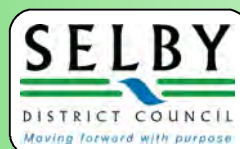




Selby District

Submission Draft Core Strategy

May 2011





**Selby District
Local Development Framework**

Submission Draft Core Strategy

May 2011



Copies of the accompanying evidence base including the Sustainability Appraisal Report and Background Papers can also be viewed on our website or at Access Selby, contact centres in Sherburn in Elmet and Tadcaster and local libraries in the District.

You may get further help from the LDF Team at:



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The Status of RSS and the Implications of the Localism Bill.

At the time of 'Publication' of the Submission Draft Core Strategy, the Development Plan for Selby District comprises the Regional Spatial Strategy (the Yorkshire and Humber Plan), 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. When adopted it will replace a number of the 'Saved' Selby District Local Plan policies.

On 6th July 2010 the Secretary of State for Communities and Local Government announced the revocation of RSS 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base on which it is founded, and came to the conclusion that while the policies and context provided by RSS were no longer applicable the RSS evidence base remains robust and relevant, particularly since the RSS evidence had been subject to a process of consultation and Examination.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 RSS evidence, although references to RSS have been removed from the document.

Following a successful legal challenge the revocation decision has subsequently been quashed and RSS has been reinstated as part of the Development Plan.

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

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

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

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

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

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

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1. Introduction

- 1.1 The Council is preparing a series of Development Plan Documents required under the Planning and Compulsory Purchase Act 2004, which will form part of the new 'Local Development Framework' (LDF). The Council's current programme for development plan production is set out in its Local Development Scheme¹.
- 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 LDF.

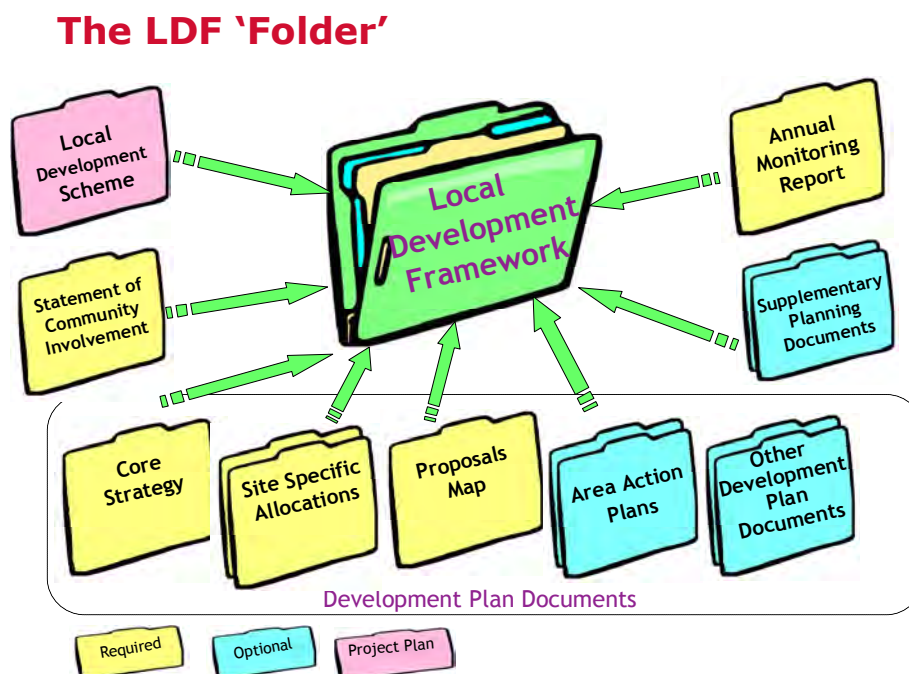


Figure 1

- 1.3 The Core Strategy is one of the first new style Development Plan Documents (DPD) to be produced by the Council and will provide a context with which subsequent DPDs must conform.
- 1.4 The Core Strategy will provide:
- 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

¹Fourth Local Development Scheme for Selby District - Selby District Council, October 2010

development in the interests of environmental protection and

- the identification of strategic development sites for housing and economic development to accommodate major growth in Selby and a District-wide framework for the subsequent allocation of sites for specific uses (including housing, retail, leisure and other activities).
- policies setting out the context for more detailed policies and guidance to be included in other LDF documents.

- 1.5 Site specific policies and allocations for housing, employment and other land uses will be brought forward through a Site Allocations DPD. Detailed policies for controlling development will be provided through a Development Management DPD.

The Preparation Process

Previous Issues and Options Stage

- 1.6 In May 2006 the Council published a consultation document, which discussed and requested views on the main planning issues, which might be addressed in the Core Strategy. The report was circulated to all stakeholders and advertised in the local press and on the Council's web site. 71 individuals and organisations responded. The Council has considered the responses to this consultation and these have been taken into account in preparing the Core Strategy.

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

Consultation on Interim Housing Policies (2007)

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

- 1.9 An extensive consultation was undertaken during February 2008, which elicited a wide-ranging response from 122 individuals and

organisations. There was extensive support for the policies from the majority of individuals and parish councils, but generally a negative reaction from those respondents with a direct association with the development industry.

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

Further Options Consultation

- 1.11 In November 2008 a public consultation was held on a number of further options for the Core Strategy. In view of the time that had elapsed since the Issues and Options consultation, together with the relatively general nature of those issues and options, the Council wished to consult on more detailed proposals and options for accommodating growth. In particular the need to consider the possibility of one or more strategic development sites for housing and employment in Selby to cater for the scale of growth required had become evident and the Council was keen to obtain public views on potential directions of growth².
- 1.12 In addition the opportunity was taken to obtain public views on a number of other topics, which had emerged since the Issues and Options stage. The new options and indicative policies had been distilled from examination of the evidence base, the regional context and the results of the previous consultations on Issues and Options and also the consultation in December 2007 on possible Interim Housing Policies.

Draft Core Strategy

- 1.13 Public consultation on the draft Core Strategy was carried out during February / March 2010 (ending on 1st April), and was accompanied by a publicity campaign and a series of consultation events, including a number of 'drop - in' events in Selby, Tadcaster and Sherburn-In-Elmet, as well as a number of meetings hosted by Yorkshire Planning Aid on behalf of the Council. Further publicity and information was provided through a manned market stall in Selby.
- 1.14 The report was accompanied by a downloadable summary leaflet; a colour printed version of which was also distributed to all residents and many business addresses in the District.
- 1.15 Respondents were able to submit comments by a variety of means, including electronic and paper versions of a standard comments

² For further information see Background Paper No. 7 "Strategic Development Sites"

form, by e-mail, and for the first time by using a dedicated consultation website for on-line comments.

- 1.16 A total of 81 individuals and organisations responded to the consultation; including 10 Parish and Town Councils, 19 developers and consultants and 33 organisations representing specialist interests. There were 19 responses from individual members of the public and businesses representing themselves.
- 1.17 Numerous changes have been made as a result of the consultation in order to improve the document. In addition, amendments have been necessary in the light of up-to-date information and revised national planning guidance.

Interim Housing Policy (2010)

- 1.18 Following consideration of the responses to the consultation on the Draft Core Strategy and changes to PPS 3 – Housing, introduced by the Government in July 2010, the Council prepared interim measures to control proposals for ‘windfall’ development with a view to introducing them prior to the adoption of the Core Strategy. The measures were intended to reflect changes in national guidance, to support development in the most sustainable locations and to strike a balance between maintaining the vitality and longer term sustainability of all settlements, while avoiding the worst excesses of ‘garden grabbing’, particularly in smaller settlements. In consulting on the proposals the Council indicated that responses would provide additional evidence to assist the Council in finalising its Core Strategy housing proposals.
- 1.19 In total 44 responses to the consultation were received. Of these 19 were generally supportive and 8 were generally negative although only 4 of these objected to the policy as a whole in principle. The main concern was over the need for, and the value and legitimacy of, an Interim Policy which can only be of an informal nature. The remaining 17 responses expressed no discernible view, either for or against.
- 1.20 The balance of responses from across the spectrum of interests, from developers to parish councils, was generally in favour of the proposed interim policy. This has led the Council to amend draft Core Strategy Policy CP1 and to introduce an additional policy CP1A to manage housing development in settlements and ensure that speculative (windfall) proposals for new housing contribute to sustainable development.

Publication stage

- 1.21 Following consideration of the results of consultation on the draft Core Strategy the Council has prepared a revised version of the Core Strategy for ‘Publication’. The Core Strategy is being ‘Published’ for six weeks to enable stakeholders and interested parties to comment on the ‘soundness’ of the document. At this stage minor amendments may be made where appropriate in

response to comments received, but the Council is unlikely to make major changes to the Strategy and its policies except in exceptional circumstances where the Core Strategy is demonstrably unsound.

Submission Core Strategy

- 1.22 The Strategy will then be submitted formally to the Secretary of State and will form the subject of an Examination in Public conducted by an independent inspector in order to assess its soundness. The inspector’s recommendations will be incorporated into the Strategy prior to adoption by the Council.
- 1.23 The planning process is currently subject to a period of radical change following the revocation of the Regional Spatial Strategy, and while waiting for primary legislation after publication of the Government’s Localism Bill. However, continued preparation of the Core Strategy and other DPD documents remains a priority in order to provide clarity to developers and investors and to promote rapid recovery from the effects of the Economic Recession. Once details of the new planning system are available the Council will if necessary undertake a partial review of the Core Strategy in order to respond to the new planning context and to ensure consistency with national policy and procedures, either prior to Examination or post adoption, as appropriate.

Figure 2 Selby District Core Strategy Timetable



Policy Context

- 1.24 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



- 1.25 The Core Strategy is also influenced by the Sustainable Community Strategy³ prepared by the Local Strategic Partnership, the Council's own corporate policies and proposals established in the Renaissance Programme sponsored by Yorkshire Forward. The Core Strategy also takes account of North Yorkshire County Council's Community Strategy. In preparing the Strategy, the aim has been to accommodate the relevant aspects of these local strategies and provide a smooth transition from the Selby District Local Plan policies which will be progressively replaced by new style development plan documents.
- 1.26 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.

³ Selby District Sustainable Community Strategy 2005 – 2010 (reviewed 2008)

- 1.27 Promoting a healthy environment and lifestyle is also an issue which permeates a number of policy areas. Healthier Communities is one of the Council's Corporate Strategic Themes and wherever possible Core Strategy policies aim to encourage good health and well being as well as improved access to health care and other facilities. The environment policies aim to create a green and healthy environment and aim to facilitate sustainable access modes, including walking and cycling. In addition the spatial strategy as a whole aims to reduce the need to travel and minimise pollution.
- 1.28 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*
- 1.29 A key national policy requirement of the LDF 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 Regulations⁴, which govern implementation of European legislation on this matter. The Sustainability Appraisal Report is available on the Council's website or on request.

⁴ European Directive 2001/42/EC "on the assessment of the effects of certain plans and programmes on the environment."

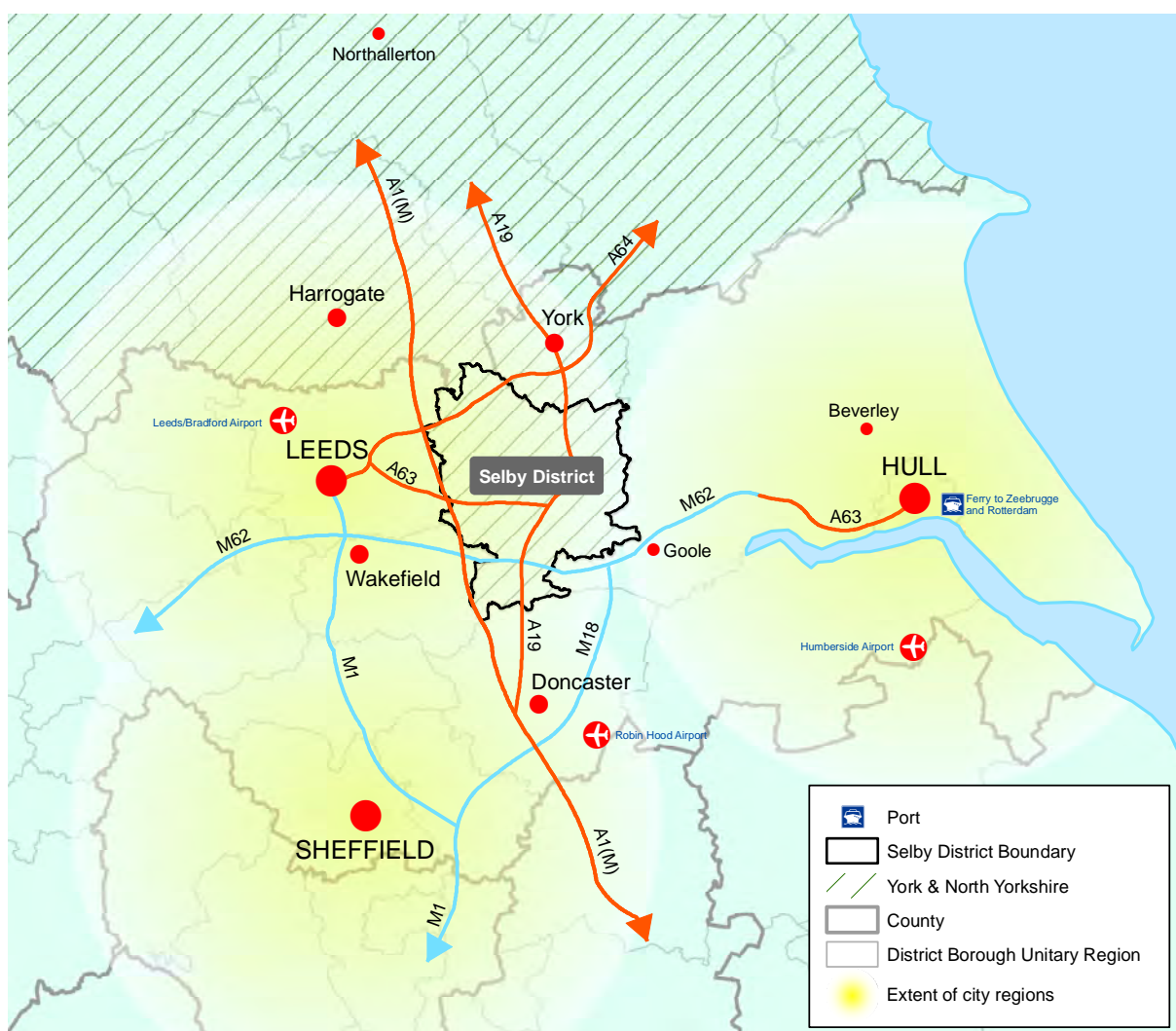
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2. Key Issues and Challenges

District Portrait

- 2.1 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



- 2.2 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 Assessment¹ suggests that this proportion has increased further to around 59%.

Figure 4 Key Population Facts

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

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

- 2.4 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.

- 2.5 The District also has a wealth of natural features and wildlife habitats,

¹ http://www.selby.gov.uk/upload/Selby_SHMA_FINAL_REPORT_090618.doc

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

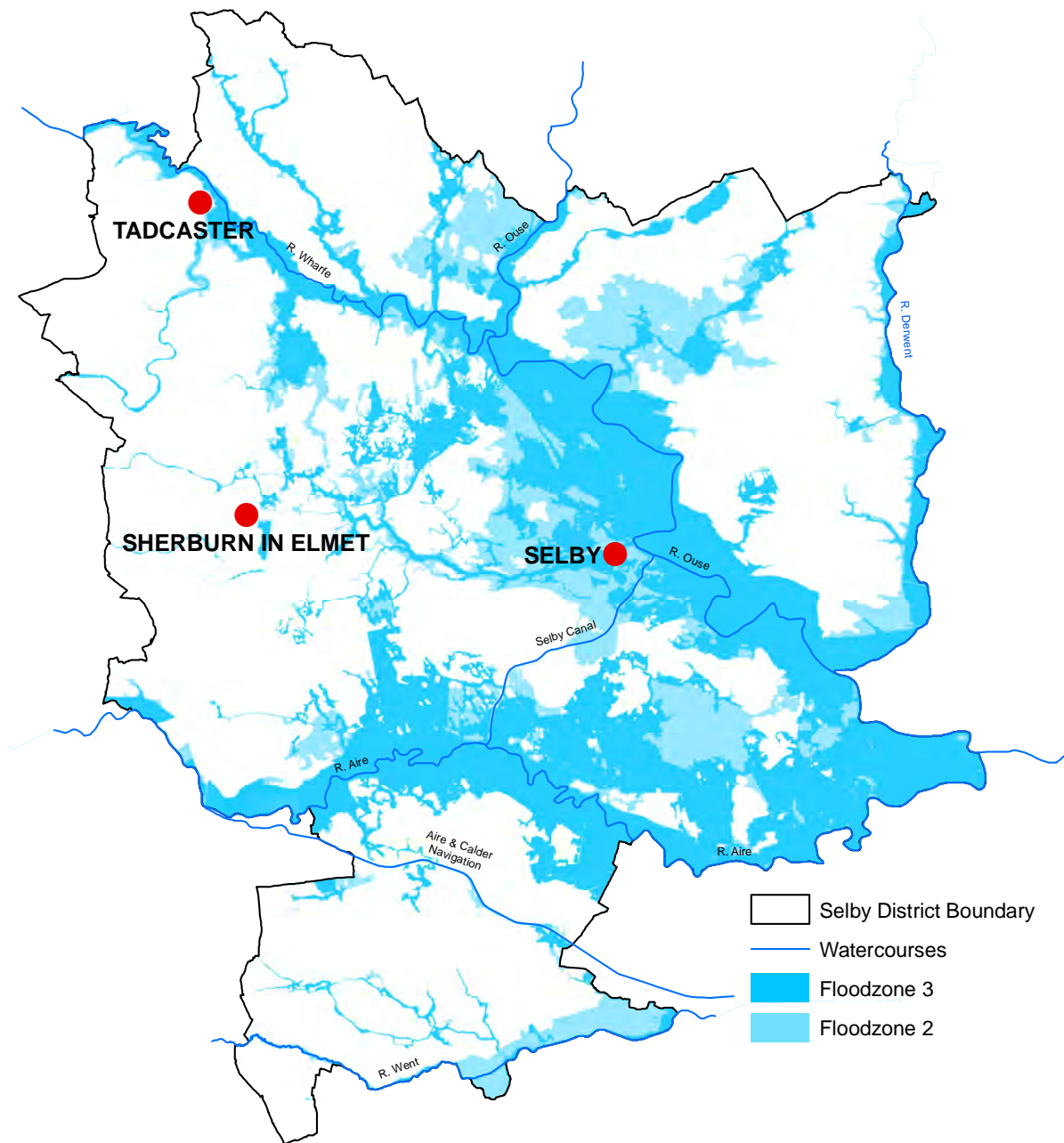
Figure 5 Key Assets

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

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

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

Map 2 Rivers and Flood Risk Areas



2.8 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.

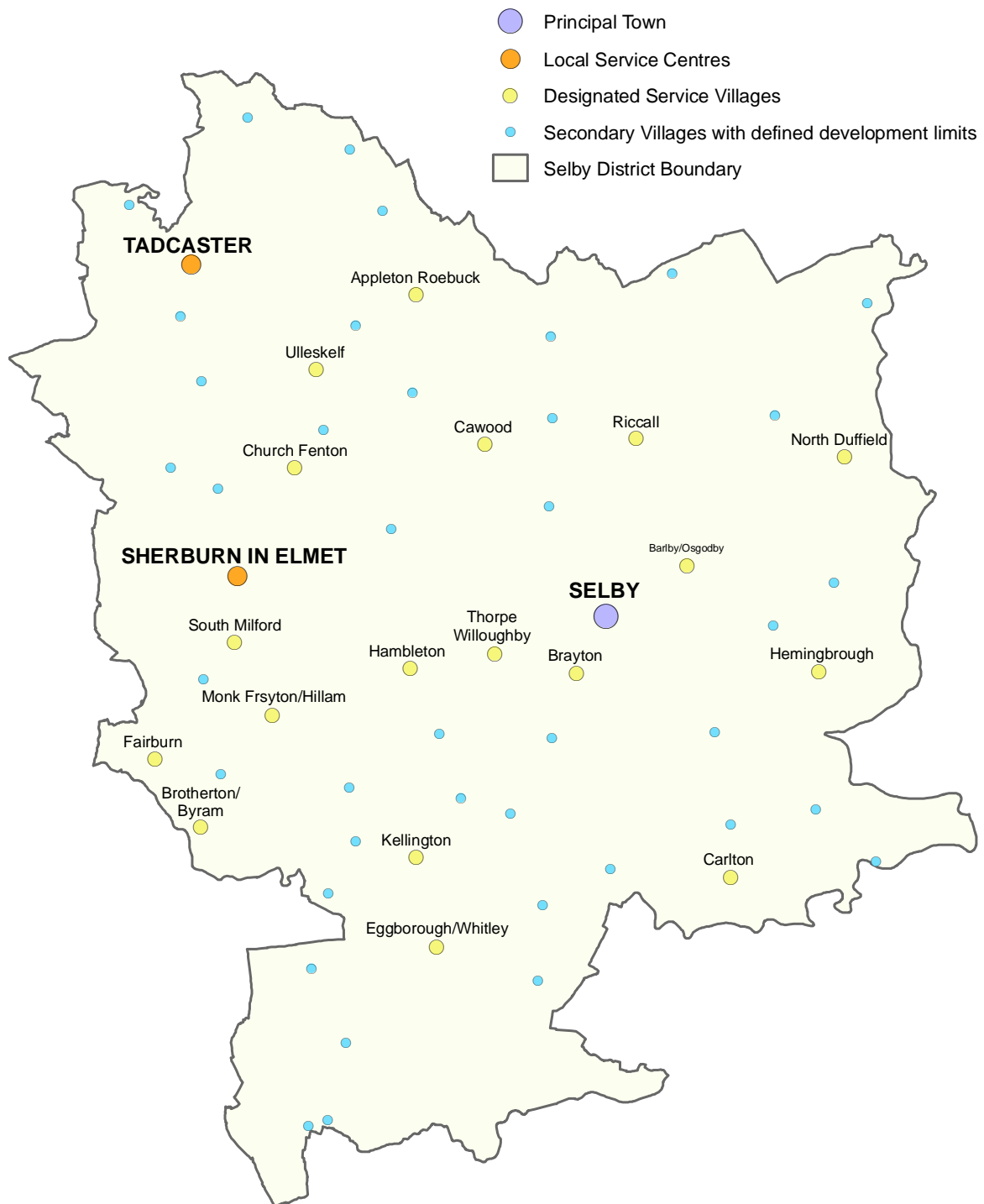
Map 3 Communications

Roads, Motorways, Railways and Rivers



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

2.12 Selby is the largest town with a population of approximately 13,000 and is a major district centre within the region. Aside from being the main shopping centre in the District, it is the prime focus for

housing, employment, leisure, education, health, local government and cultural activities and facilities. It benefits from a town bypass constructed in 2004.

- 2.13 There has been a settlement at Selby since Roman times and the founding of The Abbey, due to its wealth and its position as lords of the manor of Selby, promoted the town's economic and physical growth, shaping it into a well-developed regional centre and market town, and small inland port.
- 2.14 The Abbey defines the present layout of the town centre, with the Market Place located directly outside the entrance to the Abbey and Micklegate probably the main manufacturing focus of the town.
- 2.15 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.
- 2.16 The legacy of this age defines the present town as much as its medieval street layout. The majority of its historic and listed buildings and the conservation areas date from this period.
- 2.17 The town is finding a new commercial and residential focus as well as the opening of shopping precincts within the town centre. There are a number of key employers in the town and visitors are attracted by the Abbey, markets, leisure centre and the traditional town park.
- 2.18 Recent high quality environmental improvements in the town through the Renaissance Programmes, for example in the Market Place and along the historic waterfront have added to the existing high quality of the town which is already attracting new economic investment. Selby town supports around 6000 jobs.

Tadcaster

- 2.19 The ancient market town of Tadcaster (with just over 6000 population) is situated on the River Wharfe between Leeds (15 miles to the west) and York (10 miles to the east), on the A659 and bypassed by the A64.
- 2.20 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.

- 2.21 The high quality Tadcaster water is drunk throughout the world in the famous beers that are made in the three breweries which dominate the town. The town is well connected to both York and Leeds city regions and employs a high proportion of people in the finance, business and insurance sector. Overall Tadcaster supports nearly 1700 jobs.
- 2.22 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.
- 2.23 The historic centre of the town is largely unaltered with few modern-style buildings. Any new developments have been sensitively designed to protect the town's historic character. Much of the high quality is down to the fact that a lot of the land and buildings are controlled by one of the town's breweries which has strived to maintain the unique characteristics of the town. The Council supports this work through managing new development in the light of the conservation area and many listed buildings. This well-preserved character is one of the key assets of the town, and in continuing to work together, this approach will build on the town's strong image for the benefit of all.
- 2.24 However, this conservation-led approach has resulted in, over a prolonged period, only a very small amount of new development taking place in Tadcaster. 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

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

adjoining All Saints Church is on the site of the palace of kings of Elmet.

- 2.27 The town has good communications with easy access to rail and the A1(M), providing links to the motorway network beyond and its traditional close associations with Leeds and West Yorkshire.
- 2.28 In the light of these strengths the town is home to a major industrial site attracting large logistics businesses and distribution centres making it one of the key employment areas for Selby District of regional and national importance. Sherburn supports more than 3000 jobs.
- 2.29 The industrial estate provides positive knock on effects for the town centre through lunch time trade for example but does create problems with car parking and general congestion. Sherburn is vibrant centre with successful local businesses with a good night time economy. It has high occupancy levels with generally high environmental quality (but with limited street furniture and green space). Further growth in the town should be matched by improvements in services and facilities.
- 2.30 The town is also home to Sherburn in Elmet Airfield with its links to the air industry going back to World War II when aircraft were built in the town. There is planning consent to re-use buildings remaining from the former Gasgoigne Wood mine to the south of the airfield, for employment purposes, in association with the existing railhead.
- 2.31 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

- 2.32 There are more than 60 villages and hamlets scattered throughout the District ranging from larger service villages with a range of facilities to many small, remote villages. Some of these have limited services and facilities but which only meet the immediate day-to-day needs of the local communities; although others have none. There is a huge variety of character and functions.
- 2.33 Those villages most closely associated with the market towns have developed into large sustainable villages, particularly Barlby, Brayton and Thorpe Willoughby (the three largest villages), near to Selby; and South Milford adjacent to Sherburn in Elmet. Eggborough, although not associated with a market town, is located next to strategic infrastructure in the form of Eggborough Power Station and M62 motorway, which have encouraged its development.
- 2.34 The villages on the western side of the District are characterised by

settlement patterns and local vernacular associated with a magnesian limestone ridge. This provides an attractive undulating landscape, in contrast to remainder of the District which is generally flat. The villages in this area are set against the backdrop of the designated Locally Important Landscape Area, and the designated West Riding Green Belt. Properties tend to be stone built. Some settlements have close relationships with towns in West Yorkshire including Leeds, Castleford, Pontefract and Knottingley for jobs and access to other services.

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

Key Issues and Challenges

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

Moderating Unsustainable Travel Patterns

- 2.39 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 Census² 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 Core Strategy and other LDF documents.

² Core Strategy Background Paper No.1 - Analysis of Journey to Work in Selby District.

Concentrating Growth in the Selby Area

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

2.41 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 Assessment³ facilitates consideration of this issue.

Providing Affordable Housing

2.42 The Council's recent assessment of housing need⁴ 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 weak housing market) while concentrating growth in Selby.

Developing the Economy

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

Other Challenges

2.44 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

³ Selby District Level 2 Strategic Flood Risk Assessment (February 2010), and Addendum (November 2010)

⁴ Selby District Strategic Housing Market Assessment 2009

- Improving the image of the area.

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

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3. Vision, Aims and Objectives

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

Vision

By 2026 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 previously developed land for appropriate uses in sustainable locations.
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.
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 renewable energy operations.
16. Protecting against pollution, improving the quality of air, land and water resources, and avoiding over-exploitation of water resources.
17. Protecting and enhancing the wider countryside for its important landscape, amenity, biodiversity, flood management, recreation and natural resource value.

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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 strategic development sites to accommodate major residential and commercial growth at Selby. Specific sites for accommodating housing, employment and other needs will be identified in a Site Allocations DPD.

National Policy

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

The Regional Spatial Strategy

4.3 Although the Regional Spatial Strategy (RSS) was revoked by Government in July 2010, this Core Strategy has been prepared using evidence which informed the former RSS and has been tested at Examination. 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 RSS, namely:

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

Relevant Strategic Objectives

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

Settlement Hierarchy

4.4 The existing settlement hierarchy is based on the principal town Selby, (as identified in the Regional Settlement Study¹) two smaller Local service Centres (Sherburn in Elmet and Tadcaster), and numerous villages and hamlets.

¹ Regional Settlement Study – former Yorkshire and Humber Regional Assembly (2004)

Principal Town

- 4.5 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

- 4.6 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.
- 4.7 Tadcaster is located between Leeds and York serving the north western part of the District and areas beyond the District boundary. The town has a high quality environment, a traditional town centre and is popular with commuters. Recent growth has been restricted by Green Belt and land availability issues.
- 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.

Villages and Countryside

- 4.9 Because the three towns offer a range of community facilities with good access to jobs, key services and infrastructure, they are best placed to absorb future growth. However, about 60% of the population live in the more rural parts of the District². These rural communities have localised needs for affordable housing and

² NYCC 2008 Parish Population Estimates

employment opportunities in order to sustain their viability and vitality. Some continued local growth is generally supported particularly in the larger service villages. This is underpinned by national planning guidance (PPS7 – Sustainable Development in Rural Areas) which emphasises that locating development within existing towns and villages can benefit the local economy and existing community where there is a good level of accessibility.

- 4.10 In order to meet identified needs within the extensive rural areas of the District, an assessment has been made of the relative overall sustainability of village settlements, including the availability of services and accessibility to higher order services and employment opportunities³. This is supplemented by a further assessment of the capacity of individual villages to accept additional growth, taking into account such factors as flood risk and land availability. As a result 22 villages which are considered capable of accommodating additional limited growth have been identified as ‘Designated Service Villages’⁴. These are the villages with the largest populations and with the best range of services. They are spread across the District and provide the main village locations for job opportunities and for increasing the availability of affordable housing to meet identified local demand. In addition their continued growth will help to support and enhance a strong network of services serving surrounding areas.
- 4.11 The remaining villages in Selby District tend to be smaller with more limited combinations of fewer services, more remote locations away from principal roads and poorer levels of public transport. These are referred to as ‘Secondary Villages’.
- 4.12 Smaller villages and hamlets without Development Limits, and isolated groups of dwellings and single dwellings are treated as falling within the wider countryside.

³ Background Paper No. 5 Sustainability Assessment of Rural Settlements

⁴ Background Paper No. 6 Designated Service Villages

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

a) Principal Town

Selby

b) Local Service Centres

Sherburn in Elmet

Tadcaster

c) Designated Service Villages

Appleton Roebuck

Hambleton

Byram/Brotherton*

Hemingbrough

Barlby/Osgodby*

Kellington

Brayton

Monk Fryston/Hillam*

Carlton

North Duffield

Cawood

Riccall

Church Fenton

South Milford

Eggborough/Whitley*

Thorpe Willoughby

Fairburn

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

Escrick

Towton

Gateforth

West Haddlesey

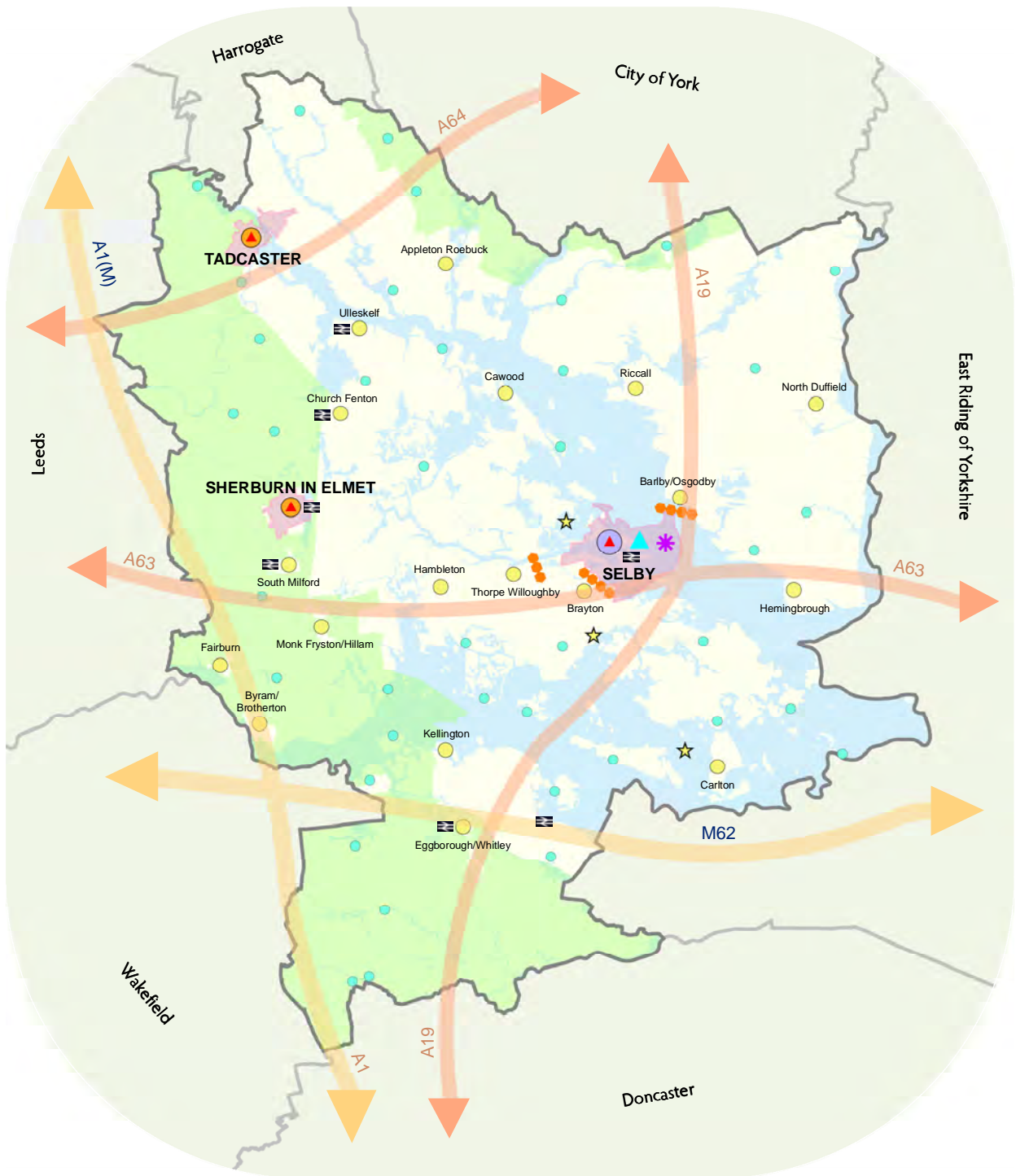
Great Heck

Wistow

Healaugh

Womersley

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

- 4.14 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 DPD regard will be paid to the respective size of each village and the relative accessibility to local services and employment opportunities within them.

Spatial Development Strategy

Selby

- 4.15 Selby is the most sustainable settlement within the District and forms the main focus for future growth within the Strategy. The town benefits from a by-pass which opened in 2004, and a number of major residential and employment schemes are currently underway. Regeneration projects undertaken as part of a Renaissance Programme have benefited the continued regeneration and enhancement of the town centre and riverside areas, and there are a number of further opportunities for regeneration of long standing industrial areas within the town. Selby has a key role to play as the economic, cultural and social hub for a large rural hinterland and is well placed to benefit from growth associated with the Leeds City Region and York.
- 4.16 In order to accommodate the scale of housing growth required it is envisaged that additional housing will be provided through a combination of infilling, redevelopment of existing employment sites and through sustainable urban extensions to the north west and east of the town, which are 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 town⁵.
- 4.17 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

⁵ For further information see Background Paper No. 7 Strategic Development Sites

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.

Local Service Centres

- 4.18 Development in Local Service Centres will be limited to that which maintains or enhances the level of services, facilities and jobs provided, or meets local housing need to create more balanced communities. Tadcaster and Sherburn in Elmet are designated as Local Service Centres.
- 4.19 Recent development in the two Local Service Centres has followed contrasting paths in recent years. Population estimates for 2001 and 2007 from North Yorkshire County Council indicate that whilst Sherburn in Elmet grew by approximately 6.4% during that period, the equivalent figure for Tadcaster is only 1.5%, which is indicative of recent development trends in the two towns.
- 4.20 Sherburn in Elmet is located close to the A1 (M) and has access to two railway stations. It has expanded significantly since the 1980s, and provides a range of employment opportunities, including manufacturing and logistics.
- 4.21 The level of services and facilities available however, has not kept pace with growth. In these circumstances the Core Strategy aims to facilitate some growth in general market housing with a strong emphasis on provision of accompanying affordable housing, but priority will be given to improving existing services and expanding the range of local employment opportunities, in order to help counter the strong commuting movement to Leeds. Service and infrastructure improvements in Sherburn in Elmet will also help sustain the wellbeing of surrounding settlements particularly South Milford.
- 4.22 Tadcaster is famous for brewing and is situated on the River Wharfe off the A64 between York and Leeds. In recent years housing and economic growth have not kept pace with other parts of the District and Tadcaster functions as a dormitory town for surrounding employment centres outside the District. This is undermining its service centre role, particularly in view of the very limited opportunities for new housing in surrounding villages.
- 4.23 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 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 Sherburn in Elmet a balance needs to be struck between stimulating growth to meet local needs and ensuring that new housing does not cater for commuters to an excessive extent.

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

Designated Service Villages

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

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

- 4.26 In addition to conversions, replacement dwellings and redevelopment 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 CP1A. Housing allocations of an appropriate scale will be identified through the Site Allocations DPD.

Secondary Villages

- 4.27 Other villages, which are referred to as ‘Secondary Villages’ are generally much smaller and less sustainable or else have no opportunities for continued growth owing to a combination of flood risk and environmental constraints. Consequently further planned growth would not be appropriate in these settlements, although some housing development inside Development Limits such as conversions, replacement dwellings, and redevelopment of previously developed land, may take place. Other than filling small gaps in built up frontages and the conversion/redevelopment of

farmsteads (which are currently classed as greenfield), development on greenfield land will not be acceptable (see Policy CP1A).

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

Countryside

- 4.29 Development in the countryside (outside defined Development Limits), including scattered hamlets, will generally be resisted unless it involves the replacement or extension of existing buildings, the re - use of buildings preferably for employment purposes. Proposals of an appropriate scale which would diversify the local economy (as defined in PPS4), or meet affordable housing need (adjoining the defined Development Limits of a village), or other exceptional circumstances, may also be acceptable.

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

Other Locational Principles

- 4.30 In addition to the specific geographical priorities and strategy above, the following factors will also influence the consideration of development proposals:
- a) *Previously Developed Land (PDL)*
- 4.31 High priority is given to the importance of utilising previously developed land (PDL) wherever this can be done without compromising other overriding sustainability issues.
- 4.32 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.
- 4.33 Overall a practical target 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 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. Further details of the PDL target and accompanying trajectory up to 2017 are provided in Appendix 1.

b) Flood Risk

- 4.34 Government guidance⁶ 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 not overlooked. Potential flood risk⁷ 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.⁸ This has also influenced the selection of villages and strategic development sites around Selby where further growth may be appropriate⁹.

c) Accessibility

- 4.35 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. Guidance also seeks to make the best use of the existing transport infrastructure and capacity and to maximise the use of rail and water for uses generating large freight movements.

d) Environment and Natural Resources

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

e) Green Belt

- 4.37 The District is covered by parts of the West Yorkshire and York Green Belts¹⁰. National planning guidance stresses the importance of protecting the open character of Green Belt. Only 'appropriate' forms of development identified in national guidance, such as affordable rural exceptions housing, will be permitted unless very special circumstances can be demonstrated.
- 4.38 One of the functions of the Green Belt is to prevent the coalescence of settlements, for example by preserving the open countryside gap between Sherburn in Elmet and South Milford.
- 4.39 While the Strategy aims to maintain the overall extent of Green Belt, in locations where there are difficulties in accommodating the scale of growth required, consideration will be given to undertaking localised Green Belt boundary reviews. The reviews will need to balance the relative need for new development within each settlement against the value of Green Belt as assessed against the

⁶ Planning Policy Statement 25: Development and Flood Risk, December 2006

⁷ See Figure 6 Key Diagram for indication of high flood risk areas, Zone 3

⁸ Selby District Level 1 and Level 2 Flood Risk Assessments

⁹ For further information see Background Paper No. 7 Strategic Development Sites

¹⁰ See Figure 6 Key Diagram for indication of extent of Green Belt

basic purposes of the Green Belt, as well as other considerations such as the effect on landscape, biodiversity and access to the natural environment.

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 CP1 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 CP1 Spatial Development Strategy

A. The location of future development within Selby District will be based on the following principles:

a) The majority of new development will be directed to the towns and more sustainable villages depending on their future role as employment, retail and service centres, the level of local housing need, and particular environmental, flood risk and infrastructure constraints

- **Selby as the Principal Town will be the focus for new housing, employment, retail, commercial, and leisure facilities.**
- **Sherburn in Elmet and Tadcaster are designated as Local Service Centres where further housing, employment, retail, commercial and leisure growth will take place appropriate to the size and role of each settlement.**
- **The following Designated Service Villages have some scope for additional residential and small-scale employment growth to support rural sustainability and in the case of Barlby/Osgodby, Brayton and Thorpe Willoughby to complement growth in Selby.**

Appleton Roebuck	Hambleton
Barlby/Osgodby*	Hemingbrough
Brayton	Kellington
Byram/Brotherton*	Monk Fryston/Hillam*
Carlton	North Duffield
Cawood	Riccall
Church Fenton	South Milford
Eggborough/Whitley*	Thorpe Willoughby
Fairburn	Ulleskelf

* villages with close links and shared facilities

Proposals for speculative residential (windfall) development must meet the requirements of Policy CP1A.

- b) Limited amounts of residential development may be absorbed in secondary villages (inside Development Limits) through ‘exception sites’ for 100% affordable housing and through small scale speculative (windfall) proposals which conform to the provisions of Policy CP1A.**
 - 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 to proposals of an appropriate scale which would diversify the local economy, or meet affordable housing need or other exceptional circumstances.**
 - d) In Green Belt, including villages washed over by Green Belt, development must conform to national Green Belt policies.**
- B. Land will be allocated for development in Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages through a Site Allocations DPD 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.**

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

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

Management of Residential Development in Settlements

- 4.42 The Core Strategy seeks to ensure a close match between housing growth and job growth, in order to help create sustainable communities rather than communities with excessive out-commuting. While most growth is concentrated in Selby, and to a lesser extent in Tadcaster, Sherburn in Elmet, it is also recognised that there should be some scope for continued growth in villages to help maintain their viability and vitality. However this must be balanced with concerns about the impact of continued residential infilling on the form and character of our villages, particularly through the practice of developing on garden land (garden grabbing), and redeveloping existing properties at higher densities.
- 4.43 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.
- 4.44 Policy CP1A provides greater clarity about the way proposals for speculative residential development (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.
- 4.45 If this action is not taken unacceptable amounts of housing may be provided in smaller, less sustainable settlements reducing the need for planned allocations of land where the maximum community benefit can be secured, and further stretching existing services and resources.

- 4.46 Residential development in smaller Secondary Villages will therefore be restricted to conversions, replacement dwellings, redevelopment of previously developed land, the filling of small gaps in otherwise built up frontages and the conversion/redevelopment of farmsteads to residential use. Other than filling small gaps in built up frontages or converting/redeveloping farmsteads (which are currently classed as greenfield) development on greenfield land including garden land, will be resisted.
- 4.47 At the same time restrictions on housing growth in Selby, Sherburn in Elmet, Tadcaster and designated Service Villages will be relaxed to enable appropriate scale development on greenfield land, including the conversion/redevelopment of farmsteads. This is intended to help sustain their roles in catering for community needs, including local employment opportunities, services, facilities and affordable housing. The policy applies to speculative residential development within Development limits and does not imply release of the Selby District Local Plan, Policy H2 Phase 2 allocations. Release of Phase 2 sites will be considered as part of the Site Allocations Development Plan Document.
- 4.48 In the case of farmsteads, the loss of agricultural use may result in substantial sites becoming available within villages. These exhibit a variety of characteristics but often contain buildings with considerable character and heritage value. The policy aims to provide guiding principles for any conversion and/or redevelopment in order that proposals retain the best of that character whilst making efficient use of the site, appropriate to the role and function of the village.
- 4.49 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 Green Belt policy and not significantly prejudice its openness.

Policy CP1A Management of Residential Development in Settlements

- a) In order to ensure that speculative (windfall) housing contributes to sustainable development and the continued evolution of viable communities, the following types of residential development will be acceptable in principle, within Development Limits 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 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 contribute to the 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 Village Design Statements, where available.
- d) Appropriate scale will be assessed in relation to the density, character and form of the local area and should be appropriate to the role and function of the village within the settlement hierarchy.
- e) All proposals in villages washed over by Green Belt must accord with national Green Belt policy.

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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 revocation of the Regional Spatial Strategy the Council has reviewed the merits of alternative housing requirements, (see Background Paper¹) and remains of the view that the net housing requirement of 440 dwellings per annum established in the former Regional Spatial Strategy is the most appropriate housing target on which to base this Core Strategy. The housing requirement is based on robust evidence and was the subject of extensive consultation during the preparation of the Regional Spatial Strategy. It remains a practical target in the light of available evidence regarding land availability and constraints to development.
- 5.5 Part of the requirement for future years is already committed through existing unimplemented planning permissions, and sites already allocated in the adopted Selby District Local Plan. Provision will be made for the remainder of the requirement to be met through planned growth in the form of a strategic housing sites in this Strategy and sites to be identified in a Site Allocations DPD.
- 5.6 Policy CP2 sets out the proposed provision for new housing in more detail.
- 5.7 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

¹ Local Housing Requirement BP9

reflection of the existing distribution of population within the District with approximately 69%² of the population living outside the three main towns of Selby, Sherburn in Elmet and Tadcaster.

- 5.8 The existing population distribution also directly influences the local need for housing. Evidence³ indicates that most of the affordable housing need (59%) also originates outside the three main towns.
- 5.9 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

- 5.10 The distribution of new housing in policy CP2 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 CP1;
 - 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 highway⁴ and flood risk⁵ issues within the town.
- 5.11 Approximately half of new housing will be located within or adjacent to Selby as the most sustainable settlement within the District.

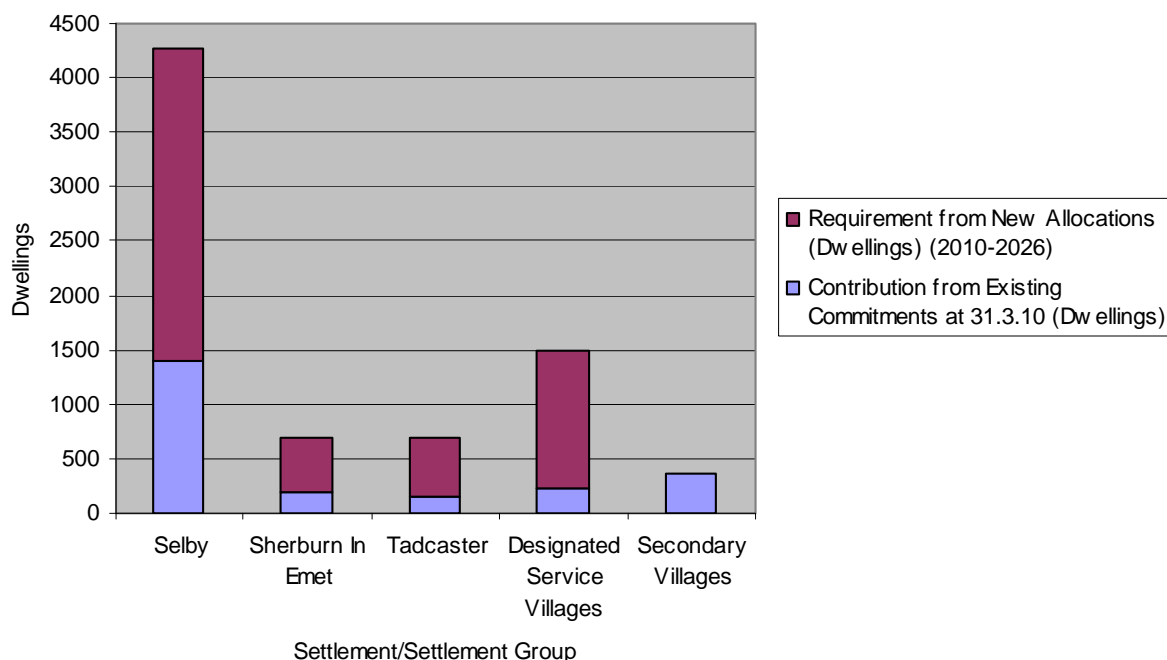
² North Yorkshire County Council Mid-2007 Population Estimates (update to Mid Year Estimates 2009)

³ Selby District Strategic Housing Market Assessment 2009

⁴ Results of North Yorkshire County Council VISUM traffic model tests 2009

⁵ Selby District Strategic Flood Risk Assessment 2009

Figure 7 Distribution of Planned New Housing Development



- 5.12 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 Bypass⁶. This will provide a about 1,000 dwellings equivalent to about 40% of the total Selby housing requirement.
- 5.13 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 paper⁷.
- 5.14 In addition to the strategic development site, land for approximately a further 1,340 dwellings within or immediately adjacent to the Contiguous Urban Area of Selby (see Map 5 for boundary) will be sought through a Site Allocations DPD. Particular priority will be given to the identification and use of previously developed land including the redevelopment of older industrial areas as and when they become available.
- 5.15 The total amount of housing development directed to Selby town is considered to be an appropriate maximum, bearing in mind existing highway and flood risk constraints, and the desirability of preventing the coalescence of Selby with surrounding villages, particularly

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

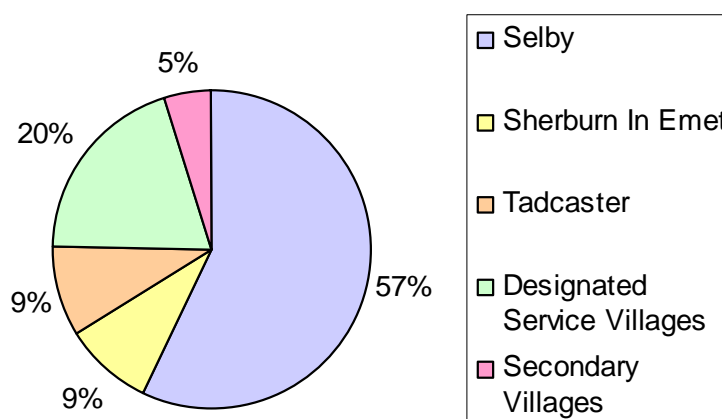
⁷ For further information see Background Paper No. 7 Strategic Development Sites

Brayton.

- 5.16 Outside Selby, housing development is orientated towards meeting local needs and creating balanced communities. Bearing in mind that for the District as a whole, the annual affordable housing needs over the next five years amounts to an unattainable 90% of the total annual requirement⁸, it is more realistic and equitable to consider need on a proportionate basis for each part of the District, rather than on the absolute numbers.
- 5.17 The proportion of development allocated to Sherburn in Elmet is less than that suggested through a recent Strategic Housing Market Assessment, in recognition of the scale of recent development and current permissions. These include provision for significant numbers of affordable properties catering for short-term need. It is also considered desirable not to exacerbate high levels of commuting, particularly to Leeds.
- 5.18 In Tadcaster the scale of development proposed reflects the fact that only limited opportunities have been available over some considerable time, combined with the need to increase the vitality of the town and its centre through additional housing growth.

Figure 8 Proportion of Housing Development by Location

Total Minimum Requirement 2009-2026 (Dwellings)



- 5.19 The Council will work with partners to secure further improvements to identified deficiencies in physical, social and green infrastructure and will ensure that new residential development is accompanied by appropriate infrastructure and service provision in both settlements.
- 5.20 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

⁸ Selby District Strategic Housing Market Assessment 2009

for continued smaller scale growth in a number of larger, more sustainable villages. Additional housing development in these villages will provide support for local services and thereby help secure a network of local services across the more rural parts of the District. These villages provide the main locations for achieving more local availability of affordable housing and their development will help to support and enhance a strong network of services. Provision is therefore made for about a quarter of planned growth to be located within Designated Service Villages.

- 5.21 In Secondary Villages only limited residential development including 100% affordable housing schemes, is considered appropriate. No planned allocations for market housing will be made in these villages although the contribution from existing commitments in these villages is included in the future land supply calculations.
- 5.22 All proposals for housing allocations, within or outside current Development Limits of settlements, other than exception sites for 100% affordable housing in villages (of less than 3,000 population) will be brought forward through specific allocations in a Site Allocations DPD and in accordance with Policy CP3 (Managing Housing Land Supply) set out later in this chapter. A review of current Development Limits will be undertaken in the case of the Local Service Centres and Designated Service Villages wherever more detailed investigation through the Site Allocations DPD reveals a lack of deliverable sites within them. In certain cases where the settlement is within or adjoining Green Belt a localised review of that boundary may also be undertaken.
- 5.23 The boundaries of Strategic Countryside Gaps may also be reviewed. However, because of the limited size of the Countryside Gaps and their sensitive nature any scope for amendment is likely to be limited.
- 5.24 Policy CP2 sets out the indicative target for new housing delivery for individual settlements or groups of settlements, having regard to the principles set out above. It also translates this figure into a target need for new housing allocations, after taking account of the amount of deliverable commitments in each area. (More detail on the evidence base available and the analysis undertaken is provided in a background paper⁹.)
- 5.25 The selection of housing allocations within a Site Allocations DPD, or other site specific proposals documents, will have regard to:
- the annual housing requirement;
 - the sequential priorities listed in Policy CP1
 - the level of deliverable commitments in each settlement
 - the relative suitability and deliverability of the site taking into account an appraisal of its relative sustainability compared with potential alternatives.

⁹ Background paper No. 3 Housing Distribution Options

- 5.26 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. This may include localised Green Belt reviews as indicated in Section 4.
- 5.27 PPS3 requires LDFs to plan housing provision for 15 years from the date of adoption by identifying sufficient specific, deliverable sites to meet the requirement for at least the first ten years. Where possible land should also be identified for the final five years of the plan otherwise broad areas for future growth should be indicated. This Core Strategy covers the period up until 2026, which will be 15 years from anticipated adoption in 2011.
- 5.28 In preparing Local Development Frameworks no allowance should be made for potential windfall development i.e. development which cannot be predicted with a high degree of certainty. Windfall development typically takes the form of rounding off or infilling on undeveloped land including garden curtilages, or redevelopment of previously developed land. Windfalls have been a significant source of housing land supply in recent years and, over the Strategy Period to 2026, are expected to continue to contribute to the planned supply set out in Policy CP2 below. In 2009/10 net windfall permissions amounted to over 150 dwellings, nearly 50% of the total annual requirement. Whilst an allowance for windfalls is not included in the land supply calculation, once they become (deliverable) commitments they will be reflected in future monitoring assessments and taken into account when reviewing the need to release land in accordance with Policy CP3.

Policy CP2 The Scale and Distribution of Housing

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

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

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

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

*** Contribution from existing commitments only.

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

B. In order to accommodate the scale of growth required at Selby 1,000 dwellings and 23 ha of employment land will be delivered through an urban extension to the east of the town, in the period up to 2026, in accordance with Policy CP2A. Smaller scale sites within and/or adjacent to the boundary of the Contiguous Urban Area of Selby to accommodate a further 1,350 dwellings will be identified through a Site Allocations DPD.

C. Options for meeting the more limited housing requirement in Sherburn in Elmet and Tadcaster will be considered in a Site Allocations DPD.

D. 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 a Site Allocations DPD.

Olympia Park Strategic Development Site

- 5.29 It is intended that the majority of new employment opportunities and about 40% of the Selby housing target will be provided through a large scale, mixed use development on land to the east of Selby, as delineated on the accompanying proposals map (Map 6). This will include about 1,000 new dwellings and 23 ha of employment land in the period up to 2026, including B1 offices, B1 and B2 industrial units, B8 storage and distribution premises, higher value uses, local convenience retail facilities and a public house. About 10 hectares of land is also reserved for longer term use.
- 5.30 The 'Olympia Park' site covers an area of approximately 90 hectares, including around 18 hectares of previously developed land, extending from Barlby Bridge Community Primary School on its western boundary to the Selby Bypass in the east and which is contained by the A19 Barlby Road, the Leeds – Hull railway, the River Ouse and the A63 Selby Bypass. Existing land uses comprise a mixture of employment uses, redundant industrial buildings and former operational land, and greenfield land in the form of allotments, playing fields, woodland and agricultural land.
- 5.31 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.
- 5.32 The site is well related to the existing built up area, with good connectivity to the existing highway network and public transport, and pedestrian access to a wide range of facilities and services in Selby town centre. It provides the opportunity for a sustainable urban extension combined with the regeneration of an extensive area of former industrial land and premises.
- 5.33 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 Councils' policy. Provision will also be made for the relocation and improvement of the existing allotments and playing fields, creation of new green infrastructure and enhancement of the river frontage.
- 5.34 The scheme will be expected to contribute to national and local targets for reducing greenhouse emissions for example by promoting non car means of transport, and securing energy from renewable sources including micro generation on site and utilisation of biomass, combined heat and power schemes and/or community heating projects. A current proposal to generate energy from food waste on the opposite bank of the river may provide an opportunity to derive a significant proportion of renewable energy from local sources.
- 5.35 Development of the site will contribute to the setting of Selby and protect and enhance the adjoining Selby Town Conservation Area. It

will be particularly important to safeguard the existing Selby skyline including views of the historic Abbey Church. As a strategic gateway to Selby a high standard of design will be required, consistent with the creation of a sustainable community.

- 5.36 Although the site is protected by well maintained modern flood defences, in view of the remaining residual risk of flooding, particular attention will be paid to ensuring the potential impact of flooding is minimised and mitigated against. The design and layout of development will be expected to comply with the requirements set out in the Level 2 Strategic Flood Risk Assessment (February 2010), including the development of a comprehensive integrated surface water management strategy, avoidance of ground floor sleeping accommodation, the provision of first floor refuges in commercial premises, raised floor levels, incorporation of flood resilience measures in buildings and adoption of automated flood warning systems.
- 5.37 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.
- 5.38 The four principal owners are committed to working in partnership with the Council to help deliver a comprehensive development including the additional infrastructure and services needed to support the scheme. This may include upgrades to existing drainage systems and waste water treatment facilities, as well as additional provision for primary and secondary education, new health care, and other community facilities (through both reservation of land and/or financial contributions) and local recycling facilities.
- 5.39 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.

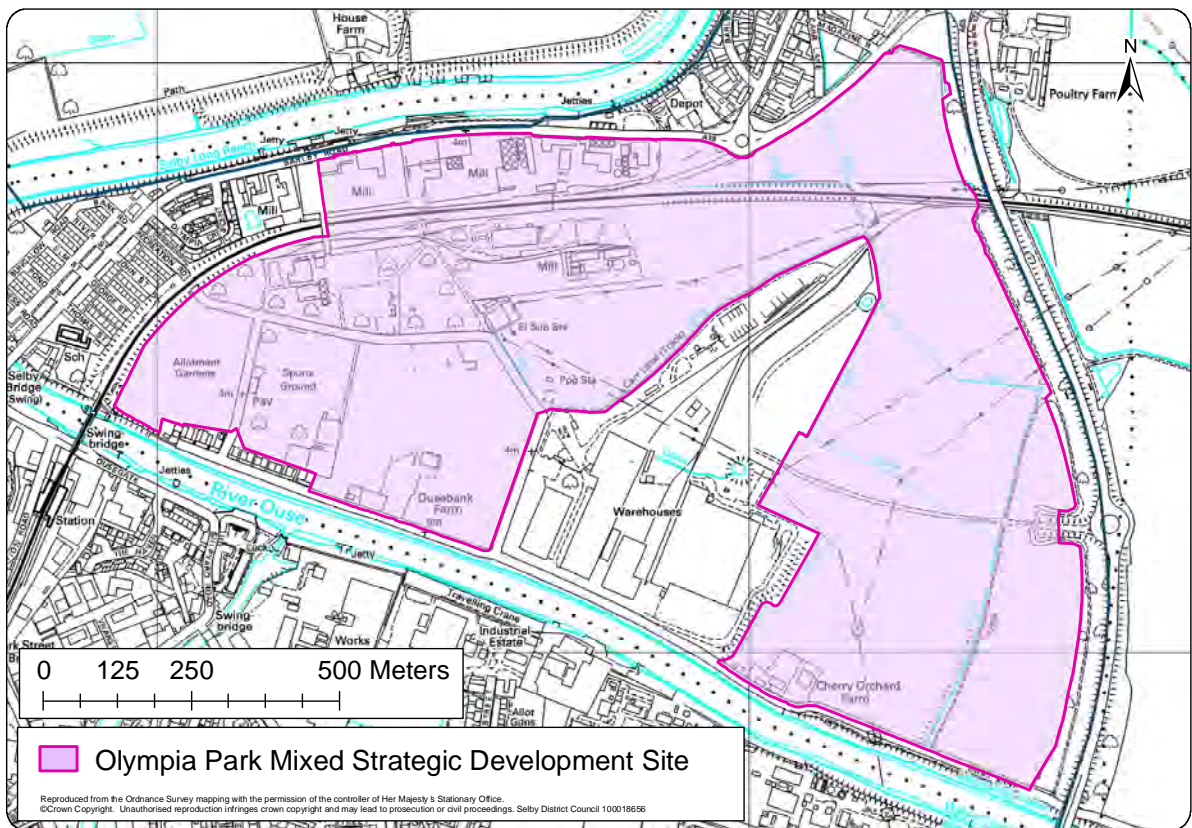
Policy CP2A Olympia Park Strategic Development Site

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

- i) Development within the defined area will be programmed to deliver 1000 new homes and 23 hectares of new employment land in the period up to 2026, 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. 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 Council's approved standards applicable at the time of future planning application(s). This may include financial contributions to secure provision by public agencies and reservation of land to accommodate education and health care provision, and community facilities such as a meeting hall, local convenience shopping and recycling.

- viii) The development should provide up to 40% affordable housing over the lifetime of the scheme. Each residential phase of development will be expected to contribute towards affordable housing provision, the precise amount, type, and tenure of each phase to be determined at application stage (for separate phases), 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 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 residents and protect the viability of existing 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 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



Phasing

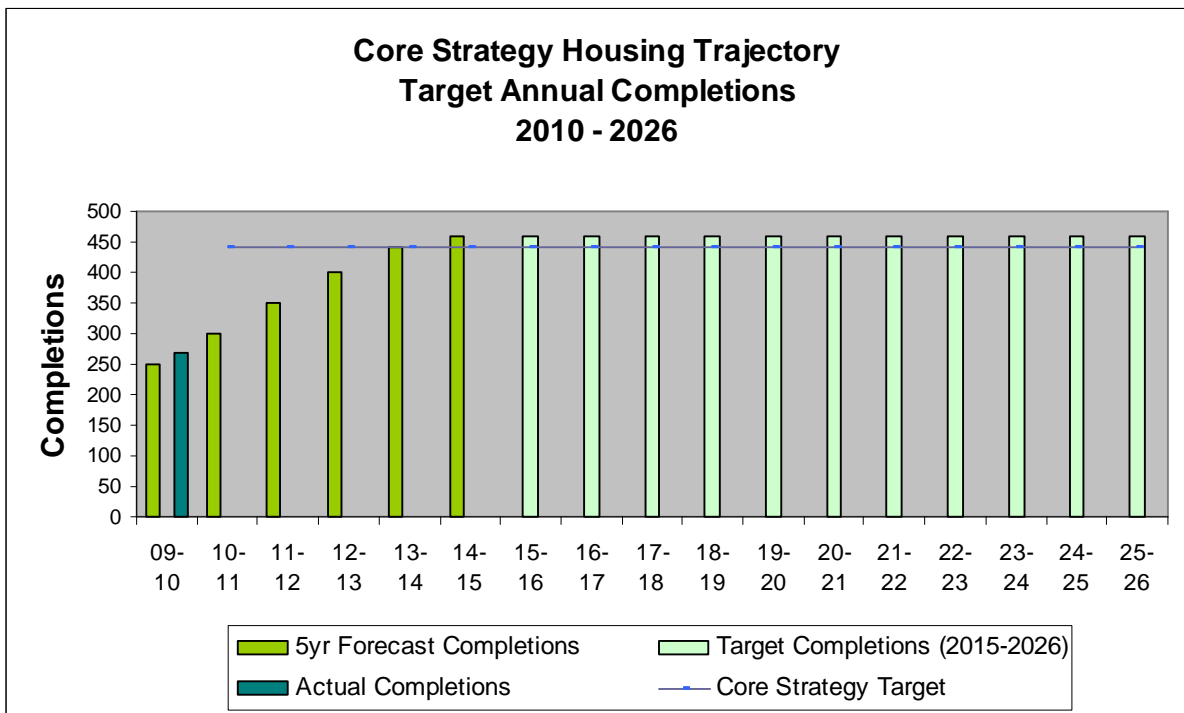
- 5.40 Whilst this document provides a strategic overview of future housing provision, it is not appropriate for it to include full details of all deliverable sites over the next ten to fifteen years. This information will be set out in a Site Allocations DPD.
- 5.41 In broad terms however, it is anticipated that existing commitments, together with those Phase 2 sites which do not prejudice the emerging Core Strategy, or decisions more appropriately made through a Site Allocations DPD, will be more than adequate to provide land for the first five years of the Strategy (2011 – 2016). Decisions for the 5 – 10 year supply will emerge from the Site Allocations DPD by 2013. 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 over the second five years. The Site Allocations DPD will indicate priorities for the release of smaller sites. The timing of release of sites will have regard to the relative requirements between settlements as set out in Policy CP2 and the need to respond in accordance with the plan, monitor and manage approach advocated in PPS3. Policy CP3 in the next section provides a framework for this.

Managing Housing Land Supply

Meeting Delivery Targets

- 5.42 In order to help manage the supply of housing sites, a housing trajectory will be maintained which compares the required annual housing rate, with recent and projected delivery. The trajectory will be updated annually in the Annual Monitoring Report, which will monitor annual progress towards meeting the housing requirement over the Plan Period. The Annual Monitoring Report will also measure progress towards meeting the indicative requirements for the different settlement groups.
- 5.43 The housing trajectory below indicates the housing delivery necessary to achieve 440 dwellings per annum between 2010 and 2026. 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, delivery in 2009/10 was, 23% higher than in 2008/2009 and a continued gradual improvement in trading conditions has been forecast in the trajectory over the next five years with a delivery rate of 455 dpa being anticipated from 2014 onwards. Thereafter it is intended to manage delivery at approximately that level through the continued provision of a five year land supply.

Figure 9 Housing Trajectory



- 5.44 National Guidance (PPS3) indicates that policies and proposed management action should reflect the degree to which actual housebuilding rates differ from expected performance indicated in the housing and previously developed land trajectories. It suggests that performance within a 10 – 20 per cent range of that planned may be considered acceptable, provided longer-term targets are still expected to be met.
- 5.45 In circumstances where the delivery of housing is likely to fall short of that expected in the trajectory, over any continuous three year period the Council will investigate the underlying cause and may, where necessary take appropriate action, for example by:
- Intervening to assist the delivery of sites, including land assembly through the use of compulsory purchase powers, in cases where deliverable sites are not being progressed.
 - Where the pool of housing allocations is found to be inadequate, reviewing the Site Allocations DPD, to increase the supply of allocated land.
- 5.46 Should delivery return to the extremely high levels experienced during 2004 – 2008 with completions 20% higher than planned levels over a continuous 3 year period, the Council will investigate the circumstances and consider whether action is required such as:
- temporarily limiting the further availability of land through tighter control of the five year supply of land, or
 - revising the policy governing windfall development until such times as the rate falls.
- In these circumstances the Council will consider whether the continuation of such trends could prejudice the overall aims and objectives of the Core Strategy.
- 5.47 In managing the overall delivery of housing consideration will also be given to the annual targets for individual settlements and settlement groups. When departures from the planned rate occur on a similar scale to those outlined above the Council will consider whether intervention is required to maintain a distribution, which is in accordance with Policy CP2.

Relevant Strategic Objectives

1, 2, 3, 5, 7 and 8

Interim arrangements for maintaining a five year housing land supply

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

supply.

- 5.49 Prior to the adoption of the Site Allocations DPD the five year supply will be maintained and, if necessary augmented by drawing on Phase II allocations identified in Policy H2 of the Selby District Local Plan, which is saved until superseded by the Site Allocations DPD. Release of sites will have regard to their potential compliance with the Core Strategy policies and the potential for prejudicing decisions better made through the Site Allocations DPD.
- 5.50 The Council's monitoring process will identify any shortfall, which occurs, or is considered highly likely to occur within the subsequent year, in the five-year supply of deliverable sites. This will be the trigger to bring forward sites from the sources above. However, in practice, windfall permissions will continually enter the five-year land supply, thereby reducing the need to release allocated sites into the five-year pool and prolonging the potential life of the allocated supply.
- 5.51 PPS3 indicates that sites included in the five-year supply should be deliverable by being, available, suitable and achievable. The assessment of allocated sites to be brought forward into the five year supply will take account of the following criteria:
- the need to provide a continuous supply of land to meet the annual housing requirement for the District;
 - the need to demonstrate a five year supply of deliverable sites;
 - the need to enable indicative annual requirements for individual settlements/settlement groups to be met;
 - the relative sustainability of sites within settlements;
 - the need to maximise the use of previously developed land;
 - the need to adopt a sequential approach to flood risk; and
 - the availability of the necessary infrastructure to enable delivery.
- 5.52 In order to ensure that sites identified within the Site Allocations DPD are released in the most appropriate order a Supplementary Planning Document will be prepared which demonstrates how sites meet the above priorities. Given the length of time this will take to prepare and adopt it should contain sufficient additional land to ensure approximately an eight years supply at adoption, which will ensure an adequate land supply without over providing, particularly on greenfield sites, and prejudicing the ability to react to future changes in circumstances and priorities.

Meeting the Previously Developed Land Target

- 5.53 Previously developed land (PDL) is a resource whose availability cannot be manufactured – only facilitated. The rate at which previously developed land is being utilised will be monitored and the likelihood of the cumulative average percentage for PDL usage falling below the 40% target will be identified as early as possible.

Details of the PDL Trajectory are provided in Appendix 1.

- 5.54 In this event the Council will consider taking one or more of the following actions:
- Facilitating land assembly by finding alternative sites for existing users or by compulsory purchase where no other alternative exists.
 - Restricting planning permissions on greenfield sites provided these are not required to meet overall housing delivery.
 - Reviewing the Allocations DPD with the specific aim of investigating further PDL sites.
- 5.55 No action is required in the case of the previously developed land target being exceeded.

Policy CP3 Managing Housing Land Supply

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

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

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

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

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

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

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

Housing Mix

Introduction

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

Context

- 5.57 The Council wishes to consider the accommodation requirements of specific groups as part of creating sustainable, mixed communities and as such, needs to assess and plan for the housing needs of the whole community including older people. This will help promote socially inclusive communities including mixes of housing (in line with PPS1 and PPS3).
- 5.58 This approach parallels the Regional Housing Strategy¹⁰ and North Yorkshire Sub-Regional Housing Strategy¹¹ 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

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

¹⁰ Regional Housing Strategy, 2005-2021, Yorkshire & Humber Assembly

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

¹¹ North Yorkshire Sub-Regional Housing Strategy 2008-2014, Draft for Consultation, 2010

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

and safe communities which have an improved environment and a thriving economy'. A key theme is developing sustainable communities.

Results of Selby District SHMA 2009

- 5.62 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 Assessment¹².
- 5.63 This evidence helps to ascertain the range of dwellings, which need to be built across Selby to help satisfy market demand. Analysis has shown where there are particular pressures within the housing market and demonstrates that overall demand exceeds supply across the District. If the broad aspirations of households were translated into how future development should proceed, then the split between property types would be houses 60%; flats 8.5%; and bungalows 31.5%
- 5.64 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.

¹² 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



- 5.65 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>

- 5.66 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.
- 5.67 Additional evidence from responses to 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. The location of housing is also important; older people need to feel integrated with rest of the community.
- 5.68 Shortfalls in the supply of market housing will be addressed through the Core Strategy, which plans for the full range of market housing to contribute to creating mixed and balanced communities. This will be achieved by providing dwellings of the right size and type to meet local needs evidenced in relevant studies such as housing needs surveys and strategic housing market assessments.
- 5.69 Whereas in recent years priority has often been given to providing accommodation for smaller households, the evidence now suggests emphasis on more family homes and the need to provide suitable accommodation for the ageing population.
- 5.70 This evidence from the 2009 SHMA will be used to assist the Council in the determination of planning applications, but it also recognises that future studies will update this current evidence and thus the Core Strategy Policy CP4 is clear that the appropriate housing mix will be achieved in the light of local evidence.

Policy CP4 Housing Mix

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

Providing Affordable Housing

Context

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

Relevant Strategic Objectives

2, 3 and 5

Local issues

The Need for Affordable Housing in Selby District

- 5.73 The Council's Strategic Housing Market Assessment, which was completed in June 2009, concludes that the affordable housing need arising from local requirements in the District will amount to some 409 affordable homes (gross) each year over the period 2009 - 2014.
- 5.74 The assessment notes the relatively low level of affordable housing 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.
- 5.75 The assessment also provides guidance on the tenure split that should be secured in connection with affordable housing. A split of

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

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

The Viability of Affordable Housing Provision

- 5.77 Evidence on the viability of different sized affordable housing schemes at a range of different locations is provided by the Selby District Economic Viability Study¹³. The study base date of mid 2009 coincides with the low point of the economic downturn which occurred from 2008 onwards.

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

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

Affordable Housing Policy

- 5.80 The two main aims of the Core Strategy affordable housing policy are:

- a) To establish the overall target for the provision of affordable housing in the District in accordance with PPS3;
- b) To set out the broad framework within which developer contributions towards meeting affordable housing need will be sought in association with normal market housing.

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

¹³ 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

- the level of developer contribution that can reasonably be achieved.
- 5.82 The Council's 2009 SHMA¹⁴, concludes that the affordable housing need arising from local requirements in the District will amount to some 409 affordable homes (gross) each year over the period 2009 – 2014. Clearly this represents an unrealistically high figure in delivery terms, given existing levels of public funding available and the levels of affordable housing provision likely to be achievable through market housing schemes in association with an overall target house building rate of 440 dwellings per annum. The level of need emphasises the importance of the Council exploiting all sources of funding for affordable housing provision in addition to that which can be achieved in association with private developments.
- 5.83 Affordable housing provision through the planning system is, however, by far the most important delivery mechanism and is likely to remain so for the foreseeable future. The Affordable Housing Economic Viability Study demonstrates that provision from this source is heavily dependent upon economic circumstances and the health of the private housing market at any one time.
- 5.84 Despite the likely variation in economic circumstances over the Core Strategy period, to meet PPS3 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.
- 5.85 It is acknowledged that this is a challenging target and the Council will use its best endeavours to facilitate affordable housing schemes wherever and however the opportunities arise. For example we will continue to work pro-actively with Registered Providers and other stakeholders to pursue other mechanisms for delivery of affordable housing. This will include the use of the Council's own land for affordable housing schemes, the delivery of homes through Community Land Trusts and taking advantage of initiatives, programmes and funding streams promoted by central Government.
- Developer Contributions to Affordable Housing*
- a) Percentage Requirement*
- 5.86 Faced with the need to establish a robust and stable policy in circumstances where variable market factors may affect the ability of private development to meet that need, the Council has taken a pragmatic approach to affordable housing provision. The policy establishes a target which has been shown to be viable in relatively strong market conditions, and which therefore provides a stable upper limit to the requirement to be sought from the private sector. At the same time, the Council acknowledges that market conditions will not always permit this target to be met and provision will be a matter for negotiation.
- 5.87 The indication from the Council's Economic Viability Assessment is that in good market conditions a proportion of 40% affordable housing

¹⁴ Selby District Strategic Housing Market Assessment 2009

should be achievable on a high proportion of sites and this figure is therefore included as an upper target level.

b) Thresholds

- 5.88 PPS 3 indicates the Local Planning Authorities have the flexibility to set the minimum site size limits for which an affordable housing contribution may be required. Given that Selby District is basically rural in character and has a high affordable housing need, 60% of which arises outside Selby, there is justification for operating lower thresholds than the national indicative site size threshold of 15 dwellings, subject to compatibility with levels of viability.
- 5.89 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 viable¹⁵.

c) Commuted Sums

On Sites of 10 dwellings or more

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

On Sites of 1-9 dwellings

- 5.91 A threshold of 10 units will tend to concentrate affordable housing provision in larger settlements and not necessarily in the smaller settlements from which the significant rural area need arises. Consequently, the Council remains committed to securing opportunities for providing affordable housing of an appropriate scale within all settlements to meet their identified local need.
- 5.92 In addition in circumstances where high reliance is placed on private developments to meet the high level of affordable need, there is a strong case for all developments to make a limited contribution towards affordable housing provision, subject to viability considerations. Therefore, on small sites below the 10 unit threshold, a financial contribution will be sought in the form of a commuted sum. The basis for the calculation of any commuted sum will be set out in a Supplementary Planning Document. The contribution will be used to assist the provision of more affordable housing to meet local need across the District.

c) Tenure

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

d) Negotiation

- 5.94 It is open to developers to discuss these requirements on a site by site basis having regard to the particular circumstances prevailing at

¹⁵ Affordable Housing Small Sites Threshold Testing – DTZ October 2010

the time of application for permission and to any particular abnormal and unforeseeable site related issues, which may impact on viability. Reductions may be negotiated when developers demonstrate these target requirements are not viable.

Policy CP5 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 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

- 5.95 The rural exception policy provides flexibility within the planning system to enable the delivery of affordable housing in rural communities where there is identified local housing need.
- 5.96 Rural exceptions site development is an alternative method of delivering affordable housing. The rural exception sites policy enables small sites to be developed, specifically for affordable housing in small rural communities that would not be developed for housing under normal planning policies. Acceptance of 'exception sites' is subject to their meeting an identified local need and that any homes developed will remain affordable in perpetuity.
- 5.97 Specific allocations for such sites will be considered in a Site Allocations DPD. These may be on 'greenfield' sites and/or previously developed land both within and adjoining village development limits. Exceptions sites must be in scale and keeping with the settlement they are within or adjoining and its setting.
- 5.98 The following policy applies to all settlements recognised as rural villages i.e. those with less than 3000 population.

Policy CP6 Rural Housing Exceptions Sites

In settlements with less than 3,000 population planning permission will be granted for small scale 'rural affordable housing' as an exception to normal planning policy where schemes are restricted to affordable housing only and provided all of the following criteria are met:

- i) The site is within or adjoining Development Limits;**
- ii) A local need has been identified, 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.

The Travelling Community

Introduction

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

Context

- 5.100 The Government¹⁶ advises that Core Strategies should provide criteria for the location of sites as a guide for future Site Allocations DPD, where sufficient sites should be allocated to provide for identified need.
- 5.101 The evidence base provided by the former RSS was a regional study of accommodation needs undertaken in 2006 which indicated a shortfall of 57 pitches in North Yorkshire. The RSS noted that the figures were to be superseded by the findings of local Gypsy and Traveller Accommodation Assessments (GTAAs).
- 5.102 Although the Sustainable Community Strategy¹⁷ does not specifically refer to Gypsies and Travellers, many of the actions relating to improving communication and consultation with the local community, including minority groups, are particularly relevant since there has previously been only limited dialogue with gypsy and traveller groups.

Relevant Strategic Objectives

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

Local Issues

- 5.103 Core Strategy Objective 5 recognises the need to provide special needs housing to meet the needs of the District, which includes the travelling community.
- 5.104 Current authorised provision to accommodate Gypsies and Travellers in the District consists of two Council Owned sites (Common Lane, Burn and Racecourse Lane, Carlton) providing a combined total of 24 pitches, and one private site (Flaxley Road, Selby) which has the potential to provide up to 54 pitches¹⁸. All of the sites are known to be at capacity, and the Council is investigating the level of demand to be met locally in partnership with the County Council.
- 5.105 On the basis of a GTAA carried out for North Yorkshire in 2008 the

¹⁶ Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites, ODPM, 2006

¹⁷ Selby District Sustainable Community Strategy 2005-2010 reviewed 2008

¹⁸ See Figure 6 Key Diagram for distribution

- Council accepts there is currently a demonstrable need for an additional 7 pitches and proposes to identify a site for 10 pitches in order to provide some flexibility for the future.
- 5.106 It is intended to allocate a new site(s) for Gypsies and Travellers through a future Site Allocations DPD, which is currently in preparation. The precise site size and location will be identified using up to date guidance and through consultation with the travelling community, and other stakeholders.
- 5.107 Although not recognised as a distinct ethnic group, Showpeople travel extensively and therefore live, almost exclusively in wagons. During the winter months these are parked up in what was traditionally known as ‘winter quarters’. Some family members now often occupy these yards all year round.
- 5.108 The North Yorkshire Strategic Housing Partnership Board commissioned arc4 to undertake additional research into the accommodation needs of Showpeople across North Yorkshire, and the final report¹⁹ was received by the District Council. The Council has concluded from the results that there is no local or historic need demonstrated for a permanent site for Showpeople in the District, therefore no provision for this use is to be included in Local Development Framework documents, at the present time.
- 5.109 The following policy is intended to ensure that the planned and unexpected needs of the Travelling Community are catered for within the District. Planning applications will be considered on the basis of the policy in conjunction with needs assessments and Government guidance²⁰. The criteria will also form the basis for assessing sites to be brought forward through a future Site Allocations DPD.

¹⁹ North Yorkshire Accommodation Requirements of Showmen – Dec 2009

²⁰ Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites, ODPM, 2006 & Circular 04/2007, Travelling Showpeople, DCLG, 2007.

Policy CP7 The Travelling Community

The Council will identify land to accommodate additional gypsy and traveller pitches / sites required through a Site Allocations DPD, in line with the findings of future up to date Surveys or other robust evidence.

New pitches / sites, should be located in or close to a settlement containing a primary school, shops and other local services, or constitute an extension to an existing permitted site. The following criteria will need to be met:

- i. the pitch / site is not situated within the green belt, a locally important landscape area, an historic park and garden or an area of archaeological importance, and the pitch / site will not harm a site of acknowledged nature conservation importance or important wildlife movement areas;**
- ii. the pitch / site provides adequate on-site facilities (including parking and storage) and levels of privacy;**
- iii. the pitch /site is designed in accordance with current good practice design guidance;**
- iv. the pitch / site is well screened, or is capable of being screened, and would not have a significant adverse effect on local amenity and the character and appearance of the surrounding area;**
- v. the pitch / site has safe and convenient access to the highway network; and**
- vi. The pitch must be located within an area of Low Flood Risk (Flood Zone 1), or where no reasonably available sites exist on Low Flood Risk land, in an area of Medium Flood Risk (Flood Zone 2), subject to application of the Exception Test. No pitches shall be permitted in areas of High Flood Risk (Flood Zone 3) because of the high sensitivity of caravans and other similar structures to flooding.**

Access to Services, Community Facilities and Infrastructure

Introduction

5.110 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

5.111 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.

5.112 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.

5.113 ‘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.

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

5.115 The former Countryside Agency (now part of Natural England) commissioned a regional report²¹, which made recommendations and provided support for taking forward green infrastructure techniques within the region.

5.116 The report documents the benefits to be gained from green 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

²¹ The Countryside In and Around Towns: the Green Infrastructure of Yorkshire and Humberside - Countryside Agency - July 2006

urban areas; and

- Meeting the needs of visitors and recreational and leisure needs of local residents.

- 5.117 Natural England Guidance²² helps Councils understand what Green Infrastructure is, its planning value, and how its delivery can be effectively embedded in plan making.
- 5.118 The evidence that supported the former Regional Spatial Strategy places considerable emphasis on green infrastructure and improving the green infrastructure of the District forms an integral part of the Council's priorities for creating a healthy and green environment. Future DPDs will be expected to embrace the concept and identify opportunities for enhancement. Priority will be given to maximising opportunities for green infrastructure in connection with proposals for strategic growth in Selby and other major development proposals, as well as having high regard to the priorities of the Leeds City Region Green Infrastructure Strategy, and supporting the priorities of the Delivery Plan which is currently under development.
- 5.119 The need to secure developer contributions towards community needs arising from new development also links with the 'Developing Sustainable Communities' and 'improving the image of the area' themes of the Selby District Sustainable Community Strategy.

Local Issues

- 5.120 The possibility of introducing the Community Infrastructure Levy in place of the current system of developer contributions through Section 106 legal agreements is an issue that needs to be considered.
- 5.121 However, until the arrangements for collecting and administering the CIL become clearer, the Council has opted to continue with existing arrangements for the time being. If necessary the current DCSPD²³ and Recreation Open Space Strategy²⁴ will be refreshed, to take account of more up to date evidence and costs.

Relevant Strategic Objectives

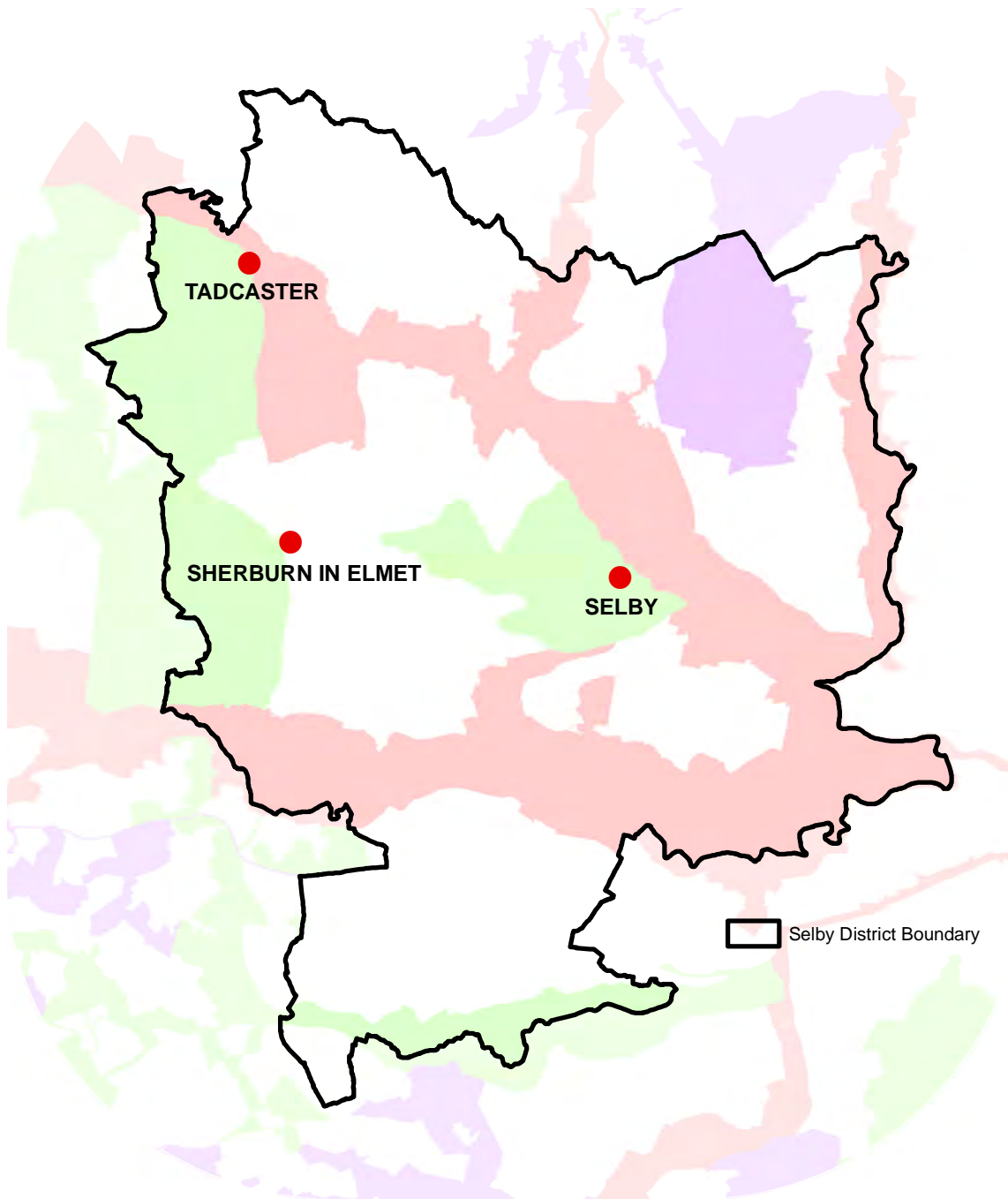
1, 2, 3, 8, 10, 12, 13, 14 and 17

²² Green Infrastructure Guidance, Natural England, 2009

²³ Developer Contributions Supplementary Planning Guidance, Selby District Council, March 2007
http://www.selby.gov.uk/service_main.asp?menuid=99&pageid=14&id=1560

²⁴ Selby District Recreation Open Space Strategy, Selby District Council, February 2006
http://www.selby.gov.uk/service_main.asp?menuid=99&pageid=14&id=1166

Map 7 Green Infrastructure



Green Infrastructure Corridors

Corridor Hierarchy

- District
- Regional
- Subregional

- 5.122 Objective 10 of the Core Strategy recognises the need to ensure that the potential gain in a planning approval is sought in order to mitigate the impact of a proposal on the community and keep pace with modern requirements, together with the importance of retaining existing community facilities.
- 5.123 The Council is committed to ensuring that appropriate infrastructure is provided to meet the needs of new development and the first document produced as part of the new Local Development Framework was a Developer Contributions Supplementary Planning Document (SPD). The document sets out the Council's current policy with regard to infrastructure provision and the way this will be implemented through requirements on the developer or, where appropriate, partnership arrangements between the Council, the appropriate providing body and the developer.
- 5.124 The Sustainability Appraisal Scoping Report noted that certain areas of the District had a shortfall of recreational open space. The availability of potential contributions for recreational open space for an incremental improvement should also provide a catalyst for improving deficiencies.
- 5.125 In accordance with the Council's Sustainable Community Strategy aim to create 'A future where the people of Selby District live in strong, inclusive, healthy and safe communities which have an improved environment and a thriving economy', the needs of the community will be provided for with our partners and other services providers and engaged local people; taking account of areas with the greatest need and positively influencing social exclusion.

Future Requirements

- 5.126 The infrastructure requirements of new development, including strategic housing and employment sites in Selby will be addressed through a separate Infrastructure Delivery Plan. The types of infrastructure required are likely to include:
- Affordable housing
 - Community facilities
 - Healthcare
 - Education
 - Recreation Open Space
 - Highways works, including cycleways
 - Public art
 - Public transport
 - Green Infrastructure
 - Communication technology
 - Utilities

Policy CP8 Access to Services, Community Facilities and Infrastructure

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

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

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

These provisions will be secured through conditions attached to the grant of planning permission or through planning obligations, taking account of requirements set out in future supplementary planning documents.

6. Promoting Economic Prosperity

Introduction

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

The Scale and Distribution of Employment 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. Planning Policy Statement 4 (Planning for Sustainable Economic Growth) provides a suite of detailed policies which have been taken into account, but not repeated here, in developing the local spatial strategy for Selby District¹.

Relevant Strategic Objectives

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

¹ 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 study² 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 2010³ 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 2026⁴, recent announcements indicate over 900 hundred new jobs may be created in 2011 alone.
 - Financial, business and insurance services are expected to experience the highest growth and remain a dominant sector within the local economy. Other growth sectors are

² Employment Land Study, July 2007 for Selby District Council by GVA Grimley
http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1582

³ Selby District Employment Land Refresh 2010, December 2010

⁴ Figures taken from the Regional Econometric Model (REM) developed, maintained and managed by Yorkshire Forward. The REM is updated quarterly to reflect the changing nature of the economy.
<http://www.yorkshirefutures.com/resources/regional-econometric-model>

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 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 Study⁵ 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

⁵ 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

- 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 Local Plan) allocated sites are constrained in the short to medium term⁶.
- 6.13 Rolling forward the employment land requirement (of 21ha by 2021) identified in the 2007 ELR up to 2026, produces the following desired distribution of additional employment land. This takes into account market factors, constraints on existing sites plus the fact that parts of the District, particularly Selby, remain vulnerable to major losses of traditional employment, through closure and redevelopment for housing of a number of established businesses.

Figure 12 Employment Land Requirement

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

Strategy

Selby and Hinterland

- 6.14 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.
- 6.15 The emphasis will be on focussing higher value Business, Professional and Financial Services/B1 office development in and around Selby town centre and the urban periphery, with complimentary growth provided through urban renewal and

⁶ For further information see Economic Prosperity Background Paper BP12

intensification.

- 6.16 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.
- 6.17 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 Bypass⁷.
- 6.18 Approximately 23 ha of land is intended to be brought forward in the period up to 2026 to accommodate a combination of business (Class B1), general industrial (Class B2), warehousing (Class B8) and higher value commercial uses. There will also be scope for the existing freight distribution business to expand, and for continued growth after 2026. Additional information concerning the strategic employment site is provided in Chapter 5 and in a separate background paper⁸.

Tadcaster

- 6.19 Tadcaster is well connected to both York and Leeds City Region Finance and insurance sector businesses are represented in the town and additional sustainable employment growth is desirable to serve both the town and surrounding rural area.
- 6.20 Tadcaster is also seen as a suitable location for knowledge based employment activity, complementary to Selby.

Sherburn in Elmet

- 6.21 Sherburn in Elmet has experienced relatively high levels of employment development in recent years. Its proximity to Leeds City Region and the A1M has meant that it has experienced growth in manufacturing and distribution sectors. There are opportunities to modernise and upgrade existing employment floorspace through the renewal and refurbishment of older premises on large and regionally significant employment estates on the eastern side of the town.
- 6.22 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.

Rural Areas

- 6.23 Outside Selby and the Local Service Centres, a continuing need for local employment opportunities in rural communities has been

⁷ See Policy CP2 (The Scale and Distribution of Housing) and Policy CP2A (Strategic Development Site – Olympia Park).

⁸ Background Paper No. 7, Strategic Development Sites

identified.

6.24 Eggborough is a relatively attractive employment location in view of its close proximity to Junction 34 of the M62 and a number of local and international businesses are already established there. Additional sites for employment growth may be identified through a Site Allocations DPD.

6.25 In the longer term the accommodation of specific research and development uses along the A19 corridor, north of Selby, may be appropriate if there is a proven need.

Other Employment Activities

6.26 The energy sector will continue to be important to the economy of the District. Drax and Eggborough Power Stations are both major employers which contribute to national energy infrastructure as well as the local economy. They also have the potential for future development of renewable and low carbon energy, and Drax is pioneering co-firing technologies and energy generation from biomass. Both locations have the advantage of a direct connection to the National Grid. It is recognised that there is a need for further investment in energy infrastructure in line with PPS4 as a prominent contributor to economic prosperity. Supporting the energy sector will assist in reinvigorating, expanding, and modernising the District's economy.

6.27 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 report⁹ highlighted that the shift to a low carbon economy will bring huge business opportunities. Local businesses are increasingly becoming associated with the low carbon sector including both renewable energy production as well as training and skills. Given the high employment dependency on manufacturing and energy sector jobs, Selby District potentially has an appropriately skilled workforce in these sectors. There is therefore an opportunity to promote further growth of the low carbon sector and build on the success of recent developments.

6.28 The Council also supports the reuse of buildings at the former Gascoigne Wood mine, provided this is directly linked to the use of the existing rail infrastructure that exists at the site. Furthermore, support exists for the re-use of former employment and institutional sites (outside Development Limits) for employment uses, provided they are compatible with the countryside location.

6.29 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

⁹ Department for Business and Skills, 'Low Carbon and Environmental Goods and Services: an industry analysis Update for 2008/09' Innovas Solutions Ltd, March 2010

remaining two mine sites at Stillingfleet and Wistow are more remote and are not considered suitable for re-use for large scale/intensive economic activities.

6.30 It will be necessary for any re-use of these former mine sites to consider and remediate any mining legacy issues that may be present to ensure that no public safety issues arise from their beneficial re-use.

6.31 The Council recognises that the limited extent of many homeworking situations allow them to be operated as permitted development. However, of those that require planning permission, support will be given to proposals that are supported by evidence that the scale and nature of the activity does not compromise wider sustainable development objectives. Further guidance will be provided through a future Development Management DPD.

Policy CP9 Scale and Distribution of Economic Growth

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

- i. Providing for an additional 37 – 52 ha of employment land in the period up to 2026, including 23 ha as part of a mixed strategic housing / employment expansion to the east of Selby to meet the needs of both incoming and existing employment uses. The precise location of smaller sites in Selby, Tadcaster, Sherburn in Elmet and rural areas will be determined through a Site Allocations DPD.**
- ii. 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.**
- iii. Encouraging high value knowledge based activities in Tadcaster.**
- iv. 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.**
- v. Safeguarding existing and allocated sites.**
- vi. Encouraging rural diversification in line with Policy CP10.**
- vii. Promoting opportunities relating to recreation and leisure uses.**
- viii. Supporting the development of activities and re-use of existing buildings directly linked to existing rail infrastructure at the former Gascoigne Wood surface mine.**
- ix. Supporting the re-use of former mine sites and other commercial premises outside Development Limits, with economic activities appropriate to their countryside location, including tourism, recreation, research, and low-carbon/renewable energy generation.**

Rural Diversification

Introduction

6.32 While most employment opportunities are concentrated in the three towns, the rural nature of Selby District also gives rise to a scattered distribution of settlements and associated employment opportunities. The quality of agricultural land within the District supports an agricultural industry of national importance, which will continue to be supported. Nevertheless employment opportunities within agriculture and associated employment have declined over the years and are forecast to continue to decline. One objective of the Strategy is to support rural regeneration by diversifying and strengthening the rural economy.

6.33 Maintaining existing businesses and encouraging new businesses helps diversify rural employment opportunities, maintain the viability of smaller settlements and reduce the need for local people to travel longer distances to work. Policy CP10 outlines the principles for the location of new employment in rural areas, having regard to the sensitive nature of the local environment.

Context

6.34 Rural regeneration remains a strategic planning priority. PPS4 (Planning for Sustainable Economic Growth), indicates that LDFs should:

- Support diversification for business purposes that are consistent in their scale and environmental impact with their rural location while strictly controlling economic development in open countryside away from existing settlements.
- Support the conversion and re-use of appropriately located and suitably constructed existing buildings in the countryside.
- Seek to remedy any deficiencies in local shopping and other facilities to serve peoples day to day needs and help address social exclusion.
- Where appropriate support equine enterprises providing for a range of suitably located recreational and leisure facilities and the needs of training and breeding businesses that maintain environmental quality and countryside character.
- Support the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres balance against protecting landscapes and environmentally sensitive sites.

Relevant Strategic Objectives

2, 3, 4, 7, 8, 9, 12 and 13

- 6.35 Core Strategy Objectives 3 and 4 recognise the importance of minimising the need to travel and commute in order to access services and employment. This is especially relevant in the rural part of Selby District where access to local employment opportunities, and support for rural diversification are currently limited.
- 6.36 While it is important that economic growth is concentrated on Selby and the Local Service Centres, it is also important that opportunities are provided in rural locations to maintain the viability of rural communities and to reduce the need to travel. This could include the redevelopment of existing businesses within their curtilages, the redevelopment or re-use of rural buildings for suitable employment purposes, as well as farm diversification activities. Homeworking, where this constitutes “development” and requires planning permission will also be supported where this represents a viable and sustainable life choice, which benefits the individual as well as the environment. Proposals for appropriate forms of recreation and tourism activity will also be encouraged.
- 6.37 Employment development outside the Designated Service Villages will be carefully assessed against development management, environmental and highways criteria, with considerable weight attached to safeguarding the character of the area and minimising the impact on existing communities. Proposals within Green Belt will need to comply with national Green Belt policy.

Policy CP10 Rural Diversification

Proposals for rural diversification will be supported where this would entail:

- a) The extension or re-use of existing appropriately located and suitably constructed premises within the existing curtilage of the property,**
- b) Farm diversification enterprises for business purposes, or**
- c) Recreation and tourism activity.**

Development should not harm the rural character of the area, be appropriate in scale and type to a rural location, and positively contribute to the amenity of the locality.

In Green Belt, development must conform to national Green Belt policies.

Town Centres and Local Services

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

Context

6.39 Planning Policy Statement 4 (Planning for Sustainable Economic Growth) sets out detailed policies for town centres and retail development in both urban and rural areas, which:

- focus economic growth and development in town centres
- aim to remedy deficiencies in provision in areas with poor access to facilities
- promote genuine choice to meet the needs of all the community, and
- provide a sense of place and conserve the historic and architectural heritage of centres

The Core Strategy is compliant with these policies (which are not duplicated here), and which will also be taken into account when determining planning applications.

Local Issues

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

Relevant Strategic Objectives

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

- 6.41 The Retail, Commercial and Leisure Study¹⁰, 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.
- 6.42 The vision for established town centres and local facilities, across the retail hierarchy¹¹ is as follows:
- Selby**
- 6.43 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 Districts Principal Town it will be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.
- 6.44 Selby provides for a wide range of services and facilities for the local community and surrounding rural catchment as well as for the workforce and visitors. It has the highest market share and level of retail provision, providing a key retail destination for the central, southern and eastern parts of the District.
- 6.45 The town provides an attractive shopping area based on an interesting historic street pattern and including numerous listed buildings and a number of conservation areas. The streetscape around Selby Abbey is particularly noteworthy. However with the exception of Selby Park, adjacent to the centre and river frontage locations, there is generally limited green space, and street furniture.
- 6.46 Whilst some areas provide a pleasant shopping environment other parts have low quality signage and there are some vacant units. Some pedestrianised purpose built shopping areas are provided to the north and south of Gowthorpe, the main shopping street.
- 6.47 There is a variety of national multiple retailers and local independent traders as well as larger supermarkets (Morrisons, Tesco and Sainsbury's). Some streets have become service dominated although there are a number of cafes with outside seating providing animation to the street scene. A number of offices (albeit in older converted properties) and dwellings complement the retail and service uses.
- 6.48 Although vacancy levels are higher than the national average, over the past decade the ranking of Selby has improved and it performs well against other comparable centres in the region. It has good signs of vitality and viability.
- 6.49 The Rive Ouse is a key feature of the town, running parallel to one

¹⁰ 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

¹¹ See also Economic Prosperity Background Paper BP12 for further information.

of the shopping streets. The provision of modern flood defences and recent regeneration schemes, combined with long term plans for the creation of a linear park is having a positive effect on the local environment.

- 6.50 The market town character, and the prominent Abbey, combined with recent regeneration schemes create an attractive environment which should be used as a foundation for new investment to ensure the health of the town centre is sustained and enhanced.
- 6.51 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 development¹² within the existing town centre and proposals for such uses outside of the town centre must accord with national guidance.

Tadcaster

- 6.52 Tadcaster provides essential services and facilities for the immediate needs of the local community and surrounding rural areas in the north western part of the District and beyond the District boundary, serving adjoining parts of Harrogate, Leeds and York Districts.
- 6.53 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.
- 6.54 Tadcaster town centre is largely dominated by service and administrative uses and a significant under-representation of convenience and comparison retailing. There is little competition in terms of variety and number of different retailers and distinct gaps in retail provision. There is a lack of national retail and leisure operators. However; although the retail offer is limited, it is distinctive with small scale independent businesses.
- 6.55 The centre has high and long term vacancy rates despite high interest in floorspace within the town. The inability to convert potential demand into take up has serious implications for the health of the centre and future vitality and viability.
- 6.56 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

¹² from the Employment Land Refresh 2010 - see Economic Prosperity Background Paper BP12

convenience goods retailing. The key to the future of Tadcaster is to protect the existing retail, commercial and leisure offer and to seek to improve the level of vacancy rates and expand the diversity of the range of town centre uses.

Sherburn in Elmet

- 6.57 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).
- 6.58 The industrial estates situated on the edge of the town provide positive effects for the town centre, for example by supplementing lunch time trade, but this also create problems with car parking and general congestion.
- 6.59 To ensure the centre remains healthy into the future there is a need to diversify the uses, protect existing retail, commercial and leisure offer as well as plan for a modest increase in comparison floorspace in order to increase local market share. However, the scale of development needs to be effectively controlled in order that it retains its appropriate place in the retail hierarchy; and it is inappropriate to plan for major retail-led growth.
- 6.60 In tandem with further housing and employment development at Sherburn in Elmet, it is critically important that there is sufficient infrastructure and facilities in place to cater for any growth.

Local Shops and Services Outside Established Town Centres

- 6.61 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 communities¹³.
- 6.62 The protection of the vitality and viability of these local centres is important by restricting the loss of retail floorspace and preventing inappropriate change from existing facilities. PPS4 provides a range of development management policies with that objective and it is not considered necessary to repeat national policy within this core strategy. Further detailed local policies may be developed through future DPDs.
- 6.63 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

¹³ See Figure 6 Key Diagram for settlement hierarchy

updating of town centre health checks will be undertaken to check progress of the implementation of the policy.

- 6.64 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 CP11 Town Centres and Local Services

A. Spatial Strategy

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

Selby Town Centre

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

Sherburn in Elmet and Tadcaster Town Centres

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

Tadcaster

- **Promoting and enhancing the attractive historic core in association with future retail proposals.**

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 planned growth of communities.**

B. Strategic Development Management

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

- a) Ensuring proposals comply with national policy to protect existing retail, service and leisure facilities and provide for the expansion and diversification of town centre uses within the established retail hierarchy;**
- b) Focussing proposals for offices within the defined town centres or in office park locations subject to the sequential approach in PPS4 and as defined in site specific DPDs;**
- c) Requiring all proposals within town centres to provide a high quality, safe environment and environmental improvements;**
- d) Ensuring new developments facilitate improved accessibility to the centres for all users including cyclists, pedestrians, those with special mobility needs and by public transport;**
- e) Effectively managing off-street parking; and**
- f) Identifying development opportunities through site specific DPDs.**

7. Improving the Quality of Life

Introduction

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

Tackling Climate Change and Promoting Sustainable Patterns of Development

Introduction

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

Strategies can seek to influence one of these strands - improving energy efficiency.

- 7.7 The planning system can address the causes and potential impacts of climate change by promoting policies which reduce energy use, promote energy efficiency, reduce emissions (including 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 DPDs will address development management issues through more detailed criteria based policies and guidance.

Context

- 7.10 The Climate Change Background Paper¹ provides the wider justification and evidence for the inclusion of a suite of climate change and renewable energy policies within the Core Strategy. Summaries of, and full references to the documents referred to below are contained in that Paper.

National Policies and Strategies

- 7.11 The need for action to offset climate change is firmly embedded in national planning policy. In particular, PPS1 (Delivering Sustainable Development), the Supplement to PPS1 (Planning and Climate Change), PPS22 Renewable Energy (and its Companion Guide), and the Planning and Energy Act 2008 all promote the provision of energy from renewable and/or low carbon sources. Wider issues of energy security, reducing fuel poverty, diversity of supply and energy efficiency, are raised in the Energy White Paper².
- 7.12 More recently the UK Low Carbon Transition Plan (2009) and UK Renewable Energy Strategy (2009) seek to deliver emission cuts and suggest that the planning system must play a central role in supporting the deployment of renewable energy. The Strategy also promotes clean coal technology including carbon capture and storage (CCS) especially in key areas, such as Yorkshire and Humber.

Carbon Dioxide Emissions

¹ Climate Change and Sustainable Development Background Paper No.8

² 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

- 7.13 Fossil fuels play a vital role in providing energy in the UK and globally. In the UK, DECC³ wants to be able to maintain fossil fuels as part of a diverse and secure low-carbon energy mix. However, to avoid dangerous climate change, action is needed to substantially reduce the carbon dioxide emissions for these sources. Development and deployment of Carbon Capture and Storage (CCS) has the potential to reduce the 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 CP15) will assist in achieving these aims.

- 7.16 Locally, the Yorkshire Wildlife Trust is identifying priority 'Living Landscapes', which seek to provide connectivity between important areas of wildlife which will improve the resilience of habitats and wildlife to climate change.

Water Resources

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

Local Policies and Strategies

- 7.18 The Council's Sustainable Community Strategy contains a key theme on Climate Change and the Environment which, amongst other things, seeks to protect the natural environment in respect of special character and wildlife habitats, and improve and protect the quality of air, land and water in the District for local benefit, and to help reduce the negative effect of climate change. It expects Local

³ http://www.decc.gov.uk/en/content/cms/what_we_do/uk_supply/energy_mix/ccs/ccs.aspx

strategies to focus on: reducing and mitigating against flood risk; promoting energy conservation and domestic sources of renewable fuels; encouraging local power stations in the responsible use of renewable fuels; and contributing to the regional targets for renewable energy.

- 7.19 The Council is a signatory to the Nottingham Declaration on Climate Change, which commits the Council to contributing to the delivery of the national climate change programme, preparing a plan with the local community to address the causes and effects of climate change, reducing its own emissions, encouraging all sectors of the local community to reduce their own emissions, working with key providers to adapt to changes, and providing opportunities for renewable energy generation within the area. The Council's own Climate Change Strategy also includes a number of detailed action plan targets.

Relevant Strategic Objectives

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

Local Issues

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

- Energy generation
- Protection of groundwater
- Flood risk management
- Minimising travel growth

Energy Generation

- 7.21 Drax and Eggborough power stations contribute significantly to the District green house gas emissions and as this power generation 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)⁴ will be a key issue for Selby over the plan period and beyond. While it should be recognised that CCS is a developing technology and not currently applicable on a commercial scale, the Government has recently announced it is committed to four commercial-scale CCS projects and money is to be made available for the first commercial scale CCS demonstration project.
- 7.23 Nonetheless, clean coal technologies/CCS will be generally supported in line with national policy, where appropriate alongside other lower carbon schemes and environmental improvement schemes at the District's power stations.

Groundwater

- 7.24 The District contains significant groundwater supplies including both the Sherwood Sandstone aquifer and the Magnesian Limestone aquifer (which provides a vital water supply for the brewing industry in and around Tadcaster). There are also a number of wells for potable water abstraction in the southern part of the District which form part of a larger well-field for public supply. This water resource is already over-committed.
- 7.25 In some areas the protective drift material is missing and therefore the public water supply is very susceptible to contamination. Consideration must be given to the protection of water quality and prevention of pollution to the ground water supply.
- 7.26 Climate change will lead to drier summers and wetter winters, increased flood risk in winter and a longer growing season. This will put increased pressure on related infrastructure and water resources. There is therefore a need to protect existing resources and encourage water conservation measures and encourage water efficiency to help 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 District⁵. 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

⁴ See Climate Change and Sustainable Development Background Paper BP8 for more information about technologies and the background for CP12, CP13 and CP14

⁵ See Figure 6 Key Diagram for indication of extent of areas of high flood risk, Zone 3

other sustainable locations fall within higher flood risk areas, a PPS 25 'Sequential Test' and a Level 2 Strategic Flood Risk Assessment have also been undertaken⁶. 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 mitigated⁷ without increasing flood risk elsewhere.

- 7.29 The District's susceptibility to flooding also provides opportunities unique to the area. For example, flood waters can be accommodated without harm to the built environment by creating natural flood water sinks such as wet woodlands, reedbeds and low lying pastures in flood risk areas. This both helps to prevent flooding and creates a wider range of natural habitats. The incorporation of SuDS promotes groundwater discharge; a particular local issue in this over-abstracted area as well as reducing run-off thus the risk of flooding. And where SuDS are designed to increase the value for wildlife, this enhances biodiversity resilience to climate change.

Minimising Travel Growth

- 7.30 One of the overriding objectives of the Core Strategy is to minimise the need to travel particularly in view of current high levels of out-commuting. The economic prosperity and housing land supply policies tackle this issue by directing new development to the most sustainable locations and by supporting Selby, Sherburn in Elmet and Tadcaster as hubs for rural economies, community and social infrastructure.
- 7.31 A complementary mechanism for reducing the need to travel is to encourage developers to provide a range of sustainable travel options through Travel Plans and Transport Assessments (in conformity with prevailing guidance). Active traffic management and integrated demand management interventions are preferred to capacity improvements. The Council will also actively contribute to the preparation of the Third North Yorkshire Local Transport Plan (LTP3) and successor documents.
- 7.32 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.

⁶ Selby Strategic Flood Risk Assessment (SFRA)

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

- 7.33 The Core Strategy can contribute to the objectives of tackling climate change and promoting sustainable development in a number of ways and these are cross cutting though all the Core Strategy policies. The following over-arching policy is intended to ensure development is sustainably located and that the design and layout of development reflects sustainable development principles, in a way which will minimise and mitigate the potential impacts of climate change.
- 7.34 The consideration of climate change issues will form an integral part of the site selection criteria when the Council promotes development options as part of the Site Allocations DPD (and more detailed requirements for assessing planning application through polices in the Development Management DPD).

Policy CP12 Sustainable Development and Climate Change

A. Promoting Sustainable Development

To address the causes and potential impacts of climate change, the Council will:

- a) Direct development to sustainable locations in accordance with Policy CP1;**
- 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;**
- 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.**

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:

- 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;**
- g) Make provision for cycle lanes and cycling facilities, safe pedestrian routes and improved public transport facilities; and**
- h) Incorporate decentralised, renewable and low-carbon forms of energy generation (in line with Policy CP13 and Policy CP14).**

Improving Resource Efficiency and Renewable Energy

National Context

- 7.35 National Planning Guidance in PPS22 (Renewable Energy), the Companion Guide to PPS1, and PPS1 (Delivering Sustainable Development) establish the requirement to; reduce energy use; promote water efficiency; reduce emissions, promote renewable energy use and increase development of renewable energy.
- 7.36 Most recently, The 2009 UK Renewable Energy Strategy and The UK Low Carbon Transition Plan 2009 explicitly require the planning system to support carbon reduction, and secure energy generation from renewable sources. This includes energy generated from dedicated biomass fuelled power stations, co-firing with coal and clean coal technologies.
- 7.37 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 buildings⁸. These proposals will be supported by planned changes in the Building Regulations.

Relevant Strategic Objective

12, 15, 16 and 17

Local Context

- 7.38 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.
- 7.39 Recovering energy from waste adds value before final disposal (after other opportunities for recycling or composting have been explored). The North Yorkshire County Council, as Waste Disposal Authority would deal with any planning applications for energy from waste schemes. Developments would be considered against the saved policies in the Waste Local Plan until such time as they are replaced by the emerging Waste Core Strategy; due for Adoption in December 2013.
- 7.40 Both Eggborough Power Station and Drax Power Station produce energy from co-firing biomass. Drax Power has received planning permission for additional biomass handling equipment and infrastructure which will provide the capability to deliver a target of 500 MW (i.e. 12.5% of its output) from renewable fuels. In addition, Drax has applied to the Department of Energy and Climate Change for permission to build a dedicated biomass-fired renewable energy plant on land adjacent to Drax power station capable of producing nearly 300 MW of grid-connected electricity.
- 7.41 In the light of known planned schemes, and the existence of local coal mines and traditional coal fired power stations, Selby District is particularly well placed to exploit opportunities for carbon capture, clean coal technology and coal bed methane as well as potential for appropriate biomass, energy from waste and combined heat and power.
- 7.42 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

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

Minerals Local Plan until replaced by the emerging Minerals Core Strategy due for Adoption in December 2013.

Local Targets

- 7.43 Following revocation of the Regional Spatial Strategy Government intends to give much greater planning responsibilities to Local Authorities and top-down target-setting is being removed. As a result, communities will have both the responsibility and the opportunity to deal with the impacts of climate change.
- 7.44 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.
- 7.45 Studies at sub-regional level (2004 and 2005)⁹ reviewed technical constraints and opportunities for renewable energy developments and undertook some landscape sensitivity assessment.
- 7.46 Evidence from the studies has been used to establish local targets for indicative potential, installed, grid-connected renewable energy within Selby District of 32 megawatts by 2021.
- 7.47 A further ongoing sub-regional study¹⁰ will assess the potential for the full range of renewable energy technologies in the District as well as looking at the possible constraints to implementation and ultimately 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 CCHP¹¹.
- 7.48 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.
- 7.49 National policy (in the Supplement to PPS1) indicates that in developing their Core Strategies, planning authorities should expect a proportion of the energy supply of new development to be secured from decentralised and renewable or low-carbon energy sources. The regional and sub-regional research established a 10% requirement for energy from decentralised¹², and renewable¹³ or low-carbon sources¹⁴ on developments meeting a size threshold, and subject to type of development, design and feasibility/viability. This requirement is carried

⁹ For SREATS see Background Paper 8 for website link to reports and further information.

¹⁰ '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>

¹¹ The Climate Change and Sustainable Development Background Paper 8 provides further details.

¹² See Glossary

¹³ See Glossary

¹⁴ See Glossary

forward in the Core Strategy, and the Olympia Park Strategic Development Site and key sites allocated in future DPDs will be expected to derive the majority of their energy needs from such sources in the light of local circumstances.

- 7.50 Changes to building regulations¹⁵ 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 DPDs/SPDs.
- 7.51 In addition to contributing towards carbon-reduction by supporting the full range of renewable energy technologies, the Council will seek to improve resource efficiency in new build developments as a contribution to tackling climate change. Wherever possible, developments will be encouraged to meet national standards and best practice schemes, which seek to improve environmental standards, moving towards the Government's target of zero carbon development (Code for Sustainable Homes and BREEAM)¹⁶.
- 7.52 In view of national expectations as well as the impending mandatory requirements for the Code levels, the following strategic policies encourage developers to achieve the highest viable/practical nationally recognised standards for new building in advance of further detailed work as part of future DPDs.

Strategic Development Management Issues

- 7.53 Although the District is affected by international, national and locally designated protection areas, none would automatically preclude renewable energy developments. However where renewable energy proposals would conflict with the openness of the Green Belt (and are therefore inappropriate within the PPG2 definition) developers will need to demonstrate very special circumstances that clearly outweigh any harm to the Green Belt.
- 7.54 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 consideration¹⁷.
- 7.55 Submitting good quality information with planning applications on energy demand and savings is a means of demonstrating that development

¹⁵ Proposed 2013 revisions to Part L of Building Regulations

¹⁶ See Climate Change Background Paper BP8 for further information on the Code and BREEAM

¹⁷ 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”.

proposals meet policy objectives for incorporating a proportion of energy from low-carbon, renewable and decentralised sources. The Council will expect developers to submit such energy statements and any necessary viability assessments in order to assess compliance with the Core Strategy policies, including whether schemes are demonstrably unviable or impractical.

- 7.56 Future DPDs, 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, habitat or species disturbance. Proposals for conversion of historic buildings and developments in conservation areas will require special consideration to assess the practicality of incorporating on-site renewables against the objectives of the designation to ensure they will not be compromised.

Policy CP13 Improving Resource Efficiency

In order to promote increased resource efficiency, the Council will require:

- a) New residential developments of 10 dwellings or more or non-residential schemes of 1000 m² gross floor space or more, to provide a minimum of 10% of total predicted energy requirements from de-centralised and renewable or low-carbon sources (or else in accordance with the most up to date revised national, sub-regional or local targets).**
- b) Strategic Development Sites identified in the Core Strategy and key sites identified in future DPDs to derive the majority of their total energy needs from renewable, low carbon or decentralised energy sources. Developers to investigate particular opportunities to take advantage of any or a combination of locally produced energy from:
 - i) Local biomass technologies,**
 - ii) Energy from waste (in accordance with the County Waste Policies),**
 - iii) Combined Heat and Power schemes, and**
 - iv) Community Heating Projects.****
- c) Developers to employ the highest viable level of:
 - ‘Code for Sustainable Homes’ on residential developments; and**
 - BREEAM standards for non-residential schemes.****

Policy CP14 Low-Carbon and Renewable Energy

The Council will support new sources of renewable energy and low-carbon energy generation provided that development proposals:

- i. are designed and located to protect the environment and local amenity and**
- 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.**

Protecting and Enhancing the Environment

Introduction

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

Context

7.58 The Council values the distinctive assets that are particular to the

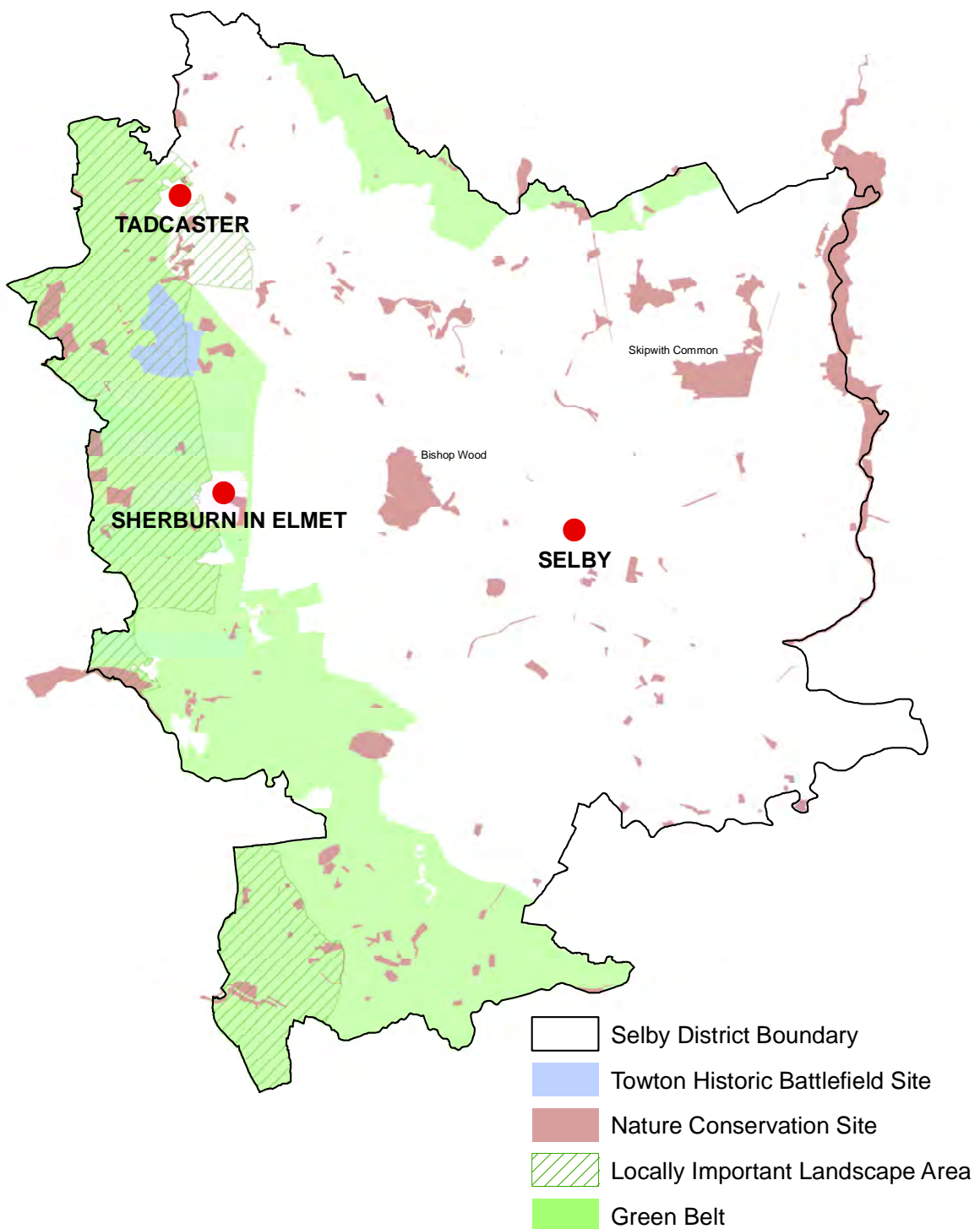
District and seeks to improve knowledge of what is here, how it can become multifunctional through identifying opportunities, and gain maximum benefits from partnership working with expert bodies in the field, in order to support the environment.

- 7.59 This approach is supported by principles established in national guidance, including Planning Policy Statement 7 (Sustainable Development in Rural Areas), PPS9 (Biodiversity and Geological Conservation), Planning Policy Statement 5 (Planning for the Historic Environment), PPG2 (Greenbelts), and PPS10 (Planning for Sustainable Waste Management).
- 7.60 The evidence that supported former Regional Spatial Strategy policies also remains valid.
- 7.61 The Council also has a duty under the Natural Environment and Rural Communities Act to have regard to conserving biodiversity in all of its functions, and similar duties with regard to heritage assets. Protecting the historic and natural heritage of the District and, where possible improving it, is therefore a key issue for the Local Development Framework (LDF) and reflects similar priorities in the Selby Sustainable Community Strategy (2005 – 2010) 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 Green Assets



Local issues

7.62 The provision of new greenspaces and green infrastructure will be dependent on a combination of development proposals coming forward and co-operation with a range of landowners and infrastructure providers.

- 7.63 The Council has a series of Conservation Character Assessments dating from 1995 or 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.
- 7.64 Core Strategy objectives 11, 14, 16 and 17 recognise the strategic importance of protecting and enhancing natural and man-made assets. These assets play an important role in the District from enhancing the quality of life to providing local identity.
- 7.65 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 strategy¹⁸ for sustainable waste management through the York and North Yorkshire Waste Partnership. Waste reduction is a key step towards maintaining, protecting and improving quality of life, for example, the re-use of secondary aggregates such as ash, which may contribute to the production of building materials from a sustainable source.
- 7.66 The main elements of the diverse range of assets that exist in the District 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 there are 13 Sites of Special Scientific Interest, which have national status, and are categorised as some of the country's best wildlife sites. In addition there are over 100 designated local Sites of Importance for Nature Conservation (SINCS), including species rich grassland, ancient woodlands and wetlands;
 - The open countryside – best and most versatile agricultural land; and its character, landscape and appearance – the District has a high proportion of land in the highest quality agricultural classifications and partly making up the Humberhead levels;
 - Ancient woodland and locally important landscape areas – the Southern Magnesian Limestone Ridge down the western edge of the District contains the most attractive landscape within the District;
 - Historic Landscapes, Parks and Gardens – the District contains scheduled sites of national and local importance as well as a Historic Battlefield at Towton;

¹⁸ Revised Municipal Waste Management Strategy for York and North Yorkshire 'lets talk less rubbish'. <http://www.northyorks.gov.uk/CHttpHandler.ashx?id=381&p=0>

- Buildings, structures, areas of townscape (particularly in Selby and Tadcaster) and the public realm of historic and architectural merit including listed buildings, and conservation areas;
- Scheduled Monuments (52) and important archaeological sites and remains;
- Heritage assets on the Heritage at Risk Register that require a sustainable future – particularly the Districts 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.

7.67 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 spaces¹⁹) and increase levels of physical activity.

7.68 Yorkshire Wildlife Trust has a vision for a connected ecological network within Yorkshire and the Humber through 'A living Landscape' in order to rebuild biodiversity. Many of the assets in the District fit the criteria, and it is considered an important scheme to help maximise the multifunctionality of the environment.

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

7.70 Designations of specific areas such as Sites of Importance for Nature Conservation, Landscape Character Assessments,

¹⁹ Health, place and nature – How outdoor environments influence health and well-being: a knowledge base. Sustainable Development Commission 01/04/08

heritage assets, Conservation Areas, Local Amenity Areas and wider landscape character issues will be considered in future Development Plan Documents (DPDs) and shown on the Proposals map. Until such time, sites identified in the adopted Selby District Local Plan will continue to be afforded protection.

Policy CP15 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 character and setting of areas of acknowledged importance.**
2. **Protecting and enhancing the historic assets of the District and their potential contribution towards, economic regeneration, tourism, education and local distinctiveness.**
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 interest and provide appropriate management of these features.**
 - c) **Ensuring development seeks to produce a net gain in biodiversity by designing-in wildlife and retaining the natural interest of a site where appropriate, and ensuring any unavoidable impacts are appropriately mitigated and compensated for, on or off-site.**
 - d) **Supporting the identification, mapping, creation and restoration of habitats that contribute to habitat targets in the National and Regional biodiversity strategies and the local Selby Biodiversity Action Plan.**
4. **Wherever possible a strategic approach will be taken to increasing connectivity to the Districts 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, open spaces and playing fields through Development Plan Documents.**

- 6. Encouraging incorporation of positive biodiversity actions, as defined in the Selby BAP, at the design stage of new developments or land uses.**
- 7. Ensuring that new development protects air and water quality from pollution and minimises energy and water consumption, the use of non-renewable resources, and the amount of waste material.**

Design Quality

Introduction

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

Context

- 7.72 The Council shares the objectives of government policy to create places, streets and spaces which meet the needs of people, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity and maintain and improve local character.
- 7.73 Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. The District is an attractive place to live and work, with its high quality countryside and vibrant towns and communities, with distinctive character and historic assets. Developers are expected to bring forward sustainable and environmentally friendly new housing developments. Design which is inappropriate in its context, or which fails to take opportunities available for improving the character and quality of an area and the way it functions will not be accepted.
- 7.74 Spaces between built developments are equally important and new open spaces should improve the quality of the public realm through good design.

Relevant Strategic Objectives

8, 11, 12, 14 and 15

Local Issues

- 7.75 The Council's commitment to "improve the quality of life for those who live and work in the District" is reinforced by strategic themes in the Corporate Plan such as, protecting the environment, promoting healthier communities and promoting community safety. Current priorities which include working with our communities to provide a safer environment, valuing our environment and reducing our carbon footprint, all support the need for more robust design policies.
- 7.76 Similar objectives are included in the Selby Sustainable Community Strategy and the Council's Climate Change Strategy, which promotes carbon reduction measures and policies, including sustainable construction methods. The Selby District Community Safety Partnership Plan, (2008-2011), also prioritises safer neighbourhoods designing out crime.
- 7.77 In order to improve the quality of design in villages the Council is working in partnership with local communities to prepare Village Design Statements (VDS) which it has adopted as Supplementary Planning Documents. These planning documents give advice and guidance to anyone who is considering any form of development in the village no matter how large or small. They set out the elements that make up local character in order to improve the quality of design where change is proposed. The adopted VDSs 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.
- 7.78 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.
- 7.79 Well designed sustainable communities can contribute to improved health and social well-being. The principles of 'active design'²⁰ 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).
- 7.80 Selby District is recognised as a low crime area and the reduction in crime is continuing, however, the fear of crime is a significant concern. Therefore it is important to create a high quality public realm which can accommodate the needs of all people and create

²⁰ Active Design is an innovative set of design guidelines published by Sport England, to promote opportunities for sport and physical activity in the design and layout of development
http://www.sportengland.org/facilities_planning/planning_tools_and_guidance/active_design.aspx

public places where people feel safe and at ease with reduced opportunity for crime and reduced fear of crime. 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 Design²¹ (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.

- 7.81 New development should not just be sustainable by way of its location but through the materials and techniques used for construction, its energy efficiency, and water and waste arrangements. The impact and function of the development over its lifetime needs to be considered in the design process to ensure that areas can adapt in the future. Expectations for meeting nationally recognised standards (such as the Code for Sustainable Homes and BREEAM) are also dealt with in the climate change section of this Core Strategy.
- 7.82 The Council therefore supports the key principles of the Building for Life²² scheme as this supports the Council's sustainable development objectives to meet the needs of the District's residents in the longer term.
- 7.83 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.
- 7.84 '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)²³. The Council is keen to encourage all new housing developments to attain these standards. Future DPDs or SPDs will consider detailed requirements.

²¹ <http://www.securedbydesign.com/index.aspx>

²² <http://www.buildingforlife.org/>

²³ <http://www.lifetimehomes.org.uk/pages/home.html>

Policy CP16 Design Quality

Proposals for all new development will be expected to contribute to 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.

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

- a) Positively contribute to an area's identity and heritage in terms of scale, density and layout;**
- b) Be accessible to all users and easy to get to and move through;**
- c) Facilitate sustainable access modes, including public transport, cycling and walking;**
- d) 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;**
- e) Promote access to green infrastructure to support active lifestyles which contribute to the health and well-being of the local community;**
- f) Have public and private spaces that are clearly distinguished, safe, attractive and which complement the built form;**
- g) Minimise the risk of crime or fear of crime;**
- h) Create places with variety and choice that compliment one another to encourage integrated living, and**
- i) Adopt sustainable construction principles in accordance with Policies CP12 and CP13.**

Unless it can be demonstrated that it is not practicable or viable, all new housing developments should:

- i. Reflect 'Lifetime Neighbourhood' principles, and**
- ii. Achieve the 'Very Good' standard of the 'Building for Life' assessment, and**
- iii. Be constructed to Lifetime Homes Standards in order to provide adaptable homes, which meet the long term changing needs of occupiers.**

8. Implementation

Introduction

- 8.1 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 requires the local planning authority to submit an annual monitoring report (AMR) to the Secretary of State by the end of December every year relating to information up to the end of March. This will be the main mechanism for assessing the Core Strategy's performance and effects, once adopted.
- 8.3 The Council's current AMR sets out the framework for monitoring the existing Selby District Local Plan policies and proposals. It is based on recent Government guidance and has been developed to reflect the concept of 'plan, monitor, and manage'. Central to this is the setting of objectives, defining policies, setting of targets and measuring of indicators.
- 8.4 The AMR will be developed to assess both the extent to which the policies set in local development documents are being achieved and progress in preparing these documents against milestones in the local development scheme.

Indicators and Targets

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

Core Output Indicators

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

Local Indicators

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

Significant Effect Indicators

Monitoring of significant effects will be based on the baseline data and indicators in the Council's Sustainability Appraisal Reports. Monitoring of such data should enable a comparison to be made

between the predicted effects and the actual effects measured during implementation of the policies.

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

Implementation and Review

- 8.10 Should annual monitoring of key indicators set out in Figure 13 below 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 Development Plan Document.
- 8.11 Given the spatial dimension of the Core Strategy and its policies, a partnership implementation approach will be required including public, private and voluntary bodies. The Council has neither the powers nor the resources to implement the Core Strategy alone.
- 8.12 In relation to individual areas or site-specific spatial development projects the partnership will consist of the Council, together with government bodies, any local regeneration or community partnership, and the private sector. Other District wide or non-spatial aspects will be delivered in conjunction with the Selby Local Strategic Partnership. Detailed delivery schedules on the implementation of individual LDD will be contained within the respective document.

- 8.13 The Local Development Scheme 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					
CP1/CP1A Spatial Development Strategy/ Management of housing development in settlements	1, 2, 3, 4, 5, 6, 7, 8, and 14	Concentrating development in towns and local service centres; Concentrating on reusing previously developed land.	Proportion of new development with planning permission / completed in Selby, Sherburn in Elmet, and Tadcaster. By PDL	At least 51% all development within towns and local service centres. More than 50% of housing development on PDL between 2004 – 2017	SDC Landowners Developers
CP2/CP2A Scale and Distribution of Housing/ Olympia Park Strategic Development Site	1, 3, 4, 5, 6, 7, 8 and 14	Meeting established housing target in accordance with preferred spatial distribution.	Overall completions. Amount of new development approved /completed by location. (Selby, Sherburn in Elmet, Tadcaster, Designated Service Villages and Secondary Villages)	440 dwellings completions per year District wide. Minimum of 7480 new dwellings up to 2026 - distributed approximately as set out in policy.	SDC Developers Landowners

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Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
CP3 Housing Land Supply	1, 2, 3, 5, 7 and 8	Maintenance of a Five Year land supply Overall housing delivery achieves levels indicated in the housing trajectory	Number of dwellings with planning permission / completed.	To achieve a 5-year land supply	
Creating Sustainable Communities					
CP4 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 HCA RSLs Developers
CP5 Affordable Housing	2, 3 and 5	To provide for the identified housing needs of District residents unable to access open market housing.	Level of affordable housing approved and completed Proportion of affordable homes split between intermediate and social rented tenures. Range of dwellings types.	Meet the overall target for affordable housing provision of 40%, from all sources (unless viability case proven). To broadly achieve a tenure mix of 40% for intermediate housing and 60% for social renting, through new affordable housing. To reflect the size and types of homes in the market housing scheme	SDC HCA RSLs Developers Landowners

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Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
			Commuted sums collected and spent on providing affordable homes.	or reflect SHMA/local needs assessment for 100% AH schemes That 100% of collected monies are spent on providing AH	
CP6 Rural Exceptions	2, 3 and 5	To provide rural affordable housing to meet identified needs in smaller settlements and rural areas where other opportunities are not available through CP5.	Number of dwellings in 100% affordable housing schemes with planning permission / completed within or adjoining Development Limits in rural villages.	To meet identified local needs in terms of numbers, sizes, types and tenure.	SDC HCA RSLs Developers Landowners
CP7 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.	SDC Landowners Travelling Community RSLs NYCC
CP8 Access to services,	1, 2, 3, 8, 10, 12, 13, 14 and 17	To ensure the appropriate services, facilities and infrastructure is provided to	Net gains and losses of services / facilities and ROS / green infrastructure within Parishes.	Net gains in ROS / green infrastructure land area. Improved quality of ROS	SDC Service providers / utilities

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Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
community facilities, and infrastructure		meet the needs of new developments. Including utilities, highways infrastructure, access to health services, and provision of green infrastructure.	Commuted sums collected for ROS and other Community Facilities.	/ green infrastructure as evidenced through assessment and regular review.	Parish Councils NYCC PCT Developers Public transport providers
Promoting Economic Prosperity					
CP9 Economic Growth	1, 2, 3, 4, 6, 7, 8, 9, 10, 13 and 15	Developing and revitalising the local economy by: Providing land to meet needs; Giving priority to higher value business in the right location; Supporting efficient use of existing sites and safeguarding existing/allocated sites. Promoting recreation and leisure uses. Increase the number of	Supply of land developed for employment by Use Class and by Location. Net losses and gains of employment floor space on existing employment sites / allocations. Additional recreation and leisure uses. Achieve growth in number of jobs within District. Results of the SHMA updated on a	Planning permissions granted / completion of 37 – 52 ha employment land uses. No net loss of existing employment floor space. Net gains in recreation and leisure. Net gains in number of jobs per year and in total by 2026. Reduced outward commuting patterns by 2021 Census.	SDC Yorkshire Forward Landowners Developers

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Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		people who combine living and working in the District.	3 yearly basis.	No net loss in number of people travelling out of the District for work.	
CP10 Rural Diversification	2, 3, 4, 7, 8, 9, 12 and 13	Provide employment opportunities in rural locations to maintain the viability of rural communities and to reduce the need to travel.	New floor space in extensions or re-use of existing premises within the existing curtilage of rural properties. New / extended farm diversification enterprises. New / extended recreation and tourism activity in rural areas. No. of jobs within rural areas.	Net gains in rural diversification floor space by use. Net gains in rural jobs.	SDC Yorkshire Forward Local businesses and landowners
CP11 Vitality and Viability of Town and Villages	1, 2, 3, 7, 8, 9, 10 and 13	Selby to be main focus for town centre uses. The role and performance of the existing local service centres of Tadcaster and Sherburn in Elmet will be strengthened 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.	Planning permissions / completions of floor space for town centre uses, broken down by use-class within the 3 town centres by location Regular town centre health checks in line with Government guidance. Parish Services Survey. Gains and losses in services and facilities in villages.	Net gains in retail floor space and town centre uses in defined town centres. Improved performance on health check assessment. Improved retail performance of town centres over a five year period within regional hierarchy using Ranking in MHE UK Shopping Index	SDC Local businesses and landowners

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Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		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.		No net loss in viable retail floor space and other existing facilities within villages	
Improving the Quality of Life					
CP12 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 objection</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>SDC</p> <p>Environment Agency</p> <p>Utilities</p> <p>Developers</p> <p>Landowners</p> <p>NYCC</p>

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Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
CP13 Improving Resource Efficiency	12, 15, 16 and 17	Promote increased resource efficiency and reduction in resource use.	<p>% of residential and non-res schemes meeting threshold and achieving minimum 10% requirement for energy use from decentralised, renewable or low carbon sources.</p> <p>No. of strategic development sites and other designated allocations using the following technologies for the majority of their energy needs:</p> <p>Local biomass technologies, Energy from waste, Combined Heat and Power schemes, and Community Heating Projects.</p> <p>No. of houses built to 'Code for Sustainable Homes' standards.</p> <p>No. of non-residential developments built to BREEAM standards.</p>	<p>100% unless viability case proven</p> <p>100%</p> <p>Increase year on year</p> <p>Increase year on year</p>	SDC Developers
CP14 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'</p>	<p>At least 32MW by 2021 (subject to review).</p> <p>Increase year on year.</p>	Government SDC Landowners Developers

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Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
			schemes – not grid connected.		Power companies
CP15 Protecting and Enhancing the Environment	2, 3, 11, 12, 14, 15, 16 and 17	The District's high quality natural and man-made environment safeguarded and enhanced by: Protecting the historic environment; Promoting effective stewardship of the District's wildlife; Supporting the creation and restoration of habitats.	Safeguarding protected historic and natural sites. Amount of green infrastructure Numbers of heritage assets and assets at risk as recorded in 'Heritage Counts' and 'Heritage at Risk Register'	No net losses in protected areas. Net gain in biodiversity. No net losses of assets to the 'at risk register'. Meeting habitat targets in the National strategies and the local Selby Biodiversity Action Plan. Net gains in green infrastructure.	SDC NYCC Natural England Environment Agency Landowners Developers
CP16 Design Quality	8, 11, 12, 14 and 15	Achieving development of high quality design, which has regard to the local character, identity and context of its surroundings. Homes meeting residents' needs in long term. Safer communities	No of homes: <ul style="list-style-type: none"> adopting Lifetime Neighbourhood objectives achieving 'Very Good', 'Building for Life' standard meeting 'Lifetime Homes' Standards. 	Increase year on year.	SDC Developers

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Appendix 1

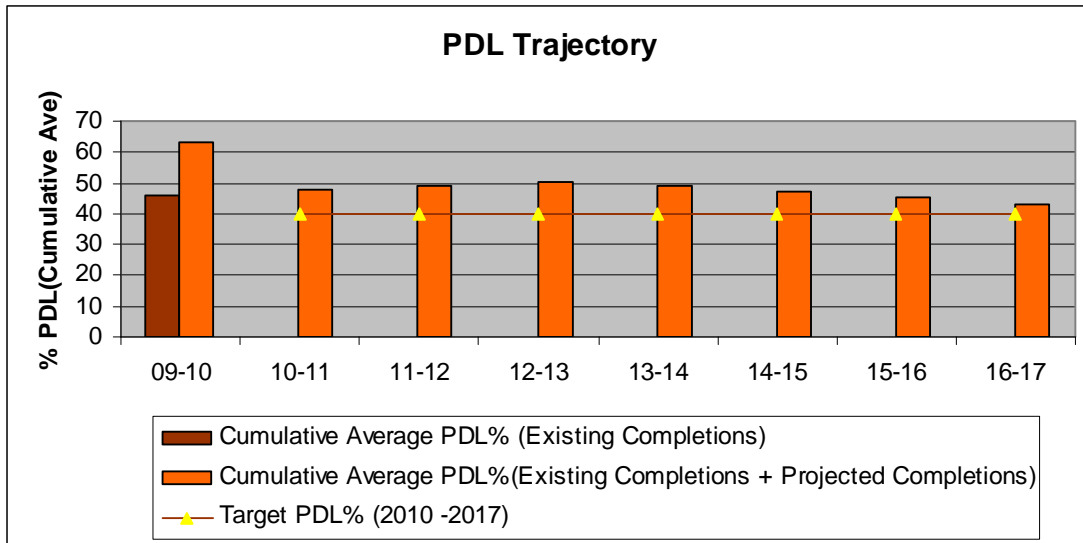
Previously Developed Land Trajectory

1. PPS3 indicates that Local Development documents should include a local previously developed land (PDL) target and trajectory. This Appendix provides the background information used in selecting a long-term target for the proportion of dwellings to be constructed on previously developed land.
2. While the former Regional Spatial Strategy (RSS) did not include a PDL target for local authorities, the evidence base (which was referred to in an earlier draft version of RSS¹.) suggested a target figure of 45% of dwellings on PDL for the District. Analysis of the Council's overall PDL Trajectory reveals that there is capacity for a modest increase over and above the target suggested by RSS evidence. Over the years 2004 – 2009, the average percentage of dwellings built on previously developed land is 63%. However, with increasing reliance in the longer term on greenfield sites to accommodate growth in the three towns, it is inevitable that this percentage will not be maintained. Work will continue to be undertaken through future DPD's in order to maximise the proportion of allocations using previously developed land. However, the availability of such sites is often extremely difficult to predict, particularly in the longer term.
3. In the above circumstances, a practical target 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 as a result of the Government's decision to remove garden curtilages from the definition of previously developed land. Garden curtilages have consistently provided approximately 10% of all completions over the last 10 years.
4. There is insufficient information at present to predict the long-term supply of PDL within the District to provide a meaningful target beyond 2017. However, the Council will continue to pursue policies, which give priority to the use of PDL, subject to consistency with other elements of the Strategy, with the aim of achieving the highest possible percentage.
5. In a rural District such as Selby, previously developed land is unlikely to come forward evenly on an annual basis. For example, within the five years 2004/9 the proportion of development on previously developed land varied between 72 and 51 %. Its availability is likely to be more uncertain than in a larger metropolitan area. Nevertheless its use will be encouraged in appropriate circumstances, particularly within settlements, and delivery will be monitored in relation to the trajectory set out below.

¹ The Yorkshire and Humber Plan – Draft published for public consultation - December 2005

The trajectory provides a forecast of the cumulative average percentage of the use of previously developed land for housing purposes over the plan period up to 2017. The cumulative average provides a better guide to monitoring the overall 40% target than annual split figures which are highly variable and do not allow the overall trend to be easily discerned.

Previously Developed Land Trajectory



Glossary of Terms

Full Title	Abbreviation	Summary
Affordable Housing		PPS3 states that affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.
Allocations		Sites identified for new development for specific land uses to meet the known requirement over the plan period. Normally identified through an Allocations DPD or Area Action Plan.
Annual Monitoring Report	AMR	A report submitted to the Secretary of State on the progress of preparing the Local Development Framework and the extent to which objectives and policies are being achieved.
Brownfield Land		Another phrase for '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.
Completions		Number of homes built and finished ready for occupation, usually expressed as figures for a particular year (from April to March)
Decentralised energy		Community or smaller scale generation of heat and power close to the point of use.
Designated Service Village	DSV	Settlement with a good range of local services capable of accommodating additional limited growth
Development Limits		Defined in the Selby District Local Plan as the boundary between settlements and the open countryside and therefore establishes where relevant policies apply.
Development Management DPD		One of the suite of documents which will form the LDF. It will set out the detailed policies to be used for determining planning applications (alongside any other material considerations). Programmed to be adopted by mid 2013.
Development Plan Document	DPD	Part of the suite of documents which make up the LDF. Could include Site Allocations DPD

Full Title	Abbreviation	Summary
		and Development Management DPD.
Employment Land Refresh	ELR10	Undertaken to update site data and economic information in the ELS07 in relation to employment land requirements over the plan period.
Employment Land Study	ELS07	Undertaken in 2007 to assess employment land requirements and job growth potential.
Environment Agency	EA	A Public Organisation for improving and protecting the environment.
Evidence Base		Information and data upon which decisions and options included within LDF 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. (Different to 'Greenfield' – see below).
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.
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>)
Hectare	Ha or ha	Measure of land area equivalent to 100 metres x 100 metres.
Housing trajectory		Estimates made on expected number of homes likely to be built over a specified number of years based on previous patterns of development, study of completions and commitments, survey of landowners/developers and taken within a policy context.
Issues and Options	I&O	First stage of the statutory plan making process identifies the key local issues facing the District and sets out a range of options to tackle those challenges. The Core Strategy

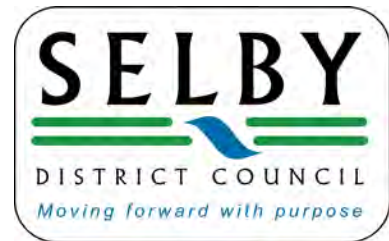
Full Title	Abbreviation	Summary
		I&O was published April 2006 for a six-week public participation period.
Local Area Agreement	LAA	<i>See Sustainable Community Strategy</i>
Local Development Framework	LDF	Series of planning documents required under the Planning and Compulsory Purchase Act 2004. The Selby District LDF will comprise this Core Strategy, the Site Allocations DPD and the Development Management DPD. The LDF together with Minerals and Waste DPDs prepared by the County Council, and the Regional Spatial Strategy currently form the development plan for the area (although Government has published proposals to revoke RSS and devolve more decision making to local level). These documents contain the policies and site specific proposals which will be used to make decisions on planning applications.
Local Development Scheme	LDS	A three-year project plan setting out the Council's programme for the preparation of Local Development Documents within the LDF. Latest (4th) version approved October 2010.
Local Government for Yorkshire and the Humber	LGYH	Regional partnership of local authorities to provide a regional strategic vision and forum for issues affecting local government. This organisation will be subject to change in the light of proposals by the Coalition Government.
Local Planning Authority	LPA	Councils with statutory responsibility for planning functions.
Local Service Centre		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.
Local Strategic Partnership	LSP	<i>See Sustainable Community Strategy</i>
Low carbon energy		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 will set out national policy on infrastructure to be used as the basis

Full Title	Abbreviation	Summary
		for decision making on applications to build nationally significant infrastructure facilities. Relevant applications will be examined by the Infrastructure Planning Commissions (IPC) until replaced by the Major Infrastructure Planning Unit (MIPU) under Government proposals. A number of NSPs are currently in Draft form, for example Renewable Energy Generation (covering large schemes over 50MW generating capacity from on shore wind, biomass and waste plants).
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.
Plan Period		The time over which the Core Strategy applies. This Core Strategy covers the period up until 2026, which will be 15 years from anticipated adoption in 2011.
Planning Policy Guidance notes	PPG	Government published policy documents to be taken into account when developing planning policies and determining planning applications. Cover a variety of subjects.
Planning Policy Statements	PPS	Government published policy documents to be taken into account when developing planning policies and determining planning applications. Cover a variety of subjects. Supersede PPGs.
Previously Developed Land	PDL	Defined in PPS3 (Housing) as land which is or was occupied by a permanent structure, including the curtilage developed land and any associated fixed surface infrastructure. Also known as 'brownfield' land.
Principal Town		Selby is identified as a Principal Town which will provide the main local focus for housing, employment, shopping, leisure and cultural facilities.
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	RSS	Part of the statutory development plan for the District. The Yorkshire and Humber Plan was adopted 2008 by the former Y&H Regional Assembly. The Government has published proposals to abolish RSS through the Localism

Full Title	Abbreviation	Summary
Renewable Energy		Bill. Selby District Council has resolved to rely on the sound evidence base at regional level. Energy that occurs naturally and continuously in the environment, such as energy from the sun, wind, waves or tides.
Secretary of State	SoS	Government minister who approves or not planning documents submitted by LPAs.
Secondary Village		Village with limited services and/or remotely located. Not considered capable of accommodating planned growth other than small scale affordable housing.
Selby Bio-diversity Action Plan	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' until replaced by LDF policies.
Selby Retail, Commercial and Leisure Study	SRCLS	Undertaken in 2009 to identify the hierarchy, roles, issues and requirements for town centres and other settlements.
Site Allocations DPD		One of the suite of documents which will form the LDF. It will identify sites for planned development for a range of uses to meet the needs of the District up to 2026. Programmed to be adopted by the end of 2012.
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 LDF.
Strategic Environmental Assessment	SEA	An assessment of the environmental effects of a plan or programme required by EU Directive 2001/42/EC.
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.

Full Title	Abbreviation	Summary
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.
Supplementary Planning Document	SPD	A Local Development Document, which elaborates on policies or proposals in DPDs and gives additional guidance.
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 Local Strategic Partnership (LSP) creates a shared vision and shared sense of priorities for a place. The vision is set out in a Sustainable Community Strategy (SCS), which describes how people who live and work there want it to change over time. The Selby Strategy Forum is the LSP for the District. New Local Area Agreements (LAAs) will help deliver the ambitions for the place and its people, set out in the Sustainable Community Strategy.
Windfalls		Those homes provided on sites, which are not specifically allocated for residential development and cannot be foreseen.
Yorkshire Forward	YF	The Regional Development Agency charged with improving the Yorkshire and Humber economy. The Government has published proposals to abolish Yorkshire Forward in 2012. A new Local Economic Partnership is being set up for the Leeds, City Region.

**Produced by Selby District Council as part of
The Local Development Framework**



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