

Selby District Council

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

**Method Statement for Villages
affected by the Green Belt:
Determining their status within or
outside the Green Belt**

DRAFT FOR STAKEHOLDER ENGAGEMENT: SUMMER
2015

Draft 2 | 22 June 2015

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

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

Job number 240847

Ove Arup & Partners Ltd
Admiral House Rose Wharf
78 East Street
Leeds LS9 8EE
United Kingdom
www.arup.com

ARUP

Contents

	Page
1 Introduction	1
2 Existing Policy Context	2
2.1 National Planning Policy	2
2.2 Local Planning Policy	2
2.3 Background and Evidence Supporting the Settlement Hierarchy	5
2.4 Comparative Approaches to determine the status of villages in Green Belt	7
3 A Methodology for defining Status of Villages in Green Belt	9
3.1 Overview	9
3.2 Proposed Method	9
4 Conclusion	12

1 Introduction

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

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

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

This Method Statement outlines the proposed methodology and criteria to enable the Council to determine a consistent and robust approach as to whether a village is in the Selby Green Belt should be 'washed over' inside the Green Belt or be a Green Belt 'inset' and therefore outside of the Green Belt.

The structure of this method statement includes:

- A summary of relevant national and local planning policy;
- Background and Evidence Supporting the Settlement Hierarchy;
- Comparative Approaches to determine the status of villages in Green Belt;
- Options for Defining 'Openness'; and
- A methodology for Defining Status of Villages in Green Belt.

2 Existing Policy Context

2.1 National Planning Policy

The National Planning Policy Framework provides the following guidance in relation to Green Belt Boundaries:

Paragraph 84 of the NPPF states:

“When drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary” (Paragraph 84, NPPF).

“If it is necessary to prevent development in a village primarily because of the important contribution which the open character of the village makes to the openness of the Green Belt, the village should be included in the Green Belt.

If, however, the character of the village needs to be protected for other reasons, other means should be used, such as conservation area or normal development management policies, and the village should be excluded from the Green Belt.” (Paragraph 86, NPPF)

Therefore it is the ‘openness’ of a village that it is of the utmost importance when determining whether a village should be included (‘washed over’) within the Green Belt. Whilst paragraph 84 advises that the Green Belt has a role in supporting sustainable patterns of development, paragraph 86 provides clarity of the appropriate occasion to use Green Belt policy, and moreover suggests that it is ‘openness’ of a village that is the primary factor that Green Belt policy should be utilised to protect.

2.2 Local Planning Policy

The starting point for an assessment of village status within the Selby Green Belt is the Settlement Hierarchy. The Settlement Hierarchy in Selby District is defined within the Selby District Core Strategy, adopted 2013. Paragraph 4.5 states that:

“The existing settlement hierarchy is based on the principal town Selby, (as identified in the Regional Settlement Study16) two smaller Local service Centres (Sherburn in Elmet and Tadcaster), and numerous villages and hamlets”.

This translates into the settlement hierarchy detailed in Table 1.

Table 1: Settlement Hierarchy

Principal Town		
Selby		
Local Service Centres		
Sherburn in Elmet	Tadcaster	
Designated Service Villages		
Appleton Roebuck	Hambleton	Eggborough/Whitley
Byram/Brotherton	Hemingbrough	Escrick
Barlby Village/Osgodby	Kellington	Thorpe Willoughby
Brayton	Monk Fryston/Hillam	Ulleskelf
Carlton	North Duffield	Church Fenton
Cawood	Riccall	South Milford
Secondary Villages with defined Development Limits		
Barlow	Hensall	Womersley
Beal	Hirst Courtney	Wistow
Barkston Ash	Kelfield	West Haddlesey
Biggin	Kellingley Colliery	Towton
Bilbrough	Kirk Smeaton	Thorganby
Birkin	Little Smeaton	Stutton
Bolton Percy	Lumby	Stillingfleet
Burton Salmon	Newland	South Duffield
Burn	Fairburn	Newton Kyme
Camblesforth	Gateforth	Ryther
Chapel Haddlesey	Great Heck	Saxton
Church Fenton Airbase	Healaugh	Skipwith
Cliffe	Colton	Cridling Stubbs
Drax		

Policy SP2 of the Core Strategy establishes the principle that:

- The majority of future new development within Selby will be directed to the towns and more sustainable villages;
- Selby is the Principal Town and will be the focus for new housing, employment, retail, commercial, and leisure facilities;
- Sherburn in Elmet and Tadcaster are designated as Local Service Centres where further housing, employment, retail, commercial and leisure growth will take place appropriate to the size and role of each settlement; and
- Establishes the following villages as having some scope for additional residential and small-scale employment growth to support rural sustainability: Appleton Roebuck; Hambleton; Barlby/Osgoodby; Hemingbrough; Brayton; Kellington; Byram/Brotherton; Monk Fryston/Hillam; Carlton; North

Duffield; Cawood; Ricall; Church Fenton; South Milford;
Eggborough/Whitely; Thorpe Willoughby; Escrick; and Ulleskelf.

Paragraph 4.51 states that Selby District Council will review ‘those settlements that are ‘washed over’ by Green Belt’ and those that are ‘inset’ (i.e. where Green Belt surrounds the village but the village itself is not defined as Green Belt)’. This document proposes the method for carrying out this review.

Policy SP4 sets out a series of criteria to manage residential development within settlements. To broadly summarise, this policy establishes that:

- In Selby, Sherburn in Elmet, Tadcaster and Designated Service Villages – conversions, replacement dwellings, redevelopment of previously developed land, and appropriate scale development on greenfield land (including garden land and conversion/ redevelopment of farmsteads) will be appropriate;
- In Secondary Villages – conversions, replacement dwellings, redevelopment of previously developed land, filling of small linear gaps in otherwise built up residential frontages, and conversion/redevelopment of farmsteads; and
- All proposals in villages washed over by Green Belt must accord with national and local Green Belt policy.

Policy SP5 provides the scale and distribution of housing within the Selby District across the plan period. Broadly, it establishes:

- Provision will be made for the delivery of a minimum of 450 dwellings per annum and associated infrastructure in the period up to March 2027;
- Housing land allocations will be required to provide for a target of 5340 dwellings between 2011 and 2027; and
- 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.

Policy SP6 provides the criteria for managing housing land supply within the Selby district. It commits SDC to:

- Ensuring the provision of housing is broadly in line with the annual housing target and distribution under Policy SP5;
- Monitoring the delivery of housing across the District;
- Defining ‘remedial action’ to rectify underperformance within the housing market;
- Provides guidance on site choices in Tadcaster; and
- Confirms that saved policy H2 of the Selby District Local Plan will still contribute to housing land supply in advance of the Site Allocations DPD/PLAN Selby being adopted.

2.3 Background and Evidence Supporting the Settlement Hierarchy

In February 2010 Selby District Council published a report entitled ‘Village Growth Potential’ that formed the background to the Council’s then emerging Core Strategy. The paper provided further evidence and analysis to inform the distribution of future housing growth and to identify villages that can accept a proportion of that growth. This was the evidence used by distribute housing in the Core Strategy (adopted 2013) across a four tiered settlement hierarchy as set out in Table 1.

The term ‘Designated Service Villages’ in the Core Strategy replaces an earlier term ‘Primary Villages’. Core Strategy Background Paper No. 5, Sustainability Assessment of Rural Settlements (2008) sets out the rationale behind selecting a settlement as a ‘primary village’. The study defines a series of indicators for selecting a ‘primary village’. These were:

- **Size:** broad indicator of local market available, and need, for services, together with potential for developing local community groups etc;
- **Basic local Services:** a guide to the strength of the existing service base;
- **Accessibility:** particularly by public transport to RSS Principal Service Centre (or, in the case of York – Sub Regional Centre) and to the Local Service Centres of Sherburn and Tadcaster or Local Service Centres outside the District; and
- **Local Employment:** a guide to availability of local employment.

In 2010 SDC undertook a “Village Growth Potential Study”. Amongst other changes, the study alters the terminology of ‘Primary Villages’ to ‘Designated Service Villages’. Where the 2008 study just considered spatial distribution and capacity based on a set of criteria, the 2010 study builds on this by introducing other factors, namely flood risk, environmental capacity and availability of sites. The 2010 study also fully reappraised those villages with populations over 600 people.

The assessment of the status of villages in the Green Belt must consider all villages. Therefore based on the Selby Core Strategy Settlement Hierarchy and supporting evidence base all Designated Service Villages and Secondary Villages must be considered, as identified in Table 2. It is worth noting that al Selby District currently has a number of villages that are ‘washed over’ by Green Belt designation and these are shown in the table below. These villages have previously been washed over by Green Belt due to their contribution to the openness of the Green Belt, but should now be reconsidered based on NPPF guidance. The assessment will also consider if the DSVs, which are currently outside the Green Belt should be washed over by the Green Belt. However it is worth noting that given the size of the DSVs and their urban nature they are unlikely to be meet the criteria to become washed over by the Green Belt. However this will be determined through the assessment based on the methodology proposed in this document.

Table 2: Current Status of Villages affected by Green Belt in Selby District

Settlement Policy	Settlements outside of the Green Belt (inset)	Villages within the Green Belt (Washed over)
Designated Service Villages in the Green Belt	Eggborough (adjacent to) Whitley Byram/Brotherton Escrick Monk Fryston/Hillam South Milford Church Fenton (partly)	NA
Secondary Villages	Fairburn	Barkston Ash Beal Burton Salmon Birkin Bilborough Colton Cridling Stubbs Kellingley Colliery Newton Kyme Saxton Towton Lumby Womersley

As part of this review it will be important to understand whether these villages continue to contribute towards the character and openness of the Green Belt.

Summary: Through the provisions of Core Strategy Policies SP2, SP4, SP5 and SP6, Selby District Council can maintain a spatial distribution of development across the district, ensuring that new development is consolidated in sustainable locations. Policy SP4 provides additional clarity on what constitutes appropriate development across the district's settlements. The district currently has a number of secondary villages that are 'washed over' by Green Belt. The continued fitness for purpose of this 'washed over' designation will be assessed against the methodology set out in subsequent sections.

The assessment of the status of villages in the Green Belt must therefore consider all Designated Service Villages and Secondary Villages in the Green Belt, as identified in Table 2.

2.4 Comparative Approaches to determine the status of villages in Green Belt

Local Planning Authority	Process
<p data-bbox="277 405 598 495">Guildford Borough Council - Guildford Green Belt and Countryside Study (2013)</p> <p data-bbox="277 539 598 607">Local Plan Strategy and Sites at initial consultation stage</p>	<p data-bbox="635 405 1262 495">Stage 1: assess the degree of openness within each village through analysis of urban form, density and the extent of developed land.</p> <p data-bbox="635 506 1299 562">Stage 2: Assess the surroundings of, and potential new Green Belt boundaries at each village within Guildford Borough.</p> <p data-bbox="635 573 1283 629">Stage 3: Assess the suitability of each village for inseting within the Green Belt and defining potential GB boundaries.</p> <ul data-bbox="683 640 1294 943" style="list-style-type: none"> • Does the majority of the village exhibit open character? • Do open areas within the village generally appear continuous with surrounding open land beyond the village – from within/or outside the village? • Do the majority of the village edges exhibit incomplete, indistinguishable boundaries that would not permit the provision of new Green Belt boundaries in accordance with the requirements of NPPF paragraph 85 (last point)? <p data-bbox="635 954 1305 1133">If responses to the criteria were positive, positive, positive (+, +, +) village not be considered appropriate for inseting within the Green Belt. If the responses to the criteria were negative, negative, negative (-,-,-) village would be considered appropriate and recommended for inseting within the Green Belt.</p>
<p data-bbox="277 1155 580 1245">Woking Borough Council - Woking Green Belt Review (2013)</p> <p data-bbox="277 1290 580 1391">Core Strategy adopted 2012 Site Allocations DPD at initial consultation stage</p>	<p data-bbox="635 1155 1308 1211">Review in its entirety is a purely qualitative analysis, assessing each of the Green Belt's 5 purposes against a set of criteria:</p> <ul data-bbox="683 1223 1308 1693" style="list-style-type: none"> • Critical Importance - Where land is 'Fundamental' to the Purpose, justifying its continued retention and protection within Green Belt. • Major Importance - Land is of Major Importance to the Green Belt and Development would substantially conflict with the purposes of the GB. • Moderate Importance - Where land is of 'Moderate' importance to the Green Belt Purpose, and where development would conflict significantly with it. • Slight/Negligible - Where land is of 'Minor/Negligible' importance to the Green Belt Purpose, and where development would have limited/negligible conflict with it. • No Importance - Land where development would have no impact on this purpose of Green Belt. <p data-bbox="635 1704 1308 1850">Woking study also draws upon consideration of landscape character to assess the ability of the landscape to accommodate change. This informs both openness and helps reach conclusions around safeguarding of the countryside from encroachment.</p> <p data-bbox="635 1861 1267 1973">The general assessment provides a qualitative analysis that assesses parcels of land against all 5 purposes of the Green Belt. This provides recommendations generally regards inseting/washing over.</p>

Summary: There are different approaches to assessing ‘openness’ within the Green Belt, and thus determining the status of whether a village is ‘inset’ or ‘washed over’. Some Local Planning Authorities have pursued a visual impact audit of settlements, whereas others have relied solely on a qualitative test of parcels of land against the five Green Belt purpose to determine the degree in which the settlements were meeting the criteria. For example Woking have considered the five purposes of the Green Belt, whilst Guildford have focused on the openness of the land around the village, followed by a test of the five purposes to confirm the boundary.

DRAFT FOR STAKEHOLDER ENGAGEMENT: SUMMER 2015

3 A Methodology for defining Status of Villages in Green Belt

3.1 Overview

The starting point in devising a methodology to assess ‘openness’ is paragraph 86 of the NPPF which states:

“If it is necessary to prevent development in a village primarily because of the important contribution which the open character of the village makes to the openness of the Green Belt, the village should be included in the Green Belt.

If, however, the character of the village needs to be protected for other reasons, other means should be used, such as conservation area or normal development management policies, and the village should be excluded from the Green Belt.”

The methodology for defining openness is therefore an integral part in understanding whether or not a village should be inset or washed over.

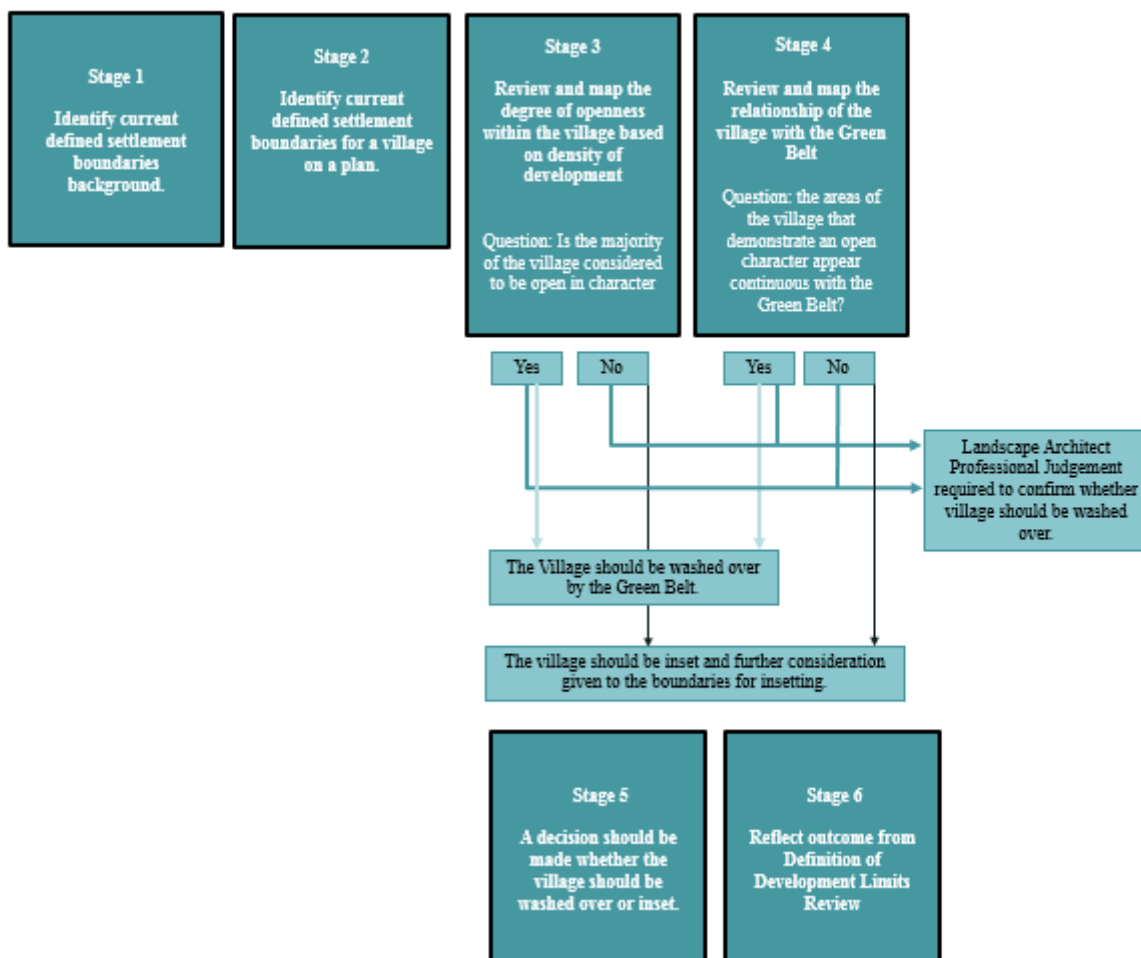
Underlining the importance of developing a methodology to assess openness, the PAS *Planning on the Doorstep: The Big Issues – Green Belt* document emphasises that a review of Green Belt should be focussed on the 5 purposes of Green Belt as opposed to landscape quality. ‘Openness’ therefore takes precedence over landscape quality.

Based upon an assessment of national policy and comparative approaches, Arup has devised a methodology for consideration by Selby District Council and this is detailed below.

3.2 Proposed Method

This option gives a detailed and comprehensive assessment of openness within village settings, and will deliver a robust understanding of the contribution a settlement makes to the setting of the Green Belt. The assessment stages are shown on Figure 1 and detailed below:

Figure 1: Method for Status of Villages in or outside the Green Belt



- **Stage 1:** Identify all villages in the Green Belt, to be considered by the assessment.
- **Stage 2:** Identify current defined settlement boundaries for a village on a plan. Use both current OS mapping (suggest OS VectorMap Local (Raster) 1:10,000 data or OS MasterMap) and aerial imagery as a background.
- **Stage 3:** Review and map the degree of openness within the village based on density of development, e.g. how much development has occurred and its scale and form (as set out below). The perception of openness will also be considered. For example the impact of significant groups of trees and whether topography is rolling and provides strong views. This is the approach taken by other LPAs and is linked to the approach to openness through the Green Belt Study.

Suggested Assessment Criteria	Suggested definition
Low	The area has an open character with infrequent buildings, e.g. sparsely distributed detached dwellings in large plots
Medium	The area has a built character with frequent open spaces forming a notable elements, e.g. clustered detached or semi-detached properties in medium plots.

High	The area is dominated by built form with little open space, e.g. terraced properties with yards, closely spaced detached or semi-detached properties with small plots.
------	--

It is envisaged that the assessment pro forma would be as follows:

Does the majority of the village envelope exhibit an open character?	Y/N
Density of development - description	
Perception of openness within village - description	

Stage 4: Review and map the relationship of the village with the Green Belt. Identify openness of the boundary to the development limits, noting and mapping views into and out of village development limit, and any perceived restrictions to the perception of openness e.g. woodland, topography.

It is suggested that the table below be utilised to record the review:

Do the areas of the village that demonstrate an open character appear continuous with the surrounding Green Belt?	Y/N
Boundary to village - description	
Views into and out of village – description	
Obstructions to openness around the boundary of the village - description	

Stage 5: A decision should be made whether the village should be washed over or inset.

If the majority of the village is considered open in character (Yes to stage 3) and the areas of the village that demonstrate an open character appear continuous with the Green Belt (Yes to stage 4) then the village should be washed over.

If the majority of the village is considered open in character (Yes to stage 3) and the areas of the village that demonstrate an open character do not appear continuous with the Green Belt (No to stage 4) then the professional judgement should be used and a justification provided to identify whether a village should be washed over or inset.

If the majority of the village is not considered open in character (No to stage 3) and the areas of the village that demonstrate an open character do not appear continuous with the Green Belt (No to stage 4) then the village should be inset and further consideration given to the boundaries for inseting.

If the majority of the village is not considered open in character (No to stage 3) and the areas of the village that demonstrate an open character appear continuous with the Green Belt (Yes to stage 4) then the village should generally be inset; however, professional judgement could be used and a justification provided if it was felt the village should be washed over.

Stage 6: Reflect outcome from Definition of Development Limits Review, which is being undertaken by Selby District Council [methodology provided as part of the Summer 2015 engagement] to identify the new ‘development limit’ and potentially new Green Belt boundary if a settlement currently ‘washed over’ with Green Belt is ‘inset’ from the Green Belt or vice visa.

4 Conclusion

The proposed methodology seeks to provide a mechanism for determining the applicability of NPPF to assess all villages in the Green Belt based on the requirements of paragraph 86 of NPPF, which states that *‘if it is necessary to prevent development in a village primarily because of the important contribution which the open character of the village makes to the openness of the Green Belt, the village should be included in the Green Belt. If, however, the character of the village needs to be protected for other reasons, other means should be used, such as conservation area or normal development management policies, and the village should be excluded from the Green Belt’*.

Following stakeholder engagement on this methodology Selby District Council will carry out the review of whether villages should be within the Green Belt (washed over) or outside the Green Belt (inset). The finalised recommendations and conclusions will inform, but not predetermine, decision-making regarding Site Allocations and Development Management Policies within emerging publication draft of Plan Selby. The Preferred Option of PLAN Selby will be consulted on in early 2016.