

Selby District Council



Agenda

Meeting: **Extraordinary Executive**
Date: **24 November 2011**
Time: **9.30 am**
Venue: **Committee Room**
To: Councillor Mark Crane, Councillor Mrs Gillian Ivey, Councillor Cliff Lunn, Councillor John Mackman and Councillor Chris Metcalfe

1. Apologies for absence

2. Disclosures of Interest

Members of the Executive should disclose personal or prejudicial interest(s) in any item on this agenda.

3. Selby District Council Core Strategy – Key Decision – To Follow

Report E/11/42 asks the Executive to consider the consequences of the suspension of the Examination in Public and the Inspector's comments.

M Connor
Chief Executive

Dates of next meetings
Executive Briefing 24 November 2011
Executive 1 December 2011

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Selby District Council

REPORT

Reference: E/11/42

Public – Item 3



To: The Executive Meeting
Date: 24 November 2011
Status: Key Decision
Report Published: 18 November 2011
Author: Helen Gregory, Policy Officer
Executive Member: Councillor John Mackman
Lead Officer: Mark Steward, Managing Director

Title: Local Development Framework, Core Strategy
Consequences of EIP Suspension and Next Steps

Summary:

This report sets out the Inspector's concerns regarding the 'soundness' of the Selby District Core Strategy from the Examination in Public (EIP) which took place in September. It highlights the key issues and officer responses to those concerns, setting out the further work which is being undertaken. As a result of the further work it identifies some initial findings and considers potential implications/options relating to proposed policy changes. Councillors are requested to consider in principle changes to the Core Strategy and detailed policy wording. Further information is also provided about what practical steps need to be taken to progress the Core Strategy to meet the published timetable for further public consultation, publication, submission, the reconvened EIP and envisaged adoption in 2012 in accordance with the planning law and policy framework.

Recommendations:

- i. **Note the report**
- ii. **Approve the in-principle approach for considering proposed changes to the Core Strategy**
- iii. **Delegate to officers to develop more detailed policy proposals and Proposed Changes to the Core Strategy for approval by the Executive**

Member for Place Shaping in consultation with Access Selby Managing Director.

- iv. Approve consultation arrangements and approval for Publication and Submission of the Proposed Changes to the Secretary of State in accordance with the prescribed Regulations**
- v. Delegate to officers to make necessary arrangements for reconvened EIP in Spring next year, the date to be confirmed.**

Reasons for recommendations:

Implementation of the statutory development plan for the proper planning of the Selby District.

1. Purpose of the Report

1.1 To inform members about:

- a) the suspension of the EIP into the Selby District Core Strategy (SDCS) and the revised timetable;
- b) the key issues raised by the independent Inspector;
- c) current work on the evidence to deal with the concerns and implications; and
- d) the key options / decisions which need to be made for proposed changes to the submitted SDSCS

2. Background

2.1 Subject to a few outstanding matters (see below), the Selby District Core Strategy (SDCS) examination into the other "Matters and Issues" identified by the Inspector has been completed.

2.2 However, during the EIP, the Inspector identified two main matters on which he considers the SDSCS is unsound; Green Belt and growth at Tadcaster. The Inspector has also identified a significant risk of unsoundness regarding the overall scale of housing development.

2.3 The Inspector requested the Council to consider their position. Three options were suggested by the Inspector:

- Allow the Inspector to conclude the EIP and write his report.
- Withdraw the Core Strategy.
- Request a suspension of the EIP to allow the Council to submit additional information

2.4 The Council requested that the examination be suspended to allow further work to be carried out to address the acknowledged deficiencies in the Core Strategy and the Inspector agreed to this request. His decision is set out in a letter - a copy of which is available on the Council's Website EIP page.

2.5 The Inspector's Ruling set out the following three topics to be addressed at a reconvened EIP:

- (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

2.6 It is important to stress that the decision to grant a suspension does not in any way imply that the plan will ultimately be found sound. The Inspector wishes the Council to keep him fully informed of progress during the suspension and he reserves the right to review the suspension decision if progress is not being made or further suspensions are requested.

2.7 The Inspector has also stated that "it is important that the Council is alive to the consequences of this review. If, upon further investigation, it is apparent to the authority that the changes to the SDCS occasioned by the housing numbers review (or any other matter) do go to the heart of the strategy and necessitate a fundamental re-write, it should be prepared to fully re-evaluate and withdraw the plan immediately".

3. a) the suspension of the EIP and revised timetable

3.1 The revised timetable proposed by the Council on the last day of the EIP, and subsequently agreed by the Inspector is attached in Appendix 1 (along with a note of the meetings which will take place).

3.2 The Council's revised timetable suggests that the hearings will resume in April 2012. It demonstrates that the processes of further consultation and Sustainability Appraisal are included within the suspension period.

3.3 The Inspector wishes the Council to keep him fully informed of progress during the suspension and he reserves the right to review the suspension decision if progress is not being made or further suspensions are requested.

3.4 It should be noted that this timetable is extremely tight. There is a considerable amount of further evidence base work which is ongoing and the options are also being subjected to Sustainability Appraisal in accordance with the regulations.

3.5 There are many other tasks as well as practical and administrative steps that also being undertaken. For example identifying the SDLP policies which may be superseded, whether there are any consequential effects on the rest of the Core Strategy, creating an addendum to the Regulation 30 (Consultation) Statements. These are described in more detail in Appendix 2.

3.6 Once the changes have been presented to Full Council on the 13 December 2011 for consideration, and subject to any comments or amendments, the changes to the Core Strategy will be published in January 2012. Then other parties have the opportunity to make representations on the 'tests of soundness' prescribed in PPS12 (Planning Policy Statement 12 Local Spatial Planning). Following the 6 weeks consultation on the Publication version, the changes will be Submitted to the secretary of state and the reconvened EIP

organised.

- 3.7 As with the current Core Strategy, once the changes have been presented to Full Council for consideration, they are then formally Published and there is not another opportunity for the Council to make changes. The Submitted Changes will be considered at the EIP alongside the representations that will be made by other parties.

Further Changes

- 3.8 As is common practice, between the time that the Core Strategy was published and the Core Strategy was examined at the EIP hearings, the Council published four separate sets of "Proposed Editorial Changes and Minor Amendments" which were produced for various reasons but included responding to representations by other parties and in the light of issues raised by the Inspector during the debate at the EIP itself.
- 3.9 There was insufficient time at the additional hearing session on Friday 30 September to address the four published Proposed Editorial Changes and Minor Amendments prepared by the Council, though some matters were covered during earlier sessions. Because it was difficult to keep track of changes which are incorporated into the four schedules the Council has now prepared a Composite document which lists, in plan order, all the proposed minor changes, allocated unique reference number to each and also identifies any changes which might be regarded by some participants as more than just minor changes (in that they may change the scope or meaning of a policy).
- 3.10 Inevitably as part of the further work currently being undertaken to address areas of potential unsoundness, the Council will wish to publish further changes. Participants will have the opportunity to comment on all the Council's proposed changes in the consultation exercise to be carried out in early 2012. Where necessary, any discussion on these changes will take place when the hearings resume in Spring 2012. However the Inspector envisages that the reconvened EIP will only relate to the three outstanding issues referred to in his decision letter and the other issues that have already been heard at the EIP will not be revisited. This approach does present some inherent conflicts; but it will be for the Inspector to decide to what extent issues relating to the published proposed changes on matters which have already been considered will be debated again at the reconvened EIP.

Inspector's Report and Adoption

- 3.11 The Inspector will complete his report following the reconvened EIP. Under current regulations this is a binding report on the Council. However, if the Localism Act is enacted in the meantime, this would remove the binding nature of his report. If non-binding (as with the SDLP Inspector's Report), the Council will receive the report and decide whether to accept some or all his recommendations. (See also Section 8 below regarding other implications of national policy changes).

4. b) Key issues at the EIP

Scale and Distribution of housing

- 4.1 When considering the overall quantum of housing development over the plan period, the Inspector considers the following matters should be taken into account:
- the latest Department of Communities and Local Government (CLG) trend-based household projections which suggest a significant increase above the Regional Spatial Strategy (RSS) target of 440 dwellings per annum for the District;
 - the statement in policy H2 of the RSS that a partial review of housing growth should be completed by 2011, coupled with the RSS EIP Panel's finding that there was insufficient evidence to recommend housing figures for the 2021-2026 period;
 - the findings of the latest Strategic Housing Market Assessment (SDC, SHMA, 2009) and the evidence about how this should be interpreted; and
 - the evidence at the hearings about migration levels, commuting patterns and so on.
- 4.2 The Inspector also highlights that significant national policy changes (for example the NPPF if published), or changes to the local evidence base; as an example, the forthcoming North Yorkshire Strategic Housing Market Assessment may provide up-to-date evidence which has a bearing on the overall scale of housing development.
- 4.3 The Inspector has given a clear indication that he considers there is a strong body of evidence that points to a current level of need significantly above the RSS target of 440 dwellings per annum.
- 4.4 The Inspector has also concluded that the Council's case for relying on the RSS figure is not sufficiently robust and the Council should reconsider the overall housing target in the light of the most up-to-date evidence. If the Council intends to rely on a housing requirement which is significantly below one which is derived from the latest evidence, it will need to provide cogent justification for so doing, or face the significant risk that the Inspector will find the Core Strategy unsound.
- 4.5 The Inspector considers that the consequences of this further work for the SDCS are not clear:
- If the Council decides to stick with the RSS target (or thereabouts) then there would be no change to the strategy; however, unless there is compelling evidence to support the RSS figure in the face of more up-to-date indicators of need, the authority faces the risk of the SDCS being found unsound.
 - If, on the other hand, the Council decides to increase the overall housing requirement to more closely reflect recent projections, the change could have significant implications for the strategy as a whole. It is not possible to anticipate whether such changes could be assimilated without undermining the principles which govern the scale and distribution of development in the SDCS. This could mean the SDCS

may have to be re-evaluated and withdrawn or it could be found unsound.

Officer comment

- 4.6 *The Inspector refers to the most up to date evidence identifying much higher requirements (as put forward by objectors such as house builders and land owners at the EIP). However, it is not as straight forward as just choosing the latest figures; more analysis needs to be done to determine which is the most robust evidence. There was already debate at the EIP regarding the reliability of the various date based population and household projections in predicting the best growth scenarios for the District. This is a complex area and is discussed in more detail below (under housing paper).*

Land availability particularly at Tadcaster

Land Availability

- 4.7 The Inspector considers that from evidence given at the hearings by agents of landowners in Tadcaster, it is clear that the Council cannot deliver the housing and employment land that it argues is necessary to meet Tadcaster's needs without releasing land from the Green Belt.
- 4.8 The Inspector considers that "given the substantial amount of non-Green Belt land around the perimeter of the town which is suitable for development, the fact that only one site (meeting about a third of the stated need) is to be released by the landowners is highly unusual."

Implications for the Green Belt

- 4.9 The Inspector states that the Council's response, as set out in its Position Statement submitted during the EIP (document SDC/6), is to say that a review of the Green Belt at Tadcaster is necessary if the settlement is to meet the level of development allocated to it. If this position is sustained (see below), the use of Green Belt land for such purposes would be a significant change in the nature of the land to be identified for development. However, the SDCS does recognise that localised Green Belt reviews may be necessary in locations where there are difficulties in accommodating the scale of growth required. In these circumstances, and because the role of Tadcaster as a local service centre would remain the same, it is at least arguable that such a change to the SDCS would not fundamentally undermine the overall strategy.
- 4.10 But, notwithstanding the above conclusion, the Inspector highlights concerns about whether the scale of growth proposed for Tadcaster is fully supported by the evidence.
- 4.11 The Inspector considers that the need to take land out of the Green Belt throws this matter into much sharper focus, for the 'exceptional circumstances' test (as set out in PPG2 Green Belts) is unlikely to be met unless there is both:
- (i) a compelling case for the level of growth proposed for Tadcaster, and
 - (ii) it can be shown that land elsewhere (such as at Sherburn-in-Elmet) would be 'significantly less sustainable' (the phrase at paragraph 2.62

of the RSS).

- 4.12 The Inspector is clear that it is therefore not sufficient to simply say that because there is insufficient land available outside the Green Belt around Tadcaster to meet the identified scale of growth, Green Belt releases are justified. Alternative options, such as accommodating at least part of that growth elsewhere, should be investigated to determine whether the taking of Green Belt land could be obviated or reduced. If, having carried out this exercise, the alternative options are shown to be significantly less sustainable than development at Tadcaster, then the exceptional circumstances test may be met. Of course, other considerations will also have to be taken into account.
- 4.13 In the Inspector's view, the correct approach would be to establish the principles governing Green Belt boundary reviews and then to apply these to Tadcaster as part of the process of determining the appropriate level of growth for the town.

Level of Growth in Tadcaster

- 4.14 The Inspector considers that the Council seems to have pre-empted this process in its Position Statement by stating that the level of growth allocated to Tadcaster should not change. Unless it can provide evidence to substantiate this position, based on proper recognition of the importance of the Green Belt as set out above, it risks a finding of unsoundness.
- 4.15 It is not possible to predict the outcome of such a reappraisal. Nevertheless, it seems appropriate to consider the consequences of the Council deciding, for Green Belt and/or other reasons, that a lesser amount of development should be directed to Tadcaster than is currently proposed.
- 4.16 The Inspector takes the view that a suitable redistribution of part of the housing requirement would not alter the basic principles in the SDCS approach, which include protection of the Green Belt and the provision of housing in sustainable locations, and is unlikely to fundamentally change the overall strategy.

Officer Comments

- 4.17 *The evidence presented at the EIP by landowners in Tadcaster put beyond doubt that the majority of sites identified in the Council's 2008 Strategic Housing Land Availability Assessment (SHLAA) would not be available during the lifetime of the plan (at least up to 2026). The un-deliverability of housing at the level proposed in the Core Strategy makes that element unsound. The Council submitted a response to the EIP suggesting that because the new evidence meant that land within development limits was not available to meet the established and appropriate level of housing for the town then this was 'exceptional circumstances' for altering the Green belt boundaries.*
- 4.18 *Since then, in the light of the Inspector's written views (outlined above) it is clear that the Council must assess:*
- *whether the level of housing in Tadcaster put forward in the Core Strategy is in fact the correct amount*
 - *whether that development can be delivered on non-green belt land in Tadcaster*

- *If not, whether it is sustainable to re-distribute some of the requirement elsewhere*
- *Whether any change goes to the heart of the strategy*

4.19 *In deciding the best course of action the evidence base must be robust and the relative sustainability of the various options need assessing. These issues are considered in more detail below (in Sections 5 and 6).*

Green Belt

4.20 The Inspector establishes that the concern about the SDCS approach to the Green Belt is not that boundary reviews and land releases might be required, for that much is clear from the text at paragraph 4.39 and is supported by Regional Spatial Strategy (RS) policy YH9. Instead, the Inspector believes that the plan fails to give guidance about the considerations to be taken into account when deciding whether Green Belt releases can be justified, and fails to mention the important 'exceptional circumstances' test required by PPG2.

4.21 The Inspector's view is that the over-arching strategy for the District should establish the principles that will govern any Green Belt boundary reviews that are deemed necessary at the Site Allocations DPD (SADPD) stage.

4.22 The Inspector's view is that such an amendment would not represent a major change in the strategy, but would constitute the elaboration which is necessary to ensure that the SDCS is consistent with national and regional policy and can properly fulfil its strategic role.

4.23 However, there are potential implications for the green belt at Tadcaster because of the inextricable links to the land availability and scale of development there (which was outlined above).

Officer Comments

4.24 *It is clear that the Core Strategy should include a Green Belt policy rather than merely referring to the possibility of a review only within the text. The inclusion of a strategic policy to protect the general extent of the Green Belt and to set out under what circumstances a review would be triggered, and abiding by what rules is currently being drafted (draft policy to follow). The detailed issues of developing a PPG2 compliant policy in the light of local circumstances is covered below (in Sections 5 and 6).*

5 c) Up to date evidence and implications/options

Overall housing numbers

5.1 The Inspector was clear (see above) that he was unconvinced by the evidence put forward by the Council that it remains appropriate to rely on the RSS housing requirement figures for the District, without testing whether circumstances have changed in the intervening period, especially in the light of more recent population and household projections suggesting a much higher level of housing growth.

5.2 The Council has therefore commissioned Arup Consultants to produce a Housing Paper. The purpose of this paper is to consider the level of population

and household growth that should form the basis of future housing provision in Selby District area. Key related questions for this assessment are:

- Are RSS figures still appropriate for Selby? Is there sufficient sound robust evidence to defend the approach of relying on RSS figures?
- How has the recession and public sector cuts (or other factors) altered the outlook to 2026? What is the effect of the recession on the RSS estimates and on population and household projections?
- What levels of growth should Selby be seeking to accommodate?
- Should growth be phased?
- What are the consequences of alternative housing provision for Selby District?
- The delivery issues associated with residential development in Tadcaster

5.3 The scope of the work includes a review of:

- The evidence base for the Yorkshire and Humber Plan (RSS).
- The latest evidence in terms of population and household projections (from 2003, 2004 and 2008) including the components of these in terms of natural increase, domestic and international migration.
- Selby District SHMA 2009
- North Yorkshire SHMA 2011¹
- The effect of the recession on both the Yorkshire and Humber Plan estimates and on population and household projections (since all sources, including official sources, still predate the recession).
- The observed effect of trends in the housing market in terms of housing completions, house prices, affordability and housing capacity.
- The effect of the economy on future household and population growth and change.
- Relationships and cross-boundary issues with adjoining authorities, especially Leeds and York.
- Implications of the governments agenda for 'Planning for Growth' and the emerging National Planning Policy Framework (NPPF).

5.5 Appendix 3 of this report provides a Summary of the Main Conclusions by the consultant which includes an analysis of the different housing requirement figures presented by the various data sources.

5.6 It is recommended that 450 dwellings per year or annum (dpa) over the plan period is the most robust figure to use. This compares to 440 dpa set out in the Regional Spatial Strategy (RSS).

5.7 The final Housing paper will provide more detailed analysis of the factors which have been taken into account in recommending the 2004 based CLG household projections as the most appropriate as the basis for determining the

¹ It is envisaged that the NYSHMA will be published on 12 December 2011 following consideration at the Strategic Housing Board meeting.

housing requirement for the Core Strategy at 450 dpa.

- 5.8 The plan period for the Core Strategy will run from 2012 to 2027 (15 years from the date of adoption). The base date for the latest 'commitments' from planning permissions is 2011. So, over the 16 years from 2011 to end of the plan period of 2027, this means an increase in the overall housing requirement of 600 dwellings from 6600 dw (440 dw x 16yrs)² to 7200 dw (450 dw x 16 yrs).
- 5.9 In his Decision Letter, the Core Strategy EIP Inspector envisaged a potential substantial increase in housing numbers when more recent housing projections were taken into account. However, as outlined in the main report, the Inspector is also keen that the most robust evidence is used.
- 5.10 The Brief for the Arup Housing Paper was to review all the available data sources and assess which would be the most robust – not which one would provide the lowest figure nor to find ways of justifying the RSS figure. The study started from a blank sheet and looked at what would be the most appropriate figure for Selby District over the plan period. The housing requirement figure must also be deliverable and so the study considers other factors. The Inspector was clear that proposals must be deliverable to be considered sound.

Distribution between the settlement hierarchy

- 5.11 It is not suggested that there is a change to the preferred strategy set out in the Core Strategy (and as outlined in the Council's Written Statement No.7 for the EIP). That is; the Core Strategy aims to balance sustainability considerations and concentrate growth in Selby, satisfying locally identified housing need, while reflecting physical and other constraints.
- 5.12 The Core Strategy (Section 5) sets out how the affordable housing need identified from the SHMA³ 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 Housing Paper⁴ confirmed that this was a robust approach.
- 5.13 The combined DSV housing requirement distributes affordable housing more broadly across the key rural settlements. However, in this respect the proportion of development proposed for the Designated Service Villages is less than their corresponding proportion of affordable housing need, as this would not be compatible with the broader sustainability objectives of the Strategy. The Strategy therefore recognises that a significant element of affordable housing need will be met in Selby.
- 5.14 The scale of development promoted in Tadcaster and Sherburn in Elmet is broadly proportionate to the proportion of identified affordable housing need. The Councils SHMA (CD 24) suggests that approximately 11% of District wide affordable need originates in Sherburn in Elmet, and approximately 7% in

² The current Core Strategy period was also 16 years from 2010 – 2016 because the latest information then was at 2010 and the expected date of adoption was 2011

³ Selby District Strategic Housing Market Assessment, by Arc4 for SDC, 2009

⁴ Arup for SDDC, November 2011

Tadcaster, including identified affordable need in the 'northern sub-area' owing to the absence of Designated Service Villages in the sub-area and limited of 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.

- 5.15 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.
- 5.16 As such the proposed split between the two Local Service Centres would be as shown in Table 1 based on affordable housing need in the SHMA.

Table 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

- 5.17 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 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 Table 2.

Table 2

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

- 5.18 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. However the contribution SVs are already making by what's already committed through planning permissions for 'windfalls' can be taken into account.
- 5.19 The proposed revised scale and distribution is set out below at Table 3. The actual figures will be rounded for the proposed revised policy in line with the Inspector's views that CP2 should be strategic and not concerned with precise numbers of dwellings (as with the already published minor amendment).

Table 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	-	-
Total	100	7200***	452	1815	5385	100

* 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)

Comparison to Submission Core Strategy

- 5.20 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%.

- 5.21 The Submission Draft Core Strategy altered the balance between the two LSCs 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 Core Strategy).
- 5.22 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).
- 5.23 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. As such it is now proposed to simply reflect the evidence in the SHMA as set out at Table 1 above.
- 5.24 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.
- 5.25 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.

**Table 4 Comparative Change to Housing Requirement
by Settlement Hierarchy**

	Overall Requirement Current %	Overall Requirement New %	Current CP2 New Allocations	Proposed New Allocations	Difference
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

6. Can the revised figures be accommodated within the existing strategy hierarchy of settlements? (Deliverability issues)

SHLAA 2011 – overall land supply and deliverability

- 6.1 The production of a SHLAA is required by national policy on housing (PPS3) to ensure that land availability is not a constraint on the delivery of more homes. Local Planning Authorities have to identify enough land to ensure the continuous delivery of new homes in their area over the next 15 years.
- 6.2 The SHLAA is a technical document that examines the extent to which land and sites are available, developable and deliverable over time. It is not a policy document. The SHLAA is a key tool in the development of housing policies and proposals. The primary role of the SHLAA is to: -
- Identify sites with potential for housing
 - Assess their housing potential, and
 - Assess when they are likely to be developed
- 6.3 The current SHLAA was undertaken in 2008 and completed in 2009. There had always been the expectation and intention that the information would be updated annually. In common with other local planning authorities there have not been the resources to achieve that. Notwithstanding this, the Council's case at the EIP was that the SHLAA fulfilled its role and provided a robust evidence base for Core Strategy purposes.

- 6.4 However, for the following reasons it is now essential that the update should be done as soon as possible:
- new evidence presented during the EIP regarding landowners' intentions / land availability at Tadcaster
 - a significant amount of new sites have been put forward by landowners through the Site Allocations DPD work, and
 - the need to base decisions on overall scale and distribution of housing on the most up-to-date information
- 6.5 Since the EIP was adjourned, the Council has already made significant progress in updating the SHLAA. The Methodology has been reviewed and a Stakeholder Working Group taken place to consider any potential changes to the process. In general the method remains the same with some minor tweaks to ensure it takes account of the latest government guidance.
- 6.6 The Council has contacted everyone on its Local Development Framework database and the SHLAA mailing list to ensure all interested parties are involved. The Council has written to owners / agents of the Phase 2 SDLP sites. These have now been 'released' and it is important that we understand the land owners' intentions when analysis of the potential housing land supply over the plan period is finalised.
- 6.7 All new sites identified through the Site Allocations DPD process so far have already added to the database. In addition to the latest consultation (including a call for sites) on the Site Allocations DPD with a cut off date of the 2 December, a general 'call-for-sites' was published on the Council's website with a cut off date of 15 November for the SHLAA, in order to identify any further opportunities. These are currently being added and assessed.
- 6.8 The analysis of sites and consultation with the Stakeholder Working Group and key utility / service providers is yet to be completed. This will be necessary to determine the amount and location of suitable land potentially available to deliver housing in the various time periods (0-5, 6-10, 11-15 years).
- 6.9 This information is needed to be able to make decisions on whether the overall scale and distribution of housing proposed (as a result of the Housing Paper analysis referred to above) is deliverable in general terms.
- 6.10 The final detailed figures will not be available until December. However, information from the previous SHLAA is summarised in Appendix 4 which demonstrates a substantial amount of potential capacity over the plan period of approximately 18000 dwellings.
- 6.11 The main point is whether there is enough land available at Tadcaster (even for the proposed reduced figure there). More detailed analysis has been undertaken in that settlement based on the information provided at the EIP. Attached as Appendix 5 are the Tadcaster Updated SHLAA Results.
- 6.12 There was conflicting evidence put forward by the landowners of sites

PHS/73/005 and PHS/73/010 which present a different figure. They suggest that the two sites combined could deliver 250 dw, whereas the SHLAA assessment puts the figure at only 131 dwellings.

- 6.13 This evidence is however rejected because the whole of site 010 is not developable due to flood risk issues and that the 250 dw on 2.11 hectares equates to 118 dwellings per hectare which is considered unreasonable.
- 6.14 From our information it is clear that capacity on sites (using 35 dwellings per hectare in the SHLAA) which are known to be available within the plan period is only 149 dw compared to the approximately 364 dw required (see Table 3 above) in Tadcaster; creating a shortfall of about 215 dw.

Testing Capacity

- 6.15 In addition to identifying a land supply through the SHLAA it is also key that the capacity of settlements to accommodate additional development is tested in terms of services and infrastructure. This was undertaken in developing the submission Core Strategy through its stages by liaising with service providers such as Yorkshire Water, Environment Agency and Highways Authorities. The Infrastructure Development Plan (IDP) has developed through this process too and work is ongoing with the Site Allocations DPD.
- 6.16 Because the overall scale of development has increased it will be important to check with stakeholders that these changes can be accommodated. This work will be undertaken as part of the SHLAA and updating the IDP (which will need to be submitted with any changes to the Core Strategy). Consultations and meetings with stakeholders are already planned.

7. What are options for delivering the housing requirement?

7.1 Appendix 6 outlines the options and implications of accommodating the shortfall of 215 dwellings required compared to land available from the 2008 SHLAA.

7.2 The available options in order are:

Plan A - Accommodate the 200 in Tadcaster by:

- 1a Identifying further sites in Tadcaster on non-Green Belt land through the current SHLAA update or
- 1b Work with landowners / last resort CPO to bring existing sites forward or
- 1c Establish exceptional circumstances for a Green Belt review if the alternative is sites on non-green belt land are significantly less sustainable

PLAN B – Reduce Tadcaster figure by 200 and relocate the numbers to (in preference order):

1. Selby

2. Shared between Selby and Sherburn in Elmet
3. Sherburn in Elmet.

7.3 Plan A is based on the evidence and existing planning strategy that Tadcaster should accommodate its identified requirement because:

- Tadcaster is a Local Service Centre
- Would protect the appropriate settlement hierarchy
- It should accommodate its own identified needs
- Would support regeneration of the town
- Would seek to reverse the observed decline in population in Tadcaster*

** between 2002 and 2009 the Selby District population increased by 6.6%, and that of Sherburn by 2.5% but the population of Tadcaster decreased by 1.1%. (Arup 2011)*

7.4 Until the SHLAA Update is further advanced, it is not possible to determine precisely whether Plan A1a is achievable.

7.5 Rejected options at this stage are redistributing the dwellings to lower order settlements (DSVs) because that would undermine the overall strategy.

8. Other Issues for housing delivery

Planning for Increased Housing Delivery

8.1 The Ministerial Statement in March this year “Planning for Growth” and the letter to all Chief Planning Officers is clear that Local planning authorities should “press ahead without delay in preparing up-to-date development plans, and should use that opportunity to be proactive in driving and supporting the growth that this country needs. They should make every effort to identify and meet the housing, business and other development needs of their areas, and respond positively to wider opportunities for growth, taking full account of relevant economic signals such as land prices.”

8.2 The Draft NPPF emphasises the need for LPAs to establish realistic assumptions about the availability, suitability and the likely economic viability of housing land to meet the identified requirement for housing over the plan period. The NPPF specifies that LPAs identify 20% headroom in the 5-year land supply (the equivalent to requiring 6 years of land supply). It should be stressed, that this requirement for 20% headroom, relates to land supply *per se*, and does not require the overall housing numbers to increase.

8.3 Four tests of Soundness for Local Plans are set out within the Draft NPPF. These require Local Plans to be: *positively prepared, justified, effective* and

consistent with national policy. This means that Plans need to represent the most appropriate development strategy to meet objectively assessed development needs and be deliverable over the plan period.

8.4 The proposed figure put forward for Selby District in the light of the Housing Paper recommends 450 dpa taking into account the considerations outlined above. However Councillors may wish to consider if it would be beneficial to make an additional allowance for extra housing development over the identified requirement of 450 dpa in the light of the sentiments expressed above (planning for growth).

8.5 The advantages of this approach would be:

- Providing flexibility and promoting additional growth with associated economic benefits
- More opportunities for meeting affordable housing requirements
- Off-set some of the pressures the District could face from adjoining authorities.

8.6 However it should also be borne in mind that the target should be deliverable. The work undertaken by Arup took this element into account in recommending the 450 figure. Any uplift would also have to be evidence based.

Phased Housing Delivery

8.7 For the reasons highlighted in the Housing Paper and the Summary (forecasted slow recovery in the early part of the plan period/deliverability), it may be appropriate to phase the target of 7200.

8.8 A suggested approach may be:

1 st 6 years	2011 – 2017	400 dpa = 2400 dw
2 nd 10 years	2018 – 2027	480 dpa = 4800 dw

9. Green Belt

9.1 Some proposed text and new policy have been drafted (see Appendix 7 – to follow)

9.2 The main issues of concern and the intended scope of a new green belt policy cover the following general points:

1. the general extent of the green belt will be protected
2. what the exceptional circumstances would be to undertake a green belt review
3. whether there is a case to identify any specific locations in the District where there maybe to be a necessity to alter boundaries
4. that any review will be undertaken as part of the Site Allocations DPD
5. establish the broad criteria for how a review would be done

6. the introduction of policy for Major developed Sites in the Green belt (which is currently covered in the saved SDLP and not in the Core Strategy).

10. Sustainability Appraisal

- 10.1 Consideration of all the evidence and assessment of the options for amending the Core Strategy will be informed by and subject to Sustainability Appraisal (SA). The Council is closely liaising with consultants who are undertaking this work on our behalf.

11. Proposed Changes Required to Core Strategy

CP2 The scale and Distribution of housing

- 11.1 This policy sets out the overall quantum and broad distribution of the housing requirement across Selby town, Sherburn in Elmet, Tadcaster, the Designated Service Villages and the Secondary Villages. Revisions to the overall numbers and alterations to the distribution between settlements need to be incorporated.
- 11.2 A revised draft Policy CP2 is produced in Appendix 8.
- 11.3 The revised policy also includes the already published minor changes to the policy for clarity; correct an anomaly; and rounding of numbers in response to the debate at the EIP and the Inspector's comments.
- 11.4 It also brings the based date forward from March 2010 to March 2011 because that is the most up-to-date information. Because PPS3 requires plans to cover at least 15 years from adoption which is expected to be in 2012 (taking it to 2027), the policy also provides for 16 years of growth from the base date. This follows the approach taken in the currently published Core Strategy.

CP3 Managing Housing Land Supply

- 11.5 Because the delivery of land is key to ensuring the soundness of the plan, it is proposed that Policy CP3 is amended to ensure the various options for managing the housing land supply are clear (currently the options are only included in the supporting text of the Core Strategy). The redrafted draft policy is provided in Appendix 9 (to follow).

12. Other issues to be taken into account during suspension and at reconvened EIP

- 12.1 It is possible that there will be some significant national policy changes, or changes to the local evidence base, that will have to be addressed when the examination resumes in Spring 2012.
- 12.2 For example the Localism Bill and the NPPF, both of which will have significant impact on the LDF process. The Localism Bill received royal assent on 15 November 2011.

- 12.3 The Act states that the Secretary of State may by order revoke the whole or part of a RSS. The Enactment Orders can affect exactly when different parts of the Act come into force. The Government does not give a cast-iron guarantee about timing but on current estimates (as of November 2011), they aim for many major measures to come into effect in April 2012. These include:
- The general power of competence for local authorities
 - The community right to build
 - Planning reforms including the changes to planning enforcement rules
 - Reforms to social housing tenure and council housing finance
- 12.4 The Draft NPPF (National Planning Policy Framework) was published for consultation in July 2011. When finally published, this will replace the existing policy framework of the PPSs and PPGs. Again a firm date is not established but the Government has stated that it is likely to be before April 2012.
- 12.5 It is still not clear yet what the transitional arrangements will be for those LDF documents which are as well advanced as the Selby Core Strategy.
- 12.6 Whilst not having a direct bearing on the Core Strategy, it is worth noting that the delay in the Core Strategy will have a knock on effect for the timetable of subsequent LDF documents including the Site Allocations DPD and Development Management DPD. We are currently assessing the implications and impact on a revised Local development Scheme (the timetable for producing LDF documents).

13. Legal/Financial Controls and other Policy matters

Legal Issues

- 13.1 The report has been prepared following the Examination in Public and is the Council's response to the Inspector's agreement to a suspension.
- 13.2 The risk of legal challenge or Judicial Review is high which would lead to further delays and additional costs. However, it should be noted that although the risk of challenge is high, this is not an acceptance that the decision to suspend is flawed in any way or that such a challenge, if one were to materialise, would have merit.
- 13.3 The delay in progressing the Core Strategy by such a legal challenge would have implications for ensuring an up-to-date local plan for the District. The added complexity is the imminent introduction (dates not known but likely during the next 6 months) of the Localism Act and the NPPF.
- 13.4 Prior to the EIP reconvening, Full Council will need to have considered the appropriate delegations to officers regarding any decisions that may be required to be taken during the reconvened hearing.

Financial Issues

- 13.5 The initial assessment indicates there would be an additional cost of £40 – 50k.
- 13.6 The six-month delay necessitated by this new work and in addition the further possibility of delay due to legal challenge may have other knock on effects (as outlined in 8.2 and 9.2 above). Depending on the timing, revised content and transitional arrangements for the Localism Bill and NPPF, this may trigger the need for a wholesale review of the evidence base or rethink on how best to progress the suite of LDF documents - although the effect of this is not known at this stage.

14. Conclusion

- 14.1 The report seeks to set out the very complex issues that need to be considered to progress the Core Strategy. Clearly the emerging new evidence is the key to the process of determining the best course of action in planning terms. All available further evidence will be provided at the earliest opportunity.
- 14.2 Given the evidence provided so far, the 450 dpa target is considered a robust figure to take forward at this stage. However as outlined here, it is essential that the ongoing work on land supply, capacity continue to inform this approach.
- 14.3 The proposed revised policies for CP2 and CP3, and the new proposed Policy on Green Belt seek to ensure that the Core Strategy provides an appropriate strategic framework to deliver the plan's Vision, Aims and Objectives (Section 3 of the Core Strategy) . The policies seek to be flexible but also provide certainty over the plan period and enough guidance within which further DPD will sit.
- 14.4 The published version of the Core Strategy will go out for consultation in January alongside other key documentation which will provide the evidence base to underpin the proposal. This will include (but not exclusively):
- Addendum to Sustainability Appraisal
 - Addendum to Consultation Statement
 - Background Paper on Housing Target and Deliverability
 - Background Paper on Green Belt
 - Update list of SDLP policies to be replaced
 - Schedule of Further Changes
 - Further Core Documents (e.g. NYSHMA, Arup Housing Paper, 2011 Annual Monitoring Report)

Background Documents

Core Strategy

Submitted documents / Evidence Base for the EIP

Inspectors Decision Letter and Procedural Notes
Composite Schedules of Proposed Amendments to the Core Strategy
Previous Committee Reports

Contact Details: Helen Gregory, Policy Officer

Appendices:

Appendix 1 Revised Timetable

Appendix 2 Procedural Issues

Appendix 3 Housing Paper Findings

Appendix 4 Summary of Early SHLAA Findings

Appendix 5 Updated SHLAA Results for Tadcaster

**Appendix 6 Options for Accommodating Housing Shortfall at
Tadcaster**

Appendix 7 Draft Green Belt policy

Appendix 8 Proposed Revised Policy CP2

Appendix 9 Proposed Revised Policy CP3

Appendix 1

Revised Timetable

Evidence Gathering and Sustainability Appraisal	October – November 2011
Draft Policy to be Considered / Approved by Council	13 December 2011
Published on website and sent to all CS mailing list / informed	19 December 2011
6 weeks Public Consultation	3 January – 13 February 2012
Consideration by Councillors	6 March 2012
Reconvened EIP	April 2012
Inspector's Report	May 2012
Council consider / approve Inspector's Report / adopt CS	15 May / June 2012
Adoption	June 2012

Consideration by Councillors

24 November 2011	9.30 a.m. Executive meeting 1.30 – 2.30 p.m. Policy Review
1 December 2011	4 p.m. Executive Meeting
13 December 2011	6 p.m. Full Council

Appendix 2

Procedural Issues

Procedures

When the examination resumes, hearing sessions will be arranged which will focus solely on the matters referred to in the Inspector's decision. The suspension should not be used as an opportunity to revisit matters which have been fully considered during the September 2011 hearing sessions.

The Programme Officer will formally advise participants of the detailed programme for resumption of the Examination once the Council has formally approved its course of action – this will probably be in March 2012.

Policy / Document Production

Revised policies / further proposed amendments

Schedule of SDLP superseded policies

Consultation statement - addendum

Sustainability Appraisal - addendum

Practical /Admin Arrangements

The Programme Officer is now left post . An existing council officer (separate from any planning functions) is currently performing the role of the Acting Programme Officer in the interim prior to the reconvening of the EIP. Nearer the time that role will need to be enhanced to a full time role which may have implications for back-filling within the Council.

Appendix 3

Scale of Housing Growth in Selby District

Summary of Main Conclusions of Arup Housing Paper

Introduction

The Housing Paper report considers the evidence on the appropriate levels of population and housing growth that should be identified in the Selby Core Strategy. It assesses whether the housing growth requirements set out in the Regional Spatial Strategy (RSS) are still appropriate in light of the available evidence on population and household projections, housing markets, and the economy.

Evidence

Table 1 sets out the main sources of evidence on projected household growth in Selby District. The table includes our assessment of the robustness of each source of evidence as a basis for identifying housing growth requirements. In doing so, it takes into account, past, current and likely future economic, migration and housing market trends.

The CLG household projections reflect ONS population projections and projections on average household size. A major factor in the population projections are forecasts of future migration trends, which in turn are influenced by assumptions on the economy. Generally the CLG household projections reflect the trends over the five years previous to the base-year.

Other relevant evidence is provided by the Strategic Housing Market Assessments (SHMAs), information on housing land supply (including the Strategic Housing Land Availability Assessment), data on housing completions and on housing market trends.

Conclusions

We conclude that the 2004 based CLG household projections provides the most robust and appropriate basis for identifying future housing growth requirements in Selby District. The 2004 based household projections are for 450 net additional dwellings per annum. This conclusion is based on the recent evidence on economic and migration trends and forecasts, the housing market, and housing completions.

We conclude that the most recent (2008-based) CLG household projections do not provide the most robust basis for identifying future housing growth requirements in Selby District. The 2008 based projections are for 550 net additional dwellings per annum. The trends over the five years preceding 2008 were of strong economic growth and substantial net internal migration. More recent economic and migration trends have been very different and likely future trends are very different as a result of the recession and the likely slow recovery.

In reaching this conclusion we are mindful that PPS3 states that Local Planning Authorities should take into account the *“Government’s latest published household projections and the needs of the regional economy, having regard to economic growth forecasts.”* Our view is that most recent economic forecasts, which indicate a slow recovery to pre-recession levels of employment and economic growth, mean there is a reasonable case for not using the 2008 based forecasts.

This view is supported by the fact that the North Yorkshire Strategic Market Assessment produced recently (September 2011) sets out a scenario for Selby based on up-to-date economic forecasts of only 403 net additional dwellings per annum.

Evidence on past housing completions provides further weight to the conclusion that the 2004 based household projections form the most appropriate basis for identifying future requirements. The average housing completion rate between 2003/4 and 2010/11 was 465 per annum, broadly in line with the 2004 based household projections of 450 net additional dwellings per annum. The 2008 based projections are for 550 net additional dwellings per annum, but annual completions only exceeded 500 the three years from 2005/6 to 2007/8 which were at the height of the housing market boom.

Evidence on cross-boundary trends is that there is likely to be under provision of housing against identified housing needs in some surrounding districts. However an important policy principle of the draft Core Strategy is to achieve a better housing-jobs alignment by increasing Selby’s economic self containment, and reducing the already high levels of out commuting from the district.

The recent evidence on house prices is that housing market trends in Selby district that are broadly in line with neighbouring authorities. There is some evidence that there is a stronger market for market housing at the lower levels of the market. However average house prices in Selby District are still falling. The evidence is that any housing market recovery is likely to be weak in the next few years. Depending on the most recent evidence on the deliverability of housing land, there may be a case for planning for a slightly lower level of housing growth in the first five years of the plan, with this compensated for by slightly higher levels of housing growth thereafter.

Therefore, we conclude that an appropriate level of planned housing growth for Selby District is 450 net additional dwellings per annum for the plan period.

Table 1. Evidence sources on future household growth in Selby District, and assessment of their robustness

Option	Annual net additional dwellings*	Assessment of Robustness
2003 based household projections	356	<ul style="list-style-type: none"> • This projection was based on the a time of lower economic growth and therefore this lower figure was therefore produced against a backdrop of economic conditions potentially more in-line with those currently experienced than those in 2008. • The relevance to recent market conditions is indicated by the fact that completions in 2008/09 and 2009/10 were below this figure, whilst in 2010/11 360 net additional dwellings were delivered. • As market conditions begin to improve the evidence is that this figure will be too low, as it is below the longer-term average for completions in the district. • The 2003 household projections were only produced at a regional level. Therefore a calculation based on the 2004 household projections has been carried out, this is based on using the applying the proportional increase in the regional figure between 2003 and 2004 to each district. For this reason we believe that it may be appropriate to express this figure as a range, such as 346-366 (plus or minus 10 homes per annum) to take account of this issue.
North Yorkshire SHMA – Scenario 3	403	<ul style="list-style-type: none"> • This projection is based on the use of 2008 population and household projections which have been modelled to take into consideration the impact of economic conditions and the most recent economic forecasts on future growth and change. • The relevance of this figure to market completions is evidenced by the level of completions in Selby between 2008 and 2010, which were both below this figure. Furthermore, the decrease in the number of completions since the start of the recession reflects the strength of the relationship between the economy and housing growth. • However, this figure is below the long term completion rate in the district of 465 net additional dwellings between 2003 and 2010.
RSS	440	<ul style="list-style-type: none"> • The RSS figure was based on the 2004 based household projections and additional modelling undertaken to inform the development of these figures. This additional modelling (using the Chelmer model) was discussed in section 2.1.2. Ultimately this modelling meant that a housing target was produced for 2008-2026, which in Selby’s case was midway between lower Chelmer results and the 2004 based projection. • The RSS figure is below the long term average for completions in the district of 465 net additional dwellings per annum.

Option	Annual net additional dwellings*	Assessment of Robustness
2004 based	450	<ul style="list-style-type: none"> • This approach uses the 2004 based household projections and as such is largely consistent with the target for housing growth set out in the adopted RSS. • This target would be above the average achieved in the district since the onset of the recession in 2008 (287 net additional dwellings on average between 2008 and 2010), although this would be below that of 465 net additional dwellings completed between 2003/04 and 2010. • The economic and migration trends in the five years previous to the base year of 2004 are more in line with those in the period previous to late 2011 compared to the 2008 or 2006 based projections. • Evidence on recent housing market trends and completions indicates that it could be challenging to deliver this level of completions in the short term, and therefore it would be appropriate to consider how this figure would be phased within the plan period.
2006 based household projections	500	<ul style="list-style-type: none"> • The 2006 based projections are based on a more buoyant economic climate than either the 2003 based or 2004 based household projections. This would explain the increase in the annual figure between the 2003, 2004 and 2006 figures. • A figure of 500 net additional dwellings in the short to medium term would appear to represent a significant increase on completion levels between 2008 and 2010, which provide an average of 287 net additional dwellings per annum. As this represents only 57% of the 500 homes a year figure and in light of the economic forecasts from the REM it would appear unlikely to meet this requirement in the short to medium term. Annual completions in excess of 500 were only achieved in the three years between 2005/6 and 2007/8, at the height of the housing market boom. • This figure is also above the long term average for completions in the district. Furthermore, between 2003 and 2010 this target was only reached (and exceeded in all instances) in three monitoring years), which may also raise questions in regards to its applicability.

Option	Annual net additional dwellings*	Assessment of Robustness
North Yorkshire SHMA – scenario 1	519	<ul style="list-style-type: none"> • This scenario has been developed in the North Yorkshire SHMA using the 2008 based household and population projections for Selby. As they are based on the 2008 data they have been developed on the basis of strong economic performance, including high levels of public sector spending. • Analysis of the recent economic performance and economic forecasts indicates that this scale of growth achieved during this period is unlikely to be achieved in the plan period. This is illustrated by the scale of growth projected to occur within authorities such as Leeds, which has driven employment growth in the City Region over the last decade. • A figure of 519 net additional dwellings is significantly greater than the long term average for the area of 365 net additional dwellings between 2003 and 2010. It is also significantly greater than the average between 2008 and 2010 when 287 net additional dwellings were completed. This would suggest that that in the short term this is not deliverable in the district as a result of market conditions.
2008 based household projections	550	<ul style="list-style-type: none"> • The most recently published household projections would provide a higher housing growth target for Selby of 550 dwellings per annum when compared with the other housing projections that have been produced. • When compared to past completion rates of 465 net additional dwellings between 2003 and 2010 it is clear that this 2008 based figure of 550 net additional dwellings per annum would represent a significant step change in housing delivery for Selby District. • In the short term based on an analysis of recent completions and forecast economic growth from the REM it appears unlikely that it will be possible to deliver this level of housing growth in the district. • By providing a higher housing target more land will need to be allocated for residential development through the Local Plan. If this figure cannot be reached then this will potentially make it more difficult to focus development in the desired locations. This could have subsequent knock-on impacts for example in making it difficult to create the appropriate critical mass of development to make public transport services to new development viable. As such this may make it difficult for the council and stakeholders to realise their aspirations for the area.

Option	Annual net additional dwellings*	Assessment of Robustness
Selby SHMA	710	<ul style="list-style-type: none"> • This figure is taken from the Selby SHMA and represents the gross annual requirement for market housing in the district. Furthermore, this document also set out a requirement for 409 affordable homes per annum during the plan period. This study therefore concluded that there was an overall requirement for 1,119 gross dwellings per annum in the district. • In establishing the requirement affordable housing it seems appropriate to use gross figures it would appear less appropriate in establishing the overall figure for housing growth in the district in this context. This is because other figures such as the RSS and household projections are based on net requirements. Therefore these figures should not be directly compared as they are providing/measuring different information. • A figure such as 710 net additional dwellings would represent a significant step change in housing delivery within the authority., Based on analysis of past completions this figure has only been met/exceeded in a single monitoring year between 2003 and 2010. Furthermore, this is also significantly above the long term average of 465 net additional dwellings per annum, achieved between 2003 and 2010. • Such a step change in housing delivery appears particularly unlikely to be achieved in the short term; in light of average completions between 2008 and 2010 (287 net additional dwellings) and forecast economic growth. • This would require a significant increase in the amount of land allocated for housing growth. Based on the results of the SHLAA there is sufficient available land to deliver 22,318 homes by 2026 in the district and therefore there would appear to be sufficient land to meet this requirement (710 net additional dwellings over a 15 year plan period would create a requirement for 10,650 net additional dwellings over this period).

SHLAA Findings Summary

Because work on the 20011 is ongoing, this summarises the results from the 2008 SHLAA.

The sites are all currently being re-assessed to check for example:

- Flood risk areas
- Landowners intentions (except Tadcaster which has been updated)
- Builts
- New permissions

The 2008 SHLAA database from which these results are taken contains 244 sites (not all are in the table below because some will be beyond the plan period/in abeyance).

In addition to the 2008 SHLAA sites there are another approximately 100 new sites being added from the previous interim call-for-sites and SADPD work. These are also being assessed to test suitability, deliverability and availability in accord with the SHLAA methodology.

There are also more sites yet to be added from the latest (November 2011) SHLAA call-for-sites. Current estimates are that there may be another 10 sites from this source.

2008 SHLAA	Time Period 0 – 7 Years	Time Period 8 – 17 Years	Total in Plan Period (dwellings)
Selby	1109	1973	3082
Rest Of Selby Area Action Plan area*	891	1733	2624
Sherburn In Elmet	1447	1117	2564
Tadcaster	0	149 + 539 (GB)	688
DSVs	2528	6616	9144
Total	5 975	12 127	18 102

- this category was used for the 2008 SHLAA and includes Barlby/Osgodby, Brayton and Thorpe Willoughby. Because the Council is no longer pursuing the SAAP, the 2011 SHLAA will not make this distinction

Appendix 5

Update SHLAA Information for Tadcaster

SHLAA sites Within Tadcaster Parish (8-17 Years / AMBER)

Non – Green Belt Sites

Site Ref	Revised Time Period	2008 SHLAA Final Time Period	Site Size (ha)	SDC Yield Estimate	Cunnane suggested Yield Estimate	Green Belt	Fresh information from EIP
PHS/73/005	8 – 17 Years	8 – 17 Years	2.11	74	250 (inc. 010 site)	No	SSOB(T) actively promoting site. Along with site ref 010, capable of delivering 250 dwellings. Negotiations have been ongoing regarding Flood Alleviation Scheme and linking this site with 010 with density moved to this part of the site. Sites joined together to overcome flood risk issues.
PHS/73/009	8 – 17 Years	8 – 17 Years	0.52	18	35	No	SSOB(T) owned. Can be brought forward in early part of plan?? No details of timeframe. Capable of providing 35 dwellings.
PHS/73/010	8 – 17 Years	8 – 17 Years	1.62	57	-	No	SSOB(T) actively promoting site. See ref 005.
				149	285		

SHLAA sites Within Tadcaster Parish (8-17 Years / AMBER)

Within Green Belt

PHS/73/012	8 – 17 Years	8 – 17 Years	4.4	154	-	Yes	Carter Jonas acting for owners - Grimston Park Estate – confirmed site is available and developable within plan period subject to increasing capacity at WWTW.
PHS/73/013	8 – 17 Years	8 – 17 Years	11	385	-	Yes	Carter Jonas acting for owners - Grimston Park Estate – confirmed site is available and developable within plan period subject to increasing capacity at WWTW.
				539			

SHLAA Sites within Tadcaster (18+ Years / RED)

Non – Green Belt Sites

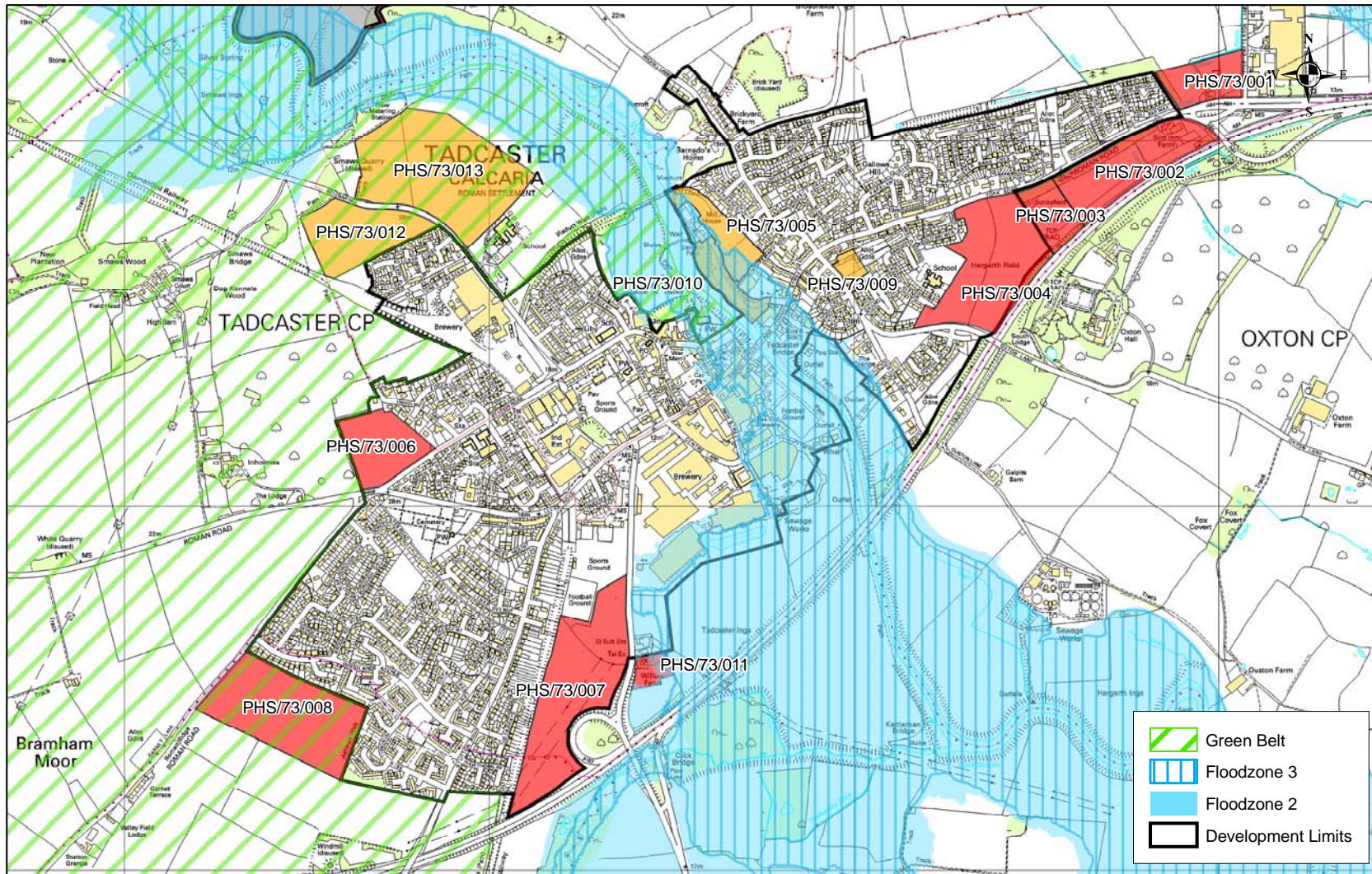
Site Ref	Revised Time Period	2008 SHLAA Final Time Period	Site Size (ha)	SDC Yield Estimate	Cunnane suggested Yield Estimate	Green Belt	Fresh information from EIP
PHS/73/001	18+ Years	8 – 17 Years	2.46	86	-	No	Has lapsed Planning Permission. Not available. Cunnanes deal with agent (owner not known) - advised by agent land will not be released within plan period.
PHS/73/002	18+ Years	18+ Years	5.33	187	-	No	Not available. Cunnanes deal with agent (owner not known) - advised by agent land will not be released within plan period.
PHS/73/003	18+ Years	18+ Years	1.9	66	-	No	Not available. Cunnanes deal with agent (owner not known) - advised by agent land will not be released within plan period.
PHS/73/004	18+ Years	18+ Years	7.65	268	-	No	Not available. Cunnanes deal with agent (owner not known) - advised by agent land will not be released within plan period.
PHS/73/006	18+ Years	8 – 17 Years	3.48	120	-	No	Not available. Cunnanes deal with agent (owner not known) - advised by agent land will not be released within plan period.
PHS/73/007	18+ Years	8 – 17 Years	9	315	-	No	Not available. Cunnanes deal with agent (owner not known) - advised by agent land will not be released within plan period.
PHS/73/011	18+ Years	18+ Years	0.79	28	-	No	Submissions to SADPD state that the site is owned by Grimston Park Estates but not available for housing as it would conflict with uses at Willow Farm. It is therefore being promoted for employment use. The site is Outside Development Limits.
				1070			

SHLAA Sites within Tadcaster (18+ Years / RED)

Within Green Belt

PHS/73/008	18+ Years	8 – 17 Years	8.32	291	-	No	Landowner not known.
				291			

Tadcaster Map



Tadcaster SHLAA sites with revised time period from EIP

1:13,000

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Appendix 6

Analysis of Options for accommodating the shortfall at Tadcaster

RANK	Scenario	Benefits	Challenges	Implications	Issues
1a	No change to distribution Keep figures as proposed NEW SITES	Would retain settlement hierarchy as in Submitted Core Strategy. Tadcaster as an LSC would accommodate its own identified needs. Would support regeneration of the town and need in Tadcaster	The most sustainable sites within and on edge of Tadcaster are not being released by the landowners. There is not enough other land available to meet the 364 dw requirement. There is a shortfall of about 215 dw ditto	Identify alternative sites on non-Green belt land which are available and deliverable in the plan period	Potential way forward only if sites come forward as part of SHLAA and/or SADPD prior to agreement at Full Council on 13 December
1b	No change to distribution Keep figures as proposed ALTER GREEN BELT	Ditto Sites in Tadcaster Green Belt already being promoted for development.	Ditto	Consideration of Green Belt alterations Evidence base required to establish 'exceptional circumstances' under PPG2. Review to be undertaken in SADPD	Potential that SADPD and GB review would take longer than 15 year period if legally challenged. Cannot guarantee that any land released from the GB would be any more deliverable (especially if land banked by the local major land owner)
1c	No change to distribution	Ditto	Ditto	a) Working positively	Need to be able to

RANK	Scenario	Benefits	Challenges	Implications	Issues
	Keep figures as proposed CURRENT SITES			with landowners to bring land forward. b) Consideration of alternative action if unsuccessful (CPO).	convince the Inspector that the sites will come forward within the 15 year plan period through working with landowner and or CPO

Alternative Options if 1a to 1c not achievable					
2	Increase figures at Selby (up the settlement hierarchy as the Principal Town)	Would accord with strategy to focus the majority of growth in the Principal Town No effect on Green Belt. Linked to employment growth	Land availability due to flood risk constraints. Highway infrastructure capacity. Ignores need in Tadcaster	Need SHLAA results before can determine if this option is possible / deliverable	
3	Share the increase between Selby and Sherburn	As above	As above	Need SHLAA results before can determine if this option is possible / deliverable	
4	Increase figures at Sherburn in Elmet (across to the other	Increased scale of development could	West side constrained by Green Belt.	Need SHLAA results before can determine if	

	Local Service Centre)	bring improvements to local services and facilities. Close link with employment growth. Sustainable location – public transport.	Strain on local services. Town centre highways capacity. Increase out-commuting. Ignores need in Tadcaster	this option is possible / deliverable	
5	Increasing figures for the 3 settlements closest to Selby town (Barlby/Osgodby, Brayton and Thorpe Willoughby)	Focus development in most sustainable locations Benefits from close association with services and facilities in Selby town.	May increase development in these villages above that proposed in the LSCs which is out of scale with the hierarchy	Need SHLAA results before can determine if this option is possible / deliverable	Negative Would tip the balance of development towards villages and away from the focus on higher order settlements Positive? Inspector did seem to recognise this option had merit when suggested by third party participants?
6	Increasing figures in the Designated Service Villages	Provide opportunities to deliver affordable housing more locally	Capacity in some DSVs to accommodate increased amount of housing. Affect on form and character? Flood risk in some locations.	Need SHLAA results before can determine if this option is possible / deliverable	Strong Negative Would tip the balance of development towards villages and away for the focus on higher order settlements (see also SDC/5 paper submitted to

					EIP) A significant departure from Core Strategy
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Appendix 7

Draft Green Belt Policy

To follow

Appendix 8

Proposed Revised Policy CP2

Policy CP2 The Scale and Distribution of Housing

A. Provision will be made for the delivery of 450 dwellings per annum and associated infrastructure in the period up to 2027. After taking account of current commitments, housing land allocations will be required to provide for a target of 5385 dwellings between 2011 and 2027, distributed as follows:

(Rounded Figures)	%	Minimum require't 16 yrs total 2011-2027	dpa	Existing PPs 31.03.11*	New Allocations needed (dw)	% of new allocations
Selby**	51	3700	230	1150	2500	47
Sherburn	11	790	50	70	700	13
Tadcaster	7	500	30	140	360	7
Designated Service Villages	29	2000	130	290	1780	33
Secondary Villages***	2	170	10	170	-	-
Total	100	7200***	450	1820	5340	100

* 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)

B. In order to accommodate the scale of growth required at Selby 1000 dwellings will be delivered through a mixed use urban extension to the east of the town, in the period up to 2027, in accordance with Policy CP2A. Smaller scale sites within and/or adjacent to the boundary of the Contiguous Urban Area of Selby to accommodate a further 1500 dwellings will be identified through a Site Allocations DPD.

C. Options for meeting the more limited housing requirement in

Sherburn in Elmet and Tadcaster will be considered in Site Allocations DPD.

- D. Allocations will be sought in the most sustainable villages (Designated Service Villages) where local need is established through a Strategic Housing Market Assessment and/or other local information. Specific sites will be identified through Site Allocations DPD.**

Appendix 9

Proposed Revised Policy CP3

To follow