

Selby District Council

**A Study of the Green Belt,  
Strategic Countryside Gaps,  
Safeguarded Land and  
Development Limits for Plan Selby**

**Method Statement for Identifying  
Safeguarded Land**

DRAFT FOR STAKEHOLDER ENGAGEMENT: SUMMER  
2015

Draft 3 | 22 June 2015

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number

**Ove Arup & Partners Ltd**  
Admiral House Rose Wharf  
78 East Street  
Leeds LS9 8EE  
United Kingdom  
[www.arup.com](http://www.arup.com)

**ARUP**

## Contents

---

|   | Page      |
|---|-----------|
| <b>1 Introduction</b>                         | <b>1</b>  |
| 1.1 Overview                                  | 1         |
| 1.2 Policy and Guidance                       | 1         |
| 1.3 Summary                                   | 4         |
| <b>2 Comparative Examples</b>                 | <b>5</b>  |
| 2.1 Approach taken by other Local Authorities | 5         |
| 2.2 City of York Legal Review                 | 9         |
| 2.3 Summary                                   | 9         |
| <b>3 Proposed Approach</b>                    | <b>11</b> |
| 3.1 Overview                                  | 11        |
| 3.2 Reviewing Existing Safeguarded land       | 11        |
| 3.3 Identifying New Safeguarded Land          | 12        |

## Appendices

### Appendix A

Extract from Selby Local Plan (2005), Safeguarded Land

# 1 Introduction

---

## 1.1 Overview

In spring 2015, Ove Arup and Partners ('Arup') were appointed by Selby District Council ('Selby DC') to prepare 'A Study of Green Belt, Strategic Countryside Gaps, Safeguarded Land and Development Limits' as part of the evidence base for PLAN Selby.

The component parts of this commission contain draft detail and recommendations for discussion as part of the PLAN Selby Summer 2015 engagement with selected stakeholders.

Following this engagement the finalised recommendations and conclusions will inform, but not predetermine, decision-making regarding Site Allocations for inclusion within the emerging publication draft of PLAN Selby. The Preferred Options Draft of PLAN Selby will be consulted on in early 2016.

This Draft Method Statement outlines the proposed methodology and criteria to guide the future identification of 'safeguarded land'.

Accordingly, this note provides a clear and robust methodology that will enable the Council to determine the need for; the amount, location and the boundaries of safeguarded land were exceptional circumstances to exist in Selby to alter the Green Belt boundary. This builds on national policy and advice and will take into account relevant local circumstances and the need to secure a long term boundary for the Green Belt.

## 1.2 Policy and Guidance

### 1.2.1 National Planning Policy Framework

The starting point for understanding the requirements for safeguarded land is paragraph 85 of the National Planning Policy Framework ('NPPF'). Paragraph 85 states:

"When defining boundaries, local planning authorities should:

- ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development;
- not include land which it is unnecessary to keep permanently open;
- **where necessary**, identify in their plans **areas of 'safeguarded land'** between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;
- make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development;
- satisfy themselves that Green Belt boundaries will not need to be altered at the end of the development plan period; and

- define boundaries clearly, using physical features that are readily recognisable and likely to be permanent”.

Therefore paragraph 85 establishes the principle that in some cases there may be a need for an authority’s spatial plan to include areas of land to meet its long term development needs. This action will also ensure the permanence of Green Belt boundaries by safeguarding specific areas for future development needs without triggering the need to fundamentally alter the Green Belt boundary in a shorter timescale (i.e. within the same plan period). Equally paragraph 85 provides protection for sites that are designated as safeguarded by stating that “planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development”.

In addition paragraph 83 states *‘Local planning authorities with Green Belts in their area should establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement policy. Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period’*. This would indicate that if exceptional circumstances mean that Selby District Council seek to remove land from the Green Belt and allocate it for development then adequate land to allow the Green Belt boundary to endure beyond the plan period will be required to be identified as safeguarded land.

### **1.2.2 Planning Advisory Service ‘The Big Issues – Green Belt’ (Updated February 2015)**

The Planning Advisory Service issued guidance on the approach to reviewing Green Belt boundaries and identifying safeguarded land within a Local Plan. The guidance highlights the dichotomy between achieving Green Belt boundary permanence and finding suitable land for development. However, it does recognise that there is no guidance on how to interpret the national policy on safeguarded land, nor any consistent pattern discernible from Local Plan examinations. The paper concludes by stating that:

*‘In some cases local authorities seek to identify safeguarded land over and above the calculated development requirement for the plan period...there are certainly cases where the issue is effectively ignored by the planning authority and examining inspectors alike’.*

### **1.2.3 Planning Advisory Service ‘Plan-Making Question and Answer Green Belt’ (April 2014)**

The Planning Advisory Service also maintains Questions and Answers on areas for consideration when reviewing the Green Belt boundary. The guidance states that safeguarded land should be ‘considered beyond the 15 years of the plan...the notion is to make any changes to the green belt more permanent, i.e. probably two plan lifespans’. Safeguarded Land can be protected so that it would only be released were it was needed.

## 1.2.4 Commons Debates May 2014

In response to debates regarding the concept of ‘Safeguarded Land’ held in May 2014<sup>1</sup>, Nick Boles stipulated that whilst the terminology within the NPPF was not sufficiently clear, that the allocation of such land must have regard to the following:

*‘Safeguarding is not a requirement for every local authority with green-belt land. It is something that it can choose to do, but only if necessary. If the plan that it puts forward has provisions to meet housing needs in full and if other sites are available for potential future development beyond the life of the plan, it may well be that safeguarding land is unnecessary’.*

## 1.2.5 Safeguarded Land Policies in Selby District

The Selby District Council Core Strategy (2013) states that through a Green Belt review SDC will consider identifying areas of Safeguarded Land to facilitate future growth beyond the Plan Period. Indeed part D) of Policy SP3 Green Belt states that ‘any Green Belt review through the Local Plan will... identify safeguarded land to facilitate development beyond the Plan Period’.

Existing areas of safeguarded land were defined within the 2005 Selby Local Plan. Table 1 sets out land which is safeguarded in Selby District. Extracts from the Selby Local Plan identifying safeguarded land (labelled as SL1) can be found in Appendix A.

**Table 1 Existing Safeguarded Land.**

| Settlement        | Site Name  | Size (ha) |
|-------------------|--|-----------|
| Hillam            | East of Betteras Hill Road, Hillam                   | 2.7       |
| Sherburn in Elmet | South-East of SHB/1, Sherburn in Elmet               | 7.3       |
|                   | East of Prospect Farm, Low Street, Sherburn in Elmet | 12.8      |
|                   | West of Hodgsons Lane, Sherburn in Elmet             | 11.8      |
|                   | East of Hodgsons Lane, Sherburn in Elmet             | 10.6      |
|                   | West of Garden Lane, Sherburn in Elmet               | 6.3       |

Policy SL1 of the Local Plan (2005) defines areas of safeguarded land within the district. It states:

*“Within areas of safeguarded land as defined on the proposals map, proposals for development which would prejudice long-term growth beyond 2006 will not be permitted. It is intended that the release of safeguarded land, if required, will be carried out in a controlled and phased manner extending over successive reviews of the Local Plan”.*

<sup>1</sup> Daily Hansard – Westminster Hall (13 May 2014)

## 1.3 Summary

The NPPF stipulates that local planning authorities when reviewing their Green Belt should consider the requirement to designate land as safeguarded in order to meet their district's long term development needs. Guidance from the Planning Advisory Service suggests that a lack of advice regarding the interpretation of the requirement has resulted in inconsistencies in approach between local planning authorities and Inspectors alike. Paragraph 83 is clear if exceptional circumstances mean that Selby District Council seek to remove land from the Green Belt and allocate it for development then adequate land to allow the Green Belt boundary to endure beyond the plan period will be required to be identified as safeguarded land.

In spite of this lack of guidance, fundamentally there are five implications arising from para 83 and 85:

- Whether the definition of Safeguarded Land is 'necessary' within Selby.
- Whether there are longer term development which justify the definition areas of Safeguarded Land.
- The quantum of Safeguarded Land required, how this relates to the current development needs and settlement policy the local interpretation of 'settlement policy' and 'beyond the Plan Period' from NPPF paragraph 83.
- The location of Safeguarded Land and how this relates to the 'longer term development needs' and finally.
- Whether safeguarded land should be returned to Green Belt if it is unnecessary to keep land permanently open (paragraph 83 of NPPF).

## 2 Comparative Examples

---

### 2.1 Approach taken by other Local Authorities

Owing to the previously highlighted inconsistencies in approach to safeguarded land, it is useful to have an appreciation of different methods to meeting this requirement. The following section sets out the approach pursued by other authorities and will ultimately help inform defining the most appropriate methodology for Selby.

DRAFT FOR STAKEHOLDER ENGAGEMENT: SUMMER 2015

Table 2 Comparative Examples

| Local Planning Authority  | Approach to existing safeguarded land  | Approach to quantity of new safeguarded land   | Location of new safeguarded land   | Approach to defining new boundaries  |
|---|--|--|--|--|
| Wakefield Metropolitan District Council<br>Site Specific Policies Local Plan Adopted 2012 | Existing safeguarded land was assessed alongside other potential development sites to confirm allocation. Some sites were allocated for housing. Those that have not were generally retained as safeguarded land.  | Wakefield Council did not provide any additional safeguarded land other than existing sites which are to be retained. Wakefield made a case not to return the remaining safeguarded land to the green belt as these sites provide further flexibility to the plan both during the plan period and beyond it.   | NA   | NA   |
| City of York Council<br>Further Sites Consultation 2014. Currently on hold.               | There is no existing safeguarded land. This is mainly due to the fact that York has never had a formal adopted development plan.   | <p><b>Housing</b></p> <p>The City of York approach to safeguarded land is based on the Objectively Assessed Housing Need for York. The annual OAHN is projected forward for an additional 10 years to provide a housing requirement for 25 years. This 10 year requirement is then converted into a broad land take by using the local plan density policies. This quantity of land has then been identified as safeguarded land.</p> <p><b>Employment:</b> The City of York note that the projection of potential employment requirement is even more challenging than housing projections. They note that a combination of this extrapolation and the identification of circumstances where established employment sites can be extended to allow for their expansion should the plan review determine that this is necessary.</p> | The approach in York has been to identify safeguarded land on the edge of proposed housing or employment allocations.                | Field boundaries have generally been used to define the new Green Belt boundary.   |
| Broxtowe Borough, Gedling Borough and Nottingham City Aligned Core Strategy ('ACS')       | Policy 3 of the ACS seeks to retain the principle of the Nottingham Derby Green Belt (i.e. its 'permanence') by defining safeguarded land to allow for longer term development needs. As the ACS is strategic in nature, it sets out that the principle of safeguarded sites in each individual Borough's adopted Local Plans remains. It recognises that several strategic sites within the ACS were safeguarded land within respective | <p>The Aligned Core Strategy provides a broad methodology for the review of Green Belt in general. This includes the requirement to consider the continued appropriateness of safeguarded land.</p> <p>The Inspectors Report notes that the release of areas of safeguarded land in Gedling will not reduce the extent of the Green Belt, however it is recognised</p>   | Precise boundaries for individual sites to be released from the Green belt will be established within the Part 2 of the Local Plans. | Precise boundaries for individual sites to be released from the Green belt will be established within the Part 2 of the Local Plans. |



| Local Planning Authority                                   | Approach to existing safeguarded land  | Approach to quantity of new safeguarded land   | Location of new safeguarded land  | Approach to defining new boundaries                               |
|--|--|--|---|---|
| Found Sound July 2014                                      | Core Strategies (including Top Wighay Farm and North of Papplewick Farm).<br>Paragraph 3.3.4 states that ‘in Gedling Borough, some areas of land are excluded from the Green Belt (as safeguarded land) to allow for long term (i.e. beyond the Core Strategy period) development needs. Areas of safeguarded land will remain, and elsewhere consideration will be given as to the appropriateness of excluding other land from the Green Belt as part of boundary review to allow for longer term development needs, as advised by government policy’. | that release of these areas is unlikely to meet the requirements outside the main built up areas.<br>The inspectors considered that with regard to safeguarding, it would be appropriate for the Councils to identify such land in their Part 2 Local Plans to achieve a degree of flexibility in meeting future development needs and postpone the need for further Green Belt reviews. The proposed quantity of safeguarded land will therefore be defined in the Local Plan Part 2. |   |   |
| Rushcliffe Borough Council (adopted December 2014)         | The adopted Core Strategy states that ‘inset boundaries will be reviewed or created through the Local Plan Part 2 (Land and Planning Policies) in order to accommodate development requirements until 2028. Consideration will be given to the identification of safeguarded land to meet longer term requirements beyond the Plan Period.   | Detailed revisions to the Green Belt states that ‘Edwalton Golf Course will be removed from the Green Belt and identified as safeguarded land’.<br>In addition to the removal of Edwalton Golf Course as safeguarded land, Policy 3 (5) refers to possible safeguarding through the Local Plan Part 2.   | Edwalton Golf Course, east of the proposed sustainable urban extension, would be removed from the Green Belt. | Not discussed.  |
| Leeds City Council Core Strategy adopted November 2014     | Paragraph 4.8.6 describes designated land that is outside of the Green Belt for unidentified needs in the future, referred to as “Protected Areas of Search”. Paragraph 4.8.7 establishes that “through the LDF a sufficient and realistic supply of PAS land will be identified to provide contingency for growth if the supply of housing and employment allocations proves to be insufficient in the latter stages of the plan period”.   | The Core Strategy suggests that new PAS should account for at least 10% of the total land identified for housing, and that the windfall allowance that is built into the housing target means that there is additional flexibility built into the overall housing requirement, thus reducing the need for additional ‘beyond-the-plan-period’ sites.   | The approach will be identified through the Site Allocations DPD.   | The approach will be identified through the Site Allocations DPD. |
| Bath and North East Somerset Local Plan Part 1 (July 2014) | NA   | There is no information on the why the quantity or locations of safeguarded land have been selected. The Inspector Report references environmental   | The Core Strategy includes safeguarded land around strategic sites. This is based on safeguarded land on the  | Defined through Green Belt Review.                                |

| Local Planning Authority  | Approach to existing safeguarded land  | Approach to quantity of new safeguarded land  | Location of new safeguarded land  | Approach to defining new boundaries   |
|---|--|---|---|---|
|   |  | constraints not allowing safeguarded land to be identified in certain locations.  | edge of proposed strategic land allocations.  |   |
| Knowsley Council<br>(submitted in July 2013, with further consultation on major modifications held in early 2014) | No reference is made to approach toward existing safeguarded land.<br>Core Strategy Policy CS5 states that there are broad locations (identified as 'reserve' and 'safeguarded') which will be removed from the Green Belt to meet longer term development needs.<br>Safeguarded land for both housing and employment will only be release when this is necessary to maintain a five-year supply of deliverable sites. | Land at Knowsley Village is identified as a 'safeguarded' location for residential development after 2028. Release of this land would account for 1093 dwellings post 2028 (which is approximately 2 years housing land supply).<br>The Green Belt –Technical Report states that 'due to significant uncertainties in projecting development requirements beyond 2028, it is considered appropriate to await a potential sub-regional study before considering whether to identify more Green Belt land to be safeguarded.<br>Timing of release of the 'reserve' locations must not undermine the Council's urban regeneration objectives, including the delivery of programmes of regeneration within the Principal Regeneration Areas.  | 'Reserve Locations' represents locations to cater for the current development need identified by the evidence base, including a 'headroom' to allow a degree of flexibility up to 2028.<br>The 'safeguarded location' at 'Land at Knowsley Village' represents the land which is likely to be required after 2028.                  | The areas highlighted within CS5 will remain in the Green Belt until the 'Local Plan: Site Allocations and Development Policies' document is adopted. In addition to the Green Belt Study, the Council has completed a 'Detailed Boundary Review' to identify smaller anomalies in the Green Belt boundary. |
| Rotherham Borough Council Core Strategy (adopted September 2014)<br>RBC Final Draft Site and Policies             | A number of sites which were allocated as safeguarded land in the UDP are allocations within the Final Draft version of the Sites and Policies.<br>In addition, a number of sites identified for Safeguarded Land in the UDP or 2013 Consultation have now been deleted for various reasons, for example, bad neighbours, local objection or whether the settlement target has been met.                               | The Core Strategy indicates that the 'integrity of the Green Belt can be seriously compromised where its boundaries are constantly changing. In order to avoid the need for future review of the Green Belt boundary, it is necessary to identify Safeguarded Land between urban areas and the Green Belt which may be required to meet the longer term development needs at least five years beyond the end of the Plan Period.<br>The principles of protection enshrined within national Green Belt policy will apply to safeguarded land during the current Plan Period. Development of safeguarded land will require a review of the Local Plan and assessment of the land in relation to the need for development at that time and the identification of the most appropriate locations for development to take place. | The broad areas of search for Safeguarded Land will be considered tin the following locations: <ul style="list-style-type: none"> <li>The wider Rotherham Urban Area.</li> <li>Principal Settlements for Growth</li> <li>Principal Settlements</li> </ul> Further guidance will be provided through the sites and policies document | Safeguarded land will be identified in the Sites and Policies document.   |

## 2.2 City of York Legal Review

City of York reported on a legal opinion during a Local Plan Working Group on the 29th January 2015. The view taken by John Hobson of Landmark Chambers to safeguarded land was that, in respect of York:

- ‘Safeguarded land is required in order to **strike the balance between preservation of the Green Belt and the need for further expansion**. Consequently, if land is required to meet the longer term needs it should be excluded from the Green Belt and protected from pressure for development contrary to the longer term needs by including it as safeguarded land. However, it is important that any such land will be genuinely available and capable of development when it is needed. In the context of land included as safeguarded for employment use, paragraph 22 of the NPPF should be borne in mind, which cautions against long-term protections of sites for employment use where there is no reasonable prospect of the site being used for that purpose’.
- ‘The **‘where necessary’** test adumbrated (outlined) in NPPF Paragraph 85 therefore applies where longer term needs for development have been identified. So those needs can in due course be met, land should be safeguarded for the purpose of that development and, by identifying such land, the Green Belt can be protected from encroachment thus ensuring its boundaries remain permanent. From the information provided with my Instructions it appears to me that the situation in York is within the circumstances contemplated by this test.’

Therefore whilst it is clear that there is a need to balance Green Belt preservation against the need for further expansion, there is less clarity regarding the definition of ‘where necessary’ or ‘long term development needs’.

The opinion from Counsel is also very clear on the need for the Green Belt to endure beyond the Plan period and that land not needed for development during the Plan period should be protected as safeguarded land. Any other course of actions places the Plan at risk of being found unsound at examination. Paragraph 16 of the advice states that

‘In my opinion if no safeguarded land is identified in the emerging Local Plan this would give rise to a serious risk of the Plan being found unsound. There would be a failure to identify how the longer term needs of the areas could be met, and in particular a failure to indicate how those longer term needs of the area could be met, and in particular a failure to indicate how those longer term needs could be met without encroaching into the Green Belt and eroding its boundaries’.

In respect of the period of time beyond the Plan period for which the Green Belt should be expected to endure, Counsel advises that this is a ‘matter for planning judgement’. He goes on to state that a ten year period beyond the life of the Plan would be appropriate for York.

## 2.3 Summary

Illustrating the observations of the Planning Advisory Service set out in section 1.2.2 the examples above show a diverse range of approaches employed by different local authorities.

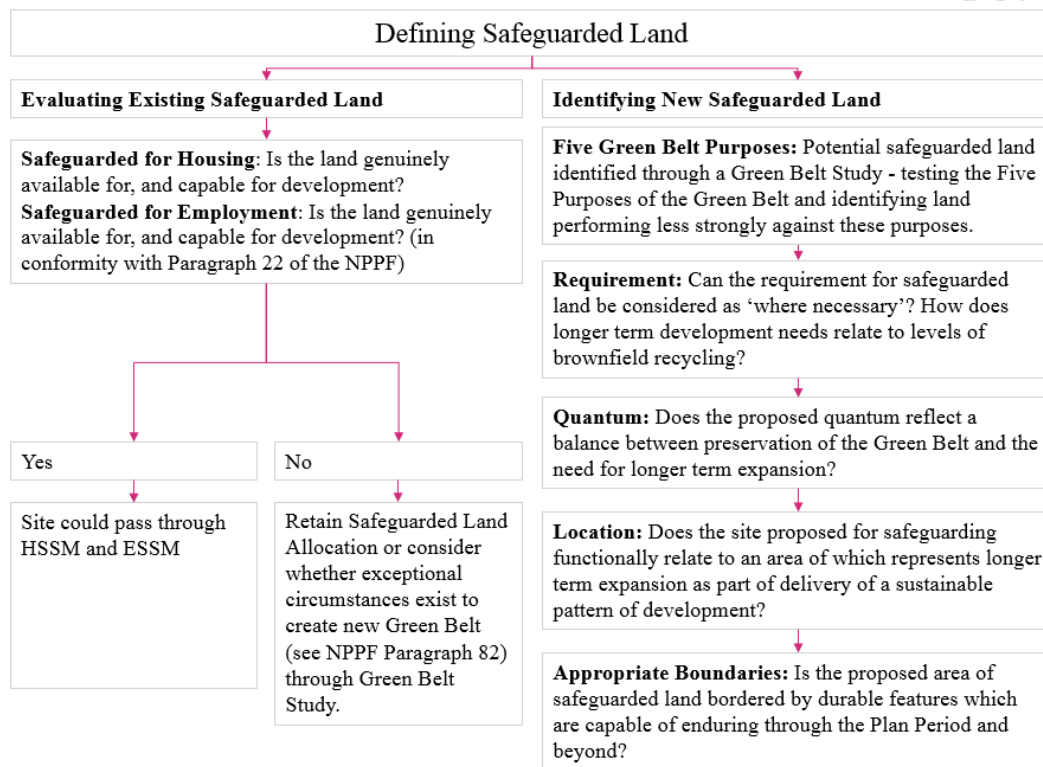
- The definition of ‘**where necessary**’, in accordance with paragraph 85, is not consistent across Local Authorities. Generally, it is accepted that Safeguarded Land is necessary to meet potential long-term development requirements and avoid the need for another review of the Green Belt at the end of the Plan Period. Safeguarding additional land offers certainty and permanence to the boundary of the Green Belt and ensures that a Green Belt Review does not trigger the need for a Plan Review. Although the York Legal Review of safeguarded land does not explicitly state what constitutes ‘longer term development needs’, it is likely that the need for further expansion is based on brownfield recycling rate and reserves of developable and deliverable sites.
- **Quantum of Safeguarded Land:** Again the approach to defining the level of Safeguarded Land varies. Wakefield, for example, has identified that it is unnecessary to allocate any additional Safeguarded Land beyond their existing previously- allocated Safeguarded Sites beyond their current plan periods. Knowsley, Leeds, York and Rotherham have opted for the definition of a number of years of safeguarded land (for examples, 2-10 years or a proportion of their total housing requirement). This quantum is likely to be based on the level of weakly-performing Green Belt land and the resultant strength of the Green Belt boundary of these sites, alongside the recycling rate of brownfield land. No Local Authorities appear to have allocated Safeguarded Land across two Plan Periods, beyond their current plan period.
- **Location of Proposed Safeguarded Land:** Often, safeguarded land allocations are proposed on the edge of proposed site allocations, which have been defined through Green Belt Studies. Selby’s Safeguarded Land in the Selby District Local Plan (SDLP) is next to the existing built up area. An ‘exceptional circumstances’ case is required in the same manner as land allocated for development. The safeguarded land will therefore support proposed development sites that have been assessed as supporting sustainable patterns of growth through the Site Selection Methodologies. Boundaries are assessed against the criteria for defining Green Belt boundaries.
- **Approach to Existing Safeguarded Land:** Based on the detail within the York Legal Opinion, safeguarded land should be included within the assessment of Green belt Land, then appraised for whether the land is likely to be ‘available and capable for development’ and for which there is likely to be a reasonable prospect for delivery. Existing Safeguarded Land in Selby has been assessed as part of the Stage A Green Belt Study.

## 3 Proposed Approach

### 3.1 Overview

The next section of this report evaluates the national guidance and background research to determine an appropriate method for the definition of safeguarded land within Selby. The proposed approach will be two-fold: initially reviewing the existing safeguarded land within the District to determine its continued fitness for purpose, prior to identification of new Safeguarded Land where necessary. Figure 1 concisely displays the overall process for defining future safeguarded land.

**Figure 1 Process for Defining Safeguarded Land**



### 3.2 Reviewing Existing Safeguarded land

Research has indicated that existing safeguarded land must have reasonable prospect of being delivered within the next Plan Period, or 'exceptional circumstances' must be determined for replacing land back into the Green Belt (paragraph 82).

**Stage 1:** To assess how the existing safeguarded land could make a contribution to the Green Belt and to understand whether there is any prospect for land to be returned to Green Belt, the existing safeguarded land will be tested as part of the Green Belt Study. Alongside the defined Green Belt boundary, the internal boundary of the safeguarded land will be assessed for the function it could perform as a newly defined Green Belt boundary. This assessment will confirm whether the existing safeguarded land has a role in preserving the openness of the Green Belt and the strength of the safeguarded land boundary, which will

ultimately allow for a decision to be made as to whether the safeguarded land should be retained or moved back into the Green Belt.

**Stage 2:** The existing safeguarded land will be tested to determine whether there is a reasonable prospect of sites being deliverable for new development (NPPF, Paragraph 22). By evaluating existing safeguarded sites against the Housing and Employment Site Allocation Methodologies against all other sites within the selection process, it will be possible to consistently assess the likelihood of safeguarded land being genuinely available for, and capable of development.

### 3.3 Identifying New Safeguarded Land

#### 3.3.1 Overview

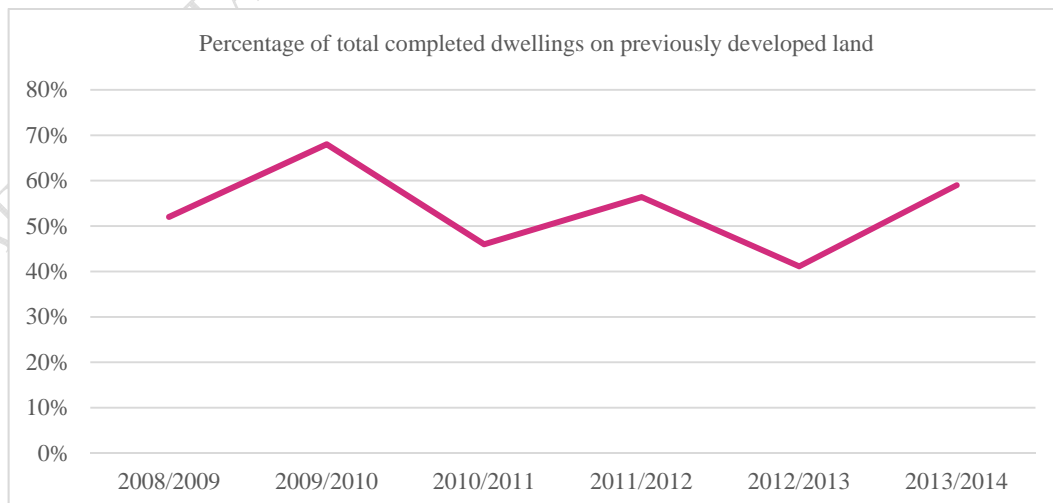
Decisions to define New Safeguarded land will need to focus on the required quantum of Safeguarded Land, where this should be located and whether it is necessary to allocate any existing safeguarded land for development.

#### 3.3.2 Local Interpretation of ‘Where Necessary’

Paragraph 85 of the NPPF states that ‘where necessary, [LPA’s should] identify in their plans areas of ‘safeguarded land’ between the urban area and the Green belt, in order to meet longer-term development needs stretching well beyond the Plan Period’.

From analysis of the past five Annual Monitoring Reports, it is possible to assess the proportion of completed dwellings on previously developed land. Although this proportion fluctuates, it averages around 50% of dwellings completed are on previously developed land. This could suggest two things: that there is generally a regular supply of brownfield sites within Selby or there was a relatively large supply of previously developed land following the adoption of the Local Plan in 2005.

Figure 2 Analysis of Total Completed Dwellings on Previously Developed Land from Selby District Council Annual Monitoring Reports



The 2014 Annual Monitoring Report states that ‘Windfalls are expected to continue to be a reliable source of supply’ and that windfalls have consistently made a substantial contribution to the supply of housing sites.

| Period                   | Gross Completions | Gross Completions on Windfalls | % Windfall Completions |
|--------------------------|-------------------|--------------------------------|------------------------|
| 2005-06                  | 633               | 580                            | 91.6                   |
| 2006-07                  | 874               | 687                            | 78.6                   |
| 2007-08                  | 583               | 343                            | 58.8                   |
| 2008-09                  | 222               | 163                            | 73.1                   |
| 2009-10                  | 270               | 163                            | 60.4                   |
| 2010-11                  | 366               | 211                            | 57.7                   |
| 2011-12                  | 317               | 176                            | 55.5                   |
| 2012-13                  | 248               | 162                            | 65.3                   |
| 2013-14                  | 268               | 186                            | 69.4                   |
| <b>Total 2005-2014</b>   | <b>3781</b>       | <b>2652</b>                    | <b>-</b>               |
| <b>Average 2005-2014</b> | <b>420</b>        | <b>295</b>                     | <b>68%</b>             |
| <b>Average 2009-2014</b> | <b>294</b>        | <b>180</b>                     | <b>61%</b>             |

**Recommendation:** Given the seemingly high level of recycling of brownfield sites and the level of completions on windfalls, ‘where necessary’ can only be determined once further site assessment and selection work has undertaken by Selby District Council during the Plan Selby process. This will identify the likely scale of previously developed land which is available within the District and the likely supply of developable and deliverable sites.

### 3.3.3 Defining the Quantum of Safeguarded Land

Based on the above research of comparative Local Authorities and the national requirements for safeguarded land, it is possible to determine three options for defining the quantum of safeguarded land.

#### Option 1: No New Safeguarded Land Identified

Research indicates that a number of Local Authorities have adopted Local Plans without allocated safeguarded land. If there is sufficient brownfield land that future development pressures will not compromise the strength of the Green Belt, or there are sufficient levels of existing safeguarded land for which there is considered to be a reasonable prospect of delivery, it may not be ‘necessary’ to identify new Safeguarded Land beyond the Plan Period.

#### Option 2: Identify an evidenced level of Safeguarded Land based on ‘Longer Term Development Needs

A number of Local Authorities have indicated that a 15 year Plan Period followed by a 5 – 10 years' worth of safeguarded land should ensure that the Green Belt boundary retains a degree of permanence. The choice of the level of safeguarded land relates to the uncertainty in the extrapolation of existing Objectively Assessed Employment and Housing Need, the availability of windfall sites/ brownfield land and the volatility of development pressures assessed through the Strategic Housing Market Assessment (SHMA). This option also requires a sufficient amount of weakly performing Green Belt land arising from the Green Belt Study and confirmation of the performance of portfolio of non- Green Belt land to confirm 'exceptional circumstances' from removing land for the Green Belt. This can only be confirmed when a full assessment of all potential site allocations has been carried out by Selby District Council and a full Green Belt Study has been completed.

Projecting Objectively Assessed Need whilst accounting for the recycling rate of brownfield land, outstanding delivery on strategic sites and the existing rate of delivery on windfall sites, offers an estimate of longer term development needs of the District. Whether sufficient safeguarded land is identified for 5 or 10 years beyond the Plan Period will depend on three factors: the likely availability of deliverable and developable sites in the urban form, the abundance of windfall sites across the Plan Period and the volatility of development pressures across the Plan Period.

### Option 3: Identify two Plan Periods of Safeguarded Land

Although there appears to be no Local Authorities which have taken this approach to Safeguarded Land, this would effectively ensure the most pure approach to 'evidence base' and could refute the need for a separate Green Belt Review to be undertaken at the start of the next Plan Period. This approach will rely on the three factors above and a sufficient amount of weakly performing Green Belt land arising from the Green Belt Study and confirmation of the performance of portfolio of non- Green Belt land to confirm 'exceptional circumstances' for removing land for the Green Belt. This can only be confirmed when a full assessment of all potential site allocations has been carried out by Selby District Council.

**Recommendation:** Arup recommend that the level of safeguarded land to be allocated within PLAN Selby is defined once there is a known level of deliverable sites and brownfield sites within the built form.

### 3.3.4 Location of Safeguarded Land

There has been limited precedent about the location of safeguarded sites. Given the need for safeguarded land to be based on durable and permanent boundaries it appears a sensible approach to follow the method used by City of York Council; to safeguarded land on the edge of proposed site allocations (with both the site allocation boundary and safeguarded land boundary based on permanent and robust boundaries). By providing safeguarded land on the edge of proposed site allocations this promotes a focus on sustainable settlements. The location of safeguarded land will depend on the location of Green Belt release. This can only be confirmed when a full assessment of all potential site allocations has been carried out by Selby District Council.



### 3.3.5 Boundaries of Safeguarded Land

The Green Belt Study will identify durable and permanent boundaries as required by NPPF. A policy decision will then be made by SDC as to whether land is required to be removed from the Green Belt. The identified new Green Belt Boundary will form the boundary of either a site allocation or safeguarded land, but must be based on a permanent boundary. The definition a durable and permanent boundary from the Green Belt Study is set out below:

|   |  |
|---|--|
| Durable / 'likely' to be Permanent Feature. | <p>Infrastructure: Motorway, public and made roads or strongly defined footpath / track, a railway line, river.</p> <p>Landform: stream, canal or other watercourse, prominent physical features (e.g. ridgeline), protected woodland/hedge, existing development with strong established, regular or consistent boundaries.</p> |
|---|--|

DRAFT FOR STAKEHOLDER ENGAGEMENT: SUMMER 2015

## Appendix A

Extract from Selby Local Plan  
(2005), Safeguarded Land

DRAFT FOR STAKEHOLDER ENGAGEMENT: SUMMER 2015

## A1 Hillam

There is one area of safeguarded land in Hillam. The safeguarded land details are set out in Table A1 and the extent is shown as SL1 Figure A1 below.

**Table A1: Safeguarded Land in Hillam**

| Settlement | Site Name                          | Size (ha) |
|------------|------------------------------------|-----------|
| Hillam     | East of Betteras Hill Road, Hillam | 2.7       |

**Figure A1: Safeguarded Land in Hillam (shown as SL1)**



Source: Selby District Council Local Plan (2005)

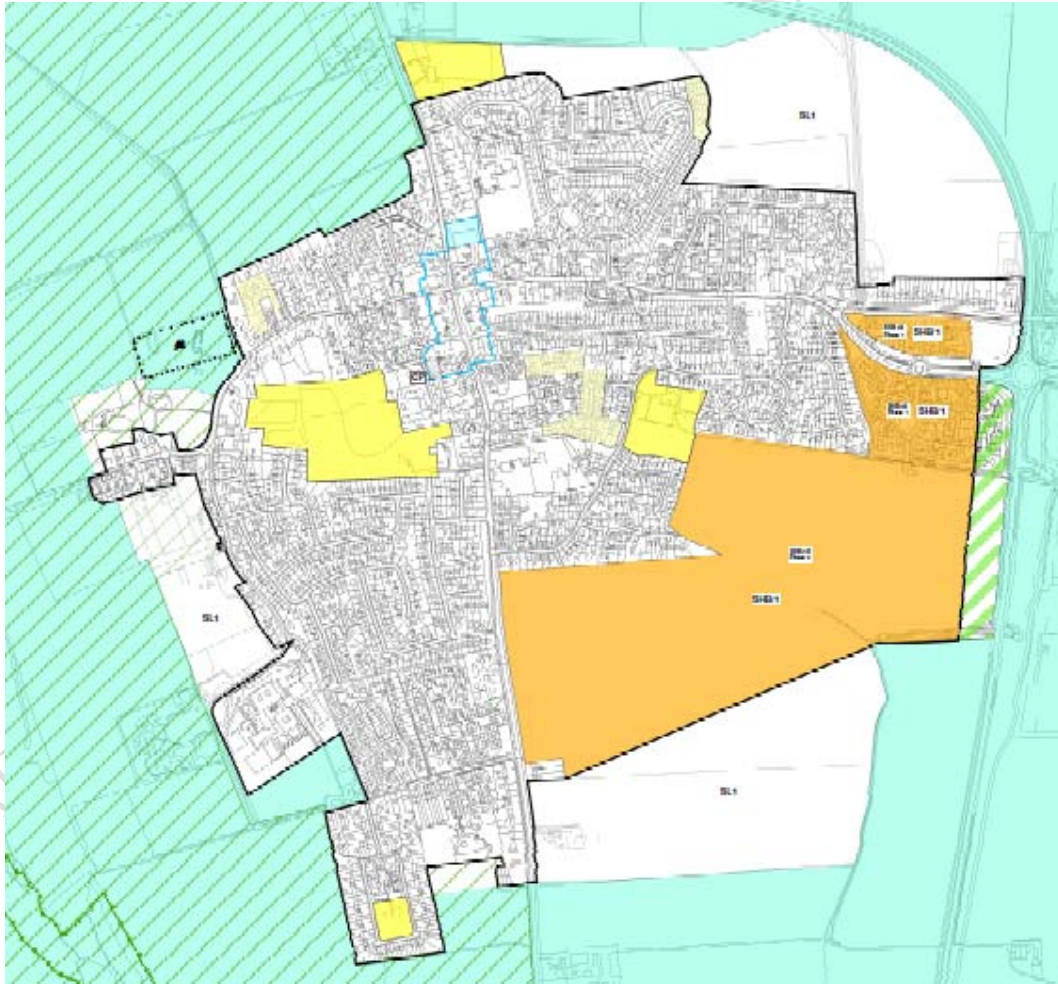
## A2 Sherburn in Elmet

There is five areas of safeguarded land in Sherburn in Elmet. The safeguarded land details are set out in Table A2 and the extent is shown as SL1 Figure A2 below.

**Table A2: Safeguarded Land in Sherburn in Elmet**

| Settlement        | Site Name  | Size (ha) |
|-------------------|--|-----------|
| Sherburn in Elmet | South-East of SHB/1, Sherburn in Elmet               | 7.3       |
|                   | East of Prospect Farm, Low Street, Sherburn in Elmet | 12.8      |
|                   | West of Hodgsons Lane, Sherburn in Elmet             | 11.8      |
|                   | East of Hodgsons Lane, Sherburn in Elmet             | 10.6      |
|                   | West of Garden Lane, Sherburn in Elmet               | 6.3       |

**Figure A2: Safeguarded Land in Sherburn in Elmet (shown as SL1)**



*Source: Selby District Council Local Plan (2005)*