

No. 12

Promoting Economic  
Prosperity

(January 2011)



**Core Strategy Background Paper No. 12**

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## **1. Introduction**

- 1.1 The aim of this Background Paper is to set out how the Core Strategy policies have been developed throughout the LDF process, including identifying the relevant evidence base.
- 1.2 This Background Paper provides only brief summaries of the evidence where relevant. References to original reports and other documents are provided in order that they may be found elsewhere – in most cases on the Council’s own website ([www.selby.gov.uk](http://www.selby.gov.uk)) or websites of other organisations.

## **2. Economic Portrait**

- 2.1 Selby District has important economic connections with the Leeds City Region and the York and North Yorkshire economy. The recent findings of the York and North Yorkshire Local Economic Assessment suggest that Selby contributes 11 per cent to the York and North Yorkshire sub regional economy
- 2.2 The ‘value’ of the Selby economy in Gross Value Added (GVA) is £1.5 billion. This contributes 11 per cent to the Sub regional economy. The District has seen an increase in GVA since 1998 of 42 per cent compared to a 29 per cent nationally, 30 per cent sub regionally and 25 per cent increase regionally.
- 2.3 GVA per head in 2009 stood at £18,477 compared with £15,406 for the sub region. The workforce is characterised by high earnings and higher end occupations, and overall Selby’s economy has been prosperous.
- 2.4 There are currently 32,000 jobs within Selby District, 28 per cent of these jobs are within manufacturing and professional occupations, which is well above the regional and national average.
- 2.5 The District has 3,640 established businesses, which has seen an increase by 8 per cent since 2005. The findings suggest that the area has experienced higher levels of growth and enterprise than seen nationally, regionally and sub regionally.
- 2.6 There is a high level of out-commuting from the District, with 2008 household survey data<sup>1</sup> showing that 59% of residents travel to other areas to work; most notably to York and Leeds.
- 2.7 Average property prices are higher than the region as a whole and quality of life, life expectancy and overall health is good in line with the region.
- 2.8 The Regional Econometric Model (REM) forecast provides the projected level and nature of nett employment growth over the plan period.
- 2.9 Future employment growth within Selby is set to increase by 3.8 per cent up to 2026. This is below the Yorkshire and Humber regional average of 7.1 per cent. Nationally employment growth is anticipated to increase by 8.1 per cent. This is very different to the period 1986-2009 where UK employment grew by

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<sup>1</sup> Data from the Selby District Strategic Housing Market Assessment (SHMA) 2009, Arc4 for the Council

18.0 per cent. The figures for Selby in terms of jobs generated estimate a net increase in approximately 1,610 full time equivalents up to 2026 which equates to approximately 100 jobs per annum.

- 2.10 The REM September figures show a higher expected growth rate than the March 2010 release. In March an expected growth of 535 jobs over the plan period were forecast, this has almost doubled in September to 1610 jobs up to 2026. This is due to a number of reasons; in March 2010 the country was effectively still in recession and concerns were still high about the future of the economy. Political uncertainty was also a consideration of March figures, leading to a pessimistic forecast. Also, given the recent unexpectedly high Gross Domestic Product (GDP) growth we have seen, optimism has increased. Selby is also relatively well placed for economic recovery as it is not affected by public sector cuts to the same extent as other parts of Yorkshire. Overall, future growth prospects for Selby are showing signs of improvement, for example recent take up of vacant premises/sites in Selby town and the decision by a national retailer to invest in new distribution facilities in Sherburn creating up to 800 jobs from 2011.

### **3. Core Strategy Issues and Options May 2006**

- 3.1 The following Issues and Options on Jobs and Business were considered:

- Diversify the urban and rural economies and help deliver a better performing and more competitive economy.
- Spread the benefits of the Leeds economy, particularly to Principal Service Centres in the sub-region such as Selby.
- Diversify the urban and rural economies and help deliver a better performing and more competitive economy.
- Outside Selby and the other two market towns, diversification of the rural economy through broadening agricultural enterprises and/or re-using redundant agricultural buildings has been a feature of the District's economy in recent years.
- The Selby District Local Plan Policy EMP8 accepts such changes as long as they do not significantly alter the character of the buildings or the local area. There is an issue; however, as to how much new commercial activity is sought by the smaller rural settlements or whether it is more appropriately located in and adjacent to the larger settlements. For example, how should relatively large, isolated redundant areas of commercial/industrial land be managed in the future?
- A further issue associated with planning for future employment is how far employment land should be protected for exclusively industrial uses and to what degree a mix of uses may be appropriate in certain areas, perhaps including office /residential and residential.

#### **4. Further Options Consultation November 2008**

4.1 In addition to consideration of strategic policies and overall employment land requirements, the Further Options stage considered the need for strategic employment development sites (shown on plan in Appendix 1). Two sites were considered:

4.2 *Site G – Olympia Park (land adjacent to Selby bypass) (54 hectares)*

Agricultural land between Selby bypass and the Potter Group freight transhipment depot, with some redundant buildings associated with BOCM Pauls animal foodstuffs on the Barby Road frontage. The northern part of the site is bisected by the Selby – Hull railway line. Land north of the railway has planning consent for a mixture of B1, B2, B8 and commercial activities. Access from Selby bypass via an existing roundabout.

4.3 *Site H – Burn Airfield – (195 hectares)*

Former airfield to the south of Selby canal and east of the A19 at Burn. Predominantly agricultural use. Runways, hangars etc used by Burn Gliding Club. This site was recently promoted (unsuccessfully) as a potential site for the European Spallation Source (ESS) Project and has the benefit of planning consent for a single occupier research establishment.

4.4 The detailed analysis is provided in Core Strategy Background Paper 7 (Strategic Development Sites)

4.5 The full papers, submitted comments and the Council's response regarding the Further Options stage are available on the Archive page of the Core Strategy WebPages on the Council's website:

[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1846](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1846)

#### **5. Draft Core Strategy February 2010**

5.1 In line with the DCLG Guidance Note<sup>2</sup>; Employment Land Reviews should be an integral part of the preparation of Local Development Frameworks (LDFs), deployed alongside housing capacity studies, housing market assessments and other tools to deliver sustainable development of employment, housing and other uses.

5.2 Therefore, the District Council commissioned GVA Grimley consultants to undertake an Employment Land Study (ELS07)<sup>3</sup>. A summary of the findings is provided in Appendix 2.

5.3 Taking on board responses to the Issues and Options report, issues raised in the Further Options document, and the results of the 2007 ELS, the following key local issues were highlighted and used to develop the strategic employment policies within the Economic Prosperity section of the Draft Core Strategy:

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2 Employment Land Reviews: Guidance Note, Department for Communities and Local Government  
<http://www.communities.gov.uk/publications/planningandbuilding/employmentlandreviews>

3 Selby Employment Land Study 2007, by GVA Grimley for Selby District  
[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1582](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1582)

- Reducing out commuting through restructuring the local economy towards a modern service and knowledge based economy
  - Facilitating increased economic development on Selby as the principal town
  - Flexibility to meet demand balanced with protecting existing employment allocations and redevelopment of older industrial premises
  - Recognising the convenience of ensuring employment opportunities are well integrated within urban areas
  - Need to increase employment opportunities to meet additional needs of a growing population/workforce
  - Providing for new businesses particularly small/medium sized.
- 5.4 The economic prosperity policies at that time were developed in the light of relevant national guidance and the Regional Spatial Strategy (RSS)<sup>4</sup>.
- 5.5 The full papers, submitted comments and the Council's response regarding the Draft Core Strategy are available on the Archive page of the Core Strategy WebPages on the Council's website:  
[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1846](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1846)

## 6. Up-to-date Evidence Base - Policy and Strategies

- 6.1 Evidence available at the previous stages and responses to the consultations underpin the development of the current proposed policies. The following section outlines the latest information upon which policies in the Submission version of the Core Strategy have been based.

### National

- 6.2 Current Government guidance on sustainable development in rural areas is provided in Planning Policy Statement 7<sup>5</sup>. Guidance on sustainable economic growth is provided in Planning Policy Statement 4<sup>6</sup>. PPS4 replaced PPG4<sup>7</sup> and PPS6<sup>8</sup> and the economic elements of PPS7. The Draft Core Strategy policies (February 2010) were based on that previous guidance, whereas the Submission Draft policies take account of changes introduced by the revised 2009 PPS4. Further guidance is provided in a range of other planning policy statements and planning policy guidance notes - for example PPG13 Transport and PPG2 Green Belts.

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<sup>4</sup> The Yorkshire and Humber Plan, 2008

<sup>5</sup> Planning Policy Statement 7: Sustainable Development in Rural Areas, DCLG, 2004

<http://www.communities.gov.uk/publications/planningandbuilding/pps7>

<sup>6</sup> Planning for Sustainable Economic Growth, DCLG, 29 December 2009

<http://www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement4>

<sup>7</sup> Industrial, Commercial Development and Small Firms (PPG4) 1992

<sup>8</sup> Planning for Town Centres (PPS6) 2005

## **Regional**

- 6.3 The planning process is currently subject to a period of radical change. The Yorkshire and Humber Plan<sup>9</sup> was Revoked on 6 July 2010. This was subject to a High Court Challenge which was upheld. The Government however intends to provide primary legislation to statutorily remove the RSS from the development plan. The Government published the Localism Bill (on 14 December 2010).
- 6.4 However, the continued preparation of the Core Strategy and other DPD documents remains a priority in order to provide clarity to developers and investors and to promote rapid recovery from the effects of the Economic Recession. Once details of the new planning system are available the Council will if necessary undertake a partial review of the Core Strategy in order to respond to the new planning context and to ensure consistency with national policy and procedures, either prior to Examination or post adoption, as appropriate.
- 6.5 In the meantime the District Council has resolved that the evidence upon which the RSS was developed remains valid.
- 6.6 The District Council has worked with and has relied upon the latest data concerning the economy of Yorkshire & Humber provided by Yorkshire Forward. Their work provides an understanding of the economic challenges and opportunities facing the region and the District and assesses how well the economy is performing. More information can be found on the Yorkshire Forward website<sup>10</sup>.

## **Sub-Regional**

- 6.7 Economic evidence base is also provided at sub-regional level through both the Leeds City Region research forum and the York and North Yorkshire sub-area group. Over the plan period, there will be more influence from the emerging Local Economic Partnerships in the sub-regions, particularly in the light of the publication of the Localism Bill (December 2010).
- 6.8 In addition, the North Yorkshire Sustainable Community Strategy 2008/2018<sup>11</sup> is an integral element of the District's strategic framework and contains ten priorities for the sub-region including access to services and public transport and economy and enterprise.

## **Local Strategies**

- 6.9 The 2005-2010 Sustainable Community Strategy<sup>12</sup> (reviewed 2008)<sup>13</sup> aims to create 'a future where the people of Selby District live in strong, inclusive,

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<sup>9</sup> The Yorkshire and Humber Plan 2008 – is the Regional Spatial Strategy (RSS)

<sup>10</sup> <http://www.yorkshire-forward.com/our-wonderful-region/our-economy>.

<sup>11</sup> A copy of the NYSCS can be found at

[http://www.selby.gov.uk/upload/Sustainable\\_Community\\_Strategy\\_for\\_NY\\_2008\\_18\\_PUBLICATION\\_VERSION.pdf](http://www.selby.gov.uk/upload/Sustainable_Community_Strategy_for_NY_2008_18_PUBLICATION_VERSION.pdf)

<sup>12</sup> The SCS document can be viewed at

[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1159](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1159)

<sup>13</sup> A Draft Revised Sustainable Community Strategy 2010-2015 is being progressed by the Local Strategic Partnership.

healthy and safe communities which have an improved environment and a thriving economy'. This is to be delivered through five key themes including developing sustainable communities; developing our three market towns and surrounding rural areas; and improving the image of the area.

- 6.10 The Selby District Economic Development Strategy 2008 -2013<sup>14</sup> includes general principles to secure access to a full range of job opportunities; encourage investment and spirit of entrepreneurship into the District; and to achieve a balanced and sustainable economy.
- 6.11 The four themes are: developing an environment for businesses; raising the image of the area; regenerating our Three Market Towns; and enhance skills and improve access to employment activities
- 6.12 The priorities and themes of these local strategies are integrated into the Core Strategy policies.

## 7. Up-to-date Evidence - Technical Studies

- 7.1 A number of specific studies have been undertaken to inform the Core Strategy. The full reports are published on the Council's website and key findings are summarised in the Appendices of this Background Paper.
- Employment Land Study, 2007 - *Extracts from the recommendations of the main report are in Appendix 2.*
  - Selby District Retail, Commercial & Leisure Study, 2009 - *Extracts from the conclusions and recommendations of the main report are in Appendix 3.*
- Employment Land Refresh 2010 - *The main findings are provided in Appendix 4.*
- 7.2 In particular the following key issues were highlighted:
- Supply Analysis*
- Most sites assessed in the ELR10 study are medium constrained.
  - The majority of 'available land' is located within the Selby Town sub-area although this is only low amount. This is also where all the low constrained sites are found.
  - Sherburn in particular has only 2.35 hectares available; all of which is considered medium constrained. At the same time, there is a high level of vacant floor space. Stakeholders identified Sherburn as strategic location and the benefits of making more land available here to seek to buoy confidence and attract further investment should be investigated further.
  - Whilst only about 13% of all existing employment land is in Tadcaster

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<sup>14</sup> A copy of the Economic Development Strategy can be viewed at [http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1196](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1196)

employment sub-area and most of this is high constrained; more than half of remaining allocated land is in Tadcaster – in the form of a longstanding allocation where there is no evidence of current interest. It has also been noted that there has been a very low level of completions and permissions, and only a small amount of employment land available in Tadcaster. The reason for this local land supply issue should be investigated.

- 7.3 This represents a very limited choice for inward investors and implies the need to identify further opportunities to meet needs now and into the future plan period.

*Growth Sectors and Local Strengths*

- 7.4 REM projections and the Selby Retail, Commercial and Leisure Study suggest that there is the potential for retail growth and jobs over the plan period and this will inform the final gross employment land figure.
- 7.5 Analysis of changes within sectors indicates that the projections suggest that the Financial & Business Services are expected to experience the highest growth and remain a dominant sector within the local economy. Other growth sectors are Construction and Distribution, Hotels and Catering which are set to continue to grow.
- 7.6 There is already existing activity within these growth sectors within all three of the main towns of the District. For example, a large logistics base in Selby; the large industrial estate in Sherburn which is occupied by a number of large scale distribution companies; and financial/business representation in Tadcaster. These are clearly strengths which should be supported when considering land supply issues though the LDF.
- 7.7 The importance of the higher education sector with the expansion of Science City York is also an area of identified growth within the sub region. Selby's proximity to York and a connection with Science City York could benefit the District and generate employment and growth. Recent engagement with property agents raised issues of the lack of commercial development along the A64 to the south of York and that businesses are already looking outside York due to congestion in the City.
- 7.8 Finance, business and insurance sectors are forecast to grow. However, the analysis of existing stock and employment completions suggest that B1 type premises are older and there have been few purpose built offices within the District. There is therefore a need to ensure an adequate supply of land for offices to cater for forecast growth in this sector.
- 7.9 Increases in business stock (new starts) within Selby indicate a high level of entrepreneurship. This, together with the high percentage of managers and professionals in the resident workforce, could imply that the provision of employment land to support new businesses is required.
- 7.10 The shift to a low carbon economy will bring business opportunities, with evidence showing total annual growth of 3.8% of the environmental sector in the Yorkshire & Humber Region. There are already a number of developments in Selby District associated with the low carbon sector; and

given the high employment dependency on manufacturing and energy sector; Selby District potentially has an appropriately skilled workforce in these sectors.

*Employment Sub Areas*

- 7.11 Within the 5 identified employment sub-areas, the analysis has raised potential issues which need to be considered:
- Selby Rural has a high proportion of small businesses. There may be a need for additional small scale development to support and encourage smaller businesses to grow.
  - Selby Town is the main service centre for the District, there is a need to expand the town centre to increase the retail and commercial offer. There is a higher proportion of jobs within public administration than the District as a whole. In the short term there may be job losses within this sector as a result of the Comprehensive Spending Review.
  - In South Selby almost half of all employment is associated with manufacturing and the energy sector due to the presence of two major power stations at Drax and Eggborough. There have already been a number of recent investments within this area of the District to the low carbon agenda. There is an opportunity to promote further growth of the low carbon sector in the District and build on the success of recent developments.
  - Tadcaster is well connected to both York and Leeds City Region and has a presence of employment and businesses within the finance, business and insurance sector - which is a key growth sector for the District and should be capitalised upon. However there have been very few employment developments within the Tadcaster labour market area and sustainable employment growth through further development within this area of the District should be encouraged.
  - Sherburn in Elmet has experienced relatively high levels of employment development in recent years. Its proximity to Leeds City Region and the A1(M) has meant that it has experienced growth in manufacturing and distribution sectors. Of the new jobs forecast many are in distribution, hotels and catering; transport and communications and; 288 in wholesaling. The existing concentration of employment land catering for these sectors in the town could be considered for intensification and expansion to take advantage of this future growth.
- 7.12 Consultation with key stakeholders also highlighted the following issues within the local context:

## Local Strengths and Opportunities

<p><b>Selby</b></p> <ul style="list-style-type: none"> <li>• Nice market town</li> <li>• Attractive location</li> <li>• High quality of life</li> <li>• Access to rural environment/green/ high quality education</li> <li>• Selby Bypass</li> </ul>	<p><b>Tadcaster</b></p> <ul style="list-style-type: none"> <li>• Links to Leeds/York A64</li> <li>• Need to overcome land availability issues and encourage more development there</li> </ul>
<p><b>Sherburn</b></p> <ul style="list-style-type: none"> <li>• Proximity to workforce</li> <li>• Access to trunk roads A1M</li> <li>• Attractive location for new development – critical mass, existing concentration of businesses in large purpose built industrial estate of regional/national significance</li> <li>• But need continued confidence by attracting more investment by improving existing industrial estate and providing more land otherwise may stagnate/decline</li> </ul>	<p><b>Eggborough</b></p> <ul style="list-style-type: none"> <li>• Key location next to M62</li> <li>• Provides District's only motorway junction location to compete with other adjoining LPAs</li> </ul>

### *Supply / Demand dynamic*

- 7.13 The existing supply of employment land may not be suitable to provide for all of future business needs, and there is evidence that allowance should to be made for flexibility and choice to capture additional jobs.
- 7.14 Existing floorspace within the District is weighted towards the industrial sector and this older business stock may not be fit for purpose or appropriate for the needs of businesses or future emerging sectors (for example Sherburn Industrial Estate). As such it is expected that 'churn' (recycling of brownfield land) on existing sites will make a significant contribution to meeting the District's longer-term employment land needs.
- 7.15 However, recent evidence also indicates that older units which have been vacant for a number of years are also starting to be occupied and redevelopment of industrial sites is characteristic of the District (a number of recent examples in Selby town). As such there could be a future shortfall if take ups increase and no new land or premises are being provided.

## 8. Submission Draft Core Strategy

- 8.1 The Core Strategy Economic Prosperity policies have been amended in the light of the updated evidence base (including PPS4) and the consultation responses referred to above. In particular, the key evidence from the technical studies (see section 7 above) justifies the need for the identification of additional land.

### Key Identified Future Needs

- Small start up units
- Large sites for large users providing B1 office space within the B8
- Choice and flexibility for bespoke requirements and future expansion land
- Selby - as an attractive location with local workforce and to provide choice and flexibility on A63 Bypass/A19 corridor with rail and water links
- Tadcaster - Building on existing strengths, with links to the A64 corridor, opportunities to accommodate the identified growth of the Finance, Business and Insurance sector
- Sherburn - to capitalise on existing infrastructure and regenerate older industrial areas
- Eggborough - for M62 links
- Opportunities to accommodate new growth industries e.g. renewable energy based on existing strengths
- Retail floor space for expanding town centres

### *Employment Land Requirement*

- 8.2 It is not possible, on the basis of the data and evidence available at this stage to identify the exact quantum of land required. However, it has been shown, through the technical studies, that an aspirational approach will provide the best outcome for businesses and new jobs in the District up to 2026 by ensuring flexibility and choice in a modernising economy.
- 8.3 Therefore, by taking into account identified needs and rolling forward the employment land requirement established in the 2007 Employment Land Study (21 hectares by 2021) to 2026, the following distribution of new employment land would cater for identified requirements:

## New Employment Land Requirements

Location	Hectares
Selby	22 - 27
Tadcaster	5 - 10
Sherburn in Elmet	5 - 10
Rural areas	5
	<i>Range 37 - 52 hectares</i>

8.4 In the light of the above evidence and other work (see Background Paper 7 Strategic Development Sites), the Core Strategy designates one mixed use Strategic Development Site at Olympia Park which includes 23 hectares of employment land.

8.5 However, further allocation of land to meet identified needs is outside the remit of the Core Strategy. The exact location and level of additional requirements are more appropriately dealt with through the Site Allocations DPD. In addition, detailed policies will be included in the Development Management DPD.

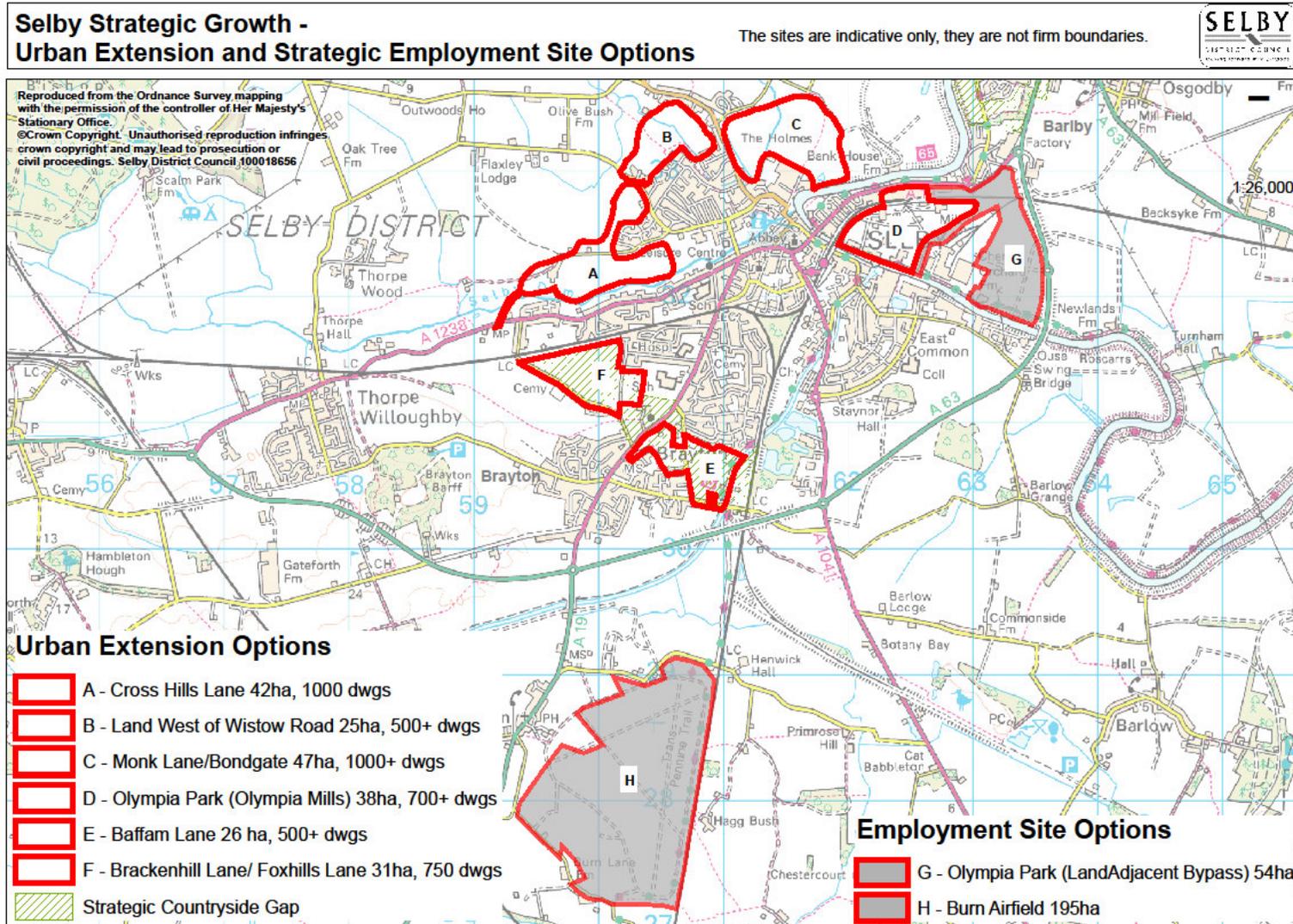
### *Sustainable Development*

8.6 A key national policy requirement of the LDF is that it should deliver sustainable development. In order to assist this process each stage of the preparation of LDF documents are subject to sustainability appraisal, which also take account of Strategic Environmental Assessment Regulations, which govern implementation of European legislation on this matter. To undertake this process for the Core Strategy preparation in an objective and impartial manner, the Council have employed consultants, Waterman Environmental who have produced the Sustainability Appraisal<sup>15</sup>.

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<sup>15</sup> The report can be found at [http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1164](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1164).

Appendix 1 - Further Options November 2008



## **Appendix 2 - Recommendations of Employment Land Study 2007 (GVA Grimley)**

1. A series of recommendations for the LDF and AAP<sup>16</sup> for Selby Town Centre and the Urban Hinterland emerge from the study relating to the need to allocate additional land, protect existing employment locations, and support rural diversification specifically. These are summarised below<sup>17</sup> and the full report can be found at: [http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1582](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1582)

### **Allocations**

2. It is recommended that the LDF and AAP for Selby town and the urban hinterland seek to allocate additional land for B1 office development within the town centre. The site opposite the train station should be considered for 'pure' office development, with other sites offering potential provision through mixed use. Any promotion of mixed use should be considered on a site by site basis to ensure maximum potential for B1 office provision is included. Maximising the potential of B1 development (specifically that associated to the BPFs sectors) will contribute to reversing the trend of out-commuting evidenced from the district.
3. The study undertaken further recommends the preparation of a strong evidence base (including some form of stakeholder, local business, and community consultation where deemed appropriate) to inform the identification of further B1 (office) employment locations / opportunities for development within the town centre to ensure a balance with the hinterland locations. It is envisaged that this process would be undertaken within the AAP for Selby town and the urban hinterland, and could include the preparation of a master plan to inform mix of uses. It should be noted that the mix of uses is likely to include a proportion of residential development, with some schemes residential driven, due to the nature and extent of constraints identified on some sites.
4. A number of 'identified' sites are recommended for potential allocation for B1 office use as a result of this study in light of the potential to develop a 'second tier' office market within the Urban Fringe of Selby town, and as a result of the phased nature of Olympia Park. Consideration needs to be given to the phasing and scale of development on these sites relative to the town centre; specifically it is imperative that the town centre remains the priority B1 office location for BPFs activities, in line with the renaissance agenda
5. EMP1, EMP2, EMP3 and EMP5 (if the site can be extended into the adjacent site and therefore allow sufficient scale for development) should be considered for allocation for B1 office uses. In addition, the sites EMP12, EMP13, and EMP14 (covered by the Olympia Park proposals) should be considered for B1, B2, B8 allocation. EMP16 is identified as offering a potential B1 office development site, being in proximity to the town centre and urban hinterland, whilst being within the A19 Corridor. There is the

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16 References to AAP are the Selby Area Action Plan which was proposed to be undertaken in the Local Development Scheme at the time of the ELS07. The current LDS does not include an AAP but instead the progression of the Site Allocation DPD is now prioritised.

17 Site reference numbers are unique to the ELS07 and the main report and plans should therefore be referred to.

potential to 'test' the market in this location through allocation of this site, although its constraints (predominantly associated with existing on-site structures) may affect whether the market brings it forward.

6. No de-allocations are proposed as a result of the analysis undertaken within this study.
7. All of the allocations should be protected through planning policy for the uses identified as 'potential uses' within this study to facilitate the delivery of the supply-led approach to economic development advocated herein.
8. No allocations are identified (and protected) as being specifically for recycling / dirty uses (such sites fall out of the remit of this study). It is however imperative that such sites are identified and protected as such to ensure no conflict with emerging economic development objectives.

### **Constraints Analysis**

9. Significant levels of constraints have been identified across all of the existing and proposed allocated sites, which could potentially restrict the development of the sites 'available' for development. The LDF should take into consideration the constraints operating on the supply of quality office land and the limiting effect that this may have upon economic development locally.
10. It is recommended that Selby District Council identify and prioritise potential funding partners / potential asset release models to deliver employment on constrained sites where they can make a contribution to economic development.

### **Protection of Existing Employment Locations**

11. Existing employment locations should be sufficiently protected from development for other uses (including specifically residential but also leisure and retail) through the LDF. This relates specifically to the identified sites EMP7, EMP8, EMP9, EMP10 and EMP11. The detail of future potential uses for these sites should be considered in more detail through the AAP, and may provide the potential for future masterplanning work. This relates specifically to the potential mix and therefore balance of uses that could and should be promoted to ensure the delivery of a quality waterside corridor including both quality residential and B1 office provision.
12. It is recommended that retail development of a scale above local / convenience level is not permitted on employment land allocations or existing employment areas to protect losses of sites. Developments such as petrol stations, and grocery / newsagents / local convenience are considered an exception to this. Retail development above this scale proposed as part of a wider mix on town centre sites should be considered in more detail within the AAP for town centre and urban hinterland.

### **Supporting Rural Diversification**

13. It should be ensured that the policy for homeworking in the LDF sets a presumption in favour of such activities given reasonable scale and nature of activity.
14. Policy relating to the 're-use' of agricultural buildings should be positive and accommodating specifically with regards target sector (RES identified, and also BPFs specifically as identified in this study). NB: A separate report appraising the existing policy stance on both homeworking and the reuse of agricultural buildings is included

at Appendix 4 of the ELS07.

15. Although strictly outside of the remit of this review, the study identifies the potential role of tourism and leisure related activities, and implications / pressure on employment land emerging. Applications for tourism / leisure activities should be considered on the basis of their employment generation alongside statutory requirements to consider impacts of proposed developments. This should include consideration of nature and scale of proposed development, alongside the 'opportunity loss' of employment sites.
16. It is recommended that opportunities to link rural diversification / businesses to the three service centres should be promoted.

#### **Windfall Sites**

17. The LDF should set criteria based tests to assess the suitability of any windfall sites in line with PPS12. In addition to sequential testing criteria there is potential to build in criteria relating to local regeneration and economic development priorities. This is especially pertinent in both the A19 Corridor, considering its long term potential role.

#### **Mine Sites**

18. The study recommends the 'use' of some of the former mine sites to 'mop up' indigenous demand within the local economy. This recommendation comes with the exception of Stillingfleet and Gascoigne Wood – both identified for single occupiers linked to the University / Science Park. It is recommended that the use of the Riccall site be focused on B2/ B8 users in light of this, with B1 restricted to an ancillary scale.

#### **General**

19. It is recommended that the land supply database compiled as part of this study is monitored and updated, along with take up of employment land and losses to 'other' non-employment uses is maintained over the plan period to inform emerging policy at the local, sub-regional, and regional level.
20. The study concludes that the use of the former mine sites for employment purposes (B1, B2 , B8, appealing to the indigenous market) will allow a degree of concentration of pure B1 (in some cases as part of mixed use developments) development within the town centre and urban hinterland. It is recommended that this approach is encouraged.
21. Freight and general industrial activities should be focused at Sherburn in Elmet and Eggborough market areas given their existing market strengths and relative strategic accessibility, although the level of growth forecast in the former (2 hectares at most) does not warrant the need for additional allocations<sup>18</sup>.

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18 This is now outdated given more up-to-date evidence in the Employment Land Refresh 2010 – see Appendix 4

### Appendix 3 - Summary of Retail, Commercial and Leisure Study 2009 (Drivers Jonas)

The full report can be found at:

[http://www.selby.gov.uk/service\\_main.asp?menuid=2&pageid=&id=1826](http://www.selby.gov.uk/service_main.asp?menuid=2&pageid=&id=1826)

1. This Study provides an assessment of the need for further development for retail, commercial and leisure uses up to 2026 (to correspond with the proposed LDF Plan period). It also addresses deficiencies in current provision and the capacity of existing centres to accommodate new development.

#### **Convenience Retail Conclusions and Recommendations**

2. The analysis indicates that District wide there would be insufficient capacity to support a substantial amount of convenience goods floorspace within the Primary Catchment Area (PCA) during the study period assuming all commitments are implemented.
3. Selby - The only capacity to support additional floorspace within Zone 1 by 2017 would arise from non-implementation of both of the Morrisons and Tesco commitments (the non-implementation of just one or the other produces a negative surplus in 2017).
4. Sherburn in Elmet - There is only a limited surplus of expenditure available for additional facilities within Zone 2 throughout the Study Period, even with an allowance for a modest increase in market share and inflow. It is therefore not necessary to plan to seek significant increase of convenience goods floorspace within Sherburn in Elmet across the study period.
5. Tadcaster - The surplus identified by the analysis is not sufficient to support a significant amount of new convenience retail floorspace within Zone 3 to 2026.
6. Zone 4 - Eggborough Although the analysis theoretically identifies capacity for additional floorspace within Zone 4, as outlined in Chapter 7, it is not appropriate in policy terms to promote or allow any significant new convenience floorspace in areas outside the three town centres in order to protect the role and hierarchy of the District's centres.
7. Small scale, local or top-up convenience provision could be acceptable within the village centres providing that it was of an appropriate scale and in accordance with the relevant planning policy tests.

#### **Comparison Retail Conclusions and Recommendations**

8. District Wide - The analysis indicates that there would be insufficient capacity to support a substantial amount of comparison goods floorspace in the PCA at current market share (30.4%) until around 2021. However, allowing for an increase in market share, there is sufficient surplus available expenditure to support new comparison goods floorspace.
9. Should Selby District Council consider it appropriate to increase the market share of the Primary Catchment Area, this could be achieved through an improvement in comparison goods facilities. This should be directed towards existing Centres in line with national planning policy and Selby Town Centre would represent the most

appropriate location for this development.

10. Suitable sites within or adjacent to the Primary Shopping Area of Selby Town Centre should be considered for accommodating such provision. The provision of modern units and the creation of a 'critical mass' should increase the attractiveness of Selby Town Centre to some higher-order retailers. This would enable residents of the District to meet more of their higher-order shopping needs locally, retaining more expenditure within the local economy and reducing the need to travel. However, the Town Centre will never be able to retain all expenditure, due to the nature and offer of competing centres such as York and Leeds and their role at the top of the Regional Shopping Hierarchy.
11. Selby - There is negative capacity for comparison goods floorspace within Zone 1 until 2019 at current market share. As with the PCA as a whole, should Selby District Council consider it appropriate to increase the market share of Zone 1, there could be a modest amount of surplus comparison goods capacity available to support new floorspace towards the mid-point of the study period (2015-2018). If some of the commitments are not implemented, additional capacity could be created as these consents expire.
12. Sherburn in Elmet - As the existing market share of Zone 2 is low (4.5%), there is limited capacity available to support additional comparison goods floorspace even at the end of the study period in 2026 (the analysis does not show any capacity until 2021). However, allowing for an increase to 10% in market share, there is a limited additional capacity to support new floorspace to 2026 (£8.5 million). Furthermore, the physical constraint of the centre would make it difficult to provide additional floorspace, therefore it is recommended that Selby District Council seek to support a modest improvement in facilities that would seek to raise the market share of Zone 2 to around 10%.
13. Tadcaster - There is limited capacity for additional floorspace within Tadcaster, even allowing for a modest increase in market share to 15%. Given this, coupled with the underperformance of existing facilities in Tadcaster Town Centre identified by the household survey, it is considered that no substantial additional comparison goods floorspace should be actively promoted in Tadcaster throughout the study period. It may be necessary to secure small improvements to meet local needs but these should be assessed on a case by case basis. It is recommended that the District Council seek to improve the level of vacancy rates and expand the diversity of the range of Town Centre uses within Tadcaster.
14. Small scale provision which serves a localised function could be acceptable within the village centres providing that it was of an appropriate scale and in accordance with the relevant planning policy tests.

### **Commercial Conclusions and Recommendations**

15. District Wide: Class A2 and B1 Floorspace - As highlighted by GVA Grimley in the Employment Land Study published in July 2007, the Selby District is now entering a period of challenge and opportunity. The Study identified that while there continues to be a strong manufacturing and distribution presence within the District, it is anticipated that there will be some shift towards a more modern service economy over the next decade.
16. As GVA Grimley recommend, the delivery of higher value service sector employment

activities within the District would seek to reverse this trend, with the focus upon a supply-led approach to promoting economic development within Selby, Tadcaster and Sherburn in Elmet.

17. The District is well connected within the region, particularly due to the good road links via the M62 and A1(M) motorways - this benefit should be built upon for the promotion of new commercial opportunities within the District.
18. In terms of the future supply of employment land within the District there is currently an oversupply, however, a significant proportion of the allocated employment land is either highly or medium constrained, restricting its development potential.
19. Based on an analysis of the GVA Grimley Study and the analysis within Chapter 9 (of the SRCLS09), we would recommend that new commercial floorspace is promoted as part of mixed use schemes where appropriate. Within town centre locations this integrated approach to land use would help promote both sustainable working practices and vitality in town centres.
20. Evidently, there is some new floorspace proposed within the District in the pipeline (including the floorspace currently under construction at Selby Business Park, particularly for new Class B1 uses, thus increasing the provision of high quality commercial floorspace. However, alongside this development there should also be a focus upon the improvement of the existing provision of both Class B1 (Business) and Class A2 (Financial and Professional) uses within the three town centres.
21. In promoting the improvement of existing floorspace (which may be through economic development measures.), alongside the development of new floorspace, the Selby District will improve its commercial offer across the board.
22. Selby: Class A2 and B1 Floorspace - Within Selby Town Centre, surveys undertaken have identified a high representation of service uses. This suggests that there should be a focus on improving the existing provision of Class B1 and A2 uses, rather than actively seeking new 'commercial' floorspace to accommodate service uses.
23. Within Selby Town Centre, the attractiveness of the Abbey and the pleasant working environment of the surrounding streets should be maximised.
24. Tadcaster and Sherburn in Elmet: - Class A2 and B1 Floorspace - The surveys revealed that both Tadcaster and Sherburn were well represented in terms of commercial floorspace for service uses, and therefore the focus should be upon promoting the improvement of existing provision rather than the creation of new floorspace.
25. Existing Out of Centre Business Parks - There are a number of business parks within the District, which provide a large quantity of Class B1 floorspace, including the Selby Business Park and Sherburn Industrial Estate. These provide high quality, purpose built and accessible office space within the District. It is important that the quality of these facilities is maintained. However, any further applications for Class B1 floorspace within an out of centre location will need to ensure that they accord with planning policy, including the sequential approach to site selection set out for offices by PPS6 (and any subsequent replacements).

### **Leisure and Recreation Conclusions and Recommendations**

26. Restaurants, Pubs and Bars - SDC should encourage the diversification of uses within

centres, including those which contribute to the evening economy, to ensure that centres are vibrant and viable. There is clear qualitative and quantitative need for additional restaurant and bar floorspace across the PCA as a whole, and within each of the three centres individually.

27. Cinemas - The analysis reveals a theoretical quantitative need for up to six screens to 2026 (assuming no cinema trips were made to facilities outside of the District). However, taking into account the existing provision surrounding the PCA and the qualitative considerations, we do not feel that in reality there is sufficient capacity to support a cinema of this size.
28. Ice Rinks - Whilst the Study has identified that the District's participation in ice skating is above average, there is not an overwhelming quantitative need for the provision of an ice rink within the District, qualitatively, there could be in theory some benefits to accommodating such a facility within the PCA.
29. Water Based Recreation - Residents of the District are already undertaking formal water based recreational activities, and the provision of additional facilities would have amenity, environmental, social, economic and health benefits to the District. Therefore, the opportunity to increase participation in water based activities (include passive activities such as riverside walks) should be encouraged.
30. A full review of the existing water based recreation facilities should be carried out as part of any update to the Selby Recreation Open Space Strategy (ROSS) 2006 to identify whether there is a physical deficiency in provision across the District for this type of open space in PPG17 terms.
31. Health and Fitness Facilities - There is the potential within the District, subject to market demand, for at least one or more health and fitness facilities, preferably accommodated by a higher quality operator to provide competition to similar facilities lying outside the District.
32. Ten Pin Bowling - The District has one existing facility: Bowl'n'Fun in Selby. At the time of the publication of this Study, this facility was closed for refurbishment and due to reopen during October 2009. The current participation rates within the District would not justify the need any further facilities.
33. Bingo - The District has one existing facility: Walkers Bingo and Social Club in Selby. The current participation rates within the District would not justify the need any further facilities.

### **Next Steps**

34. The Local Planning Authority should utilise the findings of the Selby Retail, Commercial and Leisure Study 2009 to form a robust policy base as part of its Local Development Framework. These policies should include:
  - General policies on retail hierarchy and town centres which could be appropriate for the Core Strategy;
  - Specific policies and strategies which are more appropriate for the Selby Area Action Plan;
  - Specific policies and strategies for Tadcaster and Sherburn in Elmet for use in other Development Plan documents; and

- Criteria based policies for the Development Management DPD.

## Appendix 4 – Summary of Key Findings of Employment Land Refresh 2010 (SDC)

The full report can be found at

[http://www.selby.gov.uk/service\\_main.asp?menuid=&pageid=&id=1164](http://www.selby.gov.uk/service_main.asp?menuid=&pageid=&id=1164)

### Employment Land Supply

1. The study identifies 224.49 ha of land available for employment purposes. This compares to the results of the most recent AMR figure of 287.17 ha (land with planning permission for employment uses).
2. This preliminary review of the employment site portfolio identify that all sites are 'fit for purpose'.
3. Within the limits of this refresh it has not been possible to identify 'high quality' or 'strategic' sites which must be safeguarded for employment development; other than showing the range of sites which are 'low constrained'.
4. Not all of the sites are likely to be brought forward for development within the plan period and in some cases even beyond. A realistic delivery strategy for the sites contained in this study has not been established and sites have not been specifically allocated. That element of work will form part of future reviews in association with the evidence base required for the Allocations DPD.
5. The Refresh does not identify a five-year supply of market ready sites because there is no annual requirement set out against which to compare the potential supply.
6. Most of the land is in and around the main town of Selby with only limited availability in Sherburn. Most sites are medium constrained.
7. There is significant amount of floor space available within premises, particularly at Sherburn.
8. Existing stock is characteristically old and not necessarily suited for modern businesses.
9. There is a lack of purpose built employment premises – particularly B1 offices. Most recent development for offices has been on the Selby Business Park and at Escrick Business Park.

### Future Employment Requirements

10. The figures for Selby in terms of jobs generated estimate an increase in approximately 1,610 full time equivalents up to 2026 which equates to approximately 100 jobs per annum.
11. In the light of REM forecasts, identified issues to be tackled, building on strengths, opportunities for growth sectors, providing for specific business needs, there is a requirement to ensure land is made available for a range of future needs, which are set out below, in Figure 7.

## **Key Identified Future Needs**

- Small start up units
- Large sites for large users providing B1 office space within the B8
- Choice and flexibility for bespoke requirements and future expansion land
- Around Selby as an attractive location with local workforce and to provide choice and flexibility on A63 Bypass/A19 corridor with rail and water links
- Building on existing strengths, around Tadcaster with links to the A64 corridor, opportunities to accommodate the identified growth of the Finance, Business and Insurance sector
- Around Sherburn to capitalise on existing infrastructure and regenerate older industrial areas
- Around Eggborough for M62 links
- Opportunities to accommodate new growth industries e.g. renewable energy based on existing strengths
- Retail floor space for expanding town centres

## **Supply/Demand Dynamic**

12. Recent evidence has also shown that the redevelopment of industrial sites is characteristic of the District (for example, the former Tate and Lyle site in Selby). Further it has been identified that existing premises in some existing employment areas such as Sherburn Industrial Estate may not be suitable to meet needs of businesses. As such it is expected that 'churn' (recycling of brownfield land) of existing sites will make a significant contribution to meeting the District's longer-term employment land needs, and so additional land may be needed.
13. The existing supply of employment land may not be suitable to provide for all of future business needs, and there is evidence that allowance should to be made for flexibility and choice to capture additional jobs. The consideration of the scale and distribution of potential additional land allocations for employment uses is more appropriate for the emerging Site Allocations DPD.
14. It can be seen however that there is a low level of land available in Sherburn, while at the same time having a high level of vacant floor space. Stakeholders identified Sherburn as strategic location and the benefits of making more land available here to seek to buoy confidence and attract further investment should be investigated further.
15. It has also been noted that there has been a very low level of completions and permissions, and only a small amount of employment land available in Tadcaster. Only about 13% of existing employment land is in Tadcaster employment sub-area and most of this is high constrained. The reason for this local land supply issue should also be investigated.

16. Stakeholders provided advice/knowledge of the key trends in the market and main issues relevant to businesses. The perceived mis-match between available premises and what current market requirements demand, is an issue which could mean further land should be made available.
17. The distribution of existing floorspace within the District is weighted towards the industrial sector. This may not be fit for purpose or appropriate for the needs of future emerging sectors. Existing premises occupied by business are older and the majority of business stock was built prior to 1970. Older units which have been vacant for a number of years are also starting to be occupied. The recent announcement that Debenhams is relocating to Sherburn suggests demand on the national level is increasing. Market intelligence suggests that there may be a future shortfall take up's increase and no new premises are built.
18. There are 108 vacant premises within the district, the majority of which are new build premises. New Offices at Escrick and Industrial Units at Access 63 have been difficult to let in the current economic climate. However there are signs of improvement; in 2010 there have been two relocations to Escrick and a new sustainable training facility at Access 63.

### **Conclusions and Next Steps**

19. The Employment Land Refresh identifies current employment land supply and establishes whether it is 'fit for purpose'. The Refresh reviews the potential of existing employment land to meet future requirements. It does not identify new sites or a future portfolio of land.
20. All sites within the study are fit for purpose. The Refresh does not identify any priority or higher quality sites as further assessment is needed.
21. The results, within the limitations of this Refresh indicate a broad range of employment land requirements in the key locations in the District, for future consideration in the Local Development Framework.

### **Next steps / Further Work**

22. The Refresh forms part of the evidence for the Draft Core Strategy Economic Prosperity policies in preparation for Publication/Submission stage.
23. The Refresh is not a full Employment Land Review. Further work needs to be undertaken as part of the Site Allocations Development Plan Document. Further work will build on this analysis and may include identification of specific uses for each site, preferred site sizes in the relevant sub-areas and a delivery plan/ phasing.