Employment Land Study

Selby District Council

July 2007

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Glossary of Terms

Acronym	Meaning
AAP	Area Action Plan
AMR	Annual Monitoring Report
BPFS	Business Professional and Financial Services
CE	Cambridge Econometrics
CRDP	City Region Development Plan
CURDS	Centre for Urban and Regional Development Studies
DCLG	Department of Communities and Local Government
DTI	Department of Trade and Industry
EC	European Community
EP	English Partnerships
ESS	Eurpoean Spallation Source
EU	European Union
FBS	Financial Business Services
FTE	Full Time Equivilent
GDP	Gross Domestic Product
GVA	Gross Value Added
IMD	Index of Multiple Deprivation
LDF	Local Development Framework
LEFM	Local Economic Forecasting Model
LFS	Labour Force Survey
NEC	Not Elsewhere Classified
NUTS	Nomenclature of Territorial Units for Statistics
NVQ	National Vocational Qualification
OECD	Organisation for Economic Co-operation and Development
ONS	Office of National Statistics
OS	Ordinance Survey
PPS	Planning Policy Statement
R&D	Research and Development
RES	Regional Economic Strategy
RSS	Regional Spatial Strategy
SDLP	Selby District Local Plan
SIL	Standard Industrial Classifications
SME	Small Medium Enterprise
SOA	Super Output Area
TPO	Tree Preservation Order

EXECUTIVE SUMMARY

Context

The next fifteen years and beyond will be a period of challenge and real opportunity for Selby District. The local economy illustrates signs of restructuring towards a modern service economy (influenced by the clear strategic policy direction in this favour). Underlying this trend there does, however, appear to remain a strong stock of indigenous employment activity – linked to manufacturing and distribution/warehousing specifically. In this headline shift away from traditional (and nationally declining sectors) lies the key challenge for the economic development of the District: its current dormitory role, providing a highly qualified workforce to adjacent centres including York and Leeds primarily, can only be reversed through the delivery of a higher value service sector (specifically BPFS sector) employment.

The promotion of this sector is a sub-regional priority, identified through the Leeds City Region Development Plan. The CRDP identifies the existing threat to the Selby District economy linked to out commuting – specifically the extent to which a workforce has been imported without the accompanying jobs. In the context of the Regional Spatial Strategy this is an important consideration, and indicative of the need for a focus on economic development. By bringing forward an appropriate range of employment land (scale and location) there is a real opportunity to ensure a portfolio of sites for business and sustainable growth across the District, assisting in the delivery of sub-regional and regional priorities.

Key components of this portfolio of sites will include a prime ‘Grade A’ office core in Selby town centre (area to the north of the railway line), supported and complemented by office provision at key sites within the urban hinterland (bound by the bypass) including that at Olympia Park. Serious consideration needs to be given to the scale and phasing of land brought forward in the urban hinterland, with a clear focus on developing a town centre office core required.

The economic fortune of Selby District across the plan period does however rely on more than the delivery of land and premises appropriate to the BPFS sector: Tadcaster offers significant potential to develop higher value knowledge related activities. Its location, within the ‘Golden Triangle’ including Leeds and York, places it in an ideal location for promoting knowledge-related activities. This is underpinned by identified strengths within the resident population of Tadcaster including relatively high levels of economic activity, skills and qualification, industrial profile, and occupational profile.

Methodology

Undoubtedly the ability of Selby District to maximise the economic potential identified is contingent upon its ability to deliver an appropriate and sufficient supply and quality of load and premises. This study has used published and bespoke economic intelligence, supplemented by a local business survey and commercial market consultations, in order to estimate the broad quantum, and nature, of land and property that is required across Selby District over the next 15 years. This has included consideration of Experian forecasts modelled in RSS and the Leeds City Region Development Plan, and Cambridge Econometrics forecasts commissioned for this piece of work.

The forecast analysis (including the use of a 'mean' scenario relating to the Experian and Cambridge Econometrics forecasts) generated a relatively pessimistic view of economic change for Selby District, with a headline requirement of just 4.77 hectares to 2016. The pertinent question for consideration within the LDF is the extent to which Selby District should aspire to economic growth levels beyond those presented within the forecasts, and through this process prioritise locations and types of land for allocation/development. In this way the planning process can facilitate economic growth, using a supply-led approach.

It is important to note that the future role of the indigenous economy is considered to be underplayed within the forecasting used to establish the land requirement over the plan period. It is imperative that the role of indigenous sites is not overlooked – and that on appropriate supply is retained to serve this localised market which currently provides a crucial employment role for many of the settlements across Selby District.

Land Supply

The ability of Selby District's current supply of employment land to absorb this level and type of demand has been assessed at headline and settlement level. At headline level based on the demand forecast there appears to be a significant over-supply of employment land over the emerging plan period.

Over 20% of the total allocated land supply is found to be 'high constrained' (i.e. there are serious issues related to the development of the site).

In addition, a significant proportion of the allocated employment land supply is found to be 'medium constrained' (affecting its viability for development in the short term without mitigation), affecting 30 hectares (79% of the total supply in 6 sites).

Importantly, there are no unconstrained sites, or low constrained sites, currently allocated across Selby District, bringing into question the viability of development for employment purposes across the area. This issue relating to the quality of allocated land is potentially acting as a significant constraint to economic development.

With this marginal level of demand identified through the mean forecast a further worrying trend can be identified – suggesting a significant mismatch between supply and demand over the emerging plan period. This specifically relates to the forecast over-provision of general industrial land.

A Supply-Led Approach to Economic Development

The principles of the supply-led approach to economic development (and therefore employment land) prioritise the role of Selby town as the main driver of the wider District economy. The approach advocates the prioritisation of the town centre as the primary location for employment land suitable for, and development of, Business and Professional activities over the emerging plan period.

Whilst it is recognised that within this context there should be a role for out-of-town / edge-of-town B1 office development (specifically around the bypass) there is a clear need to prioritise the town centre, and therefore phase any development around the hinterlands.

The baseline economic analysis, including both general District-wide and rural specific, identified the potential of Tadcaster as a high-value employment location appropriate for promoting knowledge-based activities, to be promoted in a complementary way to that within Selby town itself.

This builds on Tadcaster's inherent locational advantage and proximity to the regional drivers (and established higher-value centres) of York and Leeds. Commercial market consultations further reinforced this viewpoint of Tadcaster as a key strategic location.

The potential for Sherburn-in-Elmet and the A63 corridor, again complementary to Selby town, lies in existing market strengths. The supply-led approach advocates the promotion of these uses specifically on this location, maximising its potential as an established and affordable alternative to the immediate A1(M) and M62 corridors (both strategic corridors for these sectors).

Eggborough / J34 of M62, similarly to Sherburn-in-Elmet and the A63 corridor, is also found to be an existing recognised employment location set in a strategic location although without the strong locational attributes of Sherburn-in-Elmet / A63 corridor. The supply-led approach advocates for this role to continue, without the promotion of significant additional development in the location, an ‘as you were’ approach to development and the employment market.

The A19 corridor, the final strategic area identified at the outset of the commission, is identified as being a potentially significant location for attracting R&D and bioscience uses from York, given potential development constraints in York, and the relative attractiveness / accessibility of the corridor.

However, the danger of promoting the corridor as an employment location is that given its relative attractiveness it would be developed for uses not maximising potential linkages between Selby and York (and specifically York University). As a result it is identified as an ‘area of future potential’ which should be protected accordingly.

In addition to the five strategic areas identified at the outset of the commission, consideration has been given to the nature of the rural areas of the District, and the nature of rural diversification that should be promoted. Building on the inherent strengths within the labour force and the rural areas generally identified within the baseline analysis the potential to grow the financial and business service sector is advocated through the promotion of home working and conversion / change of use of agricultural buildings to B1 office use.

The supply-led approach assumes that a significant proportion of the general business / industrial activities which are predicted to be sustained over the period, if not grow to an extent above that expected at national level (Selby shows signs of potential grow in some manufacturing sub-sectors) will be subsumed by the provision of general industrial / business space within the mine sites being brought forwards by UK Coal. In addition, a proportion of vacant stock has been identified in existing employment estates and new premises at Sherburn Enterprise Park which will allow a degree of natural ‘churn’ within this market place.

Recommendations

A series of recommendations for the LDF and AAP for Selby town and the Urban Hinterland emerge from the previous section relating to the need to allocate additional land, protect existing employment locations, and support rural diversification specifically. These are detailed in the following bullet points.

Allocations and De-Allocations

- It is recommended that the LDF and AAP for Selby town and the urban hinterland seek to allocate additional land for B1 office development within the town centre. The site opposite the train station should be considered for 'pure' office development, with other sites offering potential provision through mixed use. Any promotion of mixed use should be considered on a site by site basis to ensure maximum potential for B1 office provision is included. Maximising the potential of B1 development (specifically that associated to the BPFS sectors) will contribute to reversing the trend of out-commuting evidenced from the district.
- The study undertaken further recommends the preparation of a strong evidence base (including some form of stakeholder, local business, and community consultation where deemed appropriate) to inform the identification of further B1 (office) employment locations / opportunities for development within the town centre to ensure a balance with the hinterland locations. It is envisaged that this process would be undertaken within the AAP for Selby town and the urban hinterland, and could include the preparation of a masterplan to inform mix of uses. It should be noted that the mix of uses is likely to include a proportion of residential development, with some schemes residential driven, due to the nature and extent of constraints identified on some sites.
- A number of 'identified' sites are recommended for potential allocation for B1 office use as a result of this study in light of the potential to develop a 'second tier' office market within the Urban Hinterland of Selby town, and as a result of the phased nature of Olypmia Park. Consideration needs to be given to the phasing and scale of development on these sites relative to the town centre; specifically it is imperative that the town centre remains the priority B1 office location for BPFS activities, in line with the renaissance agenda. EMP1, EMP2, EMP3 and EMP5 (if the site can be extended into the adjacent site and therefore allow sufficient scale for development) should be considered for allocation for B1 office uses. In addition, the sites EMP12, EMP13, and EMP14 (covered by the Olympia Park proposals) should be considered for B1, B2, B8 allocation. EMP16 is identified as offering a potential B1 office development site, being in proximity to the town centre and urban hinterland, whilst being within the A19 Corridor. There is the potential to 'test' the market in this location through allocation of this site, although its constraints (predominantly associated with existing on-site structures) may affect whether the market brings it forward.
- No de-allocations are proposed as a result of the analysis undertaken within this study. However, one site lies outside of the 'strategic area' hierarchy and although adjacent to

existing development has not been taken up for employment development although it has been allocated for over ten years. In this instance there is a potential for the use of a ‘criteria test’ policy which would allow the market dictate the nature of employment development taking place on the site whilst being protected from non-employment development. Any proposal permitted would have to meet wider policy objectives associated with existing employment on the adjacent site or where regeneration / employment benefits are identified.

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

Constraints Analysis

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

Protection of Existing Employment Locations

- Existing employment locations should be sufficiently protected from development for other uses (including specifically residential but also leisure and retail) through the LDF. This relates specifically to the identified sites EMP7, EMP8, EMP9, EMP10 and EMP11. The detail of future potential uses for these sites should be considered in more detail through the AAP, and may provide the potential for future masterplanning work. This relates specifically to the potential mix and therefore balance of uses that could and should be promoted to ensure the delivery of a quality waterside corridor including both quality residential and B1 office provision.

- It is recommended that retail development of a scale above local / convenience level is not permitted on employment land allocations or existing employment areas to protect losses of sites. Developments such as petrol stations, and grocery / newsagents / local convenience are considered an exception to this. Retail development above this scale proposed as part of a wider mix on town centre sites should be considered in more detail within the AAP for town centre and urban hinterland.

Supporting Rural Diversification

- It should be ensured that the policy for homeworking in the LDF sets a presumption in favour of such activities given reasonable scale and nature of activity.
- Policy relating to the 're-use' of agricultural buildings should be positive and accommodating specifically with regards target sector (RES identified, and also BPFS specifically as identified in this study).

NB: A separate report appraising the existing policy stance on both homeworking and the re-use of agricultural buildings is included at Appendix 4.

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

Windfall Sites

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

Mine Sites

- The study recommends the 'use' of some of the former mine sites to 'mop up' indigenous demand within the local economy. This recommendation comes with the exception of Stillingfleet and Gascoigne Wood – both identified for single occupiers linked to the

University / Science Park. It is recommended that the use of the Riccall site be focused on B2/ B8 users in light of this, with B1 restricted to an ancillary scale.

General

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

1. INTRODUCTION

1.1 GVA Grimley were commissioned by Selby District Council to undertake an Employment Land Study, as part of the preparation of their Local Development Framework (LDF).

1.2 The Study is intended to provide a detailed assessment of future employment land and supply. It takes into account econometric forecasts and business surveys, take-up rates and market conditions, and reflects the wider role of Selby in the Leeds City Region and Yorkshire and Humber regional context.

1.3 This report, which presents the findings of the study, culminates in a series of recommendations to support and guide economic development and planning policy over the emerging plan period.

1.4 The aims of the study, as set out in the brief are to:

- Provide a detailed evidence base for the new Selby LDF;
- Recommend how the Council can plan for future economic development activity;
- Assist work on the City Regional Development Plan economic growth objectives; and
- Support the Selby Renaissance Programme.

1.5 Specifically the study provides a detailed evidence base relating to employment land demand and supply including:

- The demand for employment land in the period up to 2021, and the types of economic development to be promoted in the District.
- Recommendations on the overall LDF Strategy towards economic development.
- Advice on the scale, location and quality of employment land allocations.
- The types of policies and allocations needed in the LDF to support specific sectors / clusters including links with Science City York.
- A review of existing employment land including undeveloped allocations and the need to safeguard employment sites from competing demands.
- The implications if 3 former mine sites are granted permission on appeal for re-use for business purposes.

- Advice on the diversification of rural businesses.
- Guidance on the general development control policies needed.
- The investigation of alternative growth scenarios and the implications for employment land requirements up to 2011, 2016 and 2021.
- Indicators and targets needed to monitor the effectiveness of the economic development policies.

1.6 The methodology for undertaking this commission was developed in line with the Department for Communities and Local Government (DCLG) *Employment Land Reviews: Guidance Note*.

1.7 The Guidance Note details a 3-stage approach to producing an employment land review, as follows:

- **Stage 1**: Taking stock of the existing situation, including an initial assessment of 'fitness for purpose' of existing allocated employment sites
- **Stage 2**: Creating a picture of future requirements. Assess, by a variety of means, (econometric forecasting, consideration of recent trends and / or assessment of local property market circumstances) the scale and nature of likely demand for employment land and the available supply in quantitative terms
- **Stage 3**: Identifying a 'new' portfolio of sites. Undertake a detailed review of site supply and quality and identity and designate specific new employment sites in order to create a balanced local employment land portfolio

1.8 A large proportion of the analysis undertaken as part of this commission is submitted as an Appendix to this Final Report, as listed on the previous contents page. This includes a database designed alongside the Council to hold site specific information on employment land allocations and identified land considered for potential future allocation.

1.9 The report is structured as follows:

Section 2: Strategic Policy Context

Section 3: Economic Context and Prognosis

Section 4: Employment Land and Premises Supply

Section 5: Employment Land Demand

Section 6: Supply / Demand Dynamic

Section 7: Key Findings and Recommendations

2. STRATEGIC POLICY CONTEXT

2.1 This section summarises the strategic policy context in which economic development within Selby District sits, including consideration of regional, sub-regional, and local economic and planning policy. A full strategic policy review, detailing all of the policies mentioned in this section, is included as an appendix (Appendix 2) to this Final Report.

2.2 Selby District plays an important sub-regional and regional labour market role. Its wider connections, evidenced through travel to work patterns (specifically high levels of out-commuting to Leeds and York), testify its connectivity.

2.3 To an extent Selby plays an important role in supplying skilled labour to surrounding towns and cities. This is a significant sub-regional role, however it is resulting in the perpetuation of the District as a 'dormitory' location. Associated with this trend is the loss of spending power daily in the local economy, faltering economic development opportunities, and environmental issues relating to the method of transport utilised by the commuters (few settlements across the District have direct train connections to employment centres including Selby centre, Leeds, and York).

2.4 This is an important point in the context of the emerging LDF Core Strategy which identifies reducing out-commuting from the District as one of its key objectives. An element of addressing this issue will be developing the nature of the economy within Selby to retain a higher degree of the economically active population in employment within the District.

2.5 This wider role of Selby District is also interesting in the light of the Leeds City Region Development Plan. The key sectors identified for the Leeds City Region include Financial and Business Services, Electrical and Optical Equipment, Bioscience, Health and Medical Research, and Digital and Creative Industries.

2.6 This strategic context is considered in more detail in the subsequent sections.

Regional Economic Strategy / Regional Spatial Strategy

2.7 The Strategies considered set a clear context for Selby District: with appropriate and sufficient employment land and premises (alongside skills and housing market considerations), the District can contribute to the development of a number of key sectors identified at the strategic (regional and sub-regional) level. Specifically this includes: the development of an office market / sector; the diversification of the rural economy; and generally promoting employment opportunities which strengthen existing key centres and reduce out-commuting.

2.8 The RES refers specifically to skilled people; connecting people to good jobs; and stronger cities, towns and rural communities, all key themes for Selby in the emerging plan period. The key sectors for the Yorkshire and Humber economy, as identified in the RES are:

- Digital industries;
- Environmental technologies;
- Financial services;
- Construction;
- Retail;
- Real estate; and
- Public services.

2.9 This reflects the recognition of the transition of the regional economy away from the large scale heavy industrial, manufacturing, textiles and agricultural sectors which have typified its development over past decades.

2.10 The RSS advocates the need for 'significant development' within Selby to foster regeneration and strengthen and diversify its economy – reflecting the key role of the town centre in contributing to wider policy objectives. Specific policies within the RSS of relevance to this objective include:

- Strengthening the role of existing city and town centres by making them the main focus for office, retail, health, education, leisure, cultural, public / business services and other intensive uses (E2).
- Supporting the diversification and strengthening of the rural economy (E7).

2.11 The RSS Panel Report published in 2007 recognises the tensions which exist around the economic policies of the RSS. Specifically, the RSS is promoting a transitional agenda, supporting the modernisation of the Region's economy, as promoted by the RES.

2.12 The Panel Report recognises that part of this is to address historic land banks of employment land, which are unrelated to current and future needs, both with regard to the type of employment land needed and its location. Indeed the Report states that a shift away from traditional heavy industry and towards office based business, financial and education sectors could lead to a reconfiguration of employment land needs, and may well result in a net surplus of employment land.

2.13 Importantly however, given this conclusion, the Panel recommends that the manufacturing sector across the region must be supported, with encouragement given to allow modernisation of manufacturing industries as part of the Regional economy.

Leeds City Region Development Plan

2.14 The Northern Way Growth Strategy was conceived with the publication in September 2004 of the document 'Moving Forward: The Northern Way'. The stated intention being to bridge the £30 billion output gap identified between the North and the rest of England by 2020.

2.15 Development Plans prepared for the eight City Regions aim to drive forward the transformation of each City Region and its component parts. They provide for the first time an overview of the economic development potential and requirements of the North's major urban economies.

2.16 The CRDP for the Leeds City Region, which covers the urban and rural locations of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, and York, is underpinned by the vision:

"*to develop an internationally recognised city-region; to raise our economic performance; to spread prosperity across the whole of our city region, and to promote a better quality of life for all those who live and work here*."

2.17 The CRDP is very much unpinned by an understanding that in order to deliver there is a need for close working to develop innovative solutions to complex problems; achieve a "sum greater than the individual parts"; and bring opportunities for improved prosperity and greater cohesion within the diverse communities identified. The CRDP recognises opportunities to enhance the functionality of the city region so that it operates as a more unified economic entity.

2.18 A series of economic drivers are identified within the CRDP which will maximise employment and GVA growth across the city region – including both broad industrial sectors and smaller, more localised clusters. The likely geography of these sectors are also identified within the CRDP. These are:

- Financial and business services: Leeds is the dominant centre, although significant growth in recent years has been identified in Bradford, Calderdale, Kirklees, and York.

- Electrical and optical equipment: Particular focus in the Airedale Corridor, with the Advanced Digital Institute as a flagship project.
- Bioscience, health and medical research: Key drivers are health-related research and specialist facilities in Leeds, York and Bradford Universities, Bioscience York, Leeds Teaching Hospital Trust, Department for Health operations in Leeds, and three Centres of Industrial Collaboration – in Biomaterials and Tissue Engineering (Leeds), Nano-technology (Huddersfield) and in Pharmaceutical Innovation (Bradford)
- Digital and creative industries: Assets include media incubation centres in Bradford (bmedia), Leeds (The Round Foundry and Host Media), Wakefield (Wakefield Media Centre) and Huddersfield (Huddersfield Media Centre) with significant sites under development in Barnsley (Digital Media Central and the Civic and Mandela Gardens), Halifax (the Elsie Whiteley Innovation Centre) and York (a major Creative Technology Centre hosted at Science City facilities) as well as centres in rural areas (such as Whitefriars Creative Industries Centre in Settle).

2.19 The CRDP also identifies additional growth prospects including:

- Communications;
- Public services including education and health;
- Environmental / 'Green' technologies;
- Logistics and distribution; and
- Niche manufacturing including defence.

2.20 The Leeds City-Region Development Plan (CRDP) sets the sub-regional context for the development of the economy within Selby District. The CRDP identifies a series of risks as existing within the Selby economy (affecting the growth prospects of the sub-regional / City Region economy). Specifically this relates to the existing nature of its office market.

2.21 With regards developing the Financial and Business Services sector, the following points are included with the CRDP relating specifically to Selby:

- The concept of the City Region has economic logic for the district from a travel-to-work perspective with key commuting links to Leeds, York and Wakefield. Further to this the CRDP raises the issue of the district having imported a workforce without the accompanying jobs, with the highest total net out-commuting among the authorities included.

- The Financial and Business Services sector (FBS) is under-represented employing just 300 people, with even the high street bank branches found in most towns operating as agencies in Selby managed out of York or Leeds offices. Employment in Selby is concentrated in the retail trade, manufacturing, notably food and drink, and broad business services, much of which offers relatively low incomes.
- Selby offers 'greenfield' opportunities for both FBS and office development in general as it does not have the existing attachments of, for example, building societies in other market towns.
- Part of the longer-term strategy for Selby is to build an office sector in an attempt to reverse the flow of white-collar workers to Leeds and also link into innovation and enterprise developments with Science City York. The CRDP suggests that it may be indicative that the new by-pass has been in existence for some time but new office or industrial developments alongside have not yet materialised – anecdotal evidence at the time of writing indicated a degree of developer interest in sites around Selby falling into this bypass hinterland[1].

Local Planning Policy Context

Adopted Planning Context[2]

2.22 The primary aims and objectives of the Local Plan are concerned with:

- the promotion of sustainable development;
- the protection and enhancement of environmental quality; and
- planning for contemporary patterns of development.

2.23 Each of these aims and objectives have been translated into more detailed land use objectives which provide the framework within which individual policies and proposals have been formulated and are implemented.

The promotion of sustainable development

Aim: To meet the assessed employment, housing and other needs of the district in a way which does not compromise the ability of future generations to meet their own needs.

[1] Olympia Park, Selby Business Park
[2] NB: Consideration of specific policies is included in Appendix xx.

Key Objectives:

1. To balance competing demands on a finite quantity of land and make the best use of resources.

2. To ensure an adequate supply of suitable land for employment, housing and other purposes whilst safeguarding environmental and natural resources from inappropriate development.

3. To facilitate economic recovery and diversification in a way which enhances environmental quality.

4. To ensure full and effective use of land and property within existing settlements and to maintain the quality of the countryside.

5. To assist in meeting the national goal of reducing harmful CO_2 emissions.

6. To encourage energy efficient forms of development and renewable forms of energy.

Protection and enhancement of environmental quality

Aim: To conserve and enhance cultural heritage and natural resources, and to improve the quality of life of residents.

1. To protect and enhance the special character and wildlife habitats of the Selby District.

2. To protect the countryside for its open character and its landscape, wildlife, recreational and natural resource value.

3. To protect built heritage including important buildings, conservation areas, open spaces and historical sites.

4. To ensure control over the pollution of water, air, soil and other environmental assets.

5. To promote excellence in the quality of design of new development.

6. To safeguard the amenity of existing and proposed sensitive developments such as homes and schools.

Planning for contemporary patterns of development

Aim: To shape development patterns and concentrate development in a way which minimises the need to travel by car and ensures that future growth is sustainble.

1. To concentrate new development within or close to market towns and selected villages that are capable of accommodating additional growth.
2. To sustain rural communities and the growth of the rural economy in a way which represents the character and appearance of the countryside.
3. To strengthen town and local centres by encouraging community, shopping and employment opportunities.
4. To maintain and improve choice for people to cycle, walk or use public transport rather than drive between home, jobs and facilities they use regularly.
5. To maximise the use of existing facilities and investment in infrastructure including public transport.

2.24 The Plan aims to provide a range of new employment opportunities throughout the District, taking account of the locational demands of businesses, unemployment rates, the availability of DTI and EC Funding and infrastructure, transportation and labour supply issues.

2.25 A significant increase in employment land supply is proposed in and around the market towns.

2.26 The Plan also aims to counter the problems brought about by declining agricultural employment and loss of rural services. Encouragement is given within the Plan to appropriate forms of diversification and development with will improve the employment prospects of those living in rural areas, where this respects the character and appearance of the countryside.

2.27 There is scope for small-scale employment development in and around many rural settlements.

2.28 In addition, proposals for the conversion of redundant buildings to employment use, including tourism and the reasonable expansion of existing businesses, will often be acceptable in many rural area

Economic Development

2.29 The employment policies of the Plan have the following main objectives:

- To ensure adequate provision of employment land and a range of sites in terms of type and location to cater for the needs of differing businesses, and to encourage inward investment.
- To safeguard existing employment land and premises.
- To promote the diversification of the local economy, including rural diversification, where this is compatible with the character of the area.
- To support the needs of agriculture where compatible with the Plan's environmental objectives.
- To encourage the expansion of existing businesses and the establishment of small local firms.
- To create opportunities to improve the quality of the existing business environment and to ensure a high standard of design and landscaping in new economic development.
- To improve opportunities for people to live near their work and minimise traffic movements.

Emerging Planning Context

2.30 The emerging planning context for Selby District (as included in the Local Development Framework Core Strategy Issues and Options Report) builds on the Adopted Local Plan approach, based on the vision: "to continue to enhance Selby District as an attractive location to live, work and play". Specifically this includes:

- a continued emphasis on diversifying the economy to provide for modern employment opportunities and reduce the need to travel outside the District for work;
- ensuring the availability of an appropriate range of affordable housing; and
- uncovering and protecting the District's heritage and developing leisure and other community facilities to meet the needs of District residents.

2.31 The objectives of the Core Strategy as included within the Issues and Options Report which are of specific interest to this study are:

- To enhance the role of the three Renaissance market towns – Selby, Sherburn-in-Elmet and Tadcaster – as accessible service centres within the District and particularly Selby as a principal service centre.

- To locate new development where it will minimise the need to travel by car and enhance accessibility to local services, shops and jobs by promoting the use of public transport, walking and cycling.
- To reduce the outward commuting from the District particularly by private car.
- To locate or mitigate new development so as to minimise flood risk.
- To promote efficient use of land and maximise the reuse of previously developed land within settlements.
- To encourage the provision of transport infrastructure in tandem with new development, and to increase transport choice throughout the District by improving accessibility via safe and convenient public transport.
- To support the diversification of the economy of the District, including its rural areas, through the provision of suitable range and quality of sites and premises for employment uses, and encourage activities to increase skill levels.

2.32 Since publication of the Issues and Options Paper, preceding the Core Strategy, the Council Members have given support to the focus on Selby town centre. This will include focusing growth on Selby town and its urban hinterland (referenced in the Core Strategy Issues and Options as ‘Selby town and adjoining parishes), with the remainder of developed limited to the service centres of Tadcaster and Sherburn-in-Elmet / South Milford.

3. ECONOMIC CONTEXT AND PROGNOSIS

3.1 An economic baseline, setting the Selby District economy in its wider context, has been undertaken as part of this commission. The document is included in full at Appendix 3 for reference.

3.2 The key findings of the baseline are summarised in the remainder of this section. The findings set the context for the economic forecasting undertaken as part of this commission – establishing the nature of economic change predicted across the sub-region over the emerging plan period.

European Benchmarks – How Competitive is North Yorkshire?

3.3 The UK has enjoyed an unprecedented period of economic growth since emerging from the recession of the early 1990s. Its economy has been described as a "paragon of stability" by the OECD and growth in Gross Domestic Product (GDP) has been uninterrupted and less variable than the other G7 nations[3]. However in projecting forward, the UK faces a period of increasing uncertainty in which structural weaknesses will become ever more apparent in the face of growing competition from overseas. The structural weaknesses that the UK economy exhibits include low levels of labour force productivity, high levels of the workforce on incapacity benefit and a low level of innovation.

3.4 In response to these pressures there is a concerted EU and UK policy drive towards encouraging knowledge based industry and the competitive advantages to be gained through the application of knowledge. This process of managed economic restructuring is an essential context in considering the economic role of North Yorkshire.

3.5 A range of factors have been considered in order to gauge the extent to which North Yorkshire's businesses and labour force are engaged in knowledge related and high technology activities. The overall frame of reference for this analysis has been that of the NUTS level 2 economic regions of the EU and specific comparisons have been drawn within the regional context. It is concluded that:

- High technology has not permeated the traditional manufacturing activity across North Yorkshire to the same extent as across the EU – with **employment within high-tech manufacturing sectors suppressed within the sub-region**.

- The **level of specialisation within the service sectors does, however, distinguish North Yorkshire from the rest of the region, and the EU** on a wider scale. This gives the sub region a strong base on which to operate at the European level, in terms of existing businesses and employment, and developing the local economy in the future. Hand in hand with this North Yorkshire shows significant competitiveness in terms of employment in knowledge intensive services.
- Knowledge economy outputs, such as patent application and GDP, reflect the structure of the economy within North Yorkshire, and the high value-added bias towards specialised and knowledge intensive activity that prevails.

3.6 This analysis is in part skewed by the presence of York within North Yorkshire. However, it presents a real opportunity for economic development within Selby as part of this wider sub-regional competitiveness.

District Level Economic Analysis

3.7 The considered of the characteristics (strengths and weaknesses) existing within the Selby District economy in this wider context have been considered, and are presented thematically in the remainder of this sub-section.

Population

3.8 Current population within Selby District stands at around 75,468 people, representing around 1.5% of the regional population of approximately 5 million people. Selby's population has increased at a rate more pronounced than across the region: an increase of 25% between 1981 and 2005 (based on ONS-Mid Year Population Estimates), compared to 3% across Yorkshire and Humber, and 8% across England and Wales[4].

3.9 Population projections for Selby to 2028 suggest a trend of growth mirroring that of the other authorities within the sub-region, with a rate of around 17% predicted over the period.

3.10 Significantly the level of population growth within the District, both observed and forecast, is linked to the relative attractiveness of the area as a location to live. Key to the economic future of Selby there is a need to maximise the economic potential of this population growth, through retention of employment activity.

[3] Source: The Economist (online)
[4] Ref: Appendix 3, Para 2.8.

Deprivation

3.11 The Index of Multiple Deprivation (IMD) 2004 uses a range of indicators to assess the existence of multiple deprivation down to small geographical levels, the smallest available spatial unit being the Super Output Area (SOA).

3.12 Seven domains of deprivation make up the IMD 2004, namely:

- Income deprivation
- Employment deprivation
- Health and Disability deprivation
- Education, Skills and Training deprivation
- Barriers to Housing and Services deprivation
- Living Environment deprivation
- Crime deprivation

3.13 Detailed on the domains, including the purpose and considerations are included at Appendix 3 (from paragraph 2.15).

3.14 In order to calculate an overall score / rank for deprivation the seven domains are combined, with each given a weighting. Detail on these weightings are provided at Appendix 3 (paragraph 2.16).

3.15 An overall score and rank, and scores and ranks for each of the domains listed above, is assigned for each of the 32,482 SOA's in England.

3.16 Analysis of the Index of Multiple Deprivation (2004) highlights that multiple deprivation is not an issue facing the majority of the District.

3.17 That which is identified is concentrated in Selby town (within the 30% most deprived nationally). This analysis supports the identification of Selby as a Renaissance town.

3.18 Indeed the only real deprivation identified to a degree of concern is within the housing and services domain, recognised as occurring to a more significant degree than the other indicators.

3.19 This deprivation identified in Selby is likely to reflect the affordability levels within the housing market – a direct result of the highly mobile / skilled / qualified workforce who commute to adjacent settlements for work, but live in the predominantly rural Selby.

3.20 It is also pertinent to acknowledge that access to services is known to be more difficult in rural areas.

3.21 The highest housing and services related deprivation in Selby is identified around the settlements of Bilbrough, Colton, Appleton Roebuck, and Bolton Percy, and Hensall, Whitley, and Great Heck (within 5% most deprived).

3.22 There is no evidence of widespread income, employment or education, skills and training deprivation within the resident population of Selby District.

Labour Market

3.23 Detailed analysis of the labour market characteristics of the resident population of Selby District suggests a series of inherent strengths, offering significant opportunity in the context of the restructuring local economy.

3.24 Specifically there is evidence to suggest that increasing levels of economic activity amongst the resident population observed over the period 1994 to 2005 have been matched in part with an 'up-skilling' in the labour market. This places the District in a strong position when attempting to develop and attract key regional and sub-regional growth sectors.

3.25 Indeed on analysis of qualifications amongst its working age population Selby District can be seen to have undergone a period of 'catching-up' in its regional context between 1994 and 2005. The percentage of working age population with an NVQ Level 4 or equivalent qualification increased by 5% across Selby between 1997 and 2005 compared to 3.6% across Yorkshire and Humber.

3.26 Further analysis however questions the extent to which these strong economic activity and qualification levels amongst the resident population of Selby District are being retained within the local economy.

3.27 Distinct travel to work relationships are identified linking Selby District to York and Leeds predominantly (with a net loss of 8,120 recorded on a daily basis for Selby)[5]

[5] Ref: Appendix 3, pp 24

3.28 Comparison of resident based and workplace based earnings within Selby, alongside anecdotal evidence, suggests that it is those involved in 'higher-grade' employment opportunities are commuting out of Selby District. This is linked to both incomes and propensity to travel to work, and a perceived lack of employment opportunities of a suitable nature within the District to retain the local population.

3.29 This evidenced 'leakage' of economic activity from Selby daily through the net-export of skilled residents is a significant threat to the local community. The impact caused locally through the loss of skills from the economy daily is considered to be significant.

3.30 The potential to develop the BPFS sector specifically within Selby District is evidenced in the observed occupation composition of the employed residents. Specifically concentrations of residents employed as managers and senior officials and skilled trades occupations are observed, as recorded by the Census in 2001.

Settlement and Rural Economy Analysis[6]

3.31 The objectives of the Core Strategy and Issues Paper are to:

- enhance the role of the three Renaissance market towns as accessible service centres;
- reduce outward commuting from the District (particularly by private car); and
- support diversification of the economy...through the provision of a suitable range and quality of sites and premises for employment uses, and encourage activities to increase skills levels

3.32 Emerging issues are therefore considered in relation to each of these objectives.

Enhance the Role of Market Towns

3.33 Data analysis has been undertaken at settlement level, concentrating on the main centres of Selby, Sherburn-in- Elmet and Tadcaster.

Selby

3.34 Selby is established as the main service centre throughout the wider policy context. It is essential in the context of baseline analysis undertaken to ensure that there is a high degree of connectivity between the residential and economic drivers of the town centre. This is

[6] NB: A full baseline of the rural economy is included in Appendix 4.

particularly pertinent given the hinterland around the town centre, with the wider catchment taking in the area bound by the bypass.

3.35 Within Selby town centre and the urban hinterland there are a number of sites providing an opportunity to develop the local economy, including both mixed use and ‘pure’ employment sites. This includes sites housing existing employment activity along the river, and those encompassed by the Olympia Park proposals along the bypass.

3.36 It is important to consider the relationship between these sites, and others along the bypass including existing / former farm and rural buildings, in terms of complementarity to the development of the service centre as a wider portfolio of business sites and premises.

3.37 Part of the promotion of Selby town centre comes hand in hand with the Renaissance agenda, which looks to develop residential, retail and employment uses in the town centre, along with an enhanced public realm. This is an important context to consider; with the weight of emphasis behind Selby as the primary market town centre the correct approach.

3.38 Key baseline findings relating to the Selby settlement:

- Significant population decline between 1981 and 2001 (-25.5%) compared to Selby District (+33.6%), Yorkshire and Humber (+5.1%), and England and Wales (+9.1%).
- Below average proportion of people self-employed (6.3%) compared to other settlements, Selby District (9.3%), Yorkshire and the Humber (7.2%), and England and Wales (8.3%).
- Highest level of unemployed working age residents of the three main settlements (3.4% compared to 2.4% across Sherburn-in-Elmet and 1.8% across Tadcaster), Selby District (2.5%), Yorkshire and the Humber (3.7%), and England and Wales (3.4%).
- Particularly high incidence of unemployed people aged 16-24 years: 28.4% compared to 24.5% across Selby District, and 25.9% across England and Wales, less pronounced compared to Yorkshire and Humber (27.4%).
- Relatively low qualifications compared to other major settlements and wider comparators: 32.3% working age population no qualifications, compared to 28.2% across Selby District, 29.1% across England and Wales.
- An above average proportion of working age people employed in wholesale and retail trade; repair of motor vehicles (19.2%), compared to 17.6% across Selby District, 17.9% across Yorkshire and Humber, and 16.8% across England and Wales.

- Below average proportion working age residents working as managers and senior officials (11.8% compared to 15.8% across Selby District, 13.3% across Yorkshire and the Humber, and 15.1% across England and Wales), and corresponding above average proportion working in sales and customer services (10.2% compared to 7.6%, 8.4% and 7.7% respectively), process; plant and machine operatives (13.6% compared to 11.1%, 10.4%, and 8.5% respectively), and elementary (14.9% compared to 12.4%, 13.7%, and 11.9% respectively) occupations.
- High proportion people travel less than 2km to work, 33.1% compared to 11.2% across Selby District, 22.9% across Yorkshire and the Humber, and 20.1% across England and Wales.
- High proportion people travel between 20km and 30km to work (10.9% compared to 8.5% across Selby District, 4.6% across Yorkshire and the Humber, and 5.4% across England and Wales), and high proportion travel between 30km and 40km to work (6.9% compared to 3.8% across Selby District, 2% across Yorkshire and the Humber, and 2.4% across England and Wales).

Tadcaster

3.39 Tadcaster sits at the very north western periphery of the district, benefiting from a strategic location; and falling within both the Leeds City Region and the York sub-area (as defined by the Regional Spatial Strategy). As such it provides a service centre role for residents of both Selby and neighbouring districts. The communities to the west include some of the most highly skilled and economically successful residents in the region.

3.40 Opportunities for economic growth through scale and high volume activity are restricted, despite its reasonably strong road network (albeit alongside the lack of a rail connection) due to limited land availability resulting from the Green Belt and physical constraints including the road, river and related floodplain. Indeed whilst Tadcaster has proximity to the A64, it does not benefit from direct access, limiting its wider attractiveness in this context.

3.41 Tadcaster does however have the core assets (style, services, transport connections, culture) to attract inward investment (both on a daily and permanent basis) and to build an offer to knowledge based businesses based upon its attractiveness, links to the food and drinks sector, proximity and strong connections with York and the Leeds City Region. Tadcaster must think of its rural hinterland in totality and seek to leverage the strongest possible connections with communities to the west of the A1 as well as within the district.

3.42 Key baseline findings relating to the Tadcaster settlement:

- Population decline of 16.6% between 1981 and 2001 compared to a 33.6% growth across Selby District, 5.1% growth across Yorkshire and the Humber, and 9.1% growth across England and Wales.
- Relatively high proportion working age residents employed in part-time and full-time employment, 15% and 45.9% respectively compared to 12.9% and 38.8% across Yorkshire and the Humber, and 11.8% and 40.6% across England and Wales.
- High proportion working age residents self-employed compared to the other three settlements, although below the levels recorded across Selby District on the whole: 7.3% compared to 6.3% across Selby, 7% across Sherburn-in-Elmet, and 9.3% across Selby District.
- Significantly low proportion working age residents unemployed compared to wider comparators: 1.8% compared to 2.5% across Selby District, 3.7% across Yorkshire and the Humber, and 3.4% across England and Wales.
- Above average proportion of unemployed people aged 50 and over, compared to other major settlements, Yorkshire and the Humber, and England and Wales (19.6% compared to 16% across Selby, 16.2% across Sherburn-in-Elmet, 17.8% across Yorkshire and the Humber, and 18.6% across England and Wales).
- Of the three major settlements, highest proportion of working age residents qualified to level 4/5, above the average across Yorkshire and Humber, although below England and Wales average (17% compared to 13% across Selby, 13.8% across Sherburn-in-Elmet, 16.4% across Yorkshire and the Humber, and 19.8% across England and Wales).
- Significantly high proportion people employed in manufacturing industry: 22% compared to 15.8% across Selby District, 17.4% across Yorkshire and the Humber, and 15% across England and Wales.
- In line with the industrial profile of the employed residents of Tadcaster, occupation profile skewed towards ‘lower end’ occupations: 14.8% employed in administrative and secretarial occupations compared to 12.3% across Selby District, 12.3% across Yorkshire and the Humber, and 13.3% across England and Wales; 13.5% employed in elementary occupations compared to 12.4% across Selby District, 13.7% across Yorkshire and the Humber, and 11.9% across England and Wales.
- Relatively high proportion of residents travel less than 5km to work, although low proportion work at or from home compared to Selby District, Yorkshire and Humber, and England and Wales. 26.6% residents travel less than 5km to work compared to 20.9% across Selby District, 20.8% across Yorkshire and the Humber, and 20.1% across

England and Wales. 8.3% work from home compared to 17.4% across Selby District, 12% across Yorkshire and the Humber, and 13.6% across England and Wales.

Sherburn in Elmet

3.43 Sherburn in Elmet has been the main focus for industrial activity by virtue of land availability and its position astride strategic transport routes over the last plan period. It hosts a wide range of industrial and logistics business, and supported the vast majority of the districts 75,000 sq m of B2 & B8 development in the year 2005 – 2006.

3.44 Sherburn is also well related to the Leeds City Region, and to a degree York (including a direct rail connection), situated to the west of the district and with good road and rail connectivity in all directions. It provides service centre functionality in terms of employment, housing, transport and retail; its impact is perhaps greatest in terms of employment as the retail and cultural offer is overshadowed by the relative proximity of Leeds and other sub-regional centres such as Harrogate and Knaresborough. Sherburn is also well placed strategically to benefit from inclusion in the York sub-regional area (as defined by the Regional Spatial Strategy), and the Leeds travel to work area.

3.45 There is a substantial area of land reserved for growth adjacent to the town, however this potential is not unlimited due to the Green Belt (it is inset within the West Yorkshire Greenbelt) and the Sherburn bypass to the east.

3.46 Given the scale of current economic activity hosted at Sherburn, there must be opportunities to link enterprise hosted in the related rural areas to the service centre.

3.47 Key baseline findings relating to Sherburn-in-Elmet settlement:

- Lowest population decline of the three major settlements (-8.8% compared to -16.6% across Tadcaster, and -25.5% across Selby town), although trend going against growth identified across Selby District (33.6%), Yorkshire and Humber (5.1%), and England and Wales (9.1%).
- Relatively high proportion of working age residents economically active and in full-time employment: 46.4% compared to 43.6% across Selby District, 38.8% across Yorkshire and the Humber, and 40.6% across England and Wales.
- Significantly low proportion of people who have never worked: 2.9% compared to 3.8% across Selby District, 9.9% across Yorkshire and the Humber, and 9.3% across England and Wales.

- Average skills levels generally in line with the wider comparators, although below average proportion qualified to level 4/5 (13.8% compared to 16.4% across Yorkshire and the Humber and 19.8% across England and Wales).
- Relatively high proportion of people living in Sherburn-in-Elmet employed in manufacturing industry (18.2% compared to 17.4% compared to Yorkshire and the Humber and 15% across England and Wales), marginally highest proportion of people employed in Real estate; renting and business activities (10.8%) compared to Selby and Tadcaster settlements (9.6% and 10.6% respectively) although below England and Wales average of 13%.
- Occupation profile generally in line with wider comparators although marginally above Yorkshire and Humber average proportion employed as Managers and senior officials (14.9% compared to 13.3%). Above average proportion people employed in Process; plant and machine and elementary occupations (12.2% and 15.1% respectively compared to 10.4% and 13.7% across Yorkshire and Humber and 8.5% and 11.9% across England and Wales.
- Of the three main settlements highest proportion of employed working age population work from home (8.6%), although still significantly below Selby District (17.4%), Yorkshire and Humber (12%) and England and Wales (13.6%) averages.
- Significantly high proportion of people travel between 10km and 20km (30.8%) and 20km and 30km (15.4%) to work, compared to wider comparators: 14.4% and 4.6% across Yorkshire and Humber, and 15.3% and 5.4% across England and Wales.

Reduce Outward Commuting from the District

3.48 It is clear from the baseline analysis that the residents of the rural areas of the district are potentially a strong economic resource. There are high levels of economic activity (compared to regional average; 67.7% fte v. 58.9%) and high levels of self-employment (10.2%) compared to district (9.3%) and regional average (7.2%). Educational levels are also higher amongst rural residents: there are fewer with no qualifications (27%) than the district (28.2%) and regional average (33.1%), and more with L4/5 (22%) compared with the district (17.5%) and regional average (16.4%). The occupational classification of residents shows a high incidence of managers, professional and associate professional (levels are well above regional averages); an under representation in personal services, sales and elementary (below the regional average).

3.49 Local intelligence, supported by data on the distance travelled to work and the gap between workbased and resident based earnings, claims that many of these highly skilled and enterprising residents leave the district to work everyday. The challenge for Selby is therefore to provide opportunities within the district for them to set up their own businesses or match / improve on their current employment.

3.50 The main route to this is via the provision of appropriate premises in order to attract owner managed business into the market towns and rural area. Evidence shows that rural areas (the places that these people live) are poorly served with ‘fit for purpose’ (including specifically void / vacant space) workspace for knowledge based business. Analysis of the council’s annual monitoring report bears this out; of the 75,000 sq m of new workspace completed in the district in 2005 / 2006, only 1.061 sq m was in the B1 use class (offices and light industrial), the remainder was in B2 and B8 (warehousing and general industrial).

3.51 There is little disparity between the sector profile of employed residents of the rural and urban areas. The main employers are manufacturing and retail / wholesale, with financial and business services the next largest. It is interesting to note that agriculture accounts for only 4.1% (4.6% in the rural area) of employment.

3.52 Further analysis of available evidence points to the following factors which may be constraining the location of new knowledge based business in rural Selby:

- a perceived lack of new retail and cultural development in the market towns; the AMR reports that there were no B1a and A2 developments in Tadcaster or Sherburn Town Centres during the period 2005 / 2006, with 66.5% of all development falling into this use class across the District in Selby Town Centre. It also reports 20 empty shop premises in Tadcaster and 4 in Sherburn[7];
- high level of demand for housing sites; there has been a high level of housing development in the district (640 completions in 2005/06, 800 forecast for 2006/07). This will inevitably put pressure on available sites and affect their value, so preventing development for employment sites;
- the ‘right sort of employment land allocation’; does the allocation provider for and support small developments of B1 space in the market towns and larger villages? Owner managers like to be able to buy their workspace; due to the size of businesses, highest demand is likely to be for units of < 500 sq m;
- housing affordability in rural areas; the 2005 Housing Needs Survey showed the need for new affordable housing units in the rural areas. Since that time, only 31 have been completed in the rural areas, none on exception sites; and

[7] NB: Total retail provision not included in the AMR so percentage values not possible.

- the perceived restrictive policy on homeworking in the current Local Plan[8] .

Support Diversification of the Economy

3.53 The economy of Selby has traditionally been dominated by manufacturing, mining and the food and drink sector. Farming is a very visible activity in terms of land use, but accounts for a relatively small proportion of employment (4%). Agriculture accounts for 21% of businesses in the rural area (below the regional average) which means that four out of five rural businesses are in other sectors. Evidence shows that the allocation of business stock in the rural areas of the district is consistent with the regional profile, with rural Selby over represented in Transport (6.0% v 4.8%), Property & Business Services (21.8% v 20.4%) and construction (12.5%v 11.7%).

3.54 There is evidence of continuing decline in the agriculture and mining sectors, (leading to relatively high incidence of unemployment amongst the over 50's and consequent low income households). This points towards limited employment alternatives and the need to broaden the base of economic activity. It is interesting to note that (based on the proportion of sectoral employment and business stock) the visitor economy in the district is limited. Tourism businesses often offer a viable alternate income to low skilled, older workers and potential for land based diversification – this avenue does not appear to be available, at least at present.

3.55 There is also evidence of growth in the financial and business service and construction sectors, and real potential to harness the move towards higher skilled and knowledge based enterprise experienced across the country. How can the rural areas contribute to achieving this potential, the shift from lower to higher value employment? This will require both upskilling of the existing local workforce and broadening the range of economic activity hosted in the district

3.56 Emerging Issues around broadening the economic base include the following:

Re-Use of Farm Buildings

3.57 There is clearly potential for existing buildings in rural areas to add to the district's workspace portfolio. It appears that some owners of buildings are recognising this and securing planning consent for workspace use. The AMR (2005 – 2006) includes the following sites with outstanding change of use consent for B1.

- Home Farm, Thorganby 300 sq m (completed), 790 sq m (outstanding) (now under construction)

[8] NB: See Appendix 4 for detail relating to this point.

- Whitemoor Farm Cliffe (320 sq m)
- Commonside Farm, Barlow (0.36 ha’s)
- Burn Grange Farm, Burn (320 sq m) (now under construction)
- Brears Farm Nurseries, Beal (251 sq m)
- Bowers House Farm, Hillam (633 sq m)
- Former Little Chef & Filling Station, Braham Crossroads, A64 Eastbound (0.35 ha’s)
- Willow Farm, Tadcaster (891 sq m)

3.58 It is not clear from initial research how successful development of these buildings is likely to be, but it is interesting to note that existing consents total over 3,500 sq m of B1 workspace. That is three times more than was completed in the whole district in 2005 / 2006.

3.59 It will be important to understand the status of these consents, their potential for completion and to attract new knowledge based businesses.

Visitor Economy

3.60 In many parts of the country the visitor economy is the most likely sector which land based business turns to when looking for diversification. Research undertaken within this commission however suggests that the visitor economy as it stands is not very strong in the district. It is interesting to note that the AMR 2005/ 2006 reports only one leisure development (Spring Lodge Lake, Womersley). All of the applications for conversion of farm buildings were for business, rather then tourism use.

3.61 It seems likely therefore that efforts to stimulate diversification should concentrate on:

- business use (subject to demand and offering appropriate products)
- the spending power of local residents

3.62 There are a number of extant planning permissions for tourism related C1 and C3 uses. The details of these are presented in the table below.

Figure 3.1: Extant C1, C3 uses

APPLICATION TYPE	PROPOSAL	LOCATION	APPLN DECISION DATE	UCO PROPOSED
F	Change of use application from a screen printing shop (A1) to a hotel and restaurant at	38 Ousegate, Selby	21/10/2002	C1
F	Change of use from dwelling to guest house, erection of conservatory, covered walk way and access ramp.	Brackenholme Hall Hull Road Hemingbrough Selby North Yorkshire YO8 6EL	04/11/2005	C1
	Resubmission of previously withdrawn application no 8/32/62B/PA for conversion and minor alterations to redundant agricultural buildings to form tourism/holiday visitor accomodation, with minimal alterations to one modern agricultural building to allow eq	Burton Hall Farm Gateforth New Road Gateforth Selby North Yorkshire	12/02/2007	C3
F	Proposed conversion of farm buildings to two holiday cottages (amendment to previous application ref: 8/12/95B/PA) on land at	Common Farm, Southmoor Road, Thorganby, York YO4 6DL	29/07/2004	C3
	Certificate of lawfulness for the use of 1.22 Ha of land for caravan site including static and touring caravans on land at	Hales Hill Farm Back Lane Acaster Selby York	03/11/2006	C3
F	Proposed conversion of existing restaurant to a guest house incorporating integral alterations and the insertion of 1 No. new external window at	Old Riccall Mill Restaurant, Landing Lane, Riccall, York YO4 6PW	16/10/2001	C1
F	Proposed conversion of existing restuarant to a guest house incorporating integral alterations and the insertion of 1 No. new external window at	Old Riccall Mill Restaurant, Landing Lane, Riccall, York YO4 6PW	16/10/2001	C1
F	Application for a 60 bed Hotel, Restaurant and conference facilities on land	Selby Business Park Oakney Wood Road Selby North Yorkshire	02/10/2006	C1
F	Proposed erection of two holiday cottages	South Newlands Farm Selby Road Riccall York North Yorkshire YO19 6QR	05/07/2005	C3
	Resubmission of previously refused 8/13/70N/PA for retention of 2 railway carriages for self catering holiday accommodation	Station Buildings Skipwith Common Road North Duffield Selby	12/12/2006	C3
R	Approval of reserved matters for the erection of a 60 bedroom hotel with associated car parking on 1.033 ha of land at	The Cocked Hat London Road South Milford Leeds	26/11/2001	C1
C	Resubmission of previously withdrawn application 8/17/27L/PA for the erection of 12 timber clad holiday lodges	The Ranch Caravan Park Cliffe Common Cliffe Selby	19/10/2006	C3

F	Proposed conversion of outbuilding into 3 No. Holiday Letting Units	Thorganby House Main Street Thorganby York	15/09/2006	C3

Source: Selby District Council, 2007

3.63 A number of holiday chalets / cottages remain undeveloped (with permitted plots remaining):

Figure 3.2: Remaining holiday cottage / chalet plots

LOCATION	No of Plots Outstanding
Land at Home Farm, Moreby, Stillingfleet	5
Common Farm, Common Lane, Thorganby	2
Thorganby House, Main St, Thorganby	3
Station Buildings, Skipwith Common Rd, North Duffield	2
Manor Fm, Main St, Kelfield	5
Land at South Newlands Farm, Selby Rd, Riccall	2
O.S. Field No 6142 Greengate La, S. Suffield	14
The Ranch Caravan Pk, S. Duffield Rd, Cliffe Common, Cliffe	12
Lodge Farmhouse, Main St, Colton	1
Bilbrough Grange, Main St, Bilbrough	1
TOTAL	47

Source: Seldy District Council, 2007

3.64 Appropriate diversification aimed at local residents (as the market) could include equestrian centres, farm parks and activity centres, artisan production (food and countryside products) and related retail and food service.

3.65 Whilst consideration of tourism and tourist related activity is outside of the remit of a ‘traditional’ employment land review, it is important that any application for a tourism related activity on an employment allocation should be considered on the basis of its scale / nature of employment generation. A good example of this is the potential use of Stillingfleet mine site for tourism related activities.

Summary Analysis

3.66 The evidence presented within this study (detailed in Appendix 3) illustrates a number of emerging trends within the Selby District economy. In the context of a restructuring economy, shifting by-and-large towards a modern service economy (a clear continuing policy stance recognised in the previous section) a number of key issues have been identified alongside inherent strengths to build upon offering significant opportunity for economic development.

Strengths / Opportunities

3.67 The analysis has included the identification of a number of strengths / opportunities within the local economy, as summarised below. These conclusions set the context for understanding the nature of demand emerging within the local economy, and will feed into the recommendations for planning policy.

- Population growth levels above wider comparators over a sustained period, suggesting the relative attractiveness of Selby District as a residential location (including access to employment opportunities, although this is linked to levels of out-commuting). This is particularly evidenced in the working age population residing in the ‘rural areas’ of Selby District rather than the three market towns.
- A strong local labour force, including a relatively highly skilled and economically active working age population (although again linked to out-commuting from the District), both linked to trends of ‘upskilling’ in the workforce resident within the District.
- The *resident* rural workforce is found to be over-represented in the Transport, Property and Business Services, and Construction sectors, illustrating its role in the wider shift from traditional primary (and in the case of the rural economy specifically agricultural) activities.

3.68 Although identified strengths in the workforce are heavily linked to out-commuting within the analysis, the evidence presented illustrates a major opportunity for the Selby District economy.

3.69 Specifically this relates to the potential to retain a proportion of this currently out-commuting workforce. Linking back with the previous strategic policy context, the observed qualification and occupation composition of the *resident* workforce offers significant potential to develop the BPFS sector specifically within the District.

3.70 A key theme within the LDF should therefore be encouraging the allocation / provision of land and premises suitable to ensure developments of this nature take place within the District, and

Selby town centre specifically. This is a necessary step in ensuring the transition from a traditional economy (based on primary industries) to a more modern service economy (offering a higher degree of correlation with the existing *resident* population).

3.71 In addition, there is both clear need and potential to develop the rural economy within Selby, in part 'managing' the shift away from primary activities. There appears to be a degree of correlation between the relative strength of the labour force within Selby District and the rural labour force. This is linked to the relative attractiveness of the rural areas of the District, with specific strengths in the labour force found around Tadcaster, but represents a clear potential to retain activity within the area.[9]

Weaknesses / Threats

3.72 In addition to the strengths / opportunities identified, a number of weaknesses in the local economy have been identified, seen as being potential threats to future economic development. These are summarised in below, and as with the strengths / opportunities set the context for any recommendations emerging from the study.

3.73 The clear main weakness and therefore threat facing the Selby District economy is associated with the degree of out-commuting which takes place daily, feeding the economy of adjacent locations including specifically Leeds and York.

3.74 Without addressing this issue through the provision of appropriate (type and scale) of employment opportunities within the District this is considered to be unsustainable. Indeed, allowing Selby to continue to develop as a dormitory problem will seek to perpetuate the issue of out-commuting over the emerging plan period, putting significant pressure on employment land (urban centre and outside of urban centre) through residential development, and local service provision.

3.75 However, given the dichotomy between those living in Selby District and working outside, and those living *and* working within the District there remains an identified need to ensure employment land and property provision in respect of lower value added activity – rather than a pure focus on attracting and retaining higher value employment.

3.76 Like 'rungs on a ladder' these are certain sectors in Selby District that in 'quantum' terms are particularly important in providing employment opportunities for mid-range / value activity. This is particularly pertinent considering the transitional status of the local economy, identified in the economic analysis undertaken.

[9] Ref: Appendix 4, from para 1.27

3.77 Indeed there needs to be a balanced approach to economic development across the District, and therefore supply of employment land. Importantly this should include provision of employment opportunities within the District at both the lower end (indigenous / general employment activity) alongside the higher-end occupations. This type of balanced approach will go some way to stem the current trend of out-commuting taking place daily.

Economic Forecasts

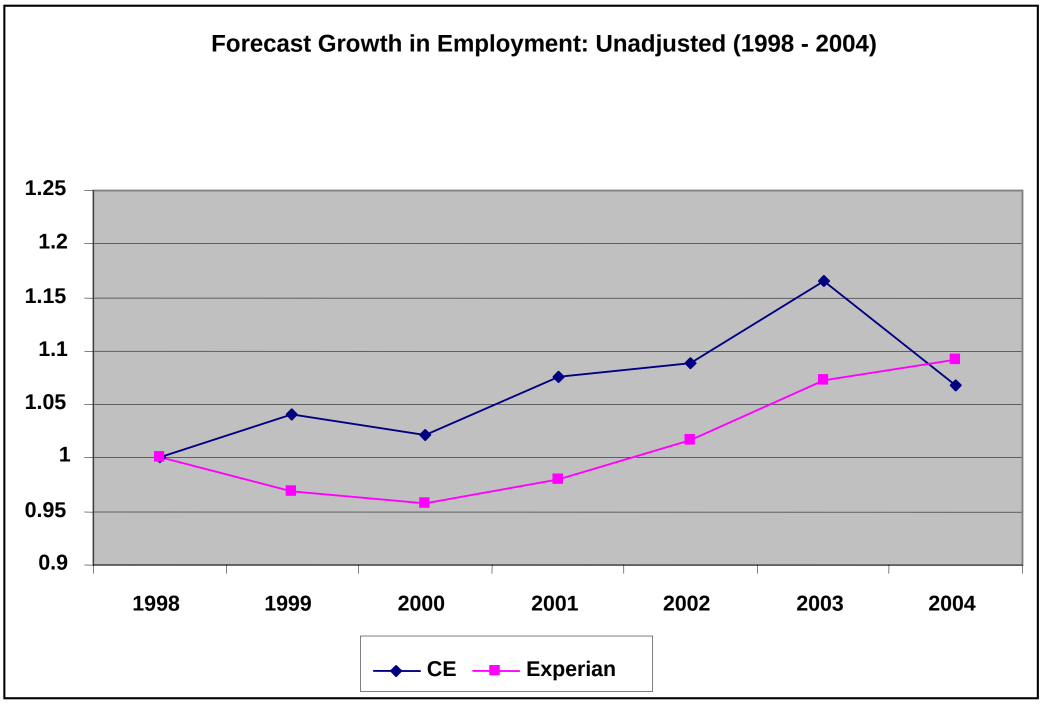
3.78 This sub-section provides a summary of the forecast work undertaken as part of the commission. At the outset of the study Cambridge Econometrics (CE) forecasts (total employment and GVA) (LEFM model) were commissioned to provide comparative analysis with those included in the RSS (Experian forecasts). A summary of the analysis undertaken is provided here, with full analysis included within Appendix 5.

3.79 In essence the analysis focuses on attempting to rationalise the CE forecasts with the Experian model included within the RSS. The basis for obtaining the CE model was the negative outlook the RSS includes with relation to employment levels in Selby District to 2016.

3.80 Comparing the two at headline level (i.e. the change trajectory over the period) introduced a significant difference as illustrated on the figure below. This set the basis for further analysis of the difference in methodology feeding into the preparation of both models in an attempt to determine which provides the most sound basis for forward planning in the context of Selby District over the emerging plan period.

3.81 The figure below shows forecast employment change, back-dated to 1998, over the period to 2004 as modelled by Experian and Cambridge Econometrics.

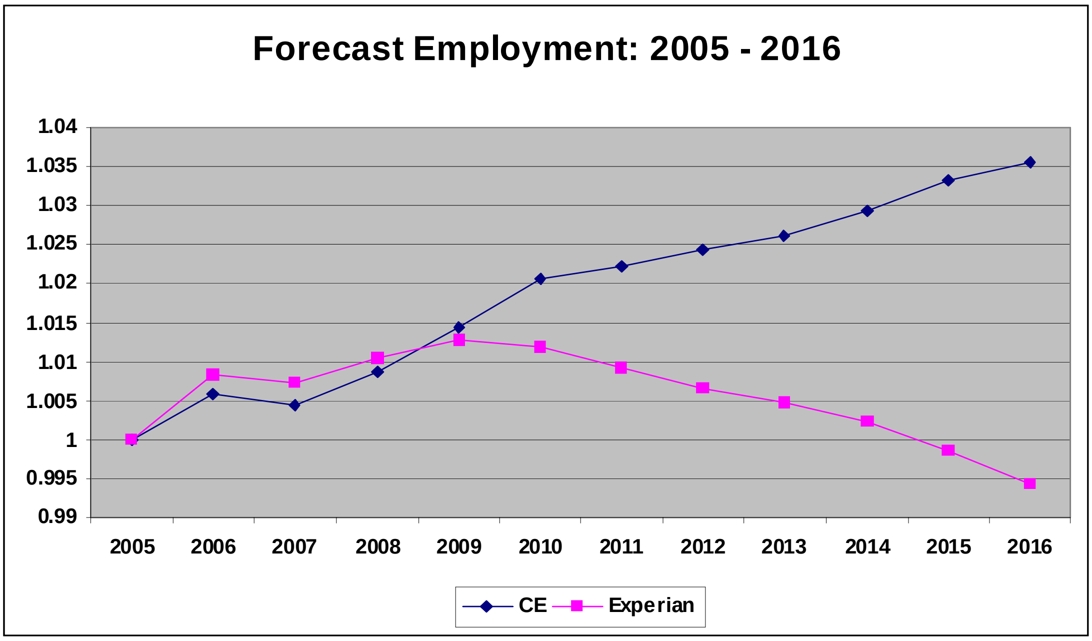
Figure 3.3: CE / Experian Employment Change



3.82 Comparing the models prior to 2005 illustrates an interesting picture – the initial dip in overall employment within the Experian model followed by a degree of recovery, and the more tumultuous change in the CE model, ending the period on decline to a level below that of Experian.

3.83 Important to note here is that the figures used in the above diagram are unadjusted figures. Detailed analysis in Appendix 5 suggests that the Experian figures used here are over-estimated, driven by misrepresentative / accurate self-employment figures.

Figure 3.4: CE / Experian Forecast Employment Trajectory



3.84 The forecast employment change by sector emerging from both the CE and Experian models are shown in the tables overleaf, illustrating the correlation / discrepancies between the forecasts at sector level.

3.85 The sectors forecast to decline and growth respectively in each model are presented side by side to aide analysis.

Figure 3.5: CE Forecast Employment Change to 2021 (Growth sectors)

Sector	Change in Jobs (2006-year ending 2020)
Printing & Publishing	10
Elec. Eng. & Instrum.	40
Construction	30
Distribution	330
Retailing	370
Hotels & Catering	210
Land Transport etc	420
Communications	20
Computing Services	380
Prof. Services	120
Other Bus. Services	400
Education	120
Health & Social Work	400
Misc. Services	340
Total	3190

Source: Cambridge Econometrics, 2006

Figure 3.6: Experian Forecast Employment Change to 2016 (Growth sectors)

Sector	Change in Jobs (2006-year ending 2016)
Metals	338
Other Manufacturing NEC	30
Construction	243
Retailing	195
Hotels & Catering	173
Transport	106
Communications	90
Banking & Insurance	13
Business Services	153
Other Financial & Business Services	6
Education	35
Health	267
Other services	229
Total	1878

Figure 3.7: CE Forecast Employment Change to 2021 (Declining sectors)

Sector	Change in Jobs (2006-year ending 2020)
Agriculture etc	- 380
Coal	- 380
Other Mining	- 10
Food Drink & Tob.	- 320
Text. Cloth. & Leath	- 10
Wood & Paper	- 140
Chemicals nes	- 50
Rubber & Plastics	- 70
Non-Met. Min. Prods.	- 70
Metal Goods	- 80
Mech. Engineering	- 10
Motor Vehicles	- 10
Manuf. nes	- 10
Electricity	- 300
Public Admin. & Def.	- 30
Total	-1870

Figure 3.8: Experian Forecast Employment Change to 2016 (Declining sectors)

Sector	Change in Jobs (2006-year ending 2016)
Agriculture, Forestry and Fishing	- 668
Other Mining	- 450
Gas, Electricity & Water	- 331
Chemicals	- 15
Minerals	- 62
Machinery & Equipment	- 3
Electrical & Optical Equipment	- 6
Transport Equipment	- 13
Food, Drink & Tobacco	- 493
Textiles & Clothing	- 17
Wood & Wood Products	- 79
Paper, Printing & Publishing	- 20
Rubber and Plastics	- 75
Wholesaling	- 46
Public Admin. & Def.	- 49
Total	-2327

3.86 The two sets of forecasts have different model constructs and do not necessarily agree on how the economy is going to develop in the future. Hence there are differences in the outputs from each respective model.

3.87 However, it can be seen from the above tables that at sector level whilst the quantum of change is different between the models there is a degree of correlation in the forecast growth sectors. Namely this relates to the following sectors:

- Electrical, Engineering and Instruments (Metals in the Experian forecasts);
- Construction;
- Retailing ;
- Hotels and Catering;
- Land Transport / Communications (Distribution in the Experian forecasts);
- Computer Services / Professional Services (Banking and Insurance / Business Services in the Experian forecasts); and
- Other Business Services.

3.88 The detailed analysis undertaken as part of this commission attempts to reconcile the headline differences between the two models and in the process identify the most appropriate for use when projecting demand for employment land forwards.

3.89 This is a particularly important issue in the light of the two models being contradictory (at headline level), sending significantly different strategic messages – CE implies that there will be growth; Experian implies that there is long term decline.

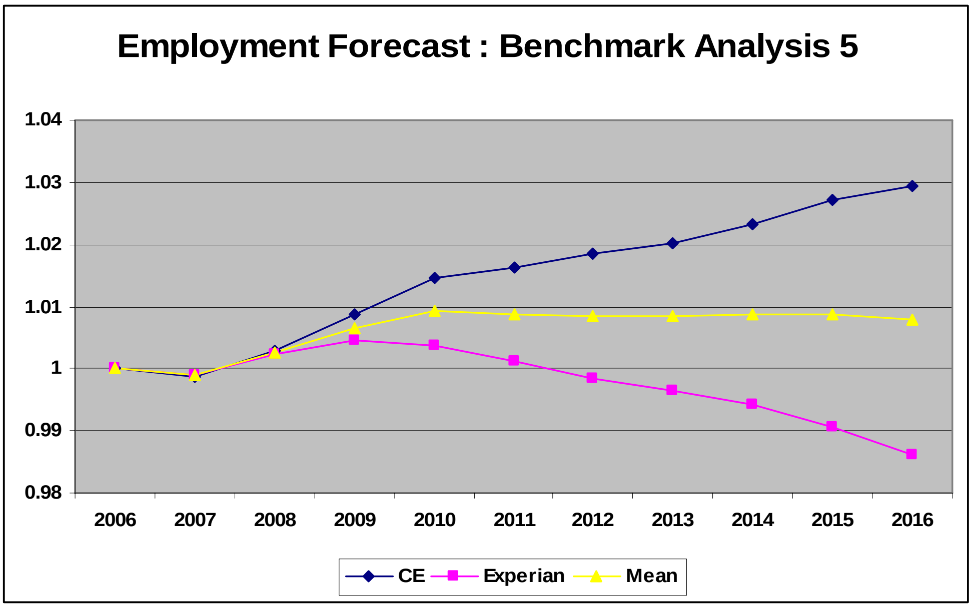
3.90 The analysis, detailed in Appendix 5, concludes the following:

- the baseline position provided by Experian in terms of FTE is possibly too high;
- forecast growth between 2001 and 2005 is biased upwards where this follows the Labour Force Survey (LFS); and
- given the prolonged period of employment growth since 1998 then we could reasonably assume that forecast future growth should be apparent in the forecast.

3.91 Taking account of these assertions it could be concluded that the CE baseline and forecast are therefore more acceptable. However, the arguments for and against both forecasts are considered to be finely balanced, with neither proving conclusive.

3.92 As a result the sensible strategy, and basis for planning, is concluded to be the use of a mean of both forecasts, as illustrated in the figure below.

Figure 3.9: Mean Employment Forecast



3.93 Effectively this implies a fairly stable period for Selby in terms of forecast employment, after an initial 'spurt' of growth to 2010. By sector this is broken down as illustrated below.

Figure 3.10: Mean Forecast: Sectoral Change

	2006	2016	2016 (revised)
Agri	2.4	2.1	1.9
Mining & Quar	1.6	1.3	1.1
Manufacturing	5.8	5.3	4.9
Elec,G&W	0.8	0.6	0.4
Construction	1.7	1.7	1.7
Dist, H & C	6.8	7.4	6.9
Transp & Comms	2.6	2.9	2.7
Fin & Bserv	2.2	2.8	2.4
Govt & Other Serv	7.3	8.0	7.5
Total	31.3	32.2	31.5

3.94 Total employment would on this basis be expected to increase by only around 250 jobs between 2006 and 2016. On any forecast basis this can only be described as a further difficult, if not transitional, period economically for Selby.

3.95 When considered as a base level of growth however this steady period suggests a reasonable basis for developing the economy beyond that which is forecast. The key conclusion to be drawn is that if the economy is left to operate within its own market forces then steady growth will be achieved – but a policy-led approach (which looks beyond these forecasts) can build on and maximise the growth sectors identified. This is particularly pertinent in the context of the RSS and CRDP given the key sectors of Distribution *et al*, Finance and Business Services, and Manufacturing (specifically increasing the value associated with the latter).

3.96 The RSS anticipates economic growth rates to improve significantly post-2011, driving housing requirements established for the plan period. This advocates the need for a monitor and plan approach at the local (District) and City Region / Regional level.

3.97 According to the mean scenario presented as a base, at sector level, manufacturing is still anticipated to play a major role in the local economy, with an above average share of 19% of total employment. Other key sectors include Distribution, and Hotels and Restaurants, Public Administration, and Banking and Finance, although all are forecast to be under-represented within the wider UK context.

3.98 The primary sectors (including ariculture, mining and other, electricity, gas and water, and some manufacturing sub-sectors) are anticipated to struggle over the plan period. This in part will be compensated through the growth of service sector related activities, but this is found to be at the margin, with a strong imperative across the District to ensure the ‘adjustment process’ is handled very carefully. Specifically, decline in the primary activities should be counteracted directly or indirectly through the promotion of high value service employment.

4. EMPLOYMENT LAND SUPPLY

4.1 The brief for this commission required the assessment of supply of employment land across Selby District, including undeveloped allocations.

4.2 In addition, a general commercial market analysis was required (including a baseline of current property market conditions). This analysis is presented fully in Appendix 6.

4.3 This analysis, when combined with that of demand for employment land and property in the future (based on the econometric projections and the development of a preferred scenario for economic growth as presented in Section 5) will identify any potential 'gaps' in provision, and therefore constraints to economic development, across the District.

4.4 Section 4 presents a baseline of supply of employment land and premises across Selby District, separated into two sub-sections for ease of reference. The analysis has been conducted in both quantitative and qualitative terms, in line with the DCLG guidance. The guidance stipulates the need for a fine grained approach to the assessment of sites, factoring in qualitative considerations, as well as deliverability and market appeal of sites.

4.5 The sites included in the supply analysis are those that were allocated and have areas remaining undeveloped in the previous Local Plan. Additional consideration is given to sites identified by the Council and any identified whilst undertaking site visits.

4.6 The findings of the analysis relating to both sets of sites will be fed into the emerging LDF and Core Strategy, and the Area Action Plan for Selby Town Centre, including recommendations relating to allocations / de-allocations of employment land. These recommendations will be based on an understanding of need and aspirations for economic growth across the District.

4.7 A database bespoke for this commission has been devised to allow the nature and complexities of constraints acting on employment land to be recorded and analysed in line with the guidance. The database forms a discreet output of the commission, and provides a monitoring tool for use by the Council in the future.

4.8 The database holds information on all undeveloped (including partially undeveloped) employment allocations across Selby District, in addition to sites identified by the Council to be considered within Stage 3 of the analysis (as advocated in the DCLG guidance) (sites to be considered in light of gap in supply, if gap is identified).

4.9 The database holds information on the following site characteristics:

- Strategic access
- Quality of the existing environment
- Market conditions / demand
- Ownership
- Site development constraints
- Accessibility
- Sequential testing
- Social and regeneration policy

4.10 In addition to the constraints and site characteristics identified within the database it is clear that a significant proportion of potential employment land is affected by flood risk.

4.11 In this context it is important to note that any development proposals submitted to the Council will be tested in relation to the statutory process including environmental impacts (including flood risk).

4.12 Each allocated and identified site has been visited in the course of this commission. Analysis of the information held within the database is presented at headline (District) level and disaggregated to 'strategic areas of search' as listed below:

- Tadcaster / A64 Corridor
- Sherburn in Elmet / A1(M) and A63 Corridor
- Selby and the Urban Hinterland
- Eggborough / J34 of M62
- A19 Corridor North of Selby

Headline Analysis of Allocated Employment Land Supply

4.13 Policy EMP2 of the Adopted Local Plan identifies the broad distribution of employment land allocation across Selby District.

4.14 The Policy states that new employment development will be concentrated in and around Eggborough, Selby, Sherburn-in-Elmet and Tadcaster. Encouragement will also be given to proposals for small-scale development in villages and rural areas in support of the rural economy.

4.15 The land allocated for industrial / business development across Selby District is shown in the table overleaf, and illustrated on Plan 1 in Appendix 8. This information was obtained from the Council at the outset of the commission. In undertaking the site visits required to populate the database a number of observations were made with regards take-up of employment land since the sites were measured for inclusion in the Local Plan.

4.16 In order to present an accurate picture of the true supply of employment land available to meet the demand identified in Section 5 (conclusions regarding this dynamic are addressed in more detail in Section 6) a number of sites have been re-measured and agreed with the Council. The updated land availability position as a result of this exercise are shown in the table below.

Figure 4.1: Available Allocated Employment Land Supply

Policy ref	Site	Area (ha) (March 2007)	Remaining Allocated Land Availability (May 2007)
BRAY/2	East of Bawtry Road, BRAYTON	1.3	1.3
BRAY/1	Selby Business Park, BRAYTON	8.9	6.5
BRAY/1	Selby Business Park, BRAYTON		
BRAY/1	Selby Business Park, BRAYTON		
CLF/1	Cliffe Common, CLIFFE	2.1	0.7
EGG/5	Selby Road (north), EGGBOROUGH	5.3	0.7
EGG/7	Selby Road (south), EGGBOROUGH	2.3	1.4
TAD/3	London Road, TADCASTER	9.0	9.0
SHB/2	Enterprise Park, SHERBURN IN ELMET	2.3	2.3
SHB/3	Enterprise Park, SHERBURN IN ELMET*	6.7	0
SHB/4	Enterprise Park, SHERBURN IN ELMET*	16.4	0
SEL/4	Denison Road, SELBY	11.8	5.3
SEL/3,SEL/16	Bawtry Road, SELBY	3.4	0
BAR/1A	Rear of Olympia Mills / BOCM, BARLBY	6.1	6.1
BAR/1	Magazine Road, BARLBY	4.8	4.8
	Total	**80.5**	**38.1**

Source: Selby District Council, 2007

**NB:* These sites are not included as allocated sites in the Adopted Local Plan as they had extant planning permission on them at the time of Adoption

4.17 A total of 38.1 hectares of employment land is allocated across Selby District, in a total of 12 allocations (removing SHB/3, SHB/4, and SEL/3 from the analysis). By market area this breaks down the following supply position:

Selby and the Urban Hinterland

- Selby: 5.3 hectares (1 allocations)
- Barlby: 10.9 hectares (2 allocations)
- Brayton: 7.8 hectares (2 allocations)

NB: 5 allocations in total, but none in the 'town centre'[10]

Tadcaster / A64 Corridor

- Tadcaster: 9 hectares (1 allocation)

Sherburn in Elmet / A1(M) and A63 Corridor

- Sherburn in Elmet: 2.3hectares (1 allocation)

Eggborough / J34 of M62

- Eggborough: 2.1 hectares (2 allocations)

A19 Corridor North of Selby

There are no employment land allocations within the A19 Corridor North of Selby market area.

Outside of Market Areas

- Cliffe: 0.7 hectares (1 allocation)

4.18 This illustrates a significant concentration of land availability (as a proportion of the total across the District) located around Selby town and the urban hinterland although without any allocations within Selby town centre.

4.19 For the purpose of the remainder of the evidence presented within this study both SHB/3 and SHB/4 have been removed as they are now fully developed out. SEL/3 has also been removed as it has been developed for retail use.

4.20 It is difficult to guage the proportion of this allocated land supply which is currently covered by extant planning permissions due to the level of development which has taken place on the sites since the release of the latest data available (March 2004). However, the following analysis attempts to present the latest position possible, factoring information gauged from site visits into the understanding of development activity.

4.21 The table below shows extant planning permissions on the allocated sites at the time of the production of the Annual Monitoring Report in 2006 (published December 2006 with employment data to end March 2006).

Figure 4.2: Extant Planning Permissions on Allocated Employment Land (2006)

Policy ref	B1a	B1b	Bic	B2	B8	Mix	Total
BAR/1							0.0
BAR/1A							0.0
BRAY/1					0.2	2.3	2.5
BRAY/2						1.6	1.6
CLF/1							0.0
EGG/5						3.3	3.3
EGG/7				*0.0*			0.0
SEL/3							0.0
SEL/4				*1.5*			1.5
SHB/2				*0.5*			0.5
SHB/3				*0.6*			0.6
SHB/4						16.6	16.6
TAD/3							0.0
	0.0	**0.0**	**0.0**	***2.6***	**0.2**	**23.8**	**26.6**

NB: The areas show in *italics* are outstanding permissions on the developed parts of allocated sites

Source: Selby District Council, 2007

4.22 From visiting the sites a number of these extant permissions can be discounted. We know from site visits / re-measurement of the sites that the following areas have been developed out:

- BRAY/1: 2.44 hectares
- CLF/1: 0.4 hectares
- EGG/5: 4.6 hectares
- EGG/7: 0.9 hectares

[10] NB: For the purposes of this study the 'town centre' is defined as the land to the north of the railway line.

- SHB/3: 6.7 hectares
- SHB/4: 16.4 hectares
- SEL/4: 6.5 hectares.

4.23 By comparing these examples of take-up against the information shown in the table above only one permission is found to be extant, namely the mixed use development proposed on BRAY/2[11].

4.24 The loss of employment land across Selby, as included in the 2006 Annual Monitoring Report (AMR 2006) is shown in the table below. Pressure on employment land for residential use appears to be significant in and around Selby town and its hinterlands.

4.25 The information included here will need to be reviewed in light of the emerging AMR context (not available at the time of writing).

Figure 4.3: Losses of Employment Land between 1 April 2005 – 31 March 2006

Site	Development Description	Land area lost as employment (hectares)
Land Adj To Barker And Stonehouse Selby Road Eggborough	Building for the sale, distribution and servicing of agricultural and goundcare equipment	0.3087
Portland Works Main Street Hemingbrough	Change of Use and conversion of redundant office space and extension	0.021
Mine Rescue Station Kaye Drive Barlby	Erection of 38 dwellings	1.07
The Old Chapel, Cliffe	Change of Use to two dwellings and erection of two detached dwellings	0.1135
43 Flaxley Road Selby	Erection of a block of four flats	0.0496
Selby Scaffolding Services Ltd Canal Road Selby	Residental development for 24 apartments	0.203
Triesse Vulcan Works Sandwath Lane Church Fenton	Residential development for 84 dwellings	2.76
	Total	**4.21 ha**

[11] Mix of uses to comprise 1,200 houses, Employment, P.O.S, Shopping and Community Facilities on 56ha of land

Source: Selby District Council, 2007

Strategic

4.26 None of the employment allocations are identified as being of strategic importance within the Local Plan.

Windfall Employment Sites

4.27 One windfall employment site was recorded in the Annual Monitoring Report during the year 1st April 2005 to 31st March 2006:

- Escrick Brickworks: Reserved matters application for B1, B2 and B8 submitted October 2006. Aims to be on site Autumn 2007

4.28 In addition, 195 hectares of land at Burn Airfield was granted approval for a single user (such as ESS) (the preferred use of the site is a Research and Development user).

Classification of Allocated Land Supply

4.29 Each employment site will be classified according to the guidance provided by DCLG, as detailed below. This process provides an opportunity to think critically about the configuration, land use and premises offer associated with each site, and the resultant market appeal.

4.30 A number of sites within Selby district are current ‘greenfield’ sites – i.e. they are not currently in any use. As a result the sites have been classified by their current and perceived future potential use. The nature of classification given to each site has been determined through the consideration of the commercial market as it stands, assuming that that there are no constraints on the land (or that mitigation has been undertaken to address constraints identified in the database).

4.31 The site classifications considered are:

Established or Potential Office Locations. Sites and premises, predominantly in or on the edge of town and city centres, already recognised by the market as being capable of supporting pure office use (or high technology R&D / business uses).

High Quality Business Parks. These are likely to be sites, no less than 5ha but more often 20 ha or more, already occupied by national firms or likely to attract those occupiers. Key characteristics are high quality of buildings and public realm and access to national transport networks. Likely to have significant pure office[12], high office content manufacturing and R&D facilities. Includes 'Strategic' inward investment sites.

Research and Technology / Science Parks. Usually office based developments, which are strongly branded and managed in association with academic and research institutions. They range from incubator units with well developed collective services, usually in highly urban locations with good public transport access to more extensive edge / out of town locations.

Warehouse / Distribution Parks. Large, often edge / out of town serviced sites located at key transport interchanges.

General Industrial / Business Areas. Coherent areas of land which are, in terms of environment, road access, location, parking and operating conditions, well suited for retention in industrial use. Often older, more established areas of land and buildings. A mix of ages, qualities and site / building size.

Heavy / Specialist Industrial Sites. Generally large, poor quality sites already occupied by or close to manufacturing, and process industries. Often concentrated around historic hubs such as ports, riverside and docks.

Incubator / SME Cluster Sites. Generally more modern purpose built, serviced units.

Specialist Freight Terminals e.g. aggregates, road, rail, wharves, and air. These will be sites specifically identified for either distribution or, in the case of airports, support services. Will include single use terminals, e.g. aggregates.

Sites for Specific Occupiers. Generally sites adjoining existing established employers and identified by them or the planning authority as principally or entirely intended for their use.

Recycling / Environmental Industries Sites. Certain users require significant external storage. Many of these uses e.g. waste recycling plants can, if in modern premises and plant, occupy sites which are otherwise suitable for modern light industry and offices. There are issues of market and residential perceptions of these users. Some sites because of their environment (e.g. proximity to heavy industry, sewage treatment works etc) may not be marketable for high quality employment uses.

4.32 The potential future classification of each allocated site is shown in the table overleaf. The sites have been considered in terms of their potential future use, building on work undertaken setting the commercial market baseline.

[12] 'pure office' refers to 100% office occupiers, rather than ancillary office operations

4.33 Considerations such as size of site, existing structures, access, location (strategic), and adjacent uses have been taken into account, alongside more aspirational considerations (including potential use once markets have developed – with specific reference here to more aspirational uses).

Figure 4.4: Potential Future Use of Allocated Sites

Allocation ref	Size (ha)	Potential Use of Site
BRAY/1	6.5	Established or Potential Office Location
BAR/1	4.8	Established or Potential Office Location
Total	**11.3**	
BAR/1A	6.1	General Industrial/Business Use
EGG/7	1.4	General Industrial/Business Use
BRAY/2	1.3	General Industrial/Business Use*
CLF/1	0.7	General Industrial/Business Use
EGG/5	0.7	General Industrial/Business Use
Total	**10.2**	
TAD/3	9	High Quality Business Park
Total	**9**	
SEL/4	5.3	Warehouse / Distribution Park
SHB/2	2.3	Warehouse / Distribution Park**
Total	**7.6**	

* NB: It is noted that the BRAY/2 offers the potential for office use if its site area was increased. Should the Council wish to provide for a 'market making' development (i.e. an anchor high quality office led scheme along the by-pass to set tone for future demand/supply), then they should seek to increase this to around 2.5Ha - 3Ha gross on offer.

** NB: Site is for expansion purposes not for general development

4.34 The prospects for ensuring diversity within the Selby economy appear relatively good at the headline level, in terms of the mix of potential employment activities that could take place on remaining allocated land.

4.35 Specifically, assuming a ‘level playing field’ 11.3 hectares of allocated land is attractive to emerge as an established or potential office location, representing 30% of the total remaining allocated supply. In addition, the 9 hectares at Tadcaster is deemed to be suitable for a high quality business park given its quality location and setting, representing an additional 24% of the total supply.

4.36 This represents a reduction in the land classified as general industrial or business use from the initial table, which has also been eroded to include two sites (totalling 7.6 hectares, 18% of the total) which are thought to be appropriate for warehouse / distribution park development.

Known Constraints on Allocated Land Supply

4.37 Whilst the above analysis presents an important picture of the nature of allocated land across Selby district, in terms of its potential use which is related back to sectoral change in Section 5, it is important to note the assumption of a ‘level playing field’ in terms of development constraints on the land.

4.38 Indeed on undertaking analysis of the supply of land across Selby it is quite evident that a number of sites are affected by significant constraints to development for employment use. This analysis has been informed by site visits, consultation with the Council, and through the work undertaken as part of the commercial market assessment[13].

4.39 All of the information presented relating to known constraints operating on the land has been recorded within the site specific database, submitted to the Council alongside this report as a monitoring tool.

4.40 The information held within the database has been used to score the site to provide an indication of the extent to which each site is currently constrained in terms of its economic development potential.

4.41 The following factors were used to score the sites:

- Strategic Access

4.42 A qualitative assessment of strategic access issues and existing status, including site location in terms of proximity to public transport rail networks, and rail, sea and air connections. This factor is scored on a 0 to 5 basis, 5 representing the most constrained in terms of new development.

- Existing Portfolio & Internal Environment

4.43 A qualitative assessment of existing site portfolio in terms of sage and quality of build (where appropriate), noise and other pollutants, the state of the external area and/or public realm, and evidence and quality of parking, internal circulation and servicing area. This factor is scored on a 0 to 5 basis, 5 representing the most constrained in terms of new development.

[13] NB: No detailed survey work has been undertaken additional to this regarding utilities or ground condition related constraints.

- Quality of the Wider Environment

4.44 This factor is assessed qualitatively in terms of adjacent land uses to the north, south, east and west of the site, general perception of the wider environment, and local facilities for the workforce (e.g. retail and leisure provision). This factor is scored on a 0 to 5 basis, 5 representing the most constrained in terms of new development.

- Market Conditions/Perception and Demand

4.45 Again measured qualitatively on a 0 to 5 basis, this category seeks to analyse the strength of local demand as manifested in recent market activity, local occupancy rates, development activity since allocation (where appropriate), evidence of multiple ownership and/or occupation, planning status, and overall potential availability.

- Ownership

4.46 Where available, the identity of site and unit ownership has been obtained to score each site on a 0 to 5 basis. Contributing towards the degree of constraint in this case is the identity and number of freeholders, and the identity of leaseholders along with lease details (e.g. length) where known. The assessment has also taken into account the evidence of ransom strips or other known ownership based constraints on development.

- Physical Constraints

4.47 Physical constraints have been assessed on the basis of existing site access, site topography, and existence and status of statutory utility connections, on-site environmental concerns (e.g. likely TPOs etc.), probability/evidence of contamination, and any other physical issues identified by occupiers upon inspection. This factor is scored on a 0 to 5 basis, 5 representing the most constrained in terms of new development.

- Accessibility

4.48 Site accessibility has also been analysed in terms of workforce catchment areas and access by public transport. This category might include an assessment of public transport frequency, convenience and cost. This factor is scored on a 0 to 5 basis, 5 representing the most constrained in terms of new development.

- Sequential Test and Brownfield/Greenfield

4.49 Based upon policy research, this assessment seeks to categorise sites according to their status (e.g. urban, urban fringe, or outside urban) and whether they are greenfield or brownfield sites (based upon visual inspection and stakeholder consultation). This section seeks to categorise whether sites are ‘yes’ (constrained), ‘no’ (not constrained) or ‘unknown/mixed’, giving a constraint score of 2, 0 or 1 respectively.

- Social and Regeneration Policy

4.50 Finally the database seeks to categorise sites in terms of their social and regeneration policy context. Within this the availability of jobs locally, the degree of deprivation in local communities, whether or not the site is a priority regeneration designation, the potential availability of ‘gap’ funding, and the ability of the site to support particular economic development priorities are all taken account of (where information is available). This section seeks to categorise whether sites are ‘yes’ (constrained), ‘no’ (not constrained) or ‘unknown/mixed’, giving a constraint score of 2, 0 or 1 respectively.

4.51 These factors of consideration are consistent with the requirements set out within the DCLG Guidance Note on Employment Land Reviews. Within each category, each site has been assessed and allocated a score depending on its degree of constraint; the higher the perceived level of constraint, the higher the score.

4.52 Using the resultant scores sites have been split into three categories:

- **Low** → Few constraints (i.e. developer ready) (<15) (shown as yellow on the table below)
- **Medium** →Constrained (i.e. not available in short-medium term without constraint mitigation) (16>20) (shown as green on the table below)
- **High** →Very constrained (i.e. serious issues for development of site) (21>) (shown as red on the table below)

4.53 The data relating to constraints on each site will be mapped and submitted to the Council within the Final Report. Maps showing the nature of the constraints across the allocated supply will be produced once OS base mapping has been received.

4.54 The table overleaf shows the scoring of each allocated site against each constraint.

Figure 4.5: Overall Site Score (Allocated sites)

Site ID	Site Name	Size (ha)	Total Score
BAR/1	Land adjacent to BOCM Mills, Barlby Road	4.8	19
BAR/1A	Land adjacent to rear of Olympia Mills/BOCM, Barlby	6.1	26
BRAY/1	Selby Business Park, Brayton	6.5	19
BRAY/2	Land east of Bawtry Road, Brayton	1.3	16
CLF/1	Cliffe Common	0.7	25
EGG/5	Selby Road (north)	0.7	19
EGG/7	Selby rd (south), Eggborough	1.4	23
SEL/4	Denison Rd, Selby	5.3	19
SHB/2	Enterprise Park, Sherburn in Elmet	2.3	20
TAD/3	London Road	9	18

4.55 A significant proportion of the allocated employment land supply is found to be 'medium constrained' – affecting its viability for development in the short term without significant mitigation.

4.56 Infact 30 hectares of the overall allocated employment land supply (79% in 6 allocations) falls into this category.

4.57 Importantly, three allocations are identified as having high levels of constraints totalling 7.9 hectares. In each case this high level of constraint is driven by different factors, as illustrated in the table below and on the plans included within Appendix 8.

Figure 4.6: Constraints Analysis (Allocated sites)

Site ID	Site Name	Strategic Access	Existing Portfolio and Internal Environment	Quality of the Wider Environment	Market Conditions / Perception and Demand	Ownership	Physical Constraints	Accessibility	Sequential test and Brownfield / Greenfield	Social and Regeneration Policy	Total Score
BAR/1	Land adjacent to BOCM Mills, Barlby Road	2	1	3	2	2	3	2	2	2	19
BAR/1A	Land adjacent to rear of Olympia Mills/BOCM, Barlby	2	4	4	4	2	5	3	1	1	26
BRAY/1	Selby Business Park, Brayton	2	3	2	2	2	3	2	2	1	19
BRAY/2	Land east of Bawtry Road, Brayton	2	1	1	2	2	4	2	2	0	16
CLF/1	Cliffe Common	5	0	3	4	3	3	5	1	1	25
EGG/5	Selby Road (north)	1	2	5	0	4	3	2	1	1	19
EGG/7	Selby rd (south), Eggborough	1	3	5	1	4	5	2	1	1	23
SEL/4	Denison Rd, Selby	2	2	3	2	2	3	2	2	1	19
SHB/2	Enterprise Park, Sherburn in Elmet	1	2	2	3	3	4	2	2	1	20
TAD/3	London Road	1	0	2	1	4	4	3	2	1	18

Allocated Employment Land Supply at Market Area Level

4.58 As was introduced earlier in this section, at the outset of the commission a series of Strategic Areas were identified by the Council for specific consideration within the commission. The coverage of these area, listed below, are illustrated on Plan 1 in Appendix 8:

- Tadcaster / A64 Corridor
- Sherburn in Elmet / A1(M) and A63 Corridor
- Selby and the Urban Fringe
- Eggborough / J34 of M62
- A19 Corridor North of Selby

4.59 The quantum and nature of supply within each of these strategic areas is considered in turn, presented below.

Tadcaster / A64 Corridor

4.60 Allocated supply in Tadcaster is limited to one site, namely the 9 hectares at London Road.

4.61 Although identified as a potential high quality business park location – specifically related to the potential for a development targeted at smaller scale office park style units - te site is found to be significantly constrained.

4.62 Key findings of work undertaken relate to its ownership (unknown ownership, perceived reluctance to bring forwards for development given length of time allocated and lack of development activity), and known physical constraints on the land:

- in order to access the site for employment purposes there is an identified need for a ghost island priority junction from the A162;
- a water mains extension may be required or reinforcement may be required to existing water supply; and
- a new sewer is required in London Road to connect to existing public foul sewer in Leeds Road and the existing sewage treatment works at Tadcaster will require upgrading.

Sherburn in Elmet / A1(M) and A63 Corridor

4.63 There are three employment land allocations within Sherburn in Elmet / A1(M) and A63 Corridor, although only one has land remaining and is therefore considered within this analysis. All three allocations are at Sherburn Enterprise Park, with SHB/2 remaining (2.3 hectares).

4.64 Sherburn Enterprise Park is known through the commercial market work we have undertaken to be a strong employment location for warehouse and distribution uses, informing our identification of the remaining allocation as a warehouse / distribution park location (this classification is given on the back of the site being known to be for expansion of existing facilities as its size restricts stand alone warehouse / distribution development).

4.65 The allocation is found to be medium constrained (although it does score highly within this category suggesting it has some significant development constraints identified).

4.66 A more detailed review of the database suggests that rather than being driven by any one constraint the score is high as a result of consistent scores of around 3 in a number of categories (market conditions and perception of demand, ownership, physical constraints).

4.67 The site is likely to come forwards as expansion land, with its size constraining any meaningful development as a stand along warehouse / distribution park development. Any development of this kind is unlikely to be dis-encouraged by the level of constraint on the land which is perceived to be similar to that of both SHB/3 and SHB/4 which have come forwards in the previous plan period.

4.68 Development (economic) of any significant scale at Sherburn is not envisaged over this plan period. This links into wider RSS objectives and housing development allocations. On this basis it is not perceived that there is a need for significant employment allocations. Rather, given the existing Enterprise Park configuration (and the existing previously development land with an area of circa 4.5 hectares) it is envisaged that ‘churn’ within the estate will result in a degree of improvement within the existing stock profile on the Park, and the infilling of these areas.

4.69 This concept of churn links into the provision of employment floorspace on the mine sites – concluded in this study to be appropriate for indigenous activity. Existing uses on the Enterprise Park may look to relocate to the mine sites for cheaper / flexible space. Given the market strength it is envisaged that the units / areas they vacant will be redeveloped / upgraded and come to the market again.

Selby and the Urban Hinterland[14]

4.70 The majority of employment land allocations across the whole district are found to be located within the Selby and Urban Hinterland Market Area. In total 20.6 hectares of allocated employment land is found within this area, in 5 sites, representing 54% of the total supply.

4.71 Importantly there are no allocated employment sites located within Selby town centre.

4.72 The table below presents a brief summary of the sites, analysed in more detail in the text following.

Figure 4.7: Selby and the Urban Fringe Supply Summary

Site Name	Allocation Ref	Size (ha)	Total Score	Potential Use of Site
Land adjacent to BOCM Mills, Barlby Road	BAR/1	4.8	19	Established or Potential Office Location
Land adjacent to rear of Olympia Mills/BOCM, Barlby	BAR/1A	6.1	26	General Industrial / Business Use
Selby Business Park, Brayton	BRAY/1	6.5	19	Established or Potential Office Location
Land east of Bawtry Road, Brayton	BRAY/2	1.3	16	General Industrial / Business Use
Denison Rd, Selby	SEL/4	5.3	19	Warehouse / Distribution Park

4.73 There is a relative mix of allocated employment land supply within Selby and the Urban Fringe, including potential uses and the level of constraints operating on the land.

4.74 BAR1/A, although the most constrained site within Selby District is included within the Olympia Park masterplan proposals that are being developed. Without this wider scheme it is unlikely the site would come forwards for employment use due to its constraints including existing on-site structures and other physical constraints.

4.75 BAR/1 is also included within the Olympia Park scheme. It is less constrained than BAR/1A, although does face issues relating to the quality of the environment and physical constraints.

4.76 SEL/4, BRAY/2 and BRAY/1 are all located along Selby Bypass, totalling 12.1 hectares of allocated employment land. All of these allocations are found to be medium constrained with varying degree of attractiveness in a market sense.

[14] NB: Urban Hinterland defined as the land within the boundary of the bypass for the purposes of this study.

4.77 BRAY/1 is constrained by existing development on the site, limiting the value of the remaining land. The site itself is Greenfield.

4.78 BRAY/2 is identified as a good location for high quality district based office development, although in its current form it is unlikely to give sufficient capacity or critical mass to support such a development.

4.79 Should the Council wish to provide for a 'market making' development (i.e. an anchor high quality office led scheme along the by-pass to set tone for future demand/supply), then they should seek to increase this to around 2.5Ha - 3Ha gross on offer.

4.80 SEL/4 occupies a prominent position off Selby Bypass, although its attractiveness to the market is currently tempered by 'dirty uses' on the site opposite. There are some overhead pylons on the site, and there are also potential issues with regards ground contamination.

Eggborough / J34 of M62

4.81 Two allocated employment sites are located within the Eggborough / J34 of M62 strategic area: EGG/5 and EGG/7.

4.82 Both are identified as general industrial / business locations, with EGG/5 (Selby Road north) found to be medium constrained and EGG/7 (Selby Road south) highly constrained.

4.83 Both sites are found to be highly constrained by the quality of the surrounding environment, particularly the nature of industrial activity in the area. In addition, EGG/7 faces significant physical constraints, namely:

- there is limited access to the site, with a potential ransom strip;
- no utilities provision; and
- contamination is likely to be an issue relating to adjacent uses.

4.84 In addition, ownership is unknown for the sites suggesting potential multiple ownership.

A19 Corridor North of Selby

4.85 There are no employment land allocations within the A19 Corridor North of Selby included in the Adopted District Local Plan.

4.86 There is interest in the corridor as an employment location however, including specifically the extant planning permission (outline) for the erection of B1, B2 and B8 units (circa 83,000 square feet in total) including means of access on land at the former Escrick Brickworks, Riccall Road.

4.87 Whilst the scale of this development could be seen as inappropriate for this location (a conclusion made in the Committee Report and emphasised again within this study), it has existing B2 use on the site and so is considered in a different context.

4.88 Also important in this context are the mine sites at Riccall and Stillingfleet, which are considered in more detail in Section 5 of this report.

4.89 However, assuming the potential use of both mine sites for employment (B1, B2, B8) (to appeal to latent indigenous demand) alongside the permission at Brickworks, there is a danger of 'sprawl' of economic activity out of the main centre of Selby and the Urban Hinterland.

Allocations Outside of Strategic Areas

4.90 One site falls outside of the identified strategic areas: CLF/1 (Cliffe Common). This is identified as a general industrial / business location, with significant development constraints including specifically access (local and strategic) and market conditions / perception of demand. However, there has been recent development activity on the site, albeit for indigenous activity.

Identified Employment Land Supply

4.91 In addition to allocated employment land supply the Council have identified a series of sites for consideration within these analysis. These sites are considered further in Section 6, which addresses the dynamic between supply and demand across the District over the coming plan period.

4.92 As with the allocated land supply we have undertaken site visits, and desk based research relating to the current use of the site (by type classification), and evident constraints to development.

Classification of Identified Land Supply

4.93 As with the analysis of allocated employment land supply, the identified sites for inclusion within the wider analysis have been considered in terms of their market appeal / role with a potential use of the site (in employment terms) shown in each case.

4.94 The headline findings of this analysis are shown in the table below. It is important to note that for a number of these sites the nature and scale of current uses means that as with the previous analysis a 'level playing field' has been assumed (assuming the site is cleared for development). In reality the majority of the sites are heavily constrained by existing activity and structures observed.

Figure 4.8: Classification Breakdown (Identified land)

Site ID	Site Name	Size (ha)	Potential Use of Site
EMP1	Land west of Thorpe Willoughby, east of roundabout junction A63, A1238	19.3	High Quality Business Park
EMP2	land north west of A63 bypass/A19 junction, Brayton	6.2	Established or Potential Office Location
EMP3	Land south of Brayton, north of A63 bypass	6.4	Established or Potential Office Location
EMP4	Land south east of Brayton, north of A63 bypass	19.3	High Quality Business Park
EMP5	Land east of Bawtry Road, Brayton	2.7	General Industrial / Business Location
EMP6	Prospect Way, Selby	2.97	Established or Potential Office Location
EMP7	Review SDLP New Street/Ousegate/Station Rd Special	2.5	Established or Potential Office Location
EMP8	Review SDLP Ousegate/Shipyard Rd/Canal Road, Selby	11.8	Established or Potential Office Location
EMP9	Rigid Paper Factory, Denison Road, Selby	6.3	Established or Potential Office Location
EMP10	Former Shipyard, Carr Street, Selby	5.4	General Industrial / Business Location
EMP11	Tate & Lyle, Denison Road, Selby	13.6	General Industrial / Business Location
EMP12	BOCM Land, South of Leeds-Hull Railway, off Barlby Rd, Barlby	38.1	General Industrial / Business Location
EMP13	Selby Farms Land, adjacent to A63 bypass, Barlby	35.4	High Quality Business Park
EMP14	BOCM works, north of Leeds - Hull Railway, Barlby	8.1	Established or Potential Office Location
EMP15	Selby DC Depot, Barlby	0.8	General Industrial / Business Location
EMP16	Redundant Piggery, Adjacent to A63 bypass, Barlby	1.95	Established or Potential Office Location
EMP17	Land south east of A62 bypass/A1041 Junction	25.5	High Quality Business Park
EMP18	Land south west of A63 bypass/A1041 junction	3.68	Established or Potential Office Location
EMP19	Land between A63 bypass and Selby canal	19.2	High Quality Business Park
EMP20	land south west of A63 bypass/ A19 junction, Brayton	4.38	Established or Potential Office Location

4.95 A total of 233.6 hectares of potential employment land has been identified, all of is within the boundary of Selby Bypass (however only EMP7 is identified as falling within the 'town centre'[15]). The sites are shown on Plan 2 within Appendix 8.

[15] NB: Town centre defined in this study as being the area to the north of the railway line.

4.96 Just over half of the identified land is identified as being appropriate (in market terms) for high quality business park development (118.7 hectares), with 23% suitable for office development (54.28 hectares). The remaining land is identified as being appropriate for general industrial / business development.

4.97 A number of the identified sites are included in the coverage of the Olympia Park masterplan, specifically:

Figure 4.9: Olympia Park Identified Sites

Site ID	Site Name	Size (ha)	Potential Use of Site
EMP12	BOCM Land, South of Leeds-Hull Railway, off Barlby Rd, Barlby	38.1	General Industrial / Business Location
EMP13	Selby Farms Land, adjacent to A63 bypass, Barlby	35.4	High Quality Business Park
EMP14	BOCM works, north of Leeds - Hull Railway, Barlby	8.1	Established or Potential Office Location
EMP15	Selby DC Depot, Barlby	0.8	General Industrial / Business Location

4.98 These sites total 82.4 hectares of the identified potential supply. Importantly, as shown on the table below, the sites feature amongst the most constrained sites identified. Without the Olympia Park masterplan (and leverage of money through the mix of uses) it is unlikely these sites would be brought forwards for pure employment (office or otherwise) use.

4.99 This judgement is based on a consideration of the overall viability of the sites, including their existing use and the as yet unestablished nature / strength of the office market in Selby and the Urban Hinterland.

4.100 Reference should be made here to Section 3 of Appendix 6 (Commercial Market Assessment) which gives specific regard to the scale of the proposed commercial activity at Olympia Park. The conclusions made state that a degree of realism is required at Olypmia Park, not least because as yet the market for office development is unestablished. These proposals should also be considered in light of the need to prioritise the town centre (and therefore allow / facilitate the town centre market to develop).

4.101 A number of other concentrations of sites are identified, specifically two pockets around the roundabouts on the Bypass, and one to the south of the River taking in a number of existing employment sites of mixed condition / activity.

Figures 4.10 to 4.12: Identified Employment Land Clusters

Site ID	Site Name	Size (ha)	Potential Use of Site
EMP2	land north west of A63 bypass/A19 junction, Brayton	6.2	Established or Potential Office Location
EMP3	Land south of Brayton, north of A63 bypass	6.4	Established or Potential Office Location
EMP4	Land south east of Brayton, north of A63 bypass	19.3	High Quality Business Park
EMP19	Land between A63 bypass and Selby canal	19.2	High Quality Business Park
EMP20	land south west of A63 bypass/ A19 junction, Brayton	4.38	Established or Potential Office Location

Site ID	Site Name	Size (ha)	Potential Use of Site
EMP5	Land east of Bawtry Road, Brayton	2.7	General Industrial / Business Location[16]
EMP17	Land south east of A62 bypass/A1041 Junction	25.5	High Quality Business Park
EMP18	Land south west of A63 bypass/A1041 junction	3.68	Established or Potential Office Location

Site ID	Site Name	Size (ha)	Potential Use of Site
EMP6	Prospect Way, Selby	2.97	Established or Potential Office Location
EMP7	Review SDLP New Street/Ousegate/Station Rd Special	2.5	Established or Potential Office Location
EMP8	Review SDLP Ousegate/Shipyard Rd/Canal Road, Selby	11.8	Established or Potential Office Location
EMP9	Rigid Paper Factory, Denison Road, Selby	6.3	Established or Potential Office Location
EMP10	Former Shipyard, Carr Street, Selby	5.4	General Industrial / Business Location
EMP11	Tate & Lyle, Denison Road, Selby	13.6	General Industrial / Business Location

4.102 From this analysis it would appear that each cluster of sites offers the potential for a significant scale of office or business park development. Importantly the cluster including sites EMP6 to 11 is the most heavily constrained with regards existing structures on site. EMP6 to EMP8 provide the best opportunity for the development of significant office development, potentially as part of a wider mix of sites, given their proximity to the town centre and their waterside location.

4.103 EMP1 is shown to be located at the western point of the Bypass, adjacent to Thorpe Willoughby. It is identified as a potential high quality business park location.

[16] NB: Could be potential office location if site size could be increased through taking in part of adjacent residential development site.

Figure 4.13: Identified Sites Constraints Analysis

Site ID	Site Name	Size (ha)	Strategic Access	Existing Portfolio and Internal Environment	Quality of the Wider Environment	Market Conditions / Perception and Demand	Ownership	Physical Constraints	Accessibility	Sequential test and Brownfield / Greenfield	Social and Regeneration Policy	Total Score
EMP1	Land west of Thorpe Willoughby, east of roundabout junction A63, A1238	19.2909	2	2	2	3	3	0	2	2	1	17
EMP2	land north west of A63 bypass/A19 junction, Brayton	6.21341	2	1	1	4	3	2	2	2	1	18
EMP/3	Land south of Brayton, north of A63 bypass	6.37269	2	1	1	3	3	2	2	2	1	17
EMP4	Land south east of Brayton, north of A63 bypass	19.3242	2	1	2	3	3	1	2	2	1	17
EMP5	Land east of Bawtry Road, Brayton	2.64577	2	0	1	2	2	4	2	2	1	16
EMP6	Prospect Way, Selby	2.97426	2	3	2	2	4	2	2	0	1	18
EMP7	SDLP New Street/Ousegate/Station Rd SPA	2.46001	2	3	1	2	5	2	1	2	1	19
EMP8	Special Policy Area/Ousegate/Shipyard Rd/Canal Road, Selby	11.8107	2	3	2	3	5	2	1	2	1	21
EMP9	Rigid Paper Factory, Denison Road, Selby	6.33112	2	3	3	3	3	2	2	0	1	19
EMP10	Former Shipyard, Carr Street, Selby	5.43014	2	3	3	3	3	2	2	2	1	21

EMP11	Tate & Lyle, Denison Road, Selby	13.5575	2	4	3	2	3	3	2	0	1	20
EMP12	BOCM Land, South of Leeds-Hull Railway, off Barlby Rd, Barlby	38.1111	2	4	3	4	2	5	2	1	1	24
EMP13	Selby Farms Land, adjacent to A63 bypass, Barlby	35.3619	2	1	2	3	3	3	3	2	1	20
EMP14	BOCM works, north of Leeds - Hull Railway, Barlby	8.08736	2	4	3	3	2	4	2	2	1	23
EMP15	Selby DC Depot, Barlby	0.803663	2	3	3	4	1	3	2	0	1	19
EMP16	Redundant Piggery, Adjacent to A63 bypass, Barlby	1.94947	2	3	3	3	2	3	2	2	1	21
EMP17	Land south east of A63 bypass/A1041 Junction	25.4788	2	3	1	4	5	4	2	2	0	23
EMP18	Land south west of A63 bypass/A1041 junction	3.67571	2	1	1	4	5	4	3	2	2	24
EMP19	Land between A63 bypass and Selby canal	19.2374	2	1	1	4	4	4	3	2	0	21
EMP20	land south west of A63 bypass/ A19 junction, Brayton	4.37837	2	1	2	4	4	4	2	2	0	21

4.104 As with the initial allocated site analysis it is possible to identify through this analysis those that are determined to face low, medium, and high development constraints – affecting the likelihood / viability of employment development on the sites.

4.105 A key conclusion to be drawn from the previous table is that none of the identified sites are development ready, facing a similar level of constraints. By and large on the identified sites this relates to the nature of existing use on the site (specifically the costs of removal) relative to the as yet unestablished market.

4.106 In considering the potential allocation of these sites in Section 6 and 7 of this report, the same process will be followed as for the de-allocation of existing allocations, allowing consistency in approach.

4.107 A number of the sites are identified as being heavily constrained, totalling 131.73 hectares in 10 sites (56% of the total identified supply), as listed below:

- EMP8: Ownership (multiple ownership); existing on-site uses including a range of industrial, office, and residential uses.
- EMP10: Existing industrial estate (some poor quality external areas) (some low grade); mixed occupancy of existing uses; estate located at end of terraced residential street.
- EMP11: Number of large scale existing on-site structures (in use) including Tate and Lyle; unknown ownership; likely contamination issues.
- EMP12: Existing portfolio and internal environment (disused warehouse / factory brick units); market perception of demand (no evidence of demand or recent development); physical constraints including restricted access with BOCM limiting development.
- EMP14: Number of large disused warehouse / factory brick built units; little evidence of market demand / activity; likely contamination given existing and neighbouring heavy industrial uses.
- EMP16: Derelict buildings on site, poor quality and low level external area provision; no market activity evidenced / limited attractiveness to market; unknown ownership; potential issues with on-site environment, utilities, and contamination.
- EMP17: Limited market attractiveness (southern side of bypass); no access from main road, and no utilities in place.
- EMP18: Market demand issues (southern side of bypass); potential multiple ownerships; watercourse runs through the site; no utilities on the site.

- EMP19: Untested local demand (away from centre, southern side of bypass); unknown ownership; no existing access from main road; no utilities in place; overhead pylons run over site.
- EMP20: Untested local demand (away from centre, southern side of bypass); unknown ownership; no existing access from main road; no utilities in place; overhead pylons run over site.

Identified Employment Land – Conclusions

4.108 All of the identified employment land is located within the town centre and urban hinterland, with the majority located along the bypass. There is however a further concentration of sites on the periphery of the town centre, along the river (including existing and active employers).

4.109 The sites considered are found to have a significant degree of constraints operating on them. Indeed as with the allocated sites considered none of the sites are development ready. This is an important context for considering the potential allocation of the sites.

4.110 Market evidence presented in Appendix 6 suggests a degree of latent demand for the development of sites around the bypass, including that for B1 office development. On this basis a significant proportion of the sites considered are identified in the analysis as being appropriate for office development. Of these, the ones falling within the boundary of the town centre and urban hinterland (rather than those outside the bypass) should be prioritised. This is in line with the emerging policy context including an emphasis on growth within the town centre and the urban hinterland, and commercial market appreciation of the need to develop a B1 office market within the town centre.

4.111 The cluster of sites along the riverside (all with existing employment – general business and industrial – uses operating) offer B1 office development potential, albeit as part of a wider mix of uses. It is important to note that the requirement for a maximum value (i.e. to subsidise land assembly) generation will potentially result in a need to maximise the residential element of any new scheme.

4.112 Given the nature of these sites, and the potential of the waterside area to contribute to wider economic and renaissance objectives it will be important to masterplan this area – including advice on the mix of uses appropriate (including some commercial floorspace development in early phases where appropriate).

4.113 Whilst constraints identified are significant on the sites they offer a significant potential for office development – the key really is to advocate the development of those that offer the most appropriate potential in terms of scale, relationship to the town centre (and developing both markets), sustainability considerations (linked predominantly to transport / access), and market considerations.

4.114 This is particularly pertinent given the market conclusions relating to the Olympia Park proposals – specifically those relating to the scale of commercial development proposed. It is the relative scale of office development that is brought forwards outside of the town centre, and the timing of the development, that will be key in ensuring the development of a balanced office market in the town centre and urban hinterland.

5. EMPLOYMENT LAND DEMAND

5.1 In accordance with the DCLG guidance this study employs a multi-stranded approach to projecting employment land requirements. This is in recognition of the limitations associated with each method and aims to provide a full spectrum of analysis and well informed conclusions to feed into the emerging Selby District Local Development Framework.

5.2 To this end a number of Scenarios have been included, as summarised below.

- Scenario 1 utilises historic employment land take-up (defined as developed) in order to project requirements for the plan period to 2021.
- Scenario 2 builds on the analysis of forecasting models presented in Section 3 (Prognosis) projecting the 'mean' CE / Experian model forwards.
- Scenario 3 presents the City Region Development Plan forecasting, with specific reference to growth forecast within Selby district.

5.3 The analysis concludes with the identification of a preferred Scenario for establishing future employment land requirements to be factored into the emerging Local Development Framework.

Historic Demand (Scenario 1)

5.4 Scenario 1 provides a simple extrapolation of demand for employment land, projecting past take-up rates forwards.

5.5 The analysis presented is caveated with the following limitations:

- 'Take-up' is defined here as completed employment development. Extant planning permissions are factored into the land supply analysis on a site-by-site basis.
- The only employment land take-up records available at the time of writing relate to employment allocations rather than windfall developments taking place between April 1998 and July 2004.

5.6 In addition it is important to note that take-up is predicated on a series of historic economic and investment conditions, and can be skewed by large developments coming to the market.

5.7 Further to this, take-up is fundamentally constrained by supply – specifically relating to the availability / suitability of sites appropriate for development.

5.8 Figure 5.1 details take-up of allocated employment land over the period for which data has been recorded.

Figure 5.1: Take-up of Employment Allocations 1998 to 2004

Allocation Reference	Planning Permission	Application Reference	Detail	Take-up (Hectares)
BRAY/1	Land adjoining Selby Business Park	8/20/163S	Erection of a terrace of 4 x workshops and associated works (Phase 1)	0.1875
BRAY/1	Land adjoining Selby Business Park	8/20/163T	Construction of a new industrial unit and associated works	0.1572
BRAY/1	Land adjoining Selby Business Park	8/20/163W	2 x storey extension and car park extension at Unit 1, Bawtry Road	0.01366
BRAY/1	Land adjoining Selby Business Park	8/20/163Y	Extension to existing retail premises to provide 3 x B1 Business Units	0.0528
BRAY/1	Land adjoining Selby Business Park	8/20/163AA	Erection of an Industrial Building etc at Selby Business Park (part of Phase II)	0.2
BRAY/1	Land adjoining Selby Business Park	8/20/163AE	Erection of a Car Retail Showroom including car sales area, workshops and offices at Selby Business Park	0.25
BRAY/1	Land adjoining Selby Business Park	8/20/163AK	Erection of an Industrial Building and access road on land at Selby Business Park	0.11
BRAY/1	Land adjoining Selby Business Park	8/20/548A	Erection of an Industrial Building in connection with Day Nursery and Creche	0.188
EGG/5	Land between the old A19 and the A19 bypass	8/37/179E	Erection of distribution warehouse for furniture retailer, anciallary service yard, site entrance and landscaping (Phase 1)	1.62
EGG/6	Land south of Eggborough Power Station	8/37/184A	Erection of a Float Glass Manufacturing Plant, ancillary office, warehousing and maintenance buildings for Saint Gobain Glass Factory	38.83
EGG/6	Land south of Eggborough Power Station	8/37/184G	2 x single storey extensions to existing factory to provide for glass coating process and a warehouse extension	0.695
SEL/3	Bawtry Road (North)	8/19/46H	Erection of a retail park consisting of 5 x A1 retail units and 1 x fast food A3 outlet with car parking	3.3
SEL/4	Land between Denison Road and the proposed Selby bypass	8/19/1483	Relocation of corrugated / cardboard factory to include buildings, storage, parking and landscaping on land at East Common	7.149
SHB/2	Land at Sherburn Park (North)	8/58/281H	Extension to existing factory and warehouse and car park	0.198
SHB/2	Land at Sherburn Park (North)	8/58/281J	Extension to existing 1st floor accommodation and erection of a new 2nd floor office	0.0236
SHB/3	Sherburn Enterprise (east)	8/58/558A	2 x Industrial Units	0.8375
SHB/3	Sherburn Enterprise (east)	8/58/558C	Warehouse and office building	0.3732
SHB/3	Sherburn Enterprise (east)	8/58/599D	Warehouse and office building	0.93

SHB/3	Sherburn Enterprise (east)	8/58/262C	Demolition of existing depot (in phases) and construction of a new warehouse, vehicle maintenance unit, resource recover unit and various roads	3.165
			Total	58.3

5.9 A total take-up of 58.3 hectares of allocated employment land was recorded between 1998 and 2004 across Selby District[17][18]. This equates to an annual average of 9.7 hectares over the 6-year period.

5.10 The largest single take-up recorded was at EGG/6 (Land South of Eggborough Power Station), with the development of a manufacturing plant, ancillary office, warehousing and maintenance building (St Gobain Glass manufacturing plant). This single take-up of 38.83 hectares represented 67% of the total take-up of employment land over the period. Removing this single incidence of take-up from the analysis results in a total take-up of just 19.47 hectares, an annual average of 3.245 hectares.[19]

5.11 Although only representing incremental development there is clear concentration of activity at both BRAY/1 (Land adjoining Selby Business Park) and Sherburn Enterprise Park (SHB/2, SHB/3).

5.12 SEL/3 (Three Lakes) was fully developed for retail park uses between 1998 and 2004.

5.13 No take-up was recorded on two employment allocations: TAD/3 London Road and CLF/1 Cliffe Common.

5.14 Figure 5.2 shows the projections for employment land requirements to 2021 based on past take-up rates. Two calculations are presented, the first including the take-up at EGG/6; and the second factoring EGG/6 out, assuming it to be a stand-alone development which skews the level of take-up over the period.

Figure 5.2: Extrapolated Take-Up Rates

Total 1998 - 2004	58.28046
Annual Average (6 year period 1998 to 2004)	9.71341
Requirement 2007 - 2021	135.9877
Total 1998 - 2004 (excluding EGG/6)	19.45046
Annual Average (6 year period 1998 to 2004)	3.24174333
Requirement 2007 - 2021	45.3844067

[17] NB: When undertaking the site visits a number of developments on allocated employment land were noted that have taken place following the period 1998 to 2004, specifically the partial development of EGG/5 Selby Road (North) for medium scale storage and distribution uses and the development of a hotel at BRAY/1 Selby Business Park. These developments have not been factored into the analysis presented.
[18] NB: This includes 3.3 hectares of employment land developed for retail purposes.
[19] NB: This site was not allocated as at time of Plan Adoption Sains-Gobain had planning permission.

5.15 Projecting the total level of take-up forwards to 2021 gives a total requirement for 136 hectares of employment land. However, within the second, potentially more realistic, take-up model this is reduced to a much more modest level of 45 hectares.

5.16 The validity of the use of this Scenario for the basis of forward planning within the context of the LDF is brought into question by the nature of developments recorded and observed to have taken place across the district over the period in question.

5.17 Specifically it is clear from Figure 5.2 that the majority of employment development activity over the period related to general industrial units and warehousing units (with ancillary / integrated office use).

5.18 The analysis within Section 3 suggests that Selby district is entering a period of restructuring in terms of its employment base. In addition, the influence of the Leeds CRDP on activity within the sub-region should accelerate the emergence of more diverse activities across the sub-region (in the context of Selby this includes the emergence of office-based sectors).

5.19 Simply extrapolating past take-up trends forwards will not capture the potential for this diversification within the local economy. Specifically industrial / warehousing uses often have different location requirements to less land-hungry office-based activities.

Scenario 1: Key Point Summary

- Take-up of employment land has been profiled at between 3.24 and 9.71 hectares per annum (April 1998 to June 2004).
- Projecting forward this generates a requirement for between 45.38 and 136 hectares of employment land in the period 2007 to 2021.
- The scale of employment development activity over the period includes the anomalous take-up of 38.83 hectares at EGG/6 (Land south of Eggborough Power Station) by a single occupier. As a result in both of the previous bullet points the emphasis is placed on the lower end of the range presented.
- Scenario 1 assumes that similar levels of investment and development are maintained over the forthcoming period. It does not account for changes in the structure of Selby district's economy, or the external influences of and relationships with the economies of Leeds and York respectively.

- Scenario 1 does not account for diversification within the local economy and the land requirements that this will generate, or policy objectives including reducing the current level of out-commuting which takes place daily from Selby district.

'Strategic Area' Level Analysis

5.20 The commission brief requires an understanding of the spatial variance of demand below the headline Selby district level in order to inform the planning approach to market towns and rural areas.

5.21 Using take-up rates as a basis for developing this understanding is difficult, especially in the context of those presented here. Specifically take-up has only been recorded for employment allocations, and therefore does not include windfall developments which have taken place over the period in question.

5.22 For the purposes of this analysis, take-up rates have been analysed at 'market area' level, illustrating past trends. The analysis presented is underpinned by the same assumptions as within the headline level take-up analysis. Specifically take-up is considered to be supply-constrained, and is symptomatic of past economic trends, rather than emerging requirements.

5.23 The take-up presented in Figure 5.2 has been disaggregated to the 'strategic market areas' which are considered in turn (in no particular order). As with the previous analysis this is limited to take up between 1998 and 2004.

5.24 From the analysis it is clear that take-up has been dominated by Selby Town Centre and the bypass hinterland area, assuming that the take up at EGG/6 has been factored out of the analysis.

Tadcaster / A64 Corridor

5.25 No take-up was recorded at the one employment allocation in Tadcaster / A64 Corridor (TAD/3 London Road).

Sherburn in Elmet / A1(M) and A63 Corridor

Figure 5.3: Sherburn in Elmet / A1(M) and A63 Corridor Take-up 1998 to 2004

Allocation Reference	Planning Permission	Application Reference	Take-up (Hectares)
SHB/2	Land at Sherburn Park (North)	8/58/281H	0.198
SHB/2	Land at Sherburn Park (North)	8/58/281J	0.0236
SHB/3	Sherburn Enterprise (east)	8/58/558A	0.8375
SHB/3	Sherburn Enterprise (east)	8/58/558C	0.3732
SHB/3	Sherburn Enterprise (east)	8/58/599D	0.93
SHB/3	Sherburn Enterprise (east)	8/58/262C	3.165
		Sherburn in Elmet / A1(M) and A63 Corridor	5.5273

5.26 Take up within the Sherburn in Elmet / A1(M) and A63 Corridor, at 5.5273 hectares represents 28% of total take-up (excluding EGG/6). The majority of the employment development activity taking place within this area was concentrated in Sherburn Enterprise Park, including both industrial and specifically warehouse / distribution units at Cosmic Park (developed by Gladmans).

Selby town and the urban hinterland

Figure 5.4: Selby Town Centre and Bypass Hinterland Take-up 1998 to 2004

Allocation Reference	Planning Permission	Application Reference	Take-up (Hectares)
BRAY/1	Land adjoining Selby Business Park	8/20/163S	0.1875
BRAY/1	Land adjoining Selby Business Park	8/20/163T	0.1572
BRAY/1	Land adjoining Selby Business Park	8/20/163W	0.01366
BRAY/1	Land adjoining Selby Business Park	8/20/163Y	0.0528
BRAY/1	Land adjoining Selby Business Park	8/20/163AA	0.2
BRAY/1	Land adjoining Selby Business Park	8/20/163AE	0.25
BRAY/1	Land adjoining Selby Business Park	8/20/163AK	0.11
BRAY/1	Land adjoining Selby Business Park	8/20/548A	0.188
SEL/3	Bawtry Road (North)	8/19/46H	3.3
SEL/4	Land between Denison Road and the proposed Selby bypass	8/19/1483	7.149
		Selby Town Centre and Bypass Hinterland	11.60816

5.27 60% of all employment land take-up (discounting the 38 hectares at EGG/6) between 1998 and 2004 was concentrated in the Selby Town Centre and Bypass Hinterland, with incremental take-up at Selby Business Park (land adjoining) totalling 1.16 hectares, with 7.149 hectares developed at Denison Road for manufacturing use.

5.28 The 3.3 hectares at Bawtry Road was developed for retail use.

Eggborough / J34 of M62

Figure 5.5: Eggborough / J34 of M62 Take-up 1998 to 2004

Allocation Reference	Planning Permission	Application Reference	Take-up (Hectares)
EGG/5	Land between the old A19 and the A19 bypass	8/37/179E	1.62
(EGG/6)	(Land south of Eggborough Power Station)	(8/37/184A)	(38.83)
EGG/6	Land south of Eggborough Power Station	8/37/184G	0.695
		(Eggborough / J34 of M62)	(41.145)
		Eggborough / J34 of M63 (excluding EGG/6)	2.315

5.29 When EGG/6 is removed from the analysis, take up of employment land within Eggborough / around Junction 34 of the M62 represented 12% of total take-up.

North Selby Town / A19 Corridor

5.30 There are no employment allocations within the North Selby Town / A19 Corridor, and therefore no take-up is recorded within this area.

Implications

5.31 Using a basic extrapolation process, as with headline demand within Scenario 1, these average take-up rates by ‘Strategic Area’ have been multiplied by 14 years (2007 to 2021) to establish total demand by area to 2021. This is illustrated in the table below.

Figure 5.6: Scenario 1 Strategic Area Level Requirements to 2021

Allocation Reference	Take-up 1998 - 2004 (Hectares)	Annual Average (Hectares)	Requirement 2007 - 2021 (Hectares)
Selby Town Centre and Bypass Hinterland	11.60816	1.934693333	27.08570667
Eggborough / J34 of M63 (excluding EGG/6)	2.315	0.385833333	5.401666667
Sherburn in Elmet / A1(M) and A63 Corridor	5.5273	0.921216667	12.89703333
			45.38440667

5.32 Based on the take-up trend analysis a requirement of 27 hectares is identified within Selby Town Centre and Bypass Hinterland, driven by the level of general industrial, warehouse, and retail development (retail park) development which took place between 1998 and 2004.

5.33 Other significant (in volume terms) land requirements are identified in the Sherburn in Elmet / A1(M) and A63 Corridor (13 hectares) and Eggborough / Junction 34 of the M62 (5 hectares).

5.34 In contrast, using this Scenario, no land requirement is identified at Tadcaster / A64 Corridor or the North Selby Town / A19 Corridor.

Baseline Demand (Scenario 2)

5.35 Within the prognosis sub-section of Section 3 a comparison of the forecast employment change as included within the Regional Spatial Strategy (RSS) and those commissioned by Cambridge Econometrics (CE) as part of this commission. The forecasts are found to be contradictory, sending wildly different messages strategically: CE implies that there is growth; Experian implies that there is long term decline.

5.36 The comparison exercise undertaken suggests significant weaknesses in both forecasting models as a basis for projecting future economic change.

5.37 Whilst analysis of both methodologies, and specifically the adjustment of the forecasts to take into account Full Time Equivalent (FTE) employment change, errs in favour of the CE model as the more acceptable forecast the arguments for and against the use of either forecast model are finely balanced. Indeed neither argument is conclusive.

5.38 As a result the sensible strategy for forecasting 'baseline' demand is determined to be taking a mean of both forecasts. The mean total employment change figures are shown in the table overleaf. For the rest of this analysis this model is referred to as 'Scenario 2'.

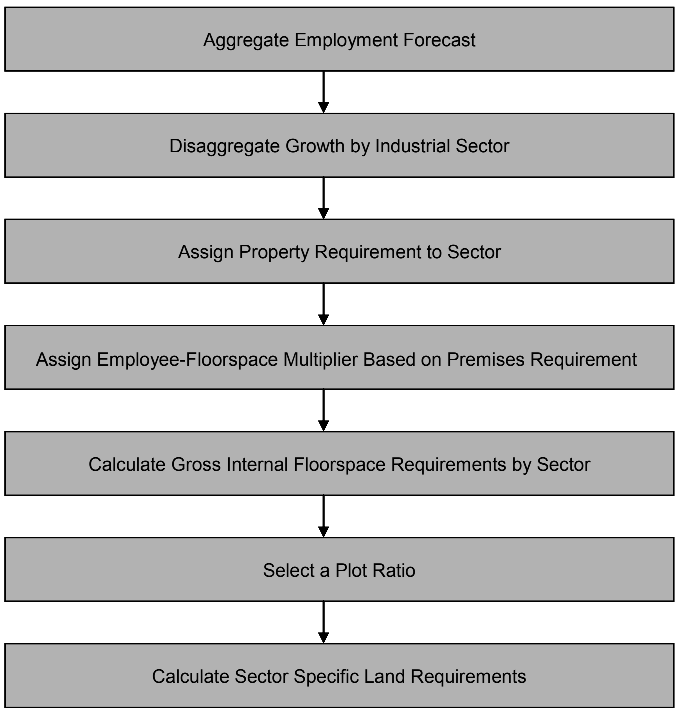
Figure 5.7: Mean Total Employment Change (aggregated sub-sector forecasts) (thousands)

	2006	2016	2016 (revised)
Agriculture	2.4	2.1	1.9
Mining & Quarrying	1.6	1.3	1.1
Manufacturing	5.8	5.3	4.9
Electricity, Gas and Water	0.8	0.6	0.4
Construction	1.7	1.7	1.7
Distribution, Hotels and Catering	6.8	7.4	6.9
Transport and Communications	2.6	2.9	2.7
Financial and Business Services	2.2	2.8	2.4
Government and Other Services	7.3	8.0	7.5
Total	31.3	32.2	31.5

Source: CE / CBR Estimates

5.39 A series of methodological steps are undertaken to convert the projections into a land requirement for the emerging plan period. The steps, outlined below, accord with the DCLG Employment Land Review Guidance Note.

Figure 5.8: Generating Employment Land Demand Model



5.40 As the figure indicates, the starting point for estimating demand is the District-wide employment projection. This is disaggregated into Standard Industrial Classification (SIC) sectors to provide the requisite level of detail to determine land requirements. In the case of this analysis the lowest SIC detail available to project is restricted to a 9-sector breakdown, as in the Regional Spatial Strategy (Experian) forecast model.

5.41 The next step in the process is to determine typical property requirements by sector and to assign a representative type of premises to each industrial sector.

5.42 Having established accommodation requirements, the next step is to apply a floorspace multiplier to the sector employment forecasts in order to estimate the floorspace requirements associated with each additional job created. This step of the process makes use of English Partnerships guidance on employment densities[20], as included within the DCLG guidance. Application of the employment density multiplier (established by sector / activity) generates an indicative gross internal floorspace requirement by sector.

5.43 In order to convert floorspace requirements into land requirements it is necessary to apply a plot ratio. The choice of plot ratio is informed by the best practice approaches set out in the DCLG guidance.

Summary of Scenario 2 Forecast

5.44 Scenario 2 forecasts a (gross) growth of just 600 jobs to 2016. This growth forecast is concentrated in the following sectors:

- Distribution, Hotels and Catering (+100)
- Transport and Communications (+100)
- Finance and Business Services (+200)
- Government and Other Services (+200)
- Construction (no change)

5.45 Whilst the growth forecast within this sectors is relatively small comparison with those sectors forecast to decline over the period does indicate a period of restructuring within the local economy. The extent of forecast job losses by sector is shown below:

- Agriculture etc (-500)

[20] *Source:* English Partnerships Employment Densities, 2001. Use of EP Employment Densities advocated in Employment Land Review Guidance Note

- Mining and Quarrying (-500)
- Manufacturing (-900)
- Electricity, Gas and Water (-400)

5.46 The following table provides a description of the typical activities included for each growth sector identified within Scenario 2, taken from the SIC breakdown, including Construction which is forecast to remain the same.

Figure 5.9: Scenario 2 Growth Sectors

Sector	Typical Activities
Distribution, Hotels and Catering	• Wholesale and retail trade • Cargo handling • Storage and warehousing • Hotels • Camping sites and other provision of short-stay accommodation • Restaurants • Bars • Canteens and catering
Transport and Communications	• Land transport; transport via pipelines • Water transport • Air transport • Activities of travel agents • Post and telecommunications
Finance and Business Services	• Financial intermediation • Insurance and pension funding except compulsory social security • Activities auxiliary to financial intermediation • Real estate, renting and business activities • Renting of machinery and equipment without operator and of personal and household goods • Computer and related activities • Research and development • Other business activities
Government and Other Services	• Public administration and defence; compulsory social security • Education • Health and social work

	• Other community, social and personal service activities • Private households employing staff and undifferentiated production activities of households for own use • Extra-territorial organisation and bodies
(Construction)	• (Site preparation) • (Building of complete constructions or parts thereof; civil engineering) • (Building installation) • (Building completion) • (Renting of construction or demolition equipment with operator)

5.47 Clearly within the information presented above, and that included in Section 3, the Selby district economy is highly vulnerable to changes:

- Its forecast growth within all sectors identified is marginal at the most (+200 jobs is the largest growth identified);
- The growth that is identified is concentrated in a small number of sectors; and
- Forecast employment growth as identified above includes activity in sectors including retail, hotels and catering, education, health and social work, none of which are 'typical' employment land generators as identified within the DCLG guidance (and are therefore inflating the 'true' land requirement as generated through the forecast).

5.48 In addition, and importantly in the context of this study, the growth sectors identified within Scenario 2 are not 'land-hungry' users (which infact are forecast to decline). This leaves Selby in a very difficult position with regards planning for employment land (supply), specifically the changing 'need' relating to employment land (scale and location) across Selby district.

Application of Scenario 2 Forecasts

5.49 The following caveat applies to the interpretation of all forecast data:

Forecast data is most reliable at larger spatial levels. Thus, whilst it is possible to generate a notional employment land requirement based on the forecast data at sector level, the model can only be reliably used to plan for employment land requirements at Selby district level or larger geographies of analysis.

It should also be noted that the forecast only accounts for employment led growth as profiled through the economic modelling process. This does not account for 'windfall' economic development (or extant planning permissions) or investment across Selby district, or market choice or churn.

Importantly forecasting typically underestimates local indigenous employment activity at district level (identified in more detail within Section 3, through analysis of the business survey).

5.50 With these limitations noted, the following analysis should be interpreted accordingly and the requirements of business sectors considered collectively in planning for an appropriate supply of employment land.

5.51 The model presented shows the net baseline growth requirements for Selby District Council to monitor change in business sector composition over the period of the LDF. In essence the model presented is the minimum land required to deliver the level of growth presented within Scenario 2 (it does not allow for churn or choice).

5.52 At this stage it would be normal to isolate, and factor out, non-commercial demand included within the forecasts. This includes activities such as Retail, Education, Health and Social Work, Public Administration and Defence, and Miscellaneous Services.

5.53 However, given the groupings of sectors within the Experian model it is not possible to do that within the Scenario 2 analysis. This is a further caveat to the use of the forecasts presented here.

5.54 The first step in producing a land requirement to deliver Scenario 2 involves matching sectors to their broad property requirements. This process is documented in the following table.

Figure 5.10: Broad property requirements by sector

Sector	Change Employment (2006-year ending 2020)	Accommodation Use Class	Typical Premises Requirement (Source: EP Employment Densities)
Distribution, Hotels and Catering	100	B2/B8	General warehousing
Transport and Communications	100	B2/B8	Large scale warehousing
Finance and Business Services	200	B1, limited occupation of A2 space	General purpose built office
Government and Other Services	200	Limited demand for B1 space	n/a

5.55 The next step in the process is to assign a floorspace multiplier (using English Partnerships average employment densities[21]) in order to derive the gross internal floorspace to be generated by the sectoral growth forecast. This step is shown in the table below.

Figure 5.11: Gross internal floorspace calculation

Sector	Change Employment (2006-year ending 2020)	Typical Premises Requirement (Source: EP Employment Densities)	Average Employment Density (floorspace/ worker)	Gross Internal Floorspace (sq m)
Distribution, Hotels and Catering	100	General warehousing	50	5000
Transport and Communications	100	Large scale warehousing	80	8000
Finance and Business Services	200	General purpose built office	19	3800
Government and Other Services	200	n/a	n/a	

[21] *Ibid.*

5.56 In total it is anticipated that sector growth will generate demand for upwards of 16,800 square metres of floorspace over the period 2007 to 2016.

5.57 The next step is translated into a land requirement and, as detailed in the DCLG guidance, this is achieved by the application of a plot ratio. In order to provide a range of land requirements a 'low range' and 'high range' plot ratio has been assigned to each sector and the resultant land requirement calculated.

- Low-range plot ratios: denoting a more intense use of land in relation to commercial floorspace.
- High-range plot ratios: denoting an extensive use of land in relation to commercial floorspace.

5.58 Plot ratios have been selected according to the literature review contained in the DCLG employment land guidance. Both low-range and high-range requirements are presented in the table overleaf.

Figure 5.12: Land requirements

Sector	Gross Internal Floorspace (sq m)	Plot Ratio (High Range)	Plot Ratio (Low Range)	Growth Sector Site Requirements (High) Ha	Growth Sector Site Requirements (Low) Ha
Distribution, Hotels and Catering	5000	0.4	0.6	1.25	0.83
Transport and Communications	8000	0.4	0.6	2.00	1.33
Finance and Business Services	3800	0.25	0.4	1.52	0.95
Government and Other Services	-	-	-	-	-
Total	**16800**			**4.77**	**3.12**

5.59 It is apparent that using more efficient forms of development (as shown within the low plot-ratio column), the net additional employment forecast within Scenario 2 could be accommodated within a minimum of 3.12 hectares of employment land. Under a higher plot ratio and thus using less efficient forms of development configuration, the land requirement rises to 4.77 hectares.

5.60 These estimates of employment land demand is found to be significantly lower than that generated within Scenario 1 (35.64 hectares using the 3.24ha annual average projected to 2016). This is primarily a result of two key factors:

- The forecast growth of relatively land efficient sectors (and the factoring out of one-third of the forecast employment growth due to the non-commercial activity included) to 2016 compared to more 'traditional' employment activities driving demand in the past; and
- The fairly modest growth forecast within Scenario 2, showing only a marginal growth to 2016 (and therefore suggesting a relatively stagnant economy).

5.61 This in itself raises a number of important questions for Selby district over the upcoming plan period. Firstly, how appropriate it is to plan for an economy which is forecast to be stagnant (considering the flaws in both forecast models analysed), leaving the area potentially vulnerable to small changes in the local business base / inward investment decisions. Secondly, how to accommodate the shifting economic base within the district, away from the traditional primary sectors to the emerging service sector activities.

5.62 Both of these questions raise pertinent challenges over the coming plan period. If the LDF plans for economic growth (or stagnation) as included within Scenario 2 it leaves itself potentially vulnerable to small scale change.

5.63 On the other hand, planning using Scenario 1 is flawed as a result of its reliance on past economic trends (which are known to be shifting).

5.64 There are also linkages here with planning for residential development, and specifically the scale of development advocated in RSS. It is imperative that the economy within Selby District develops at a rate in line with housing development to ensure that its current dormitory role is not reinforced / compounded.

Scenario 2: Net considerations

5.65 As presented within Paragraph 5.45 a number of sectors are forecast to experience a net reduction in total employment. Following the same methodology as within the earlier analysis (the DCLG staged approach), the following tables summarise the land implications of the net forecast figures.

Figure 5.13: Broad property requirements by sector

Sector	Change Employment (2006-year ending 2020)	Accommodation Use Class	Typical Premises Requirement (Source: EP Employment Densities)
Agriculture etc	- 500	n/a	n/a
Mining and Quarrying	- 500	n/a	n/a
Manufacturing	- 900	Primarily B2	General industrial buildings
Electricity, Gas and Water	- 400	n/a	General industrial buildings

Table 5.14: Gross internal floorspace calculation

Sector	Change Employment (2006-year ending 2020)	Typical Premises Requirement (Source: EP Employment Densities)	Average Employment Density (floorspace/ worker)	Gross Internal Floorspace (sq m)
Agriculture etc	-500		n/a	n/a
Mining and Quarrying	-500		n/a	n/a
Manufacturing	-900	General industrial buildings	34	-30600
Electricity, Gas and Water	-400	General industrial buildings	34	-13600

Table 5.15: Land requirements

Sector	Gross Internal Floorspace (sq m)	Plot Ratio (High Range)	Plot Ratio (Low Range)	Growth Sector Site Requirements (High) Ha	Growth Sector Site Requirements (Low) Ha
Agriculture etc	n/a	n/a	n/a		
Mining and Quarrying	n/a	n/a	n/a		
Manufacturing	-30600	0.35	0.45	-8.74	-6.80
Electricity, Gas and Water	-13600	0.35	0.45	-3.89	-3.02
Total	**-44200**			**-12.63**	**-9.82**

5.66 Given the net forecast total employment decline across Selby district within Scenario 2 upwards of 44,200 square metres of floorspace will be released in Selby to 2016.

5.67 When translated into a land value – showing the potential scale of employment land no longer required to 2016 – this equates to between 9.82 and 12.63 hectares of land. This shows specifically the forecast reduction in general industrial / business land required to 2016 (although specific note is made here of previous analysis in Section 3 building on analysis of the business consultation undertaken).

5.68 When these net loss values are netted from the gross land requirement generated by the forecast growth sectors, the overall net land loss forecast for Selby district is identified to be between 6.71 (low plot-ratio) and 7.86 hectares (high plot-ratio).

Scenario 2: Key Point Summary

- The Selby district economy is found within Scenario 2 to be entering a potential period of stagnation, with limited growth identified at sector level.
- Forecast growth identified does however suggest a shift within the local economy away from more primary (manufacturing) sectors towards more land efficient sectors including Financial and Business Services. The extent of this shift is not comprehensive however, showing a continued role for distribution specifically across Selby district.
- A marginal growth is identified for freight activity over the period, of circa 100 jobs generating a land requirement of circa 2 hectares of land (maximum).
- Given the assumptions built into the econometric forecast:
    - A gross land requirement for 3.12 hectares is generated at a low plot ratio
    - A gross land requirement for 4.77 hectares is generated at a high plot ratio
- Including net losses of employment forecast generates a reduction in need for employment land of between 6.71 hectares and 7.86 hectares.

City-Region Growth Model (Scenario 3)

5.69 A third growth scenario has been generated to understand the requirements of the more aspirational growth associated with the Leeds City Region Development Plan. In effect this scenario has been included in the analysis as a ‘policy on’ scenario, being that it factors in the projects identified within the CRDP document.

5.70 The key themes of the policy approach included within the Leeds CRDP is outlined in more detail within Appendix 2 of this report.

5.71 The analysis included here concentrates on the forecast change in employment rather than Gross Value Added (GVA), in order to establish the implications of the 'policy on' scenario for Selby District.

5.72 The CRDP 'unconstrained economic growth' model reflects the most current Regional Econometric Model at the time of publication (November 2006) including the outputs from a range of development schemes identified in Yorkshire Forwards Sub Regional Investment Plans whilst also factoring in the outputs from a range of development schemes. It is important to note that any proposals which at the time of publication were speculative were not included in this model – including importantly for Selby District the European Spallation Source.

5.73 The projects shown in the table below were factored into the baseline scenario to generate the unconstrained growth forecasts.

Figure 5.16: Unconstrained Growth Scenario: Major Committed Schemes

	Scheme			Jobs (FTE's)
Leeds	Leeds Aire Valley	Holbeck Urban Village	Eastgate / Harewood Quarter	43,000
	Remaking Barnsley	DMC	University Centre Barnsley	
	Barnsley Social Infrastructure	Wentworth / Stainborough	Creative & Digital (DMCII / Creativity Works)	
	Penistone MTI	Renaissance Market Towns	Shortwood Business Park	
Barnsley	Ashroyd Business Park	Junction 37 Business Park		3,758
	Manningham	Bradford Airedale	Bradford Centre Regeneration	
Bradford	Bradford Canal	Bradford Waterside	Objective 2	25,901
	Kirklees Strategic Economic Zone	Bretton Street Dewsbury	Slipper Lane, Mirfield	
Kirklees	Huddersfield Urban Renaissance	Huddersfield Waterfront / Folly Hall		8,550
	Wakefield Road, Brighouse	South Edge Employment Site	Mill Royd Street	
Calderdale	Broad Street Halifax	Halifax Renaissance	Upper Calder	2,250

	Castle Picadilly	Foss Islands Road	Hungate	
	Terry's	Vangard Site	York Central	
York	Heslington East			17,839
Wakefield	Wakefield Westgate	Wakefield Waterfront	Wakefield Trinity Walk	3,717

Source: Leeds City Region Development Plan November 2006, Appendix 5: City Region Economic Growth

5.74 Importantly in the context of this scenario, and its implications for Selby District, no individual schemes were identified in Selby, Harrogate or Craven, and therefore none were included in the analysis. As a result even within the unconstrained growth scenario the only forecast growth in each of these three areas was the 'base' forecast data.

5.75 The table below illustrates the level of growth (FTE employment) that could be achieved across the Leeds City Region in an 'unconstrained scenario'.

Figure 5.17: Employment Growth Unconstrained Growth Forecast 2006 – 2016 (FTE's)

	2006	2016	Change	Change %
Craven	24,543	25,583	1,040	4.07
Harrogate	72,424	75,951	3,527	4.64
Selby	35,006	34,237	-769	-2.25
York	93,815	116,268	22,453	19
Barnsley	72,412	78,460	6,048	7.71
Bradford	182,074	232,454	50,380	21.67
Calderdale	77,705	84,075	6,370	7.58
Kirklees	140,766	157,295	16,529	10.51
Leeds	367,746	443,861	76,115	17.15
Wakefield	130,017	141,393	11,376	8.05
City Region	**1,196,508**	**1,389,577**	**193,069**	

Source: Leeds City Region Development Plan November 2006, Appendix 5: City Region Economic Growth

5.76 At headline (City Region) level a growth of circa 139,000 jobs (FTE's) is forecast within the 'unconstrained growth' scenario, including significantly a growth of over 50,000 jobs in Bradford and almost 22,500 in York.

5.77 The major growth sectors at headline level identified within the CRDP unconstrained scenario are:

- Health (+25,841 FTE employment growth) (+22%);

- Banking and Insurance (+11,410 FTE employment growth) (+21%);
- Construction (+12,472 FTE employment growth) (+12%);
- Retailing (+12,461 FTE employment growth) (+11.9%); and
- Business Services (+15,266 FTE employment growth) (+9.9%).

5.78 Of concern in the context of this study is the nature of change forecast across Selby District within the CRDP – specifically the net loss of jobs included within the 'unconstrained growth scenario'.

5.79 Importantly however this forecast loss, and therefore Scenario 3, can be discounted for the reasons explained in the bullet point below.

- The CRDP utilises the Experian forecasts for growth, as analysed within Section 3 and Appendix 5 of this report. It is a conclusion of this study that the Experian model does not present a robust basis for planning for employment land across Selby District over the emerging plan period.
- Further to the previous bullet point, it is imperative to note that the CRDP analysis is based on an earlier iteration of the Experian forecasts than that included within the Regional Spatial Strategy. The earlier iteration provided a more pessimistic view of potential employment growth (FTE) across Yorkshire as a whole, again bringing into question its appropriateness for use within this study.

5.80 On this basis no further analysis, in terms of implications for employment land provision, is run for Selby District within Scenario 3.

5.81 The CRDP does however include specific analysis of the Financial and Business Services across the City-Region area, summarised in brief below, with specific regard to the need to develop linkages with Selby District.

Financial and Business Services: the Leeds City-Region – the Catalyst Role

5.82 The CRDP is clear in identifying the need to develop strong linkages between Leeds and its City Region in order to maximise the potential of the Financial and Business Service sector. Specifically:

"…*the single most important issue for the future in terms of Leeds relationship with its broader region is how to facilitate the further development of the Leeds business services cluster, for this is the main motor of economic dynamism which the region possesses*…" (CURDS, 1999)

5.83 Specifically, the continued success of the competitive FBS cluster in Leeds is dependent upon the sector's linkages with, and development of, the wider city-region.

5.84 The table below shows the forecast employment growth within all FBS to 2016 by LA / Distirct area.

Figure 5.18: Leeds City Region projected employment growth ('000s rounded) *All Financial and Business Services* (SIC groups J, K)

	1996	2006	2016	Change 1996 to 2006	Change 2006 to 2016	% Change 2006 to 2016
Leeds	80.3	112	119.2	31.7	7.2	6.4
Bradford	30.4	36.6	43.2	6.2	6.6	18
York	12.4	21.9	23.1	9.5	1.2	5.5
Wakefield	14.8	18.1	19.5	3.3	1.4	7.7
Kirklees	15.2	22	23.1	6.8	1.1	5
Calderdale	19.7	18.5	20.4	-1.2	1.9	10.3
Harrogate	12	19.8	20.5	7.8	0.7	3.5
Craven	3.2	8.3	9.1	5.1	0.8	9.6
Selby	3	5.7	5.8	2.7	<0.1	1.8
Barnsley	7.5	10.5	10.5	3	0	0
City Region FBS	**198.5**	**273.4**	**294.4**	**74.9**	**21**	**7.7**
City Region total jobs	**1333**	**1450.4**	**1540.3**	**120.4**	**89.9**	**6.2**
C-R FBS as % total jobs	**14.90%**	**18.80%**	**19.10%**			

Source: Leeds City Region Development Plan November 2006, Appendix 5: City Region Economic Growth

5.85 Forecast growth in FBS across the city-region is forecast to slow in line with national trends, with Bradford raising its profile. The table also shows that five other centres each have around 18,000 to 22,000 jobs in the sector, with the city-region employing over 273,000. By 2016 FBS is forecast to account for 1 in 5 jobs within the city-region.

5.86 Selby is forecast to experience a 1.8% growth in FBS employment over the period to 2016, the lowest growth in proportional terms with the exception of Barnsley which has no change forecast between 2006 and 2016.

5.87 The CRDP analyses this forecast change at a sector level below the combined FBS codes to understand the key drivers within different localities across the city-region. For Selby the major driver of growth within FBS employment is forecast to be in 'Other Financial and Business Services' (a growth of 2.5% over the period 2006 to 2016).

5.88 A locational appreciation of the current climate for this forecast growth highlights a number of specific issues for Selby District:

- Travel to work analysis suggests a very large and complex number of movements across the whole city-region area. The report identifies that Selby district has essentially imported a workforce but not the jobs to match (Selby has the largest total net out-commuting among the authorities). The travel to work patterns identified justify the inclusion of Selby within the Leeds city-region.
- The financial services sector is under-represented across Selby, with even the high street bank branches found in most towns operating as agencies being managed out of York or Leeds offices.
- Selby offers 'greenfield' opportunities for both FBS and office development in general as it does not have the existing attachments of, for example, building societies. The by-pass specifically has a role to play in this, especially in the context of the ESS potentially not emerging at Burn Airfield (yet to be confirmed).

5.89 It is imperative, in the context of the City Region agenda, that Selby has projects included in the third update to the City Region Development Plan. Specifically this should link in to the more aspirational level of growth and therefore employment land requirement across Selby District, promoting the town centre and urban hinterland as the primary business / office area.

5.90 This links into the understanding presented here relating to the catalyst potential of the City Region in developing a coherent office market. Importantly although the CRDP research identifies the potential of the bypass in this context, it currently does not quantify this potential (and its impact is therefore not factored into the employment forecasts used in the more aspirational scenario).

Scenario 3: Key Point Summary

- Scenario 3 presents the nature of economic change forecast for Selby under 'unconstrained' ('policy / project on') conditions, factoring in the wider economic growth potential of the wider Leeds city-region area.
- Based on the previously analysed Experian forecasts, the CRDP projections are not considered to be suitable for forward planning purposes.
- The CRDP analysis does however present an interesting commentary on the potential for the development of the BPFS sector across Selby district in the wider Leeds City-Region context, and importantly the wider benefit of this in delivering strategic objectives.

Comparisons of Scenarios 1, 2, and 3

Land Requirement (Volume)

5.91 Scenario 1 requires the provision of circa 45 hectares of employment land to 2021.

5.92 Scenario 2 generates a maximum land requirement of 4.77 hectares to 2021, this is based on an analysis of forecasts from both Cambridge Econometrics and Experian, and is essentially a mean of both sets of forecasts.

5.93 Scenario 3 utilises Experian figures to forecast economic growth, including the factoring in of specific projects. No projects are included for Selby. The forecast is not considered reliable in line with the analysis included within Appendix 5.

Land Requirement (Nature)

5.94 As it is based on past take up trends the nature of demand generated within Scenario 1 is driven by general business / industrial units, with a significant degree of warehousing / distribution (driven by that developed at Sherburn Enterprise Park). It is this type of demand which is generated to 2021 within this Scenario.

5.95 Scenario 2 forecasts a shift within the local economy away from more primary (manufacturing) sectors towards more land efficient sectors including FBS. There is an identified continued role for distribution across the District.

5.96 Scenario 3 utilises Experian figures to forecast economic growth, including the factoring in of specific projects. No projects are included for Selby. The forecast is not considered reliable in line with the analysis included within Appendix 5.

General Conclusions

5.97 Scenario 1 is based on an assumption of similar levels and nature of demand, alongside the same constraints to development.

5.98 Scenario 2 forecasts a relatively steady period of economic growth across the District (albeit at a low level), leaving the local economy potentially vulnerable to any major losses of employers (anywhere circa -250 jobs).

5.99 CRDP analysis presents an interesting commentary on the potential for the development of the BPFS sector across the district in the wider City Region context, and importantly its contribution in delivering the strategic objectives.

A Preferred Scenario for Selby District

5.100 In an attempt to quantify the employment land requirements across Selby District for the emerging plan period this study has utilised three Scenarios, including the comparison of the Experian econometric model used within RSS with the Cambridge Econometrics LEFM model.

5.101 It is the case that each of the Scenarios have their merits as well as their limitations in terms of the base assumptions and the general 'risks' associated with economic modelling. It is impossible to state that a single model can definitively predict the level of demand over a 15-year horizon.

5.102 In the case of Selby District this issue has been identified as being specifically pertinent given the shifting nature of the local economy, and pressure (policy) to reverse the current out-commuting trends so prevalent in the sub-regional context.

5.103 In addition, from the outset of the commission it was clear that using the RSS Experian forecasts was not a realistic basis for planning for economic development, given the forecast net loss of employment within the model for Selby District.

5.104 The land requirement generated by projecting past take-up rates (Scenario 1) forwards, using a simple extrapolation methodology, provides a useful context for the study. The analysis included specifically raises questions regarding the impact on take-up of the shifts within the economy. However, given this changing nature of the economy (and specifically the policy shift to encouraging higher value office activity within the District) it is concluded that projecting past economy trends (intrinsically supply-constrained) forwards is not a reliable basis for forward planning.

5.105 In contrast, Scenarios 2 and 3 approach the estimation of employment land requirements from a demand-led (employment) forecast.

5.106 Within this demand-led analysis a number of interesting comparisons and observations have been made. Extensive consideration is given to the disparities identified between the RSS Experian model and the Cambridge Econometrics LEFM forecasts, detailed in Appendix 5 and summarised previously within this section.

5.107 Whilst both models illustrate a degree of synergy in terms of the sectors they predict to grow and decline within Selby District, one predicts a headline reduction in land requirement for economic development purposes (RSS Experian) and one (albeit marginal) growth.

5.108 The comparison of the models included within Appendix 5 attempts to indicate which provides the most useful basis to plan for economic development within the emerging plan. The analysis concludes that both of the models have significant weaknesses, although more confidence is identified in relation to the Cambridge model. In light of the apparent issues with both models it is encouraged that a 'mean Scenario 2' is used as the preferred basis for forward planning.

5.109 Scenario 2 suggests that the Selby District economy is entering a period of relative stagnation, with limited growth identified at sector level. Whilst this period is likely to be one of restructuring within the local economy, away from more primary (predominantly manufacturing related) sectors towards more land efficient sectors including importantly Financial and Business Services, the level of growth identified is marginal.

5.110 Indeed Scenario 2 estimates a land requirement of between 3.12 and 4.77 hectares as a minimum over the period to 2016. Whilst it is true, and is made explicit throughout the analysis presented, that the forecasts underplay the potential role of the indigenous economy within Selby District, these remain very modest growth levels.

5.111 The key question therefore emerges relative to the level to which Selby District should seek to aspire to economic growth beyond the confines of these forecasts. The analysis presented illustrates forecast demand for employment land based on projected national and regional trends. However, set in the City Region context, and the policy driven aspiration to reduce out-commuting from Selby to neighbouring economies there is the potential to develop a supply-led response ensuring delivery of economic development through an employment land related strategy.

5.112 The purpose of this commission was not to develop an economic development strategy, but rather to feed into the Core Strategy and future planning policy including the Area Action Plan for Selby town. However, it is possible to provide an indicative supply-led approach to planning for economic development through a consideration of the future role and function of the 'Strategic Search Areas' introduced in the previous analysis.

5.113 This is done in turn below, with specific regard given to the key sectors identified for the Selby District economy moving forwards over the emerging plan period. The supply-led approach recognises the need for the acknowledgment of spatial tiers within the Selby District economy, relating to the scale and type of development to be promoted in each area, all playing a specific role.

5.114 Building on this supply-led approach it is possible to make a series of recommendations relating to allocations and LDF policy. This is included in Section 7 of this report.

5.115 Using the Cambridge Econometrics forecast as an 'upper range' (and therefore limit) to this preferred scenario advocates the following scale of land requirement by typical premises requirement:

- General hotel, restaurant 0.4 hectares
- General purpose built office 6.8 hectares
- General / large scale warehousing 12.9 hectares
- General industrial buildings 0.5 hectares (additional to mine sites)
- Small business units 0.3 hectares

Tadcaster / A64 Corridor

5.116 Tadcaster as an employment location to a large extent offers the most potential within Selby District as the market currently stands to develop higher value knowledge based activities. Its role within the established 'Golden Triangle' including Leeds and York places it in an ideal location for promoting knowledge and BPFS related activities.

5.117 Anecdotal evidence, alongside the statistical information presented in Appendix 3, illustrates that a significant proportion of daily out-commuting currently occurs from Tadcaster. The policy position to reduce the level of out-commuting from the District therefore places Tadcaster as a priority in its wider District and sub-regional / City Region context.

5.118 The baseline analysis undertaken further suggests a number of competitive advantages within Tadcaster contributing its future potential as an economic driver for Selby. Specifically this relates to the levels of economic activity, skills and qualifications, industrial profile, and occupational profile of the residents of Tadcaster as measured by the Census in 2001 relative to the rest of the District, and the regional and national comparators.

5.119 The approach advocated is not for large scale development within Tadcaster; this would be considered to be to the detriment of its current small market town nature. Rather, any economic development should perform the role of the 'lower rungs' on the wider 'ladder of accommodation' which should be promoted across the District through the Local Development Framework and any future planning policy.

5.120 Relating this analysis back to the type of development that should be promoted within Tadcaster, including consideration of the commercial market context, and that of potential growth sectors, it is clear that Tadcaster has a niche potential for higher value knowledge and BPFS sector development.

5.121 Floorspace provision should be targeted to small workspace developments (including potentially smaller scale hybrid workspace with both production and office space). The emphasis should be on 'easy-in, easy-out' space that facilitates start ups and promotes linkages with provision emerging in locations including Sherburn in Elmet (logistics, distribution, general industrial) and Selby (further rungs on ladder for hybrid and office provision).

5.122 In order to ensure wider economic growth, and allowing the promotion of Selby town as the primary employment location within the District (in floorspace quantum terms) it is imperative that Tadcaster is promoted on the basis of its higher-value / niche role, as a driver complementing the offer emerging in Selby town and other locations.

5.123 By providing necessary start-up space Tadcaster will play an important contributory role; that of a 'cog' in the wider economy. Essentially this can be summarised as the promotion of a 'trickle-up' approach within Tadcaster / A64 Corridor.

Sherburn in Elmet / A1(M) and A63 Corridor

5.124 As with Tadcaster, it is imperative that Sherburn-in-Elmet / A1(M) and A63 Corridor is promoted as a complementary location relative to the employment provision to emerge in Selby town and its identified hinterland (in terms of both scale and nature of activity promoted).

5.125 The potential for Sherbun in Elmet / A1(M) and A63 Corridor lies in its apparent existing strengths. As illustrated in detail within Appendix 6, this is an established employment location, with continued strong market interest in new developments alongside the existing floorspace provision. The supply-led approach within Sherburn in Elmet / A1(M) and A63 Corridor could therefore be termed 'as you were' to a large extent.

5.126 Consistently within market consultations undertaken Sherburn-in-Elmet was identified as the District's primary industrial focus, particularly for national and regional operators (both occupiers and in turn developers).

5.127 Demand within this location is typified by medium to large-scale warehousing/logistics, building on its emergence as an established and affordable alternative to the immediate A1(M) and M62 corridors (both key strategic locations for these sectors).

5.128 In light of the identification of both logistics / warehousing as key sectors for the Selby economy moving forwards it is suggested that the existing role of Sherburn in Elmet / A1(M) and A63 Corridor continue to be promoted for such activities, allowing the market to continue to deliver appropriate floorspace for the market.

5.129 Given the forecast land requirement of 2 hectares of land for freight related activity it is possible for this activity to be focused at Sherburn in Elmet or around Eggborough.

Selby Town and the Urban Hinterland

5.130 Throughout the strategic and local policy review and the statistical and market analysis it has emerged that, although lacking to an extent in the past, future planning policy **must** acknowledge Selby town and its urban hinterland as the primary BPFS sector location (in terms of the scale of development advocated). Indeed, in the context of the differing tiers of development advocated across the District, the supply-led approach to Selby town can be termed the 'big bang'. This approach is very much in line with the national and regional policy approach, promoting key town centres sequentially as the prime locations for development.

5.131 Without the adequate and appropriate employment development within the town centre and its hinterland the economic growth of the District will be undermined, failing to capture the potential of the City Region and the requirements of the BPFS sector identified as key throughout this study.

5.132 This is a significant issue compounded by the existing property offer within the town centre, where a qualitative mismatch is identified. Supply within the town centre is known to be dominated by 'above shop' provision, with the wider District supply skewed towards pre-1940 stock. This position does not place Selby in a unique position – being typical of a large number of northern towns – but remains a situation in which the pace and scale of new office development that meets the requirements of modern occupiers reflects a poor overall offer.

5.133 There are clear issues within Selby town and the urban hinterland relating to the balance required between in-town and edge-of-town development (specifically relating to the town centre and the land around the bypass). This is specifically pertinent given the emergence of the Olympia Park scheme (including the development of existing allocation BAR/1A alongside adjacent works and 'identified' land), promoting upwards of 1.5 million square feet of B1 office space and over 750,000 square feet of B2/B8 industrial / storage / distribution space.

5.134 Market consultation undertaken as part of this commission concludes that the current nature of Selby town as a secondary market town with little national market exposure, poor (by comparison) transport access, localised (as opposed to regional and particularly national) market demand, and little by way of an established office market, makes the planned provision at Olympia Park (Option 3) was significantly unrealistic. Evidence underpinning this statement is included within Appendix 6.

5.135 Indeed this raises pertinent questions about the phasing of the Olympia Park development, and other bypass sites, relative to any future development of an office market within the town centre. A conclusion of this study, and core component of the supply-led approach advocated herein, is that any development of this scale outside of the town centre will prevent the development of a strengthened town centre office market, and that infact to ensure any future success of B1 provision within Olympia Park (and other bypass locations) there is a need to first develop the office market within the town centre (moving it out of the secondary market town bracket).

5.136 Office development within the town centre should be encouraged within 'pure' and mixed-use developments, including residential uses (especially important given the lack of employment allocations within the town centre boundary). The mix of uses will contribute to Selby's offer: being an attractive vibrant market town adding to the value attached to such land in terms of amenities and market perception. It is imperative that the quality of office developments emerging in the town centre aspire to be of a high quality (in terms of specification and building quality) in order to push the market on where possible.

5.137 The development of Selby town centre as an employment location is an issue emerging as part of the Urban Renaissance agenda. Indeed the Strategic Development Framework for Selby District identifies a gap in the economy in terms of office and studio provision, with businesses reported as being dissatisfied with the nature of office provision.

5.138 The process of Urban Renaissance is driven by the desire to create 'better quality' urban locations. This includes residential development within town centres, alongside a greater (more integrated) mix of uses.

5.139 Hand-in-hand with the Renaissance agenda, and the sequential testing approach eluded to in paragraph 5.116, a higher proportion of office development will (and should) be developed in urban centres such as Selby. Additional to these drivers this approach is appropriate in terms of the requirements of the forecast growth sectors identified in this study.

5.140 Both agents and developers felt that the majority of existing demand originated from incumbent organisations looking to 'trade-up' within the District market, particularly in the Selby town area. Such organisations were typically SMEs, contract led companies or smaller subsidiaries with 10-20 employees. Within this there existed a particular demand for freehold sub-5000 sq ft accommodation as well as well-managed leasehold space.

5.141 The Area Action Plan for Selby and the hinterland must further emphasise this approach, making specific regard to the balance required between in town and edge of town developments (in terms of scale and phasing of such developments) – being a key issue potentially impacting upon the wider economic development potential of the District.

Eggborough / J34 of M62

5.142 The Strategic Area of Eggborough / J34 of the M62 presents significant wider opportunities given its strategic location within the M62 corridor, associated with logistics and warehousing. However, in the context of this corridor, its contribution is limited by its relative distance from the key 'nodes' of Goole / Hull and Leeds / Huddersfield respectively. This position is further compounded by the nature of land supply in the area, offering limited development potential in the future.

5.143 However, given the existing recognition of Eggborough / J34 of M62 as a secondary logistics and warehousing location (not regarded as being as prominent as Sherburn in Elmet in market demand terms), the supply-led response to this area is again seen very much as 'as you were', allowing the market to dictate the scale and nature of development emerging.

5.144 No requirement for additional allocations, or large scale developments is advocated in this supply-led approach, with new employment provision concentrated in the existing employment locations (where allocated land remains). Given the forecast land requirement of 2 hectares of land for freight related activity it is possible for this activity to be focused at Eggborough or around Sherburn in Elmet.

A19 Corridor North of Selby

5.145 At the time of undertaking this study the potential of the A19 Corridor to the North of Selby remained an untested and undefined entity. Essentially, this corridor is identified as being a potentially significant location for attracting Research and Development uses from York, given potential constraints to future development in York (specifically appropriate land availability), relative to the accessibility and remaining relative affordability of Selby. In the context of reversing out-commuting trends and promoting high value activity in the District this is a potentially key location.

5.146 The Corridor is identified as being of a very high quality, inherently Greenfield in nature and therefore highly attractive to the market. The danger of promoting this area as an employment location is that given this relative attractiveness it would be developed for uses not maximising potential linkages to York (and specifically York University).

5.147 However, even given these relative strengths within this supply-led approach this area is defined as an area of future potential. It is concluded that the full potential of this area can only be realised once Selby town centre has developed as a strong location (in employment and quality of environment terms) providing a real balance with York. Once Selby town centre is established in this way linkages can develop between it and York – seen as an established regional driver. This approach also recognises that there are no existing allocations within this Corridor, with limited clear potential for allocations identified at this time as part of the study.

5.148 Any applications for economic development within this Corridor should be considered in this context. Future development within the Corridor should include catalyst developments, including a potential role for anchor tenants / links with York University, providing opportunities to develop regional key sectors (including Bio-Science).

The Rural Dimension

5.149 Although not identified by the Council at the outset of the commission as a ‘strategic area of search’ the brief for the commission includes reference to “the future economy of rural areas outside the market towns, including rural diversification and re-use of rural buildings” as a key consideration of the study.

5.150 As a result of this specific analysis of the rural economy has been undertaken, identifying opportunities and issues where relevant. This focuses specifically on the potential future contribution of the rural areas to the wider economic prospects for Selby District. Developing the rural economy in this way is in line with the wider strategic policy context identified in RSS specifically.

5.151 The analysis undertaken has identified a number of potential drivers of diversification within the rural economy including growth in the Financial and Business service and construction sectors, with a real potential to harness the move towards higher skilled and knowledge based enterprise which is happening on a wider scale across the country.

5.152 In order to foster this type of activity in the ruralities of Selby District there is a need to ensure appropriate skills levels and broaden the range of economic activity hosted in the District. Analysis undertaken as part of the study suggests that skills levels are relatively high in the rural areas; indeed they are found to be relatively higher than in other locations including the market towns.

5.153 There is however a clear need to promote the re-use of existing buildings in the rural areas to add to the wider workspace portfolio available across the District. This is the supply-led approach to supporting rural diversification across the District.

5.154 The trend towards the conversion of existing agricultural buildings is evidenced on the ground already (in terms of a number of extant planning permissions for change of use to B1 offices), although it is unclear how many of these have been brought forwards for development at the time of writing.

5.155 In order to fully support this supply-led approach to facilitating rural diversification (related specifically to home working and re-use of former agricultural buildings) the Local Development Framework should act as an enabling framework. Specifically, it offers the opportunity to provide a context to enable investment and development which can contribute to regional and sub-regional strategic objectives, such as those contained within the Regional Economic Strategy and Leeds City Region Development Framework.

5.156 It is incumbent upon Selby's Local Development Framework to consider and set out how the rural area can contribute to these objectives. It is also imperative that the District is guided by the principles set out in national planning policy statements (in particular PPS2 Green Belts and PPS7 Sustainable Development in Rural Areas). It should also take account of the *circumstances, needs and priorities of the rural communities and businesses and of the interdependence between urban and rural areas.*

5.157 The following key drivers have been identified, which within a supply-led approach would be fully supported:

- Local service centres: confirming the balance between Sherburn-in-Elmet and Tadcaster as service centres; ensuring provision of appropriate sites for employment and enterprise, a comprehensive range of housing provision (from 'affordable' to 'executive'), community facilities (i.e. shops, pubs, café, halls, libraries, schools, health centres etc), leisure and visitor facilities to support improved access and enjoyment of the countryside by the urban population.
- Related 'opportunity sites': consideration of groups or sets of farm buildings, or formally developed sites in the countryside which are closely related or adjacent to service centres and which can contribute to their improved functionality[22].
- Re-use of existing buildings: set a presumption in favour of the re-use of existing buildings for uses which contribute to sustainable economic and community development including workspace for knowledge based or service enterprise (B1 use class); workspace for appropriate light industrial (B1 use class) enterprises; workspace ancillary to residential accommodation (home working); facilities to attract local people into the countryside and boost the leisure economy (equestrian facilities, countryside parks, activity trails and trail heads, cafes and parking infrastructure); facilities to support sustainable agriculture and related diversification (processing and adding value to primary produce, development processing and distribution of countryside products etc); community facilities (meeting room, halls, service points); and mixed workspace and residential uses.
- Sustainable development of agricultural businesses: support the future viability of farm businesses through enabling development which allows farm businesses to become more competitive, sustainable and environmentally friendly; adapt to new and changing markets; comply with changing legislation and associated guidance; diversify into new agricultural opportunities (e.g. renewable energy crops); or broaden their operations to 'add value' to their primary produce.
- Improve access and rural / urban connectivity: set a context which will enable and secure improvements to access and informal leisure and recreational opportunities for the urban population (and those living in local service centres) in tandem to the sustainable re-use of existing rural buildings and 'opportunity sites' adjacent to local service centres.
- Maintain and enhance the natural environment: ensure that all kinds of development within and adjacent to the rural area (i.e. highways infrastructure and signage as well as

[22] NB: No sites of this type have been formally identified as part of this study, however over time this position may change offering potential to diversify the rural economy.

built development) respects and wherever possible enhances the character of the natural environment and its relationship with the service centres and key transport corridors.

- Green infrastructure: set a context which promotes the use of, and investment in, 'green infrastructure' in the areas within and immediately adjacent to Selby, Sherburn in Elmet, and Tadcaster, and their key access points.

Former Mine Sites

5.158 The brief specifically required that the study addressed the issue of the potential use of a number of former coal mining sites across the District for economic development. This specifically relates to planning applications submitted / pending for:

Riccall Mine

- Located approximately 1 mile to south east of Riccall Village, the site consists of 8.7 hectares of operational land. The buildings are of modern construction and comprise brick and concrete structures, although a number have been demolished since the site's closure. UK Coal estimates that there are 74,400 sq ft of space remain available, offering a range of B1, B2, B8 and D2 uses. A planning application was submitted on the Riccall site in April 2005, to retain and re-use the buildings, landscaping and infrastructure for B1, B2 and B8 purposes. Following an Inquiry, the application has now been granted permission by the Inspector.

Stillingfleet Mine

- The site consists of 8.2 hectares of operational land (although other land ownership extends for approximately 32 hectares). Again a number of structures have been demolished since the site's closure, although a number have been retained as suitable for re-use. UK Coal highlight that the site has significant infrastructure to sustain development within the existing building fabrics, including 67,500 sq ft of floorspace. A planning application for the re-use and retention of these buildings for B1, B2 and B8 purposes was submitted to Selby District Council in March 2005. This application was again refused, with UK Coal submitting an appeal which has since been withdrawn.
- The site is subject to a restoration condition (Condition 11) that requires it to be restored to agricultural use with 12 months of cessation of mining operations on the Barsley seam. Work on the Barnsley seam ceased in October 2004. Due to this, UK Coal have submitted a Section 73 application to extend this period by 5 years to allow further discussions to take place on the future of the site. During consultation with North

Yorkshire County Council, Selby District Council strongly objected to the proposal for a 5 year extension, insisting that UK Coal honour its obligation.

- North Yorkshire County Council have recently approved planning consent for 4 new electricity generators that burn methane gas located in the underground shafts and tunnels of the former mine complex. UK Coal believes there is significant potential to take advantage of this significant infrastructure capacity.

Wistow Mine

- Located approximately 1 mile to the east of Wistow, the site comprises of 5.6 hectares of operational land, although other land ownership extends approximately 12.2 hectares. In all, UK Coal estimate that there is 71,700 sq ft of floorspace available for re-use or retention within existing retained buildings and other structures. In February 2005, a planning application was submitted by UK Coal for the retention and re-use of buildings for B1, B2 and B8 purposes. Again refused, an appeal was submitted although this appeal has also been withdrawn.
- The Wistow site is subject to a requirement to restore the landd to 'its previous use or in accordance with a scheme to be agreed with the County Planning Authority' (Condition 24). As with Stillingfleet, UK Coal have submitted a Section 73 application to North Yorkshire County Council to extend the period within which to restore the site to facilitate further discussions on the site's future, with Selby District Council again strongly objecting

Gascoigne Wood

- Located approximately 2 miles to the south east of Sherburn in Elmet, this former coal distribution site is rail connected and comprises 40 hectares of operational land. Existing remaining floorspace includes a 250,000 sq ft covered stockyard. A planning application for the retention and re-use of the retained buildings, car parking, landscape and infrastructure was submitted to Selby District Council in 2005. Whilst the application was approved in March 2006, it was then referred to the Secretary of State (SoS) as a departure from the development plan. In July 2006 the SoS called the application in, whilst a Public Enquiry took place in April 2007. A decision is expected in September 2007.

5.159 It is important to note in the context of this however that all of the mine sites have restoration conditions, although each have minor differences relating to their specific circumstances.

5.160 Evidence emerging throughout the study suggests that these mine sites have an important role to play in mopping up indigenous local demand, thereby offering one of the 'missing rungs' on the ladder for the District's economy. The experience of the Whitemoor Mine site supports this view, with a number of occupiers originating from within the economy needing vital affordable move-on space. Whilst the Gascoigne Wood and possibly Stillingfleet sites stand out from this, given that they are sites for specific occupiers, it is believed that the Riccall Mine site offers a natural extension to the important role that Whitemoor has come to play in the local economy. The Wistow site, whilst offering similar potential to Riccall, is more limited given its location dynamic and the associated poorer planning argument to develop it out as a sustainable employment location.

5.161 As part of this commission a postal survey was sent out to 750 businesses across Selby District (comprising all those records held on a Council database obtained at project inception). The full findings of the survey are included within Appendix 7.

5.162 Importantly, in the context of the extent to which indigenous activity within the economy is underplayed to an extent within the forecast data, the surveys illustrated a number of important trends.

5.163 Specifically the surveys found stability, and in cases potential growth, in a number of manufacturing-related businesses operating out of Selby. Of those looking to expand / relocate in the near future the vast majority stated they wish to remain within the District, suggesting a significant indigenous demand for employment land and premises. Key site / premises requirements relating to this demand include:

- Better value for money;
- In an industrial park; and
- Greater flexibility.

5.164 Relating this back to the former mine sites, it is a conclusion of this report that the nature of activity proposed (and taking place in the more advanced sites) will meet these types of requirement sufficiently.

5.165 It is important however that the planning process (and specifically the development control policies within the emerging LDF) recognise that the future role of the former mine sites be limited to reuse rather than redevelopment through the use of controlling conditions. This will ensure that the activities taking place at the mine sites do not emerge as competing locations in the context of the supply-led approach emerging from this study.

Complementary Measures

5.166 In addition, any supply-led response as advocated within this preferred scenario requires appropriate ‘complementary measures’ are in place to facilitate growth. These include, but are not restricted to, the following:

- Skills;
- Business support; and
- Enterprise culture.

5.167 The emphasis is on the need to create the appropriate skills, business support, and enterprise culture and mechanisms to facilitate economic growth and development. Whilst this should be targeted at key sectors within the sub-region there is a wider need to identify skills and business support across the growth sectors identified herein but also considering the need for Selby to ‘move up the value chain’ in terms of higher value and skilled employment.

5.168 Specifically there is a need to identify that whilst in order to increase productivity within the District there is a need for appropriate and quality floorspace in the right locations. In addition there is a need to ensure the culture for growth in adequate to facilitate the change.

5.169 Further to this is the need to integrate an understanding of the residential market, and specifically ensuring the appropriate provision of housing relative to the economic development of the District. Important to note is the critique of the RSS Experian forecasting, used to inform housing numbers as well as economic development potential within the Strategy.

5.170 It is known through anecdotal evidence and that presented within the statistical analysis within Appendix 3 that in fact skills and qualifications levels across the District are relatively good (amongst the resident population). In addition the District is known to be a relatively attractive residential location. The emphasis to emerge from the analysis is therefore the provision of economic development (employment) opportunities to match the resident workforce potential.

6. SUPPLY / DEMAND DYNAMIC

6.1 Sections 4 and 5 respectively provide an analysis of the supply and demand for employment land across the Selby District over the emerging plan period. This section relates the respective analysis presented – illustrating the dynamic between the supply of land (in quantum and location terms) relative to the nature of demand (headline, sector, location) identified.

6.2 In line with the requirements of the study (as established in the brief) and the DCLG guidance related to undertaking employment land reviews this section identifies the nature of any 'gaps' in supply relative to identified patterns of demand across the District.

6.3 Any 'gaps', or mismatch, identified will inform the recommendations included in Section 7 of the study.

Headline Analysis

6.4 Section 5 introduced a series of scenarios of economic growth across Selby District over the emerging plan period. Although it only runs to 2016[23], the baseline 'mean' forecast presented as Scenario 2 is considered to be the most reliable for inclusion within the Local Development Framework (LDF) to guide development across the District over the next 15 years.

6.5 Scenario 2 generates a headline land requirement of just 4.77 hectares (high plot ratio, therefore maximum land requirement). This reflects the relatively pessimistic view of economic change forecast across Selby specifically in the Experian model, but also to some extent also within the CE model.

6.6 Considering this level of forecast demand in the context of total allocated and undeveloped employment land across the District (38.1 hectares) suggests a potential over-supply of employment land over the emerging plan period.

6.7 However, a significant proportion of the allocated employment land supply is found to be 'medium constrained' (affecting its viability for development in the short term without mitigation), affecting 30 hectares (79% of the total supply in 6 sites).

[23] Resulting from the use of Experian

6.8 The remaining allocations are found to be ‘high constrained’ (i.e. there are serious issues related to the development of the site).

6.9 Importantly, there are no unconstrained sites, or low constrained sites, currently allocated across Selby District, bringing into question the viability of development for employment purposes across the area. This issue relating to the quality of allocated land is potentially acting as a significant constraint to economic development.

6.10 This issue is particularly pertinent for a number of key ‘strategic’ sites across the District, namely those included within the Olympia Park proposals. A mixed-use development of this kind is likely to be the only mechanism for bringing these sites forwards (specifically BAR/1 and BAR/1A).

6.11 With this marginal level of demand identified through the mean forecast a further worrying trend can be identified – suggesting a significant mismatch between supply and demand over the emerging plan period. This specifically relates to the forecast over-provision of both general industrial land, and out-of-centre established or potential office land, as shown in the table below.

Figure 6.1: Comparison of mean scenario demand and supply

	Allocated Land (Potential Use) (Hectares)	Forecast (mean) Demand (High Range) (Ha)
General Industrial / Business Use	10.9	0
Established or Potential Office Location	10.6	1.52
High Quality Business Park	9	0
Warehouse / Distribution Park	7.6	3.25
Total	**38.1**	**4.77**

6.12 Importantly therefore whilst the forecast data suggests a shift in the local economy, namely a transition away from traditional sectors (largely primary sectors) and a shift towards service sectors (with an observed focus on financial and professional services specifically) the total employment change is so marginal it will not result in a significant demand for land.

6.13 In addition, the shift in the economy changes ‘traditional’ demands on employment land – in the past associated with more land hungry activities. The allocated land supply is essentially based on historical trends in employment land take-up, being a legacy of the previous (Adopted) Local Plan.

6.14 However, all of the evidence analysed and presented in this study indicates that it is not appropriate to use either past economic development trends (Scenario 1: Take-up) or ‘pure’ employment forecasts as a basis for forward planning across Selby District, and that instead they should be used only for ‘baseline’ purposes. Provision (allocation) of employment land should not drop below the levels of demand generated through using the forecasts.

6.15 The danger with using the forecast as the basis for forward planning is that in essence it predicts a period of relative stagnation. With no major projects to factor in to this forecasts (as demonstrated in Scenario 3) through the CRDP there is a clear need for an alternative approach to economic development across the District.

6.16 The pertinent question for consideration within the LDF is the extent to which Selby District should aspire to economic growth levels beyond those presented within the forecasts, and through this process prioritise locations and types of land for allocation / development. In this way the planning process can facilitate economic growth, using a supply-led approach.

6.17 It is a core conclusion of this study that alongside protecting indigenous activity, the Business and Professional Service sector and Logistics / Distribution activity be promoted as key sectors within the local economy, alongside the potential future development of R&D / Bioscience related activities as spin-offs from York University.

6.18 Targeting these sectors through a supply-led approach to employment land allocations sits comfortably with the objectives and priorities within the Regional Economic Strategy, and Regional Spatial Strategy. In addition, a focus specifically on Business and Professional Services within Selby contributes to the delivery of the Leeds City Region Development Plan, which focuses specifically on the need to develop linkages with Leeds and the wider City Region service centres.

Supply Implications of Preferred Scenario

6.19 Described as the ‘preferred scenario for Selby District’ in Section 5, the principles of the supply-led approach to economic development (and therefore employment land) prioritise the role of Selby town (being the land to the north of the railway) as the main driver of the wider District economy. The approach advocates the prioritisation of the town centre as the primary location for employment land suitable for, and development of, Business and Professional activities over the emerging plan period.

6.20 Whilst it is recognised that within this context there should be a role for out-of-town / edge-of-town B1 office development (specifically around the bypass) there is a clear need to prioritise the town centre, and therefore phase any development around the hinterlands.

6.21 The baseline economic analysis, including both general District-wide and rural specific, identified the potential of Tadcaster as a high-value employment location appropriate for promoting knowledge-based activities, to be promoted in a complementary way to that within Selby town itself.

6.22 This builds on Tadcasters inherent locational advantage and proximity to the regional drivers (and established higher-value centres) of York and Leeds. Commercial market consultations further reinforced this viewpoint of Tadcaster as a key strategic location.

6.23 The potential for Sherburn-in-Elmet and the A63 corridor, again complementary to Selby town, lies in existing market strengths. Market consultations and baseline analysis identified this area as an established employment location, specifically related to general industrial and warehousing / logistics activities. The supply-led approach advocates the promotion of these uses specifically on this location, maximising its potential as an established and affordable alternative to the immediate A1(M) and M62 corridors (both strategic corridors for these sectors).

6.24 Eggborough / J34 of M62, similarly to Sherburn-in-Elmet and the A63 corridor, is also found to be an existing recognised employment location set in a strategic location although without the strong locational attributes of Sherburn-in-Elmet / A63 corridor. The supply-led approach advocates for this role to continue, without the promotion of significant additional development in the location, an ‘as you were’ approach to development and the employment market.

6.25 The A19 corridor, the final strategic area identified at the outset of the commission, is identified as being a potentially significant location for attracting R&D and bioscience uses from York, given potential development constraints in York, and the relative attractiveness / accessibility of the corridor.

6.26 The corridor is identified as being of very high quality, inherently Greenfield in nature and very attractive to the market. However, the danger of promoting the corridor as an employment location is that given its relative attractiveness it would be developed for uses not maximising potential linkages between Selby and York (and specifically York University). As a result it is identified as an ‘area of future potential’ which should be protected accordingly.

6.27 In addition to the five strategic areas identified at the outset of the commission, consideration has been given to the nature of the rural areas of the District, and the nature of rural diversification that should be promoted. Building on the inherent strengths within the labour force and the rural areas generally identified within the baseline analysis the potential to grow the financial and business service sector is advocated through the promotion of home working and conversion / change of use of agricultural buildings to B1 office use. Important to note here is that the scale of activity of this kind is not perceived to be a potential threat to developing FBS activities in Selby town centre, or higher value activities in Tadcaster. It is imperative that this is both enforced and monitored through the LDF process and period.

6.28 The supply-led approach assumes that a significant proportion of the general business / industrial activities which are predicted to be sustained over the period, if not grow to an extent above that expected at national level (Selby shows signs of potential grow in some manufacturing sub-sectors) will be subsumed by the provision of general industrial / business space within the mine sites being brought forwards by UK Coal. In addition, a proportion of vacant stock has been identified in existing employment estates and new premises at Sherburn Enterprise Park which will allow a degree of natural 'churn' within this market place.

6.29 Clearly there is a need to compare the requirements of this supply-led approach to economic development with the allocated supply of land across the District to establish whether there are any constraints to development over the plan period (and therefore requirements to changes in the allocated land portfolio).

6.30 A comparison by strategic area is shown on the table overleaf. The conclusions emerging from this table are fed into the recommendations included in Section 7 of the report.

Figure 6.2: Dynamic between Requirements and Allocated Supply Position

Supply-led Requirements	Allocated Supply Position	Emerging Conclusions
Tadcaster / A64 Corridor		
Quality office / business park location (small business village), preferably: • Good strategic linkages • Greenfield in nature • Edge-of-centre location Individual unit sizes around 2,000 to 2,500 square feet, acting as next 'rung on ladder' from rural provision.	• One allocation within Tadcaster (TAD/3) • 9 hectare site identified as a potential high quality business park location • Medium constrained - ownership and known physical constraints (access requirements, utilities)	• Allocation considered to be ideal for high quality business park comprising smaller unit provision (totalling circa 20 – 25,000 B1 office space (market perception). • No need for additional allocations identified in Tadcaster. • Potential to address ownership issues relating to TAD/3 should be considered within LDF process. • No de-allocation proposed.
Sherburn-in-Elmet / A1(M) and A63 Corridor		
Warehouse / logistics focus, including need for larger B2/B8 provision, ranging from circa 5,000 to 500,000 square feet, preferably: • Strong strategic access • Within / adjacent to existing Sherburn-Enterprise Park	• One allocation with land remaining located at Sherburn Enterprise Park • 2.3 hectare site identified as a warehouse / distribution park location • Medium constrained site (although scores highly within the 'medium' band with a score of 20) although no major constraints to development identified	• Allocation remaining not considered to be sufficient is scale to allow meaningful additional warehouse / distribution park development. • Site is likely to come forwards as expansion to existing Enterprise Park despite constraints identified. • Potential need for further more meaningful (in scale) allocations at Sherburn to allow the market to continue to develop. However, it is anticipated that 'churn' within the existing stock will result in some scale of redevelopment potential within existing employment areas.

		• No de-allocations proposed.
Selby Town Centre and the Urban Hinterland		
Identified as the primary BPFS location across the District in the emerging LDF. Balance required between town centre and out-of-centre / edge of centre B1 office provision. • Advocated approach prioritises town centre development rather than significant development around the bypass. • Potential to deliver B1 office space as part of mixed-use developments in the town centre, building on renaissance activity. Focus here on creating quality places to work (including public realm, investing in market town retail provision). • Town centre B1 office provision focused on smaller, more flexible working spaces ranging from 500 square feet to potentially 2,000 square feet, with a clear emphasis on flexibility within the larger floorplate provision. • Outside of centre B1 office developments should be promoted as Business Park style provision with sizes ranging from 1,000 square feet to 4,000 square feet.	• 20.6 hectares of allocated employment land found within Selby town centre and its urban hinterland (in 5 sites). • No allocations within the town centre. • Significant constraints on a large proportion of the land, including BAR/1 and BAR/1A, both included within the Olympia Park masterplan area (including a mix of uses to ensure the delivery of employment provision on these sites / through land swaps on adjacent sites). • Other sites located along the bypass identified as general industrial / business or warehouse / distribution park sites, totalling 12.1 hectares (SEL/4, BRAY/2 and BRAY/1). • SEL/4 is constrained by dirty uses (and proximity of a sewage treatment works) on the opposite site, although has a good location with regards its potential for office related development. • BRAY/2 is identified as a potentially good location for a high quality office development (small business park) although in its current form is unlikely to give sufficient capacity or critical mass to support a development of any real scale. • BRAY/1 is constrained by existing development / structures on the site, limiting the value of the land for future economic development.	• Identified need for additional allocations within town centre to allow B1 office development to take place. • Potential need to allocate land along the bypass to deliver B1 office provision as a 'second tier' of supply relative to the town centre, given the long term aspiration of Olympia Park (and likely phasing to see employment delivered in a later phase). Need for additional allocation emerging from acknowledged constraints relating to existing employment allocations along the bypass which have prevented sites being brought forwards in previous plan period. • No de-allocations proposed.

Eggborough / J34 of M62		
Recognised as a secondary logistics and warehousing location, including a degree of general industrial / business activity. Any emerging requirements similar to Sherburn-in-Elmet, although to a smaller scale ranging from circa 5,000 to 150,000 square feet warehousing provision.	• Two allocated sites measuring 0.7 ha (EGG/5) and 1.4 ha (EGG/7) • EGG/5: ➢ General industrial / business location ➢ Medium constrained (quality of surrounding environment related to adjacent industrial activities) • EGG/7: ➢ General industrial / business location ➢ Highly constrained by proximity to poorer quality uses, lack of utilities provision, and potential ground contamination.	• Realistic expectations needed related to the future potential of Eggborough to develop as an employment location. • No need for additional allocations required in Eggborough in light of its secondary role relative to Sherburn-in-Elmet, however constraints on allocated land raise questions relating to likelihood of land being brought forwards. • Both general industrial and warehousing / distribution development should be considered as appropriate uses for allocated land.
A19 Corridor North of Selby		
No need identified for significant scale of development within A19 corridor within this plan. Focus on protecting corridor for future higher-value employment activities contributing to wider strategic objectives.	No allocations within A19 Corridor.	• Through planning policy protect the A19 corridor against development of a non-high value (of Regional Importance) nature within plan period. • Consider windfall applications in light of their contribution to supply-led approach to economic development / wider strategic objectives including linkages with York University, R&D and bioscience activities.
Rural Areas of District		
No need identified for significant scale of development. Diversification would occur naturally through provision of 350 to 750 square foot B1 office space, concentrated or dispersed. Role for conversion of existing agricultural buildings here, offering quality and character in the buildings.	• CLF/1: ➢ General industrial / business location ➢ Highly constrained site, driven predominantly by market conditions / perception and strategic access ➢ Long standing allocation (part of site	• Need to include / ensure appropriate policy within LDF to not constrain rural diversification relating specifically to home working and change of use / conversion of former agricultural buildings • .Retain CLF/1 for uses appropriate in the rural

	remaining for development)	context, including scale and nature of development deemed appropriate for diversifying rural economy activity.

6.31 In light of the emerging conclusions regarding the mismatch between allocated supply and the requirements of the supply-led approach a number of sites have been identified and assessed, as for allocated land, to judge their potential contribution to economic development.

6.32 The detail of this analysis is presented from Paragraph 4.81 of this report.

6.33 Importantly, none of the identified sites are found to be located in the town centre, with this remaining a significant gap in supply. An additional site which could potentially be developed for high quality B1 office provision was however identified opposite the train station on a site visit undertaken as part of the commission. The only observed constraints on this site relate to existing structures, although direct access is poor as a result of the poor composition of the site relative to existing uses (bus station).

6.34 The Area Action Plan for Selby town centre / any future masterplanning should consider the potential development of this site for high quality office provision, alongside the potential redevelopment / reconfiguration of the bus station as part of the wider redevelopment / regeneration of the station area. This could be in the form of a transport interchange.

6.35 Further opportunities for B1 office development within the town centre should be heavily promoted through the AAP process to ensure a balance with potential provision along the bypass.

6.36 A number of the identified sites are included within the Olympia Park masterplan proposals, specifically EMP12, EMP13, EMP14 and EMP15.

6.37 Those identified sites found to be located outside of the bypass (EMP20, EMP19, EMP18, EMP17) are discounted for allocation on a sequential test basis.

6.38 EMP6, EMP7, EMP8, EMP9, EMP10, and EMP11 are all existing employment locations and therefore do not need specific considered with regards any need to allocate them. However, there is the existing pressure of residential development on these sites, and therefore future potential loss to employment use.

6.39 Relating these sites back to the wider supply-led approach and their potential future contribution, the AAP should seek to promote these areas for a mix of uses treating each one differently in terms of the mix proposed. EMP6, EMP7, and EMP8 should include a higher proportion of employment use, including specifically B1 office and light industrial / workshop provision.

6.40 All of these potential mixed use sites offer a real potential to provide a quality frontage along the canal. It would be preferential to promote a masterplan along this corridor to ensure the quality and mix of development reflects the importance of the waterfront to the wider strategic renaissance agenda.

6.41 The emerging conclusions identify the potential need for further allocations along the bypass, acting as balanced ‘second tier’ B1 business park office locations. Included within the identified sites are a number of potential sites which could serve this purpose namely: EMP1, EMP2, EMP3, EMP4, and EMP5.

6.42 Each of these is considered in Section 4 of this report in terms of their relative merit (constraints, market perception of potential contribution to wider economic development).

6.43 All are considered to be good locations for quality B1 office development, in the form of business park developments ranging from 1,000 to 4,000 square feet in size.

6.44 Through the commercial market consultations undertaken a requirement for amenity retail provision was identified. Employment growth through retail was discounted from the headline sector analysis in line with the DCLG guidance (it is not considered a commercial employment land generator). It is concluded that any amenity (convenience) retail provision on these potential allocations should comprise no more than garage / filling station and a degree of A3 development. The LDF should seek to prevent the loss of employment land for Sui Generis uses.

7. RECOMMENDATIONS

7.1 A series of recommendations for the LDF and AAP for Selby Town Centre and the Urban Hinterland emerge from the previous section relating to the need to allocate additional land, protect existing employment locations, and support rural diversification specifically. These are detailed in the following bullet points.

Allocations

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

Olympia Park proposals) should be considered for B1, B2, B8 allocation. EMP16 is identified as offering a potential B1 office development site, being in proximity to the town centre and urban hinterland, whilst being within the A19 Corridor. There is the potential to 'test' the market in this location through allocation of this site, although its constraints (predominantly associated with existing on-site structures) may affect whether the market brings it forward.

- No de-allocations are proposed as a result of the analysis undertaken within this study. However, one site lies outside of the 'strategic area' hierarchy and although adjacent to existing development has not been taken up for employment development although it has been allocated for over ten years. In this instance there is a potential for the use of a 'criteria test' policy which would allow the market dictate the nature of employment development taking place on the site whilst being protected from non-employment development. Any proposal permitted would have to meet wider policy objectives associated with existing employment on the adjacent site or where regeneration / employment benefits are identified.
- All of the allocations should be protected through planning policy for the uses identified as 'potential uses' within this study to facilitate the delivery of the supply-led approach to economic development advocated herein.
- No allocations are identified (and protected) as being specifically for recycling / dirty uses (such sites fall out of the remit of this study). It is however imperative that such sites are identified and protected as such to ensure no conflict with emerging economic development objectives.

Constraints Analysis

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

Protection of Existing Employment Locations

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

Supporting Rural Diversification

- It should be ensured that the policy for homeworking in the LDF sets a presumption in favour of such activities given reasonable scale and nature of activity.
- Policy relating to the 're-use' of agricultural buildings should be positive and accommodating specifically with regards target sector (RES identified, and also BPFS specifically as identified in this study).

NB: A separate report appraising the existing policy stance on both homeworking and the re-use of agricultural buildings is included at Appendix 4.

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

Windfall Sites

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

Mine Sites

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

General

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