape Areas and Strategic Countryside Gaps as well as potential for townscape improvements, particularly in Selby</p>	<p>Number of developments which compromise the openness of the Strategic Countryside Gap</p>

SA Objective: Summary of Effects	Monitoring Measures
<p>Town and Tadcaster. Overall, minor negative effects are predicted.</p>	
<p>Population and Communities</p> <p>Overall, the Local Plan is likely to support improvements to the provision of community facilities. The spread of development should mean that new and existing communities are likely to be adequately served by facilities, without being overwhelmed by growth. There is also potential for significant new infrastructure at the new settlements. As a result, moderate positive effects are predicted in the long term.</p> <p>There are some potential minor negative effects identified, as certain people may oppose development. However, this is <u>uncertain</u>.</p>	<p>Amount of Green Infrastructure created or lost through development</p> <p>Amount of outstanding development contributions</p> <p>Loss of facilities that were needed by the community</p> <p>Number of objections to major development applications</p>
<p>Transport</p> <p>Mixed effects (minor positive and minor negative) are predicted with regards to transport. On one hand, there is a strong emphasis on sustainable transport, and growth is broadly distributed to areas that are well serviced by public transport and jobs. Conversely, concentrations of development in Selby Town, and possibly at a new settlement could lead to increased congestion issues.</p>	<p>Percentage of new homes that are within 400m from a bus stop / rail station</p> <p>Improvements and additions to the cycle network</p> <p>Peak time congestion at key junctions</p>
<p>Water resources</p> <p>Overall, it is considered that the Local Plan is likely to give rise to mixed effects in relation to water resources. On one hand, minor positive effects could arise given that the Plan seeks to implement measures to improve the function of greenspaces. The change of use of agricultural land could also lead to a reduction in nitrate pollution.</p> <p>Conversely, new development could temporarily increase the risk of pollution to water sources, which are <u>uncertain</u> minor negative effects.</p>	<p>Water Framework Directive Status of watercourses</p> <p>Headroom capacity at wastewater treatment plants</p>

Part 4: What are the next steps?

14. Next Steps

- 14.1.1 This document is the Sustainability Appraisal Report that accompanies the latest stage of work in relation to the Pre-Submission Selby Local Plan Review.
- 14.1.2 This SA Report will be made available for consultation alongside the Pre-Submission Local Plan as a key piece of evidence.
- 14.1.3 The SA Report consolidates previous SA work (i.e. the Scoping Report and two Interim SA Reports) as well as appraising updates to the Plan as necessary, and establishing potential monitoring measures. Further mitigation or enhancement measures have been suggested, as well as revisiting the consideration of alternatives in light of any new evidence.
- 14.1.4 The most recent timetable moving towards Adoption of the Local Plan is set out in the Council's 7th Local Development Scheme¹¹. The Key stages are summarised in Table 14-1 below.

Table 14-1: Timetable

Dat4	Milestone
August – October	Publication of Submission Draft
Feb 2023	Submission to the Secretary of State
Feb 2023 to March 2024	Examination of the Plan
March 2024	Adoption of the Local Plan Review

- 14.1.5 It may be necessary to undertake additional iterations of SA to take account of changes and modifications to the Plan during the examination process.

¹¹ <https://www.selby.gov.uk/local-development-scheme>

Appendix A: SA Scoping Report Comment Log

Appendix B: Appraisal of Reasonable Alternative Strategies (Preferred Options)

Appendix C: Summary of site appraisal findings

Appendix D: Log of comments received on the Interim SA Report

Appendix E: Appraisal of Reasonable Alternative Strategies (Pre-Submission)

