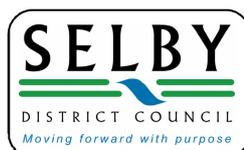


## **Background Paper No. 14**

### **Housing Scale and Distribution**

**January 2012**

***Note: This Background Paper 14 (January 2012) replaces Background Paper 9 (January 2011) which is hereby cancelled***



## 1. Executive Summary

1.1 The Examination into the Submission Draft Core Strategy (SDCS) was suspended to allow the Council to address the following three topics, as set out in the Inspector's Ruling:

- (i) The strategic approach to Green Belt releases;
- (ii) The scale of housing and employment development proposed for Tadcaster and the implications for the Green Belt;
- (iii) The overall scale of housing development over the plan period.

1.2 The Council has considered these three topics and its approach in the light of a review of evidence and will carry out a consultation directly with participants on the changes it proposes to the Core Strategy arising from its considerations.

1.3 This Background Paper considers the second two topics and:

- reviews the evidence base;
- outlines the further work that has been undertaken;
- sets out the factors that have been taken into account;
- explains the Council's approach in addressing the Inspector's concerns:  
and
- describes the proposed changes to the SDCS.

1.4 The main areas of work have been:

- Evidence on the scale of housing required through a review of household projections and other influencing factors in a new Housing Paper.
- Update of housing land availability through the new Strategic Housing Land Availability Assessment (SHLAA 2011).
- Update of the Infrastructure Delivery Plan in the light of revised housing numbers.
- Further Sustainability Appraisal (SA) of the proposed changes through an Addendum to the existing SA Report.

1.5 The key conclusions are:

- Revised housing land requirement of 450 dwellings per annum (dpa) as compared to 440 dpa.
- Introduction of Phasing over the plan period.
- Reduction in numbers at Tadcaster and increase in numbers at Sherburn to closer reflect the evidence in the Strategic Housing Market Assessment (SHMA) 2009 (see Background Paper 3 Addendum).
- Revised Policy CP2 (housing requirement).

- Revised Policy CP3 to ensure robust delivery mechanism including monitoring and triggers for remedial measures if housing delivery is underperforming.
- Link to new Green Belt Policy CPXX which describes the plans for a Green Belt review through a further Development Plan Document and the conditions for identifying any alterations to the Green Belt boundaries in the light of 'exceptional circumstances' in order to accommodate new development if this is the most sustainable option.

1.6 Green Belt issues are dealt with in new Background Paper 15.

1.7 This Background Paper 14 supersedes Background Paper 9 which is cancelled.

## **2. Introduction**

2.1 The Submission Draft Core Strategy (SDCS) Examination in Public (EIP), which ran from 20 September to 30 September 2011 was suspended to allow the Council to address the following three topics, as set out in the Inspector's Ruling<sup>1</sup>:

- (i) The strategic approach to Green Belt releases
- (ii) The scale of housing and employment development proposed for Tadcaster and the implications for the Green Belt.
- (iii) The overall scale of housing development over the plan period.

2.2 During the Suspension period further work has been undertaken by the Council to review the evidence base and the Council has considered a number of options to address the inspector's concerns and soundness issues.

2.3 This Background Paper deals with the last two points (although there is some overlap with the new Addendum to Background Paper 3 Housing Distribution Options). A new Background Paper 15 on 'Green Belts' deals with the first one.

2.4 For a summary of the proposed changes to the Core Strategy since the Submission Version (May 2011) see Background Paper 11a. The Proposed Changes proposed since the Suspension of the EIP are set out in a Fifth Set of Proposed Changes. All five sets of the Proposed Changes to the SDCS are also published in a Composite Schedule (January 2012).

2.5 For further information on the Housing Distribution Options see Addendum to Background Paper 3 (January 2012). This new Background Paper 14 provides further details of the consideration of overall Scale of Housing, some distribution issues as they relate to the scale of development in Tadcaster and deliverability issues.

2.6 This Background Paper firstly outlines the concerns and issues which were raised by the EIP Inspector and then seeks to explain the Council's process for tackling the issues. There are many factors to be taken into account and balance in considering the options. The Background Paper reviews the various

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<sup>1</sup> Copy available on EIP page of the Council's website [www.selby.gov.uk](http://www.selby.gov.uk)

parts of the evidence base (and cross refers to the relevant data and other reports and Core Documents) and draws all the elements together – the Background Paper seeks to describe how the Council has arrived at the Proposed Changes.

- 2.7 Part A outlines the issues raised by the Inspector and Part B sets out the Council's response

### **Part A - Issues**

## **3. Overall Scale of Housing Requirement**

### **Scale and Distribution of housing**

- 3.1 When considering the overall quantum of housing development over the plan period, the Inspector considered 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.
- 3.2 The Inspector also highlights that significant national policy changes (for example the National Planning Policy Framework (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.
- 3.3 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.
- 3.4 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.
- 3.5 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.

#### **4. Land availability particularly at Tadcaster**

##### *Land Availability*

- 4.1 The Inspector considered that from evidence given at the hearings by agents of landowners in Tadcaster, it was clear that the Council could not deliver the housing and employment land that it argued was necessary to meet Tadcaster's needs [*i.e. that put forward in the SDCS*] without releasing land from the Green Belt.
- 4.2 The Inspector considered 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*

- 4.3 The Inspector stated 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.
- 4.4 But, notwithstanding the above conclusion, the Inspector highlights concerns about whether the scale of growth proposed for Tadcaster is fully supported by the evidence.
- 4.5 The Inspector considered 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).

4.6 The Inspector was 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.

4.7 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*

4.8 The Inspector considered that the Council seems to have pre-empted this process in its Position Statement (EIP Submission SCS/6) 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.

4.9 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.

4.10 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.

4.11 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.

## **Part B - Response**

### **5. Overall housing numbers – Review of Evidence**

#### **Scale of Housing Requirement**

- 5.1 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 has been 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 below.
- 5.2 The Inspector was clear (see Part A 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.
- 5.3 The Council therefore commissioned Arup Consultants to produce a Housing Paper<sup>2</sup>. The purpose of this paper was 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 were:
- Are Regional Spatial Strategy (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?
  - How is the population projected to change within the District and what is the impact that this will have on the need for the number of households?
  - How will housing growth in surrounding authorities such as Leeds and York create needs and pressures on the housing market in Selby?
  - 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?
- 5.4 The scope of the work included a review of:
- The evidence base for the Yorkshire and Humber Plan (RSS).
  - The latest evidence in terms of population and household projections (from

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<sup>2</sup> ‘Scale of Housing Growth in Selby’, Arup for SDC, 30 November 2011 (CD56)

2003, 2004 and 2008) including the components of these in terms of natural increase, domestic and international migration.

- Selby District Strategic Housing Market Assessment (SHMA 2009)
- North Yorkshire Strategic Housing Market Assessment (NYSHMA 2011)<sup>3</sup>
- 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 The full Housing Paper (CD56) provides the detailed analysis of the factors which have been taken into account in recommending that the 2004 based Department of Communities and Local Government (CLG) household projections are the most appropriate as the basis for determining the housing requirement for the Core Strategy.
- 5.6 The Council has accepted the Housing Paper recommendation that 450 dwellings per annum (dpa) over the plan period is the most robust figure to use. This compares to 440 dpa set out in the RSS which was the figure used in the SDCS.
- 5.7 Appendix 1 of this report provides a Summary of the Main Conclusions of the Housing Paper (CD56) which includes an analysis of the different housing requirement figures presented by the various data sources.
- 5.8 Appendix 2 of this Background Paper provides a Summary of the Key Points of evidence in the Housing Paper.
- 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, 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. 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.
- 5.11 Appendix 3 of this Background Paper is a copy of the further paper that Arup

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<sup>3</sup> The NYSHMA Final Draft September 2011 was reviewed as part of the Arup work. The final unchanged version was approved by the Regional Housing Board on 12 December 2011

provided for the Council which sets out their response to a request to provide further justification for the 450 dpa and consider the option of a higher figure of 465 dpa.

## 6. Consideration of a higher number

### Planning for Increased Housing Delivery

- 6.1 The Ministerial Statement “Planning for Growth” and the letter to all Chief Planning Officers (March 2011) are 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.”*
- 6.2 The Draft National Planning Policy Framework (NPPF, July 2011) emphasises the need for local planning authorities 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 local planning authorities 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.
- 6.3 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.
- 6.4 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 the Council also considered whether 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) and within the context of the observed longer term housing completion rate of 465 dpa in the District.
- 6.5 The Council considered whether the advantages of planning for a higher level of housing growth might be to:
- Provide flexibility
  - Promote additional growth with associated economic benefits
  - Provide more opportunities for meeting affordable housing requirements
  - Off-set some of the pressures the District could face from adjoining authorities.
- 6.6 However the Council is also mindful that the target should be deliverable. The work undertaken by Arup considered deliverability in recommending the 450

figure. Any uplift would also have to be evidence based.

- 6.7 The Council received further information from Consultants (see Appendix 3) regarding the evidence for the sustainability of housing growth on a range of 450 to 465 dwellings per year over the Plan period.
- 6.8 Appendix 3 sets out in Section 5 that because 465 dpa is very similar to 450 dpa it would be reasonably robust given the current economic circumstances and future prospects. However past completion rates should not be the primary basis for planning for future housing growth. Further, although a plausible case could be put forward for a higher figure than the 450 dpa recommended (for example taking account of under provision/delivery in neighbouring authorities) this would be contrary to the Core Strategy principles of increasing economic self containment and reducing out-commuting.
- 6.9 Because the decision on overall scale of housing growth must be made on credible evidence, and also recognising that the housing requirement is an annual *minimum* target, the Council accepted the consultant's recommendation to use the average annual housing requirement of 450 dpa.
- 6.10 The Arup paper(s) also set out that there is a case for planning for a rate of housing delivery that is lower in the first five years. This is in the light of the evidence available leading to a cautious view being taken regarding economic recovery.

## 7. Phasing

- 7.1 In proposing that the overall scale of housing is revised up to 450 dpa and recommending that the overall strategy for distribution remains broadly the same (see sections below), the Council also proposes that housing growth is phased over the plan period in the light of the evidence in the Housing Paper. The Council consider the economic recovery implications on housing delivery, especially in the early part of the plan period is a particularly important factor since the recent announcements by central Government in the Autumn Statement (November 2011) and the Office for Budget Responsibility down-grading of economic forecasts (November 2011) and the uncertainty in the Euro-Zone.
- 7.2 The proposed phasing of the total 7200 dwellings required over the plan period (16 years x 450 dwellings per year) is:

**Figure 1**

2011 – 2017	1 <sup>st</sup> 6 years	@ 400 dpa	2400 dw
2018 – 2022	2 <sup>nd</sup> 5 years	@ 460 dpa	2300 dw
2023 – 2027	3 <sup>rd</sup> 5 years	@ 500 dpa	2500 dw
		Total	7200 dw

## 8. Overall housing numbers

### Distribution between the settlement hierarchy

#### *Employment Growth*

- 8.1 The Inspector's Ruling referred to the issue of both the scale of housing development and economic development proposed for Tadcaster.
- 8.2 The Council do not consider that the level of economic growth proposed in the SDCS is in dispute. This issue was debated at the EIP. Because there has been no specific suggestion that the levels in the SDCS are not sound then further work on this aspect has not been undertaken.
- 8.3 In summary, Policy CP9 of the SDCS establishes an overall District-wide requirement for 37 – 52 hectares of employment land. The Core Strategy text suggests the broad distribution for Tadcaster to be 5-10 hectares based on the Employment Land studies that have been undertaken. Policy CP9 also states that the precise location of sites (therefore including numbers and sizes) is to be determined through the Sites Allocation DPD so the precise amount and location in Tadcaster is not an issue for the Core Strategy.
- 8.4 The issue of whether there is development land available (either for housing or employment) is the key issue and therefore discussed as part of this Background Paper under land availability (below in Section 9).

#### *Scale of Housing Requirement for Tadcaster*

- 8.5 In the light of the Inspector's written views the Council has re-assessed:
- Whether the level of housing in Tadcaster put forward in the Core Strategy is in fact the correct amount.
  - Whether that level of growth 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.
- 8.6 In deciding the best course of action the Council has taken account of the evidence base and the relative sustainability of the various options.
- 8.7 After option appraisal (see Sections 10 and 11 below) the Council concludes that there is sound evidence to support the retention of the existing distribution option (consulted on though previous stages of the development of the Core Strategy and also discussed in Background Paper 3) within the overall strategy of the Core Strategy. 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.
- 8.8 The distribution is discussed in Background Paper 3 Addendum. It concludes that the scale of development promoted in Sherburn in Elmet and Tadcaster should be 11% and 7% respectively which reflects the proportion of identified affordable housing need in the Council's Strategic Housing Market Assessment 2009.

- 8.9 Although the proportions are amended between the two Local Service Centres (LSCs) in comparison to the submission Core Strategy (the Core Strategy CP2 uses 9% and 9%, compared to 7% and 11%), the combined figure for the LSCs remains the same at 18%.
- 8.10 Figure 2 below shows the altered split between Tadcaster and Sherburn in Elmet also taking into account:
- the proposed District-wide annual average housing requirement of 450 dpa (new see Background Paper 14); and
  - the update of planning permissions to 2011 from 2010 base<sup>4</sup>.

**Figure 2 Comparative Changes to Housing Requirement by Settlement Hierarchy**

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

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

**Overall land supply and deliverability**

**(a) Strategic Housing Land Availability Assessment (SHLAA) 2011**

- 9.1 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 a 15 year period.

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<sup>4</sup> See also Section 12 regarding proposed changes to Policy CP2

- 9.2 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
- 9.3 The Submission Draft Core Strategy (SDCS) was developed having regard to the SHLAA which 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.
- 9.4 However, the Council has, during the EIP Suspension, updated the SHLAA because:
- of new information presented during the EIP regarding landowners' intentions / land availability at Tadcaster
  - a significant amount of new sites has been put forward by landowners through the Site Allocations DPD work, and
  - the need to base decisions about the overall scale and distribution of housing on the most up-to-date information
- 9.5 Since the EIP was Suspended, the Council has reconvened the SHLAA Stakeholder Working Group and the Methodology has been reviewed 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.
- 9.6 The Council has also contacted everyone on its Local Development Framework database and the SHLAA mailing list to ensure all interested parties are involved. Known landowners were sent questionnaires to provide any updates since 2008 and Land Registry Investigations into land ownerships have been undertaken and owners / agents of the released Phase 2 Selby District Local Plan<sup>5</sup> sites contacted. This is because it is important that the land owners' intentions are understood when analysing the potential housing land supply over the plan period.
- 9.7 New sites have been identified through the Site Allocations DPD process and a general 'call-for-sites' was published on the Council's website during October / November 2011 in order to identify any further opportunities.
- 9.8 The analyses of sites and consultation with the Stakeholder Working Group and key utility / service providers was undertaken in November / December and the

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<sup>5</sup> "Phase 2 sites" were allocated in Policy H2 of the Selby District Local Plan and released by the Council on 13 September 2011 under the provisions of Policy H2A of the Selby District Local Plan.

amount and location of suitable land potentially available to deliver housing in the various time periods established (0-5 years, 6-10 years, 11-15 years and 16+ years).

- 9.9 The results of the exercise have been taken into account when the Council has considered the proposed changes required to the SDCS in terms of overall scale and distribution. The full draft SHLAA Report (including methodology, summary tables, maps and site summary sheets) is provided as a new Core Document CD55 which will be available from 5 January 2012.

*Tadcaster land availability – SHLAA Update*

- 9.10 A key point is whether there is enough land available at Tadcaster (even for the proposed reduced figure).
- 9.11 There was evidence put forward at the EIP by the agents of landowners of sites PHS/73/005 and PHS/73/010 that the two sites combined could deliver 250 dwellings.
- 9.12 This evidence is however rejected for two reasons:
- 250 dw on 2.11 hectares equates to 118 dwellings per hectare (dph) which is unreasonable; and
  - 2011 SHLAA assessment (based on a density of 35 dph) puts the figure at only 131 dwellings for the both sites combined and indicates that site PHS/73/010 is highly constrained due to flood risk.
- 9.13 All the sites in the SHLAA database have been re-assessed in the light of up-to-date information on land ownerships and landowners intentions (where known) as part of the 2011 SHLAA.
- 9.14 As part of the 2011 SHLAA 'call-for-sites' an additional site outside of the Green Belt has been put forward by a landowner who considers that it is immediately available PHS/73/020 (0-5 years). This site could accommodate 438 dwellings.
- 9.15 The Council considers that in Tadcaster the capacity of sites which are known to be available within the plan period on non-Green Belt land is 587 dw compared to the approximately 364 dw required (see Figure 2 above); which indicates in broad terms that capacity exists to meet the requirement.
- 9.16 Although it is not necessary at Core Strategy stage to identify specific allocated sites as that is the role of the Site Allocations DPD, it is necessary to demonstrate in broad terms that the strategy set out in the SDCS is robust and deliverable. The Council considers that this evidence on land availability shows that the existing strategy can be delivered through the clear framework established in the proposed changes to the SDCS policies (see Section 12 below).

**(b) Updated Infrastructure Delivery Plan**

- 9.17 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. The SDCS scale and distribution testing was undertaken throughout its stages of development by liaising with service

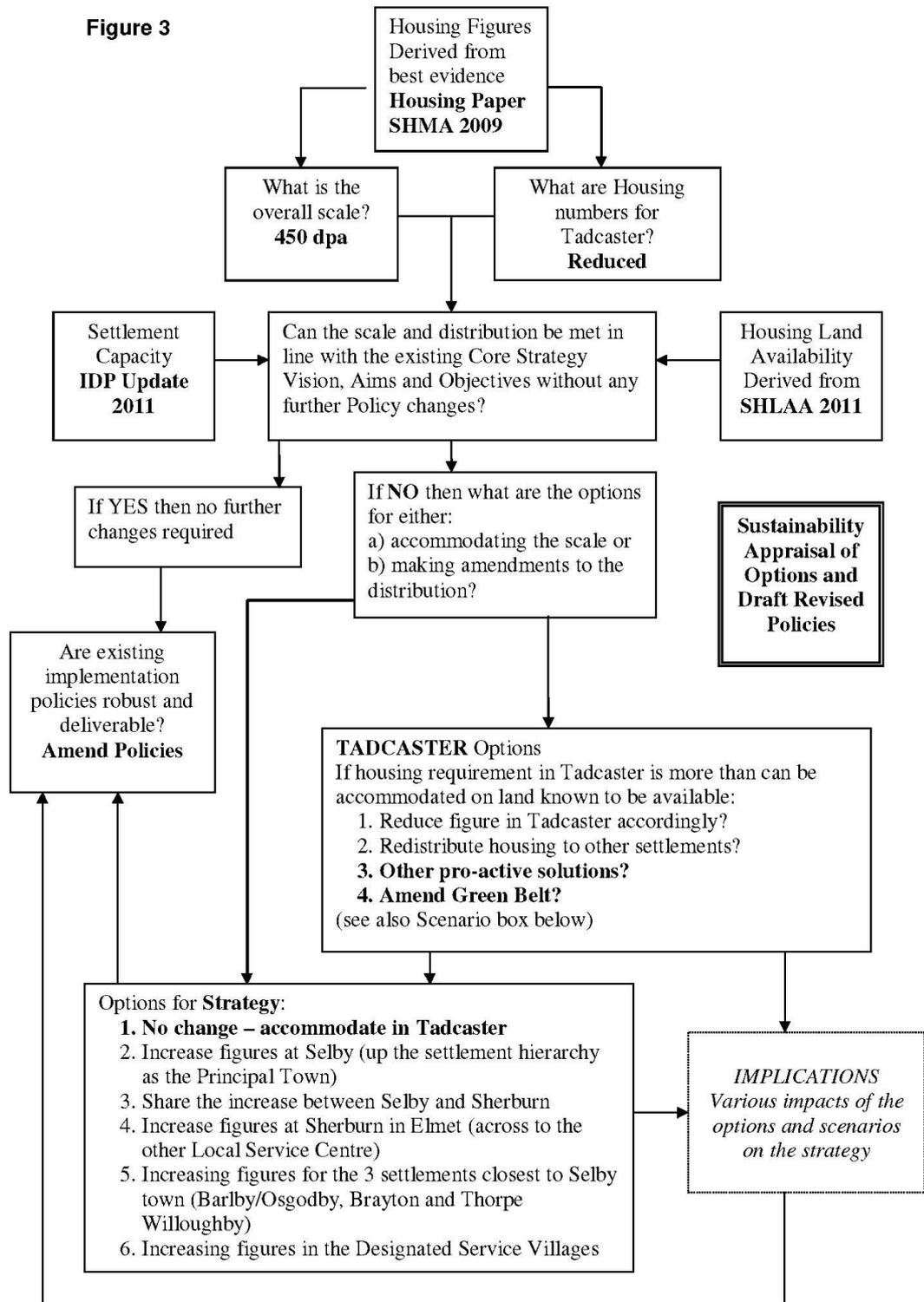
providers such as Yorkshire Water, Environment Agency and Highways Authorities.

- 9.18 The Infrastructure Delivery Plan (IDP) has also been developed through this process and work is ongoing with the Site Allocations DPD.
- 9.19 Because the overall scale of development is proposed to be increased and the distribution between the two LSCs altered, it was important to check with stakeholders that these changes can be accommodated. This work has been undertaken as part of the SHLAA and updating the IDP.
- 9.20 The IDP has been updated with a new Addendum which sets out the results of this exercise (see CD19a). In summary, stakeholders considered that there would be no significant strategic impacts that would undermine the SDCS from either the increase in housing numbers or the alteration of the split between the two LSCs identified.

## **10. Options**

- 10.1 This Background Paper has so far reviewed all the various elements which have been considered by the Council in their decisions on the Proposed Changes to the Core Strategy. This section illustrates the framework within which the decisions were taken. This analysis overlaps with the consideration of overall scale and deliverability tests.
- 10.2 Figure 3 below outlines the process of the options appraisal which was undertaken to determine what the most appropriate distribution should be in the light of the revised scale of housing (see also Addendum to Background Paper 3). The bold text highlights the key decisions that were made.
- Sustainability Appraisal*
- 10.3 Consideration of all the options for amending the Core Strategy was subject to Sustainability Appraisal (SA). Consultants have undertaken this work on behalf of the Council and an Addendum to the SA (December 2011) is published as a new Core Document (CD17h).
- 10.4 The findings of the further SA have informed the decision to choose the preferred option (see below). The proposed amended policies and new Green Belt policy were also subject to sustainability appraisal. Further, the proposed new Policy CPXX (Green Belt) was amended since its draft version in the light of recommendations of the SA Addendum (with the addition of new Section F).
- 10.5 The key findings of the SA Addendum are provided in summary form at Appendix 4 of this Background Paper.
- 10.6 Appendix 5 outlines the Options that were considered in more detail and why alternative options were rejected.

Figure 3



## **11. Consideration of Options and Preferred Option**

11.1 The consideration of options took into account the Inspector's concerns on the level of growth at Tadcaster and deliverability issues. The Council has revisited the evidence base on the level of growth proposed for Tadcaster (see Background Paper 3 Addendum) and reviewed in this Background Paper whether the reduced level of growth can be accommodated and delivered.

### *Tadcaster Level of Growth and Land Availability*

11.2 The evidence supports a reduced housing figure for Tadcaster. The SHLAA 2011 indicates (with the new site PHS/73/020) that in and on the edge of the town there is sufficient land identified as available outside the Green Belt within the plan period to accommodate this figure.

11.3 The Council consider that Tadcaster can realistically accommodate (deliverability issues) the identified requirement by::

- 1a Identifying the further site in Tadcaster on non-Green Belt land through the SHLAA 2011 update.
- 1b Working with landowners / last resort CPO to bring forward the most sustainable identified sites within and on the edge of Tadcaster.
- 1c Establishing if necessary exceptional circumstances for a Green Belt review if the alternative sites on non-green belt land are significantly less sustainable though the Site Allocations DPD.

11.4 The Council considers that Tadcaster should accommodate the identified the level of growth because:

- Tadcaster should accommodate its own identified requirement based on affordable housing needs
- This is in accordance with the established strategy in the Core Strategy (clearly the most sustainable option)
- It would protect the appropriate settlement hierarchy
- Tadcaster is a Local Service Centre
- Would support regeneration of the town
- Would seek to reverse the observed decline in population in Tadcaster\*

11.5 This approach is consistent with the existing SDCS strategy set out in the Vision, Aims and Objectives as summarised below.

11.6 The Council consider that the SDCS sets out why the existing strategy for the settlement hierarchy and distribution of new development is the most sustainable option. This has been established at the various stages of the development of the Core Strategy from Issues and Options through public consultation. Section 2 of Core Strategy outlines key issues and challenges

which the Core Strategy addresses including moderating unsustainable travel patterns, concentrating growth in the Selby area, flood risks and highways capacity issues, providing affordable housing, developing the economy, strengthening the local economy and increasing sustainability through greater self sufficiency. This builds upon the Sustainable Community Strategy themes of developing three market towns and surrounding rural areas and developing sustainable communities.

- 11.7 Section 3 of the Core Strategy outlines the Core Strategy vision, aims and objectives; tackling issues such as out-commuting, improving self-containment, enhancing the role of the three market towns as accessible service centres within the district, concentrating development in the most sustainable locations, and locating new development in areas of low flood risk.
- 11.8 Section 4 of the Core Strategy explains the settlement hierarchy and the location principles of the Core Strategy.
- 11.9 The Council considers there is no reason to depart from this robust approach which is sound and based on evidence and has been through full consultation.
- 11.10 In addition, the Council considers there is evidence to demonstrate why the approach to maintain the focus on the Local Service Centres, and especially to ensure Tadcaster meets its own development needs is a significantly more sustainable option than pursuing an alternative strategy which would include the redistribution of Tadcaster's requirement elsewhere in the District.
- 11.11 The Council considers that a lack of growth would contribute to the decline in the town, which would disadvantage the existing population and that of the surrounding areas it supports. The Council considers that evidence on the health of the town centre from the Selby Retail, Commercial and Leisure Study<sup>6</sup>, (SRCLS) and the loss of population seen in official statistics is at least partly down to the historic lack of development in the town. Appendix 6 of this Background Paper provides some more details.
- 11.12 The SRCLS shows that Tadcaster is significantly under performing. It is notable that Tadcaster Town Centre is under-represented in terms of both convenience and comparison floor space with convenience uses accounting for 13% of all floor space compared to the national average of 17%, and comparison uses only 20%, compared to 50% nationally. Conversely, in terms of both service and 'miscellaneous' uses, Tadcaster is over-represented, particularly with regard to 'miscellaneous units'. In addition, 12% of floor space is vacant against a national average of 10%.
- 11.13 The Council considers that reasonable housing development (and employment development) alongside proposed town centre regeneration schemes may reverse the decline.
- 11.14 The Council further considers conversely that accommodating the identified

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<sup>6</sup> Selby Retail, Commercial and Leisure Study, October 2009 by Drivers Jonas for Selby District Council, Core Document CD/29 and CD/29a

growth elsewhere would be a significantly less sustainable option.

- 11.15 The sustainability of Tadcaster as an LSC and its need for growth, together with the highlighted constraints on land supply would constitute the exceptional circumstances required to undertake a Green Belt review. It is reasonable to reconsider the Green Belt around Tadcaster (and other areas) to facilitate sustainable growth in this plan period and to safeguard land for future plan periods through the Site Allocations DPD. This is discussed in new Background Paper 15.

### **Summary**

- 11.16 For these reasons the Council considers that Tadcaster is the most sustainable location for development compared to redistribution elsewhere. However, although sufficient land has been identified in the SHLAA 2011 update to meet the requirement over the plan period, the Council is also mindful that many of the most sustainable sites identified within the town in the SHLAA are unavailable by the landowners. As such the Council is proposing amendments to the approach for delivering land through Proposed Changes to Policy CP3 (Managing Housing Land Supply) and through a new Green Belt Policy CPXX (see separate Background Paper 15 Green Belt)

## **12. Proposed Changes to the SDCS**

### **CP2 Scale and Distribution of Housing**

- 12.1 This policy sets out the broad target of dwellings required over the plan period taking into account existing commitment and establishing the broad distribution between the settlement hierarchy. Although the broad framework of the SDCS policy remains unchanged Policy CP2 is proposed to be revised in order to take account of:

- 450 dpa target
- Phasing of the requirement
- Amended split between the two LSCs
- Update base-date of planning permissions to 2011 (see below)
- Amended plan period to 2027 (to take account of the revised expected date of adoption of 2012 – see below)

#### *Base Date and Plan Period*

- 12.2 The plan period for the Core Strategy is amended to run from 2012 to 2027 (15 years from the expected date of adoption). The base date for the latest 'commitments' from planning permissions is amended to 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 160 dwellings from 7040 dw (440 dw x 16yrs)<sup>7</sup> to 7200 dw (450 dw x 16 yrs).

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<sup>7</sup> The current Core Strategy period was also 16 years from 2010 – 2026 because the latest information then was at 2010 and the expected date of adoption was 2011.

- 12.3 See Schedule of Proposed Changes, with appended supporting text and amended Policy.

### **CP3 Managing Housing Land Supply**

- 12.4 In order to ensure the deliverability of the Strategy it is recommended that Policy CP3 (Managing Housing Land Supply) be amended. The aims of the revised policy are to provide a sound mechanism for ensuring the scale and distribution of housing development is delivered and managed through close monitoring and positive actions.
- 12.5 The proposed revised Policy CP3 and supporting text is provided in the Schedule of Proposed Changes.

### **New CPXX Green Belt**

- 12.6 The new Green Belt Policy (see separate Background Paper 15) also provides the mechanism for altering Green Belt boundaries to accommodate development in exceptional circumstances including the overriding need to deliver the Vision, Aims and Objectives of the Core Strategy (in line with CP2 housing and CP9 employment) and where the need can't be met on non-green belt land or where green belt land offers a significantly more sustainable option overall.
- 12.7 See Schedule of Proposed Changes, with appended supporting text and new Policy CPXX.

## **13. Monitoring**

- 13.1 Proposed revised Policy CP3 (Managing Housing Land Supply) incorporates close monitoring and remedial actions to ensure the deliverability of housing at the required level and in the right location. Remedial action will be taken if there is under-performance of housing delivery and under-performance.
- 13.2 In addition to the monitoring and remedial action built into revised CP3 (and the scope for Green Belt review to accommodate needs) the Core Strategy includes other targets and indicators as part of the Implementation section of the plan. As part of the on-going monitoring which is undertaken (and published through the Council's Annual Monitoring Report); if these triggers are met then the Council will consider remedial actions and their implications.

## **14. Rejected Options**

- 14.1 In deciding to keep the existing strategy (albeit in the light of up-to-date evidence of requirements and taking into account deliverability issues), the Council also considered the alternative option of reducing the Tadcaster figure and the ways in which some of the requirement might be relocated to other settlements:

- Selby
- Shared between Selby and Sherburn in Elmet
- Sherburn in Elmet.
- The 3 settlements closest to Selby town (Barlby/Osgodby, Brayton and Thorpe Willoughby)
- All Designated Service Villages

14.2 The summary of the consideration of these rejected options is outlined in Appendix 5.

14.3 Redistributing the dwellings to lower order settlements (Secondary Villages) was also a clearly rejected option because that would undermine the overall strategy.

## **15. Conclusions**

15.1 It is considered that the proposed changes:

- Address the Inspector's concerns
- Maintain the Council's original Vision, Aims and Objectives of the Core Strategy
- Are soundly based on robust and up-to-date evidence
- Are deliverable

**Appendices:**

- Appendix 1 Arup Housing Paper Executive Summary (30 November 2011)
- Appendix 2 Summary of Key Points of Evidence from Arup Housing Paper
- Appendix 3 Arup Paper Update (29 November 2011)
- Appendix 4 Key Findings of Further SA work (Addendum December 2011)
- Appendix 5 Options Appraisal Matrix
- Appendix 6 Analysis of Evidence relating to the Local Service Centres

## **Appendix 1 Arup Executive Summary ‘Scale of Housing Growth in Selby’**

### **Scale of Housing Growth in Selby District – Summary of Main Conclusions**

#### **Introduction**

This 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 data on housing market trends.

#### **Conclusions**

We conclude that the 2004 based CLG household projections provide 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 international 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 forecasts of a 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 (including from the Yorkshire and Humber Regional Econometric Model), 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 Housing 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, even using 2008-based household projections.

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. Therefore we conclude that it is appropriate for Selby to plan to meet its own housing requirements, but not those of other districts.

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"> <li>• This projection was based on a time of lower economic growth and this lower figure was therefore produced against a backdrop of economic conditions potentially more in-line with those currently experienced compared to those in the years preceding 2008.</li> <li>• 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.</li> <li>• 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.</li> <li>• 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 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.</li> </ul>
North Yorkshire SHMA – Scenario 3	403	<ul style="list-style-type: none"> <li>• 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.</li> <li>• The relevance of this figure to market completions is evidenced by the level of completions in Selby between 2008 and 2010, which were below this figure, in each of the three monitoring years. 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.</li> <li>• However, this figure is below the long term completion rate in the district of 465 net additional dwellings between 2003 and 2010.</li> </ul>
RSS	440	<ul style="list-style-type: none"> <li>• 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) is discussed in section 2.2.2 of this report. 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.</li> <li>• The RSS figure is below the long term average for completions in the district of 465 net additional dwellings per annum.</li> </ul>

2004 based	450	<ul style="list-style-type: none"> <li>• This approach uses the 2004 based household projections and as such is largely consistent with the target for housing growth set out in the RSS.</li> <li>• 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.</li> <li>• 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.</li> <li>• 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.</li> </ul>
2006 based household projections	500	<ul style="list-style-type: none"> <li>• 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.</li> <li>• 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.</li> <li>• 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.</li> </ul>
North Yorkshire SHMA –scenario 1	519	<ul style="list-style-type: none"> <li>• 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.</li> <li>• Analysis of the recent economic performance and economic forecasts indicates that this scale of growth 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.</li> <li>• 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.</li> </ul>

2008 based household projections	550	<ul style="list-style-type: none"><li>• 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.</li><li>• 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.</li><li>• 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.</li><li>• 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.</li></ul>
Selby SHMA	710	<ul style="list-style-type: none"><li>• This figure is taken from the Selby SHMA (2009) 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.</li><li>• In establishing the requirement for 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.</li><li>• 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.</li><li>• 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.</li><li>• 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</li></ul>

additional dwellings over a 15 year plan period would create a requirement for 10,650 net additional dwellings over this period).

## **Appendix 2 Summary of Key Points of Evidence from Arup Housing Paper**

**The full Arup “Scale of Housing Growth in Selby” (30 November 2011) report is available as a Core Document. It also contains an Executive Summary including a matrix comparing the various date-based housing projections sources. This is a brief summary of the Arup Housing Paper Key Points:**

### **1. Introduction**

The Main Report provides the full information and also includes a Summary of the findings. This short paper highlights the key points of evidence.

The review includes consideration of:

- A review of the evidence base for the Yorkshire and Humber Plan;
- Office for National Statistics (ONS) population and Communities and Local Government (CLG) household projections
- Evidence on the effect of the recession on projections for population and household growth, including the Regional Econometric Model forecasts for future employment growth and change (almost all sources, including official sources, still predate the recession); and
- A review of the housing market in Selby
- Data on trends in the housing market in terms of housing completions, house prices, affordability and housing capacity.

### **2. Recent Evidence on Population, Migration and Household Growth**

The following evidence has been analysed to show the range of evidence that exists on how the population and household formation is projected to change in the future:

- The most recent, 2008-based, ONS population projections;
- ONS Midyear population estimates;
- CLG household projections, including a comparison of 2003, 2004, 2006 and 2008 based projections;
- The North Yorkshire and Selby District Strategic Housing Market Assessments; and
- The link between economic conditions and migration.

### **Household Projections**

The 2008-based projections reflect the trends of the 5 years up to 2008, which were of rapid economic growth, substantial public spending, and increases in net inward migration. The projections based on 2003 and 2004, reflect less buoyant

economic conditions and lower levels of net inward migration in the preceding 5 years.

An important consideration will be what is the most plausible view of future economic growth and migration trends. This will need to take into account recent changes to the economy, and the current economic outlook (which provides a very different context to that for the 5 years which the 2008-based projections reflect).

The 2004 based projections forecast an annual average increase of 450 dwellings per annum in Selby. The paper concludes that for the reasons summarised above and in the following sections that the 2004-based household projections provide a more robust basis for identifying future housing growth requirements.

### **Migration**

An important consideration in identifying housing growth requirements will be making the most appropriate assumptions on future economic change and migration. Migration is driven mainly by employment and economic growth; therefore in times of economic success there will be higher levels of migration, which would be likely to lead to a rising population and household numbers and in time of recession migration is lower. The report provides evidence of this relationship.

The 2008-based population projections suggest an increase of just over 900 persons per annum in Selby District. The projections are based on an assumption that the major component of growth will be migration, particularly international migration. However, the estimated population change has been lower than projected by the 2008-based figures

Analysis of the 2009/10 mid-year sub national population estimates indicates there has been a slowdown in migration since 2007/08 in Selby, with the figure halving,

Between 2008 and 2009 net migration into Selby was projected to be 500 but estimates of actual in-migration was only 305.

Between 2009 and 2010 projections show an increase of 1,100 people with the estimates of actual in-migration showing only 430.

This would appear to undermine the 2008 population projections as growth has been overestimated.

### **3. Cross Boundary Issues**

The District has strong functional relationships with the cities of York and Leeds, and also important links with East Riding, Hull and the Humber, and Wakefield. These functional relationships are manifested through large commuting flows,

strong economic influences, and coherent housing markets that cut across the district's boundaries. This chapter considers the commuter and economic relationships to consider the potential implications for housing growth requirements.

### *Commuting*

Selby District fulfils an important economic role as a residential base for commuters to these cities. Selby District has the highest level of out-commuting of any district in the Yorkshire and Humber region with almost half (49%) of the working population travelling to access employment outside of the local authority boundary (the 2009 SHMA data suggests that the figure is now 59%). Leeds, York and Wakefield are the most significant destinations for out-commuters from Selby

### *Adjoining LPAs Housing Requirements*

Recent (separate) work by City of York Council and East Riding of Yorkshire Council has led to revised approach to managing the level of housing supply in light of previous projections, recent delivery and short to medium term consequences of the global recession. Their current publicised housing delivery targets take account of this work and as such appear to be able to broadly meet the housing demand requirements.

It should be noted that the two authorities have come to slightly different conclusions on the most appropriate base-year household projections:

East Riding has concluded that the most recent (2008-based projections) provide the most appropriate initial basis for identifying future housing requirements. However, they have set out that they believe this overestimates the level of household growth in the district, due to the impact of the economic climate on migration and thus forecast household growth. They have therefore set out a target that is in line with a past completions average (1,489 dwellings per annum between 2004 and 2008) and additional modelling work (1,434) for the district.

York have concluded that, because the five year period prior to 2008 saw very rapid economic growth and substantial net inward migration in York, the 2008 based projections do not accurately reflect current and recent economic conditions and population trends.

Selby is part of a wider strategic housing market and there is potential for the under provision (in terms of planning and / or actual delivery) of housing in parts of this wider area, particularly in Harrogate, Leeds and York. This under provision is likely to increase pressures in the wider housing markets, including in Selby District.

However we conclude that would be inappropriate for Selby District to accommodate additional housing growth as a result of potential under provision

by others. It would be contrary to the policy approach of the draft Core Strategy to increase Selby District's self containment economically, and to the overarching policy approach of the RSS to focus growth in the main urban areas. Other than the RSS there is no clear agreed sub-regional spatial strategy or approach between local authorities in the Leeds City Region or the York Sub Area for dealing with cross-boundary housing market pressures.

#### 4. Recent Evidence on Deliverability of Housing Growth

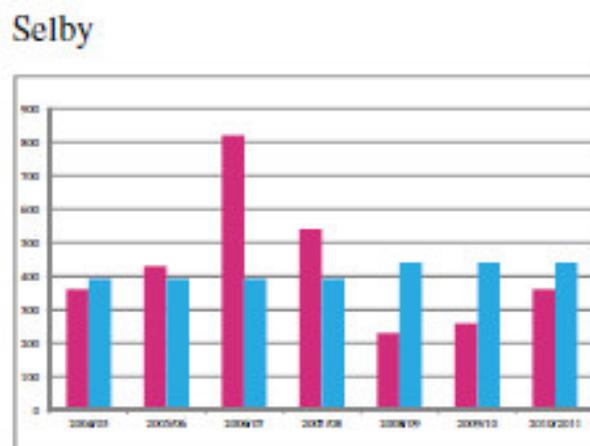
Evidence on housing completions indicates the overall capacity for delivery and house prices trends and affordability provide some indication of the extent to which demand is being matched by supply.

##### *Housing Completions*

The effectiveness test of soundness requires Core Strategies to be deliverable and therefore it is appropriate to compare housing targets against past housing completions.

**Figure 5.3: Housing completions compared to RSS targets, 2004/05-2010/11**

 Housing completions       RSS targets



**Table 5.1: Comparison of completions data in Selby using CLG and SDC data**

Year	CLG Live Tables	SDC Monitoring Data
2000/01	n/a	389
2001/02	n/a	137
2002/03	n/a	33
2003/04	n/a	297
2004/5	360	469
2005/6	430	638
2006/7	820	874
2007/8	540	583
2008/9	230	226
2009/10	260	270
2010/11	360	366
<b>Average (2003/04 -2011)</b>	<b>N/A</b>	<b>465</b>

*Sources: CLG (2011) Live Table 253 - House building: permanent dwellings started and completed, by tenure and district, 2004/05; SDC (2011) Housing Completions Monitoring Data*

Past completion rates have fluctuated significantly. This reflects changes in the housing market, and also the impact of large schemes being developed in certain years. The extent of these fluctuations means care is needed in considering completion rates as a basis for planning future housing provision.

The long term average taking into account both boom and recessionary conditions, suggests trends in completions averaging 465 net additional dwellings per annum between 2003/04 and 2010/11.

This provides an indication of the housing development market's capacity to deliver housing growth. A housing requirement figure significantly below the long term average completion rate would raise questions as to whether housing needs were being met. A housing requirement figure significantly above the long term average completion rate would raise questions about the deliverability in terms of market capacity of the planned housing growth.

Completions in 2010/11 were 366 net additional dwellings, reflecting the effects of the recession and a broader context in which the availability of finance for housing (for developers, mortgages and affordable provision) has been very tight. However, these were higher than the previous two years (226 and 270 net additional dwellings per annum respectively), indicating that market conditions in Selby are beginning to improve albeit from a low base.

There have been significant effects of the recession on housing completions in the district. However the evidence is that high levels of completions have been achieved in the past. There may be merit in considering a phased approach with a lower housing requirement for the first five years of the plan, reflecting market conditions, and the challenges of bringing schemes forward in the context of limited public spending on housing, regeneration and infrastructure.

### *House Prices*

Evidence on house price trends can help inform the assessment of levels of market demand, and deliverability. The evidence points to reasonably robust demand in Selby at the entry and lower levels of the housing market but predictions are for prices to remain at current levels or decrease slightly over the next year (the most recent data shows average house prices still falling), and to grow very slowly over the next 5 years. This means there will be lower deliverable housing market demand than previously.

### *Housing Affordability*

This evidence shows that Selby does not face as severe affordability issues as surrounding Districts, which indicates less severe housing market pressure. Lower house prices than the surrounding areas can help create housing market demand, particularly in the context of constrained consumer credit markets.

### *Conclusions on Evidence on Completions, House Prices and Affordability*

In line with many other places there are weaknesses in the housing development market in Selby District, and significant price increases or increases in development activity are unlikely in the next 2 to 3 years.

The fact that annual housing completions exceeded 500 in only three years, at the height of the housing boom, provides a further indication of the deliverability constraints, particularly given current market conditions. Therefore we conclude that a housing requirement figure significantly above the long term average completion rate would not be sound.

Based on the evidence on completions and the fact housing market conditions are likely to be weak for the near future, there could be a case for slightly lower levels of housing delivery in the first 5 years of the plan.

## **5. Assessment of the Appropriate Housing Growth Requirement**

We conclude that, taking into account recent evidence on economic, migration and housing market trends the 2004 household projections provide the most appropriate basis for planning for housing growth.

**Therefore we conclude the overall provision should be in the region of 450 net additional dwellings per annum.**

The evidence on completions, which between 2003/04 and 2010/11 averaged 465 per annum, is that this figure is deliverable. However there is a case that could be made for a slightly lower rate of delivery in the first five years of the plan, to be compensated for in late years. This would depend on the detailed evidence on the market deliverability of housing land, and the view on future trends in the housing market.

## Appendix 3 Arup Paper Update (29 November 2011)

**This is a full copy of the paper presented to Councillors at Executive on 1 December 2011 as an update to the main report.**

### 1. Selby District Housing Requirements – Supplementary Paper

#### Introduction

This is a supplementary note to the Arup report for Selby District Council, *Scale of Housing growth in Selby*. This note has been produced in response to points made by Selby District Council Members at the committee meeting on 24 November 2011. Our understanding is that Members expressed the following concerns regarding the annual housing requirement figure of 450 net additional dwellings recommended in the Arup report:

- The figure of 450 is similar to the RSS figure of 440 – have Arup considered the issue of the appropriate housing figure robustly and from first principles?
- Should not the most recent evidence, particularly the 2008-based household projections, be used as the basis for identifying future housing growth requirements?
- To what extent is the recommended figure of 450 based on a cautious view of future economic performance, and what would be the implications of economic recovery and faster growth in the future?
- What would be the pros and cons of a figure of 465 net additional dwellings per annum?
- Given the content of the Inspector's letter when suspending the Inquiry into the Core Strategy, what are the risks to Selby District Council recommending a figure of 450?

This note considers each of these points.

#### 2. Evidence Base and Methodology

**The figure of 450 is similar to the RSS figure of 440 – have Arup considered the issue of the appropriate housing figure robustly and from first principles?**

We are confident that we have undertaken a robust and rigorous review of all of the available sources of evidence on future housing growth requirements. We have considered carefully, from first principles, the various sources of evidence on population growth, household formation, the housing market, housing completions, housing land availability, and the economy.

Our conclusions are our independent professional opinion and judgement, which we have reached on the basis of the available sources evidence and our assessment of the robustness and relevance of the sources. We have not built a quantitative model to identify the most appropriate housing growth requirement. Whilst it would be possible to do this given sufficient time and budget, in our

experience the outputs from such models depend greatly on the professional judgements made on the most appropriate inputs.

The reason our recommendation of a figure of 450 net additional dwellings per annum is similar to the RSS figure of 440 is because, in our professional opinion, the 2004 based CLG household projections provide the most appropriate basis for planning for future housing growth. The RSS housing growth requirements also used the 2004-based CLG household projections as the starting point for identifying future housing growth.

Our 40 page report is thorough and comprehensive. The project team have discussed the conclusions internally with senior technical staff within Arup's planning practice.

We would be willing to defend our work at the Inquiry should we be requested and commissioned to do so.

### **3. Robustness of the 2008-based household projections**

#### **Should not the most recent evidence, particularly the 2008-based household projections be used as the basis for identifying future housing growth requirements?**

Our professional opinion is that the 2008-based CLG household projections do not provide the most appropriate basis for planning for housing growth in the current economic circumstances and future economic prospects.

The CLG household projections are based on ONS population projections, which generally project forward the trends observed in the five year period prior to the base year. The five years prior to 2008 were a period of economic boom and substantial immigration. The economic conditions today and those of the past 3 years are very different, with recent trends and future forecasts being for recession or very slow growth. In particular, weak economic growth will affect migration trends. Migration assumptions (which are influenced significantly by the economy) are a major factor in the population forecasts, and therefore also the household projections.

We are mindful in the advice in PPS3 that that Local Planning Authorities should take into account the *"Government's latest published household projections"*. However we note that PPS3 goes on to say that account should also be taken of *"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.

Our conclusion that the 2008-based projections are not the appropriate basis for planning for housing growth is in line with other similar to the similar work we undertook for the City of York Council, and the conclusions reached by the City of York on the most appropriate basis to plan for housing growth in their draft Core Strategy.

Our view is that the 2004-based projections provide a more appropriate basis for planning for housing growth, because the economic conditions and migration patterns in the five year period up to 2004 were more similar to the current circumstances.

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.

In reaching our conclusion we have assumed that Selby will not accommodate housing growth generated by neighbouring authorities, as to do so would undermine one of the central policy principles of the draft Core Strategy.

#### **4. Assumptions on future economic change**

##### **To what extent is the recommended figure of 450, based on a cautious view of future economic performance, and what would be the implications of economic recovery and faster growth in the future?**

The recommendation of an annual housing growth requirement of 450 net additional dwellings is based on our view that the economic recovery is likely to be slow, with pre recession employment levels not returning until at least 2017. This view is supported by the latest available economic forecasts from the Regional Econometric Model, and it should be noted that these most recent forecasts predate the recent worsening of the Eurozone crisis. The OECD is predicting now that the UK will experience a “double-dip recession”, and that recovery from this will be slow. Our view is that there is unlikely to be rapid economic and employment growth in the next 5 years, and this is supported by most of the available evidence, and by most economic commentators.

Given the extent of current economic uncertainty, our view is that there is a case for considering planning for a rate of housing delivery that is lower in the first five years of the plan period than it is in the period from 6 to 20 years, with this being reviewed in due course once future economic and demographic prospects become clearer.

#### **5. Robustness of planning for 465 net additional dwellings per annum**

##### **What would be the pros and cons of a figure of 465 net additional dwellings per annum?**

An annual housing growth figure of 465 is similar to our recommended figure of 450. Therefore our view is that a figure of 465 would be reasonably robust given current economic circumstances and future prospects.

The basis for a figure of 465 is the long-term average completion rate. Our view is that past evidence on completions is useful to sense-check planned housing

growth requirements derived from household projections, but should not be the primary basis for planning for housing growth. Evidence on completions can be lumpy (as a result of large schemes being delivered in any one year) and is dependent on the quality of monitoring by the local planning authority. If completions data is used as the primary basis for identifying a future housing growth requirement, some housebuilders are likely to argue a different range should be used, or that there has been undercounting of completions.

It would be possible to make a plausible case for an increase on the recommended figure of 450 net addition dwellings per annum in order to take into account under-provision or under-delivery in neighbouring authorities. However this would not be appropriate given the policy principle of the draft core Strategy to increase the economic self containment of Selby District and to reduce levels of out-commuting.

## **6. Risks**

### **Given the content of the Inspector's letter when suspending the Inquiry into the Core Strategy, what are the risks of SDC recommending a figure of 450?**

We are confident that the recommended figure of 450 net additional dwellings per annum is robust, evidence based, and appropriate in the current circumstances. However we appreciate that this position is not without risks for Selby District Council. Housebuilders and their representatives will make a forceful case that the most recent household projections should provide the basis for identifying a future housing growth requirement, and they will cite PPS3 in support of this position. Our view is that PPS3 provides sufficient flexibility to depart from the most recent household projections, particularly given recent significant changes in the economy. However, there is a danger that the Inspector may not agree with our interpretation of PPS3.

There is also a danger that housebuilders might claim that the cautious view of future economic growth prospects that underpin the figure of 450 net additional dwellings per annum are not commensurate with the economic assumptions on which future employment land requirements have been based.

#### **Appendix 4 Key Findings of Further SA work (Addendum December 2011)**

The SA Addendum should be read in conjunction with the 2010 SA Report. Consultants have undertaken a Sustainability Appraisal of:

- a) the Distribution Options for accommodating a revised district wide housing land requirement of 450 dpa and 465 dpa; and
- b) the Proposed Changes to revised Policies CP2 and CP3 and new Policy CPXX (Green Belt).

The full appraisal of the Options is provided at the back of the SA Addendum.

The SA of the above options concluded that Options 1c and 6 perform the worst against the SA Framework. Option 1c performs badly against biodiversity objectives and does not encourage the use of brownfield land. These options are less likely to encourage development in close proximity to existing public transport facilities and other services. However, when considering Option 1c it should be recognised that the aim of the policy option is to facilitate development at Tadcaster, which is considered to be a more sustainable settlement than other settlements such as the Designated Service Villages. Tadcaster also has less constraints than Selby town when it comes to flood risk. Option 1b performs very well, but it should also be recognised that as the site allocations for this Option are known there are less uncertainties for this Option, and this is reflected in the appraisal.

Uncertainties were identified in the appraisal predominantly due to the size and location of additional site allocations being unknown at this stage.

In addition, as the location of any additional allocations was not known when appraising the options, uncertainties were identified regarding the effects on biodiversity, heritage, flood risk and the promotion of brownfield sites. Other Core Strategy Policies largely seek to mitigate against any potential adverse effects, however these issues should be considered in more detail as part of any additional work to the Site Allocations DPD. The Level 2 Strategic Flood Risk Assessment (SFRA) should inform the selection of any additional sites to avoid allocations to flood risk zones.

In addition to the above, SDC subsequently considered the option of changing the overall housing figure from 440 dpa to 465 dpa. It was considered that this change in housing figures would not alter the conclusions of the above options appraisal, other than providing additional benefits in relation to the delivery of housing. As such, this option was not subject to a full SA.

SDC has incorporated sub Options 1a to 1c in the revised Core Strategy. Options 1a and 1b are incorporated into revised Policy CP3 and 1c is included in the new Green Belt policy (Policy CPXX).

With respect to the proposed revised Policies CP2 and CP3 and new Policy CPXX, in summary, the SA found that the majority of the policies were sustainable, particularly in the short and medium-term.

The SA identified potentially adverse effects relating to the sustainability of the Core Strategy policies were predominantly associated with new development taking place: both housing and employment development will increase the use of natural resources and is likely to produce an increase in greenhouse gas emissions. The operation of the new development and associated traffic flow increases will most likely contribute to an increase in greenhouse gas emissions. However, other Core Strategy policies aim to minimise these effects where possible.

Due to the high level, strategic nature of many of the Core Strategy policies, the appraisal has identified a relatively high level of uncertainty when predicting the effects. This is often down to the necessary lack of detail provided in the options with regard to the locations for future development. Those effects can be more accurately assessed at a later date when more detail is known/proposed, for example through the Site Allocations DPD.

The revisions to Policies CP2 and CP3 do not result in any changes to the conclusions of the previous SA, however the proposed changes to the Core Strategy result in some additional negative sustainability effects due to the possibility of developing on Green Belt land which would not encourage the development of previously developed land. However, these negative effects must be weighed up against SDCs overall objective of directing development to the more sustainable settlements, and only releasing land from the Green Belt where the need cannot be met on non-Green Belt land or, or where Green Belt land offers a significantly more sustainable option.

Mitigation measures and identification of issues requiring further consideration during the consultation stage of the adoption process have been identified. Where uncertain and/or negative effects have been identified, appropriate mitigation measures have been recommended, where possible.

Overall, it is considered that the SA/SEA finds no significant negative effects either alone or in combination with other plans and strategies that would result in the CS being found unsound.

**Appendix 5 Options Appraisal**

	Scenario	Benefits	Challenges	Impact on Core Strategy Policy and Implementation	Summary SA, SHLAA, IDP	Decision
<b>A. Tadcaster meets its own housing needs</b>						
1.	<p><b>No change</b> to distribution</p> <p>Consider:</p> <ul style="list-style-type: none"> <li>- Scale required in Tadcaster</li> <li>- Amount of land available</li> </ul>	<p>Tadcaster as an LSC would accommodate its own identified housing needs.</p> <p>Strengthen role to serve surrounding rural areas.</p> <p>Would support regeneration of the town.</p> <p>Seek to reverse decline in population.</p>	<p>Working positively with all landowners to bring land forward.</p> <p>Consideration of alternative action as last resort (CPO).</p> <p>Exceptional circumstances to consider Green Belt alterations.</p>	<p><b>Strong Positive</b></p> <p>Protects the appropriate settlement hierarchy.</p> <p>Tadcaster own housing needs met.</p> <p>Support town centre.</p> <p>Strengthen role.</p> <p><b>Negative</b></p> <p>Close monitoring.</p> <p>Resource implications.</p> <p>Impact on Green Belt.</p>	<p>Removing land from Green Belt performs the worst against the SA Framework taken in isolation. It performs badly against biodiversity objectives and does not encourage the use of brown field land but this would be a similar outcome to taking green field land in non-Green Belt areas too.</p> <p>Because land would be taken from the edge of the settlement rather than in the centre of town, this is less likely to encourage development in close proximity to existing public transport facilities and other services. However, facilitating development at Tadcaster, is more sustainable than other settlements such as the Designated Service Villages which have poorer public transport and fewer services. Tadcaster also has less constraints than Selby town</p>	<p><b>Overall a significantly more sustainable option</b></p> <p><b>ACCEPT</b></p>

	Scenario	Benefits	Challenges	Impact on Core Strategy Policy and Implementation	Summary SA, SHLAA, IDP	Decision
					<p>when it comes to flood risk.</p> <p>SHLAA 2011 indicates a possible 587 dw outside the Green Belt to meet identified requirement.</p> <p>No significant impacts on infrastructure identified. Note that the reduction in numbers will have a reduced impact on waste water treatment works and Strategic Road Network at A64.</p>	
<b>B. Reduce figure in Tadcaster and transfer the requirement elsewhere:</b>						
2.	<p><b>Increase figures at Selby</b></p> <p>(up the settlement hierarchy as the Principal Town)</p>	<p>Would accord with strategy to focus the majority of growth in the Principal Town</p> <p>No effect on Green Belt.</p> <p>Linked to employment growth.</p> <p>Access to job opportunities, and facilities and public transport is generally good.</p>	<p>Land availability due to flood risk constraints. Increase pressure on flood risk area.</p> <p>Increase pressure on Local Road Network. Highway infrastructure capacity.</p> <p>Ignores need in Tadcaster</p>	<p><b>Positive</b> - Would protect Principal Town's role in settlement hierarchy.</p> <p><b>Negative</b> – Fails to provide for Tadcaster's needs and would weaken its LSC role in the settlement hierarchy.</p> <p>Implementation issue - through site allocations difficulty identifying sufficient land in</p>	<p>Access to employment and services would reduce the need to travel. Selby has more leisure, culture and recreation (LCR) facilities so would increase non-car based access. New development would be on the edge of the urban area and risk of isolation unless suitably integrated to support vibrancy of town. Most of land around Selby is Flood Zone 2 and 3 (although benefit of flood defences). Unlikely that sufficient suitable sites located</p>	<p><b>Already taking majority of growth and constraints on further growth.</b></p> <p><b>REJECT</b></p>

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	Scenario	Benefits	Challenges	Impact on Core Strategy Policy and Implementation	Summary SA, SHLAA, IDP	Decision
		More potential to reduce out-commuting		Selby?	outside of the flood zone. SHLAA indicates sufficient land to meet identified requirement (but many affected by flooding) Identified limits to schools capacity. Additional doctor's capacity required.	
3.	<b>Share the increase between Selby and Sherburn in Elmet</b>	Mix of 2 and 4	Mix of 2 and 4	<b>Positive/Negative</b> – sharing the increase between the two settlements would protect appropriate settlement hierarchy and reduce the impacts of the flood and highways constraints in Selby and reduce the negative affects of 2 and 4	Mix of 2 and 4	<b>REJECT</b>
4.	<b>Increase figures at Sherburn in Elmet</b>  (across to the other Local Service Centre)	Increased scale of development could bring improvements to local services and facilities.  Close link with employment growth.	West side constrained by Green Belt. Sherburn already seen higher performance in housing delivery and existing service / facility base is weaker	<b>Positive</b> - Would protect Sherburn's LSC role in settlement hierarchy and provide link to jobs and public transport  <b>Negative</b> – Increased development would be	School capacity. Impact on the A1(M).  Due to lack of services and facilities in Sherburn, access to LCR would be in Selby or outside the district. Likely to be out commuting for employment.	<b>Would be exacerbate out commuting</b>  <b>Reject</b>

	Scenario	Benefits	Challenges	Impact on Core Strategy Policy and Implementation	Summary SA, SHLAA, IDP	Decision
		Sustainable location – good public transport.	than Tadcaster and there are deficiencies in infrastructure provision and the town is less self contained – (only 18%, of residents work in town)  Town centre highways capacity.  Increase out-commuting.  Ignores need in Tadcaster	at odds with the town's role as a Local Service Centre and would be more likely to exacerbate out commuting than growth at Tadcaster.	SHLAA indicates land for a possible 2,295 dw outside the Green Belt to meet identified requirement.  Potentially, use of Green Belt land would discourage use of brown field land.  Predominantly Flood Zone 1 with small areas in 2 and 3. Should be possible locate allocations outside the flood zone.	
5.	<b>Increasing figures for the 3 settlements closest to Selby town</b> (Barlby/Osgodby, Brayton and Thorpe Willoughby)	Focus development in most sustainable DSVs  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	<b>Negative</b> - Would tip the balance of development towards villages and away for the focus on higher order settlements	Exceed capacity at local schools. Adequate selection of LCR facilities and good access to Selby. Limited local employment so would increase travel to access jobs. Unlikely to encourage use of brown field land.	<b>Would undermine the settlement hierarchy – less sustainable growth</b>  <b>REJECT</b>
6.	<b>Increasing figures in the Designated Service Villages</b>	Provide opportunities to deliver affordable housing more locally	Capacity in some DSVs to accommodate increased amount of	<b>Strong Negative</b> - Would tip the balance of development towards villages and	Option 6 performed the worst against the SA Framework. This option is less likely to encourage development in	<b>Significant departure from Core Strategy.</b>

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	Scenario	Benefits	Challenges	Impact on Core Strategy Policy and Implementation	Summary SA, SHLAA, IDP	Decision
			housing. Affect on form and character? Flood risk in some locations.	away for the focus on higher order settlements	close proximity to existing public transport facilities and other services.  Impractical to test land availability and Infrastructure capacity in each DSVs for the purposes of this option appraisal.	<b>REJECT</b>

## **Appendix 6 Analysis of Evidence relating to the Local Service Centres**

### **The Health of Tadcaster and Sherburn in Elmet's Town Centres**

The two Local Service Centres in Selby District fulfil an important function for wider rural catchments, providing services for an area that goes beyond the boundaries of these settlements. However, there are questions surrounding the vitality and vibrancy of Tadcaster as it increasingly functions as a commuter town. Questions surrounding the health of the town centre were raised in the District's Retail, Commercial and Leisure Study, which highlighted the high vacancy rates in the retail units here. This study highlighted the need to lower this vacancy rate to enhance the vitality and viability of the town centre, rather than the need to create additional floorspace in the town.

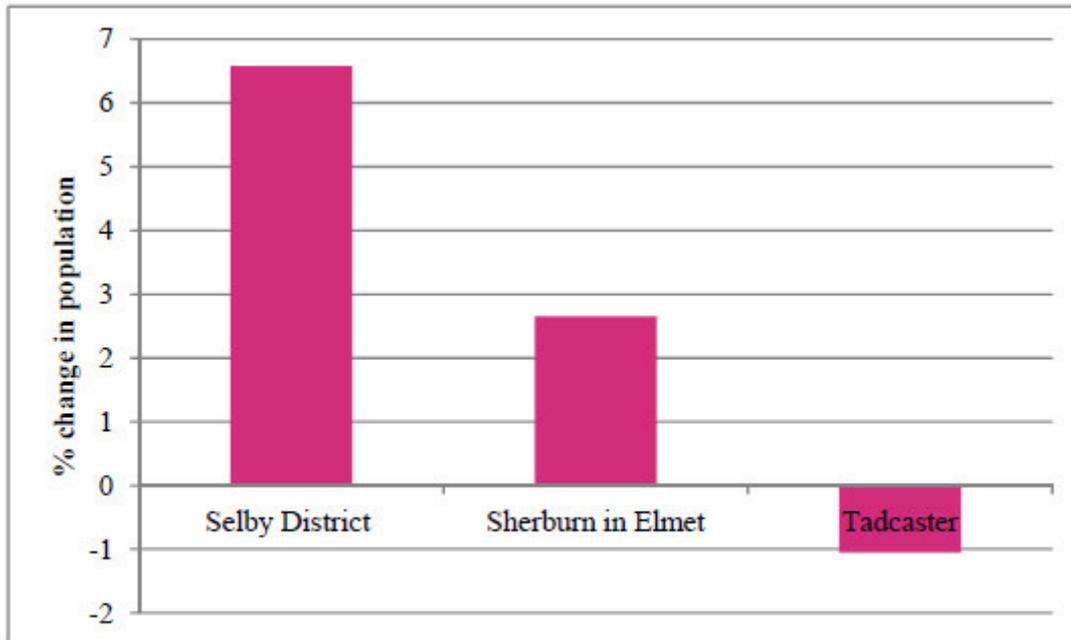
The Retail, Commercial and Leisure Study for Selby highlighted that Sherburn in Elmet ranked higher than Tadcaster as a Minor Local Centre in the Management Horizons Index. This is primarily as a result of Sherburn in Elmet having a higher proportion of national retailers than Tadcaster and it also has a strong independent sector. Furthermore, Sherburn in Elmet has a low vacancy rate of just 3%, a figure considerably below the national average. This would indicate that Sherburn in Elmet is a more vibrant and viable centre when compared with Tadcaster.

### **Population Change**

Over recent years evidence suggests that the population of Tadcaster has declined, in spite of the population within the district as a whole increasing. Between 2002 and 2009 the population of Tadcaster decreased by 1.1% to 7,228 people, whilst the district's population as a whole increased by 6.6% to in excess of 82,000 people living in the district. This trend also contrasts with that in Sherburn in Elmet where the population increased by 2.5% during this time period.

This is interesting as it shows that both Local Service Centres in the District have not grown at the same rate as the district as a whole. The population decline experienced in Tadcaster would appear to reinforce conclusions from the Retail, Commercial and Leisure Study that the vitality and vibrancy of this town is struggling.

**Percentage Change in Population  
in Tadcaster, Sherburn in Elmet and Selby District  
2002-2009**



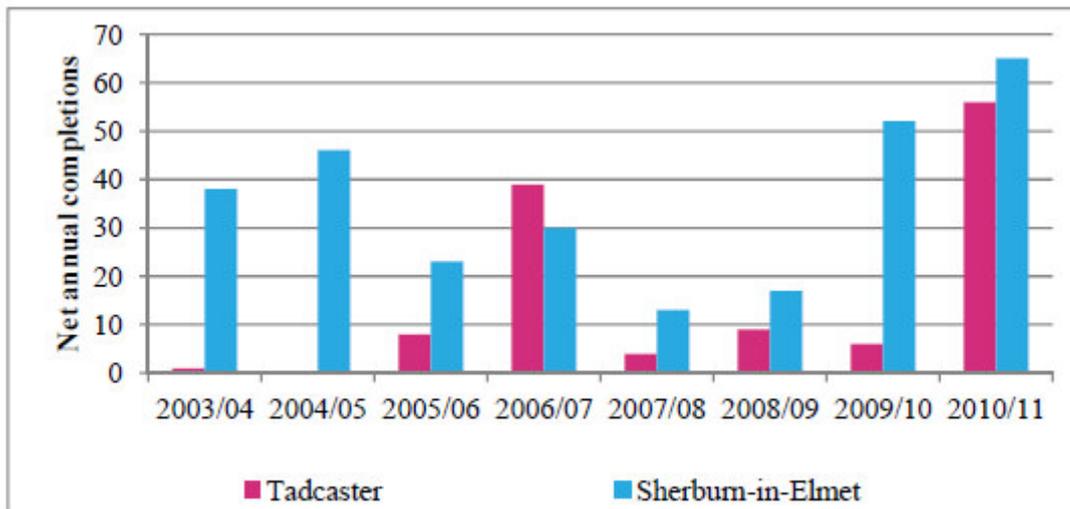
*Source: ONS, 2002 and 2009 midyear ward based population estimates*

## Housing Completions

It is useful to analyse housing completions in the two Local Service Centres to understand what can and has been delivered in these markets in recent years. Analysis of this data indicates that Tadcaster experienced a relatively low number of net annual household completions between 2003/04 and 2010/11, when compared to those for Sherburn in Elmet. On average in spite of containing 9% of the district population only 4% of the net additional dwellings were delivered in Tadcaster between 2003/04 and 2010/11. This would indicate that new residential developments have not been brought forward in-line with the area's population level.

A comparison of the net annual additional dwellings delivered in Tadcaster and Sherburn-in-Elmet is provided in the figure below. This indicates that delivery in Tadcaster has been very uneven across this period and that in every year apart from 2006/07 more homes have been delivered in Sherburn-in-Elmet. This is significant when it is considered that there were approximately 1,000 more people in Tadcaster than Sherburn-in-Elmet in 2009. Furthermore, it should be noted that on average between 2003/04 and 2010/11, 15 net additional dwellings were delivered per annum in Tadcaster, whilst the rate for Sherburn in Elmet was more than double this at 36 net additional dwellings per annum.

### Housing completions in Tadcaster and Sherburn-in-Elmet 2003/04 – 2010/11



Source: SDC (2011) Monitoring data

### Conclusions

The results of this chapter appear to indicate cumulatively that the performance of Tadcaster as a Local Service Centre appears to be underperforming, especially when compared with the performance of Sherburn in Elmet. This is based on the fact that the town has a declining population, much lower levels of completions and a less vital vibrant town centre. This would appear to be a particular concern as Tadcaster in the Northern Sub Area supports a rural hinterland that contains a larger number of Secondary Villages and a smaller number of Designated Service Villages, when compared with Sherburn in Elmet's role in the Western Sub Area. This is an issue as it means the Tadcaster needs to provide services for these places.