



# Selby District Consultation Draft Core Strategy

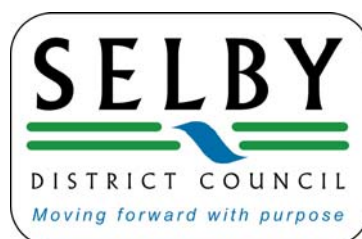
February 2010



**Selby District  
Local Development Framework**

**Consultation Draft  
Core Strategy**

**February 2010**



Consultation on the Draft Core Strategy begins on Thursday 18 February 2010 and comments should be submitted by **1 April 2010**.

Details of consultation events are available through the Council's Citizenlink newspaper, the local press, and our website.

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 can now submit your comments directly online and we will keep you informed about future stages of the LDF. Please go to our dedicated consultation website for the LDF to register your details and submit comments.

Alternatively you can complete a comments form which is available from the Core Strategy pages of our website. Comments forms are also available from the 'consultation points' referred to above and may be posted to the LDF Team, Development Policy, Selby District Council, Civic Centre, Portholme Road, Selby YO8 4SB. Faxed comments, using this form should be sent to (01757) 292090.

If you require any further help or advice or if you need this leaflet in a different format, for example large print, audio, Braille or in another language, please contact the LDF Team on (01757) 292034

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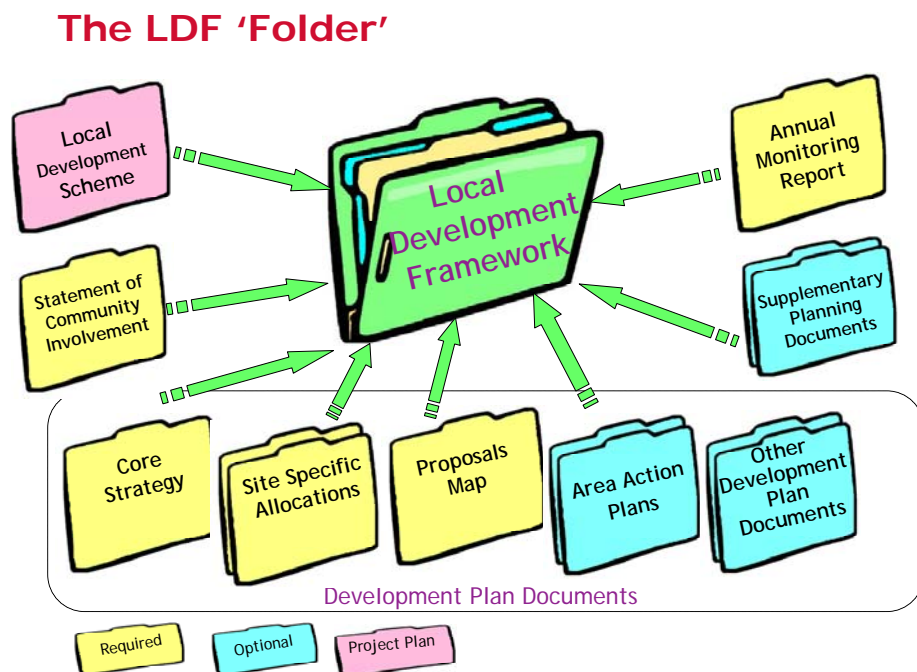
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# 1. Introduction

## 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 Scheme<sup>1</sup>.
- 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

<sup>1</sup> Local Development Scheme for Selby District - Selby District Council, July 2009



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 set out in other Local Development Documents, such as an Area Action Plan for Selby and an Allocations DPD (see the Local Development Scheme<sup>2</sup> for the timetabling of these documents).

### **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*

- 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

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<sup>2</sup> Local Development Scheme for Selby District - Selby District Council, July 2009



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 growth<sup>3</sup>.

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.

*Current Consultation*

1.13 This document represents a significant stage in the preparation of Selby District's Core Strategy, providing an opportunity for the public and other stakeholders to comment on the proposed content of the Strategy as a whole prior to formal 'Publication' and 'Submission' for Examination.

*Future Stages*

1.14 Following consideration of the results of this consultation, the Council will prepare a revised version of the Core Strategy for Publication. At that stage minor amendments may be made where

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<sup>3</sup> For further information see Background Paper No. 7 "Strategic Development Sites"

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 soundness of the Core Strategy has been called into question. 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 binding recommendations will be incorporated into the Strategy prior to adoption by the Council.

**Figure 2 Selby District Core Strategy Timetable**



### **Policy Context**

- 1.15 The strategic planning context for the Core Strategy is provided by national planning policies and guidance and the Regional Spatial Strategy (RSS), entitled The Yorkshire and Humber Plan, which was published in its final form by the Government Office for

Yorkshire and the Humber in May 2008.

- 1.16 Following changes in the structure of regional governance work has begun on the preparation of an Integrated Regional Strategy (IRS), which will replace the RSS.
- 1.17 Until the IRS is sufficiently advanced to provide firm guidance on a number of strategic planning issues, it is inevitable that there will be a degree of uncertainty regarding the longer-term context for this Core Strategy. However, the Council considers that, notwithstanding the above, there is an urgent need to establish a Local Development Framework Core Strategy document as early as possible in order to bring current policies more into line with the principles set out in the approved RSS. The Council acknowledges that the preparation of this Strategy will need to be sensitive to further developments in the regional guidance as and when they occur.
- 1.18 The Core Strategy is also influenced by the Sustainable Community Strategy<sup>4</sup> 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.
- 1.19 Two overarching global issues which influence planning policies at all levels are the conservation of the earth's finite energy resources and climate change. These issues are strongly linked through the production of carbon emissions. The strategy aims to reduce carbon emissions in the District by encouraging less travel particularly by private car, promoting improved energy efficiency of buildings and encouraging a switch to the use of renewable energy sources. A further policy strand aims to mitigate and adapt to the effects of climate change, for example in relation to flood risk minimisation and management which is of major importance for the District
- 1.20 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.

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<sup>4</sup> Selby District Sustainable Community Strategy 2005 - 2010

*Sustainability Appraisal*

- 1.21 A key national policy requirement of the LDF is that it should deliver sustainable development. In order to assist this process each stage of the preparation of LDF documents will be subject to a Sustainability Appraisal, which will also take account of Strategic Environmental Assessment Regulations<sup>5</sup>, which govern implementation of European legislation on this matter. The Council has appointed external consultants to ensure that the Sustainability Appraisal of the Core Strategy is prepared in an objective and impartial manner. A summary of the main conclusions of the Sustainability Appraisal accompanies this report. The full Appraisal is available on the Council's website or on request.

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<sup>5</sup> European Directive 2001/42/EC “on the assessment of the effects of certain plans and programmes on the environment.”





## 2. Key Issues and Challenges

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### District Portrait

- 2.1 Selby District is a relatively small rural District with an estimated mid 2007 population of 80,800. 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.
- 2.2 Approximately one third of the population live in the three market towns of Selby, Tadcaster and Sherburn-in-Elmet. Selby with a population of approximately 13,000 is the largest settlement as well as the administrative and principal shopping and employment centre. It is noted for its magnificent Abbey and historic waterfront. Tadcaster (about 6,100) is situated on the River Wharfe and has links with the brewing industry. Sherburn in Elmet (about 6,600) is an established employment centre providing a range of modern job opportunities. Selby provides a range of facilities and services serving an extensive rural catchment while Tadcaster and Sherburn in Elmet serve more localised catchments.
- 2.3 The remaining two thirds of the population live in the 60 or more villages and scattered hamlets across the District. Many settlements contribute to the high environmental quality and character of the area.
- 2.4 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 Assessment<sup>6</sup> suggests that this proportion has increased further to around 59%.
- 2.5 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.
- 2.6 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 therefore susceptible to flooding from time to time.<sup>7</sup>
- 2.7 The area benefits from well-developed transportation links. It is crossed by a number of strategic railway links including the

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<sup>6</sup> Strategic Housing Market Assessment April 2009

<sup>7</sup> See Figure 3 – 'Key Diagram' for extent of high risk flood areas, Zone 3

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.

- 2.8 The economy of the District is varied, although with two major coal-fired power stations within the District, the energy sector is especially prominent. 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 and, to a lesser degree, Tadcaster. Unemployment is generally lower than regional and national averages.
- 2.9 The relative attraction of the rural location and proximity to major urban areas has led to a higher-than-average increase in house prices within the District and, in common with many rural areas, the need for affordable housing for local people has increased in recent years.

### **Key Issues and Challenges**

- 2.10 Additional baseline information is provided in the evidence base<sup>8</sup> and accompanying Sustainability Appraisal. Following the previous Issues and Options consultation the following key challenges have been identified, specific to the needs of Selby District.

#### *Moderating Unsustainable Travel Patterns*

- 2.11 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 Census<sup>9</sup> 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. The response to the Issues and Options consultation strongly supported the view that higher levels of local employment should be sought and facilitated through the Core Strategy and subsequent LDF documents, as the best means available of moderating current commuting patterns and lifestyles.

#### *Concentrating Growth in the Selby Area*

- 2.12 The overriding aim of the Regional Spatial Strategy is to focus future growth within the towns and cities of the region. Selby is identified as a Principal Town, which is well placed to accommodate

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<sup>8</sup> Local Development Framework Evidence Base - Selby District Council

<sup>9</sup> Core Strategy Background Paper No.1 - Analysis of Journey to Work in Selby District.



development serving its indigenous growth, but is also well related to York and the main urban core of the Leeds City Region. The basic assumption that this is the most sustainable approach is supported by evidence on local journey-to-work patterns and accessibility to services.

- 2.13 However, the strategy gives rise to a number of issues which will have to be addressed at the local level. These include the amount of new development, which may be accommodated within Selby (and adjoining villages) particularly having regard to flood risk and highways capacity issues and the objective of sustaining and enhancing the attractiveness of the town centre. The Council has commissioned consultants to undertake a Strategic Flood Risk Assessment<sup>10</sup> to facilitate consideration of this issue.
- 2.14 Many of these issues will be addressed in an Area Action Plan for Selby and adjoining villages, which is in the early stages of preparation. However, this Core Strategy provides guidance on the strategic distribution of future growth across the District and consideration has been given, during its preparation, to identifying strategic development sites for housing and employment to accommodate the future expansion of Selby.<sup>11</sup>

#### *Providing Affordable Housing*

- 2.15 The Regional Spatial Strategy (RSS) establishes a rate of annual housing growth of 440 dwellings per annum from 2008 up to 2026. The RSS target reflects the overriding objective of concentrating housing growth in the more sustainable larger settlements of the region and minimising the outward movement of commuters. At the same time, the Council's recent assessment of housing need<sup>12</sup> 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 in line with the RSS.

#### *Developing the Economy*

- 2.16 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, in line with the Regional Spatial Strategy guidance in order to meet local aspirations.

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<sup>10</sup> Selby District Strategic Flood Risk Assessment 2009

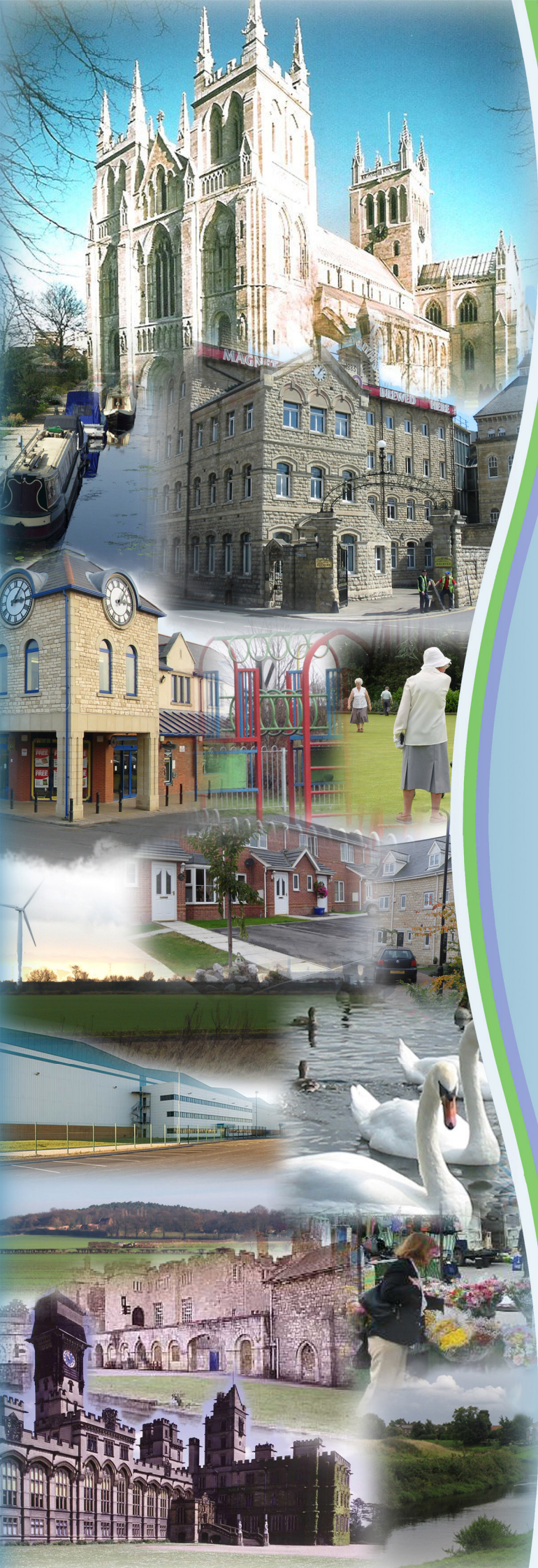
<sup>11</sup> For further information see Background Paper No. 7 "Strategic Development Sites"

<sup>12</sup> Selby District Strategic Housing Market Assessment 2009



*Other Challenges*

- 2.17 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
  - Improving the image of the area.
- 2.18 These themes are embedded into the objectives for the Core Strategy. The market towns are also the subject of a Renaissance initiative promoted by Yorkshire Forward, which could lever in funding to support regeneration projects to improve the image and vitality of the three towns. The Core Strategy is intended to provide a strengthened context for this initiative.
- 2.19 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.



### 3. Vision, Aims and Objectives

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- 3.1 The following Vision, Aims and Objectives provide a clear direction for development in Selby District up to 2026. The Vision reflects priorities established through the Sustainable Community Strategy and previous consultation on Core Strategy Issues and Options. It is also founded on the wish to maintain the essentially rural character of the District, whilst developing the most sustainable life style possible for future residents.

#### 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 Particular emphasis will be given to ensuring that future development is sustainable, and to managing the potential impacts of climate change in line with the Government's overarching aims for the planning process established in PPS 1 (Delivering Sustainable Development) and the Supplement to PPS1 (Planning and Climate Change). Sustainable development is defined in PPS1 as *'to enable all people to enjoy a better quality of life, without compromising the quality of life for future generations.'*
- 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 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, and the health and wellbeing of existing communities.**

### **Objectives**

3.5 The Vision and Aims described above will be translated into action through the following objectives, which will be reflected in the Spatial Strategy and Core Policies set out in the remainder of the document, and in other DPDs.

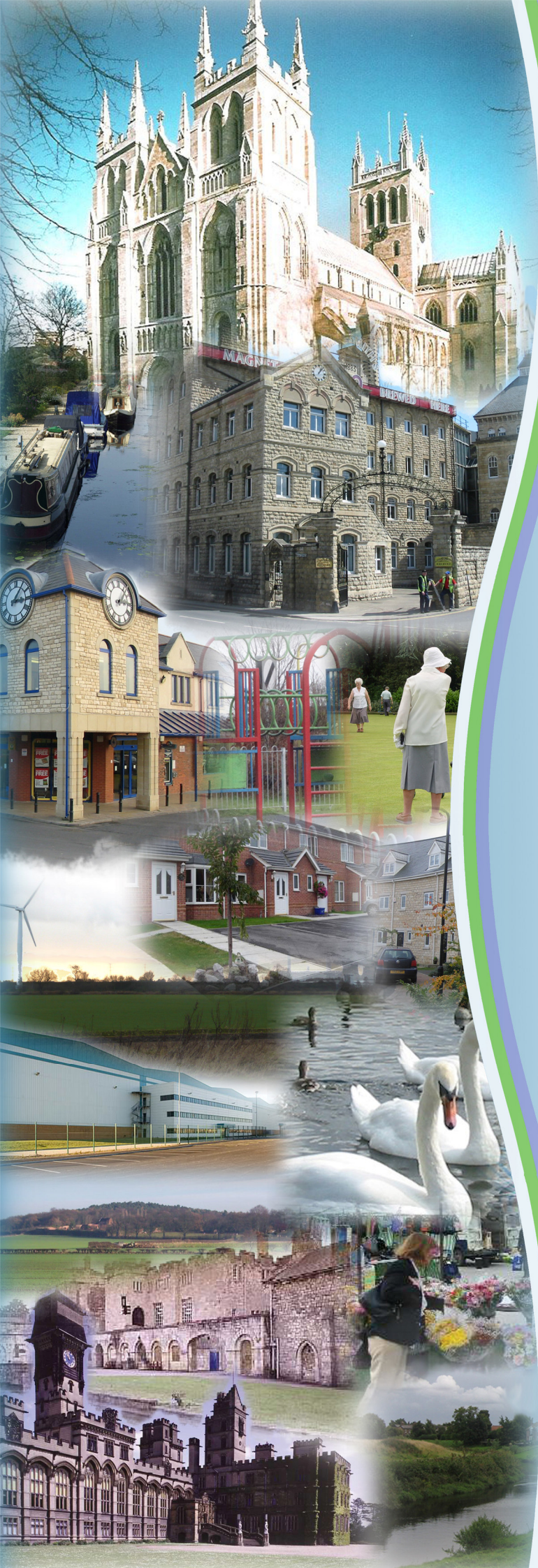
1. Enhancing the role of the three market towns as accessible service centres within the District and particularly Selby, as a Principal Town.
2. Supporting rural regeneration in ways which are compatible with environmental objectives, and which deliver increased prosperity for the whole community.
3. Concentrating new development in the most sustainable locations where a range of services, shops and employment opportunities are available and where reasonable public transport exists.
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 either in areas of lowest flood risk or, where development is proved to be important to the sustainability aims of the plan, 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 non-car means, particularly public transport.
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 match changing needs and requirements from new development.

11. Protecting and enhancing the character of the historic environment, including both buildings and open spaces, and acknowledging the contribution of the District's heritage to economic prosperity and local 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 and enhancing the green infrastructure of the District, including sensitive natural habitats and the wider countryside for its landscape, amenity, bio-diversity, recreation potential and natural resources.
15. Making best use of natural resources by promoting energy efficiency, sustainable construction techniques and renewable energy operations.
16. Protecting against pollution and improving the quality of air, land and water resources.









## 4. Spatial Development Strategy

## 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 subsequent Development Plan Documents such as the Selby Area Action Plan and an 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), emerging PPS4 (Planning for Prosperous Economies), 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 The context for the distribution of future development within Selby is established in the Yorkshire and Humber Plan, which provides the Regional Spatial Strategy (RSS) for the region up to 2026. Policies YH4, YH5 and YH6 set out the distribution of development between cities and towns across the Region, based on a hierarchy of cities, towns and lower order settlements. The Strategy is based on regenerating urban areas and directing most growth to the Regional and Sub-Regional Centres (which do not include Selby), whilst allowing sufficient development at Principal Towns (including Selby) to enable them to fulfil their service centre role, complementing and supporting the roles of the Regional and Sub-Regional Cities and Towns.
- 4.4 In rural areas Policy YH6 indicates that a slower pace and scale of growth, compared to urban areas should be focussed on Local Service Centres. The RSS aims to restrict the dispersal of development to less sustainable, smaller settlements and the countryside. It indicates that Local Development Frameworks should establish local needs that are essential to support smaller settlements and appropriate limited types of development in the open countryside in line with PPS7.
- 4.5 The Regional Strategy recognises the linkages between Selby District and surrounding larger centres such as Leeds and York and for policy purposes the District is included within both the York Sub Area and the Leeds City Region. Policy Y1 promotes

development at Selby to foster regeneration and strengthen and diversify its economy. The RSS also advocates that most of the new market housing in the York sub - area should be provided in York and Selby.

### **Settlement Hierarchy**

- 4.6 The Regional Spatial Strategy identifies a hierarchy of Regional and Sub Regional cities and towns, and Principal Towns across the Region. The Strategy promotes continued urban renewal and sustainable growth in the cities and Principal Towns, with smaller scale development in Local Service Centres (to be identified by Local planning Authorities<sup>13</sup>) to support economic diversification and meet local needs.

#### *Principal Town*

- 4.7 Selby\* is identified as one of the Principal Towns which are intended to provide the main local focus for housing, employment, shopping, leisure and cultural facilities.

\* References to Selby refer to the contiguous urban area of Selby which extends into parts of Barlby and Osgodby Parish and Brayton Parish. See Figure 4 at end of section

#### *Local Service Centres*

- 4.8 The Regional Spatial Strategy indicates that local authorities will need to identify Local Service Centres i.e. towns and villages that provide services and facilities that serve the needs of, and are accessible to, people living in the surrounding rural areas. Tadcaster and Sherburn in Elmet stand out as the two larger settlements, which serve a Local Service Centre function. (This view is confirmed by the Regional Settlement Study)<sup>14</sup>.

#### *Villages and Countryside*

- 4.9 In general the Regional Spatial Strategy seeks to restrict the dispersal of development to smaller settlements and open countryside. It indicates that Local Development Frameworks should identify local development needs such as affordable housing and local employment opportunities that are essential to support village communities as well as the types of development that would be acceptable in the open countryside, in line with Planning Policy Statement 7.
- 4.10 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 opportunities.<sup>15</sup> This is supplemented by a further assessment of the capacity of individual villages to accept additional growth,

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<sup>13</sup> See Figure 3 – Key Diagram

<sup>14</sup> Regional Settlement Study – former Yorkshire and Humber Regional Assembly (2004)

<sup>15</sup> Background Paper No. 5 Sustainability Assessment of Rural Settlements

taking into account such factors as flood risk and land availability. As a result 15 villages which are considered capable of accommodating additional limited growth have been designated as 'service villages'.<sup>16</sup> These are the villages with the largest populations and with the best range of services. They 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.
- 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 3 – Key Diagram at end of this section):**

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**a) Principal Town**

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Selby

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**b) Local Service Centres**

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Sherburn in Elmet

Tadcaster

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**c) Designated Service Villages**

Barlby/Osgodby\*

Kellington

Brayton

Monk Fryston/Hillam\*

Carlton

North Duffield

Church Fenton

Riccall

Eggborough

South Milford

Fairburn

Thorpe Willoughby

Hambleton

Wistow

Hemingbrough

\* villages with close links and shared facilities

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**d) Secondary Villages with defined development limits**

Appleton Roebuck

Healaugh

Barlow

Hensall

Beal

Hirst Courtney

Barkston Ash

Kelfield

Biggin

Kellingley Colliery

Bilbrough

Kirk Smeaton

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<sup>16</sup> Background Paper No. 6 Designated Service Villages



Birkin	Little Smeaton
Bolton Percy	Lumby
Brotherton/Byram	Newland
Burton Salmon	Newton Kyme
Burn	Ryther
Camblesforth	Saxton
Cawood	Skipwith
Chapel Haddlesey	South Duffield
Church Fenton Airbase	Stillingfleet
Cliffe	Stutton
Colton	Thorganby
Cridling Stubbs	Towton
Drax	Ulleskelf
Escrick	West Haddlesey
Gateforth	Whitley
Great Heck	Womersley

## Spatial Development Strategy

### Selby

- 4.14 In accordance with Policy Y1 of the Regional Spatial Strategy the largest share of new development will be focussed on Selby, which is defined as a Principal town in the RSS.
- 4.15 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 coming forward as a result of the Renaissance Programme will further support 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 3 at the end of this section).. 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 town<sup>17</sup>.
- 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 intended to plan comprehensively for the wider area through a Selby Area Action

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<sup>17</sup> For further information see Background Paper No. 7 “Strategic Development Sites”.

Plan DPD.<sup>18</sup> These villages are relatively sustainable 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. While it is anticipated that they may be able to fulfil a complimentary role to that of Selby as a Principal Town the priority will be to open up development opportunities for the continued regeneration and expansion of Selby town, while maintaining the separate identity of the adjoining villages.

### **Local Service Centres**

- 4.18 In accordance with Policy YH6 of the Regional Strategy 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.
- 4.19 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.
- 4.20 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.
- 4.21 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.
- 4.22 Sherburn in Elmet has accommodated substantial housing growth and additional industrial development on the Sherburn Industrial Estate, to the extent that the level of services and facilities available there have not kept pace with the 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.
- 4.23 Tadcaster on the other hand, although traditionally a self-standing town with a strong centre has catered for only limited growth. The response to the Further Options consultation suggests that many

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<sup>18</sup> See Figure 4 showing urban area of Selby and SAAP area



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 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.

#### **Selected 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 was a degree of public support for some development in villages at the Issues and Options and Further Options stages.
- Selby, Tadcaster and Sherburn in Elmet 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.

- 4.26 In addition to redevelopment and infilling on previously developed land, housing allocations of an appropriate scale will be identified through future DPDs.<sup>19</sup> Development which creates or improves local services and community facilities (of an appropriate scale), which supports rural diversification or meets local housing need will also be acceptable.

#### **Secondary Villages**

- 4.27 Further planned growth would not be appropriate in these settlements, although some development such as redevelopment

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<sup>19</sup> Of the 15 designated Service Villages, Barlby / Osgodby, Brayton and Thorpe Willoughby will be included for policy purposes in the proposed Selby Area Action Plan. Planned growth in the remaining 12 Service Villages will be catered for through an Allocations DPD.

or infilling on previously developed land inside development limits may take place. Particular attention will be paid to controlling development within garden curtilages to avoid adverse impacts on the character and amenity of the local area. 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**

- 4.28 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, or proposals of an appropriate scale which would diversify the local economy, or meet affordable housing need (adjoining the defined development limits of a village), or other exceptional circumstances.

*References to Development Limits in this document refer to the Development Limits as defined in the Adopted Selby District Local Plan. They will be reviewed as and when site specific development plans such as Area Action Plans and Allocations DPDs are prepared for relevant areas.*

### **Other Locational Principles**

- 4.29 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)*
- 4.30 High priority is given to the importance of utilising previously developed land (PDL) wherever this can be done without compromising other overriding sustainability issues.
- 4.31 Within individual settlements a sequential approach will be adopted to the identification of suitable sites for development in the following order of priority:
- Previously developed land and buildings within the settlement
  - Suitable greenfield land within the settlement (Selby, Sherburn in Elmet, Tadcaster and designated Service Villages only)
  - Extensions to the settlement accessible by public transport, PDL before Greenfield
- 4.32 Overall a practical target of 50% 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 (including Figure 9 - PDL Trajectory).

- 4.33 Particular attention will be paid to ensuring that the current trend to intensify the use of residential curtilage land does not adversely affect the form and character of villages. Development of residential curtilages should also have full regard to flood risk policy.

*b) Flood Risk*

- 4.34 Government guidance<sup>20</sup> 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 risk<sup>21</sup> 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.<sup>22</sup> This has also influenced the selection of villages and strategic development sites around Selby where further growth may be appropriate.<sup>23</sup>

*c) Accessibility*

- 4.35 National and regional 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. These principles have informed the Regional Strategy policies and in turn this strategy.

*d) Environment and Natural Resources*

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

*e) Green Belt / Character of Individual Settlements*

- 4.37 The District is covered by parts of the West Yorkshire and York Green Belts<sup>24</sup>. National and regional 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

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<sup>20</sup> Planning Policy Statement 25: Development and Flood Risk December 2006.

<sup>21</sup> See Figure 3 – 'Key Diagram' for indication of high flood risk areas, Zone 3

<sup>22</sup> Selby District Level 1 and Level 2 Flood Risk Assessments

<sup>23</sup> For further information see Background Paper No. 7 "Strategic Development Sites".

<sup>24</sup> See Figure 3 – 'Key Diagram' for indication of extent of Green Belt

countryside gap between Sherburn in Elmet and South Milford. It is equally 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.

4.39 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, in accordance with the principles established in RSS.

4.40 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 a Principal Town will be the focus for new housing, employment, retail, commercial, and leisure facilities, with complementary growth in the adjoining villages of Barlby / Osgodby, Brayton and Thorpe Willoughby**
- **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 are designated as Service Villages where there is 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 compliment growth in Selby.**



<b>Barlby/Osgodby*</b>	<b>Kellington</b>
<b>Brayton</b>	<b>Monk Fryston/Hillam*</b>
<b>Carlton</b>	<b>North Duffield</b>
<b>Church Fenton</b>	<b>Riccall</b>
<b>Eggborough</b>	<b>South Milford</b>
<b>Fairburn</b>	<b>Thorpe Willoughby</b>
<b>Hambleton</b>	<b>Wistow</b>
<b>Hemingbrough</b>	

\* villages with close links and shared facilities

- b) Limited amounts of development will be absorbed in secondary villages (inside development limits) through small scale development on previously developed land, or through redevelopment or extension of existing premises, provided development does not adversely affect the character of the area.**
  - 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 and regional Green Belt policies**
- B Land will be allocated for development in Selby, Sherburn in Elmet, Tadcaster and designated Service Villages through an Area Action Plan for Selby and adjoining villages and an 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, previously developed land before greenfield**
- 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 50% over the period 2004 – 2017.**

**Rejected Spatial Strategies**

At the previous Issues and Options Stage, four scenarios were identified, ranging from highly concentrated development in and around Selby to a dispersed strategy. These were:

1. Growth Concentrated in Selby Town and Adjoining Parishes;
2. Growth focussed in Principal and Local Service Centres;
3. Growth also in Service Centres and Largest Villages; and
4. Dispersed Growth Strategy

Although there was a relatively even spread of preference between the options from respondents, the former Regional Assembly (now Local Government for Yorkshire and the Humber) indicated unequivocally that Option 1 is the only option which fully conforms with the Regional Spatial Strategy. This stance is also supported by the Government Office for Yorkshire and the Humber. Additional local evidence analysed since the publication of the Issues and Options Report for example on travel to work patterns (see Background Paper No. 1), underlines the Regional Spatial Strategy approach.

**Rejected Alternative Approaches to Secondary Villages**

Although it is not proposed to promote growth in 'Secondary Villages' through allocations, continued windfall development could cumulatively impact on the overall distribution of housing. There are a number of potential options for controlling windfall development within them. The options considered are as follows. 100% affordable schemes on a scale appropriate to the needs of the village would be considered appropriate in all cases.

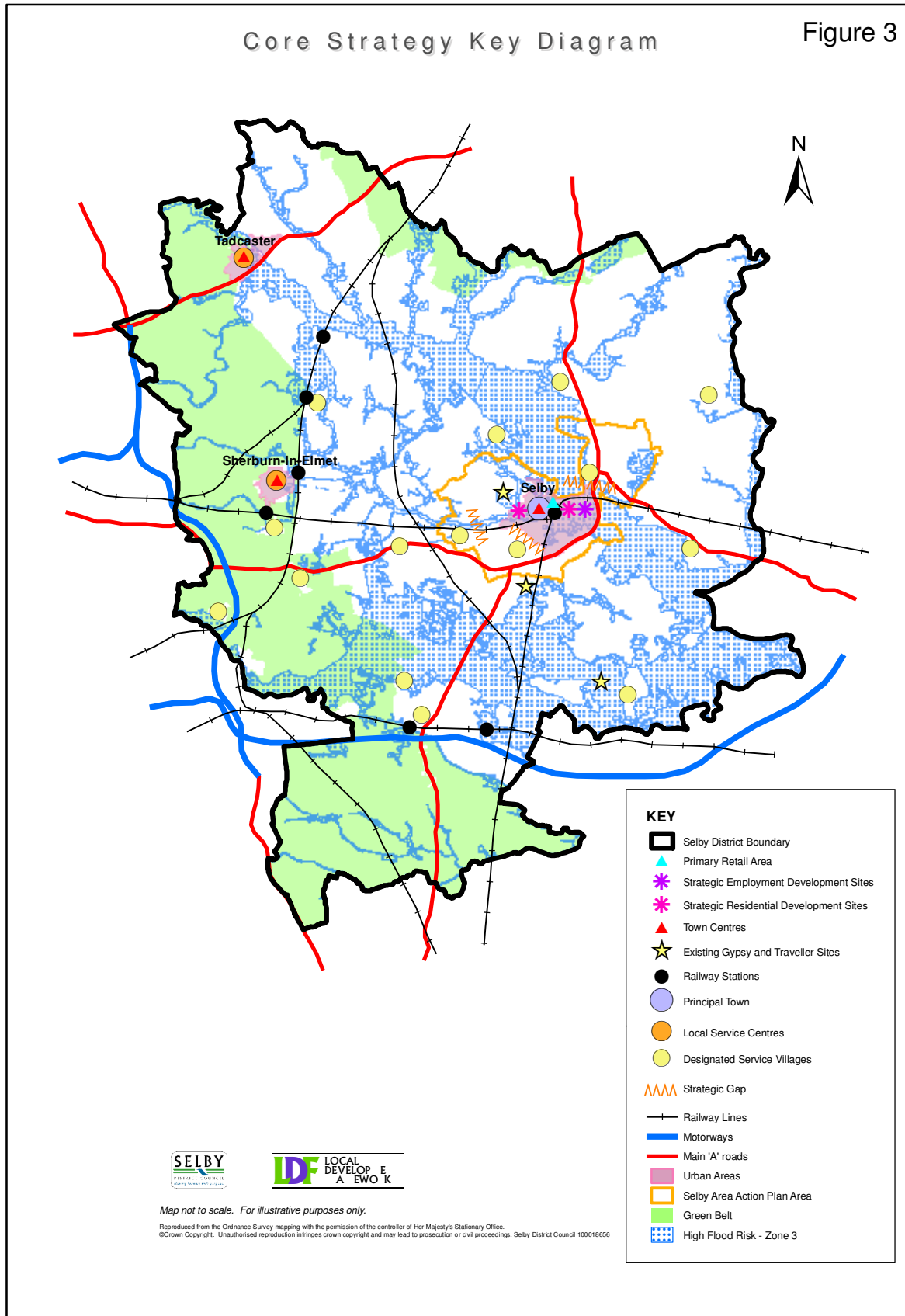
1. Infilling on appropriate greenfield sites and infilling / redevelopment on previously developed land and within Development Limits,
2. Infilling/redevelopment on previously developed land,
3. Infilling/redevelopment on previously developed land, but specifically excluding development within residential curtilages,
4. 100% affordable housing developments only.

The use of greenfield sites within Secondary Villages for general market housing is not considered appropriate bearing in mind there is little support in national and regional guidance for new development in the smaller less sustainable settlements. However, there is merit in permitting housing development in cases where it allows small- scale renewal and re-use of land and buildings to the benefit of the environment of the village. Residential curtilages are defined as on garden land does not contribute to the renewal of an area in the same way that redevelopment of older commercial premises for example

would. Curtilage development is often considered harmful to the form and character of the village although these impacts can be controlled through other policies. Since curtilage development is a significant source of windfall permissions there is a case to be made that use of that element of previously developed land should be restricted. However, in the light of the need to encourage the efficient use of land, and the recent economic downturn with the consequent reduction in building rates, it is not considered appropriate to apply a general restriction at this stage, subject to effective use of environmental policies to control potential adverse impacts on the form, character and amenity of villages. This should particularly be the case where there are particularly sensitive village environments such as within Conservation Areas.

The amount of windfall development occurring within villages will be monitored, and a more restrictive policy might be introduced if such development is judged to be creating a harmful imbalance in the distribution of development across the District. On balance therefore, Option 2 has been chosen as the primary approach to this issue.

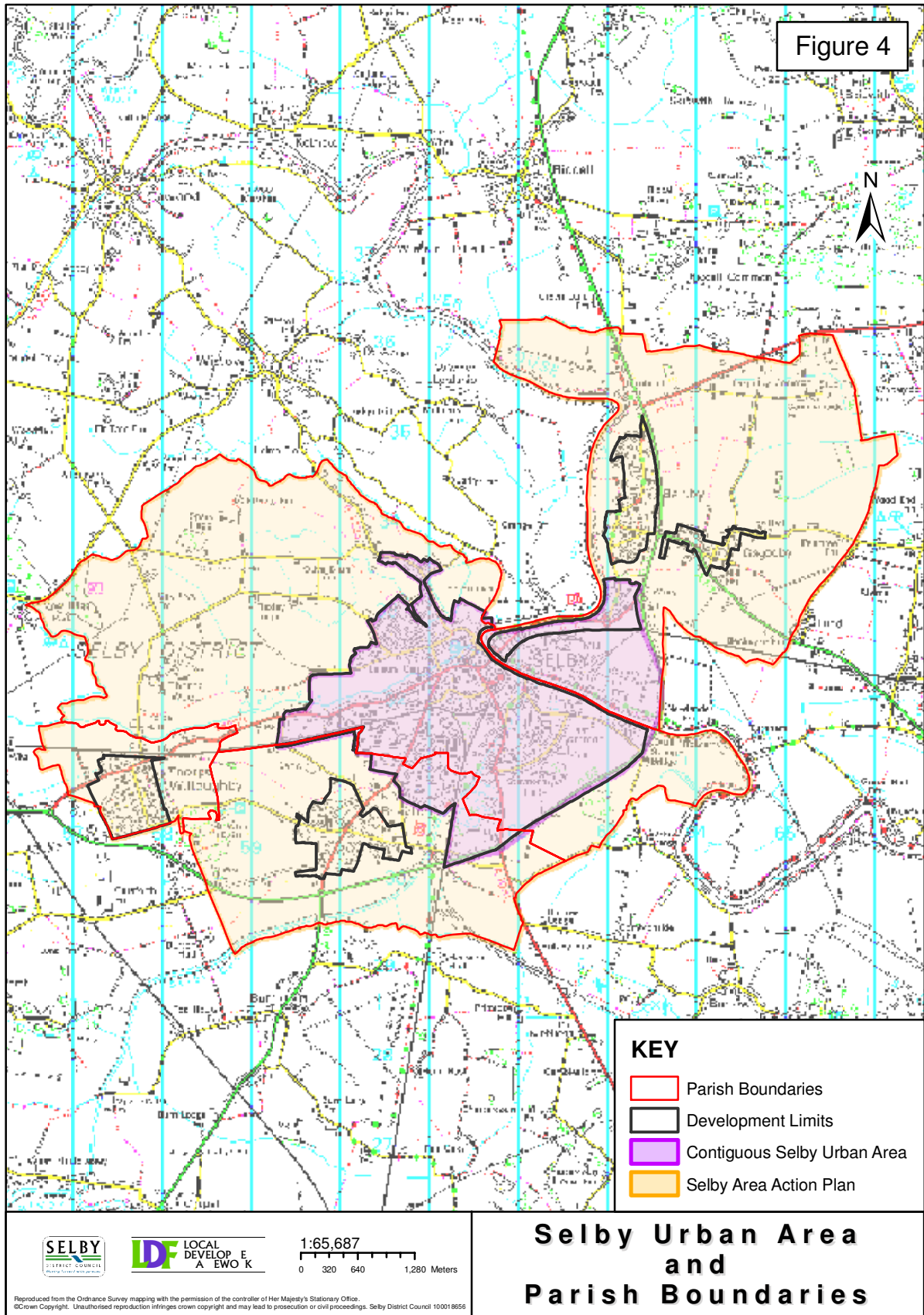
Figure 3 Key Diagram





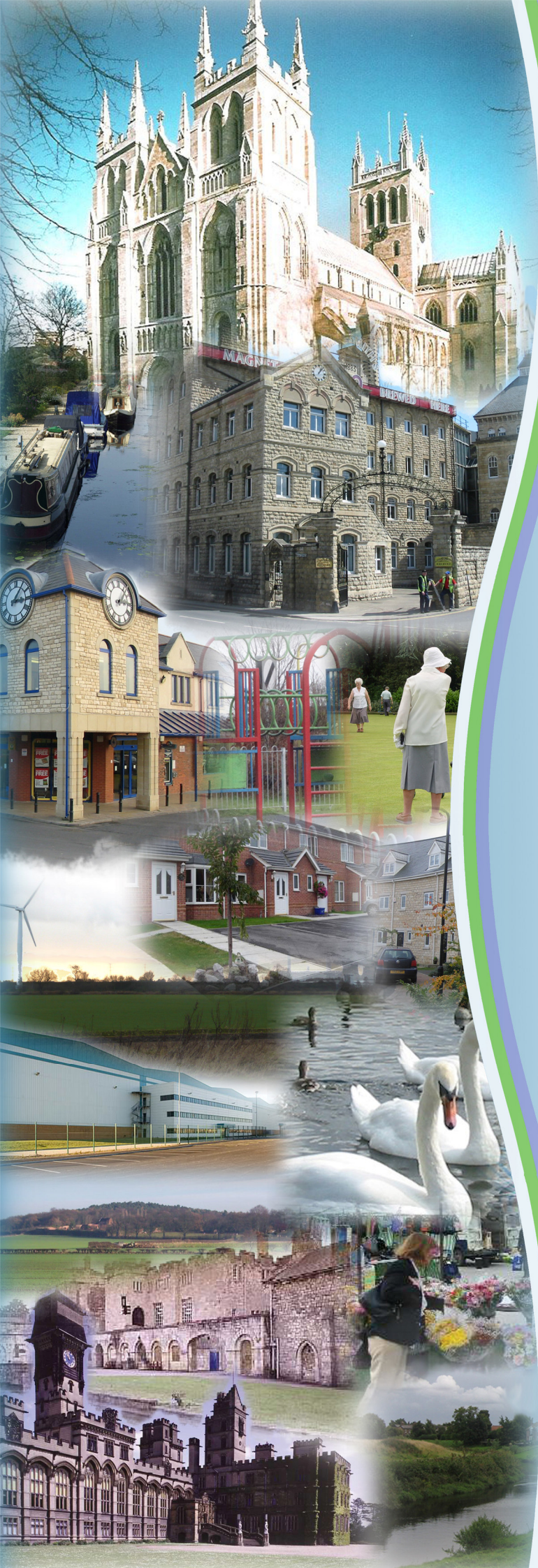


**Figure 4 Map showing Selby Urban Area and area covered by Selby Area Action Plan**









## 5. Creating Sustainable Communities

## **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 The concept of sustainability is a relative one, which has many facets and three main dimensions – social, economic and environmental. The perceived level of sustainability of settlements may also vary depending upon the context in which it is being judged. For example, at the regional level, the Regional Spatial Strategy emphasises the greater sustainability of larger settlements and encourages focusing new development within and adjacent to them. 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, and this is recognised in PPS7. The Spatial Strategy described in Chapter 4 attempts to balance these different perspectives on relative sustainability to provide guidance on the broad strategy for future development
- 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 The scale and broad distribution of new housing for the District over the period 2004 to 2026 is established in the Regional Spatial Strategy. The minimum net annual requirement for the period 2009 onwards is 440 dwellings per annum.
- 5.5 Part of the requirement for future years is already committed through existing unimplemented planning permissions. Provision will be made for the remainder of the requirement to be met through planned growth in the form of strategic housing sites in this Strategy and allocated sites in future DPDs.
- 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 both at the Issues and Options, and Further Options stages is that the responses tend to indicate a preference for a more

dispersed distribution than that implied by the Regional Spatial Strategy and that proposed in the Further Options consultation, which focus strongly on Selby. This view is probably a reflection of the existing distribution of population within the District with approximately 69% of the population living outside the three main towns of Selby, Sherburn in Elmet and Tadcaster<sup>25</sup>.

- 5.8 The existing population distribution also directly influences the local need for housing. The Strategic Housing Market Assessment<sup>26</sup> 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 to have regard to the existing settlement structure and the local housing needs that it generates, whilst at the same time changing the emphasis of future development to focus more strongly on Selby itself in accordance with the Regional Spatial Strategy.

### **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:
- the approach established in the 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 to accept the levels of housing development advocated by the Regional Spatial Strategy, particularly having regard to highway<sup>27</sup> and flood risk<sup>28</sup> issues within the town.
- 5.11 In accordance with the Regional Spatial Strategy, the majority of new housing will be located within or adjacent to Selby, including the designated Service Villages within the area to be covered by the Selby Area Action Plan (SAAP). Priority will however be given to development in and adjacent to the urban core of Selby and in particular to the redevelopment of older industrial areas within the town for housing and/or mixed uses.
- 5.12 In view of the scale of housing required and the availability and capacity of suitable sites within the existing built up area, the Council has decided that the most sustainable way of delivering the number of new properties required is through an urban extension to the north west of the town, and a combined strategic housing / employment

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<sup>25</sup> North Yorkshire County Council Mid-2007 Population Estimates

<sup>26</sup> Selby District Housing Market Assessment 2009

<sup>27</sup> Results of North Yorkshire County Council VISUM traffic model tests 2009

<sup>28</sup> Selby District Strategic Flood Risk Assessment 2009



- site to the east of the town in the area contained by the River Ouse and Selby Bypass<sup>29</sup>. These will provide a combined total of about 1,800 dwellings equivalent to about two thirds of the total Selby housing requirement.
- 5.13 These sites have been selected out of six strategic housing site options around the town, which were consulted on at Further Options stage. Details of all the sites considered together with an assessment of their relative planning merits is provided in a separate background paper<sup>30</sup>
- 5.14 The total amount of housing development directed to the SAAP area 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 Brayton.
- 5.15 Outside the SAAP, in accordance with the Regional Spatial Strategy, 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 amount to an unattainable 90% of the Regional Spatial Strategy recommended annual requirement<sup>31</sup>, 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.
- 5.16 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.
- 5.17 In Tadcaster the scale of development proposed reflects the fact that only limited opportunities have been available in recent years combined with the need to increase the vitality of the town and its centre through additional housing growth.
- 5.18 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.
- 5.19 Accommodating identified affordable need within village settlements is not compatible with sustainability objectives and the Core Strategy recognises that a significant element of the proportionate affordable need arising in villages will therefore be catered for in Selby. Nevertheless the Council considers that there is also scope for continued smaller scale growth in a number of larger, more sustainable villages. Additional housing development in these

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<sup>29</sup> For location, see Figure 1 – Key Diagram at end of Section 4

<sup>30</sup> For further information see Background Paper No. 7 “Strategic Development Sites”

<sup>31</sup> Strategic Housing Market Assessment 2009

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 20% of planned growth to be located within the remaining designated Service villages (i.e. excluding Barlby/Osgodby, Brayton and Thorpe Willoughby which will be covered by the Selby Area Action Plan)

- 5.20 Remaining Secondary villages are generally much smaller or else have no opportunities for continued growth due to a combination of flood risk and environmental constraints. Other than 100% affordable housing schemes, only small scale housing utilising previously developed land within existing Development Limits is considered appropriate. Limited development of this type will help meet local needs and limited village improvements. No allocations for market housing will be made in these villages.
- 5.21 All proposals for development 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 either in an Area Action Plan for Selby and the adjoining villages or an Allocations DPD as appropriate, and in accordance with Policy CP3 – Managing Housing Land Supply set out later in this chapter.
- 5.22 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 paper.<sup>32</sup>)
- 5.23 The selection of housing allocations within the Selby Area Action Plan DPD and the 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.
- 5.24 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.

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<sup>32</sup> Background paper No. 3 Housing Distribution Options

- 5.25 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.
- 5.26 PPS3 indicates that 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 intensification or redevelopment of previously developed land including development in garden curtilages. Windfalls have been a major source of housing land supply in recent years. In 2008/09 net windfall permissions amounted to over 200 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 of land in accordance with Policy CP2.

### Policy CP2 The Scale and Distribution of Housing

**A. In meeting the overall Regional Spatial Strategy minimum housing requirements, and after taking account of current commitments, housing land allocations will be required to provide for the development of approximately 5,140 dwellings, distributed as follows:**

Settlement/ Settlement Group	Total Minimum Requirement 2009 – 2026 (Dwellings)	Indicative Total Annual Delivery Target (Dwellings)	Contribution from Existing Commitments at 31.3.09 * (Dwellings)	Requirement From New Allocations (Dwellings)
Selby, Barlby/ Osgodby Brayton, Thorpe Willoughby **	4265	251	1401	<b>2864</b>
Sherburn in Elmet	680	40	200	<b>480</b>
Tadcaster	680	40	152	<b>528</b>
Designated Service Villages ***	1495	88	230	<b>1265</b>
Secondary Villages ****	360	21	360	<b>0</b>
<i>Total</i>	****7480	440	2343	<b>5137</b>

*continued overleaf*

*	Commitments have been reduced by 10% to allow for non delivery
**	Corresponds with the area to be covered by the Selby Area Action Plan. See definition in Paragraph 4.8
***	Excluding Barlby/Osgodby, Brayton and Thorpe Willoughby villages within the Selby Area Action Plan.
****	Contribution from existing commitments only.
*****	RSS minimum target (440 dwellings per annum) x 17 years.

**B In order to accommodate the scale of growth required at Selby up to 1,000 dwellings will be delivered through an extension to the existing built up area to the north-west of the town, and a further 800 dwellings and 45 ha of employment land will be delivered to the east of the town. Smaller scale sites in Selby and Barlby / Osgodby, Brayton and Thorpe Willoughby to accommodate about 1,100 dwellings will be identified through an Area Action Plan.**

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

### ***Rejected Housing Distribution Options***

Within the broad strategic approach of concentrating growth in Selby - three possible approaches to distributing additional housing across the settlement hierarchy have been considered.

- A. Reflecting identified Affordable Housing Need
- B. Maximising the Use of Previously Developed Land
- C. Maximising the Amount of New Development in Selby

Background Paper 3 - Housing Distribution Options explains the evidence used to make the comparisons and sets out the numerical outcomes of each approach.

Approach A, which reflects affordable housing need, would result in a higher proportion of housing in the rural areas at the expense of the Selby area. However, it would be contrary to RSS guidelines and sustainability objectives. It is not necessarily appropriate to make full provision for affordable housing in the smaller, less sustainable settlements, since occupiers may have a high dependency upon public transport and local services and therefore need better-serviced settlements.

Approach B is closer to the Regional Spatial Strategy (RSS) objectives than Approach A, but availability of previously developed land is influenced by the fact that residential garden curtilages are included in that definition. Garden land is widespread across the District not just in the more

sustainable locations. In practice, therefore, it may be difficult to achieve this distribution through new allocations on previously developed land, as the availability of previously developed sites is difficult to anticipate and plan for. However, this distribution is indicative of the distribution, which is likely to occur through continuing to allow windfall development on previously developed land.

Approach C is included in order to illustrate the maximum amount of housing such an approach would imply for Selby town over the Regional Spatial Strategy period between 2004 and 2026. It would limit development outside Selby to existing commitments and reduce the scope for providing for local needs close to where they arise. It would not make use of previously developed land outside Selby and would also create undue pressure on infrastructure and greenfield land around the fringes of Selby.

Background Paper No. 3 - Housing Distribution Options, illustrates the number of dwellings provided through the alternative approaches, for each of the settlement categories. The Paper was most recently revised and updated in November 2009 to reflect the results of the Strategic Housing Market Assessment on the housing need scenario and to reflect the latest information on commitments at 31 March 2009.

Following consideration of the above scenarios, the Council has decided to base the Strategy on a combined approach, which balances all of the above considerations.

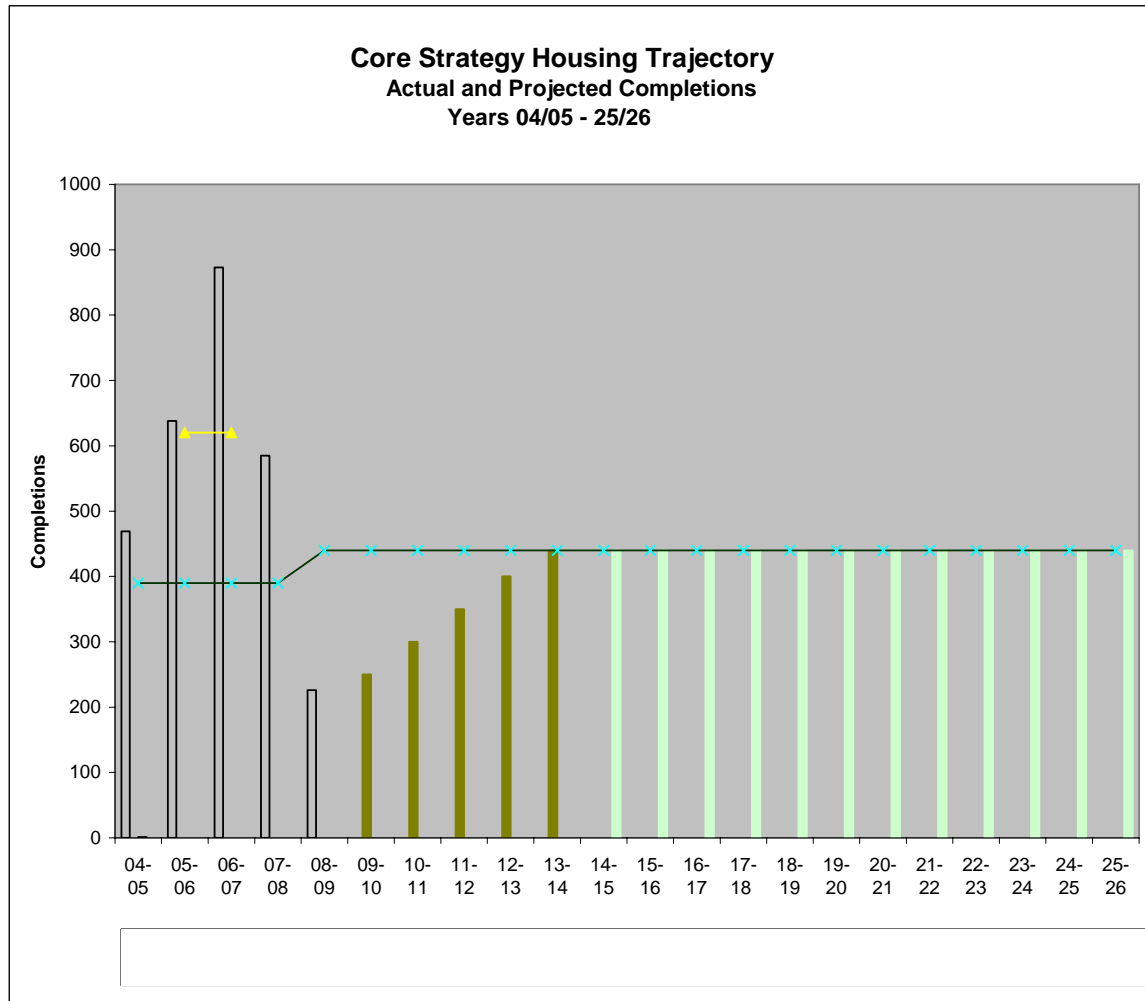
## **Managing Housing Land Supply**

### ***Meeting Delivery Targets***

- 5.27 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.
- 5.28 The trajectory below (Figure 5) provides the current position with regard to completions since 2004 (the Regional Spatial Strategy base date). It suggests a scenario of gradually increasing housebuilding rates over the next five years, with a managed delivery close to the RSS requirement thereafter. Provided the improvement in building rates occurs as forecast, the higher completion rates during 2004 to 2008 will more than compensate for the deficit incurred in the short term as a result of the current economic downturn, which means a rate of about 440 dwellings per annum will be required for the period up to 2026 in order to achieve at least the minimum RSS overall requirement. Progress will be closely monitored and the targets adjusted in later years to ensure an overall delivery rate in accordance with the Regional Spatial Strategy.



**Figure 5 Housing Trajectory**



5.29 Prior to the recent economic downturn completion rates for new housing within Selby District (2004 to 2008) have been significantly higher than the levels being sought through the Regional Spatial Strategy (see the Housing Trajectory above). This is attributable to the release of Selby District Local Plan allocations and high market interest in a number of previously developed sites in Selby. While completions have fallen significantly from 2008 onwards, the five-year land supply level has remaining relatively unchanged, as new windfall permissions have replaced completed sites. Market conditions are currently more influential than land supply in determining delivery.

5.30 For the next five years the housing trajectory assumes a gradually improving market bringing delivery levels up to the RSS minimum requirement by 2014 and thereafter it is intended to manage delivery at or above that level through the continued provision of a five-year land supply.

- 5.31 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.
- 5.32 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 appropriate 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, undertaking a review of current DPDs such as the Selby Area Action Plan and/or Allocations DPD, to increase the supply of allocated land.
- 5.33 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 limit 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 and/or the Regional Spatial Strategy.
- 5.34 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 and the Regional Spatial Strategy aspirations.

***Relevant Strategic Objectives***

1, 2, 3, 5, 7 and 8.

***Interim arrangements for maintaining a five year housing land supply***

- 5.35 An Area Action Plan DPD for Selby and adjoining villages and an Allocations DPD will provide more detail on the location of future allocations to meet the housing requirement. Additional sites required for development prior to the adoption of these DPDs will be drawn from the allocations identified in Policy H2 of the Selby District Local Plan, which is saved until superseded by the Selby Area Action Plan and Allocations DPDs. Policy CP3 below demonstrates how the supply represented in the above documents will be managed to ensure a five-year supply.
- 5.36 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.
- 5.37 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 and
  - the need to adopt a sequential approach to flood risk
  - the availability of the necessary infrastructure to enable delivery.
- 5.38 In order to ensure that sites 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***
- 5.39 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 50% target will be identified as early as possible. Details of the PDL Trajectory are provided in Appendix 1 (Figure 9).

- 5.40 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 Selby Area Action Plan and Allocations DPD with the specific aim of investigating further PDL sites.
- 5.41 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 monitor the delivery of housing across the District to identify land supply issues, which are causing, or may result in, poor delivery performance and, where necessary, take appropriate remedial action. Similarly, continued over-provision in relation to the indicative targets in Policy CP2 and the housing trajectory may also be addressed through remedial action in cases where it is considered the continuation of trends would prejudice the objectives of the Core Strategy and the Regional Spatial Strategy.**
- 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 the Selby Area Action Plan and Allocations DPD.**
- Prior to these Development Plan Documents 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 and tested through a Supplementary Planning Document.**
- 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

- 5.42 Both government 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 commissioned by the Council provides further evidence that new build developments should reflect the needs of all sections of the community in terms of types and sizes.

### Context

- 5.43 PPS1 promotes socially inclusive communities including mixes of housing, whilst PPS3 requires local authorities to consider the accommodation requirements of specific groups like older people as part of creating sustainable, mixed communities. It requires LPAs to assess and plan for the housing needs of the whole community including older people.
- 5.44 The Regional Spatial Strategy, Policy H5 (Housing Mix): requires that Plans and Strategies should ensure the provision of homes for a mix of households that reflects the needs of the area, including homes for families with children, single persons, and older persons, to create sustainable communities. It says detailed evidence through SHMAs and other local work will inform implementation.
- 5.45 The Regional Housing Strategy themes include: Delivering better homes, choice and opportunity for all our people to meet their housing aspirations, and to improve housing condition and services for all. The North Yorkshire sub-regional Housing Strategy seeks to create better places, deliver better homes, choice and opportunities and provide for fair access to housing.

### **Relevant Strategic Objective**

5.

### Local Issues

- 5.46 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".
- 5.47 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.

- 5.48 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 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*

- 5.49 The Council is sensitive to the need to encourage developers to provide a suitable mix of homes within the District. The Council has therefore commissioned its own Strategic Housing Market Assessment<sup>33</sup> as a fundamental element of its Evidence Base for the Local Development Framework (and other key Council strategies).
- 5.50 This evidence helps the Council 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%
- 5.51 The study compared general market supply and demand in a number of sub-areas (see Figure 6 below) to understand the type and size of market housing to be delivered within the District:
- East, north-east, Selby and Tadcaster does not need anymore 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 needed in south east

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<sup>33</sup> Selby District Council has published its Strategic Housing Market Assessment (SHMA) 2009 which was undertaken by consultants, Arc 4

[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1743](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1743)



Figure 6 Housing Sub Areas



- 5.52 The likely profile of household types requiring market housing is show in Figure 7 below:

**Figure 7 Profile of Household Types**

<i>Household Type</i>	<i>%</i>
<i>Single Person &lt;60</i>	<i>15.4</i>
<i>Single person 60 or over</i>	<i>2.5</i>
<i>Couple only &lt;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>
<b><i>Base (Households requiring market housing each year)</i></b>	<b><i>3,507</i></b>

- 5.53 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.

*Core Strategy Further Options Responses / Analysis*

- 5.54 Respondents indicated there should be a good mix and balance of all types of housing and that the mix should be determined by market demand/local need or local site circumstances or more evidence is required, particularly through an up to date Strategic Housing Market Assessment (SHMA).
- 5.55 A number of respondents said that different sizes and types of dwellings are appropriate in different locations (towns versus rural). In addition specific needs should be met such as flats for young and bungalows for older people.
- 5.56 Views included that: terraced housing should be provided instead of flats in villages; there should be no 2.5 or 3 storey in villages; small dwellings and flats should be in towns near employment and away from villages otherwise transport problems would be exacerbated; probably enough flats in Selby now; support affordable housing in villages; need more bungalows for elderly population; need more family homes so flat dwellers can move up; developments should be in keeping with the area; and policies should ensure provision of homes for families with children, single persons, and older persons to create sustainable communities/ good sociological mix.
- 5.57 In the light of PPS1 and PPS3 and other regional, sub-regional and local strategies and policies, shortfalls in the supply of market

housing will be addressed and the Local Development Framework will plan 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.

- 5.58 Whereas in recent years priority has often been given to providing accommodation for smaller households, the Government's recent Green Paper Homes for the Future also places emphasis on more family homes. Similarly, the Green Paper also points out that older people will make up 48% of the growth in households to 2024 which will impact upon the types of housing needed.
- 5.59 This aspect applies equally to Selby – the aging population is specifically referred to in the Core Strategy Sustainability Report. Some innovation may be required to provide accommodation for older people within the framework of the higher densities now required.
- 5.60 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.
- 5.61 Further detailed policy will be provided in subsequent Area Action Plans, Development Management DPD and SPDs.

#### **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.**

#### **Rejected Housing Mix Options**

In drawing up the policy, consideration was given as to whether it should contain more precise guidance either:

- Specifying precise percentages of different house types and sizes on sites or,
- Specifying locally identified needs for specific locations

However local needs may change over time (the Core Strategy is intended to cover the period up to 2026) and it is inappropriate to include detail within policies which is likely to quickly become outdated. The Core Strategy is not a site specific document and the application of policies on local needs and requirements needs to rely on regularly reviewed evidence and allow for local and site specific circumstances to be taken into account through appropriate negotiation at the time of implementation.

## Providing Affordable Housing

### Context

- 5.62 The Government is committed to ensuring that everyone, particularly low-income groups, can access the housing market. Its policy relies on providing affordable housing in association with market housing, through developer contributions. Planning Policy Statement 3 – Housing (2006) requires local authorities to set an overall target for the amount of affordable housing to be provided and set out the approach for seeking developer contributions to facilitate the provision.
- 5.63 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.
- 5.64 The Regional Spatial Strategy points to a general worsening in affordability of housing in the region, even prior to the economic downturn and indicates that authorities should give early priority to providing more affordable housing through the planning system. It indicates that 40% is the minimum proportion of new housing which needs to be affordable within Selby District.
- 5.65 The RSS notes that this figure will need to be reviewed in the light of a more detailed Strategic Housing Market Assessment and that the pattern and scale of need for affordable housing is likely to change over time. It also notes that implementation of affordable housing policies should address this likelihood.
- 5.66 In order to provide an up to date evidence base on this issue the Council commissioned a Strategic Housing Market Assessment<sup>34</sup> to establish a detailed assessment of current need and an Affordable Housing Viability Study<sup>35</sup> to assist in formulating an appropriate policy for affordable housing.

### **Relevant Strategic Objectives**

2 and 5.

### Local issues

#### *The Need for Affordable Housing in Selby District*

- 5.67 The Council's Strategic Housing Market Assessment, which was completed in June 2009, concludes that the affordable housing need

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<sup>34</sup> Selby District Housing Market Assessment June 2009

<sup>35</sup> Selby District Affordable Housing Viability Study August 2009

arising from local requirements in the District will amount to some 409 affordable homes (gross) each year over the period 2009 - 2014.

- 5.68 The assessment notes the relatively low level of affordable housing delivered in recent years - (Over the five years from April 2004 to March 2009, some 565 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.
- 5.69 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.
- 5.70 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 the importance of securing affordable rents in the long term, either through Registered Social Landlords (RSLs) or robust Section 106 agreements made at the time of granting of permission.

*Previous Consultations on Affordable Housing*

- 5.71 At the Issues and Options stage there was a general consensus from respondents that the affordable housing requirement identified in the previous Housing Need Study<sup>36</sup> should be met, although a number of respondents recognised that it was unlikely to be achievable within the five years to 2009. There was also support for reducing thresholds for requiring affordable housing and also for the 'exception sites' policy.
- 5.72 Further consideration of this issue was undertaken through consultation on potential Interim Housing Policies in February 2008. In the light of the significant need for affordable housing within the District, proposals were put forward in the Interim Policies, which proposed increasing the number of affordable units to be provided in conjunction with market housing.
- 5.73 The main points of the proposed policies were:
- A 50/50 market/affordable split;
  - A threshold of 2 dwellings in all areas outside Selby;
  - A threshold of 10 dwellings in Selby and
  - Single dwelling units to be affordable units
  - Introduction of 100% affordable housing schemes

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<sup>36</sup> Selby District Housing Needs Assessment June 2004

- 5.74 While there was support from the general public to these proposals the development industry generally considered the policy too onerous and felt it would unnecessarily restrict development land being brought forward.
- 5.75 The responses received indicated agreement with lowering thresholds to 10 dwellings in Selby but there was less agreement on the threshold of two dwellings in Tadcaster and Sherburn in Elmet. The main objections to the proposed policies centred on their viability.
- 5.76 Consultation on a proposed policy for 100% affordable housing schemes indicates that many respondents considered that this should be dependent on first establishing whether a local need existed or not.
- 5.77 Further consultation was undertaken at Further Options Stage on an amended policy, reflecting the above considerations, which proposed:
- A 60/40 market/affordable split
  - A threshold of 10 dwellings in Selby;
  - A threshold of 5 dwellings in Sherburn in Elmet and Tadcaster;
  - A threshold of 3 dwellings elsewhere;
  - Outside Selby, a financial contribution to be sought on all developments below the threshold, to contribute to affordable housing provision in the District.
- 5.78 The response to the most recent consultation suggests that there is general agreement over the ratio and thresholds being proposed for affordable housing, although of those disagreeing there was a small majority in favour of less strict ratios and thresholds. Of those disagreeing with the policy, largely from the development industry, the overriding reason given was a perceived lack of evidence on need and viability. Respondents claimed that it was not possible to accept the thresholds without a more thorough evidence base. (The results of the Strategic Housing Market Assessment and the Affordable Housing Viability Study were not available at the time of the consultation).
- 5.79 While there is increasing likelihood of more direct funding being provided for affordable housing, the provision of affordable housing through the planning system currently remains by far the most important delivery mechanism, Policy CP5 therefore provides a framework for its implementation. An Affordable Housing Viability Study recently completed for the Council demonstrates that the viability of including affordable housing in housing schemes varies with the overall health of the housing market which affects a number of factors, particularly the selling price. Viability will therefore change



- over time. Any figure for the proportion of affordable housing being sought from developers should have a sound basis and reflect current conditions as far as possible, whilst at the same time providing a reasonable degree of certainty.
- 5.80 An overall long-term target of 40% affordable housing from all sources is proposed. This reflects the minimum target for affordable housing established in the Regional Spatial Strategy, and more recent evidence provided by the Strategic Housing Market Assessment which identified a higher level of current need supported by results from the Affordable Housing Viability Study.
- 5.81 It is acknowledged that this is a challenging target and the Council will use its best endeavours to exploit all sources of funding for affordable housing and facilitate its provision wherever possible. For example we will continue to work pro-actively with our RSL partners 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, particularly those promoted by the Homes and Communities Agency e.g. Homebuy Direct.
- 5.82 As three-quarters of future housing growth is planned to occur in Selby, Sherburn in Elmet and Tadcaster it is considered that the ratio of affordable to market housing should reflect viability in these areas. The Viability Study indicates that viability in the more rural areas is better than in these towns, with the exception of the south and south-eastern parts of the District and therefore any target based on viability in the towns will be capable of being met in most situations across the District.
- 5.83 The Viability Study indicates that in good market circumstances such as those prevailing immediately before the recent economic downturn, a requirement of 50% could be appropriate as it would be viable in more than half of the situations tested. However, it equally shows that at the time of the Study (2009) only a minority of sites were viable propositions, even without the provision of affordable housing
- 5.84 The potential for the factors influencing the need for affordable housing to change over time indicates the importance of regular review. The Strategic Housing Market Assessment only covers the five years between 2009 and 2014 and viability estimates are even more sensitive to rapidly changing circumstances. The proportion of affordable housing to be provided on sites above the size thresholds included in Policy CP5 will therefore be established and kept up to date through a Supplementary Planning Document based on the most up to date Strategic Housing Market Assessment. The affordable housing target will be reviewed, at the time of updating the Housing Market Assessment, and potentially earlier if housing delivery rates begin to approach the levels required by the Regional Spatial Strategy (i.e. 440 dwellings per annum).

- 5.85 Although the majority of new market housing provision is focused in and around Selby, in view of the fact that about 60% of affordable housing need arises outside Selby it is also important that a proportion of that need is met more locally, within more rural parts of the District. The Regional Spatial Strategy also emphasises the importance of meeting local needs in the Local Service Centres and elsewhere outside Selby. Therefore, in order to obtain appropriate affordable housing benefits from general market developments a lower site size threshold of 5 dwellings (or sites of 0.15ha) is considered to be justified in the Local Service Centres and designated Service Villages than in Selby (10 dwellings or sites of 0.3ha), where the scale of development is in any case likely to be greater. While there is no planned provision for housing in lower order settlements in recognition of the fact that small amounts of development may take place in secondary villages a lower threshold of 3 dwellings (0.1ha) is proposed.
- 5.86 In addition for all settlements other than Selby a financial contribution will be sought on sites falling below the identified threshold. The level of contribution will be a proportion of the estimated gross yield from the development, which reflects the percentage of affordable housing being sought on sites above the thresholds. The contribution will be used to assist the provision of more affordable housing within that housing sub area or adjoining sub-areas.
- 5.87 It is not considered appropriate to request a commuted sum in Selby since the overall scale of housing growth proposed in Selby is likely to produce a disproportionate amount of affordable housing compared with the distribution of identified need across the District.
- 5.88 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.
- 5.89 It is open to developers to discuss these requirements on a site by sites basis having regard to the particular circumstances pertaining at 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. However, the need for affordable housing is such that all market housing developments should contribute to meeting it in some way, except in the most exceptional of circumstances.

### **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 on all sites above the following thresholds:**
- I. In Selby developments of 10 dwellings (or sites of 0.3ha) or more;**
  - II. In Sherburn in Elmet, Tadcaster and designated Service Villages developments of 5 dwellings (or sites of 0.15ha) or more.**
  - III. In all other areas developments of 3 dwellings (or sites of 0.1ha) or more**
- The target percentage of affordable dwellings to be negotiated will reflect the anticipated housing market and viability levels over a short-term period (up to 3 years) and this will be subject to periodic amendment if the circumstances affecting viability change significantly.**
- C On sites below the threshold, other than in Selby, a commuted sum will be sought to provide affordable housing within the District.**
- 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.**

### **Rural Housing Exceptions Sites**

#### **Context**

- 5.90 While the main source of affordable housing will continue to be schemes provided in association with market housing, other proposals for 100% affordable housing will be encouraged and supported where appropriate provided they are in accordance with spatial and development management policies for housing and on a scale appropriate to the settlement.
- 5.91 In order to assist in meeting the needs as locally as possible and secure appropriate sites within villages, planning permission may

also be granted for 100% affordable housing schemes as an exception to normal planning policy. The rural exception sites policy enables small sites to be used, 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. They should also be of a scale appropriate to the character of the local area.

- 5.92 Specific allocations for such sites will be considered in the Selby AAP and Allocations DPD. These may be on 'greenfield' sites and/or previously developed land both within and adjoining village development limits. Sites having a significant adverse effect on amenity, form and character of villages will not be accepted.
- 5.93 The following policy applies to all settlements recognised as rural villages i.e. those with less than 3,000 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.**
- iii) The development is sympathetic to the form and character and landscape setting of the village and in accordance with normal development management criteria, and**
- iv) The site is not protected for recreation, amenity, nature conservation, landscape or heritage value.**

**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.**

### **Rejected Affordable Housing Options**

During the early stages of Core Strategy preparation, concerns were raised about the high level of housing completions, which were taking place within the District. It was felt that continuation of house-building rates above the level established in the (then) emerging Regional Spatial Strategy, could be prejudicial to the long-term regional strategy. At the same time, however, it was apparent that a relatively low proportion of affordable homes was being achieved in association with this development activity. It therefore proposed the introduction of Interim Housing Policies, to be operative prior to the adoption of the Core Strategy and undertook public consultation on them.

The draft Interim Housing policies contained the following more detailed proposals applying to affordable housing which were the subject of consultation.

1. A 50% requirement across the District
2. Thresholds of 10 dwellings in Selby and 2 dwellings elsewhere.

Although the Interim Policies were not proceeded with after considering the responses made through the consultation, the following conclusions were reached:

- Increasing the percentage requirement to 50% would be difficult to achieve in practice and would be subject to challenge on the grounds of viability, particularly for smaller developments. This in turn would result in more difficult and protracted negotiations, which may not ultimately achieve a much higher total amount of affordable housing.
- The 10 dwelling threshold in Selby received good support and should be retained.
- There were varying views on the appropriate threshold levels for Tadcaster and Sherburn in Elmet. However, it was considered that the emphasis should still be on local needs which supports a lower threshold than Selby and 5 dwellings was proposed.
- There was also criticism, particularly by small builders, concerning the threshold of 2 dwellings in villages and consequently 3 dwellings was proposed. However, bearing in mind the emphasis on local needs rather than market housing outside Selby, a commuted sum per dwelling was proposed as a suitable option on all developments below the threshold, other than in Selby.

At the Further Options Stage consultation was therefore undertaken on the basis of a 40% affordable proportion and thresholds of 5 dwellings in Sherburn and Tadcaster and 3 dwellings in the villages, together with a commuted sum being required for all developments below the threshold, other than in Selby. It is not considered appropriate to request a commuted sum in Selby since a disproportionate amount of affordable housing is likely to be provided in Selby (in comparison with identified need) due to the amount of housing growth proposed there

Objections to these proposals were based mainly on the lack of up to date evidence available at the time to support the policies.

The affordable housing policy now proposed has evolved from the above consultations but has also been significantly influenced by the conclusions

from the recent Strategic Housing Market Assessment and the Affordable Housing Viability Study. The timing of the latter has allowed the impact of the recession to be taken into account, which in turn has indicated the need for a policy which permits a degree of flexibility in the proportion of affordable housing being sought over the Plan Period, in order to better reflect the potential for change in the viability of affordable housing provision.

## The Travelling Community

### Introduction

- 5.94 In catering for the needs of all sections of the community, the Council will take into account the needs of the travelling community that is made up of gypsies, travellers and travelling show-people who live in or travel through Selby District.

### Context

- 5.95 Circular 01/06<sup>37</sup> advises that Core Strategies should provide criteria for the location of sites as a guide for a future Allocations DPD, where sufficient sites should be allocated to provide for any need identified at regional and local level.
- 5.96 Accordingly, RSS Policy H6<sup>38</sup> requires Local Planning Authorities to provide for the identified regional shortfall in pitches that applies to their local area, having carried out needs assessments.
- 5.97 Although the Sustainable Community Strategy<sup>39</sup> 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.

### Local Issues

- 5.98 This issue was reflected in the responses to the Core Strategy 'Further Options' consultation which were on the whole fairly negative and not representative of the travelling community.
- 5.99 Nevertheless, a theme running through the responses was the need to make provision in the most sustainable locations, and that Gypsies, Travellers and Showpeople should be directly targeted for their views on future provision. This objective is currently being pursued in collaboration with the recently appointed North Yorkshire Gypsy and Traveller Officer.

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<sup>37</sup> Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites, ODPM, 2006

<sup>38</sup> Policy H6 Provision of Sites for Gypsies and Travellers, The Yorkshire and Humber Plan, May 2008

<sup>39</sup> Selby District Sustainable Community Strategy 2005-2010 reviewed 2008



**Relevant Strategic Objectives**

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

- 5.100 Core Strategy objective 5 recognises the need to provide special needs housing to meet the needs of the District, which includes the travelling community.
- 5.101 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 pitches<sup>40</sup>. 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.
- 5.102 In the light of known identified need the Council will allocate new sites(s) for gypsies and travellers through a future Allocations DPD, where size and location will be identified using up to date guidance and through consultation with the travelling community.
- 5.103 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.
- 5.104 A North Yorkshire assessment<sup>41</sup> found the number of responses from travelling Showpeople living in the sub-region was too small to be able to provide a reliable assessment of accommodation required. However, from those that did respond, there was an indication that new yards/living quarters may be needed in the York and Selby District areas.
- 5.105 The needs of Showpeople in the District are currently being investigated. Results will be published at County level, and should a need be uncovered, sites will be sought in collaboration with adjoining authorities, ensuring that the necessary scale of storage yard is also incorporated.
- 5.106 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 guidance<sup>42</sup>. The criteria will also form the basis for assessing sites to be brought forward through a future Allocations DPD.

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<sup>40</sup> See Figure 3 – Key Diagram for distribution

<sup>41</sup> Gypsy & Traveller Accommodation Assessment North Yorkshire Sub-Region – 2007/8

<sup>42</sup> 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 an Allocations DPD, in line with the findings of future up to date Sub-Regional 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;**
- 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; and**
- v. the pitch / site has safe and convenient access to the highway network.**

### **Rejected Options for Travelling Community Policy**

In drawing up the Gypsy and Traveller policy the following options were considered and rejected.

- Individual pitches or small sites (less than 8 pitches) distributed across the District to increase flexibility and choice.

While this option would cater for individual needs, bearing in mind that some gypsy and traveller families do not wish to be accommodated in groups with others, it would be a generally less sustainable option resulting in a proliferation of sites smaller than the nationally recommended size and smaller than that suggested by gypsy and traveller groups themselves.

- Expand existing sites only

This would result in sites larger than the optimum recommended size and not necessarily located where demand exists.

- Ignore the need to cater for current identified need as suggested by a number of respondents to the Further Options Consultation.

This is not considered a realistic option in view of the national and regional requirement to address the identified needs of the travelling community who have ethnic minority status.

## **Access to Services, Community Facilities and Infrastructure**

### **Introduction**

- 5.107 Infrastructure covers a 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**

- 5.108 The principle of sustainable development and the subsequent need to provide good access to facilities and services is embedded in PPS 1, (Delivering Sustainable Development), which together with PPS12, (Local Spatial Planning) recognise the need to incorporate green infrastructure as well as more traditional utilities and highways infrastructure.
- 5.109 '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.

- 5.110 The former Countryside Agency (now part of Natural England) commissioned a regional report<sup>43</sup>, which made recommendations and provided support for taking forward green infrastructure techniques within the region.
- 5.111 The report documents the benefits to be gained from green infrastructure including:
- Enhanced connectivity between large and small green spaces;
  - Creating opportunities for more sustainable travel modes, especially walking and cycling;
  - Contributing to the health and regeneration, particularly of urban areas; and
  - Meeting the needs of visitors and recreational and leisure needs of local residents.
- 5.112 Natural England published Green Infrastructure Guidance<sup>44</sup> in 2009 to help Councils understand what Green Infrastructure is, its planning value and how its delivery can be effectively embedded in plan making.
- 5.113 The Regional Spatial Strategy Core Approach (Policy YH8) 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 regard to the emerging priorities of the Leeds City Region Green Infrastructure Strategy, which is currently under development.
- 5.114 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**
- 5.115 The consultation question included in the most recent consultation on Further Options referred specifically to the possibility of introducing the Community Infrastructure Levy in place of the current system of developer contributions through Section 106 legal agreements, with a range of infrastructure types being chosen and discussed.

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<sup>43</sup> The Countryside In and Around Towns: the Green Infrastructure of Yorkshire and Humberside - Countryside Agency - July 2006

<sup>44</sup> Green Infrastructure Guidance, Natural England, 2009

- 5.116 Although respondents made choices of infrastructure types that they considered to be important – where comments accompanied choices, these commonly relate to an interest in a particular subject, or specifically concerned with the needs of a settlement. Concerns were raised over how a CIL would operate and whether the Council should continue with the current system of securing funding for infrastructure through 106 agreements.
- 5.117 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 DCSPD and Recreation Open Space Strategy will be refreshed, to take account of more up to date evidence and costs.

**Relevant Strategic Objectives**

1, 2, 8, 10, 13 and 14.

- 5.118 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.
- 5.119 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.
- 5.120 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.
- 5.121 In accordance with the Councils 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**

5.122 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
- 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 appropriate circumstances the concept will also require the provision of green infrastructure and the incorporation of measures to mitigate or minimise the consequences of the 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.**

**Rejected Options for Access to Services, Community Facilities and Infrastructure Policy**

At the Further Options consultation stage views were sought on the public's priorities for infrastructure provision should a policy based on the introduction of the Community Infrastructure Levy (CIL) be introduced into the Core Strategy.

The Community Infrastructure Levy (CIL) directed developer contributions towards local and sub-regional infrastructure funding through the mechanism of a charging schedule. After further consideration, however, The Council has decided not to implement the CIL at this stage, maintaining a watching brief and the continued use of S106 agreements, which have delivered local benefits successfully over recent years. The situation will be reviewed as more information emerges about the operation of the CIL and prior to reviewing the Developer Contributions SPD.





## 6. Promoting Economic Prosperity

## **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 Planning Policy Guidance 4 (Industrial, Commercial Development and Small Firms) indicates that development plans provide an opportunity to:
- encourage new development in locations which minimise the length and number of trips, especially by motor vehicles;
  - encourage new development in locations that can be served by more efficient modes of transport (this is particularly important in the case of offices, light industrial development and campus style developments such as science and business parks likely to have large numbers of employees);
  - discourage new development where it would be likely to add unacceptably to congestion;
  - locate development requiring access mainly to local roads

away from trunk roads, to avoid unnecessary congestion on roads designed for longer distance movement.

- 6.5 The RSS requires local authorities to ensure the availability of sufficient land and premises in sustainable locations to meet the needs of the modern economy. In areas like Selby this means catering for additional office, retail and leisure uses, as well as supporting the ongoing restructuring and modernisation of the manufacturing sector.
- 6.6 In order to foster regeneration and strengthen and diversify the local economy the RSS promotes significant economic development at Selby, in line with the town's status as a Principal Town. The creation of new job opportunities is intended to support indigenous growth, following the decline of coal mining, as well as to capitalise on the town's close links with both York and Leeds.

### **Local Issues**

- 6.7 Reducing out-commuting through the 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. The Core Strategy will facilitate increased economic development, particularly focussed on Selby, in line with RSS guidance.
- 6.8 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).
- 6.9 At the Further Options stage views were sought on a number of general approaches to planning for employment, including; the future of unused employment allocations, redevelopment of existing employment premises, the type of new businesses development appropriate for the District and the relationship between new housing and employment.
- 6.10 With regard to the retention and protection of unused employment allocations and the redevelopment of older industrial premises for alternative uses, the main theme of the comments was one of supporting a degree of flexibility in policy terms i.e. being responsive to market demand and, when considering changes of use and employment allocations, assessing proposals on their individual merits in accordance with a criteria based policy. A number of respondents did, however, remark on the convenience of employment opportunities that were well integrated within urban areas. In addition there was general agreement on the need to increase employment opportunities to at least meet the additional needs generated by an increasing workforce, and on a focus in the Core Strategy on providing for new businesses particularly of a small/medium size.

**Relevant Strategic Objectives**

1, 2, 3, 4, 6, 7, 8, 9 and 10.

- 6.11 Research commissioned by the Council as part of a recent Employment Land Study (GVA Grimley 2007), 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.
- 6.12 The Employment Land Study (ELS) provides a more detailed and up to date assessment of employment land requirements and job growth potential than that presented in the Regional Spatial Strategy (RSS). Because both the RSS and the ELS econometric models are based on forecast demand in relation to national and regional trends, neither adequately reflects the potential role of the indigenous economy nor the inherent problems associated with increasing commuting levels, if housing growth is not matched by job growth. The RSS does acknowledge, however, that “It is possible that there will be variance from the indicative figures, especially for sectors and in locations where the Plan’s Core Approach and Sub Area policies are proposing a particularly significant change, for example, economic growth in Selby (Policy Y1B). In any case, policies E1 and E3 allow for the use of more detailed sub regional forecasts or more up-to-date information in addition to Tables 11.1 and 11.2.”
- 6.13 It is therefore intended to adopt an aspirational approach to economic growth, which will: -
- provide a better balance between housing and employment growth;
  - Allow Selby to fulfil its sub-regional role;
  - Provide a range and choice of employment opportunities across the District including sites for indigenous employment;
  - Provide flexibility to take advantage of future opportunities that arise (The need for flexibility formed the basis of a number of comments at the Issues and Options stage);
  - Meet the ‘transformation change’ agenda of the renaissance programme.
- 6.14 As part of the Employment Land Study, an assessment of the future role and function of different employment market areas was undertaken, namely: -
- Tadcaster/A64 corridor
  - Sherburn in Elmet / A1M/ A63 corridors



- Selby town and urban hinterland
  - Eggborough/J34 of M62
  - A19 corridor north of Selby
- 6.15 This supply led approach considered the future role of key sectors and the scale and type of development to be promoted in each area. The assessment suggests the need for an additional 21 ha net of employment land in the period up to 2021 in order to provide new purpose built offices, warehouses, general industrial buildings, small business units and hotel developments.
- 6.16 In order to help diversify and grow the local economy the Study emphasises the need to focus higher value Business, Professional and Financial Services/B1 office development in and around Selby town centre and the urban periphery. Tadcaster is also seen as a suitable location for knowledge based employment activity, complementary to Selby, with further support being offered to Selby's primary growth role by renewal and intensification of existing uses at Sherburn. In the longer term the accommodation of specific research and development uses along the A19 corridor may be appropriate if there is a proven need. Outside Selby and the Local Service Centres, a continuing need for local employment opportunities in rural communities has been identified.
- 6.17 These conclusions are supported by a Retail, Commercial and Leisure Study carried out for the Council in 2009<sup>45</sup>, which also suggests that: -
- There is 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.
  - Office clusters outside the town centres should complement provision within the centres, and
  - Car showroom, builders merchants and similar uses should be located on accessible, lower value sites where goods and services are carefully controlled to avoid undermining town centre retail functions.
- 6.18 The need for additional employment land is further justified by the fact that significant levels of constraints have been identified across most of the remaining Selby District Local Plan allocations (although they remain viable in the longer term) and 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. Rolling forward the employment land requirement from 2021 to 2026 (the end date of the Core Strategy), and taking account of the need to offset anticipated losses means that about 30 ha of

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<sup>45</sup> Drivers Jonas Selby Retail, Commercial and Leisure Study, October 2009

additional employment land is likely to be required in the period up to 2026.

- 6.19 It is envisaged that the bulk of additional employment land will be required to serve Selby and the adjoining villages. In view of the limited availability of sites to accommodate this scale of growth in Selby a strategic employment site has been identified as part of a mixed housing /employment expansion to the east of the town in the area contained by the River Ouse and Selby Bypass. (See 'The Scale and Distribution of Housing' / Policy CP2).
- 6.20 The site extends to approximately 45 ha. It exceeds the employment land requirement identified above since it is anticipated that the take up of land will extend beyond 2026 and part will be sterilised in order to create flood storage capacity. It is intended 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. Additional information concerning the selection of the strategic employment site is provided in a separate background paper.<sup>46</sup>
- 6.21 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.
- 6.22 Former mine sites at Whitemoor and Riccall, which already have the benefit of planning consent, are acknowledged locations for meeting the needs of existing indigenous employment. The remaining two mine sites at Stillingfleet and Wistow are more remote and are not considered suitable for re-use for large scale/intensive economic activities.
- 6.23 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.

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<sup>46</sup> Background Paper No. 7, Strategic Development Sites

**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 45 ha of employment land as part of a mixed strategic housing / employment expansion to the east of Selby to meet the range of needs of both incoming and existing employment uses
- 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 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 renewable energy generation.



## Rural Diversification

### Introduction

- 6.24 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. One objective of the Strategy is to support rural regeneration by diversifying and strengthening the rural economy.
- 6.25 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 CP8 outlines the principles for the location of new employment in rural areas, having regard to the sensitive nature of the environment there.

### Context

- 6.26 Support for rural regeneration is contained in both national and regional policies and guidance. Planning Policy Statement 7 (Sustainable Development in Rural Areas) indicates that authorities should support a wide range of economic activity in rural areas including the re-use of existing buildings, provided that developments likely to generate high volumes of trips are more appropriately located in or close to towns. Policy E7 of the Regional Spatial Strategy is equally supportive of developing rural industries, businesses and enterprises provided they bring economic, social and environmental benefits and that the development respects the quality of the rural environment. Policy E7 aims to ensure that any development is of an appropriate scale, type and has appropriate levels of traffic generation

### **Relevant Strategic Objectives**

2, 3, 4, 6, 7, 8 and 9.

- 6.27 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.

- 6.28 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.
- 6.29 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:**

- (i) the extension or re-use of existing premises within the existing curtilage of the property,**
- (ii) farm diversification enterprises, or**
- (iii) 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 and regional Green Belt policies**

### Rejected Economic Growth Options

- Higher Levels of Employment Land provision.

There is no justification on the basis of recent employment studies for a higher employment land provision target than that proposed in the Core Strategy.

- Lower Levels of Employment Land provision

Although recent studies do not suggest a significant quantitative need for more employment land, it is considered, because of the importance given to employment provision in the overall Core Strategy, a more aspirational approach should be taken, with some limited additional provision made.

- A more limited approach to employment uses outside Selby, Sherburn in Elmet and Tadcaster.

Although the emphasis in the Regional Spatial Strategy is on growth in Selby and the Local Service Centres there was a strong indication in consultation responses to date that local sustainable development and self-sufficiency within villages, particularly the larger ones, should be encouraged. This principle is applied to employment uses in Policy CP8 above.

### Town Centres and Local Services

- 6.30 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 key.
- 6.31 Selby, as the principal town, provides for a wide range of services and facilities for the local community and surrounding rural catchment as well as for visitors. This includes a wide range of national multiple retailers and local independent traders as well as larger supermarkets (Morrisons, Tesco and Sainsbury's).
- 6.32 Tadcaster and Sherburn in Elmet function as Local Service Centres serving smaller catchment areas and are defined as town centres, with the existing Selby District Local Plan defining the shopping and commercial centre boundaries. These centres provide essential services and facilities for the immediate needs of the local community and surrounding rural areas.
- 6.33 A number of larger villages also provide a range of local shops and services for day-to-day needs to help support their communities.<sup>47</sup>

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<sup>47</sup> See Figure 3 – 'Key Diagram' for settlement hierarchy

### **Context**

- 6.34 Current national guidance on town centres is contained in Planning Policy Statement 6: Planning for Town Centres (PPS6) (2005), which is in the process of being replaced by PPS4: Planning for Prosperous Economies.
- 6.35 The Government's key objectives to promote the vitality and viability of town centres include: planning for the growth and development of existing centres; promoting and enhancing existing centres, focusing development in established centres; and encouraging a wide range of services in a good environment, accessible to all.
- 6.36 PPS12 (Local Spatial Planning) advises that Core Strategies should set the long term strategy for accommodating growth, make clear spatial choices about where development should go in broad terms, be locally distinctive, define a clear hierarchy and role for each centre, indicate the scale of new floor space by land use type for each centre, and be based on sound evidence.
- 6.37 Selby is defined as a Principal Town in the Regional Spatial Strategy (Policy YH5) which recognises towns as the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities (Policy YH4) RSS also indicates that plans and strategies should: support the role of Selby as a Principal Town; deliver economic growth at Selby; and promote development at Selby to foster regeneration and strengthen and diversify its economy within the Leeds City Region. (Policy YH1)
- 6.38 As such, national guidance and the Regional Spatial Strategy strengthen the role of town centres and Local Service Centres. In addition to improving the retail offer in centres, emphasis is placed on developing other town centre uses such as, offices, arts, culture and tourism, as well as incorporating housing as an important element in mixed-use schemes.

### **Local Issues**

- 6.39 The adopted Selby District Local Plan has a range of key 'saved' policies relating to Retail, Commercial and Leisure uses which are still relevant and form the basis of development management decisions, in tandem with current national advice in PPS6. These will continue to be used in the light of emerging guidance through PPS4. Future Development Management DPD and Area Action Plans will be the proper place to review those policies and provide for site-specific proposals where appropriate. It is not proposed to replace the Selby District Local Plan town centre related policies with Core Strategy policies. The purpose of the Core Strategy policy is to provide a long-term strategic spatial vision for all the centres.

- 6.40 Council priorities and strategies (including the Sustainable Community Strategy and Renaissance Programme) seek to protect the environment, promote prosperity and support developing sustainable communities. Further, 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 Council ambitions.

**Relevant Strategic Objectives**

1, 3, 6, 7, 8, 9, 10 and 13

- 6.41 The Sustainable Community Strategy and Renaissance Programme and other initiatives aim to enhance the appeal of Selby town centre for inward investors and visitors by consolidating the retail offer and encouraging a greater diversity of uses, including leisure facilities, quality/ niche retail and the service economy. As such, a number of key projects have been taken forward, such as Selby Living Streets (Abbey Precinct and Gowthorpe environmental improvements), Selby Waterfront Park and Selby Park, as well as Experience Selby. These will create a strikingly high quality, vibrant and memorable place with a distinctive identity and character that includes enhancing the pedestrian footprint and taming the traffic. Similar projects are identified in Sherburn in Elmet and Tadcaster.
- 6.42 A Retail, Commercial and Leisure Study, completed in October 2009 on behalf of the District Council provides further evidence to support the Councils approach to future planning for town and village centres<sup>48</sup>. The key findings and conclusions regarding the three centres are as follows:
- Selby 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, and future policies should support its dominant role.
  - Tadcaster performs an important Local service centre role for the north western part of the District.
  - Sherburn in Elmet primarily serves the Sherburn in Elmet and South Milford communities and there is a need to strengthen its market share to support a more sustainable pattern of retailing
  - The scale of future retail related development in both Tadcaster and Sherburn in Elmet should be appropriate to the role of each centre in the retail hierarchy, providing an appropriate range of services and facilities for its local

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<sup>48</sup> Selby District Retail, Commercial and Leisure Study, October 2009, Drivers Jonas

catchment.

- The diversion of significant levels of trade from Selby through major retail led growth would be inappropriate
- A review of town centre boundaries, identification of future development opportunities, and identification of a primary shopping area in Selby are recommended although these are matters to be addressed through future site specific DPDs.

- 6.43 The Core Strategy establishes the general direction of retail policy and the spatial vision for the three town centres and remaining villages in the District. Annual monitoring and updating of town centre health checks will be undertaken to check progress of the implementation of the policy.
- 6.44 All proposals should accord with the spatial development strategy and other LDF policies, and will be assessed against national policy in PPS6 and emerging PPS4, and other relevant policies and guidance.
- 6.45 Further Development Management and Allocations DPDs will consider detailed criteria based policies to replace current SDLP policies and provide the opportunity for site-specific proposals. The proposed Selby Area Action Plan DPD will provide a delivery mechanism for improving the retail, commercial, leisure and cultural offer in Selby, including site-specific proposals justified in the light of further evidence gathering.
- 6.46 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**

#### **Selby**

- i) Selby Town Centre will be the main focus for retail (including convenience and comparison), commercial, leisure, entertainment, food and drink, offices, hotels, indoor sports and recreation, and arts and cultural uses as the District's Principal Town.**
- ii) The renaissance of Selby town centre will be promoted through managing its growth whilst supporting the existing pattern and distribution of shopping facilities.**

### **Sherburn In Elmet and Tadcaster Town Centres**

The role of Sherburn in Elmet and Tadcaster as Local Service Centres will be strengthened by encouraging a wider range of retail, service, and leisure facilities, to meet the needs of the area served by the centre, 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.

### **Other Settlements**

The Council will protect the vitality and viability of village services by supporting their role of serving the every day needs of the local community through resisting the loss of retail floor space and other existing facilities.

### **B. Town Centre Vitality and Viability**

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

- a) Resisting the loss of existing shopping and service outlets and improving retail choice by encouraging the provision of a variety of shops (sizes and types) and indoor / outdoor markets;
- b) Focussing proposals for offices within the defined town centres or in office park locations as defined in Area Action Plans and / or site Allocations DPDs;
- c) Encouraging a diversity of town centre uses including the enhancement of the range of arts, cultural and tourist facilities;
- d) Ensuring that proposals for main town centre uses outside town centres are subject to sequential testing and appropriate needs/impacts assessments in accordance with national policy;
- e) Requiring all proposals within town centres to provide a high quality and safe environment for users including pedestrians, supporting environmental improvements and facilitating improved accessibility to the centres, particularly by public transport and the management of off-street parking; and
- f) Identifying development opportunities through future DPDs.



**Rejected Options for Town Centre Policy**

Consideration was given to specifying specific amounts of floor space required by type of use in each of the centres. However this was rejected on the grounds that it would be an inappropriate level of detail for the Core Strategy. Inclusion of detail of this nature is more suited to future Development Plan Documents, such as an Area Action Plan for Selby and adjoining villages.



## 7. Improving the Quality of Life

## **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 important to protect and enhance both the built and natural environment, and 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 subject to flooding/flood risk. 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; as design which is inappropriate in its context, or which fails to take opportunities available for improving the character and quality of the area and the way it functions will not be acceptable.

## **Tackling Climate Change**

### **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 the 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 address fuel poverty

through lower bills for householders.

- 7.7 Thus, both national and regional policies and strategies require that planning addresses the causes and potential impacts of climate change through reducing energy use, promoting water efficiency, reducing emissions, promoting renewable energy use, influencing the location and design of development and promoting sustainable and inclusive patterns of urban and rural development. 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**

- 7.8 The Climate Change Background Paper<sup>49</sup> 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*

- 7.9 The need for action to offset climate change is firmly embedded in national planning policy. In particular, the PPS1 Supplement on Climate Change, PPS22 Renewable Energy (and Companion Guide), and the Planning and Energy Act 2008 all promote the provision of energy from renewable and / or low carbon sources.
- 7.10 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 fossil fuels through carbon capture and storage (CCS) especially in key areas, such as Yorkshire and Humber.
- 7.11 Whilst building standards for insulation and 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).
- 7.12 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. Some adaptation principles are fundamental to conserving biodiversity in a time of rapid climate change, including take practical action now, maintain and increase ecological resilience and accommodate change.
- 7.13 Climate change will put pressure on water resources and could impact on water quality due to the reduced ability of surface and

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<sup>49</sup> Selby Core Strategy Background Paper No. 8, Climate Change,



ground water sources to dilute pollution. PPS23 stresses that there are already statutory frameworks for regulating water quality and provides for LPAs to minimise pollution from land uses accordingly. The protection of water quality is also imperative for the same reasons.

*Regional and Sub-Regional Policies and Strategies*

- 7.14 The Regional Spatial Strategy contains a number of key policies namely; Policy YH2 (Climate Change and Resource Use); Policy ENV1 (Development and Flood Risk); Policy ENV2 (Water Resources); Policy ENV3 (Water Quality); and Policy ENV5 (Energy), which are all relevant to climate change issues.

*Local Policies and Strategies*

- 7.15 SDC Sustainable Community Strategy contains a key theme on Climate Change and the Environment, which, amongst other things, seeks to protect the natural environment in respect of special character and wildlife habitats, and improve and protect the quality of air, land and water in the District for local benefit, and to help reduce the negative effect of climate change. It expects Local strategies to focus on: reducing and mitigating against flood risk; promoting energy conservation and domestic sources of renewable fuels; encouraging local power stations in the responsible use of renewable fuels; and contributing to the regional targets for renewable energy.
- 7.16 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 Councils own Climate Change Strategy also includes a number of detailed action plan targets.

**Local Issues**

- 7.17 Respondents to the Further Options Report outlined the need for an over-arching climate change policy, to reduce predicted CO2 emissions in new development, how we will achieve national and regional targets, encourage higher energy efficiency, how we will meet zero carbon targets, promotion of sustainable construction and design techniques, encouragement of specific technologies such as Combined Heat and Power (CHP), and need to promote Coal Bed Methane extraction and Carbon Capture technologies, especially associated with 'unworked' shallow reserves, or short term extraction from the abandoned Selby mine sites within Selby District.

**Relevant Strategic Objectives**

3, 6, 7, 8, 15 and 16

- 7.18 Drax and Eggborough power stations contribute significantly to the District and Regional green house gas (GHG) emissions and as this power generation accounts for most of the District's emissions, we are unlikely to meet reduction targets.
- 7.19 The District relies on significant groundwater supplies within the Sherwood Sandstone aquifer, and its importance is recognised though the protection policy in Regional Spatial Strategy Policy ENV2. This water resource is already over-committed. 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*
- 7.20 Risk of flooding is a major issue for Selby District<sup>50</sup>. The Council has commissioned a Strategic Flood Risk Assessment (SFRA) in order to identify the extent of the problem. The SFRA is being undertaken in two stages, as recommended by national guidance.
- 7.21 The Level 1 Assessment shows that significant flood risks exist across relatively large areas of the District, which primarily affects Selby, and a number of villages.
- 7.22 As a significant number of potential development sites in Selby and other sustainable locations are likely to fall within higher flood risk areas, a PPS 25 'Sequential Test' and a Level 2 Flood Risk Assessment have also been undertaken.<sup>51</sup> 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 absorb the amount of new development required on low flood risk land. Selby is however relatively constrained and the selection of strategic development sites and sites selected for development will need to demonstrate that the impacts of potential flooding can be satisfactorily minimised and mitigated<sup>52</sup>.
- 7.23 PPS25 indicates that where sequential testing reveals there is insufficient land available within low flood risk areas to accommodate development needs and satisfy sustainability and regeneration objectives, development may be located in higher risk

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<sup>50</sup> See Figure 3 – 'Key Diagram' for indication of extent of areas of high flood risk, Zone 3

<sup>51</sup> Selby Strategic Flood Risk Assessment (SFRA)

<sup>52</sup> For further information see Background Paper No. 7 "Strategic Development Sites"

areas, provided appropriate flood risk management measures are in place. The Regional Spatial Strategy specifically refers to the need for flood management in areas such as Selby District where little development land is available outside high flood risk zones.

- 7.24 In the light of these considerations it is considered that the broad strategy for housing and employment development up to 2026, outlined in the previous section, remains achievable, although the detailed flood risk assessment of individual sites will influence the precise manner in which the strategy will be implemented as well as through more detailed plans such as the Selby Area Action Plan and the Allocations DPD.
- 7.25 Concern over the potential for increased flooding events was expressed by a number of respondents as part of the Core Strategy consultation. The climate change policy below includes reference to maintaining flood storage capacity and implementing sustainable drainage schemes, as well as including mitigation measures wherever development in higher risk areas is unavoidable.
- 7.26 The Core Strategy can contribute to the objectives of tackling climate change in a number of ways and these are cross cutting though all the Core Strategy policies:
- Reducing the need to travel and minimising traffic growth – location of new development in the most sustainable locations and supporting Principal Towns and Local Service Centres as hubs for rural economies, community and social infrastructure. Also improving access to alternative modes such as walking and cycling.
  - Protecting valuable and scarce resources, and improving resource efficiency, by encouraging better energy and water efficient buildings and minimising resource demand from development.
  - Increasing renewable energy capacity, by supporting stand alone schemes from all ‘green’ technologies, to meet established targets (but especially from biomass and energy from waste which are being promoted locally
  - Supporting micro-generation schemes for renewable energy
  - Encouraging local combined heat and power and community heating projects
  - Reducing reliance on energy from fossil fuel by requiring some of the energy needs from new developments to be from de-centralised and renewable or low-carbon sources.
  - Encouraging sustainable design and construction techniques as part of expectations for high quality design
  - Supporting coal bed methane and carbon capture and storage technologies where appropriate



- Plan for mitigation and adaptation to the predicted impacts of climate change such as managing the effects of increasing flood risk, habitat management and warmer urban environments

7.27 The Core Strategy policies seek to set the overall strategic direction for the District for climate change. Future DPDs and SPDs covering specific aspects on the range of issues on climate change and renewable energy will be developed to cover detailed issues.

### **Policy CP12 Climate Change**

**To address the causes and potential impacts of climate change the Council will manage the design and location of development to:**

- a) Reduce the need to travel especially by private car, and to promote walking, cycling and use of public transport;**
- b) Give preference to 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 no net loss of flood storage capacity, avoid unacceptable flood risk and mitigate the potential impact of flooding where development in higher flood risk areas is unavoidable;**
- e) Protect existing water resources, 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.**
- f) Improve energy efficiency and minimise energy consumption through the orientation, layout and design of buildings and incorporation of facilities to support recycling;**
- g) Promote the use of sustainable design and construction techniques, (including for example sustainable drainage systems, water heating storage, grey water recycling, and green roofs); and**
- h) Protect, enhance and create habitats to both improve biodiversity resilience to climate change and utilise biodiversity to contribute to climate change mitigation and adaptation.**

### **Rejected Options for Climate Change Policy**

Consideration was given as to whether this policy contained sufficient local content as to warrant its inclusion in the Core Strategy. However, in view of the particular relevance of issues such as flood risk in Selby District it is considered important to reinforce the Council's commitment to tackling climate change through the Core Strategy.

The points included within this policy are considered to be a comprehensive list of general points relating to development and climate change. No other points were considered.

## **Improving Resource Efficiency and Renewable Energy**

### **National Context**

- 7.28 Amongst other Government policies, PPS22 (Renewable Energy) and its Companion Guide, as well as PPS1 (Delivering Sustainable Development) establish the requirement to address causes and potential impacts of climate change; reduce energy use; promote water efficiency; reduce emissions, promote renewable energy use and increase development of renewable energy.
- 7.29 Most recently, The 2009 UK Renewable Energy Strategy and The UK Low Carbon Transition Plan 2009 are explicit that the planning system must support carbon reduction, actions to combat climate change and deployment of renewable energy.
- 7.30 The Government has also announced that all new homes will be zero carbon from 2016 and has ambitions that all new non-domestic buildings should be zero carbon from 2019. It is gradually introducing mandatory and more demanding requirements for new homes to meet the Code for Sustainable Homes standards and is encouraging the development of standards such as BREEAM ratings for commercial buildings.<sup>53</sup>
- 7.31 Government has proposals to progressively improve energy/carbon performance set in Building Regulations to achieve zero-carbon targets. PPS1 Supplement on Climate Change (2007) seeks to support the achievement of zero carbon homes through the planning system.
- 7.32 The Government is also considering how to encourage clusters of Carbon Capture and Storage (CCS) infrastructure and expertise, in key areas, such as Yorkshire and Humber with its existing coal fired power stations. A new Office of CCS is to be established with the Department for Energy and Climate Change.

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<sup>53</sup> See Background Paper 8 "Climate Change" for further information on the Code and BREEAM

### Regional Context

- 7.33 Studies at sub-regional level (2004 and 2005)<sup>54</sup> reviewed technical constraints and opportunities for renewable energy developments and undertook some landscape sensitivity assessment.
- 7.34 The study anticipated that the majority of applications for standalone renewable developments before 2010 will be for wind energy developments and potentially small scale hydro schemes. Thereafter, it is expected that there will be an increase in the number of applications for biomass developments.
- 7.35 The Study was used as the basis for the Regional Spatial Strategy sub-regional and local level targets for indicative potential for installed grid-connected renewable energy within Selby District of 14 megawatts (MW)<sup>55</sup> by 2010, and 32 megawatts by 2021 (Policy ENV5).
- 7.36 The same policy also establishes a 10% requirement for energy from decentralised<sup>56</sup>, and renewable<sup>57</sup> or low-carbon sources<sup>58</sup> on developments meeting a size threshold, and subject to type of development, design and feasibility/viability.
- 7.37 The RSS also focuses on: maximizing the use of combined heat and power, particularly for developments with energy demands over 2MW, and incorporating renewable sources of energy where possible; and ensuring that development takes advantage of community heating opportunities wherever they arise in the region, including near Selby.
- 7.38 There is an additional North Yorkshire target in the RSS for “Co-firing” of 75 MW to 2010 and 67 MW to 2021. Assuming that there are only opportunities for co-firing at existing power stations, then this requirement falls to Selby District to attain on behalf of North Yorkshire as a whole.

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<sup>54</sup> For SREATS see Background Paper for website link to reports and further information.

<sup>55</sup> 1 MW = 1000 kw

<sup>56</sup> Decentralised energy is community or smaller scale generation of heat and power close to the point of use.

<sup>57</sup> Renewable energy is energy that occurs naturally and continuously in the environment, such as energy from the sun, wind, waves or tides.

<sup>58</sup> Low carbon energy is 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.

**Relevant Strategic Objective**

15.

**Local Issues**

- 7.39 The consultation on Further Options indicated reasonable support for the 10% targets for decentralised, low-carbon and renewable energy. Most respondents considered this should be based on sound evidence and have flexibility in any requirements where viability might be threatened or where special restrictions would apply. Others stated that the Core Strategy should make reference to RSS targets for installed grid connected renewable energy capacity and that the Core Strategy should consider those broad locations where renewable energy development would be planned.
- 7.40 Selby is particularly well placed for biomass, energy from waste and combined heat and power, as well as potential for carbon capture and coal bed methane, in the light of known planned schemes, and the existence of local coal mines and traditional coal fired power stations.
- 7.41 There are no specific national or locally designated areas that would automatically preclude renewable energy developments in Selby District. 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. This could include for example the wider environmental benefits associated with increased production of energy from renewable sources. Each application will be considered on its individual merits subject to national, regional and local policies with careful consideration of cumulative impacts where a number of proposals come forward.
- 7.42 Selby District Council has already granted planning permission for renewable energy schemes amounting to 30 MW<sup>59</sup> of grid-connected renewable energy capacity. There are currently planning applications for wind turbines amounting to a further 65 MW grid-connected capacity, pending consideration<sup>60</sup>.
- 7.43 Although Selby District would exceed its 2010 target<sup>61</sup> even if only the Rusholme Wind Farm planning permission were implemented (24 MW), this does not mean however that further applications can

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<sup>59</sup> Selby Renewable Energy Park contributes towards this total. The existing effluent treatment plant on the former Tate and Lyle site, has a 2 MW capacity and an additional energy from waste plant will add a further 4 MW of capacity by Autumn 2010.

<sup>60</sup> As at October 2009

<sup>61</sup> The targets are for installed grid connected capacity, so planning permissions must be implemented to count.

be rejected as national and regional policy dictates that regional targets should be viewed as minimum targets.

- 7.44 Both Eggborough Power Station and Drax Power Station produce energy from co-firing biomass. Drax Power 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.
- 7.45 It is appropriate to adopt the RSS renewable energy targets locally through the Core Strategy and have regard to any revised targets given the lack of local evidence to justify any higher targets for the Plan period. As these are minimum requirements, 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.
- 7.46 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 Governments target of zero carbon development (Code for Sustainable Homes and BREEAM).
- 7.47 The following policies seek to set the overall strategic direction for the District on climate change issues. Submitting good quality information with planning applications on energy demand and savings is a means of demonstrating that development proposals meet policy objectives. 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.
- 7.48 Further DPDs, SPDs and guidance will tackle detailed issues such as siting and design, landscape and cumulative visual impact, noise/odour, habitat or species disturbance, listed buildings, conservation areas etc.

**Policy CP13 Improving Resource Efficiency**

In order to promote increased resource efficiency, unless a particular scheme would be demonstrably unviable, the Council will require:

- a) New residential developments of 10 dwellings or more or non-residential schemes of 1000 m<sup>2</sup> 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, regional, 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 any or a combination of:
  - i) Local biomass technologies,
  - ii) Energy from waste,
  - 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.**

**Rejected Option for the Improving Resource Efficiency Policy**

Consideration has been given as to whether it is appropriate to include specific requirements for a proportion or all developments to meet the Code for Sustainable Homes and BREEAM standards within a particular timescale. However there is no robust local evidence on which such requirements can be based in advance of imminent Government mandatory requirements\*.

*\*For example, Government intends to introduce the following standards for all homes, through Building Regulations:*

- *Code Level 3 by 2010 (25% energy efficiency improvement compared to 2006)*
- *Code Level 4 by 2013 (44% energy efficiency improvement compared to 2006)*
- *Code Level 6 by 2016 (zero carbon)*

### **Policy CP14 Renewable Energy**

**The Council will support new sources of renewable energy generation provided that development proposals can demonstrate that the wider environmental, economic and social benefits outweigh harm caused to the environment and local amenity, and impacts on local communities are minimised. Schemes may utilise the full range of available technology including;**

- a) Renewable energy schemes, which contribute, to meeting regional and sub-regional targets,**
- b) Micro-generation schemes, which are not necessarily grid-connected but which nevertheless, reduce reliance on scarce, non-renewable energy resources, and**
- c) Clean Coal Bed Methane extraction and Carbon Capture and Storage technologies.**

### **Rejected Renewable Energy Options**

- PPS 22 suggests that Local Authorities may wish to identify those broad areas suitable for particular types of renewable energy projects. However it is difficult to make any strong distinctions across the District and it is considered any such definitions would be artificial and of limited value. In general terms it is considered that the whole District is suitable for all types of Renewable Energy technologies subject, to considering each case on its own merits.
- In the light of the substantial progress already made within the District in granting planning permission for renewable energy projects, consideration has been given to adopting higher local targets than Regional Spatial Strategy for installed grid connected Renewable Energy. National and regional policy indicates that these targets should be regarded as starting point and not a ceiling. However, there are considerable difficulties in finding robust evidence to justify higher targets specifically for Selby District for the Plan Period.
- As the Regional Spatial Strategy targets are minimum requirements, the Council will continue to encourage all renewable energy schemes to realise further potential, unless their adverse impacts on the District are considered not to justify the energy gains achievable.

## Protecting and Enhancing the Environment

### Introduction

- 7.49 Selby District contains a wealth of natural and man-made resources in terms of its built heritage, 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

- 7.50 The Core Strategy reflects the principles established in regional policy and national guidance, including Planning Policy Statement 7 (Sustainable Development in Rural Areas), PPS9 (Biodiversity and Geological Conservation), Planning Policy Guidance 15 (Planning and the Historic Environment) and PPG2 (Greenbelts).
- 7.51 Regional policies in the Yorkshire and Humber Plan reflect national guidance through various policies. Policy ENV10 refers to the need to safeguard and enhance distinctive landscapes and assets – which in Selby's case relates to the Humberhead Levels. ENV9 covers the historic environment, which for Selby particularly highlights battlefields, parks and gardens, together with its many historic attributes. ENV8 applies to the biodiversity and geological heritage of the region. ENV6 relates to woodland as part of Green Infrastructure and Policy YH8 directly covers Green Infrastructure aims.
- 7.52 The Council 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 built heritage. 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'.



**Relevant Strategic Objectives**

2, 4, 11, 14 and 16.

**Local issues**

- 7.53 Consultation on the Core Strategy Further Options reveals general support for the principle of enhancing or creating Green Infrastructure accompanied by a number of positive suggestions including creating a linear park, linking green infrastructure with sustainable transport and regularly visited locations, and carrying out an appraisal of existing green infrastructure. Clearly 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. A number of respondents also commented on the desirability of maintaining open countryside gaps between settlements to prevent coalescence. Some of the suggestions would require significant funding, or relate to responsibilities held by other bodies e.g. highway works.
- 7.54 Core Strategy objectives 11, 14, and 16 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.
- 7.55 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 Derwent Valley and Skipwith Common are sites with European conservation status and there are 13 Sites of 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;
  - Ancient woodland and locally important landscape areas – the Limestone Ridge down the western edge of the District contains the most attractive landscape within the District;
  - Historic Parks and Gardens – the District contains

scheduled sites of national and local importance as well as a Historic Battlefield at Towton;

- Buildings, structures, areas of townscape and the public realm of historic and architectural merit including listed buildings, and conservation areas;
- Scheduled Monuments (52) and important archaeological sites and remains;
- 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 Aquifer is located beneath the District;
- Air quality

7.56 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 spaces<sup>62</sup>) and increase levels of physical activity.

7.57 The Council is committed to working with a wide range of bodies including Natural England, 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.

7.58 Designations of specific areas such as Sites of Importance for Nature Conservation, Locally Important Landscape Areas, 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.

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<sup>62</sup> Health, place and nature – How outdoor environments influence health and well-being: a knowledge base. Sustainable Development Commission 01/04/08

**Policy CP15 Protecting and Enhancing the Environment**

The high quality 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. 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 where appropriate, and ensuring any unavoidable impacts are appropriately mitigated and compensated for.
  - 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.
3. Wherever possible, developments should contribute to the District's green infrastructure through improving the network of linked open spaces and green corridors.
4. Identifying, protecting and enhancing locally distinctive landscapes and open spaces through Development Plan Documents.
5. Encouraging incorporation of positive biodiversity actions, as defined in the Selby BAP, at the design stage of new developments or land uses.
6. 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.

### **Rejected Options for Protecting and Enhancing the Environment Policy**

At the Further Options consultation stage a number of respondents wished to see the policy expanded to include more detailed aspirations for improvements to Green Infrastructure. However, it is considered that the spirit of representations is reflected in Policy CP15, without straying into a level of detail that is inappropriate for the Core Strategy.

## **Design Quality**

### **Introduction**

- 7.59 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**

- 7.60 Planning Policy Statement 3 (PPS3 Housing) and PPS1 (sustainable development) establish that local authorities should be aiming 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. Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. LPAs should encourage applicants 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 should not be accepted.
- 7.61 Other guidance (PPG17) seeks to ensure that new open spaces improve the quality of the public realm through good design. The Regional Spatial Strategy (Policy ENV11) requires plans to help improve the health of residents by maximising opportunities to develop walking and cycling routes and other green infrastructure.
- 7.62 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.

### **Relevant Strategic Objectives**

8, 12, 14 and 15

### **Local Issues**

- 7.63 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.
- 7.64 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.
- 7.65 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. The diverse needs of people should also be considered so that barriers are broken down in a way that benefits the whole community.
- 7.66 Good quality housing design can improve quality of life by reducing crime, improving public health, and easing transport problems. High quality designed non-residential and mixed schemes also contribute to creating sustainable communities.
- 7.67 It is also widely recognised that well designed sustainable communities can contribute to improved health and social well-being. The principles of 'active design' 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).
- 7.68 Selby District is recognised as a low crime area and the reduction in crime is continuing, however, the fear of crime is a significant concern. Therefore it is important to create a high quality public realm which can accommodate the needs of all people and create public places where people feel safe and at ease with reduced

- opportunity for crime and reduced fear of crime. 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 Design<sup>63</sup>.
- 7.69 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.
- 7.70 The Council therefore supports the key principles of the Building for Life<sup>64</sup> scheme, which is promoted by CABE and other national organisations. This supports the Council's sustainable development objectives to meet the needs of the District's residents in the longer term.
- 7.71 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.
- 7.72 'Lifetime Homes' are a further type of housing endorsed by the Government in the Housing Green Paper 2007<sup>65</sup> and more recently in 2008.<sup>66</sup> 'Lifetime Homes' are 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).<sup>67</sup> The Council is keen to encourage new housing developments to attain these standards.

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<sup>63</sup> The Secured by Design Developers Award - The 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  
<http://www.securedbydesign.com/index.aspx>

<sup>64</sup> <http://www.buildingforlife.org/>

<sup>65</sup> Homes for the Future: more affordable, more sustainable - Department for Communities and Local Government, July 2007 <http://www.communities.gov.uk/publications/housing/homesforfuture>

<sup>66</sup> Lifetime Homes, Lifetime Neighbourhoods, A National Strategy for Housing in and Aging Society, Department for Communities and Local Government, February 2008

<http://www.communities.gov.uk/publications/housing/lifetimehomesneighbourhoods>

and

Delivering Lifetime Homes, Lifetime Neighbourhoods - A National Strategy for Housing in an Ageing Society, DCLG, December 2008

<http://www.communities.gov.uk/publications/housing/housingageingsociety>

<sup>67</sup> <http://www.lifetimehomes.org.uk/pages/home.html>

- 7.73 The Core Strategy policy will be supplemented by further detailed work to support its implementation in future Development Management DPD and/or SPD providing guidance and standards.

**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.**

**All new housing developments of 10 dwellings or more should reflect 'Lifetime Neighbourhood' principles and achieve the 'Very Good' standard of the 'Building for Life' assessment, unless it can be demonstrated that this is not practicable or viable.**

**In order to provide adaptable homes, which meet the long term changing needs of occupiers, developers will be encouraged to provide homes constructed to Lifetime Homes standards.**



**Rejected Options for Design Quality Policy**

In drawing up the policy consideration was given to the following points:

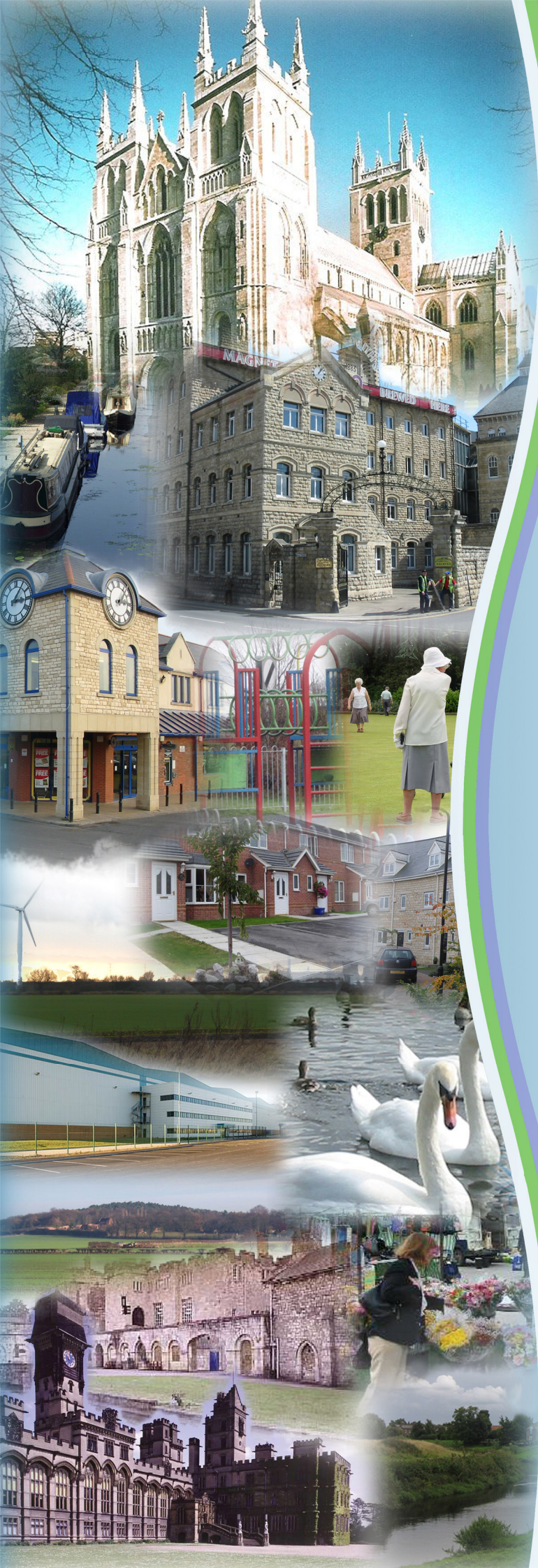
- Should a particular proportion of Lifetime Homes / Lifetime neighbourhoods be specified within the policy.
- Should a particular proportion of Building for Life homes be specified within the policy.

Both the above points were rejected on the grounds that there is no local evidence to justify setting specific proportions.

- Should the policy require all developments to attain Secured By Design award.

The last point was rejected on the grounds that there is no local evidence to justify the additional cost implications of such a policy if applied to all development. Currently Secured By Design is part of Building for Life standards, so will apply to development of 10 dwellings or more in the proposed Policy CP16.





## 8. Implementation

## 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 8 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 8 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 8 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>
<b>Spatial Development Strategy and Housing Land Supply</b>					
CP1 Spatial Development Strategy	n/a	Concentrating development in towns and local service centres; Avoiding development in areas with highest flood risk; Concentrating on reusing previously developed land.	Proportion of new development with planning permission / completed in Selby /Selby Area Action Plan area, Sherburn in Elmet, and Tadcaster. By Flood Zone By PDL	At least 51% all development within towns and local service centres. 100% development outside Functional Flood Plain More than 50% of housing development on PDL between 2004 – 2017	SDC Landowners Developers <u>Environment Agency</u>
CP2 Scale and Distribution of Housing	1, 3, 4, 5, 6, 7, 8, 14	Meeting annual Regional Spatial Strategy minimum target for housing delivery; In accordance with preferred spatial distribution.	Overall completions. Amount of new development approved /completed by location. (Selby/ Selby Area Action plan Area, Sherburn in Elmet, Tadcaster,	440 dwellings completions per year District wide. Minimum of 7480 new dwellings up to 2026 -	SDC Developers Landowners



Selby District Consultation Draft Core Strategy February 2010

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
			designated service villages and secondary villages)	distributed approximately as set out in policy.	
CP3 Housing Land Supply	1, 2, 3, 5, 7, 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	
<b>Creating Sustainable Communities</b>					
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, 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.	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.	SDC HCA RSLs Developers Landowners

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
			<p>Range of dwellings types.</p> <p>Commuted sums collected and spent on providing affordable homes.</p>	<p>To reflect the size and types of homes in the market housing scheme or reflect SHMA/local needs assessment for 100% AH schemes</p> <p>That 100% of collected monies are spent on providing AH</p>	
CP6 Rural Exceptions	2, 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	To cater for the needs of all sectors of the community.	<p>Number of pitches with planning permission / completed for gypsies / travellers</p> <p>Number of new 'quarters' with planning permission / completed for Showpersons.</p>	To meet identified needs from a local needs assessment.	SDC Landowners Travelling Community RSLs NYCC

Selby District Consultation Draft Core Strategy February 2010

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
CP8 Access to services, community facilities, and infrastructure	1, 2, 8, 10, 13, 14	To ensure the appropriate services, facilities and infrastructure is provided to meet the needs of new developments.  Including utilities, highways infrastructure, access to health services, and provision of green infrastructure.	Net gains and losses of services / facilities and ROS / green infrastructure within Parishes.  Committed sums collected for ROS and other Community Facilities.	Net gains in ROS / green infrastructure land area.  Improved quality of ROS / green infrastructure as evidenced through assessment and regular review.	SDC Service providers / utilities Parish Councils NYCC PCT Developers Public transport providers
<b>Promoting Economic Prosperity</b>					
CP9 Economic Growth	1, 2, 3, 4, 6, 7, 8, 9, 10	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.	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.	Planning permissions granted / completion of 20 – 30 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.	SDC Yorkshire Forward Landowners Developers

Selby District Consultation Draft Core Strategy February 2010

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		Promoting recreation and leisure uses.		Reduced outward commuting patterns by 2021 Census.	
CP10 Rural Diversification	2, 3, 4, 6, 7, 8, 9	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, 3, 6, 7, 8, 9, 10,13	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	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	SDC Local businesses and landowners

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
		<p>other existing facilities.</p> <p>Vitality and viability of town centres strengthened by resisting the loss of existing shops and services and encouraging the provision of a variety of shops (sizes and types); and focussing proposals for offices within the defined town centres or in office park locations as identified by future DPDs.</p>		<p>in MHE UK Shopping Index</p> <p>No net loss in viable retail floor space and other existing facilities within villages</p>	
<b>Improving the Quality of Life</b>					
CP12 Climate Change	3, 6, 7, 8, 15, 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>Flood storage capacity</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>

Selby District Consultation Draft Core Strategy February 2010

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
CP13 Improving Resource Efficiency	15	Promote increased resource efficiency and reduction in resource use.	<p>% of residential and non-res schemes meeting threshold / 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	15	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>	At least 14MW by 2010 and 32MW by 2021 (subject to review in 2010).	Government SDC Landowners Developers

Selby District Consultation Draft Core Strategy February 2010

Core Strategy Policy	Core Strategy Objectives	Intended Outcome	Proposed Indicators	Target	Delivery Agencies
			schemes – not grid connected Level of co-firing in District's power stations.	Increase year on year. To meet regional targets.	Power companies
CP15 Protecting and Enhancing the Environment	2, 4, 11, 14, 16	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	No net losses in protected areas.  Net gain in biodiversity  Meeting habitat targets in the National and Regional 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, 12, 14, 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 in schemes of 10 dwellings or more adopting Lifetime Neighbourhood objectives and achieving 'Very Good', 'Building for Life' standard.  No. of homes meeting 'Lifetime Homes' Standards.	100%        Increase year on year.	SDC Developers

## Appendix 1

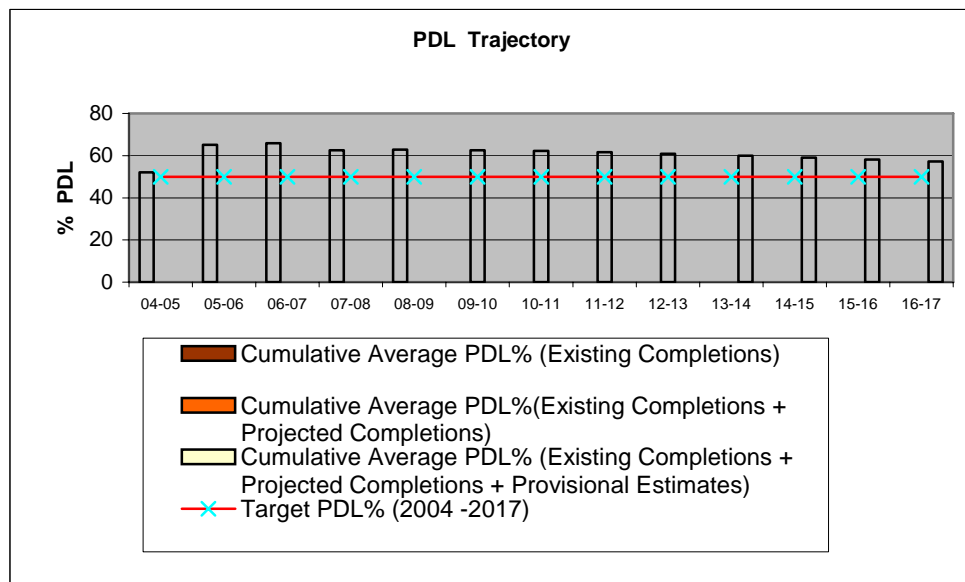
### Previously Developed Land Trajectory

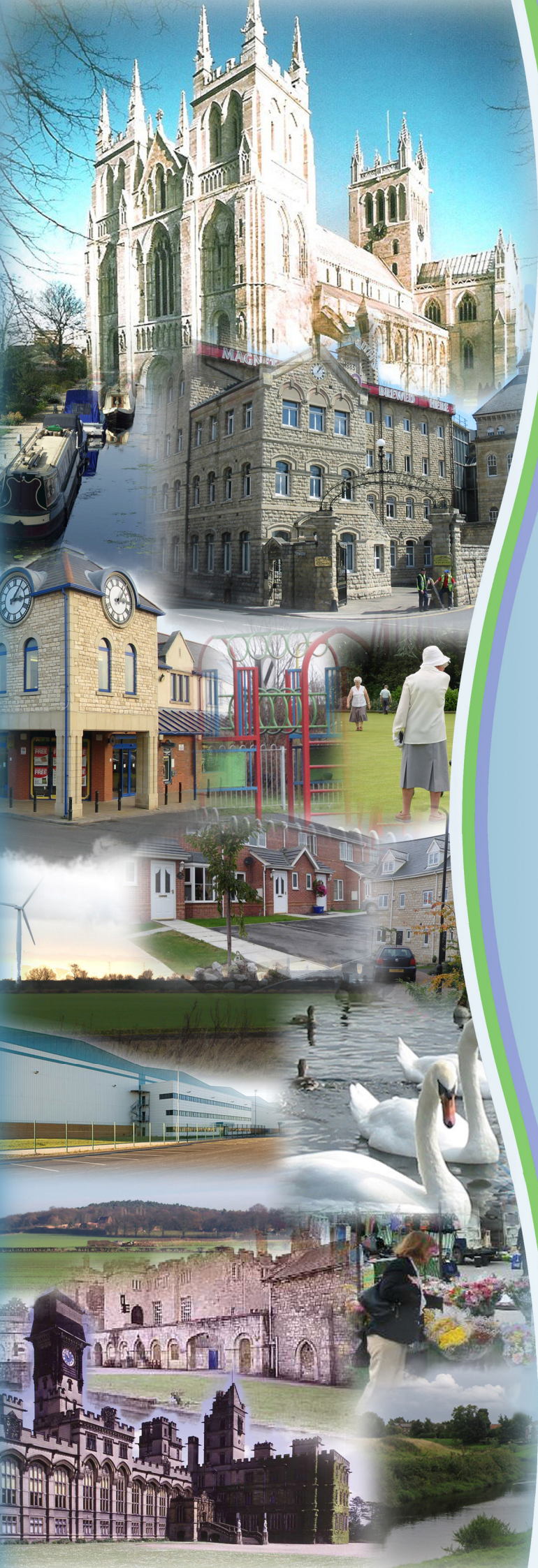
1. PPS3 indicates that Local Development documents should include a local previously developed land target and trajectory. This Appendix provides the background information used in selecting a long-term target for the proportion of dwellings to be constructed on previously developed land.
2. The Regional Spatial Strategy sets an overall target of 65% of housing development to be on PDL or provided through conversions, over the period of the RSS (2004 –2026). It is recognised, however, that there is likely to be significant differences in what can be achieved in different local authority areas. In general, there will be fewer opportunities in rural areas and smaller settlements. The RSS indicates that, in line with PPS3, all Local Development Frameworks should set local targets for previously developed land.
3. The original Draft RSS included a lower than regional average target figure of 45% of dwellings on PDL for Selby District, in recognition of the potential limitation on PDL within a rural area. However the final RSS does not include specific targets for local authorities. Analysis of the Council's overall Previously Developed Land Trajectory reveals that there is capacity for a modest increase over and above the Draft RSS target. 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 within the three towns, it is inevitable that this percentage will not be maintained. Work will continue to be undertaken through the Selby Area Action Plan and Allocations DPD 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.
4. In the above circumstances, a practical target of 50% of new dwellings on previously developed land and 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.



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. 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 50% target than annual split figures which are highly variable and do not allow the overall trend to be easily discerned.

**Figure 9 Previously Developed Land Trajectory**





# Glossary

## Glossary of Terms

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
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.
Area Action Plan		A DPD for areas of change or conservation.
Brownfield land		Another phrase for 'PDL' - see below
Commitments		Number of homes with outstanding planning permission.
Completions		Number of homes built and finished ready for occupation, usually expressed as figures for a particular year (from April to March)
Development Limits		Defined in the SDLP as the boundary between settlements and the open countryside and therefore establishes where relevant policies apply.
Development Plan Document	DPD	Part of the suite of documents which make up the LDF. Could include Allocations DPD, Development Management DPD and Area Action Plan DPD.
Employment Land Study	ELS	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

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		justification for policy direction. Ensures decisions are soundly based.
Government Office for Yorkshire and the Humber	GOYH	The regional office for the Secretary of State.
Green Belt		Statutorily protected areas of land 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. ( <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.
Integrated Regional Strategy	IRS	Strategy to replace RSS which will tackle climate change, economic, planning, transport, housing and quality of life issues. Being coordinated through LGYH, Yorkshire Forward and sub- regions working together.
Issues and Options	I&O	First stage of the statutory plan making process. The Core Strategy 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 new planning documents required under the Planning and Compulsory Purchase Act 2004. Forms part of the 'development plan' along with Mineral and Waste DPDs prepared by NYCC and the



<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
		higher tier Regional Spatial Strategy. The Core Strategy is one of the suite of plans that will make up the LDF, which will replace 'saved' Selby District Local Plan policies.
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 (3 <sup>rd</sup> ) version approved July 2009
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.
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>
Net		In relation to housing requirement. Describes number of homes required taking account of homes lost through conversion of demolition.
North Yorkshire County Council	NYCC	Sub-regional tier of government responsible for amongst other things Social Care, Education 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 Statement	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.

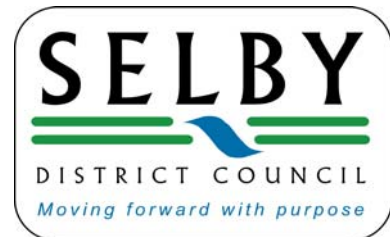
<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
Previously Developed Land	PDL	Defined in PPS3 (Housing) as land which is or was occupied by a permanent structure, including the curtilage developed land and any associated fixed surface infrastructure. Also known as 'brownfield' land.
Principal Town		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 public open space in the form of allotments, 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.
Secretary of State	SoS	Government minister who approves or not planning documents submitted by LPAs.
Selby Area Action Plan	SAAP	The administrative area of Selby town and including adjoining parishes of Barlby/Osgodby, Brayton and Thorpe Willoughby as identified on the latest LDS.
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.
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	SFRA	An SFRA assesses flood risk at a District

<b>Full Title</b>	<b>Abbreviation</b>	<b>Summary</b>
Assessment		level. The SFRA for Selby District is being 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 future development sites in light of the flood risk findings.
Strategic Housing Market Assessment	SHMA	Study to determine housing needs in a District including need for affordable housing and tenure, types and sizes. Selby SHMA was undertaken in 2009.
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 and jointly responsible with LGYH for producing the Integrated Regional Strategy.





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



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