

## 6. Promoting Economic Prosperity

### Introduction

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

## The Scale and Distribution of Economic Growth

### Introduction

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

### Context

- 6.4 The Government is committed to achieving sustainable economic growth, building prosperous communities and promoting the vitality and viability of town and other centres. The former Planning Policy Statement 4 (Planning for Sustainable Economic Growth) provided the basis for developing the local spatial strategy for Selby District<sup>62</sup> and the policies in the Core Strategy are consistent with the National Planning Policy Framework (NPPF)

### ***Relevant Strategic Objectives***

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

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<sup>62</sup> Additional evidence is provided in the Economic Prosperity Background Paper BP12

### Local Issues

- 6.5 Reducing out-commuting through restructuring of the local economy towards a modern service and knowledge based economy is a key challenge. Developing and revitalising the economy of the District has emerged as a major priority if a more self-contained, sustainable way of life for District residents is to be created.
- 6.6 These objectives are supported by themes identified in the Selby Sustainable Community Strategy (Developing the three market towns) and the North Yorkshire County Council Community Strategy (Secure a thriving economy).
- 6.7 Research commissioned by the Council as part of an employment land study<sup>63</sup> concluded that Selby is well placed to benefit from overspill of highly skilled, knowledge and technology based forms of employment from other parts of the Leeds City Region, and York.
- 6.8 The employment land study took a supply led approach to economic growth, based on an assessment of the future role of key sectors and the functions of different market areas, namely:
- Tadcaster/A64 corridor
  - Sherburn in Elmet / A1M/ A63 corridors
  - Selby town and hinterland
  - Eggborough/J34 of M62
  - A19 corridor north of Selby
- 6.9 The study has been updated in 2010<sup>64</sup> to take account of changes in local circumstances and the economic climate, as well as additional research into market sector growth and job forecasts.

The key findings show that :

- There is evidence of a recent upturn in the local economy. While the most recent forecasts suggest an increase of 1,610 jobs over the period up to 2026<sup>65</sup>, 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

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<sup>63</sup> Employment Land Study, July 2007 for Selby District Council by GVA Grimley  
[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1582](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1582)

<sup>64</sup> Selby District Employment Land Refresh 2010, December 2010

<sup>65</sup> 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 Study<sup>66</sup> suggests that there is potential for additional retail growth and job creation over the plan period, (in addition to jobs forecast in other sectors above), as well as potential for start up (Class B1) business space in both Selby and Tadcaster Town Centres, and at sustainable locations outside the centres, including small-scale provision in rural areas.

6.11 In the light of these conclusions and in order to provide a better balance between housing and employment growth the Core Strategy adopts an aspirational approach to economic growth. This is intended to:

- Provide a flexible response to market demand and an increasing workforce
- Ensure employment opportunities are focussed on the three towns while encouraging an appropriate level of jobs in rural areas, and
- Cater for inward investment as well as indigenous employment growth, including the provision of small – medium sized premises, and larger premises for logistics and companies with specialist needs / higher value uses.

6.12 While considerable emphasis is placed on retaining existing employment sites and modernising and recycling existing premises, the Employment Land Study and the 2010 Update confirm that a significant number of employment sites, including some remaining (Selby District

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

Local Plan) allocated sites are constrained in the short to medium term<sup>67</sup>.

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

**Figure 12 Indicative Employment Land Distribution**

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

<sup>67</sup> For further information see Economic Prosperity Background Paper BP12

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

- 6.17 The higher education sector including the expansion of Science City York is an area of identified growth within the sub region. Selby's proximity to York and a connection with Science City York could benefit the District and generate employment and growth.
- 6.18 As it is envisaged that the bulk of additional employment land will be required in Selby, and in view of the limited availability of local sites a strategic employment site has been identified as part of a mixed housing /employment expansion to the east of the town in the area contained by the River Ouse and Selby Bypass<sup>68</sup>.
- 6.19 Approximately 23 ha of land is intended to be brought forward in the period up to 2027 to accommodate a combination of business (Class B1), general industrial (Class B2), warehousing (Class B8) and higher value commercial uses. There will also be scope for the existing freight distribution business to expand, and for continued growth after 2027. Additional information concerning the strategic employment site is provided in Chapter 5 and in a separate background paper<sup>69</sup>.

### ***Tadcaster***

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

### ***Sherburn in Elmet***

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

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

<sup>69</sup> Background Paper No. 7, Strategic Development Sites

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

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

### ***Rural Areas and Rural Diversification***

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

- for employment growth may be identified through a Site Allocations Local Plan.
- 6.31 In the longer term the accommodation of specific research and development uses along the A19 corridor, north of Selby, may be appropriate if there is a proven need.
- 6.32 The energy sector will continue to be important to the economy of the District. Drax and Eggborough Power Stations are both major employers which contribute to national energy infrastructure as well as the local economy. They also have the potential for future development of renewable and low carbon energy, and Drax is pioneering co-firing technologies and energy generation from biomass. Both locations have the advantage of a direct connection to the National Grid. It is recognised that there is a need for further investment in energy infrastructure in line with national policy<sup>70</sup> as a prominent contributor to economic prosperity. Supporting the energy sector will assist in reinvigorating, expanding, and modernising the District's economy.
- 6.33 While electricity generation from wind turbines is potentially controversial in view of the open nature of the landscape and impact on existing communities, there are opportunities for a wide range of appropriately designed and sited renewable energy technologies. A recent BIS Market Intelligence report<sup>71</sup> highlighted that the shift to a low carbon economy will bring huge business opportunities. Local businesses are increasingly becoming associated with the low carbon sector including both renewable energy production as well as training and skills. Given the high employment dependency on manufacturing and energy sector jobs, Selby District potentially has an appropriately skilled workforce in these sectors. There is therefore an opportunity to promote further growth of the low carbon sector and build on the success of recent developments.
- 6.34 The Council also supports the reuse of the former Gascoigne Wood mine, provided this is directly linked to the use of the existing rail infrastructure that exists at the site. Furthermore, support exists for the re-use of former employment sites, commercial premises and institutional sites (outside Development Limits) for employment uses, provided they are compatible with the countryside location.
- 6.35 Former mine sites at Whitemoor and Riccall, which already have the benefit of planning consent, are acknowledged locations for meeting the needs of existing indigenous employment. The remaining two former mine sites at Stillingfleet and Wistow are remote and are not considered suitable for re-use for large scale or intensive economic activities. (Part of the former North Selby mine site also falls within the administrative boundary of the District although the majority of the site, including the remaining buildings, is within the City of York Council area).
- 6.36 It will be necessary for any re-use of these former mine sites to

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<sup>70</sup> Energy White Paper 2007, Low Carbon Transition Plan 2009 and emerging Energy Bill 2012

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

consider and remediate any mining legacy issues that may be present to ensure that no public safety issues arise from their beneficial re-use.

- 6.37 The Council recognises that the limited extent of many homeworking situations allow them to be operated as permitted development. However, of those that require planning permission, support will be given to proposals that are supported by evidence that the scale and nature of the activity does not compromise wider sustainable development objectives. Further guidance will be provided through a future Development Management Local Plan.
- 6.38 Employment development outside the Designated Service Villages will be carefully assessed against development management, environmental and highways criteria, to ensure proposals are sustainable and considerable weight is attached to safeguarding the character of the area and minimising the impact on existing communities. Proposals within Green Belt will need to comply with national Green Belt policy and Policy SP3

**Policy SP13                      Scale and Distribution of Economic Growth**

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

**A.        Scale and Distribution**

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



**B. Strategic Development Management**

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

**C. Rural Economy**

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

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

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