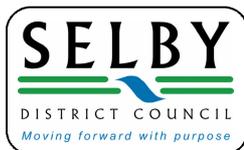


**Selby District  
Core Strategy**

**Addendum to Background Paper No. 3**

**Housing Distribution Options**

**January 2012**



## **1. Introduction**

- 1.1 The Examination in Public (EIP) into the Submission Draft Core Strategy (SDCS, May 2011), which ran from 20 September to 30 September 2011 was suspended to allow the Council to address the following three topics, as set out in the Inspector's Ruling:
- (i) The overall scale of housing development over the plan period;
  - (ii) The scale of housing and employment development proposed for Tadcaster and the implications for the Green Belt;
  - (iii) The strategic approach to Green Belt releases.
- 1.2 Regarding the scale of overall housing development the Inspector concluded that the Council's case for relying on the RSS figure was not sufficiently robust and the Council should reconsider the overall housing target in the light of the most up-to-date evidence.
- 1.3 The issue regarding the scale of development for Tadcaster is about the evidence to substantiate the proposed level of growth and whether that robustly reflects the evidence base, and if that amount is appropriate or deliverable given land availability issues and that fact that the town is constrained by Green Belt designation to the west.
- 1.4 For more detailed further information on the Scale and Distribution of Housing (covering the first two points at Paragraph 1.1 above) see new Background Paper 14, January 2012 (which replaces Background Paper 9 Local Housing Target, January 2011).
- 1.5 This Background Paper Addendum considers the Housing Distribution Options within the context of the issues arising from the EIP.
- 1.6 For a summary of the proposed changes to the SDCS see Background Paper 11a. All the Proposed Changes to the SDCS are published in a composite Schedule (January 2012).

## **2. Distribution Options**

- 2.1 During the Suspension period further work was undertaken by the Council to review the evidence base on housing numbers including for example:
- a new Housing Paper (Arup 30 November 2011).
  - an updated SHLAA 2011.
  - further Sustainability Appraisal work (SA Addendum December 2011).
- 2.2 The Council starting point was to test if the existing strategy for housing distribution - which has been established through previous consultation stages on the Core Strategy and is in general conformity with RSS, and in line with the principle of distributing housing growth commensurate broadly with affordable housing needs, remains sustainable in the light of the review of the numbers and the evidence base for the distribution between settlements (see main part of this Background Paper 3, February 2010).

- 2.3 It is not suggested that there is a change to the preferred strategy set out in the Core Strategy as outlined in the Council's Written Statement No.7 for the EIP. That is; the Core Strategy aims to balance sustainability considerations/concentrating growth in Selby, satisfying locally identified housing need, while reflecting physical and other constraints.
- 2.4 The SDCS (Section 5) sets out how the affordable housing need identified from the SHMA<sup>1</sup> 2009 was one of the factors to be taken into account as an appropriate starting point for determining the split of development between the hierarchy of settlements in the District. The main part of this Background Paper No. 3 (February 2010) provides the background to that approach and The Housing Paper<sup>2</sup> confirmed that this was a robust approach.
- 2.5 The SDCS however altered the balance between the two Local Service Centres to that indicated by the SHMA. The proportion of development allocated to Sherburn in Elmet was less than that suggested through the Strategic Housing Market Assessment, in recognition of the scale of recent development and current permissions (which 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. (Para 5.17 of the SDCS).
- 2.6 In Tadcaster the scale of development proposed reflected the fact that only limited opportunities have been available over some considerable time, combined with the need to increase the vitality of the town and its centre through additional housing growth (para 5.18 of the Core Strategy).
- 2.7 As such the SDCS indicated that both Sherburn in Elmet and Tadcaster each had 9% of the District-wide housing requirement.
- 2.8 There was debate at the EIP about whether that was an appropriate approach. Although that policy was well-intentioned, it has to be accepted that it is difficult to demonstrate with hard evidence the figures presented. However it is now recommended that a more robust approach is that the split reflects the SHMA evidence base (as set out at Figure 1 below) without alteration.

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<sup>1</sup> Selby District Strategic Housing Market Assessment, by Arc4 for SDC, 2009

<sup>2</sup> Arup for SDC, 30 November 2011

**Figure 1 Distribution based on Affordable Housing Needs identified in the SHMA**

(gross figures)	Dwellings	%
Tadcaster	16	3.9
Northern sub-area	13	3.2
	29	7.1
Sherburn	43	10.5

Source SHMA 2009, Table D19

- 2.9 The Councils SHMA suggests that approximately 11% of District wide affordable need originates in Sherburn in Elmet, and approximately 7% in Tadcaster, including identified affordable need in the northern sub-area<sup>3</sup> owing to the absence of Designated Service Villages (DSVs) in the sub-area and limited development opportunities in surrounding villages. There are limited opportunities for new housing (scale and nature of settlements) in the DSVs of Appleton Roebuck, Ulleskelf and Church Fenton and this is compounded by the geographical remoteness of the northern sub-area (partly due to the configuration of the river here which makes access tortuous). The scale of envisaged growth in the DSVs here will not cater for affordable need and as such Tadcaster should also provide for meeting the needs of the rest of the Northern Sub-area.
- 2.10 This is not the case for Sherburn in Elmet as the Western Sub-Area contains more DSVs which by their location, nature and scale could reasonably be expected to cater for the identified need in that Sub-area.
- 2.11 This represents a closer reflection of the hard evidence base and is not simply a reduction in Tadcaster which is being passed onto Sherburn in Elmet. Both settlements are now proposed to accommodate their own needs, based on affordable housing evidence in line with the distribution strategy already contained in the SDCS and explained in the main Background Paper 3. Although the proportions are amended between the two LSCs in comparison to the submission Core Strategy (the Core Strategy CP2 uses 9% and 9%, compared to 7% and 11% here), the combined figure for the LSCs remains the same at 18%.
- 2.12 Using the split for LSCs from the above analysis and assuming the existing amount in Selby as the Principal Town (from the previous strategy in CP2 of

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<sup>3</sup> The sub areas are defined in the SHMA

51% which would cater for affordable housing needs from other settlements) remains the same, the proportion for other lower order settlements can be calculated. See Figure 2.

**Figure 2**

(gross figures)	%
Selby	51
Tadcaster	7
Sherburn	11
Other settlements	31
Total	100

- 2.13 However the 'other settlements' need differentiating between Designated Service Villages (DSVs) and Secondary Villages (SVs). It is not appropriate to allocate sites for development in SVs because it would be contrary to RSS and be unsustainable (although the existing planning permissions in SVs which are effectively already committed contributions to housing supply can be taken into account in Policy CP2 when calculating the land requirement).
- 2.14 The proposed revised scale and distribution is set out below at Figure 3. The actual figures are rounded for the proposed revised policy in line with the Inspector's views that Policy CP2 should be strategic and not concerned with precise numbers of dwellings (as with the already published minor amendment).

**Figure 3**

	%	Minimum require't 16 yrs total 2011-2027	dpa	Existing PPs 31.03.11*	New Allocations needed (dw)	% of new allocations
Selby**	51	3672	230	1145	2527	47
Sherburn	11	792	50	74	718	13
Tadcaster	7	504	32	140	364	7
Designated Service Villages	29	2062	129	286	1776	33
Secondary Villages***	2	170	11	170	-	-
<b>Total</b>	<b>100</b>	<b>7200***</b>	<b>452</b>	<b>1815</b>	<b>5385</b>	<b>100</b>

\* Commitments have been reduced by 10% to allow for non-delivery.  
 \*\* Corresponds with the Contiguous Selby Urban Area and does not include the adjacent villages of Barlby, Osgodby, Brayton and Thorpe Willoughby.  
 \*\*\* Contribution from existing commitments only.  
 \*\*\*\* Target Land Supply Provision (450 dwellings per annum x 16 years)

- 2.15 As such there is no change to the overarching strategy for distributing the housing development to the most sustainable locations (same proportion going to the LSCs) although the actual figures have varied. The key issue then is whether the new overall housing figure and the proposed alteration to the distribution can be accommodated within the existing strategy.
- 2.16 For example, the figure for new allocations in Sherburn in Elmet has increased from 500 dwellings to 718 dw and Tadcaster has reduced from 460 dw to 364 dw. See Figure 4 below
- 2.17 Figure 4 below shows how this revised split and the proposed District-wide annual average housing requirement of 450 dpa (new see Background Paper 14 and Arup Housing Paper), alters the split between Tadcaster and

Sherburn in Elmet (also taking account of the update of planning permissions to 2011 from 2010 base) would change the level and distribution of new housing allocations in the Core Strategy as submitted. This assumes no change to the overall distribution strategy (other than the highlighted balance between the two LSCs).

**Figure 4 Comparative Changes to Housing Requirement  
by Settlement Hierarchy**

	<b>Overall Requirement Current %</b>	<b>Overall Requirement New %</b>	<b>Current CP2 New Allocations</b>	<b>Proposed New Allocations</b>	<b>Differenc e</b>
Selby	51	51	2336	2527	+191
Sherburn	9	11	498	718	+220
Tadcaster	9	7	457	364	- 93
Designated Service Villages	28	29	1573	1776	+203
Secondary Villages	3	2	0	0	0

### **3. Conclusions**

- 3.1 This paper sets out how the distribution of housing remains based on the existing Core Strategy approach for distribution - evidence from the SHMA 2009 on affordable housing needs but provides a more robust approach by avoiding any redistribution based on aspirations presented in the SDCS.
- 3.2 The only redistribution that has occurred is between the two LSCs but that is purely on the basis of a return to the basic data source so that each provides for its own needs and this is not a policy decision to relocate Tadcaster's requirement to Sherburn in Elmet.
- 3.3 This Background Paper considers the overall distribution issues and should be read in conjunction with new Background Paper 14 which considers in more detail the overall scale and distribution of housing growth, why the Council consider Tadcaster should and can accommodate the identified level of growth within the context of the strategy vision, aims and objectives as well as land availability and deliverability issues.