

Selby District Core Strategy Local Plan

Adoption Version
22 October 2013



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

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

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

The Core Strategy is the first development plan document prepared by the Council as part of its new Local Development Framework (Local Plan). On adoption it replaces a number of the 'Saved' Selby District Local Plan policies¹.

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

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base on which it is founded, and came to the conclusion that while the policies and context provided by RS were no longer applicable, the RS evidence base remains robust and relevant, particularly since the RS evidence had been subject to a process of consultation and Examination.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

Following a successful legal challenge the revocation decision was quashed and RS was reinstated as part of the Development Plan for the duration of the SDCS Examination Process until 22 February 2013 when the Revocation Order came into effect.

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

¹ See Appendix A

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1. Introduction

- 1.1 The Council is preparing a series of Local Plan documents required under the Planning and Compulsory Purchase Act 2004² and Localism Act 2011, which will form part of the new Local Plan formerly known as the 'Local Development Framework' (LDF). The Council's programme for development plan production is set out in its Local Development Scheme³.
- 1.2 When adopted over the next few years, the new style plans will replace those policies in the Selby District Local Plan, which are 'saved' under transitional legislation until replaced by policies in the Local Plan⁴.
- 1.3 The Localism Act 2011 and National Planning Policy Framework (NPPF, 2012) introduced changes to the planning system which reflect a move towards a Local Plan rather than separate Development Plan Documents (DPDs). The Core Strategy is the first new-style Local Plan document to be produced by the Council and provides a strategic context with which subsequent Local Plan documents must conform. The Core Strategy covers the 16 year period from 2011 to 2027. The Core Strategy was formally adopted by the Council on 22 October 2013.
- 1.4 Further Local Plan documents will provide for the detailed policies and proposals to deliver the Core Strategy Vision, Aims and Objectives. Throughout this document these are referred to as the Site Allocations Local Plan and the Development Management Local Plan, but in practice these may be a single document.
- 1.5 Local Plans are prepared by District Councils except that Local Plan documents relating to waste and minerals matters continue to be prepared by the County Council as the Minerals Planning Authority.
- 1.6 Planning applications are determined against the policies in the development plan unless material considerations indicate otherwise. For Selby District, the development plan includes adopted Local Plans⁵ and neighbourhood plans and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.
- 1.7 All references to plans, strategies and organisations also means any successor document or body in order to ensure the Core Strategy remains up-to-date and reflects any changes which may take place over the life of this plan.

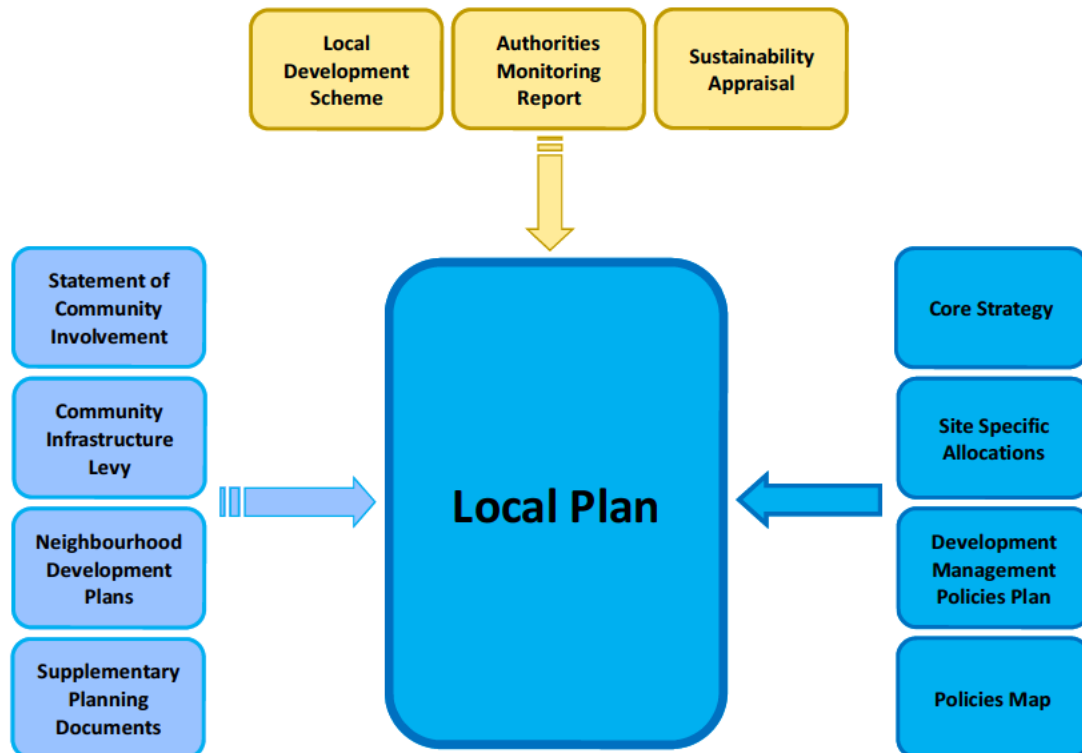
² Defined in Section 38 of the Act as amended

³ See www.selby.gov.uk for latest Local Development Scheme

⁴ See Appendix A

⁵ The 'Local Plan' comprises the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. It includes the Core Strategy and other planning policies which under the regulations would be considered to be development plan documents. The term includes old policies which have been saved under the 2004 Act and this therefore includes the Selby District Local Plan. The SDLP was prepared under the Town and Country Planning Act 1990 and policies saved under the 2004 Act on adoption in 2005 and then 'extended' on 8 February 2008 by Direction of the Secretary of State under the 2004 Act until such time as superseded.

Figure 1 - The Local Plan



1.8 The Core Strategy provides:

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

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

Figure 2 Selby District Core Strategy Process



- 1.10 Site specific policies and allocations for housing, employment and other land uses will be brought forward through a Site Allocations Local Plan. Detailed policies for managing development will be provided through a Development Management local plan.
- 1.11 Neighbourhood Plans are prepared by a Parish Council or

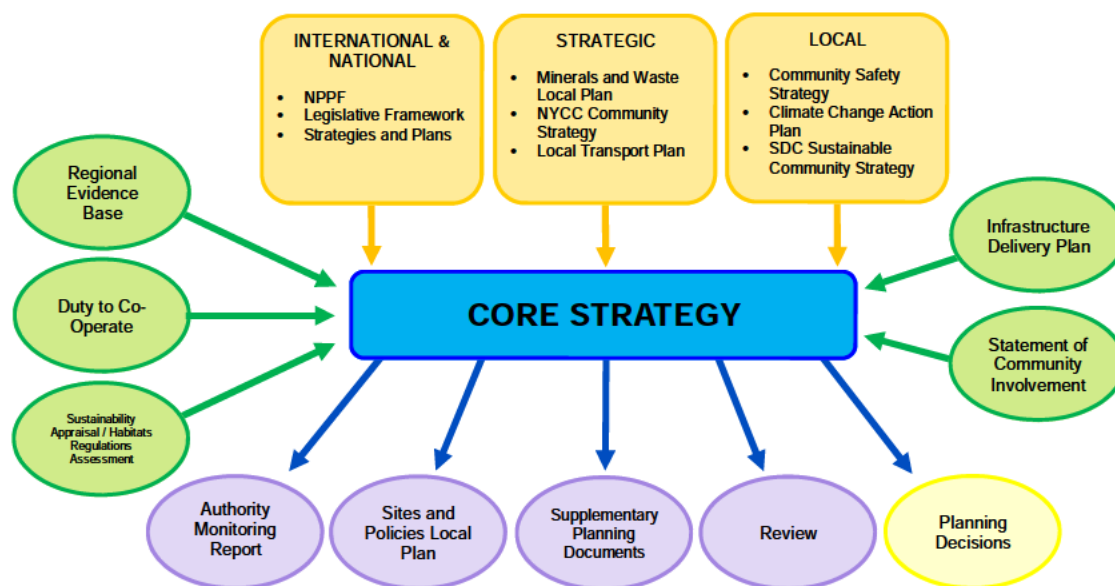
Neighbourhood Forum for a particular neighbourhood area. The scope of neighbourhood plans is set out in the NPPF which makes clear that policies in neighbourhood plans should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics.

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

Policy Context

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

Figure 3 Policy Context Diagram



1.16 The Core Strategy is also influenced by the Sustainable Community Strategy⁶ prepared by the Local Strategic Partnership, the Council's own corporate policies and proposals established in the Renaissance Programme sponsored by Yorkshire Forward. The Core Strategy also takes account of North Yorkshire County Council's Community Strategy. In preparing the Strategy, the aim has been to accommodate the relevant aspects of these local strategies and provide a smooth transition from the Selby District Local Plan policies which will be progressively replaced by new style development plan documents⁷.

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

1.18 Promoting a healthy environment and lifestyle is also an issue which permeates a number of policy areas. Healthier Communities is one of the Council's Corporate Strategic Themes and wherever possible Core Strategy policies aim to encourage good health and well being

⁶ Selby District Sustainable Community Strategy 2010-2015

⁷ See Appendix A

as well as improved access to health care and other facilities. The environment policies aim to create a green and healthy environment and aim to facilitate sustainable access modes, including walking and cycling. In addition the spatial strategy as a whole aims to reduce the need to travel and minimise pollution.

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

Sustainability Appraisal

- 1.20 A key national policy requirement of the local plan is that it should deliver sustainable development. In order to assist this process the Core Strategy has been accompanied by a Sustainability Appraisal, which also takes account of Strategic Environmental Assessment Regulations⁸, which govern implementation of European legislation on this matter. The Sustainability Appraisal Report and the Sustainability Appraisal Post-Adoption Statement are available on the Council’s website or on request.

Habitats Regulations Assessment

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

⁸ European Directive 2001/42/EC “on the assessment of the effects of certain plans and programmes on the environment.”

2. Key Issues and Challenges

Duty to Cooperate

- 2.1 The Localism Act 2011 is clear that public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities to deliver: the homes and jobs needed in the area; retail, leisure and other commercial development; infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat); the provision of health, security, community and cultural infrastructure and other local facilities; and climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscaping.
- 2.2 The National Planning Policy Framework (NPPF) paragraphs 178 to 182 set out the requirements for planning strategically across local boundaries.
- 2.3 Selby District Council has been working on the Core Strategy document since 2005, within the context of the Yorkshire and Humber Plan Regional Spatial Strategy (RS) (adopted 2005 but now revoked 22 February 2013) which provided the mechanism for ensuring cross-boundary working. The Core Strategy generally conforms to RS and the status of RS and the Councils' position are explained in an explanatory note at the beginning of the Core Strategy.
- 2.4 As set out in the Consultation Statement⁹, the Council has continually consulted on the Core Strategy, and at each stage of the process, Selby District Council consulted all its neighbouring local planning authorities and public bodies.
- 2.5 In addition to preparation under the RS, the Core Strategy was subject to the Sustainability Appraisal process as an integral part of the plan preparation process which considers strategic issues. The development of the Infrastructure Delivery Plan, alongside the Core Strategy took account of cross-boundary impacts through involving cooperation with public bodies that have a wider-than-District role.
- 2.6 In preparing its evidence base and supporting documents (such as the Infrastructure Delivery Plan) the Council has complied with the NPPF which states that the Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities; and that local planning authorities should also work collaboratively with private sector bodies, utility and infrastructure providers.
- 2.7 Since the government's announcement of the intended revocation of RS, there have been wider national and regional changes outside the

⁹ Regulation 30(d) Statement - See Core Document CS/CD9 on www.selby.gov.uk

control of the Council. LPAs in the region have sought to establish both informal and formal working relationships in order to tackle cross-boundary issues through regional spatial planning in both the sub regions of Leeds City Region (LCR) and North Yorkshire and York (NY&Y) (Selby District falls within both sub regions) to demonstrate that the Core Strategy is compliant with the strategic priorities agreed with neighbours.

- 2.8 The LCR Interim Spatial Strategy (ISS), to which all local planning authorities in the LCR are signed up, takes forward the key strategic policies from the RS. Local Government for North Yorkshire and York agreed the “NY&Y Sub Regional Strategy” in 2011 but this hasn’t been formally approved.
- 2.9 In terms of emerging methods of cooperation, the Council has been actively involved in a wide range of vehicles for cooperation including: LCR Leaders Board; LCR Local Enterprise Partnership; York, North Yorkshire and East Riding Local Enterprise Partnership; North Yorkshire Development Plans Forum; York Sub Area Joint Infrastructure Working Forum; and Duty to Cooperate Working Group LCR.
- 2.10 These are both informal and formal structures where cross-boundary issues are raised and approaches decided in order to ensure cooperation between the local planning authorities in the region, including the spatial planning aspects of the work of the Local Enterprise Partnerships (LEPs). The Leeds city region partnership is also the LEP.
- 2.11 Whilst housing numbers and strategic priorities have previously been agreed in the RS and strategic priorities in the region taken forward in principle through the ISS; regional arrangements are not yet at a stage where formal joint planning is established, nor are specific housing numbers agreed across borders. One of the reasons for this is that neighbouring LPAs are at different stages in developing their Local Development Frameworks.
- 2.12 It has therefore not been possible to work with and agree housing numbers with our neighbours. Instead the Council considers that cross boundary issues have been taken into account because:
- The methodology of re-assessing housing numbers in the light of Office of National Statistics (ONS)/Department of Communities and Local Government population and household projections is based on best practice in the light of local evidence and taking into account migration, household size and economic
 - The ONS population projection figures take into account migration across borders so cross boundary impacts are already reflected in figures
 - The Council cooperated with public bodies on infrastructure

requirements

- The method used for re-assessment of the District housing requirement is not inconsistent with approaches of neighbours
- Neighbouring local planning authorities recognise that because of this further work it is apparent that Core Strategy is catering for Selby District's own requirements
- Most neighbouring local planning authorities have also done similar exercises and are catering for their own needs

2.13 The Council has considered cross boundary impacts of housing growth on and from neighbouring authorities as set out in Background Papers taking into account views of adjoining local planning authorities and formally consulting on a revised housing target in January 2012. Neighbouring local planning authorities have confirmed the above and that the level of growth would not have a significant impact on at least two planning areas.

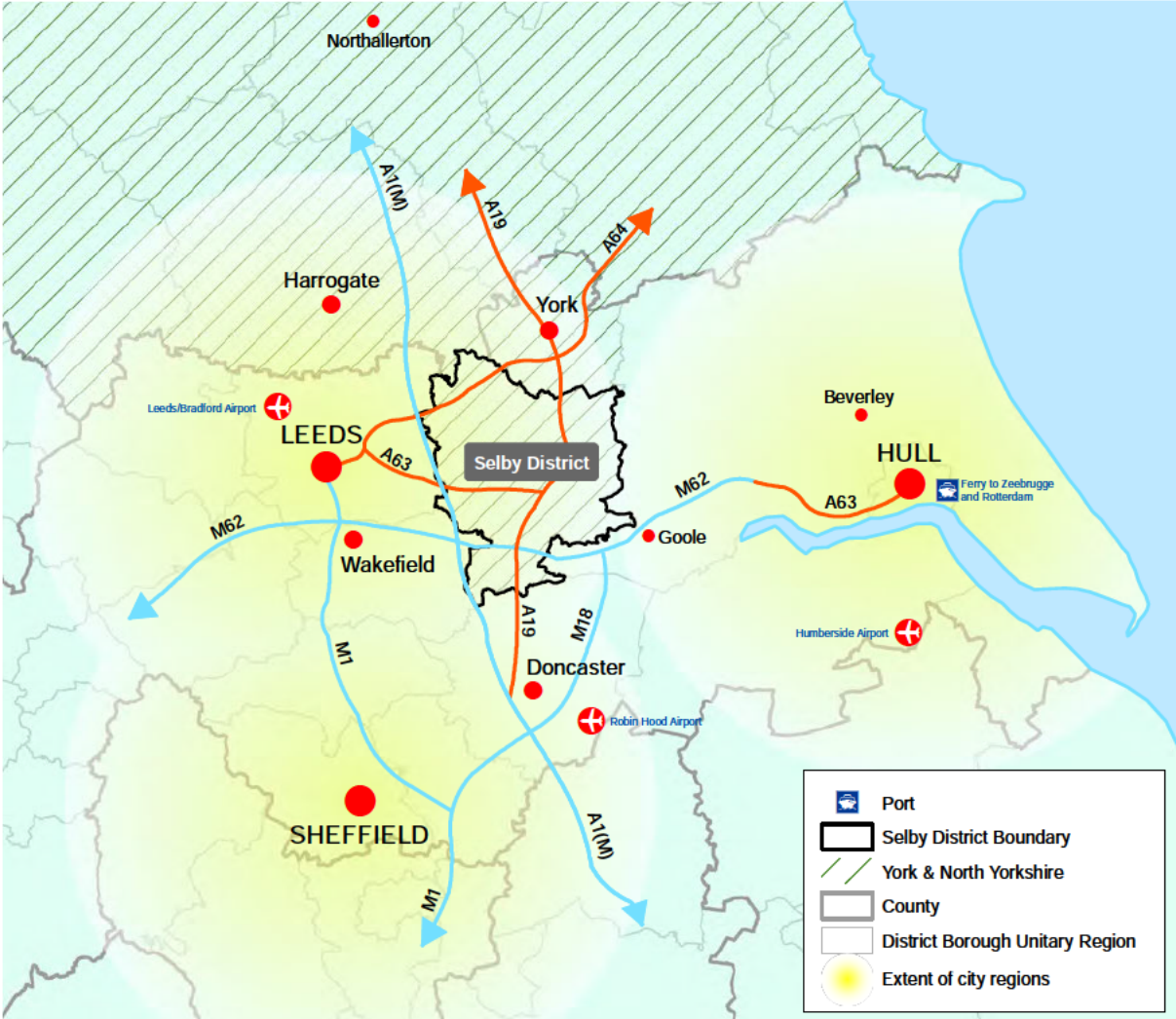
2.14 The Core Strategy includes a strategic policy to review Green Belt and only consider boundary alterations of those settlements within Selby District if exceptional circumstances can be demonstrated (it is not a wholesale review of the West Yorkshire and York Green Belts). This approach conforms to Policy YH9 of the former RS (specifically part D) and is compliant with the NPPF. The LCR Interim Strategy Statement signs up to the principle of Green Belt review through its endorsement of YH9. Adjoining local planning authorities consider that the Core Strategy green belt policy does not raise any strategic implications. When the review is triggered full cooperation with relevant bodies will commence.

2.15 Overall the Council has fulfilled its duty to cooperate on all cross boundary issues in developing the plan (not limited to the issues highlighted above). This cooperation has ensured that Selby District and the neighbouring authorities can meet their own and common objectives within the umbrella of understanding the relationships between the authority areas.

District Portrait

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

Map 1 Regional Context



- 2.17 Life in the District is strongly influenced by the adjacent larger urban areas, particularly Leeds and York. The 2001 census reveals that approximately half of the working population commute outside the District, and the latest evidence from the Council's 2009 Strategic Housing Market Assessment¹⁰ suggests that this proportion has increased further to around 59%.

Figure 4 Key Population Facts

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

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

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

¹⁰ http://www.selby.gov.uk/upload/Selby_SHMA_FINAL_REPORT_090618.doc

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

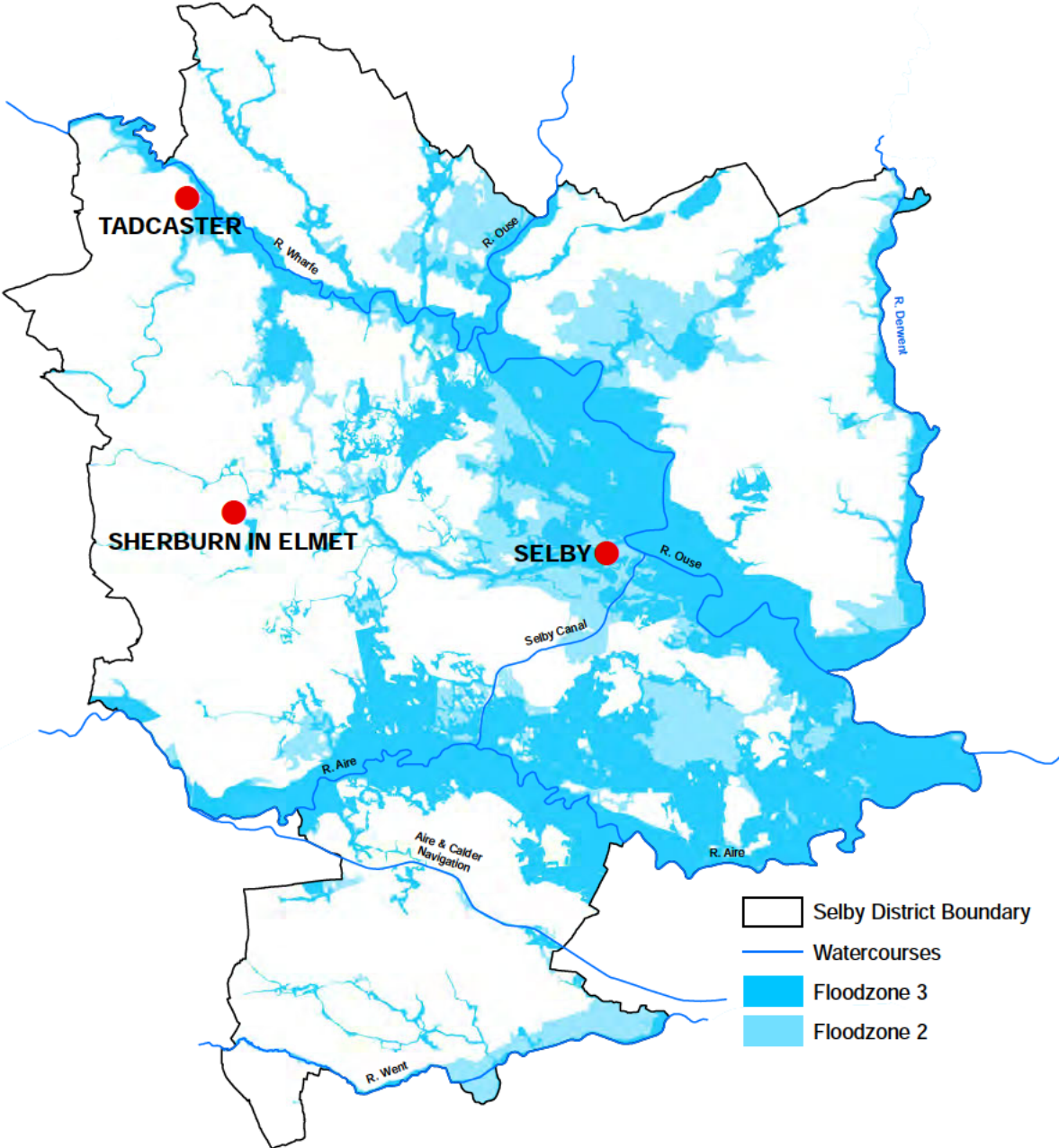
Figure 5 Key Assets

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

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

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

Map 2 Rivers and Flood Risk Areas¹¹

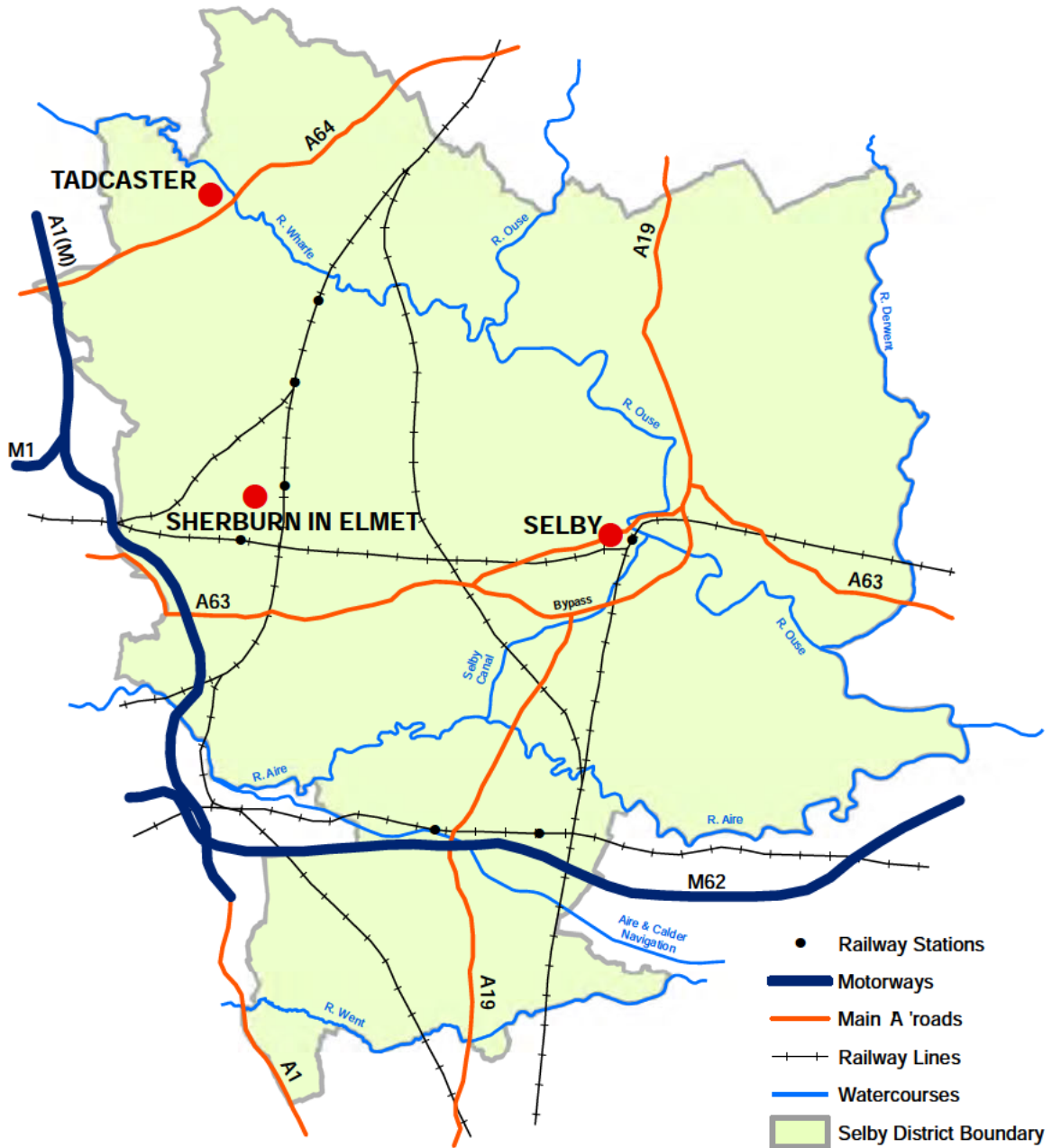


¹¹ Source: Environment Agency Flood Map Data (August 2010)

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

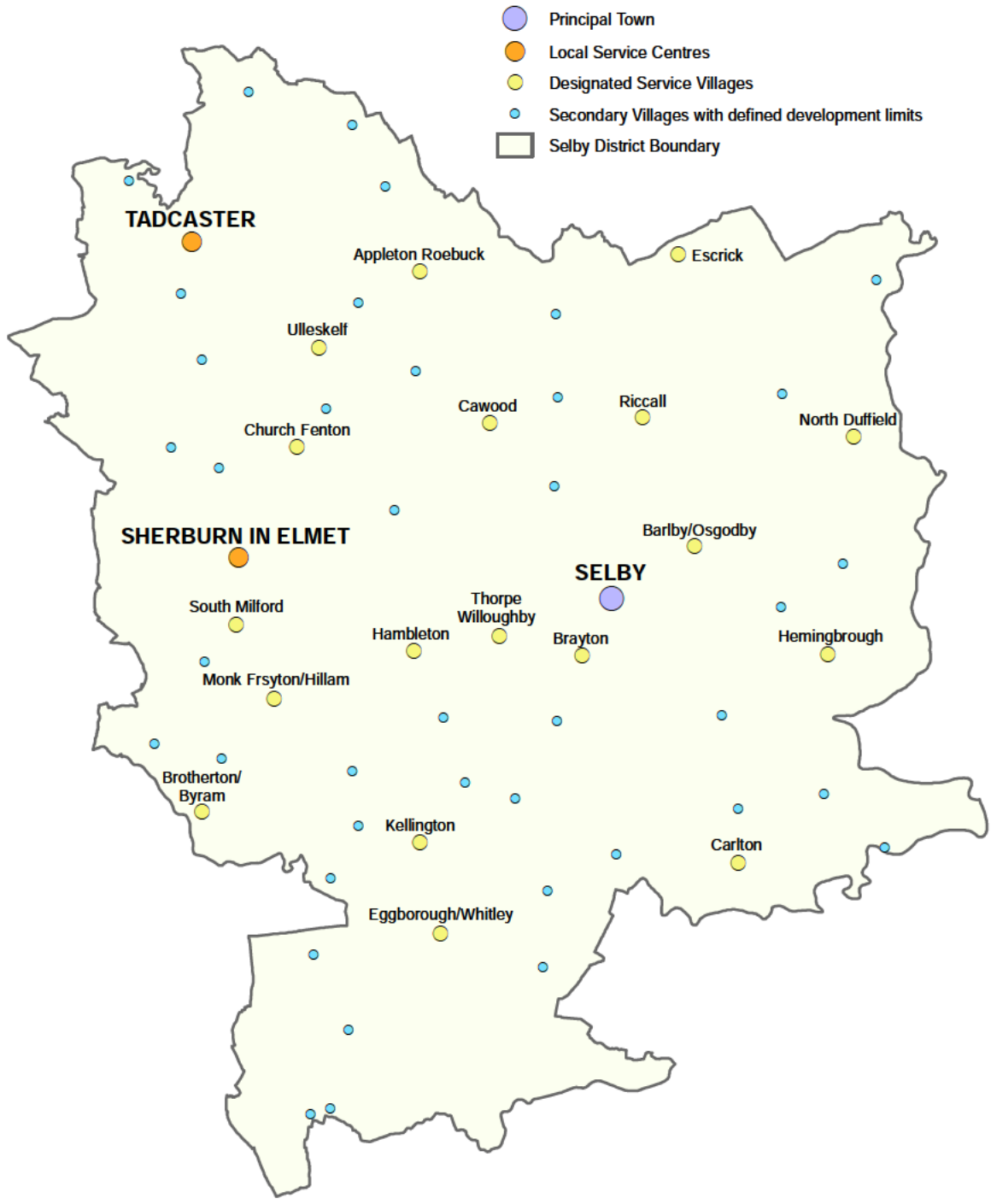
Map 3 Communications

Roads, Motorways, Railways and Rivers



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

Map 4 Settlement Pattern



Selby

- 2.27 Selby is the largest town with a population of approximately 13,000 and is a major district centre within the region. Aside from being the main shopping centre in the District, it is the prime focus for housing, employment, leisure, education, health, local government and cultural activities and facilities. It benefits from a town bypass constructed in 2004.
- 2.28 There has been a settlement at Selby since Roman times and the founding of the Abbey, due to its wealth and its position as lords of the manor of Selby, promoted the town's economic and physical growth, shaping it into a well-developed regional centre and market town, and small inland port.
- 2.29 The Abbey defines the present layout of the town centre, with the Market Place located directly outside the entrance to the Abbey and Micklegate probably the main manufacturing focus of the town.
- 2.30 The port of Selby developed to serve wool industries of West Yorkshire and the rise of the cotton industry, as well as being known for ship building. The opening of the canal and the Leeds to Selby turnpike road and the first toll bridge over the Ouse improved communications by land, making Selby a significant port for people as well as goods. The construction of rail lines to Leeds and Hull and becoming part of the north-east mainline meant the economy remained buoyant. By the mid to late 20th century traditional industries within the town were in decline and recent decades have seen the closure of the final ship yard.
- 2.31 The legacy of this age defines the present town as much as its medieval street layout. The majority of its historic and listed buildings and the conservation areas date from this period.
- 2.32 The town is finding a new commercial and residential focus as well as the opening of shopping precincts within the town centre. There are a number of key employers in the town and visitors are attracted by the Abbey, markets, leisure centre and the traditional town park.
- 2.33 Recent high quality environmental improvements in the town through the Renaissance Programmes, for example in the Market Place and along the historic waterfront have added to the existing high quality of the town which is already attracting new economic investment. Selby town supports around 6000 jobs.

Tadcaster

- 2.34 The ancient market town of Tadcaster (with just over 6000 population) is situated on the River Wharfe between Leeds (15 miles to the west) and York (10 miles to the east), on the A659 and bypassed by the A64.
- 2.35 Originally named Calcaria (place of limestone) by the Romans, it was

initially a small settlement, serving as a resting place for travellers and a staging post on the London to York road. It is surrounded by attractive rolling countryside and is the local service hub for its surrounding communities. The market in the town was initiated in 1270 and is held every Thursday in the Social Club car park, off Chapel Street.

- 2.36 The high quality Tadcaster water is drunk throughout the world in the famous beers that are made in the three breweries which dominate the town. The town is well connected to both York and the Leeds city region and employs a high proportion of people in the finance, business and insurance sector. Overall Tadcaster supports nearly 1700 jobs.
- 2.37 Magnesian Limestone has been quarried in the Tadcaster area for hundreds of years and used in many famous buildings, including York Minster. The town centre was designated as a conservation area in 1973 and provides a high quality architectural streetscape with some outstanding buildings such as the 13th century motte and ditch of the Norman Castle and the Ark; now the Tadcaster Town Council Offices, and many buildings from the Georgian and other eras.
- 2.38 The historic centre of the town is largely unaltered with few modern-style buildings. Any new developments have been sensitively designed to protect the town's historic character. Much of the high quality is down to the fact that a lot of the land and buildings are controlled by one of the town's breweries which has strived to maintain the unique characteristics of the town. The Council supports this work through managing new development in the light of the conservation area and many listed buildings. This well-preserved character is one of the key assets of the town, and in continuing to work together; this approach will build on the town's strong image for the benefit of all.
- 2.39 However, for a number of reasons, very few developable sites have come forward within the town for some considerable time. On average, over the past 10 years only 7.8 dwellings per year have been built, which is fewer than many of the main villages in the District. Similarly, only 1124 m² of new business related floorspace has been provided over the past 5 years. This has a knock-on effect for the town overall, and the town centre is under-performing. Finding opportunities for new development over the plan period is a key challenge to ensure the future health of the town.

Sherburn in Elmet

- 2.40 Sherburn in Elmet is often referred to as a village, reflecting its historic roots, although it has the characteristics of a small town and is one of the three market towns in the District. It has a population of about 6600 providing essential convenience retail, and other services and facilities for the immediate needs of the local community, South Milford and surrounding rural areas.
- 2.41 The town is of ancient establishment, possibly with Roman origins and was once part of the West Riding of Yorkshire. The field adjoining All

- Saints Church is on the site of the palace of kings of Elmet.
- 2.42 The town has good communications with easy access to rail and the A1(M), providing links to the motorway network beyond and its traditional close associations with Leeds and West Yorkshire.
- 2.43 In the light of these strengths the town is home to a major industrial site attracting large logistics businesses and distribution centres making it one of the key employment areas for Selby District of regional and national importance. Sherburn supports more than 3000 jobs.
- 2.44 The industrial estate provides positive knock on effects for the town centre through lunch time trade for example but does create problems with car parking and general congestion. Sherburn is vibrant centre with successful local businesses with a good night time economy. It has high occupancy levels with generally high environmental quality (but with limited street furniture and green space). Further growth in the town should be matched by improvements in services and facilities.
- 2.45 The town is also home to Sherburn in Elmet Airfield with its links to the air industry going back to World War II when aircraft were built in the town. There is planning consent to re-use buildings remaining from the former Gascoigne Wood mine to the south of the airfield for employment purposes, in association with the existing railhead.
- 2.46 There has been a relatively high level of housing development in Sherburn in Elmet (some 291 new dwellings between 2000 and 2010) and employment development (more than 80 000 m² of new floorspace built since 2004) over recent years which have contributed to the vitality of the town as a whole.

Other Settlements

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

Properties tend to be stone built. Some settlements have close relationships with towns in West Yorkshire including Leeds, Castleford, Pontefract and Knottingley for jobs and access to other services.

- 2.50 The villages to the north-west of the District are generally small and more remote and a number such as Appleton Roebuck are cut off from Selby by the River Wharfe and the River Ouse, which means residents find it easier to access services in York. Villages in the north of the District generally have strong connections, through relative close proximity, to the historic City of York with its larger range of employment, shopping, and leisure facilities. A number of these are protected by the designated York Green Belt.
- 2.51 Villages in the A19 corridor, such as Riccall and Barlby have expanded significantly over recent years, particularly during the 1980s through association with the (then) developing Selby coalfield.
- 2.52 Villages to the south and east of the District have a close relationship with the South Yorkshire and East Yorkshire towns of Doncaster and Goole.

Key Issues and Challenges

- 2.53 It is important that we are clear about what issues and problems we need to address in the local plan. The following key challenges have been identified specific to the needs of Selby District.

Meeting Development Needs

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

Moderating Unsustainable Travel Patterns

- 2.55 As indicated above, the District is characterised by lengthy journey to work trips for many residents, travelling outside the District to adjacent areas for employment, particularly to Leeds and York. Analysis of the 2001 Census¹² reveals that Selby District residents have the longest average journey to work of any of the North Yorkshire Districts despite it being generally less remote from major urban areas. This is reflected by the fact that Selby District had (at the time of the census) the highest proportion (49%) of workers travelling outside the District for employment of any Local Authority within the Region. This is a particularly unsustainable travel pattern, and creating the conditions to help improve the self-sufficiency of the District is seen as a major challenge. There is strong local support for moderating current commuting patterns and lifestyles by promoting job growth through the

¹² Core Strategy Background Paper No.1 - Analysis of Journey to Work in Selby District.

Core Strategy and other Local Plan documents.

Concentrating Growth in the Selby Area

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

2.57 In determining the scale of new development which may be accommodated within Selby (and adjoining villages) particular attention will be paid to flood risk and highways capacity issues and the objective of sustaining and enhancing the attractiveness of the town centre. The Council's Strategic Flood Risk Assessment¹³ facilitates consideration of this issue.

Providing Affordable Housing

2.58 The Council's recent assessment of housing need¹⁴ identifies a need for around 400 affordable dwellings per annum if the unsatisfied need is to be addressed within the next five-year timescale. The Core Strategy therefore aims to achieve a balance between satisfying the significant affordable housing need that has been identified across the District, (against the background of a current weak housing market) while concentrating growth in Selby.

Developing the Economy

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

Other Challenges

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

- Targeting and co-ordinating our efforts in the areas of greatest need
- Working with our Community
- Developing Sustainable Communities
- Developing our three market towns and surrounding rural areas and

¹³ Selby District Level 2 Strategic Flood Risk Assessment (February 2010), and Addendum (November 2010)

¹⁴ Selby District Strategic Housing Market Assessment 2009

- Improving the image of the area.

- 2.61 The North Yorkshire County Council Community Strategy contains similar themes, but also draws out the economy as an important theme. The strategy refers to the needs of the rural economy and the needs of the Selby area, which result from the loss of coal mining employment in the 1990s. As indicated above, strengthening of the local economy is one of the aims of the Core Strategy which is seen as a pre-requisite of achieving other aims and objectives, such as reducing outward commuting and increasing sustainability through greater self-sufficiency within the District.
- 2.62 Energy, job creation, climate change issues and flooding are all key challenges which can be turned into opportunities. As the economy emerges from recession it will also be important to ensure that attention is focussed on improving the image of the area through environmental enhancement, the protection and enhancement of natural habitats and landscapes, and by adding to and strengthening green infrastructure.

3. Vision, Aims and Objectives

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

Vision

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

Aims

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

the distinct identity of towns and villages, and supports community health and wellbeing, including new communities.

Objectives

- 3.5 The Vision and Aims described above will be translated into action through the following objectives, (which are not listed in priority order). The objectives are reflected in the Spatial Strategy and Core Policies in the remainder of the document, and will influence subsequent DPDs.
1. Enhancing the role of the three market towns as accessible service centres within the District and particularly Selby, as a Principal Town.
 2. Supporting rural regeneration in ways which are compatible with environmental objectives, and which deliver increased prosperity for the whole community.
 3. Concentrating new development in the most sustainable locations, where reasonable public transport exists, and taking full account of local needs and environmental, social and economic constraints.
 4. Safeguarding the open character of the Green Belt and preventing coalescence of settlements.
 5. Providing an appropriate and sustainable mix of market, affordable and special needs housing to meet the needs of District residents, particularly young people and older people.
 6. Locating new development in areas of lowest flood risk, where development is proved to be important to the sustainability aims of the plan, and where flood risk can be reduced to acceptable levels by using mitigation measures.
 7. Promoting the efficient use of land including the re-use of existing buildings and previously developed land for appropriate uses in sustainable locations giving preference to land of lesser environmental value.
 8. Minimising the need to travel and providing opportunities for trips to be made by public transport, cycling and walking.
 9. Developing the economy of the District by capitalising on local strengths, nurturing existing business, supporting entrepreneurs and innovation, and promoting diversification into new growth sectors.
 10. Protecting and enhancing the existing range of community facilities and infrastructure and ensuring additional provision is made to meet changing requirements and to support new development.
 11. Protecting and enhancing the character of the historic environment, including buildings, open spaces and archaeology,

and acknowledging the contribution of the District's heritage to economic prosperity, local distinctiveness and community well-being.

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

Presumption in Favour of Sustainable Development

3.6 The National Planning Policy Framework (March 2012) states that Local Plans should be based upon and reflect the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally (paragraphs 14 and 15 of the NPPF).

3.7 The presumption in favour of sustainable development is a thread that runs through the Core Strategy which is a place based and people focused approach to develop communities in a sustainable way; it balances meeting development needs of the District against adverse impacts. Section 2 of the Core Strategy highlights the key issues for the District as meeting development needs, moderating unsustainable travel patterns, concentrating growth in the Selby area, providing affordable housing, and developing the economy. The Vision, Aims and Objectives and the policies in the Core Strategy seek to establish the presumption in favour of sustainable development and provide the

framework for local implementation of that presumption.

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

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

SP1 Presumption in Favour of Sustainable Development

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

Planning applications that accord with the policies in the Local Plan¹⁵ (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

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

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

¹⁵ *The 'Local Plan' comprises the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. It includes the Core Strategy and other planning policies which under the regulations would be considered to be development plan documents. The term includes old policies which have been saved under the 2004 Act*

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

4. Spatial Development Strategy

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

National Policy

4.2 The basic principles for the location of development are set out in the National Planning Policy Framework (NPPF) and other policy and guidance documents.

The Regional Spatial Strategy

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

- Directing most growth to Selby to foster regeneration and strengthen and diversify its economy.
- Encouraging diversification in rural areas, focussing some growth in Sherburn in Elmet and Tadcaster to meet local needs and identifying local needs to support smaller settlements.

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

Relevant Strategic Objectives

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

Settlement Hierarchy

4.5 The existing settlement hierarchy is based on the principal town Selby, (as identified in the Regional Settlement Study¹⁶) two smaller Local service Centres (Sherburn in Elmet and Tadcaster), and numerous

¹⁶ Regional Settlement Study – former Yorkshire and Humber Regional Assembly (2004)

villages and hamlets.

Principal Town

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

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

Local Service Centres

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

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

- 4.9 Tadcaster is located between Leeds and York serving the north western part of the District and areas beyond the District boundary. Land adjacent to the River Wharfe which runs through the centre of the town is at high risk of flooding. The town has a high quality environment, a traditional town centre and is popular with commuters although there is no railway station. Recent growth has been restricted by Green Belt and land availability issues.

Villages and Countryside

- 4.10 Rural areas are those areas outside of the three towns (Selby, Sherburn-in-Elmet and Tadcaster) and encompass both the open countryside and the rural settlements within it. The rural settlements in

the District are the Designated Service Villages, Secondary Villages and those smaller villages and hamlets without Development Limits.

- 4.11 Because the three towns offer a range of community facilities with good access to jobs, key services and infrastructure, they are best placed to absorb future growth. However, more than 60% of the population live in the more rural parts of the District¹⁷. These rural communities have localised needs for affordable housing and employment opportunities in order to sustain their viability and vitality. Some continued local growth is generally supported particularly in the larger service villages. This is underpinned by national planning guidance which emphasises that locating development within existing towns and villages can benefit the local economy and existing community where there is a good level of accessibility.
- 4.12 In order to meet identified needs within the extensive rural areas of the District, an assessment has been made of the relative overall sustainability of village settlements, including the availability of services and accessibility to higher order services and employment opportunities¹⁸. This is supplemented by a further assessment of the capacity of individual villages to accept additional growth, taking into account such factors as flood risk and land availability. As a result 18 villages which are considered capable of accommodating additional limited growth have been identified as ‘Designated Service Villages’¹⁹. These are the villages with the largest populations and with the best range of services. They are spread across the District and provide the main village locations for job opportunities and for increasing the availability of affordable housing to meet identified local demand. In addition their continued growth will help to support and enhance a strong network of services serving surrounding areas.
- 4.13 The remaining villages in Selby District tend to be smaller with more limited combinations of fewer services, more remote locations away from principal roads and poorer levels of public transport. These are referred to as ‘Secondary Villages’.
- 4.14 Smaller villages and hamlets without Development Limits, and isolated groups of dwellings and single dwellings are treated as falling within the wider countryside.

¹⁷ NYCC 2008 Parish Population Estimates

¹⁸ Background Paper No. 5 Sustainability Assessment of Rural Settlements

¹⁹ Background Paper No. 6 Designated Service Villages

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

a) Principal Town

Selby²⁰

b) Local Service Centres

Sherburn in Elmet

Tadcaster

c) Designated Service Villages

Appleton Roebuck

Hambleton

Byram/Brotherton*

Hemingbrough

Barlby Village/Osgodby*

Kellington

Brayton

Monk Fryston/Hillam*

Carlton

North Duffield

Cawood

Riccall

Church Fenton

South Milford

Eggborough/Whitley*

Thorpe Willoughby

Escrick

Ulleskelf

* Villages with close links and shared facilities

d) Secondary Villages with defined Development Limits

Barlow

Hensall

Beal

Hirst Courtney

Barkston Ash

Kelfield

Biggin

Kellingley Colliery

Bilbrough

Kirk Smeaton

Birkin

Little Smeaton

Bolton Percy

Lumby

Burton Salmon

Newland

Burn

Newton Kyme

Camblesforth

Ryther

Chapel Haddlesey

Saxton

Church Fenton Airbase

Skipwith

Cliffe

South Duffield

Colton

Stillingfleet

Cridling Stubbs

Stutton

Drax

Thorganby

Fairburn

Towton

Gateforth

West Haddlesey

Great Heck

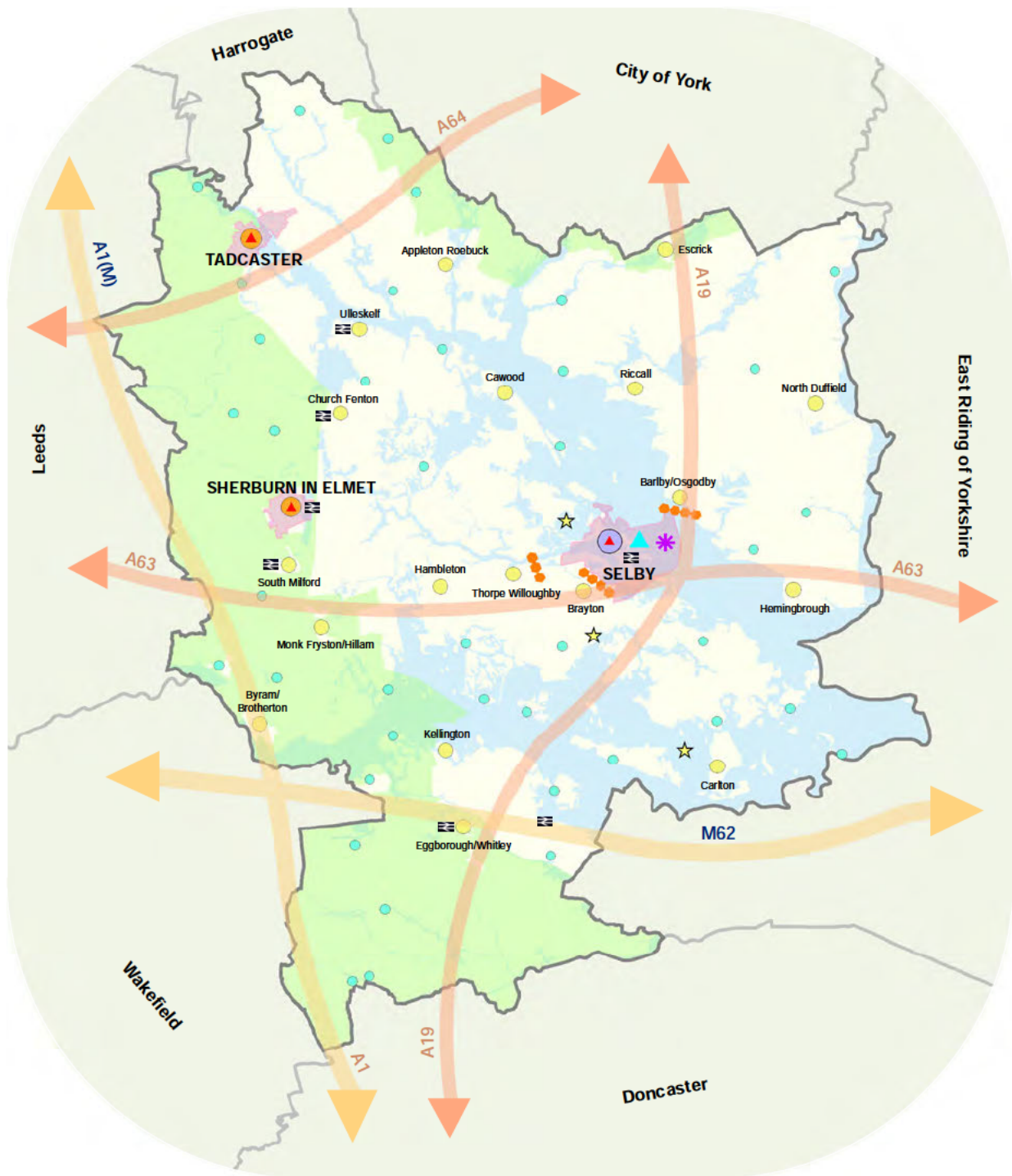
Wistow

Healaugh

Womersley

²⁰ References to Selby refer to the contiguous urban area of Selby which extends into parts of Barlby and Osgodby Parish and Brayton Parish. See Map 5

Figure 6 Key Diagram



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

Linked Villages

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

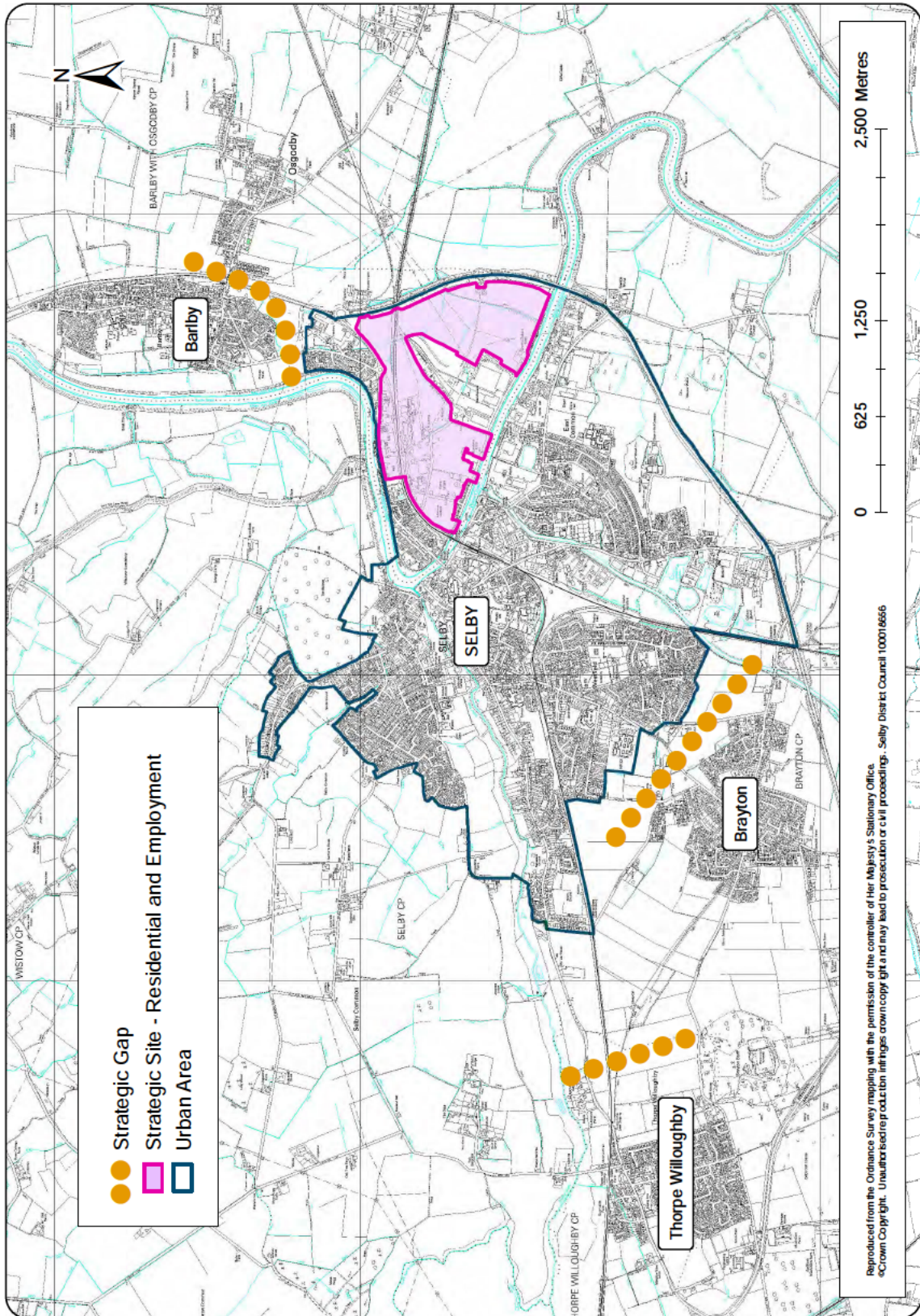
Spatial Development Strategy

Selby

- 4.17 Selby is the most sustainable settlement within the District and forms the main focus for future growth within the Strategy. The town benefits from a by-pass which opened in 2004, and a number of major residential and employment schemes are currently underway. Regeneration projects undertaken as part of a Renaissance Programme have benefited the continued regeneration and enhancement of the town centre and riverside areas, and there are a number of further opportunities for regeneration of long standing industrial areas within the town. Selby has a key role to play as the economic, cultural and social hub for a large rural hinterland and is well placed to benefit from growth associated with the Leeds City Region and York.
- 4.18 In order to accommodate the scale of housing growth required it is envisaged that additional housing will be provided through a combination of infilling, redevelopment of existing employment sites and through a sustainable urban extension to the east of the town, which is identified as strategic housing sites on the Core Strategy Key Diagram (see Figure 6 above). In order to match employment growth with housing growth in Selby and to help contain the level of outward commuting, provision is also made for a strategic employment site, as part of the urban extension to the east of the town²¹.
- 4.19 In view of the close proximity of Selby to the adjoining villages of Barlby/Osgodby, Brayton and Thorpe Willoughby and the interdependent roles of these settlements, it is anticipated that these villages will fulfil a complimentary role to that of Selby. These villages are relatively more sustainable than other Designated Service Villages because of their size, the range of facilities available and because of their proximity to the wider range of services and employment opportunities available in Selby. The priority however will be to open up development opportunities for the continued regeneration and expansion of Selby town, while maintaining the separate identity of the adjoining villages, for example through the maintenance of 'strategic countryside gaps' between Selby and Brayton, Barlby Bridge and Barlby, and Barlby and Osgodby.

²¹ For further information see Background Paper No. 7 Strategic Development Sites

Map 5 Selby Contiguous Urban Area



Local Service Centres

- 4.20 Development in Local Service Centres will be limited to that which maintains or enhances the level of services, facilities and jobs provided, or meets local housing need to create more balanced communities. Tadcaster and Sherburn in Elmet are designated as Local Service Centres.
- 4.21 Recent development in the two Local Service Centres has followed contrasting paths in recent years. In spite of the population within the District as whole increasing by 6.6% between 2002 and 2009, the population of Tadcaster decreased by 1.1% to 7,228 people²². This trend also contrasts with that in Sherburn in Elmet where the population increased by 2.7% during this time period. This is attributable to the differing housing and employment opportunities in the two towns over this period.
- 4.22 Sherburn in Elmet is located close to the A1 (M) and has access to two railway stations. It has expanded significantly since the 1980s, and provides a range of employment opportunities, including manufacturing and logistics.
- 4.23 The level of services and facilities available however, has not kept pace with growth. In these circumstances the Core Strategy aims to facilitate some growth in general market housing with a strong emphasis on provision of accompanying affordable housing, but priority will be given to improving existing services and expanding the range of local employment opportunities, in order to help counter the strong commuting movement to Leeds. Service and infrastructure improvements in Sherburn in Elmet will also help sustain the wellbeing of surrounding settlements particularly South Milford.
- 4.24 Tadcaster is famous for brewing and is situated on the River Wharfe off the A64 between York and Leeds. In recent years housing and economic growth have not kept pace with other parts of the District and Tadcaster functions as a dormitory town for surrounding employment centres outside the District. This is undermining its service centre role, particularly in view of the very limited opportunities for new housing in surrounding villages.
- 4.25 Tadcaster on the other hand, although traditionally a self-standing town with a strong centre has catered for only limited growth. Many people are concerned about the decline of the town centre and feel that the provision of additional housing opportunities and complementary employment growth would help revitalise the town. The Retail Commercial and Leisure Study highlighted that there is a high level of vacancies in the town centre, narrow range of retail choice and general concerns about the long term vitality and viability of the centre without further investment and growth. The Strategy aims to provide stimulus by encouraging further market and affordable housing, improvements to the town centre services and employment opportunities. As with

²² Office of National Statistics (ONS) Mid-Year Ward based population estimates

Sherburn in Elmet a balance needs to be struck between stimulating growth to meet local needs and ensuring that new housing does not cater for commuters to an excessive extent.

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

Designated Service Villages

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

- In seeking to promote sustainable development in rural areas, the NPPF states that housing should be located where it will enhance or maintain the vitality of rural communities
- 67% of the population live outside the three main towns²³
- 59% of affordable housing need originates outside the three main towns, and this would enable some affordable housing to be provided more locally
- There is a degree of public support for some development in villages
- Sherburn in Elmet and Tadcaster have relatively limited catchments, which do not serve the local needs of all the rural areas. In these remaining areas, the need to support larger villages which supply local services is important
- The villages of Barlby, Brayton and Thorpe Willoughby are particularly sustainably located with excellent access to the employment and services within Selby itself. Growth in these villages will complement the focus on Selby in the spatial development strategy.

- 4.28 In addition to conversions, replacement dwellings and redevelopment of previously developed land, appropriate scale development on greenfield land may therefore be acceptable in Designated Service Villages, including the conversion/ redevelopment of farmsteads, subject to the requirements of Policy SP4. Housing allocations of an appropriate scale will be identified through the Site Allocations local plan.

Secondary Villages

- 4.29 Other villages, which are referred to as ‘Secondary Villages’ are generally much smaller and less sustainable or else have no

²³ NYCC 2008 Parish Population Estimates

opportunities for continued growth owing to a combination of flood risk and environmental constraints. Consequently further planned growth would not be appropriate in these settlements, although some housing development inside Development Limits such as conversions, replacement dwellings, and redevelopment of previously developed land, may take place where it will enhance or maintain the vitality of rural communities. Other than filling small gaps in built up frontages and the conversion/redevelopment of farmsteads (which are currently classed as greenfield), development on greenfield land will not be acceptable (see Policy SP4).

- 4.30 Development aimed at meeting a specific local need, such as 100% affordable housing will be considered favourably, consistent with other planning considerations, including affordable housing schemes adjoining village development limits as an exception to normal policy.

Countryside

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

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

Other Locational Principles

- 4.32 In addition to the specific geographical priorities and strategy above, the following factors will also influence the allocation of sites in the Local Plan and consideration of development proposals:
- a) *Previously Developed Land (PDL)*
- 4.33 High priority is given to the importance of utilising previously developed land (PDL) wherever this can be done without compromising other overriding sustainability considerations and housing delivery.

- 4.34 Within individual settlements a sequential approach will be adopted to allocating suitable sites for development in the following order of priority:
- Previously developed land and buildings within the settlement.
 - Suitable greenfield land within the settlement.
 - Extensions to settlements on previously developed land.
 - Extensions to settlements on greenfield land.
- 4.35 Overall a practical indicator of 40% of new dwellings on previously developed land including conversions is proposed between 2004 and 2017. There is insufficient information at present to predict the long-term supply of PDL within the District to provide a meaningful indicator beyond 2017. However, the Council will continue to pursue policies which give priority to the use of PDL, subject to consistency with other elements of the Strategy, with the aim of achieving the highest possible percentage. Further details of the PDL indicator and accompanying trajectory up to 2017 are provided in Appendix B.
- b) Flood Risk*
- 4.36 Government guidance²⁴ also requires a sequential flood risk test to be applied when identifying land for development. This is to ensure that alternative suitable sites with a lower probability of flooding are used in preference. Potential flood risk²⁵ is a critical issue across the District and consideration of the flood risks associated with this development strategy has been undertaken through the Council's Strategic Flood Risk Assessment.²⁶ This has also influenced the selection of villages and the strategic development site around Selby where further growth may be appropriate²⁷.
- c) Accessibility*
- 4.37 National guidance stresses the importance of new development being accessible by modes of transport other than the private car and where the need to travel is minimised. Selby, Sherburn in Elmet and a number of Designated Service Villages are served by rail services although buses are generally the predominant form of public transport in the District. Guidance also seeks to make the best use of the existing transport infrastructure and capacity and to maximise the use of rail and water for uses generating large freight movements.
- d) Environment and Natural Resources*
- 4.38 Protection and enhancement of biodiversity and natural resources is a basic principle of national planning guidance, which can also influence the location of development.

²⁴ Technical Guidance to the National Planning Policy Framework, 2012

²⁵ See Figure 6 Key Diagram for indication of high flood risk areas, Zone 3

²⁶ Selby District Level 1 and Level 2 Flood Risk Assessments

²⁷ For further information see Background Paper No. 7 Strategic Development Sites

e) Green Belt

- 4.39 The District is covered by parts of both the West Yorkshire and York Green Belts²⁸. One of the functions of the Green Belt is to prevent the coalescence of settlements, for example by preserving the open countryside gap between Sherburn in Elmet and South Milford. The NPPF stresses the importance of protecting the open character of Green Belt, and that 'inappropriate' forms of development will be resisted unless very special circumstances can be demonstrated. The Green Belt Policy (SP3) is set out from Para 4.42 onward.

f) Character of Individual Settlements

- 4.40 It is also important to maintain the character of individual settlements outside the Green Belt by safeguarding 'strategic countryside gaps' between settlements, particularly where they are at risk of coalescence or subject to strong development pressures as is the case with Selby and the surrounding villages.
- 4.41 Policy SP5 sets out the broad policy framework for delivering the spatial development strategy for Selby District. It recognises particularly the rural character of the District and the emphasis on Selby for new development. Its locational principles have influenced the preparation of this development strategy and the policy is applicable to all development proposals.

Policy SP2 Spatial Development Strategy

- A. The location of future development within Selby District will be based on the following principles:**
- a) The majority of new development will be directed to the towns and more sustainable villages depending on their future role as employment, retail and service centres, the level of local housing need, and particular environmental, flood risk and infrastructure constraints**
 - Selby as the Principal Town will be the focus for new housing, employment, retail, commercial, and leisure facilities.
 - Sherburn in Elmet² and Tadcaster² are designated as Local Service Centres where further housing, employment, retail, commercial and leisure growth will take place appropriate to the size and role of each settlement.
 - The following Designated Service Villages have some scope for additional residential and small-scale

²⁸ See Figure 6 Key Diagram for indication of extent of Green Belt

employment growth to support rural sustainability and in the case of Barlby/Osgodby, Brayton and Thorpe Willoughby to complement growth in Selby.

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

Notes:

- 1 Villages with close links and shared facilities
2 These settlements are to varying degrees constrained by Green Belt. It will be for any Green Belt review, undertaken in accordance with Policy CPXX (SP3), to determine whether land may be removed from the Green Belt for development purposes.

Proposals for development on non-allocated sites must meet the requirements of Policy SP4.

- (b) **Limited amounts of residential development may be absorbed inside Development Limits²⁹ of Secondary Villages where it will enhance or maintain the vitality of rural communities and which conform to the provisions of Policy SP4 and Policy SP10.**
- (c) **Development in the countryside (outside Development Limits) will be limited to the replacement or extension of existing buildings, the re-use of buildings preferably for employment purposes, and well-designed new buildings of an appropriate scale, which would contribute towards and improve the local economy and where it will enhance or maintain the vitality of rural communities, in accordance with Policy SP13; or meet rural affordable housing need (which meets the provisions of Policy SP10), or other special circumstances.**
- (d) **In Green Belt, including villages washed over by Green Belt, development must conform to Policy SP3 and national Green Belt policies.**

²⁹ References to Development Limits in this document refer to the Development Limits as defined on the Policies Map. Development Limits will be reviewed through further Local Plan documents.

B. Land will be allocated for development in Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages through a Site Allocations Local Plan with preference to land of least environmental or amenity value based on the following 'sequential approach':

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

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

Green Belt

- 4.42 The area covered by Green Belt is defined on the Proposals Map. For the avoidance of doubt, the boundary line shown on the Proposals Map is included in the Green Belt designation. Where there are different versions of maps that contradict one another, the most up to date map from the Council's GIS system has authority.
- 4.43 The NPPF states that Green Belt boundaries should only be altered in exceptional circumstances, as part of the Local Plan process, and that any review of boundaries should take account of the need to promote sustainable patterns of development.
- 4.44 The text accompanying Core Strategy Policy SP6 notes the land supply issue at Tadcaster and other locations which has limited the potential delivery of housing in otherwise very sustainable locations. The Council is seeking to protect the settlement hierarchy and considers that the most sustainable option is to ensure that the Principal Town, Local Service Centres and DSVs in the settlement hierarchy provide for the appropriate level of growth in accordance with NPPF Para 85 "*ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development*". This is especially true in Tadcaster where it is vitally important in order to deliver the Core Strategy Vision, Aims and Objectives to meet local needs and support the health and regeneration of the town.

- 4.45 The overriding objective to accommodate development where it is needed to support the local economy (alongside other town centre regeneration schemes) cannot take place elsewhere in the District and still have the same effect on securing Tadcaster's and other settlements' longer term health. Core Strategy Policies SP5 and SP6 seek to bring land forward in the most sustainable locations within Development Limits in Selby, Tadcaster, Sherburn in Elmet and the DSVs. The current 2011 SHLAA generally demonstrates sufficient sites to achieve this; however the Core Strategy must be pragmatic, flexible and future-proofed. Therefore, if sites are not delivered and other options for facilitating delivery fail, the Council must consider an alternative sustainable option.
- 4.46 Thus the need for a Green Belt review is most likely to arise if sufficient deliverable / developable land outside the Green Belt cannot be found in those settlements to which development is directed in accordance with the settlement hierarchy *and* if development in alternative, non Green Belt settlements / locations is a significantly less sustainable option (because the needs of the particular settlement to which the development is directed outweigh *both* the loss of Green Belt land and any opportunity for that development to take place on non-Green Belt land elsewhere). A Green Belt review will also consider identifying areas of Safeguarded Land to facilitate future growth beyond the Plan period. The Council considers that this constitutes the exceptional circumstances that justify a need to strategically assess the District's growth options across the Green Belt.
- 4.47 Such a review would seek to ensure that only land that meets the purposes and objectives of Green Belt is designated as Green Belt – it would not be an exercise to introduce unnecessary additional controls over land by expanding the Green Belt for its own sake. Similarly, the review would not seek to remove land from the Green Belt where it is perceived simply to be a nuisance to obtaining planning permission. The review may also address anomalies such as (but not exclusively) cartographic errors and updates in response to planning approvals, reconsider "washed over" villages against Green Belt objectives, and consider simplifying the on-the-ground identification of all the Green Belt boundaries by identifying physical features that are readily recognisable and likely to be permanent.
- 4.48 The review would be carried out in accordance with up to date national policy and involve all stakeholders, and take into consideration the need for growth alongside the need to protect the openness of the District. It would examine Green Belt areas for their suitability in terms of the purpose of Green Belt in accordance with the NPPF.
- 4.49 The review may also consider
- the relationship between urban and rural fringe; and
 - the degree of physical and visual separation of settlements
- 4.50 This could supply a schedule of areas for further investigation where

sites may be considered for suitability for development, and be subject to a Sustainability Appraisal. This may consider other policy/strategy designations such as existing Selby District Local Plan 2005, sustainability criteria such as accessibility to services, facilities and public transport, heritage assets, landscape character, nature conservation and also flood risk. The Green Belt review and Sustainability Appraisal would then undergo public consultation.

4.51 The Local Plan will be the mechanism to respond to the Review and establish a robust Green Belt that should not need to be amended for many years. It will:

- Define the Green Belt boundary using landmarks and features that are easily identifiable on a map and on the ground
- Review those settlements that are 'washed over' by Green Belt and those that are 'inset' (i.e. where Green Belt surrounds the village but the village itself is not defined as Green Belt)
- Allocate sites to deliver the development needs in this Plan period
- Identify areas of Safeguarded Land that are not to be developed in this Plan period, but that give options for future plans to consider allocations.

4.52 Additional detail and a comprehensive review programme may be developed by a Review Panel made up of interested parties (similar to the existing Strategic Housing Land Availability Assessment Stakeholder Working Group).

Policy SP3 Green Belt

- A. Those areas covered by Green Belt are defined on the Proposals Map.**
- B. In accordance with the NPPF, within the defined Green Belt, planning permission will not be granted for inappropriate development unless the applicant has demonstrated that very special circumstances exist to justify why permission should be granted.**
- C. Green Belt boundaries will only be altered in exceptional circumstances through the Local Plan. Exceptional circumstances may exist where:**
 - (i) there is a compelling need to accommodate development in a particular settlement to deliver the aims of the settlement hierarchy, and**
 - (ii) in that settlement, sufficient land to meet the identified needs is not available outside the Green Belt, and**
 - (iii) removal of land from the Green Belt would represent a significantly more sustainable solution than development elsewhere on non-Green Belt land.**

- D. To ensure that Green Belt boundaries endure in the long term, any Green Belt review through the Local Plan will:**
- (i) define boundaries clearly using physical features that are readily recognisable and likely to be permanent**
 - (ii) review washed-over villages**
 - (iii) ensure that there is sufficient land available to meet development requirements throughout the Plan period and identify safeguarded land to facilitate development beyond the Plan period.**
- E. Any amendments to the Green Belt will be subject to public consultation and a Sustainability Appraisal, and assessed for their impact upon the following issues (non-exhaustive):**
- any other relevant policy/strategy; and**
 - flood risk; and**
 - nature conservation; and**
 - impact upon heritage assets; and**
 - impact upon landscape character; and**
 - appropriate access to services and facilities; and**
 - appropriate access to public transport.**

Management of Residential Development in Settlements

- 4.53 The Core Strategy seeks to ensure a close match between housing growth and job growth, in order to help create sustainable communities rather than communities with excessive out-commuting. While most growth is concentrated in Selby, and to a lesser extent in Tadcaster and Sherburn in Elmet, it is also recognised that there should be some scope for continued growth in villages to help maintain their viability and vitality. However this must be balanced with concerns about the impact of continued residential infilling on the form and character of our villages, particularly through the practice of developing on garden land (garden grabbing), and redeveloping existing properties at higher densities.
- 4.54 Monitoring reveals that approximately one in ten of all new dwellings built in 2009/10 were on garden land, and a similar proportion of dwellings currently have planning permission. The Coalition Government has amended the definition of 'previously developed land' by excluding residential gardens in order to assist local authorities in resisting over-development of neighbourhoods.
- 4.55 Policy SP4 provides greater clarity about the way proposals for development on non-allocated sites (often referred to as 'windfall' development) will be managed, by identifying the types of residential development that will be acceptable in different settlement types. The

policy reflects changes in national guidance, and is intended to support development in the most sustainable locations, in a way which strikes a balance between maintaining the vitality and longer term sustainability of all settlements while avoiding the worst excesses of 'garden grabbing' particularly in smaller settlements. It also addresses a number of anomalies, for example regarding the treatment of proposals for converting buildings (including intensive livestock units) to residential use.

- 4.56 If this action is not taken unacceptable amounts of housing may be provided in smaller, less sustainable settlements reducing the need for planned allocations of land where the maximum community benefit can be secured, and further stretching existing services and resources.
- 4.57 Residential development in Secondary Villages will therefore be restricted to conversions, replacement dwellings, redevelopment of previously developed land, the filling of small gaps in otherwise built up frontages and the conversion/ redevelopment of farmsteads to residential use. Other than filling small gaps in built up frontages or converting/redeveloping farmsteads (which are currently classed as greenfield) development on greenfield land including garden land, will be resisted.
- 4.58 At the same time restrictions on housing growth in Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages will therefore be relaxed to enable appropriate scale development on greenfield land including garden land and the conversion/ redevelopment of farmsteads. This is intended to help sustain their roles in catering for community needs, including local employment opportunities, services, facilities and affordable housing. Residential development in Secondary Villages will be more restricted so that development on garden land will be resisted (unless it comprises the filling of a small linear gap in an otherwise built up residential frontage or conversion/redevelopment of a farmstead).
- 4.59 In the case of farmsteads, the loss of agricultural use may result in substantial sites becoming available within villages. These exhibit a variety of characteristics but often contain buildings with considerable character and heritage value. The policy aims to provide guiding principles for any conversion and/or redevelopment in order that proposals retain the best of that character whilst making efficient use of the site, appropriate to the role and function of the village.
- 4.60 In all cases proposals will be expected to show high regard for protecting local amenity and preserving and enhancing the local area, with the full regard taken of the principles contained in Village Design Statements, where available. In villages washed over by Green Belt, development must accord with national and local Green Belt policies and not significantly prejudice its openness.

Policy SP4 Management of Residential Development in Settlements

a) In order to ensure that development on non-allocated sites

contributes to sustainable development and the continued evolution of viable communities, the following types of residential development will be acceptable in principle, within Development Limits³⁰ in different settlement types, as follows:

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

³⁰ References to Development Limits in this document refer to the Development Limits as defined on the Policies Map. Development Limits will be reviewed through further Local Plan documents

5. Creating Sustainable Communities

Introduction

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

The Scale and Distribution of Housing

Context

- 5.4 Following the announcement of the intended abolition of Regional Strategies, the Council reviewed the merits of alternative housing requirements³¹. In line with paragraph 158 of National Planning Policy Framework (NPPF, March 2012) - which requires authorities to consider relevant and up to date evidence about the economic, social, and environmental characteristics and prospects for the area, and that assessments should take a full account of relevant market and economic signals - the Council further reviewed the evidence base including the latest Sub National Population Projections³², the Household Projections³³, and strategic housing market assessments³⁴ in line with NPPF (para 159) requirements.
- 5.5 A number of scenarios were modelled including lower than projected migration and economic forecasts. Based on recent evidence³⁵, this suggests that weaker economic conditions in the period 2008-9 to 2009-10 have coincided with lower than forecast levels of net migration. These weaker conditions are forecast to persist for several years. This cautious approach was verified to a degree by the ONS downward adjustments to the migration component in the 2010-based population projections which suggest that the net inward migration was overestimated in the 2008-based population projections.
- 5.6 The models balanced the key objectives of the Core Strategy,

³¹ 'Scale of Housing Growth Paper', Arup, November 2011 and Background Paper 14, 'Scale and Distribution of Housing', January 2012.

³² Sub National Population Projections 2004, 2006, 2008 and 2010 based

³³ Household projections 2004, 2006 and 2008 based

³⁴ The 2009 SHMA and 2011 North Yorkshire SHMA

³⁵ Scale of Housing Growth in Selby District – Review of Recent Evidence', Arup, April 2012

- economic forecasts, available evidence on past completions and future land availability, as well as constraints on development. The assessment concluded that, even though it was not based upon them per-se, a housing target very similar to the 2004 projections was most appropriate as it reflects more closely the economic factors and migration affecting the District. Consequently, the Core Strategy provides a robust target of 450 dwellings per annum (dpa) on average over the plan period to meet the objectively assessed need³⁶ in full.
- 5.7 Part of the requirement for future years is already committed through existing unimplemented planning permissions. Provision will be made for the remainder of the requirement to be met through planned growth in the form of a strategic housing site in this Strategy and sites to be identified in a Site Allocations Local Plan including a review of sites previously allocated in the adopted Selby District Local Plan.
- 5.8 The 450 dpa housing target is intended to be a minimum requirement to be met by: taking account of those dwellings built between the base date of the Core Strategy and the new base date of the Site Allocations Local Plan; existing commitments (at the base date of the Site Allocations Local Plan); and new allocations.
- 5.9 The Council has not made any allowance for future contribution from windfalls in calculating the number of dwellings to be provided through new allocations after taking account of existing commitments. This means that over the life of the plan, on the basis of evidence of historic delivery which shows that even in the leanest years the supply of windfalls on PDL has been at least 105 dpa, windfalls are likely to add to the total delivery of homes, in excess of the planned-for target. Indeed, 105 windfalls per annum represent around 23% additional growth over the objectively assessed need.
- 5.10 Total development on allocations and windfalls together are anticipated to exceed 555dpa. This means that the latest 2006 and 2008 household projections of 500 and 550 respectively, may be attained even though these are considered to overestimate the actual level of identified need.
- 5.11 The reasoned justification (and Appendix C of the Core Strategy) to Policy SP5 describes the Council's approach to housing provision in more detail, including reference to the housing trajectory, annual monitoring, maintenance of a five 5 year supply of housing, as well as the expected contribution from windfalls.
- 5.12 Policy SP6 sets out how housing delivery will be managed, in line with the housing strategy, to ensure that the minimum housing requirement is met, and likely exceeded.
- 5.13 In order to boost significantly the supply of housing in accordance with paragraph 47 in the NPPF, it is not considered necessary to incorporate measures to control an 'over supply' of housing, or to phase the release of allocated sites. Special measures are however incorporated in to the

³⁶ 'Scale of Housing Growth in Selby District – Review of Recent Evidence', Arup, April 2012 and 'NPPF Compliance Statements Parts 1 and Part 2', April and June 2012, and 'Position Statement for 6th Set of Proposed Changes', June 2012.

policy to increase housing delivery in Tadcaster in view of the recent history of low completions. Together, the policies in the Core Strategy will ensure that the District contributes towards the national objective of a step-change increase in sustainable house building.

- 5.14 One of the main issues arising from the evidence base and previous consultations (at Issues and Options, Further Options and Draft Core Strategy stages) is the general preference for a more dispersed housing distribution than that implied by the former Regional Spatial Strategy, which focuses strongly on Selby. This view is probably a reflection of the existing distribution of population within the District with approximately 69%³⁷ of the population living outside the three main towns of Selby, Sherburn in Elmet and Tadcaster.
- 5.15 The existing population distribution also directly influences the local need for housing. Evidence³⁸ indicates that most of the affordable housing need (59%) also originates outside the three main towns.
- 5.16 One of the main issues for the Strategy is therefore balancing the need for some housing growth in lower order settlements while capitalising on the infrastructure and services available in the main town, Selby.

Relevant Strategic Objectives

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

- 5.17 The proportion of new housing development by location is illustrated in Figure 7. The distribution of new housing in Policy SP5 is primarily influenced by the following factors:
- evidence on the scale of housing growth from the former Regional Spatial Strategy;
 - the spatial strategy for the District set out in Policy SP2;
 - the location of housing need as indicated in the Strategic Housing Market Assessment, and
 - the capacity of Selby town to accept additional housing development, particularly having regard to highway³⁹ and flood risk⁴⁰ issues within the town.

³⁷ North Yorkshire County Council Mid-2007 Population Estimates

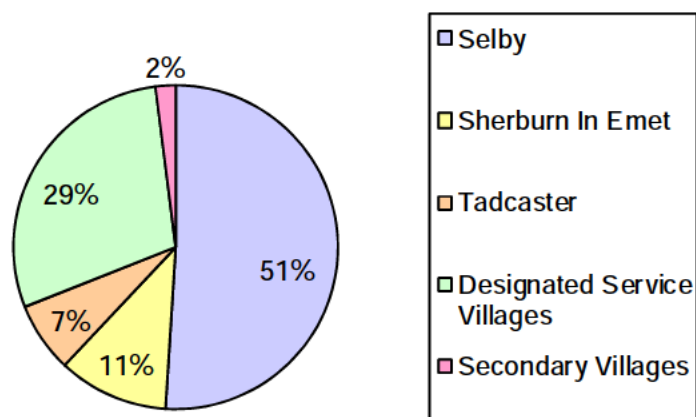
³⁸ Selby District Strategic Housing Market Assessment 2009

³⁹ Results of North Yorkshire County Council VISUM traffic model tests 2009

⁴⁰ Selby District Strategic Flood Risk Assessment 2009

Figure 7 Proportion of Housing Development by Location

Total Minimum Requirement 2011-2027 (Dwellings)



- 5.18 Approximately half of new housing will be located within or adjacent to Selby as the most sustainable settlement within the District.
- 5.19 In view of the scale of housing required and the availability and capacity of suitable sites within the existing built up area, it is considered that the most sustainable way of delivering the number of new properties required is through a combined strategic housing / employment site to the east of the town in the area contained by the River Ouse and Selby Bypass⁴¹. This will provide about 1,000 dwellings equivalent to 40% of the new allocations required in Selby urban area.
- 5.20 This site has been selected out of six strategic housing site options around the town. Details of all the sites considered, together with an assessment of their relative planning merits are provided in a separate background paper⁴².
- 5.21 In addition to the strategic development site, land for approximately a further 1500 dwellings within or immediately adjacent to the Contiguous Urban Area of Selby (see Map 5 for boundary) will be sought through a Site Allocations Local Plan. Particular priority will be given to the identification and use of previously developed land including the redevelopment of older industrial areas as and when they become available.
- 5.22 The total amount of housing development directed to Selby town is considered to be an appropriate level, bearing in mind existing highway and flood risk constraints, and the desirability of preventing the coalescence of Selby with surrounding villages, particularly Brayton.
- 5.23 Outside Selby, housing development is orientated towards meeting local needs and creating balanced communities. Bearing in mind that

⁴¹ For location, see Figure 6 Key Diagram (in Section 4) and Map 6 below

⁴² For further information see Background Paper No. 7 Strategic Development Sites

for the District as a whole, the annual affordable housing needs over the next five years amounts to an unattainable 90% of the total annual requirement⁴³, it is more realistic and equitable to consider need on a proportionate basis for each part of the District, rather than on the absolute numbers.

- 5.24 The proportion of development allocated to Sherburn in Elmet and the Tadcaster area corresponds with that identified through the 2009 SHMA in order that these Local Service Centres meet the local needs identified. The Tadcaster figure of 7% includes the identified affordable need in the 'northern sub-area' owing to the low number of small Designated Service Villages (DSVs) in the sub-area and limited development opportunities in surrounding villages. There are limited opportunities for new housing in these DSVs and this is compounded by the geographical remoteness of the Northern sub-area (partly due to the configuration of the river here which makes access tortuous). The scale of envisaged growth in the DSVs here may not cater for affordable need (with an increased reliance on rural exception sites) and as such Tadcaster should also provide for meeting the needs of the rest of the Northern sub-area.
- 5.25 This is not the case for Sherburn because the Western sub-area contains more DSVs which by their location, nature and scale could reasonably be expected to cater for the identified need in that sub-area.
- 5.26 The Council will work with partners to secure further improvements to identified deficiencies in physical, social and green infrastructure and will ensure that new residential development is accompanied by appropriate infrastructure and service provision in both settlements.
- 5.27 Accommodating the full share of affordable housing need arising from within village settlements is not compatible with other sustainability objectives and the Core Strategy recognises that a significant element of the affordable need arising in villages will therefore be catered for in Selby. Nevertheless there is also scope for continued smaller scale growth in a number of larger, more sustainable villages (designated service villages). Additional housing development in these villages will provide support for local services and thereby help secure a network of local services across the more rural parts of the District. These villages provide the main locations for achieving more local availability of affordable housing and their development will help to support and enhance a strong network of services. Provision is therefore made for just over a quarter of planned growth to be located within Designated Service Villages.
- 5.28 In Secondary Villages only limited residential development including 100% affordable housing schemes (or mixed market and affordable schemes in line with Policy SP10) is considered appropriate. No planned allocations for market housing will be made in these villages although the contribution from existing commitments in these villages is included in the future land supply calculations.
- 5.29 All proposals for housing allocations, within or outside current

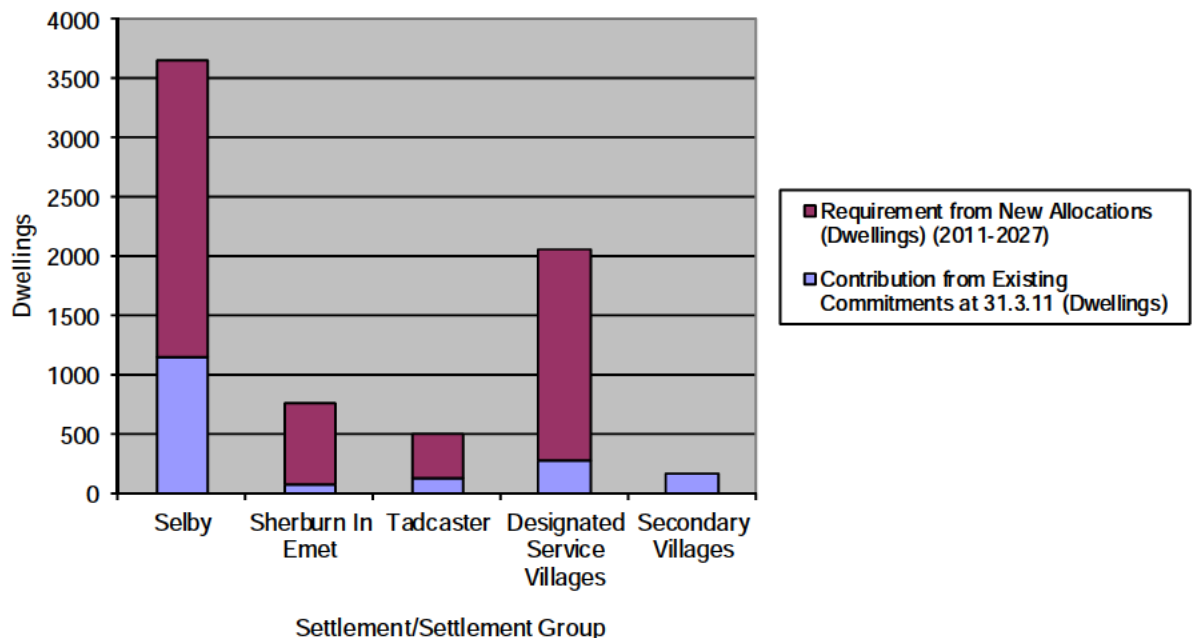
⁴³ Selby District Strategic Housing Market Assessment 2009

Development Limits of settlements, other than exception sites for 100% affordable housing in villages (or mixed market and affordable schemes in line with Policy SP10), will be brought forward through specific allocations in a Site Allocations Local Plan. A review of current Development Limits will be undertaken in all settlements. In certain cases where the settlement is within or adjoining Green Belt a localised review of that boundary may also be undertaken in accordance with Policy SP3 (Green Belt).

5.30 The boundaries of Strategic Countryside Gaps may also be reviewed. However, because of the limited size of the Countryside Gaps and their sensitive nature any scope for amendment is likely to be limited.

5.31 Policy SP5 sets out the indicative target for new housing delivery for individual settlements or groups of settlements, having regard to the principles set out above. It also translates this figure into a target need for new housing allocations, after taking account of the amount of deliverable commitments in each area⁴⁴. The targets are minimum requirements. (More detail on the evidence base available and the analysis undertaken is provided in a background paper⁴⁵). Figure 8 shows the distribution of planned new housing development in relation to the settlement hierarchy.

Figure 8 Distribution of Planned New Housing Development



⁴⁴ The figures in the Policy SP5 have been rounded to reflect the strategic nature of the policy.

⁴⁵ Background paper No. 3 Housing Distribution Options

- 5.32 The selection of housing allocations within a Site Allocations Local Plan, or other site specific proposals documents, will have regard to:
- the annual housing requirement
 - the sequential priorities listed in Policy SP2
 - the level of deliverable commitments and built dwellings since the base date of the Core Strategy in each settlement
 - the relative suitability and deliverability of the site taking into account an appraisal of its relative sustainability compared with potential alternatives.
- 5.33 Where necessary the Council will explore pro-active measures such as negotiating with landowners, and Compulsory Purchase Order procedures, in order to secure an appropriate supply of housing land (see also Policy SP6). This may include localised Green Belt reviews as indicated in Section 4 and Policy SP3 (Green Belt).
- 5.34 The NPPF requires Local Plans to be drawn up over an appropriate time scale, preferably a 15-year time horizon. This Core Strategy covers the period up until 2027, which will be 15 years from anticipated adoption in 2012.
- 5.35 Paragraph 48 of the NPPF states that local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens.
- 5.36 Windfalls have been a significant source of housing land supply in recent years. Over the period 2004/05 to 2010/11 windfalls accounted for around 69% of completions which held back the release of allocated sites because the Council was always able to demonstrate a healthy 5-years supply of housing land. In 2011 however, all the SDLP Phase 2 sites were released to boost the 5 year supply.
- 5.37 The Site Allocations Local Plan will allocate sufficient land to meet the housing target. At the baseline date of 2011, there are about 1820 existing outstanding permissions which will contribute to the housing target in the Core Strategy, as set out in the table in Policy SP5. The remainder (the majority) will be allocated in the Site Allocations Local Plan.
- 5.38 Over the Core Strategy Period to 2027, contributions from non-allocated sites will continue to provide a reliable source of supply. In the light of both past delivery rates and opportunities for future contributions from such sites, it is estimated that these will contribute to overall housing supply within a range of 105 and 170 dwellings per annum above the 450 dpa target, from around 2016. The table in Policy SP5 and the housing trajectory diagram show a figure of a minimum of about 105 dpa as the expected contribution from these as yet 'unknown windfall' sites on top of the 450 dpa planned-for homes.³

- 5.39 Between the Core Strategy being adopted and the Site Allocations Local Plan adoption, the 450 dpa target will be delivered from planning permissions on existing allocated SDLP Phase 2 sites (released in 2011 to boost supply) and other existing commitments ('known windfalls'), as well as a significant contribution from the Strategic Development Site at Olympia Park in Selby which is released on adoption of the Core Strategy.
- 5.40 The Site Allocations Local Plan will determine the precise amount and location of land to be allocated to meet the Core Strategy housing requirements. The level of new allocations needed will be calculated by taking into account, at the Site Allocations Local Plan base date:
- Those dwellings built since the start of the Core Strategy plan period (2011); and
 - Existing, deliverable commitments from the 5 year land supply.
- 5.41 Therefore, on adoption of the Site Allocations Local Plan, the strategy plans for⁴⁶ the 450 dpa target to be made up of:
- completions since 1 April 2011; and
 - deliverable commitments (planning permissions) from the 5 year supply (known deliverable and viable sites) as at 31 March of the base date of the Site Allocations Local Plan; and
 - the remainder (the majority) made up of new allocations.
- 5.42 In addition, a minimum of 105 dpa are the unknown 'windfalls' which are expected to be delivered over and above the 450 dpa target (a reasoned assumption based on the past 7 years' windfall figures). These provide additional flexibility to significantly boost housing supply and surpass the minimum need identified.
- 5.43 Whilst this document provides a strategic overview of future housing provision, it is not appropriate for it to include full details of all deliverable sites over the next ten to fifteen years. This information will be set out in a Site Allocations Local Plan.
- 5.44 It is anticipated that existing commitments, together with those Phase 2 sites which do not prejudice the Core Strategy, or decisions more appropriately made through a Site Allocations Local Plan, will be more than adequate to provide land for the first five years of the Strategy (2012-2017). Decisions for the 6-10 year supply will emerge from the Site Allocations Local Plan which is expected to be adopted by 2015. The proposed Olympia Park Strategic Development Site has the potential to progress to early implementation of Phase 1, and the major housing scheme at Staynor Hall, Selby will continue to contribute significantly through the second five year period.
- 5.45 Policy SP6 sets out how the housing land will be managed to ensure the provision of housing is in line with the annual target, setting out remedial action if underperformance is identified through annual monitoring.

⁴⁶ See also text below at Policy SP6 and Appendix C for further explanation

Policy SP5 The Scale and Distribution of Housing

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

(Rounded Figures)	%	Minimum require't 16 yrs total 2011-2027	dpa	Existing PPs 31.03.11 ¹	New Allocations needed (dw)	% of new allocations
Selby ²	51	3700	230	1150	2500	47
Sherburn	11	790	50	70	700	13
Tadcaster	7	500	30	140	360	7
Designated Service Villages	29	2000	130	290	1780	33
Secondary Villages ³	2	170	10	170	-	-
Total⁴	100	7200⁵	450⁶	1820	5340	100

- C. In order to accommodate the scale of growth required at Selby 1000 dwellings will be delivered through a mixed use urban extension to the east of the town, in the period up to 2027, in accordance with Policy SP6. Smaller scale sites within and/or adjacent to the boundary of the Contiguous Urban Area of Selby to accommodate a further 1500 dwellings will be identified through the Site Allocations part of the Local Plan.**
- D. Options for meeting the more limited housing requirement in Sherburn in Elmet and Tadcaster will be considered in the Site Allocations part of the Local Plan.**
- E. Allocations will be sought in the most sustainable villages (Designated Service Villages) where local need is established through a Strategic Housing Market Assessment and/or other local information. Specific sites will be identified through the Site Allocations part of the Local Plan.**

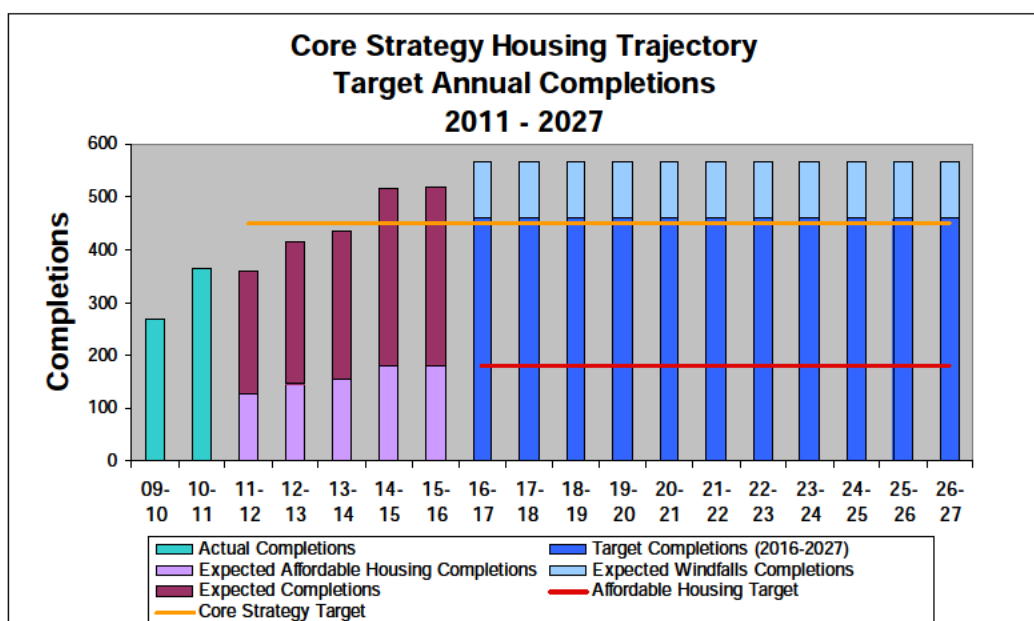
Notes to Policy SP5

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

Managing Housing Land Supply

- 5.46 The NPPF requires that local planning authorities illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy describing how they will maintain delivery of a five-year supply of housing land to meet their housing target. Policy SP5 sets out how the Council will ensure sufficient land is provided to meet and exceed the overall minimum housing land requirement, through the Site Allocations Local Plan. Policy SP6 provides the mechanism for ensuring a 5-year housing land supply through monitoring and managing the delivery of the annual target.
- 5.47 In order to help manage the supply of housing sites, a housing trajectory is maintained and updated through the Authority Monitoring Report (AMR) which compares the required annual housing rate, with recent and projected delivery. The AMR monitors annual progress towards meeting the housing requirement over the Plan Period and it will also measure progress towards meeting the indicative requirements for the different settlement groups.
- 5.48 The housing trajectory below indicates the housing delivery necessary to achieve 450 dwellings per annum between 2011 and 2027. It acknowledges the current dip in the housing market and the consequential lower rates of delivery since 2008. The lower delivery rates have occurred despite little or no change in the land supply, indicating that financial circumstances have been the principal cause. However there has been a year on year increase in housing completions since 2008 albeit from a low base (226 dw in 2008/9, 270 dw in 2009/10 and 366 in 2010/11).

Figure 9 Housing Trajectory



5 Year Housing Land Supply

5.49 The NPPF requires the Council to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% or 20% buffer (if there has been a record of persistent under delivery of housing). An annual review of the supply sites and the appropriate buffer will be established through the Council's Authority Monitoring Report.

5.50 The NPPF indicates that sites included in the 5 year housing land supply should be deliverable (by being available, suitable, achievable and viable). The assessment of allocated sites to be brought forward into the five year housing land supply will take account of the following criteria:

- the need to provide a continuous supply of land to meet the annual housing requirement for the District;
- the need to demonstrate a supply of deliverable sites over a 5 year period;
- the need to enable indicative annual requirements for individual settlements/settlement groups to be met;
- the relative sustainability of sites within settlements;
- the need to maximise the use of previously developed land;
- the need to adopt a sequential approach to flood risk; and
- the availability of the necessary infrastructure to enable delivery.

- 5.51 Prior to the adoption of the Site Allocations Local Plan, the 5-year housing land supply will be maintained by drawing on Phase 2 allocations identified in Policy H2 of the Selby District Local Plan, which have been released by the Council under the provisions of saved SDLP Policy H2A. Policy H2 is saved until superseded by the Site Allocations Local Plan

Maintaining delivery of housing in the Plan period

- 5.52 Policy SP5 (and reasoned justification) above sets out how sites are allocated to deliver the housing needs and the trajectory describes the expected delivery pattern. Appendix C provides further background to the delivery scenarios including the contributions from windfalls. The Council will monitor the delivery of housing across the District and ensure that the quantum of housing as well as the spatial distribution of housing is consistent with the Core Strategy. Ultimately, 'delivery' is the quantum of homes built. The Council will seek to ensure delivery, by providing sufficient housing land (through allocating enough deliverable sites in the Site Allocations Local Plan and maintaining a 5-year supply) and keep a check on actual delivery by homebuilders through monitoring of completions in the AMR.

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

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

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

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

Spatial Delivery of Policy SP5

- 5.55 The SHLAA indicates that across the District there is ample available land to accommodate the quantum of development set out in the Core Strategy. However, the spatial distribution of such sites is more limited in some parts of the District which may affect the delivery of housing targets. The spatial distribution is also a key aim of the Core Strategy and so the Council must also take steps to ensure that delivery is spatially appropriate as well as sufficient in numbers. Therefore the Council will monitor development in each settlement to ensure that delivery is consistent with the overall distribution set out in Policy SP5.
- 5.56 Specifically in Tadcaster, land ownership issues have limited the potential delivery of housing in an otherwise very sustainable location. The existing population is disadvantaged through this lack of growth; there has been a loss in population in Tadcaster and the town's sustainability will continue to suffer if the situation does not improve. The Selby Retail, Commercial and Leisure Study⁴⁷ shows that Tadcaster is significantly underperforming: it is notable that Tadcaster Town Centre is under-represented in terms of both convenience and comparison floor space. The amount of vacant floor space at nearly 13% is higher in Tadcaster than a national average of less than 10%. The Council considers that reasonable housing (and employment) development alongside other town centre regeneration proposals may help reverse the decline.
- 5.57 The Council considers that the sustainability of Tadcaster and its need for growth, together with the lack of available land (due to ownership issues) would constitute the exceptional circumstances required to undertake a Green Belt review. Although the Green Belt only restricts the western side of the town; land within the Development Limits and land adjacent to the Development Limits to on the east has been confirmed as unavailable for the plan period. Therefore it is reasonable to reconsider the Green Belt around Tadcaster (and other areas) to facilitate sustainable growth in this plan period and to safeguard land for future plan periods through the Site Allocations Local Plan. Policy SP3 deals with this issue.
- 5.58 The Site Allocations Local Plan will provide more detail on the location of future allocations to meet the housing requirement. Policy SP6 below demonstrates how the supply represented in the Site Allocations Local Plan will be managed to ensure a plentiful choice throughout the Plan Period.
- 5.59 To facilitate the appropriate level of growth in Tadcaster, in light of the potential land availability issue, the Site Allocation Local Plan will seek to allocate additional sites in and around the town to provide maximum flexibility. Sites will be in three phases, with sufficient land to meet the quantum of delivery set out in Policy SP5 in each phase. Phase 1 sites will be released immediately upon adoption of the Site Allocations Local Plan.
- 5.60 If after 5 years allocated and windfall sites have delivered less than a

⁴⁷ October 2009 for SDC by Drivers Jonas

third of the minimum dwelling requirement in Tadcaster, then a second phase of sites shall be released. This should provide sufficient time for development to be brought forward having regard for the depressed market and reasonable development timescales.

- 5.61 Should delivery still be frustrated after three years from release of Phase 2, (which is consistent with other monitoring and intervention policies), then it will be necessary to provide for the overall quantum of development elsewhere in the District. To do this, a third phase of sites will be identified in the settlement hierarchy. Phase 3 will only be released if Phase 1 and Phase 2 sites and windfalls together have delivered less than 50% of the minimum dwelling requirement for Tadcaster after 3 years of the release of Phase 2. The Council may also assess options for the purchase of land and/or review its assets to facilitate the availability of sites.
- 5.62 This multi-layered approach to ensuring delivery of the Core Strategy should ensure that each settlement succeeds in delivering its appropriate level of growth.

Policy SP6 Managing Housing Land Supply

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

facilitate development; or

4. Identifying opportunities for the Council to purchase and/or develop land in partnership with a developer.

D. Due to the potential land availability constraint on delivery in Tadcaster, the Site Allocations Local Plan will allocate land⁴⁸ to accommodate the quantum of development set out in Policy SP5 in three phases as follows:

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

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

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

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

Previously Developed Land Indicator

5.63 Previously developed land (PDL) is a resource whose availability cannot be manufactured – only facilitated. The rate at which previously developed land is being utilised will be monitored against an indicator of 40%. Details of the PDL Trajectory are provided in Appendix B.

Olympia Park Strategic Development Site

5.64 It is intended that the majority of new employment opportunities and about 40% of the Selby housing target will be provided through a large scale, mixed use development on land to the east of Selby, as delineated on the Proposals Map and Map 6. This will include about 1,000 new dwellings and 23 ha of employment land in the period up to 2027, including B1 offices, B1 and B2 industrial units, B8 storage and distribution premises, higher value uses, local convenience retail

⁴⁸ Which may include Green Belt releases in accordance with Policy SP3

- facilities and a public house. About 10 hectares of land is also reserved for longer term use.
- 5.65 The 'Olympia Park' site covers an area of approximately 90 hectares, including around 18 hectares of previously developed land, extending from Barlby Bridge Community Primary School on its western boundary to the Selby Bypass in the east and which is contained by the A19 Barlby Road, the Leeds – Hull railway, the River Ouse and the A63 Selby Bypass. Existing land uses comprise a mixture of employment uses, redundant industrial buildings and former operational land, and greenfield land in the form of allotments, playing fields, woodland and agricultural land.
- 5.66 Parts of the site were previously allocated for employment growth in the Selby District Local Plan, or safeguarded for the expansion of freight handling and storage activities associated with an existing freight transfer depot and railhead which bisects the central part of the site. It is envisaged that the Olympia Park proposals will enable the continued expansion of freight handling and warehousing.
- 5.67 The site is well related to the existing built up area, with good connectivity to the existing highway network and public transport, and pedestrian access to a wide range of facilities and services in Selby town centre. It provides the opportunity for a sustainable urban extension combined with the regeneration of an extensive area of former industrial land and premises.
- 5.68 The residential element of the scheme will be expected to create an inclusive community including a target of 40% affordable housing over the lifetime of the scheme, in accordance with the Council's policy. Provision will also be made for the relocation and improvement of the existing allotments and playing fields, creation of new green infrastructure and enhancement of the river frontage.
- 5.69 The scheme will be expected to contribute to national and local targets for reducing greenhouse emissions for example by promoting non car means of transport, and securing energy from renewable sources including micro generation on site and utilisation of biomass, combined heat and power schemes and/or community heating projects. A current proposal to generate energy from food waste on the opposite bank of the river may provide an opportunity to derive a significant proportion of renewable energy from local sources.
- 5.70 Development of the site will contribute to the setting of Selby and protect and enhance the adjoining Selby Town Conservation Area. It will be particularly important to safeguard the existing Selby skyline including views of the historic Abbey Church. As a strategic gateway to Selby a high standard of design will be required, consistent with the creation of a sustainable community.
- 5.71 Although the site is protected by well maintained modern flood defences, in view of the remaining residual risk of flooding, particular attention will be paid to ensuring the potential impact of flooding is minimised and mitigated against. The design and layout of development will be expected to comply with the requirements set out in the Level 2 Strategic Flood Risk Assessment (February 2010),

including the development of a comprehensive integrated surface water management strategy, avoidance of ground floor sleeping accommodation, the provision of first floor refuges in commercial premises, raised floor levels, incorporation of flood resilience measures in buildings and adoption of automated flood warning systems.

- 5.72 Development will be phased to ensure early delivery of housing and commercial premises through redevelopment of frontage land between the A19 Barlby Road and the Leeds – Hull railway, and opening up of employment land through the construction of a new link road from an existing roundabout on the A63 Selby Bypass, which will also provide a new access to the existing Potter Group freight transshipment site. Residential development on land south of the railway and to the west of the existing railhead will be facilitated through the construction of a new road bridge across the railway, enabling closure of the existing level crossing.
- 5.73 The four principal owners are committed to working in partnership with the Council to help deliver a comprehensive development including the additional infrastructure and services needed to support the scheme. This may include upgrades to existing drainage systems and waste water treatment facilities, as well as additional provision for primary and secondary education, new health care, and other community facilities (through both reservation of land and/or financial contributions) and local recycling facilities.
- 5.74 A Delivery Framework Document prepared jointly by the landowners demonstrates the viability and deliverability of the scheme, which also benefits from a 'concept plan' prepared in consultation with the local community and key stakeholders. The design concept for the site will be reviewed as part of a master planning exercise to be undertaken prior to determination of future planning applications.

Policy SP7 Olympia Park Strategic Development Site

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

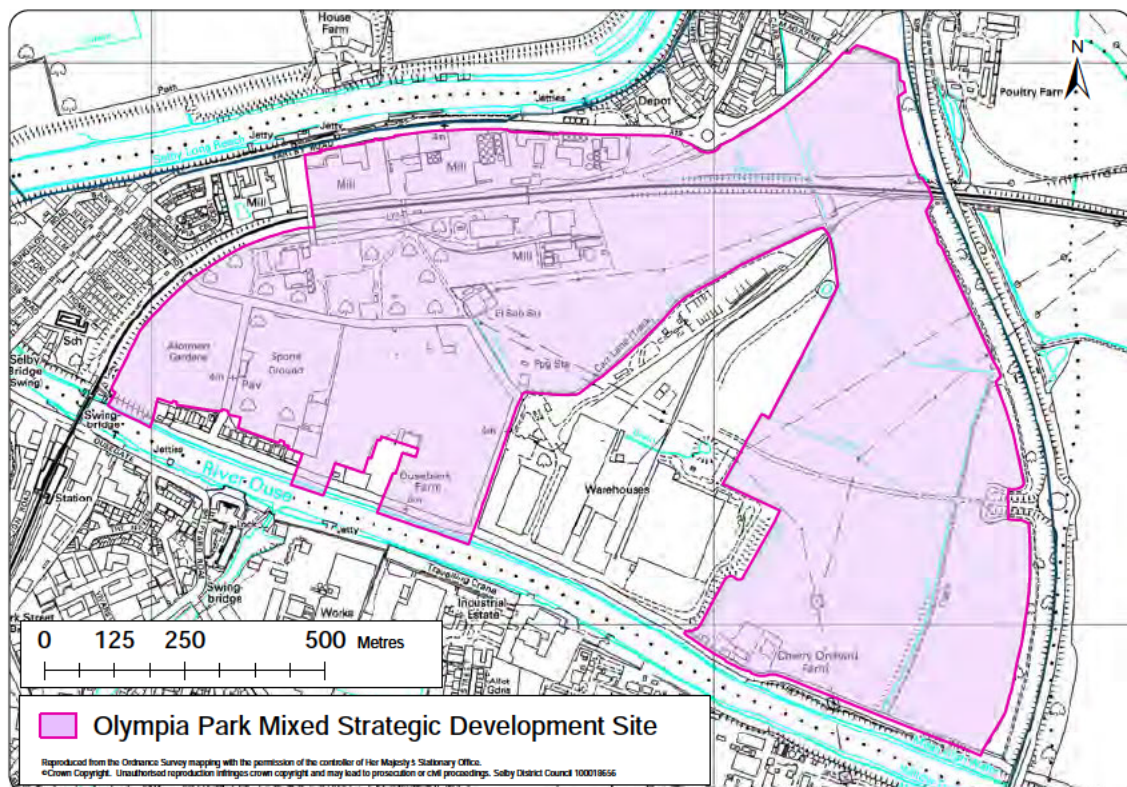
- i) Development within the defined area will be programmed to deliver 1000 new homes and 23 hectares of new employment land in the period up to 2027, with a further 10.6 hectares reserved for longer term employment use.**
- ii) A comprehensive, phased approach to development is required in accordance with an approved Framework and Delivery Document and an approved Master Plan, which will ensure the release of employment land in the eastern part of the site prior to future residential development south of the Leeds – Hull railway.**
- iii) The Master Plan will be produced in consultation with stakeholders and the local community prior to**

- determination of any applications for development.
- iv) **Principal access to new residential development south of the Leeds – Hull railway will be from a new junction with Barlby Road involving a new road bridge across the railway and stopping up of the existing level crossing. Access to new employment land in the eastern part of the site will be taken from the existing roundabout junction on the A63 Selby Bypass, through a new link road to the Potter Group site. Both the new link road and road bridge are required to be constructed in advance of residential development south of the railway.**
 - v) **The impact of new development on the existing transport network should be minimised.**
 - vi) **A sequential approach should be taken to residual flood risk and development vulnerability, in accordance with the requirements set out in the Council's Level 2 SFRA (February 2010). Site specific FRAs will be required to address relative flood levels vulnerabilities across the site.**
 - vii) **Development proposals will be expected to deliver the necessary infrastructure, facilities and services, including recreation open space, to support new and expanded communities, and to cater for the needs of new businesses, in accordance with the Councils approved standards applicable at the time of future planning application(s). This may include financial contributions to secure provision by public agencies and reservation of land to accommodate education and health care provision, and community facilities such as a meeting hall, local convenience shopping and recycling.**
 - viii) **The development should provide up to 40% affordable housing over the lifetime of the scheme. Each residential phase of development will be expected to contribute towards affordable housing provision, the precise amount, type, and tenure of each phase to be determined at application stage (for each phase of development), through an Affordable Housing Plan.**
 - ix) **The opportunities created through the development of this area should be maximised to enhance the riverside and general environment including the retention, enhancement and creation of green infrastructure and wildlife habitats, provision of new landscaping, including structural landscaping, relocation of existing allotments and sports fields within the site, and provision of new recreation and amenity space.**
 - x) **Proposals should ensure high quality design reflecting the prominent 'gateway' location of the site.**
 - xi) **Development should maximise opportunities for sustainable travel , including reducing the dependency on**

the car through development of a Travel Plan and by providing suitable access to existing local facilities and services, providing new passenger transport links, and ensuring safe, attractive and convenient pedestrian and cycle routes between the development and neighbouring areas, including Selby Town Centre.

- xii) Development should protect and enhance the amenities of existing and future residents and protect the viability of existing and future businesses.
- xiii) New development should protect and enhance the character and setting of Selby Town Centre Conservation Area, including maximising views to the Abbey Church and ensuring Selby's skyline is not detrimentally impacted upon.
- xiv) Development should incorporate sustainable development principles, including sustainable construction and drainage methods, and low carbon layout and design, and should (where feasible and viable) derive the majority of total predicted energy requirements from de-centralised and renewable or low carbon sources. In addition to incorporation of micro generation infrastructure, this might include energy from local biomass or waste technologies, combined heat and power schemes and/or community heating projects.

Map 6 Olympia Park Mixed Use Strategic Development Site



Housing Mix

Introduction

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

Context

- 5.76 The Council wishes to consider the accommodation requirements of specific groups as part of creating sustainable, mixed communities and as such, needs to assess and plan for the housing needs of the whole community including older people. This will help promote socially inclusive communities including mixes of housing (in line with the National Planning Policy Framework).
- 5.77 This approach parallels the Regional Housing Strategy⁴⁹ and North Yorkshire Sub-Regional Housing Strategy⁵⁰ which include the following themes: creating better places, delivering better homes, providing choice and opportunity to meet housing aspirations, improving housing condition and services for all and provide for fair access to housing.

Relevant Strategic Objective

5

Local Issues

- 5.78 The Council's Mission Statement is "To improve the quality of life for those who live and work in the District" and a key priority for the Council⁵¹ is "Providing a better balance in the housing market to provide access to homes for those who want and need them".
- 5.79 The Selby District Housing Strategy Action Plan has six main priority headings and relevant issues for Core Strategy are profiling the District's housing stock and monitoring current and future housing need as well as promoting social inclusion, respect and sustainable communities.
- 5.80 Relevant aims of the Selby District Sustainable Community Strategy include develop the area; and make sure that Selby District is still a place that people want to live and work in; and to create: 'A future

⁴⁹ Regional Housing Strategy, 2005-2021, Yorkshire & Humber Assembly
<http://www.yhassembly.gov.uk/Our%20Work/Housing/Regional%20Housing%20Strategy/>

⁵⁰ North Yorkshire Sub-Regional Housing Strategy 2008-2014, Draft for Consultation, 2010

⁵¹ State of the Area Address, 2010

where the people of Selby District live in strong, inclusive, healthy and safe communities which have an improved environment and a thriving economy'. A key theme is developing sustainable communities.

Results of Selby District SHMA 2009

- 5.81 The Council is keen to encourage developers to provide a suitable mix of homes within the District, to meet the needs of all sectors of the community, including supported or special needs, based on evidence provided by the Strategic Housing Market Assessment⁵².
- 5.82 This evidence helps to ascertain the range of dwellings, which need to be built across Selby to help satisfy market demand. Analysis has shown where there are particular pressures within the housing market and demonstrates that overall demand exceeds supply across the District. If the broad aspirations of households were translated into how future development should proceed, then the split between property types would be houses 60%; flats 8.5%; and bungalows 31.5%
- 5.83 The study compared general market supply and demand in a number of sub-areas (see Figure 10 below) to understand the type and size of market housing to be delivered within the District:
- East, north-east, Selby and Tadcaster do not need any more 1 bed properties.
 - All areas require more family housing in 2, 3 and 4 bed houses.
 - Demand exceeds supply for terraced housing in central and east.
 - Demand exceeds supply for bungalows in the District as a whole but particularly in northern, Selby, Sherburn, Tadcaster and Western.
 - More flats are needed in south east.

⁵² Selby District Council has published its Strategic Housing Market Assessment (SHMA) 2009 which was undertaken by consultants, Arc4

http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1743

Figure 10 Housing Sub Areas



Source: Selby District SHMA 2009

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

Figure 11 Profile of Household Types

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

Source: SHMA 2009

5.85 In brief, this recent evidence indicates a need over the Plan period for particular emphasis on larger properties for families and homes for older people (especially bungalows). Also the majority of new accommodation should be in the form of houses rather than flats.

5.86 Responses to the consultation on the Draft Core Strategy highlight the need for a good mix and balance of all types of housing determined by local need or local site circumstances. In particular, the size and type of bungalow or house is a key issue with new homes being well designed to accommodate disability needs and visitors and carers subject to cost considerations. The location of housing is also important; older people need to feel integrated with rest of the community.

5.87 Shortfalls in the supply of market housing will be addressed through the Core Strategy, which plans for the full range of market housing to contribute to creating mixed and balanced communities. This will be achieved by providing dwellings of the right size and type to meet local needs evidenced in relevant studies such as housing needs surveys and strategic housing market assessments.

5.88 Whereas in recent years priority has often been given to providing accommodation for smaller households, the evidence now suggests emphasis on more family homes as well as smaller dwellings plus the need to provide suitable accommodation for the ageing population.

5.89 This evidence from the 2009 SHMA will be used to assist the Council in the determination of planning applications, but it is also recognised that future studies will update this current evidence and thus the Core Strategy Policy SP8 is clear that the appropriate housing mix will be achieved in the light of local evidence.

Policy SP8 Housing Mix

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

Providing Affordable Housing

Context

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

Relevant Strategic Objectives

2, 3 and 5

Local issues

The Need for Affordable Housing in Selby District

- 5.92 The Council's Strategic Housing Market Assessment, which was completed in June 2009, concludes that the affordable housing need arising from local requirements in the District will amount to some 409 affordable homes (gross) each year over the period 2009 – 2014.
- 5.93 The assessment notes the relatively low level of affordable housing delivered in recent years – (over the six years from April 2004 to March 2010, some 769 affordable dwellings have been constructed or are committed through planning permissions) – and suggests that given the low level of provision in more rural parts of the District, site thresholds may need to be reduced to maximise development opportunities in the future.
- 5.94 The assessment also provides guidance on the tenure split that should be secured in connection with affordable housing. A split of

30-50% intermediate tenure and 50 –70% social rent is suggested by the analysis. Intermediate tenure could include shared ownership, discounted sale and fixed equity products, as well as intermediate rented options.

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

The Viability of Affordable Housing Provision

- 5.96 Evidence on the viability of different sized affordable housing schemes at a range of different locations is provided by the Selby District Economic Viability Study⁵³. The study base date of mid 2009 coincides with the low point of the economic downturn which occurred from 2008 onwards.
- 5.97 As a consequence of the timing of the Study, 10% affordable housing was found to be an appropriate requirement across the District. However, the Study assessed conditions over a range of scenarios including consideration of viability in very good market conditions similar to those which existed immediately prior to the economic downturn (2006/07). The equivalent percentage requirement in this case was 50%. The Study also considered variations in viability in differing areas of the District which illustrated substantial variations between the rural areas in the north and north-western parts and the south-east part of the District. The three towns of Selby, Sherburn in Elmet and Tadcaster fall between the two extremes in viability terms.
- 5.98 The Study therefore illustrates the inherent problems in producing a robust, yet relatively straightforward policy for the requirement of affordable housing in association with private housing developments across the District.

Affordable Housing Policy

- 5.99 The two main aims of the Core Strategy affordable housing policy are:
- a) To establish the overall target for the provision of affordable housing in the District in accordance with national guidance on the definition and provision for affordable housing;
 - b) To set out the broad framework within which developer contributions towards meeting affordable housing need will be sought in association with normal market housing.
- 5.100 The NPPF requires that local planning authorities should use their

⁵³ Affordable Housing Economic Viability Assessment by consultants DTZ for the Council , August 2009 http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1821

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

- 5.101 The Council's 2009 SHMA⁵⁴, concludes that the affordable housing need arising from local requirements in the District will amount to some 409 affordable homes (gross) each year over the period 2009 – 2014. Clearly this represents an unrealistically high figure in delivery terms, given existing levels of public funding available and the levels of affordable housing provision likely to be achievable through market housing schemes in association with an overall target house building rate of 450 dwellings per annum. The level of need emphasises the importance of the Council exploiting all sources of funding for affordable housing provision in addition to that which can be achieved in association with private developments.
- 5.102 Affordable housing provision through the planning system is, however, by far the most important delivery mechanism and is likely to remain so for the foreseeable future. The Affordable Housing Economic Viability Study demonstrates that provision from this source is heavily dependent upon economic circumstances and the health of the private housing market at any one time.
- 5.103 Despite the likely variation in economic circumstances over the Core Strategy period, to meet NPPF requirements the Council has set itself a long term target for the Core Strategy period of 40% affordable housing from the total housing provision from all sources, not just in association with private developments.
- 5.104 It is acknowledged that this is a challenging target and the Council will use its best endeavours to facilitate affordable housing schemes wherever and however the opportunities arise. For example we will continue to work pro-actively with Registered Providers and other stakeholders to pursue other mechanisms for delivery of affordable housing. This will include the use of the Council's own land for affordable housing schemes, the delivery of homes through Community Land Trusts and taking advantage of initiatives, programmes and funding streams promoted by central Government.

⁵⁴ Selby District Strategic Housing Market Assessment 2009

Developer Contributions to Affordable Housing

a) Percentage Requirement

- 5.105 Faced with the need to establish a robust and stable policy in circumstances where variable market factors may affect the ability of private development to meet that need, the Council has taken a pragmatic approach to affordable housing provision. The policy establishes a target which has been shown to be viable in relatively strong market conditions, and which therefore provides a stable upper limit to the requirement to be sought from the private sector. At the same time, the Council acknowledges that market conditions will not always permit this target to be met and provision will be a matter for negotiation.
- 5.106 The indication from the Council's Economic Viability Assessment is that in good market conditions a proportion of 40% affordable housing should be achievable on a high proportion of sites and this figure is therefore included as an upper target level.

b) Thresholds

- 5.107 Given that Selby District is basically rural in character and has a high affordable housing need, 60% of which arises outside Selby, there is justification for operating site size thresholds which maximise the contribution towards providing affordable housing from sites characteristic of a rural District, subject to compatibility with levels of viability.
- 5.108 Supplementary work on the relative viability of varying threshold levels has been undertaken, which has established that a site size of 10 units is the minimum which makes the provision of affordable units sufficiently viable⁵⁵.

c) Commuted Sums

On Sites of 10 dwellings or more

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

On Sites of 1-9 dwellings

- 5.110 A threshold of 10 units will tend to concentrate affordable housing provision in larger settlements and not necessarily in the smaller settlements from which the significant rural area need arises. Consequently, the Council remains committed to securing opportunities for providing affordable housing of an appropriate scale within all settlements to meet their identified local need.
- 5.111 In addition in circumstances where high reliance is placed on private developments to meet the high level of affordable need, there is a strong case for all developments to make a limited contribution towards affordable housing provision, subject to viability considerations. Therefore, on small sites below the 10 unit threshold,

⁵⁵ Affordable Housing Small Sites Threshold Testing – DTZ October 2010

a financial contribution will be sought in the form of a commuted sum. The basis for the calculation of any commuted sum will be set out in a Supplementary Planning Document. The contribution will be used to assist the provision of more affordable housing to meet local need across the District.

d) Tenure

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

e) Negotiation

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

Policy SP9 Affordable Housing

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

Commuted sums will not normally be accepted on these sites unless there are clear benefits to the community/or delivering a balanced housing market by re-locating all or part of the affordable housing contribution.
- C. On sites below the threshold, a commuted sum will be sought to provide affordable housing within the District. The target contribution will be equivalent to the provision of up to 10% affordable units.**
- D. The tenure split and the type of housing being sought will be based on the Council's latest evidence on local need.**
- E. An appropriate agreement will be secured at the time of granting planning permission to secure the long-term future of affordable housing. In the case of larger schemes, the affordable housing provision will be reviewed prior to the commencement of each phase.**

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

Rural Housing Exceptions Sites

Context

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

- 5.116 Exceptions sites must be in scale and keeping with the settlement they are within or adjoining, and its setting. Rural exception sites will seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Priority will be articulated through a future Development Management Local Plan or Affordable Housing SPD.
- 5.117 Specific allocations for such sites will be considered in a Site Allocations Local Plan. These may be on 'greenfield' sites and/or previously developed land both within and adjoining village development limits. Small numbers of market homes may be allowed on Rural Exception sites at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding in accordance with the NPPF. Further assessment and consideration of the need to introduce a detailed policy will be undertaken through the Development Management Local Plan document.
- 5.118 The following policy applies to the Designated Service Villages and the Secondary Villages.

Policy SP10 Rural Housing Exceptions Sites

In the Designated Service Villages and the Secondary Villages, planning permission will be granted for small scale 'rural affordable housing' as an exception to normal planning policy provided all of the following criteria are met:

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

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

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

Travellers

Introduction

- 5.119 Core Strategy Objective 5 recognises the requirement to provide housing to meet the needs of all sections of the community. Current evidence suggests that there is a need to make appropriate provision for Travellers - that is Gypsies, Travellers and Showpeople who live in or travel through Selby District
- 5.120 The Government advises through the national Planning Policy for Traveller Sites (PPTS, March 2012) that Local Plans should provide criteria for the location of sites as a guide for future site allocations. The guidance provided in the PPTS is considered to be sufficient for a high level policy so it is not necessary to repeat those provisions in the Core Strategy. In terms of allocating sites, the Site Allocations Local Plan will devise an appropriate site selection methodology once a long-term need is established.

Context

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

Relevant Strategic Objectives

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

- 5.122 Current authorised provision to accommodate Travellers in the District consists of two County Council Owned sites (Common Lane, Burn and Racecourse Lane, Carlton) providing a combined total of 26 pitches, and one private site (Flaxley Road, Selby) which has the potential to provide up to 54 pitches, although it is not solely for Traveller use. All of the sites are known to be at capacity, and the Council is investigating the level of demand to be met locally in partnership with the County Council.
- 5.123 Although not recognised as a distinct ethnic group, Showpeople travel extensively and therefore live almost exclusively in wagons. During the winter months these are parked up in what was traditionally known as 'winter quarters', although some family members now often occupy these yards all year round. Showpeople have different needs than those of other Travellers and as such are considered separately in needs assessments. However, in considering planning applications and site allocations, the same broad considerations inform decisions – in line with the national guidance.

- 5.124 The North Yorkshire GTAA (accepted by the Council in 2010)⁵⁶ sets out a figure for need, but that requires updating to reflect the PPTS requirement for maintaining a 5 year supply of sites. It is intended to allocate (a) new site(s)/pitch(es)/plot(s) for Travellers through the Site Allocations Local Plan. The precise site size and location will be identified using up to date guidance and through consultation with travellers, and other stakeholders. Where no specific parcels of land can be identified, the Council may consider setting out broad locations for growth.
- 5.125 "Windfall" applications for Traveller sites/pitches/plots may also be submitted from time to time (i.e. not on planned-for sites). These applications will be assessed on their own merits in accordance with tests set out in national policy, and other local policies such as Policy SP3 Green Belt, as appropriate. Applications will be considered fairly having regard for cultural and ethnic needs and aspirations, and balancing those with the needs and aspirations of the settled community and local capacity in services and facilities to accommodate such development.
- 5.126 All Traveller development will be considered on the basis of the policy in conjunction with up to date needs assessments and Government guidance⁵⁷. The Government guidance sets out detailed Development Management criteria and so it is unnecessary to repeat that in Policy SP11. Those criteria include issues such as: the inappropriateness of Green Belt locations; the flood risk sequential test; integration with neighbouring land uses and communities; limiting disruption to amenity; sustainable access to local services and facilities where there is capacity; local character such as existing land use; topography, landscape, wildlife and historic assets; ensuring a high quality development; providing appropriate access, parking and on-site amenity for residents; and ensuring any on-site employment uses are compatible with residential and neighbouring uses.

Policy SP11 Travellers

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

⁵⁶ Gypsy and Traveller Accommodation Assessment North Yorkshire Sub-region – 2007/8, ARC4 May 2008

⁵⁷ Planning for travellers, DCLG, March 2012 www.communities.gov.uk

determined in accordance with national policy.

Access to Services, Community Facilities and Infrastructure

Introduction

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

Context

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

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

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

5.131 The Council will work in partnership with infrastructure providers and key stakeholders such as the County Council in the production of Local Transport Plans. The Local Transport Plan is an important delivery mechanism for the Core Strategy, with the potential to impact greatly on the District's ability to effectively absorb future planned development.

5.132 The former Countryside Agency (now part of Natural England) commissioned a regional report⁵⁸, which made recommendations and provided support for taking forward green infrastructure techniques within the region.

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

- Enhanced connectivity between large and small green spaces;
- Creating opportunities for more sustainable travel modes, especially walking and cycling;
- Contributing to the health and regeneration, particularly of urban areas; and

⁵⁸ The Countryside In and Around Towns: the Green Infrastructure of Yorkshire and Humberside - Countryside Agency - July 2006

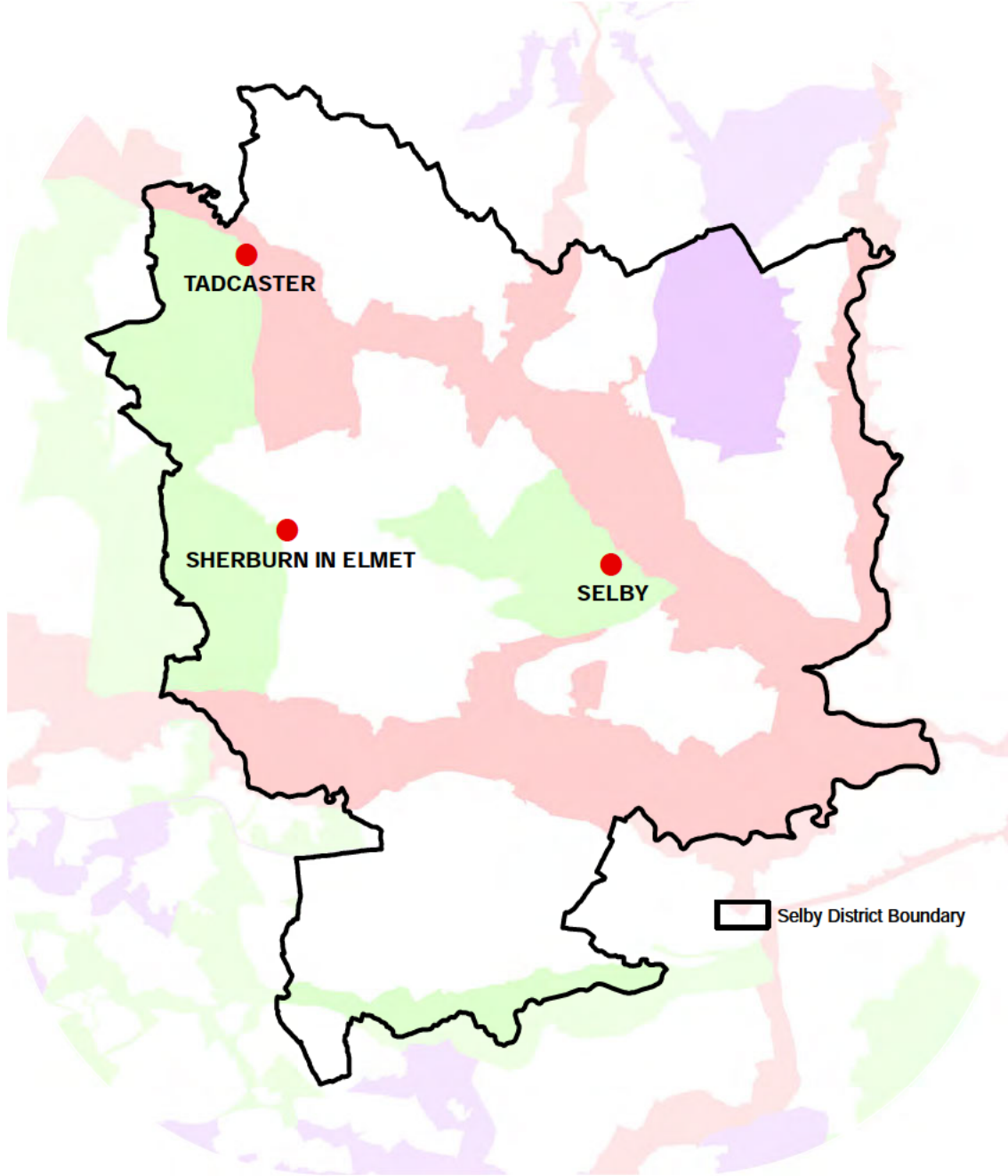
- Meeting the needs of visitors and recreational and leisure needs of local residents.
- 5.134 Natural England Guidance⁵⁹ helps Councils understand what Green Infrastructure is, its planning value, and how its delivery can be effectively embedded in plan making.
- 5.135 The evidence that supported the former Regional Spatial Strategy places considerable emphasis on green infrastructure and improving the green infrastructure of the District forms an integral part of the Council's priorities for creating a healthy and green environment. Future local plan documents will be expected to embrace the concept and identify opportunities for enhancement. Priority will be given to maximising opportunities for green infrastructure in connection with proposals for strategic growth in Selby and other major development proposals, as well as having high regard to the priorities of the Leeds City Region Green Infrastructure Strategy, and supporting the priorities of the Delivery Plan which is currently under development.
- 5.136 The need to secure developer contributions towards community needs arising from new development also links with the 'Developing Sustainable Communities' and 'improving the image of the area' themes of the Selby District Sustainable Community Strategy.

Relevant Strategic Objectives

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

⁵⁹ Green Infrastructure Guidance, Natural England, 2009

Map 7 Green Infrastructure



Green Infrastructure Corridors

Corridor Hierarchy

- District
- Regional
- Subregional

Source Natural England, Yorkshire and the Humber Green Infrastructure Mapping Project (April 2010)⁶⁰

- 5.137 Objective 10 of the Core Strategy recognises the need to ensure that the potential gain in a planning approval is sought in order to mitigate the impact of a proposal on the community and keep pace with modern requirements, together with the importance of retaining existing community facilities.
- 5.138 The Council is committed to ensuring that appropriate infrastructure is provided to meet the needs of new development. Infrastructure provision and the way this will be implemented through requirements on the developer or, where appropriate, partnership arrangements between the Council, the appropriate providing body and the developer, shall be established locally in the Site Allocations Local Plan and/or, Infrastructure Delivery Plan, and/or through obligations placed on planning permissions (including through any charging schedule that is developed (such as a Community Infrastructure Levy)). Until such mechanisms are in place the Council will base negotiations on its existing Developer Contributions Supplementary Planning Document (SPD)⁶¹.
- 5.139 The Sustainability Appraisal Scoping Report noted that certain areas of the District had a shortfall of recreational open space. The availability of potential contributions for recreational open space for an incremental improvement should also provide a catalyst for improving deficiencies.
- 5.140 In accordance with the Council's Sustainable Community Strategy aim to create 'A future where the people of Selby District live in strong, inclusive, healthy and safe communities which have an improved environment and a thriving economy', the needs of the community will be provided for with our partners and other services providers and engaged local people; taking account of areas with the greatest need and positively influencing social exclusion.

Future Requirements

- 5.141 The infrastructure requirements of new development, including strategic housing and employment sites in Selby will be addressed through a separate Infrastructure Delivery Plan (IDP). Infrastructure improvements will encompass a range of site-specific and local topics, but will also include cross-boundary issues such as highway improvements, particularly on the strategic road network. The types of infrastructure required are set out in the IDP, and include:
- Affordable housing
 - Community facilities
 - Healthcare
 - Education
 - Recreation Open Space

⁶¹ Developer Contributions Supplementary Planning Guidance, Selby District Council, March 2007
http://www.selby.gov.uk/service_main.asp?menuid=99&pageid=14&id=1560

- Highways works, including cycleways
- Public art
- Public transport
- Green Infrastructure
- Communication technology
- Utilities

Policy SP12 Access to Services, Community Facilities and Infrastructure

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

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

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

These provisions will be secured through conditions attached to the grant of planning permission or through planning obligations, including those set out in an up to date charging mechanism.

6. Promoting Economic Prosperity

Introduction

- 6.1 The continued growth of a modern, diversified and sustainable economy is a key objective of the Core Strategy. Without such growth the future vision for the District in terms of creating prosperous and sustainable communities will not be fully achieved. An improved range of local employment opportunities, services and facilities will help reduce the number of work related, shopping and leisure trips outside the District.
- 6.2 This chapter sets out the Strategy's general approach to planning for a stronger economy, which inevitably is focussed on Selby, Sherburn in Elmet and Tadcaster. It also outlines the policy for continued economic diversification within the extensive rural areas of the District as well as focusing on the economy of town and village centres which are essential elements of the economic and service infrastructure of the District.

The Scale and Distribution of Economic Growth

Introduction

- 6.3 Selby District plays an important role in the local and regional labour market, traditionally accommodating employment in the manufacturing, brewing and agricultural sectors. However evidence indicates that the District, as a result of a high level of out-commuting to Leeds and York, has become a dormitory location for these cities, supplying them with skilled labour, at the expense of the local economy and sustainable development objectives.

Context

- 6.4 The Government is committed to achieving sustainable economic growth, building prosperous communities and promoting the vitality and viability of town and other centres. The former Planning Policy Statement 4 (Planning for Sustainable Economic Growth) provided the basis for developing the local spatial strategy for Selby District⁶² and the policies in the Core Strategy are consistent with the National Planning Policy Framework (NPPF)

Relevant Strategic Objectives

1, 2, 3, 4, 6, 7, 8, 9, 10, 13 and 15

⁶² Additional evidence is provided in the Economic Prosperity Background Paper BP12

Local Issues

- 6.5 Reducing out-commuting through restructuring of the local economy towards a modern service and knowledge based economy is a key challenge. Developing and revitalising the economy of the District has emerged as a major priority if a more self-contained, sustainable way of life for District residents is to be created.
- 6.6 These objectives are supported by themes identified in the Selby Sustainable Community Strategy (Developing the three market towns) and the North Yorkshire County Council Community Strategy (Secure a thriving economy).
- 6.7 Research commissioned by the Council as part of an employment land study⁶³ concluded that Selby is well placed to benefit from overspill of highly skilled, knowledge and technology based forms of employment from other parts of the Leeds City Region, and York.
- 6.8 The employment land study took a supply led approach to economic growth, based on an assessment of the future role of key sectors and the functions of different market areas, namely:
- Tadcaster/A64 corridor
 - Sherburn in Elmet / A1M/ A63 corridors
 - Selby town and hinterland
 - Eggborough/J34 of M62
 - A19 corridor north of Selby
- 6.9 The study has been updated in 2010⁶⁴ to take account of changes in local circumstances and the economic climate, as well as additional research into market sector growth and job forecasts.
- The key findings show that :
- There is evidence of a recent upturn in the local economy. While the most recent forecasts suggest an increase of 1,610 jobs over the period up to 2026⁶⁵, recent announcements indicate over 900 new jobs may be created in 2011 alone.
 - Financial, business and insurance services are expected to experience the highest growth and remain a dominant sector within the local economy. Other growth sectors are Construction and Distribution, Hotels and Catering, which are set to continue to grow.
 - Declining sectors within the District are forecast to be within Agriculture, Forestry and Fishing and Manufacturing and public

⁶³ Employment Land Study, July 2007 for Selby District Council by GVA Grimley
http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1582

⁶⁴ Selby District Employment Land Refresh 2010, December 2010

⁶⁵ Figures taken from the Regional Econometric Model (REM). The REM is updated quarterly to reflect the changing nature of the economy. [REDACTED]

sector employment is going to be less dominant within the local economy and there will be losses to employment within this sector.

- There is high dependency on manufacturing and the energy sector, and the expected decline in the manufacturing sector and rationalisation of traditional industries may create opportunities for redevelopment of older sites. The growth of more specialised, high technology businesses may help offset the decline.
- Existing premises and business stock within the District confirm that there is over representation of older industrial floorspace, and a need for additional employment space to meet the needs of the modern economy including diversification into growth areas. Existing B1 type premises are also older and there have been few purpose built offices within the District.
- Increases in business stock within Selby indicate a high level of entrepreneurship. This together with the high percentage of managerial and professional groups in the resident workforce suggests a need for small business start up space, to promote sustainable development and support rural communities.

- 6.10 In addition the 2009 Selby Retail, Commercial and Leisure Study⁶⁶ suggests that there is potential for additional retail growth and job creation over the plan period, (in addition to jobs forecast in other sectors above), as well as potential for start up (Class B1) business space in both Selby and Tadcaster Town Centres, and at sustainable locations outside the centres, including small-scale provision in rural areas.
- 6.11 In the light of these conclusions and in order to provide a better balance between housing and employment growth the Core Strategy adopts an aspirational approach to economic growth. This is intended to:
- Provide a flexible response to market demand and an increasing workforce
 - Ensure employment opportunities are focussed on the three towns while encouraging an appropriate level of jobs in rural areas, and
 - Cater for inward investment as well as indigenous employment growth, including the provision of small – medium sized premises, and larger premises for logistics and companies with specialist needs / higher value uses.
- 6.12 While considerable emphasis is placed on retaining existing employment sites and modernising and recycling existing premises, the Employment Land Study and the 2010 Update confirm that a significant number of employment sites, including some remaining (Selby District

⁶⁶ Selby Retail, Commercial and Leisure Study (2009) for Selby District Council by Drivers Jonas
http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1826

Local Plan) allocated sites are constrained in the short to medium term⁶⁷.

- 6.13 Rolling forward the employment land requirement (of 21ha by 2021) identified in the 2007 Employment Land Study up to 2027, produces the following desired distribution of additional employment land. This takes into account market factors, constraints on existing sites plus the fact that parts of the District, particularly Selby, remain vulnerable to major losses of traditional employment, through closure and redevelopment for housing of a number of established businesses.

Figure 12 Indicative Employment Land Distribution

Location	Hectares
Selby and Hinterland	22 – 27
Tadcaster	5 – 10
Sherburn in Elmet	5 – 10
Rural Areas (including Eggborough and A19 corridor)	5
Total	37 - 52

- 6.14 Other than the Strategic Development Site designated in Selby, the precise scale and location of smaller sites in Selby, Tadcaster, Sherburn in Elmet and rural areas will be informed by an up-to-date Employment Land Availability Assessment and determined through a Site Allocation Local Plan.

Strategy

Selby and Hinterland

- 6.15 As the principal town in the District Selby is considered an attractive location to live and work with a high quality of life. It benefits from good rail and road access (as well as the river's potential as an inland port and the canal). The A63 Bypass and existence of a number of large companies including logistics at Barlby, make this an attractive location for inward investment.
- 6.16 The emphasis will be on focussing higher value Business, Professional and Financial Services/B1 office development in and around Selby town

⁶⁷ For further information see Economic Prosperity Background Paper BP12

centre and the urban periphery, with complimentary growth provided through urban renewal and intensification.

- 6.17 The higher education sector including the expansion of Science City York is an area of identified growth within the sub region. Selby's proximity to York and a connection with Science City York could benefit the District and generate employment and growth.
- 6.18 As it is envisaged that the bulk of additional employment land will be required in Selby, and in view of the limited availability of local sites a strategic employment site has been identified as part of a mixed housing /employment expansion to the east of the town in the area contained by the River Ouse and Selby Bypass⁶⁸.
- 6.19 Approximately 23 ha of land is intended to be brought forward in the period up to 2027 to accommodate a combination of business (Class B1), general industrial (Class B2), warehousing (Class B8) and higher value commercial uses. There will also be scope for the existing freight distribution business to expand, and for continued growth after 2027. Additional information concerning the strategic employment site is provided in Chapter 5 and in a separate background paper⁶⁹.

Tadcaster

- 6.20 Tadcaster is well connected to both York and Leeds City Region. Finance and insurance sector businesses are represented in the town, which is a key growth sector for the District and should be capitalised upon. However there have been very few employment developments within the Tadcaster labour market area and sustained employment growth through further development within this area of District should be encouraged.
- 6.21 Tadcaster is also seen as a suitable location for knowledge based employment activity, complementary to Selby.
- 6.22 The Retail Commercial and Leisure Study (2009) identified high levels of vacancy rates within the town centre. The needs of the finance and insurance sector require smaller to medium sized unit space. With the floorspace requirements of this growth sector combined with the high vacancy rates, it is anticipated that there will be a high level of 'churn' within the town centre. In addition, the supporting evidence base recognises that existing business stock is older and may not be fit for purpose and that there is a need for additional employment floorspace to meet the needs of a modern economy.

Sherburn in Elmet

- 6.23 Sherburn in Elmet has experienced relatively high levels of employment development in recent years. Its proximity to Leeds City Region and the

⁶⁸ See Policy SP5 (The Scale and Distribution of Housing) and Policy SP7 (Strategic Development Site – Olympia Park).

⁶⁹ Background Paper No. 7, Strategic Development Sites

A1M has meant that it has experienced growth in manufacturing and distribution sectors. Employment growth within these sectors is set to continue throughout the plan period. The existing concentration of employment land catering for these sectors could be considered for intensification. There are also opportunities to modernise and upgrade existing employment floorspace through the renewal and refurbishment of older premises on large and regionally significant employment estates on the eastern side of the town.

- 6.24 More recently there are indications that the market will support the provision of additional employment land and premises, particularly following the creation of 800 jobs through the take up of empty warehouse space by a national retailer for a regional distribution centre.
- 6.25 Sherburn has recent history of employment growth in the manufacturing and distribution sectors. Whilst manufacturing is set to decline, there is evidence in the Local Economic Assessment that historically Selby District has not been as badly affected as elsewhere in the region or nationally. The distribution sector is set to continue to expand and recent market conditions indicate that Sherburn is well placed to benefit from this growth.
- 6.26 Existing Distribution Units at Sherburn have been built to the requirements of this sector, requiring large storage spaces and access for numerous HGVs. The nature of this sector is therefore 'land hungry' and any future allocations may need to take these needs into consideration.

Rural Areas and Rural Diversification

- 6.27 While most employment opportunities are concentrated in the three towns, the rural nature of Selby District also gives rise to a scattered distribution of settlements and associated employment opportunities.
- 6.28 While it is important that economic growth is concentrated on Selby and the Local Service Centres, it is also important that sustainable opportunities are provided in rural locations to maintain the viability of rural communities and to reduce the need to travel. This could include the redevelopment of existing businesses, the redevelopment or re-use of buildings in rural areas for suitable employment purposes, the development of appropriately designed new buildings, as well as farm diversification activities. Proposals for appropriate forms of recreation and tourism activity will also be encouraged.
- 6.29 Outside Selby and the Local Service Centres, a continuing need for sustainable local employment opportunities in rural areas has been identified. Rural areas are those areas outside of the three towns, which encompass both the open countryside and the rural settlements within it.
- 6.30 Eggborough is a relatively attractive employment location in view of its close proximity to Junction 34 of the M62 and a number of local and international businesses are already established there. Additional sites

for employment growth may be identified through a Site Allocations Local Plan.

- 6.31 In the longer term the accommodation of specific research and development uses along the A19 corridor, north of Selby, may be appropriate if there is a proven need.
- 6.32 The energy sector will continue to be important to the economy of the District. Drax and Eggborough Power Stations are both major employers which contribute to national energy infrastructure as well as the local economy. They also have the potential for future development of renewable and low carbon energy, and Drax is pioneering co-firing technologies and energy generation from biomass. Both locations have the advantage of a direct connection to the National Grid. It is recognised that there is a need for further investment in energy infrastructure in line with national policy⁷⁰ as a prominent contributor to economic prosperity. Supporting the energy sector will assist in reinvigorating, expanding, and modernising the District's economy.
- 6.33 While electricity generation from wind turbines is potentially controversial in view of the open nature of the landscape and impact on existing communities, there are opportunities for a wide range of appropriately designed and sited renewable energy technologies. A recent BIS Market Intelligence report⁷¹ highlighted that the shift to a low carbon economy will bring huge business opportunities. Local businesses are increasingly becoming associated with the low carbon sector including both renewable energy production as well as training and skills. Given the high employment dependency on manufacturing and energy sector jobs, Selby District potentially has an appropriately skilled workforce in these sectors. There is therefore an opportunity to promote further growth of the low carbon sector and build on the success of recent developments.
- 6.34 The Council also supports the reuse of the former Gascoigne Wood mine, provided this is directly linked to the use of the existing rail infrastructure that exists at the site. Furthermore, support exists for the re-use of former employment sites, commercial premises and institutional sites (outside Development Limits) for employment uses, provided they are compatible with the countryside location.
- 6.35 Former mine sites at Whitemoor and Riccall, which already have the benefit of planning consent, are acknowledged locations for meeting the needs of existing indigenous employment. The remaining two former mine sites at Stillingfleet and Wistow are remote and are not considered suitable for re-use for large scale or intensive economic activities. (Part of the former North Selby mine site also falls within the administrative boundary of the District although the majority of the site, including the remaining buildings, is within the City of York Council area).
- 6.36 It will be necessary for any re-use of these former mine sites to

⁷⁰ Energy White Paper 2007, Low Carbon Transition Plan 2009 and emerging Energy Bill 2012

⁷¹ Department for Business and Skills, 'Low Carbon and Environmental Goods and Services: an industry analysis Update for 2008/09' Innovas Solutions Ltd, March 2010

- consider and remediate any mining legacy issues that may be present to ensure that no public safety issues arise from their beneficial re-use.
- 6.37 The Council recognises that the limited extent of many homeworking situations allow them to be operated as permitted development. However, of those that require planning permission, support will be given to proposals that are supported by evidence that the scale and nature of the activity does not compromise wider sustainable development objectives. Further guidance will be provided through a future Development Management Local Plan.
- 6.38 Employment development outside the Designated Service Villages will be carefully assessed against development management, environmental and highways criteria, to ensure proposals are sustainable and considerable weight is attached to safeguarding the character of the area and minimising the impact on existing communities. Proposals within Green Belt will need to comply with national Green Belt policy and Policy SP3

Policy SP13 Scale and Distribution of Economic Growth

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

A. Scale and Distribution

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

B. Strategic Development Management

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

C. Rural Economy

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

- 1. The re-use of existing buildings and infrastructure and the development of well-designed new buildings**
- 2. The redevelopment of existing and former employment sites and commercial premises**
- 3. The diversification of agriculture and other land based rural businesses.**
- 4. Rural tourism and leisure developments, small scale rural offices or other small scale rural development.**
- 5. The retention of local services and supporting development and expansion of local services and facilities in accordance with Policy SP14.**

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

Town Centres and Local Services

6.39 The maintenance and enhancement of the role of the town centres within the District, as a focus for activities is fundamental to the achievement of sustainable development. As well as providing shopping facilities, the centres also meet community and visitor needs with vital services and facilities. The need for diversity and the ability to offer a range of choice in an attractive, locally distinctive environment is essential for ensuring the vitality and viability of town and other centres in line with national planning policy.

Context

6.40 The National Planning Policy Framework (NPPF) sets out that, to ensure the vitality of town centres planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. In drawing up Local Plans, local planning authorities should:

- recognise town centres as the heart of their communities and pursue policies to support their viability and vitality;
- define a network and hierarchy of centres that is resilient to anticipated future economic changes;
- promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres; and
- where town centres are in decline, local planning authorities should plan positively for their future to encourage economic activity.

The Core Strategy is compliant with the NPPF which will also be taken into account when determining planning applications.

Local Issues

6.41 The Councils corporate priorities and the Sustainable Community Strategy aim to protect the environment, promote prosperity and support developing sustainable communities. Developing our three market towns and surrounding rural areas; revitalising town centres; diversifying the economy; aiming to achieve smart growth; and improving the image of the area are central to the Council's ambitions.

Relevant Strategic Objectives

1, 2, 3, 7, 8, 9, 10 and 13

- 6.42 The Retail, Commercial and Leisure Study⁷², underpins the Council's approach to future planning for retail and service activities; which is to strengthen the role of each of the existing centres in Selby, Sherburn in Elmet and Tadcaster within the established retail hierarchy while supporting more localised facilities.
- 6.43 The 2009 Study assessed the need for further development for retail, commercial and leisure uses up to 2026. It also assessed deficiencies in current provision and the capacity of existing centres to accommodate new development. It provides the evidence for the strategic level policy (SP14) in the Core Strategy in relation to the retail hierarchy of the three main centres in the District. It will be also used as a starting point for developing more detailed site-specific and development management policies in further DPDs (for example reviews of the designated town centre boundaries currently established in the Selby District Local Plan) in association with any further updates. In the meantime the Study (or an update) can also be utilised by applicants and the Council when considering new town centre uses proposals.
- 6.44 The vision for established town centres and local facilities, across the retail hierarchy⁷³ is as follows:

Selby

- 6.45 Selby is at the top of the District's retail hierarchy and performs the role of a major district centre within the region. As the District's Principal Town it will be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.
- 6.46 Selby provides for a wide range of services and facilities for the local community and surrounding rural catchment as well as for the workforce and visitors. It has the highest market share and level of retail provision, providing a key retail destination for the central, southern and eastern parts of the District.
- 6.47 The town provides an attractive shopping area based on an interesting historic street pattern and including numerous listed buildings and a number of conservation areas. The streetscape around Selby Abbey is particularly noteworthy. However with the exception of Selby Park, adjacent to the centre and river frontage locations, there is generally limited green space, and street furniture.
- 6.48 Whilst some areas provide a pleasant shopping environment other parts have low quality signage and there are some vacant units. Some pedestrianised purpose built shopping areas are provided to the north and south of Gowthorpe, the main shopping street.
- 6.49 There is a variety of national multiple retailers and local independent traders as well as larger supermarkets (Morrisons, Tesco and

⁷² Selby District Retail, Commercial and Leisure Study (October 2009) Drivers Jonas for the District Council http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1826

⁷³ See also Economic Prosperity Background Paper BP12 for further information.

Sainsbury's). Some streets have become service dominated although there are a number of cafes with outside seating providing animation to the street scene. A number of offices (albeit in older converted properties) and dwellings complement the retail and service uses.

- 6.50 Although vacancy levels are higher than the national average, over the past decade the ranking of Selby has improved and it performs well against other comparable centres in the region. It has good signs of vitality and viability.
- 6.51 The Rive Ouse is a key feature of the town, running parallel to one of the shopping streets. The provision of modern flood defences and recent regeneration schemes, combined with long term plans for the creation of a linear park is having a positive effect on the local environment.
- 6.52 The market town character, and the prominent Abbey, combined with recent regeneration schemes create an attractive environment which should be used as a foundation for new investment to ensure the health of the town centre is sustained and enhanced.
- 6.53 There is capacity to plan for additional comparison floorspace to improve market share together with additional leisure facilities in Selby. There is no evidence to support additional convenience floorspace. Rather than providing for new commercial floorspace in the town centre, there should be a focus on improving the existing provision of B1 uses. The quality of the purpose built and accessible office space in existing office park locations should be maintained. It may not be possible to physically accommodate additional B1 floorspace to meet identified demand for bespoke office development⁷⁴ within the existing town centre and proposals for such uses outside of the town centre must accord with national guidance.

Tadcaster

- 6.54 Tadcaster provides essential services and facilities for the immediate needs of the local community and surrounding rural areas in the north western part of the District and beyond the District boundary, serving adjoining parts of Harrogate, Leeds and York Districts.
- 6.55 The town is environmentally attractive with high quality, historic streetscape and large well-maintained areas of open space. However, it is not considered vibrant as there are a high number of vacant units and visitor numbers are low due to the limited variety of consumer choice.
- 6.56 Historically, there have been a number of regeneration schemes proposed for Tadcaster town centre, by the Council, landowners and the community. Unfortunately none of these has come to fruition. However the Council remains committed to the regeneration of the town centre and is willing to collaborate with other parties to support delivery of the Core Strategy objectives in this respect.
- 6.57 Tadcaster town centre is largely dominated by service and administrative

⁷⁴ from the Employment Land Refresh 2010 - see Economic Prosperity Background Paper BP12

uses and a significant under-representation of convenience and comparison retailing. There is little competition in terms of variety and number of different retailers and distinct gaps in retail provision. There is a lack of national retail and leisure operators. However; although the retail offer is limited, it is distinctive with small scale independent businesses.

- 6.58 The centre has high and long term vacancy rates despite high interest in floorspace within the town. The inability to convert potential demand into take up has serious implications for the health of the centre and future vitality and viability.
- 6.59 Given the underperformance of existing facilities there is no justification for a major increase in comparison goods floorspace in Tadcaster and there is potential for only limited additional convenience goods retailing. The key to the future of Tadcaster is to protect the existing retail, commercial and leisure offer and to seek to reduce vacancy rates and expand the diversity of the range of town centre uses.

Sherburn in Elmet

- 6.60 Sherburn in Elmet functions as a Local Service Centre providing essential convenience retail, and other services and facilities for the immediate needs of the local community, South Milford and surrounding rural areas. It has a vibrant centre with successful local businesses with a good night time economy. It has high occupancy levels with generally high environmental quality (but with limited street furniture and green space).
- 6.61 The industrial estates situated on the edge of the town provide positive effects for the town centre, for example by supplementing lunch time trade, but this also create problems with car parking and general congestion.
- 6.62 To ensure the centre remains healthy into the future there is a need to diversify the uses, protect existing retail, commercial and leisure offer as well as plan for a modest increase in comparison floorspace in order to increase local market share. However, the scale of development needs to be effectively controlled in order that it retains its appropriate place in the retail hierarchy; and it is inappropriate to plan for major retail-led growth.
- 6.63 In tandem with further housing and employment development at Sherburn in Elmet, it is critically important that there is sufficient infrastructure and facilities in place to cater for any growth.

Local Shops and Services Outside Established Town Centres

- 6.64 The District is characterised by a large number of villages varying in size and levels of services and facilities. There are also a number of local shops and services located outside the established town centres in Selby, Sherburn in Elmet and Tadcaster. These provide a range of local shops and services for day-to-day needs to help support sustainable communities⁷⁵.

⁷⁵ See Figure 6 Key Diagram for settlement hierarchy

- 6.65 The protection of the vitality and viability of these local centres is important by restricting the loss of retail floorspace and preventing inappropriate change from existing facilities. The NPPF provides a range of development management considerations and the Core Strategy Policy SP14 includes relevant strategic development management criteria. Further detailed local policies may be developed through future Local Plan documents.
- 6.66 The Core Strategy establishes the general direction of retail and town centre policy and the spatial vision for the three town centres and remaining villages in the District. Annual monitoring and updating of town centre health checks will be undertaken to check progress of the implementation of the policy.
- 6.67 The following policy outlines the broad principles for town and village centres. The Core strategy seeks to protect the future health as well as the existing hierarchy and roles of all the District's centres, including promoting appropriate growth in the town centres and protecting existing facilities from inappropriate change. The Council wishes to seek to remedy deficiencies in local shopping and other facilities to help promote social inclusion.

Policy SP14 Town Centres and Local Services

A. Spatial Strategy

The health and wellbeing of town centres, and local shopping facilities and services will be maintained and enhanced by:

Selby Town Centre

- **Focussing town centre uses on Selby including retail, commercial, leisure, entertainment, food and drink, offices, hotels, indoor sports, recreation, and arts and cultural uses.**
- **Promoting the continued renaissance of the town centre through environmental improvements, floor space increases, and by diversifying the range of activities present.**

Sherburn in Elmet and Tadcaster Town Centres

- **Strengthening the role of Sherburn in Elmet and Tadcaster by encouraging a wider range of retail, service, and leisure facilities, to meet the needs of the local catchment area, provided proposals are of an appropriate scale and would not have a detrimental affect on the vitality and viability of Selby town as the main focus for town centre uses.**

Tadcaster

- **Promoting the regeneration of the town centre**
- **Protecting and enhancing the attractive historic core.**

Sherburn in Elmet

- **Securing improved infrastructure and services, including a modest increase in retail floorspace, to support expanding employment activity and housing growth. This may entail an extension to and /or remodelling of the existing centre.**

Local Shops and Services Outside Established Town Centres

- **Supporting local shops and services, including village shops and services, by resisting the loss of existing facilities and promoting the establishment of new facilities to serve the day-to-day needs of existing communities and the planned growth of communities.**

B. Strategic Development Management

The role and performance of the existing town centres of Selby, Tadcaster and Sherburn in Elmet will be strengthened, by:

- a) Ensuring proposals comply with national policy to protect existing retail, service and leisure facilities and provide for the expansion and diversification of town centre uses within the established retail hierarchy;**
- b) Focussing proposals for offices within the defined town centres or in office park locations subject to the sequential approach in the NPPF and as defined in site specific Local Plan documents;**
- c) Requiring all proposals within town centres to provide a high quality, safe environment and environmental improvements;**
- d) Ensuring new developments facilitate improved accessibility to the centres for all users including cyclists, pedestrians, those with special mobility needs and by public transport;**
- e) Effectively managing off-street parking; and**
- f) Identifying development opportunities through site specific Local Plan documents.**

7. Improving the Quality of Life

Introduction

- 7.1 The planning system has an important role to play in controlling the quality of both the built and natural environment. Selby District contains a range of important environmental assets including listed buildings, conservation areas, wildlife habitats and a range of landscapes. It is equally important to promote the health and wellbeing of existing communities.
- 7.2 In order to deliver the Council's vision for the area in a sustainable manner the Core Strategy seeks to enable the District and its residents to both mitigate and adapt to the future impacts of climate change. This is particularly important in Selby District that has significant areas that are at risk of flooding. The Core Strategy policies aim to reduce greenhouse gas emissions and protect resources, whilst providing opportunities to exploit realistic alternatives to 'fossil fuels' by promoting renewable energy (which will also combat fuel poverty and improve our energy security in the longer term).
- 7.3 Not only do policies seek to protect and enhance the District's assets, but all new development will be expected to contribute to improving the quality of life of residents through high quality design that is appropriate in its context and exploits opportunities to enhance local character and the way areas function.

Tackling Climate Change and Promoting Sustainable Patterns of Development

Introduction

- 7.4 There is an overwhelming body of scientific evidence that indicates that climate change is a serious and urgent issue. And whilst there are some remaining uncertainties about eventual impacts, the evidence is now sufficient that central Government is giving clear and strong guidance to policy makers about the pressing need for action.
- 7.5 Emissions of greenhouse gases, particularly carbon dioxide, are the main cause of climate change. Energy use in buildings accounted for nearly half of emissions in 2005 and more than a quarter came from energy we use in heat and light and to run our homes.
- 7.6 Energy security is also an important challenge. Many of the measures to cut carbon emissions also contribute to creating a healthy diversity of energy supply and addressing fuel poverty through lower bills for householders. The national 'Fuel Poverty Strategy' targets the three main factors that influence fuel poverty – household energy efficiency, fuel prices and household income. Core Strategies can seek to influence one of these strands - improving energy efficiency.

- 7.7 The planning system can address the causes and potential impacts of climate change by promoting policies which reduce energy use, promote energy efficiency, reduce emissions (including CO₂), and promote renewable and low carbon energy use. These objectives may also be achieved by influencing the location and design of development and promoting sustainable and inclusive patterns of urban and rural development.
- 7.8 Reduction of carbon dioxide emissions is one of the main elements of the climate change agenda, but preparing for the effects of climate change is just as important. Climate change is likely to have a range of impacts including higher summer temperatures and increased risk of flooding and droughts. The key message is that new developments should be low-carbon development and well adapted to the impacts of climate change.
- 7.9 The Core Strategy will set the vision for the District in the light of particular local circumstances and future Local Plan documents will address development management issues through more detailed criteria based policies and guidance.

Context

- 7.10 The Climate Change Background Paper⁷⁶ provides the wider justification and evidence for the inclusion of a suite of climate change and renewable energy policies within the Core Strategy. Summaries of, and full references to the documents referred to below are contained in that Paper.

National Policies and Strategies

- 7.11 The need for action to offset climate change is firmly embedded in national planning policy. In particular, the National Planning Policy Framework (NPPF) and the Planning and Energy Act 2008⁷⁷ all promote the provision of energy from renewable and/or low carbon sources. In determining planning applications, the NPPF sets out that local planning authorities should expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption. Wider issues of energy security, reducing fuel poverty, diversity of supply and energy efficiency, are raised in the Energy White Paper⁷⁸.
- 7.12 More recently the UK Low Carbon Transition Plan (2009) and UK Renewable Energy Strategy (2009) seek to deliver emission cuts and

⁷⁶ Climate Change and Sustainable Development Background Paper No.8

⁷⁷ And emerging Energy Bill 2012

⁷⁸ Energy White Paper, 2007 Meeting the Energy Challenge:

http://www.decc.gov.uk/en/content/cms/legislation/white_papers/white_paper_07/white_paper_07.aspx

suggest that the planning system must play a central role in supporting the deployment of renewable energy. The Strategy also promotes clean coal technology including carbon capture and storage (CCS) especially in key areas, such as Yorkshire and Humber.

Carbon Dioxide Emissions

- 7.13 Fossil fuels play a vital role in providing energy in the UK and globally. In the UK, DECC⁷⁹ wants to be able to maintain fossil fuels as part of a diverse and secure low-carbon energy mix. However, to avoid dangerous climate change, action is needed to substantially reduce the carbon dioxide emissions for these sources. Development and deployment of CCS has the potential to reduce the CO₂ emissions from power stations by around 90%, and make a significant contribution towards the UK and international climate change goals.

Design and Energy Efficiency

- 7.14 Whilst building standards for insulation and energy efficiency are not directly within the remit of the planning system, the Council, when considering development proposals will take into account the need to utilise energy efficient designs for all aspects including layout (e.g. orientation and passive solar energy).

Biodiversity

- 7.15 Climate change is one of the main drivers of biodiversity loss; however, biodiversity can also contribute to climate change mitigation and adaptation. The England Biodiversity Strategy seeks to ensure biodiversity considerations become embedded in all main sectors of public policy. Increasing the resilience of ecosystems will help the widest range of biodiversity to survive and adapt to climate change. Protection and creation of habitats (see also Policy SP18) will assist in achieving these aims.
- 7.16 Locally, the Yorkshire Wildlife Trust is identifying priority 'Living Landscapes', which seek to provide connectivity between important areas of wildlife which will improve the resilience of habitats and wildlife to climate change.

Water Resources

- 7.17 Climate change may put pressure on water resources and could impact on water quality due to the reduced ability of surface and ground water sources to dilute pollution. Due to historic over-abstraction there are significant pressures on water resources throughout the District. Protection of this resource may influence the location of certain development within the District, particularly uses which have a need for

⁷⁹ http://www.decc.gov.uk/en/content/cms/what_we_do/uk_supply/energy_mix/ccs/ccs.aspx

large quantities of water such as industrial processing or cooling.

Local Policies and Strategies

- 7.18 The Local Strategic Partnership's Sustainable Community Strategy contains a key theme on Climate Change and the Environment which, amongst other things, seeks to protect the natural environment in respect of special character and wildlife habitats, and improve and protect the quality of air, land and water in the District for local benefit, and to help reduce the negative effect of climate change. It expects local strategies to focus on: reducing and mitigating against flood risk; promoting energy conservation and domestic sources of renewable fuels; encouraging local power stations in the responsible use of renewable fuels; and contributing to the regional targets⁸⁰ for renewable energy.
- 7.19 The Council is a signatory to the Nottingham Declaration on Climate Change, which commits the Council to contributing to the delivery of the national climate change programme, preparing a plan with the local community to address the causes and effects of climate change, reducing its own emissions, encouraging all sectors of the local community to reduce their own emissions, working with key providers to adapt to changes, and providing opportunities for renewable energy generation within the area. The Council's own Climate Change Strategy also includes a number of detailed action plan targets.

Relevant Strategic Objectives

3, 6, 7, 8, 14, 15 and 16

Local Issues

- 7.20 The primary issues facing Selby District are how to ensure that sustainable patterns of development are promoted, which will contribute to mitigation of the effects of climate change and adaptation to such changes. In addition to the key objectives already outlined in Section 3, the key local issues are:
- Energy generation
 - Protection of groundwater
 - Flood risk management
 - Minimising travel growth

⁸⁰ NB. The regional targets were embodied in the Regional Strategy which has now been revoked.

Energy Generation

- 7.21 Drax and Eggborough power stations contribute significantly to the District green house gas emissions and as this power generation accounts for most of the District's emissions, we are unlikely to meet reduction targets. However, Government energy policy has highlighted security of supply issues arising from planned closures of a number of older coal-fired and nuclear power stations in the period to 2020, requiring greater reliance on continuing use of fossil fuelled generating plants and new investment in renewable and low carbon forms of energy generation. Implementation of this policy is demonstrated at Drax by the co-firing of biomass and the proposals to develop a biomass fuelled electricity generating plant. The policy recognises that energy is vital to economic prosperity and social well-being and so it is important to ensure the country has secure and affordable energy.
- 7.22 These existing fossil fuel power stations in the District play a vital role in providing energy as part of a diverse and secure energy mix (in addition to their economic role supporting local jobs and services). As such the Government's aim to reduce carbon emissions through the promotion of 'clean coal technologies', such as carbon capture and storage (CCS)⁸¹ will be a key issue for Selby over the plan period and beyond. While it should be recognised that CCS is a developing technology and not currently applicable on a commercial scale, the Government has recently announced it is committed to four commercial-scale CCS projects and money is to be made available for the first commercial scale CCS demonstration project.
- 7.23 Nonetheless, clean coal technologies/CCS will be generally supported in line with national policy, where appropriate alongside other lower carbon schemes and environmental improvement schemes at the District's power stations.

Groundwater

- 7.24 The District contains significant groundwater supplies including both the Sherwood Sandstone aquifer and the Magnesian Limestone aquifer (which provides a vital water supply for the brewing industry in and around Tadcaster). There are also a number of wells for potable water abstraction in the southern part of the District which form part of a larger well-field for public supply. This water resource is already over-committed.
- 7.25 In some areas the protective drift material is missing and therefore the public water supply is very susceptible to contamination. Consideration must be given to the protection of water quality and prevention of pollution to the ground water supply.
- 7.26 Climate change will lead to drier summers and wetter winters, increased flood risk in winter and a longer growing season. This will put

⁸¹ See Climate Change and Sustainable Development Background Paper BP8 for more information about technologies and the background for Policies SP15, SP16 and SP17

increased pressure on related infrastructure and water resources. There is therefore a need to protect existing resources and encourage water conservation measures and encourage water efficiency to help the District adapt to climate change and ensure sufficient water resources to meet its needs.

Flood Risk Management

- 7.27 Risk of flooding is a major issue for Selby District⁸². The Council's Level 1 Strategic Flood Risk Assessment (L1SFRA) shows that significant flood risks exist across relatively large areas of the District, which primarily affects Selby, and a number of villages.
- 7.28 As a significant number of potential development sites in Selby and other sustainable locations fall within higher flood risk areas, a 'Sequential Test' and a Level 2 Strategic Flood Risk Assessment have also been undertaken⁸³. The Sequential Test reveals that Sherburn in Elmet, Tadcaster and a number of the larger villages are relatively unconstrained in flood risk terms and can accommodate additional growth on low flood risk land. Selby is however relatively constrained and the Level 2 SFRA demonstrates how the impacts of potential flooding on the Olympia Park Strategic Development Site can be satisfactorily minimised and mitigated⁸⁴ without increasing flood risk elsewhere.
- 7.29 The District's susceptibility to flooding also provides opportunities unique to the area. For example, flood waters can be accommodated without harm to the built environment by creating natural flood water sinks such as wet woodlands, reedbeds and low lying pastures in flood risk areas. This both helps to prevent flooding and creates a wider range of natural habitats. The incorporation of Sustainable Drainage Systems (SuDS) promotes groundwater discharge; a particular local issue in this over-abstracted area as well as reducing run-off thus the risk of flooding. And where SuDS are designed to increase the value for wildlife, this enhances biodiversity resilience to climate change.

Minimising Travel Growth

- 7.30 One of the overriding objectives of the Core Strategy is to minimise the need to travel particularly in view of current high levels of out-commuting. The economic prosperity and housing land supply policies tackle this issue by directing new development to the most sustainable locations and by supporting Selby, Sherburn in Elmet and Tadcaster as hubs for rural economies, community and social infrastructure.
- 7.31 A complementary mechanism for reducing the need to travel is to encourage developers to provide a range of sustainable travel options through Travel Plans and Transport Assessments (in conformity with

⁸² See Figure 6 Key Diagram for indication of extent of areas of high flood risk, Zone 3

⁸³ Selby Strategic Flood Risk Assessment (SFRA)

⁸⁴ For further information see Background Paper No. 7 Strategic Development Sites

- prevailing guidance). Active traffic management and integrated demand management interventions are preferred to capacity improvements. The Council has actively contributed to the Third North Yorkshire Transport Plan (LTP3).
- 7.32 Despite the Core Strategy approach to reduce the need to travel, it is inevitable that some travel will always occur. Wherever possible, modern technology should be incorporated in to developments to reduce the impacts of development. Most recently the availability of electric cars means that charging points will become more widespread, and provision of these or other new technologies is encouraged.
- 7.33 The generally level terrain of the District lends itself to cycle use and the District is crossed by two National Cycle Routes (Route 65 – part of the Trans-Pennine Trail through Selby between Hull and Middleborough and; Route 66 through Tadcaster between Hull and Manchester via York). The focus of development on the main towns and Designated Service Villages, especially near to Selby itself, provide considerable scope for promoting cycling journeys for both work and pleasure through the construction of dedicated cycle lanes and provision of cycle facilities as part of new developments.
- 7.34 The Core Strategy can contribute to the objectives of tackling climate change and promoting sustainable development in a number of ways and these are cross cutting though all the Core Strategy policies. The following over-arching policy is intended to ensure development is sustainably located and that the design and layout of development reflects sustainable development principles, in a way which will minimise and mitigate the potential impacts of climate change.
- 7.35 The consideration of climate change issues will form an integral part of the site selection criteria when the Council promotes development options as part of the Site Allocations Local Plan (and more detailed requirements for assessing planning application through polices in the Development Management Local Plan).

Policy SP15 Sustainable Development and Climate Change

A. Promoting Sustainable Development

In preparing its Site Allocations and Development Management Local Plans, to achieve sustainable development, the Council will:

- a) Direct development to sustainable locations in accordance with Policy SP2;**
- b) Give preference to the re-use, best-use and adaption of existing buildings and the use of previously developed land where this is sustainably located and provided that it is not of high environmental value;**
- c) Achieve the most efficient use of land without**

compromising the quality of the local environment;

- d) Ensure that development in areas of flood risk is avoided wherever possible through the application of the sequential test and exception test; and ensure that where development must be located within areas of flood risk that it can be made safe without increasing flood risk elsewhere;**
- e) Support sustainable flood management measures such as water storage areas and schemes promoted through local surface water management plans to provide protection from flooding; and biodiversity and amenity improvements.**
- f) Ensure development proposals respond to land characteristics to minimise risks of erosion, subsidence and instability, and to exploit opportunities for reclamation and reinstatement of contaminated land.**

B. Design and Layout of Development

In order to ensure development contributes toward reducing carbon emissions and are resilient to the effects of climate change, schemes should where necessary or appropriate:

- a) Improve energy efficiency and minimise energy consumption through the orientation, layout and design of buildings and incorporation of facilities to support recycling;**
- b) Incorporate sustainable design and construction techniques, including for example, solar water heating storage, green roofs and re-use and recycling of secondary aggregates and other building materials, and use of locally sourced materials;**
- c) Incorporate water-efficient design and sustainable drainage systems which promote groundwater recharge;**
- d) Protect, enhance and create habitats to both improve biodiversity resilience to climate change and utilise biodiversity to contribute to climate change mitigation and adaptation;**
- e) Include tree planting, and new woodlands and hedgerows in landscaping schemes to create habitats, reduce the 'urban heat island effect' and to offset carbon loss;**
- f) Minimise traffic growth by providing a range of sustainable travel options (including walking, cycling and public transport) through Travel Plans and Transport Assessments and facilitate advances in travel technology such as Electric Vehicle charging points;**

- g) Make provision for cycle lanes and cycling facilities, safe pedestrian routes and improved public transport facilities; and**
- h) Incorporate decentralised, renewable and low-carbon forms of energy generation (in line with Policy SP16 and Policy SP17).**

Improving Resource Efficiency and Renewable Energy

National Context

- 7.36 National Planning Guidance in the NPPF establishes the requirement to; reduce energy use; promote water efficiency; reduce emissions, promote renewable energy use and increase development of renewable energy.
- 7.37 Most recently, The 2009 UK Renewable Energy Strategy and The UK Low Carbon Transition Plan 2009 explicitly require the planning system to support carbon reduction, and secure energy generation from renewable sources. This includes energy generated from dedicated biomass fuelled power stations, co-firing with coal and clean coal technologies.
- 7.38 From 2016 all new homes are intended to be zero carbon and new non-domestic buildings should be zero carbon from 2019. More demanding mandatory requirements for new homes to meet the 'Code for Sustainable Homes' standards are also being introduced alongside the development of standards such as BREEAM ratings for commercial buildings⁸⁵. These proposals will be supported by planned changes in the Building Regulations.

Relevant Strategic Objective

12, 15, 16 and 17

Local Context

- 7.39 Planning permissions have been granted for a number of renewable energy schemes including wind turbines and energy from waste, some of which are already operational. For example Rusholme Windfarm has capacity to generate 24 MW of electricity and the Selby Renewable Energy Park could produce up to 6 MW when fully functioning.
- 7.40 Recovering energy from waste adds value before final disposal (after other opportunities for recycling or composting have been explored). The North Yorkshire County Council, as Waste Disposal Authority

⁸⁵ See Background Paper 8 Climate Change and Sustainable Development, for further information on the Code and BREEAM

would deal with any planning applications for energy from waste schemes. Developments would be considered against the saved policies in the Waste Local Plan until such time as they are replaced by the emerging Waste Local Plan.

- 7.41 Both Eggborough Power Station and Drax Power Station produce energy from co-firing biomass. Drax Power has received planning permission for additional biomass handling equipment and infrastructure which will provide the capability to deliver a target of 500 MW (i.e. 12.5% of its output) from renewable fuels. In addition, Drax has applied to the Department of Energy and Climate Change for permission to build a dedicated biomass-fired renewable energy plant on land adjacent to Drax power station capable of producing nearly 300 MW of grid-connected electricity.
- 7.42 In the light of known planned schemes, and the existence of local coal mines and traditional coal fired power stations, Selby District is particularly well placed to exploit opportunities for carbon capture, clean coal technology and coal bed methane as well as potential for appropriate biomass, energy from waste and combined heat and power.
- 7.43 Proposals for carbon capture and storage (clean coal technology) may be of such a scale as to be determined at national level rather than the District Council as planning authority. Proposals for coal bed methane extraction are a minerals matter and therefore fall within the remit of North Yorkshire County Council as the minerals authority. Planning applications will be considered against the relevant saved policies in the Minerals Local Plan until replaced by the emerging Minerals Local Plan.

Local Targets

- 7.44 With the changes in the planning system, Government has given much greater planning responsibilities to Local Authorities and top-down target-setting is being removed. As a result, communities will have both the responsibility and the opportunity to deal with the impacts of climate change.
- 7.45 Understanding the potential for the supply of and demand for renewable and low-carbon in a local area is an essential starting point in considering the opportunities to move to low-carbon communities.
- 7.46 Studies at sub-regional level (2004 and 2005)⁸⁶ reviewed technical constraints and opportunities for renewable energy developments and undertook some landscape sensitivity assessment.
- 7.47 Evidence from the studies has been used to establish a local target for indicative potential, installed, grid-connected renewable energy within Selby District of 32 megawatts by 2021.
- 7.48 A further sub-regional study⁸⁷ assessed the potential for the full range of renewable energy technologies in the District as well as looking at

⁸⁶ For SREATS see Background Paper 8 for website link to reports and further information.

the possible constraints to implementation as a basis for further local studies and ultimately potentially identifying local targets. The current target of 32 MW by 2021 may therefore be revised. The range of renewable technologies includes: Solar thermal, Photovoltaics, Wind, Biomass, Fuel cells, Energy from waste (Biological and Thermal), Hydro, Heat pumps, Wave and Tidal, and CHP or CCHP⁸⁸.

- 7.49 It is appropriate to adopt renewable energy targets locally through the Core Strategy based on the substantial evidence available at regional and sub-regional level. The Council will continue to encourage the provision of new sources of renewable energy generation, provided any harm to the environment and other adverse impacts are minimised and clearly outweighed by the need for and benefits of the development.
- 7.50 The NPPF requires that local planning authorities adopt proactive strategies to mitigate and adapt to climate change in line with the objectives and provisions of the Climate Change Act 2008. To help increase the use and supply of renewable and low carbon energy, the NPPF requires local planning authorities to recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources. They should have a positive strategy to promote energy from renewable and low carbon sources. To support the move to a low carbon future, local planning authorities should when setting any local requirement for a building's sustainability, do so in a way consistent with the Government's zero carbon buildings policy and adopt nationally described standards. The regional and sub-regional research established a 10% requirement for energy from decentralised⁸⁹, and renewable⁹⁰ or low-carbon sources⁹¹ on developments meeting a size threshold, and subject to type of development, design and feasibility/viability. This requirement is carried forward in the Core Strategy, and the Olympia Park Strategic Development Site and key sites allocated in future Local Plans will be expected to derive the majority of their energy needs from such sources in the light of local circumstances.
- 7.51 Changes to building regulations⁹² and the move to zero-carbon buildings will push the boundaries of current energy efficiency and encourage greater use of decentralised and renewable energy. Therefore, authority-wide targets to secure decentralised energy supply to development may in time become redundant however they remain an important interim measure. Further, site specific or development specific targets may still be justified by local circumstances and could be introduced through future Local Plan documents /SPDs.
- 7.52 In addition to contributing towards carbon-reduction by supporting the

⁸⁷ 'Renewable and Low Carbon Energy Capacity Study for Yorkshire and Humber Part B: Opportunities and Constraints Mapping – Draft Report', April 2010, AECOM for Local Government Yorkshire and Humber <http://www.lgyh.gov.uk/dnlds/YH%20Part%20B%20report.pdf>

⁸⁸ The Climate Change and Sustainable Development Background Paper 8 provides further details.

⁸⁹ See Glossary

⁹⁰ See Glossary

⁹¹ See Glossary

⁹² Proposed 2013 revisions to Part L of Building Regulations

full range of renewable energy technologies, the Council will seek to improve resource efficiency in new build developments as a contribution to tackling climate change. Wherever possible, developments will be encouraged to meet national standards and best practice schemes, which seek to improve environmental standards, moving towards the Governments target of zero carbon development (Code for Sustainable Homes and BREEAM)⁹³.

- 7.53 In view of national expectations as well as the impending mandatory requirements for the Code levels, the following strategic policies require development schemes to employ the most up-to-date national regulatory standards for Code for Sustainable Homes on residential schemes, and BREEAM standards on non-residential schemes until such time as replaced by specific local requirements through further Local Plan documents or SPDs.

Strategic Development Management Issues

- 7.54 Although the District contains some international, national and locally designated protection areas, none would automatically preclude renewable energy developments. However, elements of many, renewable energy projects would conflict with the openness of the Green Belt and are therefore inappropriate within the NPPF definition. In such cases, developers will need to demonstrate very special circumstances that clearly outweigh any harm to the Green Belt and also be in accordance with Policy SP3. Very special circumstances may include wider environmental benefits associated with increased production of energy from renewable sources.
- 7.55 Each application will be considered on its individual merits subject to national and local policies with careful consideration given to cumulative impacts where a number of proposals come forward. For example, schemes such as wind farms which have the potential to impact on international nature conservation sites (there are three Natura 2000 sites in the District) will need careful consideration⁹⁴.
- 7.56 Submitting good quality information with planning applications on energy demand and savings is a means of demonstrating that development proposals meet policy objectives for incorporating a proportion of energy from low-carbon, renewable and decentralised sources. The Council will expect developers to submit such energy statements and any necessary viability assessments in order to assess compliance with the Core Strategy policies, including whether schemes are demonstrably unviable or impractical.
- 7.57 Future Local Plan documents, SPDs and guidance will consider setting local targets and requirements and tackle detailed issues such as siting and design, landscape and cumulative visual impact, noise/odour,

⁹³ See Climate Change Background Paper BP8 for further information on the Code and BREEAM

⁹⁴ The European Commission has published guidance (November 2010) on wind farm development in protected natural areas. The guidelines apply to the Natura 2000 network. The document notes that “while in general terms wind energy does not represent a threat to wildlife, poorly sited or designed wind farms can have a negative impact on vulnerable species and habitats”.

habitat or species disturbance. The Site Allocations Local Plan will consider whether it is appropriate, based on further evidence, to identify suitable areas for renewable and low carbon sources. Proposals for conversion of historic buildings and developments in conservation areas will require special consideration to assess the practicality of incorporating on-site renewables against the objectives of the designation to ensure they will not be compromised.

Policy SP16 Improving Resource Efficiency

In order to promote increased resource efficiency unless a particular scheme would be demonstrably unviable or not feasible, the Council will require:

- a) New residential developments of 10 dwellings or more or non-residential schemes of 1000 m² gross floor space or more, to provide a minimum of 10% of total predicted energy requirements from renewable, low carbon or decentralised energy sources (or else in accordance with the most up to date revised national, sub-regional or local targets).**
- b) Strategic Development Sites identified in the Core Strategy and key sites identified in future Local Plan documents to derive the majority of their total energy needs from renewable, low carbon or decentralised energy sources. Developers to investigate particular opportunities to take advantage of any or a combination of the following for example:
 - i) Local biomass technologies,**
 - ii) Energy from waste (in accordance with the County Waste Policies),**
 - iii) Combined Heat and Power schemes, and**
 - iv) Community Heating Projects.****
- c) Development schemes to employ the most up-to-date national regulatory standards for Code for Sustainable Homes on residential schemes, and BREEAM standards on non-residential schemes until such time as replaced by specific local requirements through further SPDs or Local Plan documents.**

Policy SP17 Low-Carbon and Renewable Energy

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

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

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

C. All development proposals for new sources of renewable energy and low-carbon energy generation and supporting infrastructure must meet the following criteria:

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

Schemes may utilise the full range of available technology including;

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

D. In areas designated as Green Belt, elements of many renewable energy projects will comprise inappropriate development and in such cases applicants must demonstrate very special circumstances if projects are to proceed and proposals must meet the requirements of Policy SP3 and national Green Belt policies.

Protecting and Enhancing the Environment

Introduction

- 7.58 Selby District contains a wealth of natural and man-made resources in terms of its heritage assets, natural features and wildlife habitats, some of which have received national and international recognition. Many of these resources are irreplaceable and their loss, depletion or fragmentation should be avoided. A number of these contribute to the District's Green Infrastructure, consequently providing accessible opportunities to improve the health and well being of the community.

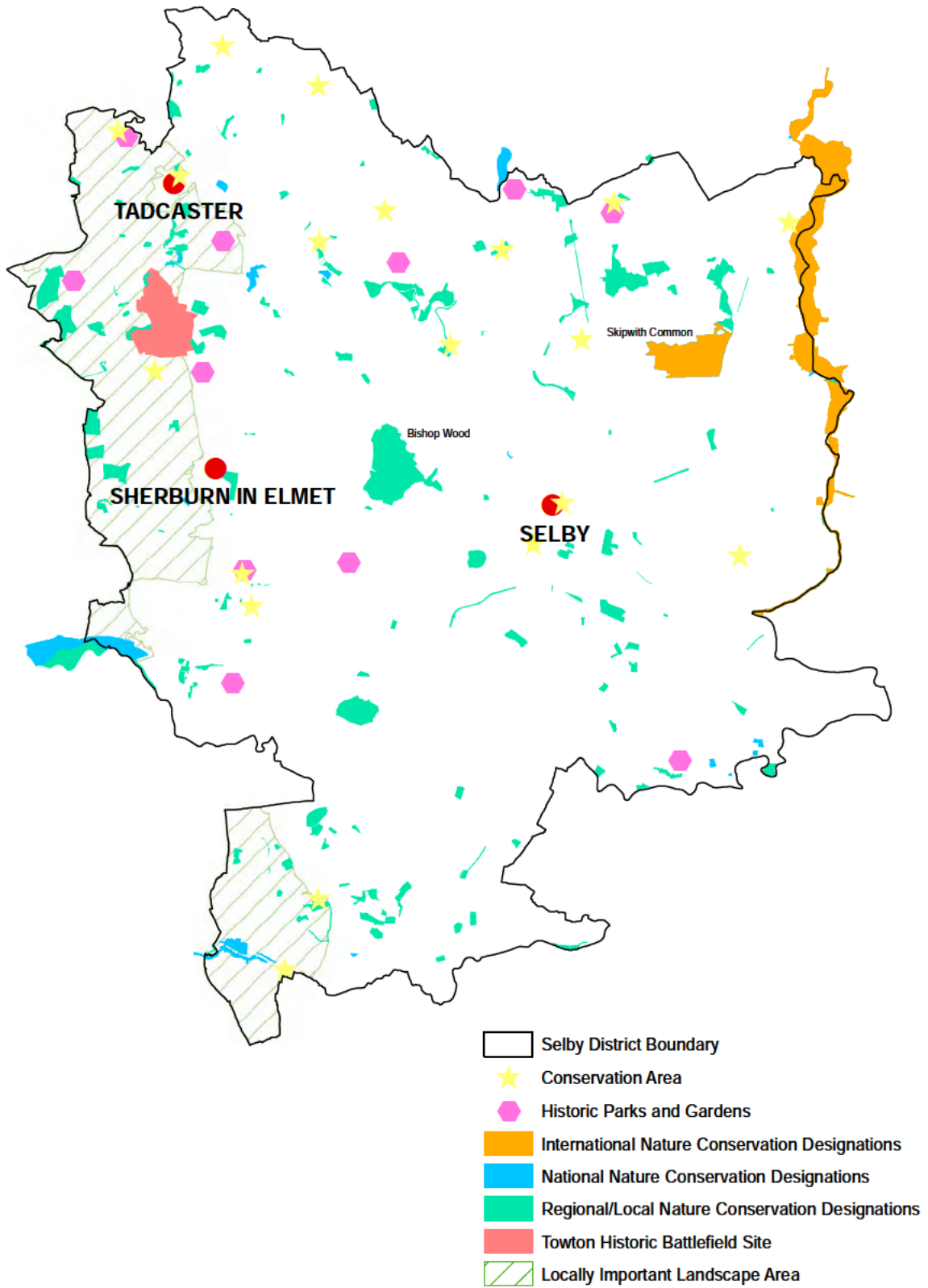
Context

- 7.59 The Council values the distinctive assets that are particular to the District and seeks to improve knowledge of what is here, how it can become multifunctional through identifying opportunities, and gain maximum benefits from partnership working with expert bodies in the field, in order to support the environment.
- 7.60 This approach is supported by principles established in the NPPF for conserving and enhancing the natural and historic environments.
- 7.61 The evidence that supported former Regional Spatial Strategy policies also remains valid.
- 7.62 The Council also has a duty under the Natural Environment and Rural Communities Act to have regard to conserving biodiversity in all of its functions, and similar duties with regard to heritage assets. Protecting the historic and natural heritage of the District and, where possible improving it, is therefore a key issue for the local plan and reflects similar priorities in the Selby Sustainable Community Strategy (2010-2015) concerning the future wellbeing of our three Market Towns and surrounding rural areas and the desirability of improving the 'physical, natural and wider environment'. The Council seeks to exploit all emerging opportunities to the benefit of its precious environmental assets.

Relevant Strategic Objectives

2, 3, 11, 12, 14, 15, 16 and 17

Map 8 Environmental/Cultural Assets



Local issues

- 7.63 The provision of new green spaces and green infrastructure will be dependent on a combination of development proposals coming forward and co-operation with a range of landowners and infrastructure providers.
- 7.64 The Council has a series of Conservation Character Assessments dating from 1995 to 2003. A comprehensive review of the Assessments is being undertaken to help improve knowledge of individual conservation areas and their heritage assets, and to update management proposals and maintenance guidance. The Council will, as resources permit, encourage local communities to identify those elements of their historic environment which they consider to be important to their locality and to develop a strategy for their appropriate management.
- 7.65 Core Strategy objectives 11, 14, 16 and 17 recognise the strategic importance of protecting and enhancing natural and man-made assets. These assets play an important role in the District from enhancing the quality of life to providing local identity.
- 7.66 The Council is also committed to waste management and prioritises waste reduction above all other methods of management, and in order to achieve this will continue to support North Yorkshire County Council in implementing the priorities of its strategy⁹⁵ for sustainable waste management through the York and North Yorkshire Waste Partnership. Waste reduction is a key step towards maintaining, protecting and improving quality of life, for example, the re-use of secondary aggregates such as ash, which may contribute to the production of building materials from a sustainable source.
- 7.67 The main elements of the diverse range of assets that exist in the District (and which Policy SP18 seeks to protect and enhance) are:
- International, national and local areas of wildlife and ecological value. The River Derwent, Lower Derwent Valley and Skipwith Common are sites with European conservation status (Special Areas for Conservation under the UK Natura 2000) and the Lower Derwent Valley is also designated a Ramsar Wetland of International Importance
 - 13 Sites of Special Scientific Interest, which have national status, and are categorised as some of the country's best wildlife sites. In addition there are over 100 designated local Sites of Importance for Nature Conservation (SINCs), including species rich grassland, ancient woodlands and wetlands;
 - The open countryside – best and most versatile agricultural land; and its character, landscape and appearance – the District has a high proportion of land in the highest quality agricultural

⁹⁵ Revised Municipal Waste Management Strategy for York and North Yorkshire 'let's talk less rubbish'. <http://www.northyorks.gov.uk/CHttpHandler.ashx?id=381&p=0>

classifications and partly making up the Humberhead Levels;

- A large number of important medieval sites, particularly moated and manorial sites, especially in the Vale of York and in the drier areas of the north and west of the Humberhead Levels.
- The legacy of buildings and structures associated with its ecclesiastical history including Selby Abbey (one of the few remaining Abbey churches of the medieval period); Cawood Castle (the former residence of the medieval Archbishops of York); and The Bishop's Canal (which was built to transport stone for the construction of York Minster)
- The Registered Battlefield at Towton – the bloodiest engagement ever fought on British soil, and a pivotal battle in the Wars of the Roses;
- The numerous significant (currently undesignated) archaeological remains along both the Southern Magnesian Limestone Ridge and within the Humberhead Levels.
- Heritage assets on the Heritage at Risk Register that require a sustainable future – particularly the District's moated sites, Huddleston Hall, and the buildings at Abbot's Staithe;
- The form and character of settlements;
- Green infrastructure including:
 - Land of recreational and amenity value
 - Green corridors
 - Lakes, ponds and wetlands
 - Linear features such as rivers and canals
- Public Rights of Way;
- Groundwater – the important water resource of the Sherwood Sandstone Aquifer and the Magnesian Limestone Aquifer are located beneath the District; and
- Air quality.

7.68 The Lower Derwent Valley affects several local authority areas and the Council recognises the need for co-operation with adjoining local authorities and other organisations in order to safeguard its special landscape of great agricultural, historic, cultural, environmental and landscape value.

7.69 Many of the above provide easy access to green space for the local community and create the opportunity to take part in green exercise (exercise taken in natural spaces⁹⁶) and increase levels of physical activity.

7.70 Yorkshire Wildlife Trust has a vision for a connected ecological

⁹⁶ Health, place and nature – How outdoor environments influence health and well-being: a knowledge base. Sustainable Development Commission 01/04/08

network within Yorkshire and the Humber through 'A Living Landscape' in order to rebuild biodiversity. Many of the assets in the District fit the criteria, and it is considered an important scheme to help maximise the multifunctionality of the environment.

7.71 The Council is committed to working with a wide range of bodies including Natural England, Yorkshire Wildlife Trust, English Heritage and the Environment Agency in order to achieve an environment that is enhanced and protected. For example, a strong partnership approach has been established through the preparation and implementation of the Selby Biodiversity Action Plan, which was adopted in August 2004. The Council will also continue to contribute to the development of the Leeds City Region Green Infrastructure Strategy, and to take account of its emerging priorities.

7.72 Designations of specific areas such as Sites of Importance for Nature Conservation, Landscape Character Assessments, heritage assets, Conservation Areas, Local Amenity Areas and wider landscape character issues will be considered in future Local Plan Documents and shown on the Proposals map. Until such time, sites identified in the adopted Selby District Local Plan will continue to be afforded protection.

Policy SP18 Protecting and Enhancing the Environment

The high quality and local distinctiveness of the natural and man-made environment will be sustained by:

- 1. Safeguarding and, where possible, enhancing the historic and natural environment including the landscape character and setting of areas of acknowledged importance.**
- 2. Conserving those historic assets which contribute most to the distinct character of the District and realising the potential contribution that they can make towards economic regeneration, tourism, education and quality of life.**
- 3. Promoting effective stewardship of the District's wildlife by:**
 - a) Safeguarding international, national and locally protected sites for nature conservation, including SINCs, from inappropriate development.**
 - b) Ensuring developments retain, protect and enhance features of biological and geological interest and provide appropriate management of these features and that unavoidable impacts are appropriately mitigated and compensated for, on or off-site.**
 - c) Ensuring development seeks to produce a net gain in biodiversity by designing-in wildlife and retaining the natural interest of a site where appropriate.**

- d) **Supporting the identification, mapping, creation and restoration of habitats that contribute to habitat targets in the National and Regional biodiversity strategies and the local Biodiversity Action Plan.**
4. **Wherever possible a strategic approach will be taken to increasing connectivity to the District's Green Infrastructure including improving the network of linked open spaces and green corridors and promoting opportunities to increase its multi-functionality. This will be informed by the Leeds City Region Infrastructure Strategy.**
5. **Identifying, protecting and enhancing locally distinctive landscapes, areas of tranquillity, public rights of way and access, open spaces and playing fields through Development Plan Documents.**
6. **Encouraging incorporation of positive biodiversity actions, as defined in the local Biodiversity Action Plan, at the design stage of new developments or land uses.**
7. **Ensuring that new development protects soil, air and water quality from all types of pollution.**
8. **Ensuring developments minimise energy and water consumption, the use of non-renewable resources, and the amount of waste material.**
9. **Steering development to areas of least environmental and agricultural quality.**

Design Quality

Introduction

- 7.73 Government Policy and Guidance recognises that good design is a key element in achieving sustainable development through creating attractive, useable, durable and adaptable places that people want to live in. To build upon the District's rich environment and restore areas in need of regeneration, good urban design, landscape design and high quality architecture that respects local heritage are essential. This will assist with developing vibrant safe places with a distinct identity that provide healthier places for those living, working or visiting the District.

Context

- 7.74 The Council shares the objectives of government policy to create places, streets and spaces which meet the needs of people, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity and maintain and improve local character.

- 7.75 Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. The District is an attractive place to live and work, with its high quality countryside and vibrant towns and communities, with distinctive character and historic assets. Developers are expected to bring forward sustainable and environmentally friendly new housing developments. Design which is inappropriate in its context, or which fails to take opportunities available for improving the character and quality of an area and the way it functions will not be accepted.
- 7.76 Spaces between built developments are equally important and new open spaces should improve the quality of the public realm through good design to create places where people can meet and socialise.

Relevant Strategic Objectives

8, 11, 12, 14 and 15

Local Issues

- 7.77 The Council's commitment to "improve the quality of life for those who live and work in the District" is reinforced by strategic themes in the Corporate Plan such as, protecting the environment, promoting healthier communities and promoting community safety. Current priorities which include working with our communities to provide a safer environment, valuing our environment and reducing our carbon footprint, all support the need for more robust design policies.
- 7.78 Similar objectives are included in the Selby Sustainable Community Strategy and the Council's Climate Change Strategy, which promotes carbon reduction measures and policies, including sustainable construction methods. The Selby District Community Safety Partnership Plan, (2008-2011), also prioritises safer neighbourhoods designing out crime.
- 7.79 In order to improve the quality of design in villages the Council is working in partnership with local communities to prepare Village Design Statements (VDSs) which it has adopted as Supplementary Planning Documents. These and any future Design Codes give advice and guidance to anyone who is considering any form of development no matter how large or small. They set out the elements that make up local character in order to improve the quality of design where change is proposed. The adopted documents should be taken into account by householders, businesses and developers and form an integral part in the decision making process when the District Council considers formal planning applications.
- 7.80 The quality of design in its local context is more important than relying on a minimum housing density figure to benchmark development.

Development should make the best and most efficient use of land, but it should also provide choice and variety that reflects up to date housing needs surveys (and other such evidence) and considers the quality of the local environment. Therefore the Council does not propose to set a development density figure in this strategic plan, but may identify particular design requirements including indicative densities and /or specific allocations as part of future local plan documents.

- 7.81 New developments need to be planned positively to ensure high quality and inclusive design for individual buildings, public and private spaces that are locally distinctive and responsive to their unique location. The diverse needs of people should also be considered so that barriers are broken down in a way that benefits the whole community.
- 7.82 Well designed sustainable communities can contribute to improved health and social well-being. The principles of ‘active design’⁹⁷ and access to good quality green infrastructure allow more participation in exercise including more walking and cycling. There are therefore health gains in the layouts of new developments; transport and green infrastructure plans (see also other Core Strategy policies).
- 7.83 Selby District is recognised as a low crime area and the reduction in crime is continuing, however, the fear of crime is a significant concern. Therefore it is important to create a high quality public realm which can accommodate the needs of all people and create public places where people feel safe and at ease with reduced opportunity for crime and reduced fear of crime, particularly through active frontages, inclusion of natural surveillance, and distinctions between public and private spaces. The same considerations should also be given to proposals for new development including new housing by ensuring that schemes adopt the principles of Secured by Design⁹⁸ (SBD). The Secured by Design Developers Award is a certificate given to building developments which, following consultation with local Crime Prevention Design Advisors (sometimes called Architectural Liaison Officers), are built to conform to the SBD guidelines and so reduce the opportunity for crime. Such requirements are a key element in the Building for Life standards.
- 7.84 New development should not just be sustainable by way of its location but through the materials and techniques used for construction, its energy efficiency, and water and waste arrangements. The impact and function of the development over its lifetime needs to be considered in the design process to ensure that areas can adapt in the future. Expectations for meeting nationally recognised standards (such as the Code for Sustainable Homes and BREEAM) are also dealt with in the climate change section of this Core Strategy.

⁹⁷ Active Design is an innovative set of design guidelines published by Sport England, to promote opportunities for sport and physical activity in the design and layout of development

⁹⁸

- 7.85 The Council therefore supports the key principles of the Building for Life⁹⁹ scheme as this supports the Council's sustainable development objectives to meet the needs of the District's residents in the longer term.
- 7.86 Building for Life is the national standard for well-designed homes and neighbourhoods and promotes design excellence in the house building industry. The 20 Building for Life criteria embody a vision of functional, attractive and sustainable housing. New housing developments are scored against the criteria to assess the quality of their design. 'Lifetime Neighbourhoods' is a similar concept, which seeks to achieve well-designed communities.
- 7.87 'Lifetime Homes' is a design concept aimed at providing internal and external environments, which are constructed to standards that ensure houses properly meet people's needs throughout their lives or can be easily adapted to meet special circumstances such as physical disability (temporary or permanent)¹⁰⁰. The Council is keen to encourage all new housing developments to attain these standards. Future local plan documents or SPDs will consider detailed requirements.
- 7.88 The Council is a partner in the York Design Review Panel in cooperation with neighbouring authorities to consider the design qualities of major development proposals. At a more local level, the Council also offers pre-application discussions which include design advice.

Policy SP19 Design Quality

Proposals for all new development will be expected to contribute to enhancing community cohesion by achieving high quality design and have regard to the local character, identity and context of its surroundings including historic townscapes, settlement patterns and the open countryside.

Where appropriate schemes should take account of design codes and Neighbourhood Plans to inform good design.

Both residential and non-residential development should meet the following key requirements:

- a) Make the best, most efficient use of land without compromising local distinctiveness, character and form.**
- b) Positively contribute to an area's identity and heritage in terms of scale, density and layout;**
- c) Be accessible to all users and easy to get to and move through;**

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¹⁰⁰

- d) Create rights of way or improve them to make them more attractive to users, and facilitate sustainable access modes, including public transport, cycling and walking which minimise conflicts;**
- e) Incorporate new and existing landscaping as an integral part of the design of schemes, including off-site landscaping for large sites and sites on the edge of settlements where appropriate;**
- f) Promote access to open spaces and green infrastructure to support community gatherings and active lifestyles which contribute to the health and social well-being of the local community;**
- g) Have public and private spaces that are clearly distinguished, safe and secure, attractive and which complement the built form;**
- h) Minimise the risk of crime or fear of crime, particularly through active frontages and natural surveillance;**
- i) Create mixed use places with variety and choice that compliment one another to encourage integrated living, and**
- j) Adopt sustainable construction principles in accordance with Policies SP15 and SP16.**
- k) Preventing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water, light or noise pollution or land instability.**
- l) Development schemes should seek to reflect the principles of nationally recognised design benchmarks to ensure that the best quality of design is achieved.**

8. Implementation

Introduction

- 8.1 Effective monitoring has an essential role in policy development. It is important that checks are in place to ensure that the plan is being implemented correctly. Continuous monitoring enables achievements and changing circumstances to be identified, where policy changes may be required and to ensure that policies remain relevant and that a sufficient supply of land for development exists.
- 8.2 The Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2011 currently requires the local planning authority to publish an authorities monitoring report (AMR) every year relating to key issues to be determined. This will be the main mechanism for assessing the Core Strategy's performance and effects, once adopted.
- 8.3 Up until the adoption of the Core Strategy, the Council's AMR sets out the framework for monitoring the existing Selby District Local Plan policies and proposals. It was based on recent Government guidance and has been developed to reflect the concept of 'plan, monitor, and manage'. Central to this was the setting of objectives, defining policies, setting of targets and measuring of indicators.
- 8.4 Following the adoption of this Core Strategy, one of the key roles of the Council's future AMRs will be therefore to monitor the success of delivery of the Core Strategy. The ongoing monitoring of the extant SDLP policies and proposal will be phased out as they will be superseded by future local plan documents.
- 8.5 The AMR will be developed to assess both the extent to which the policies set in local development plan documents are being achieved and progress in preparing these documents against milestones in the Local Development Scheme.

Indicators and Targets

- 8.6 There are three types of output indicators addressed in the AMR:

National Indicators

These are national indicators set out by the Department of Communities and Local Government. The indicators relate to key planning matters. All Local Authorities have to provide data for these indicators enabling a regional and national picture to be built.

Local Indicators

Local Indicators are not mandatory government requirements but are set by each Local Planning Authority and are those required to address the outputs of policies not covered by the core output indicators, but which are important locally.

Significant Effect Indicators

Monitoring of significant effects will be based on the baseline data and indicators in the Council's Sustainability Appraisal Reports.

Monitoring of such data should enable a comparison to be made between the predicted effects and the actual effects measured during implementation of the policies.

- 8.7 To enable the performance of the Core Strategy to be assessed all the targets are set out in Figure 13 below. Where there is some unavoidable duplication between policy outcomes, the targets are not repeated for each.
- 8.8 Monitoring of the targets and indicators will enable the LPA to identify:
- Any significant effects that the core strategy is having on the delivery of sustainable development.
 - The extent to which policies within the Core Strategy are being implemented.
 - Whether the policies are working successfully and if they are not to explain why not.
 - If any of the Core Strategy policies needs reviewing.
- 8.9 As indicated in both the AMR and government guidance the development of a monitoring framework will take time to fully establish. Whilst a wealth of indicators is necessary to ensure a robust measure of the plan's performance, it is important to curtail the number of indicators with targets to ensure that it remains practical to collect the necessary information.
- 8.10 Additional indicators will be required to measure future local plan documents and all of these will be brought together in the Council's AMR.

Implementation and Review

- 8.11 Should annual monitoring of key indicators set out in Figure 13 below reveal any significant failure(s) to meet targets the Council will take action to rectify the situation as soon as possible. This could include actions needed either by the Local Authority or its partners to improve delivery. Alternatively it might identify a need for a partial or full review of the local plan document.
- 8.12 Given the spatial dimension of the Core Strategy and its policies, a partnership implementation approach will be required including public, private and voluntary bodies. The Council has neither the powers nor the resources to implement the Core Strategy alone.
- 8.13 In relation to individual areas or site-specific spatial development projects the partnership will consist of the Council, together with government bodies, any local regeneration or community partnership, and the private sector. Other District wide or non-spatial aspects will

be delivered in conjunction with the Selby Local Strategic Partnership. Detailed delivery schedules on the implementation of individual local plan documents will be contained within the respective document.

- 8.14 The Local Development Scheme (LDS) sets out the programme for producing other general and area specific development plan documents that will support the Core Strategy. The LDS, as a key project management tool, will ensure that the policies and proposals of the Core Strategy are brought forward in such a way that ensures areas of greatest priority and need are tackled first. This will help to secure implementation and timely delivery of the Core Strategy's objectives.

Figure 13 Core Strategy Performance Indicators

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		<i>What are we trying to achieve?</i>	<i>What will we keep a check on in order to see if the policy is working?</i>	<i>What is the measure to check if the policy has been successful in achieving the intended outcome?</i>	<i>Who will implement the policies?</i>
Spatial Development Strategy and Housing Land Supply					
SP1 Presumption in Favour of Sustainable Development	All	Delivery of sustainable development	See all Indicators for all Policies as set out below	See all Targets for all Policies as set out below	Selby District Council (SDC)
SP2/SP4 Spatial Development Strategy/ Management of housing development in settlements	1, 2, 3, 4 ,5, 6, 7 ,8, and 14	Concentrating development in towns and local service centres; Concentrating on reusing previously developed land.	Proportion of new development with planning permission / completed in Selby, Sherburn in Elmet, and Tadcaster. By PDL	At least 51% of all development within towns and local service centres.	SDC Landowners Developers
SP3 Green Belt	1, 2, 3, 4	Protection of Green Belt. Alteration of boundaries only in exceptional circumstances	Scale and Type of new development in Green Belt	Nil approvals of inappropriate development in Green Belt	SDC Landowners / developers

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
SP5/SP7 Scale and Distribution of Housing/ Olympia Park Strategic Development Site	1, 3, 4, 5, 6, 7, 8 and 14	Meeting established housing target in accordance with preferred spatial distribution.	Overall completions. Amount of new development completed by location. (Selby, Sherburn in Elmet, Tadcaster, Designated Service Villages and Secondary Villages) Modal split of those accessing the Olympia Park site.	450 dwellings completions per year District wide. Minimum of 7200 new dwellings up to 2027 - distributed approximately as set out in policy. Target to be determined through a future Travel Plan.	SDC Developers Landowners
SP6 Housing Land Supply	1, 2, 3, 5, 7 and 8	Maintenance of a Five Year land supply Housing delivery achieves or exceeds the annual housing target.	Number of dwellings with planning permission Amount of new development approved by location (Selby, Sherburn in Elmet, Tadcaster, Designated Service Villages and Secondary Villages).	To achieve a 5-year land supply Planning permissions by settlement hierarchy.	SDC Landowners Developers
Creating Sustainable Communities					
SP8 Housing Mix	5	Mixed and balanced communities meeting identified demand and profile of households.	Completed new dwellings by number of bedrooms and dwelling type.	To match housing mix requirements in SHMA or latest housing market assessment/needs survey.	SDC Homes and Communities Agency (HCA) Registered Providers (RPs) Developers

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
SP9 Affordable Housing	2, 3 and 5	To provide for the identified housing needs of District residents unable to access open market housing.	<p>Level of affordable housing approved and completed</p> <p>Proportion of affordable homes by tenure</p> <p>Range of dwellings types.</p> <p>Committed sums collected and spent on providing affordable homes.</p>	<p>Meet the overall target for affordable housing provision of 40%, from all sources (unless viability case proven).</p> <p>To broadly achieve a tenure mix of 30-50% for intermediate housing and 50-70% for social renting, through new affordable housing or in line with up to date evidence.</p> <p>To reflect the size and types of homes in the market housing scheme or reflect SHMA/local needs assessment for 100% AH schemes</p> <p>That 100% of collected monies are spent on providing AH</p>	<p>SDC</p> <p>HCA</p> <p>RPs</p> <p>Developers</p> <p>Landowners</p>
SP10 Rural Exceptions	2, 3 and 5	To provide rural affordable housing to meet identified needs in smaller settlements and rural areas where other	Number of dwellings in 100% affordable housing schemes or appropriate mixed Rural Exception Sites with planning	To meet identified local needs in terms of numbers, sizes, types and tenure.	<p>SDC</p> <p>HCA</p> <p>RPs</p>

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		opportunities are not available through SP9.	permission / completed within or adjoining Development Limits in rural villages.		Developers Landowners
SP11 Travelling Community	3, 4, 5, 6, 8, 9 and 17	To cater for the needs of all sectors of the community.	Number of pitches with planning permission / completed for gypsies / travellers. Number of new 'quarters' with planning permission / completed for Showpersons.	To meet identified needs from an up-to-date local needs assessment. 5 Year Supply of deliverable sites. Broad locations for growth in Sites Allocations Local Plan if required.	SDC Landowners Travelling Community RPs NYCC
SP12 Access to services, community facilities, and infrastructure	1, 2, 3, 8, 10, 12, 13, 14 and 17	To ensure the appropriate services, facilities and infrastructure is provided to meet the needs of new developments. Including utilities, highways infrastructure, access to health services, and provision of green infrastructure.	Access to community services / facilities including health care and ROS / green infrastructure within Parishes. Committed sums collected for and spent to provide ROS and other Community Facilities including health care. Number of Travel Plans secured through the planning process.	Net gains in and improved access to community services / facilities and ROS / green infrastructure land area. Improved quality of ROS / green infrastructure as evidenced through assessment and regular review. 100% of new development requiring Travel Plans (by virtue of size threshold by type of development).	SDC Service providers / utilities Parish & Town Councils NYCC PCT Developers Public transport providers

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
				Increased community well-being as indicated by survey as appropriate.	
Promoting Economic Prosperity					
SP13 Economic Growth	1, 2, 3, 4, 6, 7, 8, 9, 10, 13 and 15	<p>Developing and revitalising the local economy by:</p> <p>Providing land to meet needs;</p> <p>Giving priority to higher value business in the right location;</p> <p>Supporting efficient use of existing sites and safeguarding existing/allocated sites.</p> <p>Promoting recreation and leisure uses.</p> <p>Provide employment opportunities in rural locations to maintain the viability of rural communities and to reduce the need to travel.</p>	<p>Supply of land developed for employment by Use Class and by Location.</p> <p>Net losses and gains of employment floor space on existing employment sites / allocations.</p> <p>Additional recreation and leisure uses.</p> <p>Achieve growth in number of jobs within District by location.</p> <p>New / extended recreation and tourism activity in rural areas.</p> <p>Results of the SHMA updated on a 3 yearly basis.</p>	<p>Planning permissions granted / completion of 37 – 52 ha employment land uses.</p> <p>No net loss of existing employment floor space.</p> <p>Net gains in recreation and leisure.</p> <p>Net gains in number of jobs per year and in total by 2027 by location.</p> <p>Reduced outward commuting levels by 2021 Census.</p> <p>Net gains in rural diversification floor space by use.</p> <p>Net gains in rural jobs.</p>	<p>SDC</p> <p>Landowners</p> <p>Developers</p> <p>Local Businesses</p>

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		Increase the number of people who combine living and working in the District.			
SP14 Vitality and Viability of Town and Villages	1, 2, 3, 7, 8, 9, 10 and 13	<p>Selby to be main focus for town centre uses.</p> <p>The role and performance of the existing local service centres of Tadcaster and Sherburn in Elmet will be strengthened</p> <p>The role of villages, serving the every day needs of the local community will be protected by resisting the loss of retail floor space and other existing facilities.</p> <p>Vitality and viability of town centres strengthened by resisting the loss of existing shops and services and encouraging the provision of a variety of shops (sizes and types); and focussing proposals for offices within the defined town centres or in office park locations as identified by future DPDs.</p>	<p>Planning permissions / completions of floor space for town centre uses, broken down by use-class within the 3 town centres by location</p> <p>Regular town centre health checks in line with Government guidance.</p> <p>Parish Services Survey.</p> <p>Gains and losses in services and facilities in villages.</p>	<p>Net gains in retail floor space and town centre uses in defined town centres.</p> <p>Improved performance on health check assessment.</p> <p>Improved retail performance of town centres over a five year period within regional hierarchy using Ranking in MHE UK Shopping Index (or equivalent recognised measure)</p> <p>No net loss in viable retail floor space and other existing facilities within villages</p>	SDC Local businesses and landowners

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
Improving the Quality of Life					
SP15 Climate Change	3, 6, 7, 8, 14, 15 and 16	To address the causes and potential impacts of climate change by reducing green house gases, mitigating and adapting to climate change, through managing the design and location of development.	<p><i>NB This is an over-arching climate change policy. The following are additional indicators not covered elsewhere:</i></p> <p>Reducing travel by private car</p> <p>Increasing walking, cycling and use of public transport</p> <p>Permission granted contrary to outstanding EA flood risk objection</p> <p>% of development incorporating SuDs</p>	<p>Rate of traffic growth is reduced and commuting distances reduced.</p> <p>Travel Assessments and Green Travel Plans submitted for all developments that warrant them.</p> <p>Higher patronage of walking, cycling, bus by end of plan period</p> <p>No net loss of flood storage capacity</p> <p>100% of all new development incorporating SuDS where feasible and practicable.</p>	SDC Environment Agency Utilities Developers Landowners NYCC
SP16 Improving Resource Efficiency	12, 15, 16 and 17	Promote increased resource efficiency and reduction in resource use.	% of residential and non-res schemes meeting threshold and achieving minimum 10% requirement for energy use from decentralised, renewable or low carbon sources.	100% of schemes unless unviable or not feasible	SDC Developers

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
			<p>No. of strategic development sites and other designated allocations using the following technologies for the majority of their energy needs:</p> <ul style="list-style-type: none"> Local biomass technologies, Energy from waste, Combined Heat and Power schemes, and Community Heating Projects. <p>No. of houses built to 'Code for Sustainable Homes' standards.</p> <p>No. of non-residential developments built to BREEAM standards.</p>	<p>100%</p> <p>Increase year on year</p> <p>Increase year on year</p>	
SP17 Renewable Energy	12, 15, 16 and 17	Reduction in reliance on non-renewable energy sources by increased renewable energy capacity to exceed District targets.	<p>Permitted stand alone renewable schemes (MW) that are installed and grid connected.</p> <p>Permitted 'micro-generation' schemes – not grid connected.</p>	<p>At least 32MW by 2021 (subject to review).</p> <p>Increase year on year.</p>	<p>Government</p> <p>SDC</p> <p>Landowners</p> <p>Developers</p> <p>Power companies</p>
SP18 Protecting and	2, 3, 11, 12, 14, 15, 16 and 17	The District's high quality natural and man-made	Safeguarding protected historic and natural sites.	No net losses in designated nature	SDC NYCC

Selby District Core Strategy – October 2013

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
Enhancing the Environment		<p>environment safeguarded and enhanced by:</p> <p>Protecting the historic environment;</p> <p>Promoting effective stewardship of the District's wildlife;</p> <p>Supporting the creation and restoration of habitats.</p>	<p>Amount of green infrastructure</p> <p>Numbers of heritage assets and assets at risk as recorded in 'Heritage Counts' and 'Heritage at Risk Register'</p>	<p>conservation or heritage assets.</p> <p>Net gain in biodiversity.</p> <p>Reduction in the numbers of heritage assets on the 'Heritage at Risk Register'.</p> <p>Meeting habitat targets in the National strategies and the local Biodiversity Action Plan.</p> <p>Net gains in green infrastructure.</p>	<p>Natural England</p> <p>Environment Agency</p> <p>Landowners</p> <p>Developers</p> <p>English Heritage</p>
SP19 Design Quality	8, 11, 12, 14 and 15	<p>Achieving development of high quality design, which has regard to the local character, identity and context of its surroundings.</p> <p>Homes meeting residents' needs in long term.</p> <p>Safer communities</p>	No of homes built to nationally recognised design benchmarks.	Increase year on year.	SDC Developers

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Appendix A

Policies in the Core Strategy which replace, or amend the area affected by, Selby District Local Plan (SDLP) Policies.

a) Policies in the Core Strategy which replace Selby District Local Plan Policies.

Core Strategy Policy		Replaces SDLP Policies ¹⁰¹	
SP1	Presumption in Favour of Sustainable Development	N/A	
SP2	Spatial Development Strategy	GB2 GB4 DL1 H2A H6 H7 EMP7	Control of Development in the Green Belt Character And Visual Amenity of the Green Belt Control of Development in the Countryside Managing the Release of Housing Land Housing Development in the Market Towns and Villages that are capable of accommodating additional growth Housing Development in villages that are capable of accommodating only limited growth Employment Development in the Countryside
SP3	Green Belt	GB1 GB2 GB3 GB4	Extent of the Green Belt Control of Development in the Green Belt Major Developed Sites in the Green Belt ¹⁰² Character And Visual Amenity of the Green Belt
SP4	Management of Residential Development in Settlements	H2A H6 H7	Managing the Release of Housing Land Housing Development in the Market Towns and Villages that are capable of accommodating additional growth Housing Development in villages that are capable of accommodating only limited growth

¹⁰¹ Where the Core Strategy Policies replace Selby District Local Plan (SDLP) Policies which have designations identified on the Policies Maps (the Proposal Maps to the SDLP) there are consequential updates to the policy numbers on those Policies Maps and associated Keys.

¹⁰² The replacement of SDLP Policy GB3 by Core Strategy Policy SP3 necessitates a consequential amendment to the SDLP Policies Maps / Inset Proposals Maps (deletion of Major Developed Sites). The Policies Maps are published separately. The SDLP Inset Proposals Maps which are affected are: 8A, 12A, 20, 46A, 54 and 60A.

Core Strategy Policy		Replaces SDLP Policies ¹⁰¹	
SP5	The Scale and Distribution of Housing	H1 H2A H6 H7	Housing Land Requirement Managing the Release of Housing Land Housing Development in the Market Towns and Villages that are capable of accommodating additional growth Housing Development in villages that are capable of accommodating only limited growth
SP6	Managing Housing Land Supply	H2A	Managing the Release of Housing Land
SP7	Olympia Park Strategic Development Site	BAR/1 BAR/1A	Land for Employment Development at Magazine Road, Barlby Land for Employment Development rear of BOCM, Barlby Road, Barlby
SP8	Housing Mix	N/A	
SP9	Affordable Housing	N/A	
SP10	Rural Housing Exception Sites	H11	Rural Affordable Housing
SP11	The Travelling Community	H16	Gypsy Site Provision
SP12	Access to services, Community Facilities and Infrastructure	N/A	
SP13	Scale and Distribution of Economic Growth	EMP7	Employment Development in the Countryside
SP14	Town Centres and Local Services	S1 S2 SEL/8 SEL/11 SHB/5 TAD/5 TAD/6	Existing Shopping Centres Edge of Centre and Out of Centre Retail Development Additional Retail Floor Space in Selby Shopping and Commercial Centre Office Uses in Selby Town Centre Additional Retail Floorspace and Service/Commercial Uses in Sherburn Local Centre Additional Retail Floorspace and Services/Commercial Uses in Tadcaster Shopping and Commercial Centre Office Uses in Tadcaster Town Centre
SP15	Sustainable Development and Climate Change	N/A	
SP16	Improving Resource Efficiency	N/A	

Core Strategy Policy		Replaces SDLP Policies ¹⁰¹	
SP17	Low Carbon and Renewable Energy	ENV6	Renewable Energy
SP18	Protecting and Enhancing the Environment	ENV7 ENV8 ENV10	International Wildlife Sites National Wildlife Sites General Nature Conservation Considerations
SP19	Design Quality	ENV20 ENV21 T6	Strategic Landscaping Landscaping Requirements Public Transport

b) Policies in the Core Strategy which amend the area affected by Selby District Local Plan Policies.

Core Strategy Policy		Amends the boundary of SDLP Policies		SDLP Inset Map No.
SP7	Olympia Park Strategic Development Site	BAR/2 reduced area	Land Reserved for Freight Transhipment Facilities, rear of Olympia Mills, Barlby	4

Appendix B

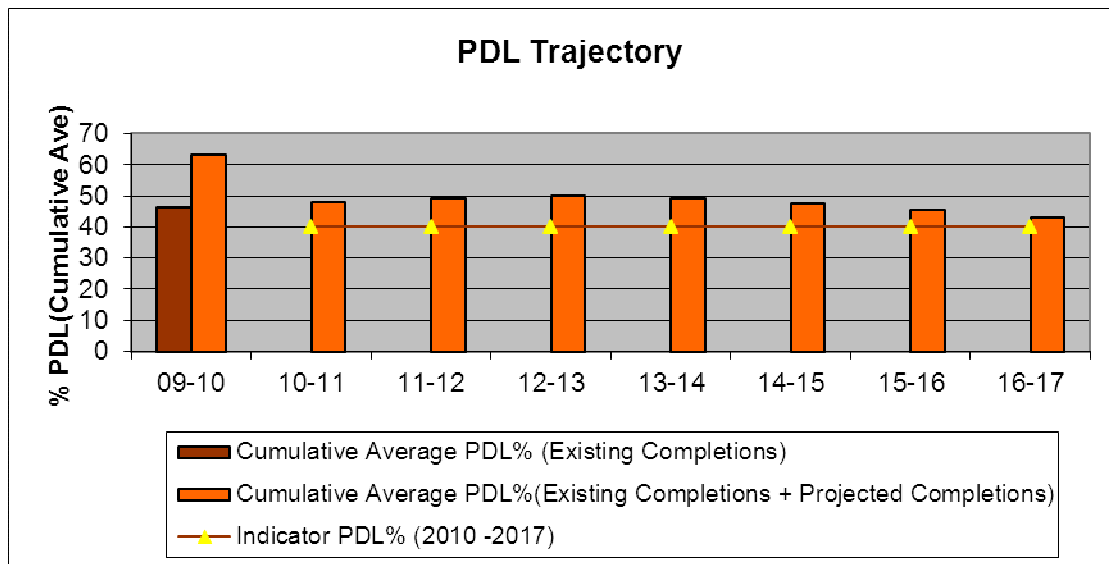
Previously Developed Land Trajectory

- A1. Paragraph 111 of the NPPF requires that planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value. Local planning authorities may continue to consider the case for setting a locally appropriate target for the use of brownfield land.
- A2. The Core Strategy promotes the re-use of previously developed land (PDL) consistent with the NPPF. However, because of the difficulty in planning for PDL on windfalls and that it would not be the intention to restrict development if a PDL target was not being met, the Core Strategy does not include a PDL target as a policy tool. It instead provides a 40% 'indicator' within the text only.
- A3. This Appendix provides the background information used in selecting a long-term indicator for the proportion of dwellings to be constructed on previously developed land.
- A4. While the former Regional Spatial Strategy (RS) did not include a PDL target for local authorities, the evidence base (which was referred to in an earlier draft version of RS¹⁰³.) suggested a target figure of 45% of dwellings on PDL for the District. Analysis of the Council's overall PDL Trajectory reveals that there is capacity for a modest increase over and above the target suggested by RS evidence. Over the years 2004 – 2009, the average percentage of dwellings built on previously developed land is 63%. However, with increasing reliance in the longer term on greenfield sites to accommodate growth in the three towns, it is inevitable that this percentage will not be maintained. Work will continue to be undertaken through future Local Plan documents in order to maximise the proportion of allocations using previously developed land. However, the availability of such sites is often extremely difficult to predict, particularly in the longer term.
- A5. In the above circumstances, a practical indicator of 40% of new dwellings on previously developed land and conversions is proposed between 2004 and 2017. This represents a reduction of 10% from that proposed in the Draft Core Strategy (2010) as a result of the Government's decision to remove garden curtilages from the definition of previously developed land (and the Core Strategy approach to garden land in the light of the NPPF). Garden curtilages have consistently provided approximately 10% of all completions in Selby District over the last 10 years.
- A6. There is insufficient information at present to predict the long-term supply of PDL within the District to provide a meaningful target beyond 2017. However, the Council will continue to pursue policies, which give priority to the use of PDL, subject to consistency with other elements of the Strategy, with the aim of achieving the highest possible percentage.

¹⁰³ The Yorkshire and Humber Plan – Draft published for public consultation - December 2005

A7. In a rural District such as Selby, previously developed land is unlikely to come forward evenly on an annual basis. For example, within the five years 2004/9 the proportion of development on previously developed land varied between 72 and 51%. Its availability is likely to be more uncertain than in a larger metropolitan area. Nevertheless its use will be encouraged in appropriate circumstances, particularly within settlements, and delivery will be monitored in relation to the trajectory set out below. The trajectory provides a forecast of the cumulative average percentage of the use of previously developed land for housing purposes over the plan period up to 2017. The cumulative average provides a better guide to monitoring the overall 40% indicator than annual split figures which are highly variable and do not allow the overall trend to be easily discerned.

Previously Developed Land Trajectory



Appendix C Housing Delivery and Windfalls

- B1. Policy SP5 sets out that the District housing requirement will be made up of both the existing planning permissions (at the Core Strategy base date), and new allocations (that will form the bulk of delivery) in the Site Allocations Local Plan.
- B2. Any windfalls which have been built in the intervening period between the base date of the Core Strategy and the base date of the Site Allocations Local Plan (anticipated to be adopted by 2015) are not shown as part of the supply calculation in Policy SP5. However, as they form part of the delivery of the annual housing target within the plan period they will be taken into account in determining the level of new allocations required in the Site Allocations Local Plan.
- B3. The Site Allocations Local Plan will allocate sufficient deliverable land (suitable, achievable and viable sites) to meet the District housing target. New allocations will be made for *at least* the net requirement of dwellings once the existing planning permissions from the 5-year supply at the time of the Site Allocations Local Plan have been taken into account.
- B4. As such the housing needs of 450 dpa in Policy SP5 are planned to be met by:
- a) The dwellings built between the base date of the Core Strategy and the base date of Site Allocations Local Plan.
 - b) The existing planning permissions at the base date of Site Allocations Local Plan.
 - c) New allocations
- B5. Only those permissions known at the time of determining allocations will be counted towards the ‘planned-for’ development to meet the 450 dpa target. Any further planning permissions after the base date will be counted as additional contributions (unknown windfalls) to housing supply on top of the 450 dpa requirement. There will not be a re-adjustment to the base line through the remaining plan period, thus, all planning permissions that are not identified at the Site Allocations Local Plan base date and are not on new allocated sites will be classed as “unknown windfall” on top of the 450 dpa.
- B6. It is difficult to guarantee at this stage, the precise sources of the 450 dpa annual target throughout the plan period, until the actual delivery is checked through annual monitoring. Once the allocations are known at the Site Allocations Local Plan stage, the implementation strategy can be more clearly established. However, it is expected that, as outlined above, the early delivery of housing (2011-2015) will be through the existing 5-year housing land supply (based date 2011); from outstanding, deliverable permissions and existing Phase 2 Allocations from the saved SDLP and a substantial contribution to supply will be provided by the Strategic Development Site at Olympia Park.

- B7. From 2015 (the anticipated adoption of the Site Allocations Local Plan), the contributions from the Strategic Development Site and new allocations will increasingly become the main source of delivery.
- B8. 'Known windfalls' will, and 'unknown windfalls' may contribute to the delivery of the housing target of 450 dpa in some years until the new allocations in the Site Allocations Local Plan begin delivering homes. From that time (after 2015), the delivery from 'known windfalls' will gradually diminish as those sites are built out and delivery from new allocations will form the full source of supply to meet the 450 dpa target over the remaining plan period. The 'unknown windfalls' will continue to contribute towards overall housing supply on top of the 450 dpa target. Only if delivery from the allocated sites falls below the 450 dpa target will the 'unknown windfalls' contribute to meeting a shortfall rather than providing an additional amount. However, this scenario is highly unlikely to prevail because the Site Allocations Local Plan will only allocate genuinely deliverable sites and Policy SP6 contains the mechanisms to respond to delivery under-performance picked up through annual monitoring. Therefore, the 450dpa target will be achieved, and with significant windfall on top of that target when viewed across the life of the Core Strategy rather than looking at each year in isolation.

Windfall Data

- B9. The Core Strategy assumes that 'unknown windfalls' in the order of 105-170 dwellings per year will contribute to housing delivery on top of the 450 dpa target. This is based on the following assessment:
- B10. In line with Para 48 of NPPF, any allowance should be realistic (not include residential gardens) having regard to:
- (i) historic windfall delivery rates
 - (ii) the Strategic Housing Land Availability Assessment
 - (iii) expected future trends
- i) historic windfall delivery rates
- B11. The table below provides windfall data for the past 7 years and shows that historically the annual windfall delivery rates have contributed significantly to the overall housing delivery but have fluctuated year on year.

Table 1 District Wide

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

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

- B12. Column 8 shows the windfalls - built dwellings on non-allocated, Previously Developed Land. The highest level was at the height of the economic boom in 2006/07, at 585 dwellings and the lowest during the recession in 2009/10 was 117 dwellings. The average over the past 7 years is a higher figure of 287 dwellings which takes into account two very high years 2006/07 and 2007/08. The average of the 5 years not including these two peaks is 190 dpa.
- B13. The distribution of windfall development (all non-allocated sites i.e. on Greenfield and PDL) from the various elements of the settlement hierarchy was debated orally at the April 2012 EIP. Further interrogation of the data (a breakdown of the historic data for completions for the years 2004 – 2011) to

identify patterns across the settlement hierarchy reveals the following (in Table 2):

Table 2 Settlement Hierarchy

(Rounded)	Total over 7 years	Proportion %	3 main towns combined %	3 towns and DSVs combined %	7 year average DWELLINGS PER YEAR	dpa
Selby	670	27	37	78	98	132
Sherburn	122	5				
Tadcaster	122	5				
DSVs	1015	41	41		145	145
SVs	545	22	22	22	78	78
Total	2474 ¹⁰⁴				355 ¹⁰⁵	

- B14. Note that these are for the 7 year average, which is different to the approach used District wide because it is not appropriate to use the lowest figures in this context as some are zero.
- B15. The table shows that the main towns and Designated Service Villages (DSVs) made the biggest contribution to windfalls at 277 dwellings, although Secondary Villages (SVs) have made an annual contribution of more than 70 dwellings. The ratio between the 3 main towns and DSVs compared to SVs is approximately 80:20.
- (ii) the Strategic Housing Land Availability Assessment (SHLAA)
- B16. A SHLAA does not provide a list of future sites for development. It is a database of a pool of sites identified which may be suitable, available and deliverable for housing development without any indication of whether it is acceptable in policy terms (i.e. what *could* be developed not *should* be developed).
- B17. The Selby District SHLAA 2011 has a site size threshold and therefore does not include sites of less than 0.4 hectares. As such, it would not identify small windfall sites. Further, the SHLAA cannot be used to identify larger sites (of 0.4 ha or more) which might come forward as windfalls because such sites in the SHLAA, identified as appropriate for development would be allocated as part of the Site Allocations Local Plan. In addition, the SHLAA does not necessarily capture potential redevelopment opportunities on current operational sites which may come forward during the Plan period.
- B18. This represents the limitations of the SHLAA in predicting the number of

¹⁰⁴ The 2474 dw in Table 2 approximates to the 2449 dw in Column 4 of Table 1. The difference is due to a slight variation in the way the figures have been extracted.

¹⁰⁵ The 355 dw in Table 2 approximates to the 350 dw in Column 4 of Table 1 i.e. both GF and PDL

windfalls coming forward across the District. However the SHLAA does provide a cross-check on opportunities which might be available on windfall sites in Secondary Villages that have been submitted through the call-for-sites (but would not be allocated under Policy CP2).

- B19. The SHLAA data shows that for the 15 year period, the potential yield for all sites in Secondary Villages is about 4100 dwellings (273 dwellings per annum), which includes identified sites in or adjacent to the Development Limits and on green field and Previously Developed Land (this may include some garden land as this is not identified separately as yet in the database).
- B20. However this is not a realistic estimate (not a 'reliable source of supply') because land outside Development Limits would not accord with Policy SP4 (see also (iii) below). So that, of the 4100 dwelling capacity overall, only land for about 147 dwellings (approximately 10 dpa over the next 15 years) actually falls within Development Limits.
- B21. This SHLAA data provides a broad indication of the capacity/yield in Secondary Villages based on 35 dwellings per hectare. The actual amount that could come forward may be more than this if additional sites are identified although it should be noted that, because Policy SP4 only supports small scale development in Secondary Villages the actual contribution from this source (sites over 0.4 ha) might be limited (once subject to policy considerations).
- B22. Contributions from other small sites which are not captured by the SHLAA site size threshold, for example from the frontage infill and farmsteads source – see paragraph B26 below, would be likely to provide the main source of supply in Secondary Villages, alongside PDL redevelopment.

(iii) expected future trends

- B23. To understand future trends this must be related what might be expected to come forward in the light of Local Plan policy and the economy.
- B24. Policies in the Core Strategy set the framework for promoting new development in the District over the Plan period. Policy SP5 provides that allocations will be made in the three main towns and the Designated Service Villages and that no allocations will be made in the Secondary Villages. However, growth and vitality in these smaller, rural villages will be supported through opportunities on non-allocated sites in appropriate circumstances.
- B25. The scope for new development in all settlements is set out in Policy SP4. This provides a basis for estimating future opportunities for windfall (see SHLAA at (ii) above) across the District.
- B26. Further more detailed evidence was provided at the EIP (in Written Statement No. 6, September 2011) regarding the potential quantity of new dwellings on infill frontage development and redevelopment of farmsteads in Secondary Villages under Policy SP4.
- B27. This indicates that the additional contribution from infill, frontage

development in all Secondary Villages might be up to about 60 dwellings in total over the Plan period. A further contribution from the redevelopment of farmsteads could be about 500 dwellings over the Plan period (the maximum if all known farmsteads within these villages were redeveloped).

Windfall Evidence Conclusion

- B28. The NPPF suggests that the potential windfall contribution may be derived from the various elements outlined above in (i), (ii) and (iii). The evidence must be considered as a whole and balanced to provide a figure which is considered to be a reliable future source of supply.
- B29. Taken together therefore, based on the information available on past windfalls (quantity and distribution) and potential for future opportunities under the new policy framework, it is reasonable to predict that in the future windfalls will be delivered at an annual rate of between approximately 105 dpa and 170 dpa.
- B30. This is based on the lowest historic delivery of 117 dpa and the 5 year average of 190 dpa excluding the two high peaks and discounting 10% for garden land¹⁰⁶. The Council considers that using 105 dpa as the minimum figure, is conservative but represents a level which is realistically what might be expected to be achieved and likely to be a reliable source of supply in the future. The reference to a range in the reasoned justification highlights the uncertainty in defining a precise figure.
- B31. Consideration was given to using the average over the past 7 years but the resultant, much higher figure of 287 dwellings (or about 240 dw excluding 10% for garden land) over-states what is expected to realistically come forward on windfalls in the future within the context of the new positively planned framework for the District which aims to allocate land to meet needs and not rely (as in the past) on the windfalls propping up the housing land supply. This higher figure could not be reasonably quantified / evidence based to justify as a reliable source of supply
- B32. Windfalls are not to be relied upon to deliver the 450 dpa housing requirement which is based on objectively assessed needs. Instead flexibility is provided (to meet the NPPF requirement to significantly boost housing supply) by referring in the Core Strategy to 450 dpa being provided on planned-for sites (already committed and new allocations in the Site Allocations Local Plan) and that a minimum of about 105 dwellings per year are expected to be provided in addition on windfall sites. (See above for delivery scenarios).

¹⁰⁶ Note: The data set covers the years 2004 to 2011. The definition of garden land changed from PDL to green field in 2010. Previous work (see Written Statement No.6, September 2011 EIP) shows that in the District garden land accounted for 10% of completions. As such this figure should be discounted by this proportion to reflect NPPF which says windfall estimates must exclude garden land.

Glossary of Terms

Full Title	Abbreviation	Summary
Affordable Housing		<p>Social rented, Affordable Rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <p>Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.</p> <p>Affordable Rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing.</p> <p>Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).</p> <p>Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.</p> <p>Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.</p>
Allocations		<p>Sites identified for new development for specific land uses to meet the known requirement over the plan period. Normally identified through an</p>

Full Title	Abbreviation	Summary
		Allocations Local Plan or Area Action Plan or Neighbourhood Plan.
Authority Monitoring Report	AMR	A report submitted on the progress of preparing the Local Plan and the extent to which objectives and policies are being achieved.
Brownfield Land		Another phrase for Previously Developed Land or PDL - see below
Commitments		Number of homes with outstanding planning permission that are not completed
Community Facility		Community facilities provide for health, welfare, social, educational, spiritual, recreational, leisure and cultural needs of the community.
Community Infrastructure Levy	CIL	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.
Community Right to Build Order		An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a site-specific development proposal or classes of development.
Completions		Number of homes built and finished ready for occupation, usually expressed as figures for a particular year (from April to March)
Decentralised energy		Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.
Designated Service Village	DSV	Settlement with a good range of local services capable of accommodating additional limited growth as defined in Policy SP2.
Development Limits		Defined in the Selby District Local Plan (2005) as the boundary between settlements and the open countryside and therefore establishes where relevant policies apply (to be reviewed in subsequent Local Plan documents).
Development Management Local Plan document		One of the suite of documents which will form the Local Plan. It will set out the detailed policies to be used for determining planning applications (alongside any other material considerations).
Development Plan		Planning applications are determined against the policies in the development plan unless material considerations indicate otherwise. For Selby District, this includes adopted Local Plans and

Full Title	Abbreviation	Summary
		neighbourhood plans and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.
Dwelling	dw	Housing unit
Employment Land Refresh	ELR10	Undertaken to update site data and economic information in the ELS07 in relation to employment land requirements over the plan period.
Employment Land Study	ELS07	Undertaken in 2007 to assess employment land requirements and job growth potential.
Environment Agency	EA	A Public Organisation for improving and protecting the environment.
Evidence Base		Information and data upon which decisions and options included within Local Plan documents are based including response to consultation processes. Includes studies undertaken for the Core Strategy. Provides justification for policy direction. Ensures decisions are soundly based.
Green Belt		Areas of land which have been specifically designated and are protected against inappropriate development by national and local policies. In Selby District these are located within the north and west parts of Selby District. <i>(Different to 'Greenfield' – see below).</i>
Greenfield sites		An area of land that has not been previously developed including agricultural buildings and garden land. <i>(Different to 'Green Belt' – see above)</i>
Green Infrastructure		Network of multi-functional linked open spaces in built up and rural areas including formal parks, woodlands, green corridors, waterways, natural habitats and countryside, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.
Hectare	Ha or ha	Measure of land area equivalent to 100 metres x 100 metres.
Housing trajectory		Estimates made on expected number of homes likely to be built over a specified number of years based on previous patterns of development, study of completions and commitments, survey of landowners/developers and taken within a policy context.
Issues and Options	I&O	First stage of the statutory plan making process

Full Title	Abbreviation	Summary
		identifies the key local issues facing the District and sets out a range of options to tackle those challenges. The Core Strategy I&O was published April 2006 for a six-week public participation period.
Local Development Framework	LDF	Series of planning documents required under the Planning and Compulsory Purchase Act 2004. The Localism Act 2011 introduced changes to the planning system and the LDF is now referred to as the Local Plan (see below).
Local Development Scheme	LDS	A three-year project plan setting out the Council's programme for the preparation of Local Development Documents within the Local Plan. The 4th version was approved October 2010 and a revised version was approved October 2013.
Local Plan		<p>The Local Plan comprises the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. It includes the Core Strategy and other planning policies which under the regulations would be considered to be development plan documents.</p> <p>The term includes old policies which have been saved under the 2004 Act and this therefore includes the Selby District Local Plan (the SDLP). The SDLP was prepared under the Town and Country Planning Act 1990 and policies saved under the 2004 Act on adoption in 2005 and then 'extended' on 8 February 2008 by Direction of the Secretary of State under the 2004 Act until such time as superseded.</p> <p>Local Plans (formerly LDFs) provide the basis for delivering the spatial planning strategy of the District and guide future development and change. These are prepared by the District Council except that documents relating to waste and minerals matters continue to be prepared by the County Council as the Minerals Planning Authority.</p>
Local Planning Authority	LPA	Councils with statutory responsibility for planning functions.
Local Service Centre	LSC	Tadcaster and Sherburn in Elmet are identified as Local Service Centres that provide services and facilities that serve the needs of, and are accessible to, people living in the surrounding rural areas.

Full Title	Abbreviation	Summary
Local Strategic Partnership	LSP	A District area group made up of a wide range of public, voluntary and private organisations, who share aims, encourage joint working and the involvement of communities.
Low carbon energy		Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels). From the generation of heat and power with lower emissions than conventional means, by using more efficient technologies, fuels with lower carbon content or capturing and storing emissions.
National Policy Statements	NPS	A series of new NSPs which set out national policy on infrastructure to be used as the basis for decision making on applications to build nationally significant infrastructure facilities. Relevant applications will be examined by the Major Infrastructure Planning Unit (MIPU).
Neighbourhood Plans		A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).
North Yorkshire County Council	NYCC	Sub-regional tier of government responsible for amongst other things Social Care, Education, Minerals & Waste and Highways within Selby District.
Open space		All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.
Plan Period		The time over which the Core Strategy applies. This Core Strategy covers the period up until 2027.
Policies Map		An Ordnance Survey based map showing the proposals for the development and use of land which are set out in the written chapters of the Local Plan. (Note: Under the NPPF 2012, the terminology has changed from “Proposals Map” to “Policies Map”. At the time of Adoption, both the saved 2005 Selby District Local Plan Proposals Map and the 2013 Core Strategy Policies Map remain in use, as amended where set out. Therefore both “Proposals Map” and “Policies Map” refer to the most up to date version

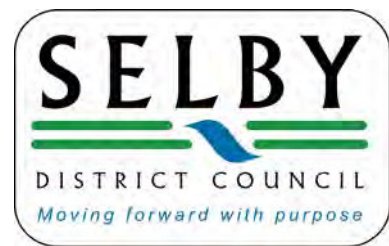
Full Title	Abbreviation	Summary
		of any adopted such map).
Previously Developed Land	PDL	Also known as ‘brownfield’ land. Defined in the NPPF as land which is or was occupied by a permanent structure, including the curtilage developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
Principal Town		Selby is identified as a Principal Town which will provide the main local focus for housing, employment, shopping, leisure and cultural facilities.
Proposals Map		An Ordnance Survey based map showing the proposals for the development and use of land which are set out in the written chapters of the Local Plan. (Note: Under the NPPF 2012, the terminology has changed from “Proposals Map” to “Policies Map”. At the time of Adoption, both the saved 2005 Selby District Local Plan Proposals Map and the 2013 Core Strategy Policies Map remain in use, as amended where set out. Therefore both “Proposals Map” and “Policies Map” refer to the most up to date version of any adopted such map).
Ramsar sites		Wetlands of international importance, designated under the 1971 Ramsar Convention.
Recreation Open Space	ROS	Includes outdoor public open space in the form of allotments, sports and playing fields, courts, greens and children’s play space and equipment
Regional Spatial Strategy	RS	Formerly part of the statutory development plan for the District. The ‘Yorkshire and Humber Plan’ (Y&HP) was adopted 2008 by the former Y&H Regional Assembly. Selby District Council has

Full Title	Abbreviation	Summary
		resolved to rely on the sound evidence base at regional level. The Y&HP itself was revoked by order of the Government on 22 February 2013.
Renewable Energy		Energy that occurs naturally and repeatedly in the environment, such as energy from the sun, wind, waves or tides.
Renewable and low carbon energy	RLCE	Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).
Rural exception sites		Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.
Secretary of State	SoS	Government minister who approves or not planning documents submitted by LPAs.
Secondary Village	SV	Village with Development Limits but with limited services and/or remotely located as defined in the Core Strategy (see settlement hierarchy in Section 4). Not considered capable of accommodating planned growth other than small scale affordable housing.
Selby Bio-diversity Action Plan	BAP	The current local BAP. Identifies key issues and actions for species and habitats in the District. Adopted 2004.
Selby District Council	SDC	Tier of local government at District level.
Selby District Local Plan	SDLP	Current District-wide Development Plan which was adopted in 2005 and includes policies for the use and development of land. Many SDLP policies have been 'saved' (by Direction of the Secretary of State, 2008) until replaced by new Local Plan policies.

Full Title	Abbreviation	Summary
Selby Retail, Commercial and Leisure Study	SRCLS	Undertaken in 2009 to identify the hierarchy, roles, issues and requirements for town centres and other settlements.
Site Allocations Local Plan		One of the suite of documents which will form the new Local Plan. It will identify sites for planned development for a range of uses to meet the needs of the District up to 2027.
Site of Special Scientific Interest	SSSI	Sites designated by Natural England under the Wildlife and Countryside Act 1981.
Special Areas of Conservation	SAC	Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010.
Special Protection Areas	SPA	Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.
Statement of Community Involvement	SCI	Document setting out how and when stakeholders and other interested parties will be consulted and involved in the preparation of the Local Plan.
Strategic Environmental Assessment	SEA	An assessment required by EU Directive 2001/42/EC and set out in the Environmental Assessment of Plans and Programmes Regulations 2004, which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.
Strategic Flood Risk Assessment	SFRA	An SFRA assesses flood risk at a District level. The SFRA for Selby District has been undertaken in two stages. The Level 1 provides background information and a preliminary review of all available flood risk data. The Level 2 includes sequential testing of the suitability of potential locations for future growth including Strategic Development Site options in light of the flood risk findings.
Strategic Housing Market Assessment	SHMA	Study to determine housing needs in a District including need for affordable housing and tenure, types and sizes. Selby SHMA was undertaken in 2009 and there was a North Yorkshire update in 2011.

Full Title	Abbreviation	Summary
Supplementary Planning Document	SPD	A Local Development Document, which elaborates on existing policies or proposals in the Local Plan and gives additional guidance. Supplementary planning documents are capable of being a material consideration. in planning decisions but are not part of the development plan.
Sustainability Appraisal	SA	An assessment of the environmental effects of a plan or programme. Identifies and evaluates the effects of the strategy or plan on social, environmental and economic conditions.
Sustainable Community Strategy	SCS	The Selby District Local Strategic Partnership (LSP) sets out a vision of what the District will look like in the future and how the LSP will work with communities through the Sustainable Community Strategy (SCS). Key priorities and progress in delivery are defined.
Town centre		Area defined on the local authority's proposal map (currently in the SDLP), including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area.
Windfalls		Those homes provided on sites, which are not specifically allocated for residential development.

**Produced by Selby District Council as part of
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