

Selby District Council

2019 Strategic Housing Land Availability Assessment

August 2019



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1.0 Introduction

- 1.1 The Strategic Housing Land Availability Assessment (SHLAA) forms part of the evidence base for the Selby District Local Plan by providing a factual survey of potential housing development sites that will inform how allocated sites are chosen in the Local Plan. The survey of sites and the criteria used to assess them also informs the calculation of housing supply in the annual 5 Year Housing Land Supply reports (5YHLS).
- 1.2 It is important to note the distinction between the SHLAA and the 5YHLS reports which Selby District Council produce. The SHLAA, with the help of a working group, defines the criteria used to assess sites and then provides a factual survey of potential housing development sites. The 5YHLS report then uses this information to calculate the housing supply on an annual basis.
- 1.3 The SHLAA is a purely technical exercise intended to inform the Local Plan Document. It examines the extent to which potential sites are suitable, available and achievable over the plan period in a (local planning) “policy off” approach. The assessment questions (seen in tables 6 to 8) are factual and physical in nature and no scores for sites are given.
- 1.4 The assessment of sites for the Local Plan will be carried out with a site assessment methodology, which will consider local plan policy aspects, such as a site’s relation to the settlement hierarchy, its effect on local wildlife/landscape designations and its impact on the built heritage of the area.
- 1.5 The SHLAA **does not allocate land for development or determine whether a site will be allocated for housing**. The inclusion of sites within the SHLAA should not be taken to imply that the sites will be allocated for housing or looked upon favourably when determining planning applications. The decision to allocate will be made through the emerging Local Plan Document. The SHLAA will be updated and reviewed as part of the annual monitoring process.
- 1.6 This SHLAA has been produced in accordance with paragraphs 67 and 73 of the National Planning Policy Framework (NPPF) regarding housing supply. The NPPF requires local planning authorities to prepare a SHLAA in order to identify and update annually a supply of specific deliverable sites sufficient to provide five years’ worth of housing requirement, and also identify a supply of developable sites or broad locations for growth, for years 6-10 and, where possible, 11-15 years.

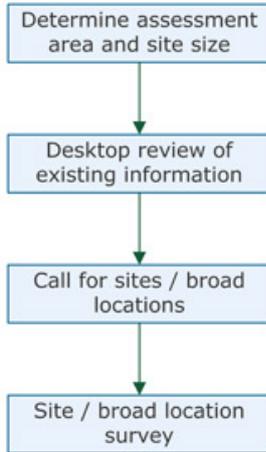
1.7 The report has also been produced in accordance with the National Planning Practice Guidance (NPPG) on housing and economic land availability assessments, along with other advice recently published by the Planning Advisory Service. The methodology flow chart in Figure 1 is taken from the NPPG and shows how the assessment of sites in this report will be carried out in 5 stages.

1.8 The core outputs of this SHLAA (as required by the NPPG) include:

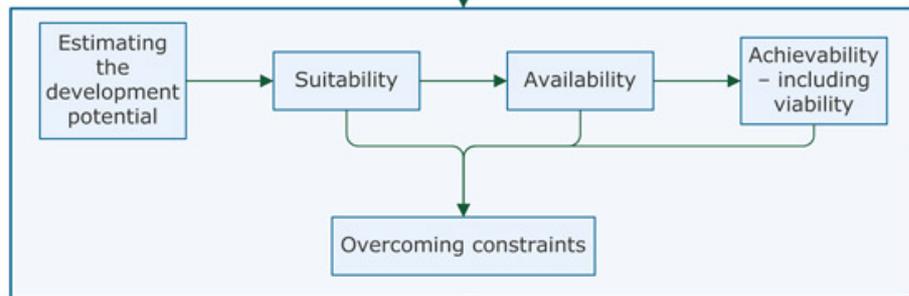
- A list of all sites or broad locations considered, cross-referenced to their locations on maps;
- An assessment of each site or broad location, in terms of its suitability for development, availability and achievability, including whether the site/broad location is viable, to determine whether a site is realistically expected to be developed and when;
- Contain more detail for those sites which are considered to be realistic candidates for development, where others have been discounted for clearly evidenced and justified reasons;
- The potential type and quantity of development that could be delivered on each site/broad location, including a reasonable estimate of build out rates, setting out how any barriers to delivery could be overcome and when;
- An indicative trajectory of anticipated development and consideration of associated risks (which will also be produced annually in the Annual Monitoring Reports).

Figure 1: Methodology Flow Chart

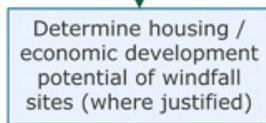
Stage 1 - Site / broad location identification



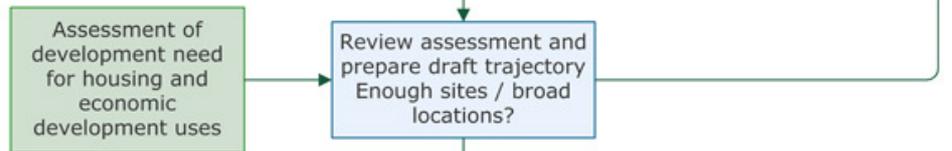
Stage 2 - Site / broad location assessment



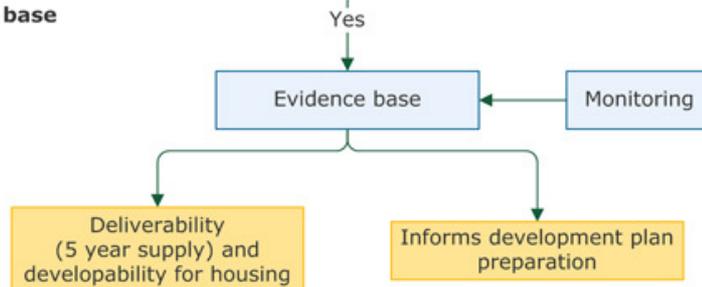
Stage 3 - Windfall assessment



Stage 4 - Assessment review



Stage 5 - Final evidence base



2.0 Stage 1: Identification of sites and stakeholder engagement

2.1 Scale of the assessment

The geographical area of the assessment is the Local Authority boundary, it is important that it is this exact area which is assessed as it will provide the necessary baseline data for the Site Allocations Local Plan document and the assessment of the authorities 5 year supply of housing land.

2.2 Types and sizes of sites included

All sites within the Selby Local Authority boundary are included in the basic assessment of sites provided they meet the minimum size threshold of 5 dwellings, as stated in the NPPG (Paragraph: 010Reference ID: 3-010-20140306). This is in order to provide a comprehensive audit of available land. The site types that were included in the assessment and which sources of sites are likely to come from are listed in table 1 below.

Table 1: Sources of sites

Type of site	Data source
Existing housing allocations yet to gain planning permission	Selby District Local Plan (2005) Selby District Core Strategy (2013)
Planning permissions for housing that are unimplemented or still under construction.	Planning application records. Development starts and completions records.
Sites put forward for housing development in the Local Plan.	Local Authority records database
Sites considered to be deliverable from the authority's previous Strategic Housing Land Assessments	Previous SHLAAs
Planning applications that have been refused or withdrawn	Planning application records
Land in the local authority's ownership	Local authority records
Surplus and likely to become surplus public sector land	National register of public sector land Engagement with strategic plans of other public sector bodies such as County Councils, Central Government,

Type of site	Data source
	National Health Service, Policy, Fire Services, utilities providers, statutory undertakers
Vacant and derelict land and buildings (including empty homes, redundant and disused agricultural buildings, potential permitted development changes e.g. offices to residential)	Local authority empty property register English House Condition Survey National Land Use Database Commercial property databases (e.g. estate agents and property agents) Valuation Office database. Active engagement with sector
Additional opportunities in established uses (e.g. making productive use of under-utilised facilities such as garage blocks)	Ordnance Survey maps Aerial photography Planning applications Site surveys
Sites in rural locations	Local and neighbourhood plans
Large scale redevelopment and redesign of existing residential or economic areas	Planning applications Ordnance Survey maps Aerial photography
Sites in and adjoining villages or rural settlements and rural exception sites	Site surveys
Potential urban extensions and new free standing settlements	

2.3 Sites from these sources were categorised into the following main types of sites in the assessment:

- **2005 Selby District Local Plan Allocations:** All the sites allocated for housing in the 2005 Selby Local Plan (which have since been saved by the Secretary of State and still make up part of the development plan), and have not yet been given permission.
- **Core Strategy Allocation:** In Policy SP7 of the 2013 Core Strategy, a strategic site was allocated at Olympia Park in Selby for mixed uses including 1,000 homes. A large part of the allocated site to the west has previously had permission for 863 dwellings which goes some way to proving the site is economically viable (2012/0541/EIA).
- **Large Planning Permission:** These are sites with full, reserve or outline permission for housing developments of 5 units (gross) or more, this can also

include applications which have been resolved to grant at planning committees, subject to successful section 106 negotiations, as of the 31st of March 2019.

- **Small Planning Permission:** These are sites with full, reserve or outline permission for housing developments of less than 5 units (gross), this can also include applications which have been resolved to grant at planning committees, subject to successful section 106 negotiations, as of the 31st of March 2019. These sites are only given a basic assessment (detailed assessment questions are greyed out in the database) and are not included on the SHLAA maps.
- **Prior Approval not required:** The scope of prior approvals can include developments of multiple dwellings. They are not technically planning permissions and so have been included as their own type of site. As these sites are less than 5 dwellings they are only given a basic assessment (detailed assessment questions are greyed out in the database) and are not included on the SHLAA maps.
- **Potential Site:** are sites which are not allocated and don't have permission and have been put forward by landowners and developers or have been identified by the Council, for consideration as housing sites in the Site Allocations Local Plan (provided they can accommodate 5 dwellings or more).

2.4 When drawing up the sites, a small number of those classed as Potential were combined to make larger sites. This was only done where sites needed combining to gain an access point or where they were too small to be assessed on their own, in order to make them deliverable. Sites can be several of the above types over time, for example a new site could be put forward for consideration in the local plan, and would be classified as a Potential Site, then it could be allocated in a local plan and then it could be granted permission. However a site in the SHLAA can only be one type of site at any one time, so there is no double counting.

2.5 The call for sites

A call for sites was carried out by the Council in October 2013, as part of its preparation of the Site Allocations Local Plan (PLAN Selby) Document. As part of this, over 330 sites were submitted to the council for housing development, encompassing many of the types of sites described in table 1. Sites have continued to be submitted to the Council, with the final opportunity provided by the Site Allocations Local Plan "Pool of Sites" consultation which took place between 2nd October and 27th November 2017. The Council have received over 450 sites in total, throughout this process.

2.6 Stakeholder engagement

National practice guidance advocates that local planning authorities work together with key stakeholders, in particular house builders and local property agents; so that they can help shape the approach to be taken to help inform the deliverability and developability of sites, and how market conditions may affect economic viability. In line with the guidance the Council has established a SHLAA Working Group.

2.7 The working group consists of two parts, a smaller core working group (made up of a balance of professionals from within the house building industry) who attend the methodology meeting, and the larger wider working group which consists of landowners and professionals from across the house building industry.

2.8 The Council has consulted with neighbouring authorities throughout the SHLAA process, in accordance with the duty to cooperate, in order to achieve a joined up approach to the issue of housing land supply. These authorities include Leeds City Council, City of York Council, Doncaster Metropolitan Borough Council, Harrogate Borough Council, Wakefield Council and the East Riding of Yorkshire Council.

2.9 The Council has also consulted with statutory consultees and infrastructure providers on a technical basis, in accordance with the duty to cooperate, such as the Highways Agency, Yorkshire Water and Natural England.

2.10 The Core working group for the 2019 SHLAA met on 13th May at the Civic Centre in Selby, a list of the consultees and their attendance at working group meetings is shown in Appendix A. The following issues regarding the site assessment methodology were discussed:

- Types of sites in the assessment
- Clarification on gross and net
- Developable areas
- Density
- Pre-build lead-in times
- Build rates
- The assessment questions

2.11 Following this discussion, the proposed methodology and the minutes of the meeting were then sent out to the wider working group on 15th May who had two weeks to comment. As there were technical issues, we re-consulted again from 13th June until 28th to ensure all members of the working group had the ability to comment and influence the final SHLAA methodology. Following this consultation, changes were made to the methodology to represent the views of the working

group. A summary of the responses from the working group and the Councils response to them can be seen in Appendix B.

- 2.12 Once a final methodology had been produced, it was used to assess all the sites. After this had been done the draft site assessments were then sent back to the working group for comment on the 4th July for two weeks. Their comments were then factored into the final assessment of sites.

3.0 Stage 2: Methodology and Site assessment

- 3.1 The engagement and consultation with the working group enabled a methodology to be finalised. In finalising the methodology, the Council has also had regard to guidance published by bodies such as the Planning Advisory Service (PAS), as well as considering the outcomes from appeals and high court judgements across the country.

3.2 Net capacity

In the case of sites with planning permission, account will be taken of the gross capacity of the site, minus any demolitions / mergers / changes of use associated with the permission that result in the loss of dwellings.

3.3 Calculating net developable areas

Not all of the area of a site can be developed solely for houses. In the case of large sites, using the gross site area can be misleading because space on larger housing sites will be required for ancillary uses. Using the 'net developable area' is a useful way of discounting for those parts of the site not developed for housing.

- 3.4 The net developable area includes those access roads within the site, private garden space, car parking areas, incidental open space and landscaping and children's play areas (where these are to be provided). Beyond this, it is considered reasonable to exclude the following from the definition of net developable area:

- major distributor roads, significant landscape buffer strips, open space serving the wider surrounding area, or an area necessary to make space for water storage;
- an existing on-site feature or wider constraint that limits the area that can be developed, such as the need to maintain an important landscape or wildlife site; and

- areas comprising non housing development, such as employment, commercial uses or community facilities (such as new school or health centre)

3.5 Table 2 shows the ratios for the developable area of sites, based on an assessment of different sizes of sites in Selby District. Larger sites tend to have more of their area used for non-housing uses and infrastructure and this is generally why the rates lower as the site size gets larger.

Table 2: Net Developable Area Ratios

Site Size Bracket (ha)	Net developable area ratios (%)
Up to 1	100
1 to 5	85
5 to 10	75
More than 10	65

3.6 Masterplans for proposed sites will be referred to and the SHLAA working group also had the option to submit their own assumptions for the developable areas of their sites.

3.7 Calculating density

The densities in the 2019 SHLAA are calculated on the net developable areas of sites. We have found that the only consistent correlation on sites in terms of density is when they are grouped by type of settlement. The exception to this is the greenfield/brownfield split in Selby, because very high densities are achieved on brownfield sites in the centre. Please note that sites with planning permissions already have their densities determined and will not be assessed.

3.8 An analysis of recent completions and permissions in the authority gave the density rates in table 3, however site promoters had the option to submit their own density rates and masterplans of potential sites were also reviewed by the Council.

Table 3: Densities

Settlement Hierarchy	Densities (dph)
Principal Town (Selby) - Brownfield (more than 50% PDL area)	50
Principal Town (Selby) - Greenfield (50% or less PDL area)	35
Local Service Centres	35
Designated Service Villages	30
Secondary Village	20
Countryside	20

3.9 Pre-build lead-in times

A pre-build lead in time is the time taken for a site to complete its first unit. The approach to the length of pre build lead in times in the 2019 SHLAA factors in the size of the site, in terms of dwellings, as well as the planning status of the site and the time it takes to build the first house (the UK average is 6 months). The presumptions being that:

- the more advanced along the permission timeline, the shorter the time it takes to start on site, and;
- the bigger the site in terms of units, the longer it takes to negotiate the section 106 agreements.

3.10 The lead in times in table 4 are representative of the average times between the gaining of full, reserved matters, or outline permission and the completion of the first unit for different sizes of site. Full and reserved matters applications with a resolution to grant subject to a section 106 agreement are put into the outline bracket, because of the time taken to resolve these agreements.

3.11 The issues which may affect lead in times are more site specific, some larger sites may be part of a phased development and the lead in times are minimal, because the developer is effectively already 'on site'. Others may have complex section 106 agreements which may take a long time to resolve. Therefore there is an option for site promoters to submit their own estimates for pre build lead in times.

Table 4: Lead in Times

Gross Size of Site	Planning status of site		
	Reserved matters/full permission	Outline/resolved to grant permission	Without planning permission
1 - 10 dwellings	12 months	18 months	24 months
11 + dwellings	18 months	24 months	30 months

3.12 Build rates

Table 5 shows build rates, based on an assessment of different sizes of sites in Selby District and taking account of comments from the working group. Sites are grouped by size because larger sites have been shown to be built out at greater rates by major national housebuilders, who have the capacity to do so and smaller sites are generally built out by local builders, who build at a slower rate due to them having a lower capacity. As ever, site promoters had the option to submit their own build rates.

Table 5: Build Rates

Gross capacity of site (dwellings)	Annual Build rate
1-10	5
11-25	10
26-50	20
51-100	30
101-200	40
201-300	50 (assumes 1 developer, but if 2 developers – 70 dph)
301+	70 (assumes 2 developers)

3.13 The Assessment Questions

Tables 6 to 8 show the questions which will be included in the assessment of sites in the 2019 SHLAA. These questions have been devised having regard to the most recent guidance in the planning practice guidance note for Housing and Economic Land Availability Assessments.

3.14 In line with the guidance, there will be a basic assessment of housing sites and then from this assessment a judgement in principle is made on whether the site is suitable for housing. If the answer is no the site will be put in abeyance. If the answer is yes, then the sites will be assessed in detail with the questions from table 7.

3.15 Once sites are assessed for their Suitability, Availability and Achievability in table 7 they will be given a deliverability timescale, if there are no constraints or constraints can be mitigated they are put into the 5 year supply. If there are constraints that take time to mitigate, sites will be put back later in the plan period. If the constraints cannot be mitigated, the site will be put in abeyance.

Table 6: Basic Assessment Questions

Question Title	Explanation
SHLAA ID	The unique reference number for the site. This cross-references to the sites shown in the SHLAA maps.
PLAN Selby site ref	The unique reference for the site which cross-references to the references used in the PLAN Selby Site Allocations Local Plan consultation documents
Parish	The name of the parish the site is located in.
Settlement Hierarchy	Where the settlement is placed in the Core Strategy settlement hierarchy in policy SP4.
Location	Short description of where the site is located
Current land use	Description of the land use of the site.
Surrounding Land Uses	Description of surrounding land uses
Site Type	<ul style="list-style-type: none"> • SDLP Allocation • Large Planning Permission • Small Planning Permission • Approve Subject to S106 • Potential Site • Prior Approval Not Required
Allocations Reference/ Planning Permission Reference	Reference should the site be a saved allocation in the Selby District Local Plan (2005) or an allocated site in the Core Strategy (2013). Should the site have planning permission, this is the most recent planning application reference.
Area (ha)	Gross area of the site measured in hectares (ha)
GF/BF	An indication as to whether the site is greenfield land, brownfield land, or a mixture of both
% Greenfield	% of sites area that is greenfield, this will later be used to calculate the number of homes that could be built on greenfield land.
% PDL	% of sites area that is previously developed land, this will later be used to calculate the number of homes that could be built on previously developed land.
National Policy Restrictions	<i>Sites of Special Scientific Interest (SSSI)</i> <i>Ramsar Sites, Special Protection Areas (SPA)</i> <i>Special Areas of Conservation (SCA)</i> <i>National Nature Reserves (NNR)</i> <i>Scheduled Monuments, Ancient Woodlands</i> <i>Health and Safety Executive Inner Zones</i> <i>Flood Risk areas - Zone 3b 'Functional Floodplain'</i>
Suitable for proposed use?	An initial assessment on whether the site is suitable for housing, based on 2 main factors, these being: <ul style="list-style-type: none"> • Relation to the settlement hierarchy • National policy restrictions Sites which are suitable are taken through to be assessed in more detail.

	Sites with permission automatically go through to stage 2.
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Table 7: Suitability, Availability, Achievability, Deliverability

Question Title	Explanation
Suitability	
Risk of Flooding	As this is a significant issue for Selby, flooding has been kept separate from other physical constraints. The level of flood risk has been determined by the Council's Level 1 Strategic Flood Risk Assessment (SFRA) (January 2010). The SFRA is a detailed assessment of flood risk with only the basic critical data included in the site assessments. More detail on sites and an explanation of the SFRA assessments can be viewed on the Council's website.
Physical Constraints	An assessment of any other physical constraints that would need to be overcome through the planning application process e.g. access to the site, infrastructure, neighbouring uses, proximity of waste water treatment works, topography, mineral designations, etc. ground conditions, hazardous risks, pollution or contamination
Overcoming suitability constraints	A range of potential solutions for any constraints
Availability	
Submitted by?	Whether the site has been submitted by a landowner or an agent, and whether there is a developer involved. This question will not feature any names, addresses or personal details of any kind.
Availability Considerations	Whether the site has a history of unimplemented planning permissions. The number of landowners there are on the site. Impact of the existing land use of the site on availability.
Overcoming availability constraints	A range of potential solutions for any constraints
Achievability	
Is the site economically viable?	Site promoters were asked for evidence relating to the viability of their site. In addition to this it is considered that developer interest in a site can demonstrate that it is economically viable, along with a recent history of planning applications showing developer intent. A number of sites which were classed as stalled by the Council have also been appraised by an independent viability expert, the summaries of their appraisals are noted here. The full assessments of these sites can be seen in Appendix E.

Overall Deliverability	<p>Depending on the evidence submitted in the suitability, availability and achievability sections, a site will be given a deliverability timescale, these being:</p> <p>0-5 years- no constraints to deliverability, or constraints can be mitigated. Units will be projected from the start of the supply period.</p> <p>6-10 years – constraints have been found that will take time to be mitigated, or the site is part of long term phase. Units will be projected from year 6 of the plan period.</p> <p>11-15 years – significant constraints have been found that will take significant time to be mitigated, or the site is part of long term phase. Units will be projected from year 11 of the plan period.</p> <p>Not deliverable – the constraints on the site cannot be mitigated against, and the site is held in abeyance, no units from this site will be projected in the supply.</p>
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Table 8: Estimating the Development Potential

Question Title	Explanation
Date of permission	The date the notice of decision was issued, should the site have planning permission.
Permission started?	An indication as to whether works have commenced on-site, should the site have planning permission.
Permission Expiry Date	The date the permission will expire (lapse), should the site have planning permission.
Net Developable area ratio	The area of the site considered purely developable for housing (%) Sites with planning permission have already had their developable area approved through the development management process.
Net Developable area (ha)	The area of the site in hectares (ha) considered developable
Build rate	The annual rate at which dwellings are built out on the site. Where there is more than one developer on site, this will be noted and will increase the rate of building.
Lead in time (years)	The time from the point of approval of a planning application, to the expected completion of the first plot.
Density	The number of dwellings which can be built on the site per hectare (ha) of the site area. For sites with planning permission, this will be the overall area divided against their permitted units.
Greenfield capacity	Number of units on the site that are estimated to be delivered on the greenfield sections of the site.
PDL capacity	Number of units on the site that are estimated to be delivered on the previously developed sections of the

	site.
Gross capacity	The estimated number of dwellings that can be accommodated onto the net site area. For sites with permission, this number represents the total number of dwellings given by the most recent permission on the site.
Net Capacity	For sites with permission, this will be the gross capacity, minus any demolitions/ mergers/ changes of use associated with the permission that result in the loss of dwellings.
Deliverable Capacity remaining	In the case of sites with planning permission, this figure shows the remaining number of dwellings still to be complete if development has already started. This figure will be the same as net capacity for all other types of sites. Sites assessed as undeliverable will be given zero for this question.
Dwelling projections	A series of cells that project how the units from the site will be built out across the plan period, taking into account the lead in times and build out rates mentioned above. For sites that have not yet started, any losses of units will be subtracted from the gross delivery in the first year of their delivery, as this is when dwellings on site are usually demolished to make way for new units. Sites which have already started have had their net losses subtracted in previous years.
Development Timescale	How long the site will take to complete all its units in years

4.0 Stage 3: Windfall assessment

4.1 Windfall sites will not be assessed in the SHLAA, as Core Strategy policy SP4 (Management of Residential Development in Settlements) states that the required 450 dwellings per annum should be provided through new allocations (in the PLAN Selby Sites and Polices document) after taking account of existing commitments. However the contribution from windfall sites towards meeting its 5 year housing land supply will be accounted for in the 5 year housing supply reports (in line with paragraph 48 of the NPPF) and the details on the method of their projection is provided in 2019-24 5YHLS report.

5.0 Stage 4: Assessment review

5.1 The final 2019 SHLAA has 628 sites within it. Only 2 sites had a national policy restriction that could not be mitigated and were considered not suitable for the

proposed use. Table 9 below shows the composition of these sites based on their type and the housing capacity remaining.

Table 9: Count and capacity of site types in the 2019 SHLAA

Row Labels	Count of Site type	Sum of Deliverable Capacity Remaining
Large Planning Permission	60	2,321
Small Planning Permission	162	232
Prior Approval Not Required	2	4
SDLP Allocation	7	741
Core Strategy Allocation	1	1,000
Deliverable SHLAA Site	4	287
Potential Site	392	43,302
Grand Total	628	47,887

5.2 Table 10 shows at which point in the plan period these dwellings could be built, the time period for delivery is based on the build rates and lead in times described in the methodology, but where a site has been found to have significant constraints in the detailed assessment, it has had its start date for building moved to years 6-10 or 11-15 of the plan period.

5.3 There were 32 sites in the assessment which had to be moved to years 6-10 due to significant constraints found at the detailed assessment stage, such as there being no access to a site. There are 5 sites in the year 11+ category, as this is when the landowners foresee that site coming forward. There were also 8 sites which were assessed to be undeliverable, due to major constraints found at the detailed assessment stage which cannot be mitigated over the course of the plan period.

Table 10: Expected Delivery of Site Types in the 2019 SHLAA

Row Labels	Sum of years 1-5	Sum of years 6-10	Sum of years 11-15
Large Planning Permission	1,849	461	0
Small Planning Permission	202	0	0
Prior Approval Not Required	4	0	0
SDLP Allocation	120	453	168
Core Strategy Allocation	0	350	350
Deliverable SHLAA site	195	92	0
Potential Site	20,326	13,435	2,958
Grand Total	22,696	14,791	3,476

5.4 Table 11 shows the geographical spread of deliverable existing and potential housing supply, in terms of the Core Strategy's settlement hierarchy. The amount that can be delivered over the plan period is far in excess of what is shown to be needed in the initial consultation document of Plan Selby, and even that shown to be needed in Core Strategy Policy SP5. As the amount of growth needed by the authority in all areas of the district can be met on specific identified and deliverable sites, there is no need to designate Broad Locations for housing growth in this SHLAA.

Table 11: Delivery of Sites across the Core Strategy Settlement Hierarchy

SP2 Settlement Type	Total years 1-5	Total years 6-10	Total year 11-15	Grand Total	PLAN Selby Pool of Sites Consultation Requirement*
Principal Town	2,790	3,874	1,531	8,195	1,529
Local Service Centres - Sherburn	1,978	1,115	0	3,093	0
Local Service Centres - Tadcaster	531	1,692	647	2,870	467
Designated Service Village	13,464	6,804	598	20,866	0
Secondary Village	3,886	1,306	700	5,892	0**
Countryside	47	0	0	47	0**
Grand Total	22,696	14,791	3,476	40,963	1,996

*SP5 requirement minus completions from April 1st 2011 to March 31st 2019

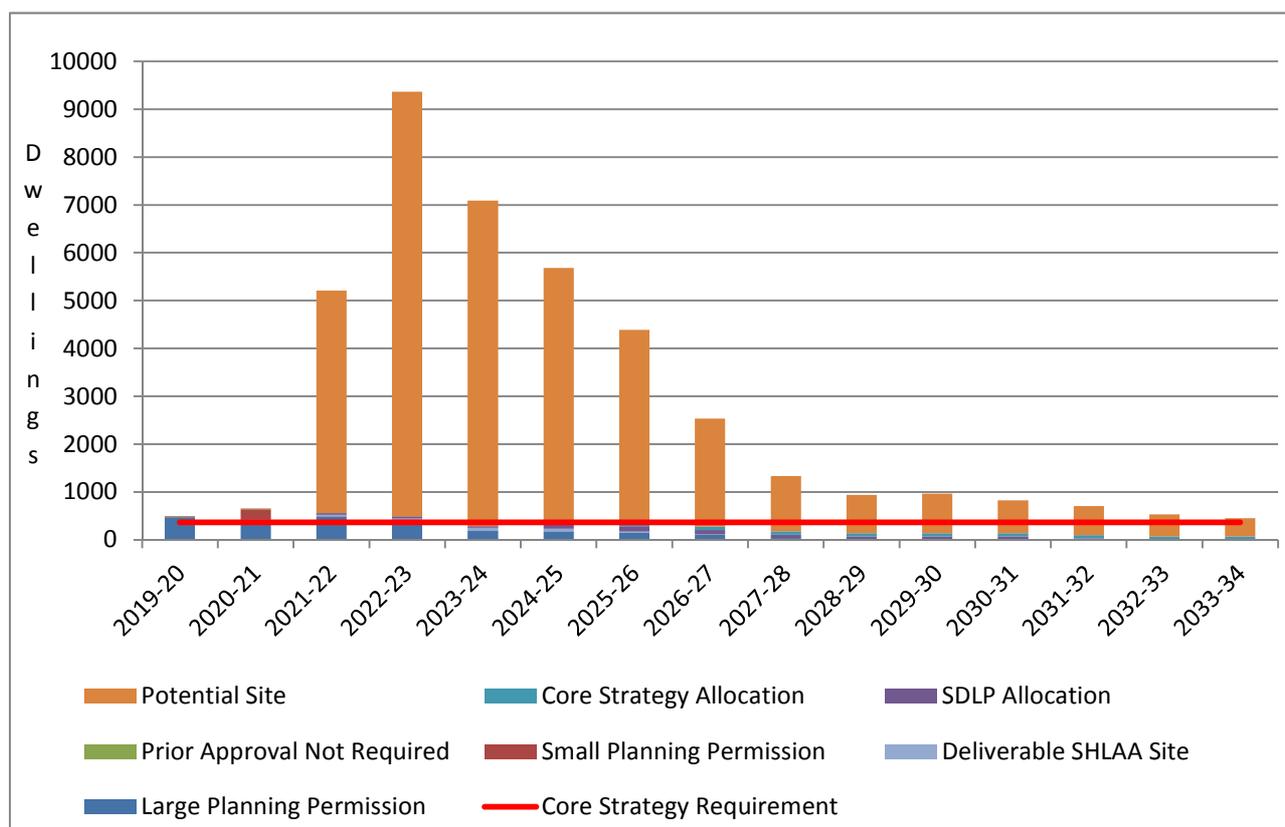
**No dwellings were required for these levels of the hierarchy in Policy SP5

6.0 Stage 5: Final evidence base

6.1 Trajectory

NPPG states that an indicative housing trajectory should be produced as a core output of the assessment. Figure 2 shows the trajectory of all deliverable sites in the 2019 SHLAA, the vast majority of the supply comes from potential sites, and as shown in table 11, far exceeds the housing needs required in the Core Strategy. The potential build out rate of all sites reaches a peak in 2022-23, but would continue to produce a substantial amount of units for the entirety of the plan period.

Figure 2: Trajectory of deliverable dwellings in the SHLAA – all sites



6.2 Conclusions

- The 2019 SHLAA has assessed 628 sites for housing use, with a total capacity of 47,887 dwellings.
- The vast majority of those sites have been found to be deliverable, 32 sites were moved back in years 6-10 of the plan period due to significant restraints and 5 are in the years 11-15.
- 8 sites had major constraints and have been held in abeyance.
- Large sites with planning permission have been assessed in detail in this SHLAA; most have been found to be deliverable in the first 5 years.
- The number of specific deliverable sites identified means there is no need for broad locations of growth to be identified.
- The findings of this assessment inform the calculations in the 5 year housing land supply report.
- The assessment data from this report will also be used to inform the Publication Draft Site Allocations Local Plan Document.

6.3 Reviewing the assessment

The Council will continue to monitor all residential planning permissions as of the 31st of March each year to gather data on completions and what remains to be built within the District. Each site with planning permission is surveyed and the figures are

then used to assess the planning status of the sites within the SHLAA database and to inform the Council's 5 year supply.

6.4 Whilst sites in the database will be reviewed annually as part of the 5 Year Supply (and landowners contacted to check for intentions), these will be added to the SHLAA database on a rolling basis. Updating the SHLAA more widely (i.e. contacting land owners and a call for sites exercise) will be undertaken at regular intervals in order to maintain a robust evidence base.

Appendix A: 13th May 2019 SHLAA Core Working Group Meeting Minutes & Actions

Working Group Minutes

Attendees: Richard Welch (SDC) - RW, Jordan Fairclough (SDC) – JFSDC, Mark Johnson (Johnson Mowatt) – MJ, Joe Flannigan (ID Planning) – JF, Jennifer Hubbard (Planning Consultant) - JH

Apologies: Paul Butler (PB Planning), Mark Eagland (Peacock and Smith), Rachael Bartlett (Planning Consultant), Liam Tate (Barratt), Stuart Natkus (Barton Willmore), Rebecca Wasse (Hallam Land),

Introductions

Types of sites in the assessment

RW – Introduced all the types of sites and explained what had been excluded

MJ – Agreed with the sites in the assessment, added that holiday accommodation should also be excluded and the “Deliverable SHLAA sites” section as this is just the justification for what goes in the 5YHLS.

JH & JF – Agreed with the sites following the changes.

Gross and Net

RW – Explained the difference between gross and net and explained we will be using net figures.

Attendees – Agreed with the definition of gross and net and the approach.

Net Developable Areas

RW- Explained what has been removed to make up net developable areas. Is the definition of developable areas appropriate?

Attendees - Agreed that that the definition was appropriate to work out the net developable areas.

JFSDC – Explained the average developable areas from the sample.

JH – 100% seems high for sites up to 1ha

JFSDC – There were some sites that were less than 100% but as the sample size was large, this averaged at just under 100%.

MJ – Argued that the net developable area of sites of 1 to 5ha should be moved down to 85% and sites of 5 to 10ha should be moved to 75% to take into account larger water attenuation areas.

JH & JF – Agreed with MJ approach.

Densities

RW – Asked if the used approach of Core Strategy Settlements was a suitable way of setting out densities?

Attendees – Agreed this was suitable way of splitting out densities.

JH – Footnote could be added to why Greenfield in Tadcaster is high and Countryside Brownfield sites.

MJ – Argued that the proposed 40 dph on Greenfield sites in Principal town (Selby) is too high and should be closer to 35 dph. Happy with the 50 dph on brownfield sites in Selby.

RW – Explained that some sites do have higher densities for example Coupland road site has 3 storey blocks of flats.

JH – Argued that by lowering this to 35dph, LSCs and DSVs densities should subsequently be lower.

MJ – Agreed with 35 dph in the LSCs and 30 dph in DSVs

JH – Is there a need to include densities for secondary villages and countryside sites as these are assessed on a case-by-case basis.

RW – Explained that these should be included as all SHLAA sites need to be assessed to maintain a consistent approach.

Lead in times

RW – Explained the lead in times.

MJ – Disputed that sites without planning permission are only 6months lower than those with outline permission. Also is the time between decision and first plot completed, at the time of resolution to grant or when obtaining planning permissions?

RW – Sites without planning permission have suitable timescales. The definition of time between decision and first plot completed will be amended to be more clearly defined.

MJ – is the difference between evidence and what proposed accurate.

RW – Agreed the evidence will be clearer and split to make the data more accurate.

JH – Fewer than 40 units/ more than 40 units is this and accurate way of splitting the data. Could it be split to same as Build Rates?

RW – Agreed that this will be split differently and “1 to 9” dwellings will be moved up to “1 to 10” dwellings to take into account when affordable contributions are required.

Build Rates

JH – Move build in rates from “1 to 9” dwellings will be moved up to “1 to 10” dwelling to take into account when affordable contributions are required.

MJ – lead in times about right as they have slowed due to uncertainty with Brexit.

RW – Asked if location should be included.

MJ and JH – Both agreed that location would be irrelevant and make no difference with the big and small builders.

Assessment questions

MJ – Are the way sites been assessed just for SHLAA and not 5YHLS

RW – To maintain consistency and clarity the site assessments will be used for the SHLAA and 5YHLS. However, only deliverable sites will be included in the 5YHLS.

MJ – Agreed this approach was ok.

Additional Questions

JF – Olympia Park, is this to be included in the 5YHLS?

RW – Explained Olympia Park how it has gained grant funding. RW explained that Olympia Park hasn't previously been included in the 5YHLS. RW explained that it may be included in future 5YHLS however it is not far enough along to be included at the date of this meeting.

MJ – Local Plan Progress – Core Strategy out of date and what are the timescales for Local Plan.

RW – No update on the Local Plan progress and explained this is due to the changes during the election and waiting on the new Councillor Executive to be decided.

Working Group Actions

Types of sites in the assessment

- Took out the bullet point on “Deliverable SHLAA sites” from this section
- Added in that dwellings listed as holiday accommodation are excluded from the types of site for clarity

This was agreed during the meeting.

Gross and Net

- No changes

Net Developable Areas

- Changed the developable area of sites:
 - 1 to 5ha sites has moved down from 90% to 85%;
 - 5 to 10 ha sites has moved down from 80% to 75%;
 - 10+ ha sites have moved up from 60% to 65%.

This is justified through the evidence of average net developable areas.

Densities

The dwellings per ha (dph) has been changed from 40 dph down to 35dph on Greenfield sites in the Principal town (Selby).

This was agreed in the meeting.

Lead in times

The Lead in times data has been split into more categories this was because in the meeting it was discussed that there needed to be an additional category for sites with “1 to 10” dwellings as this is the limit before affordable contributions are required.

Build Rates

The categories in build rates have moved up from “1 to 9 dwellings” to “1 to 10” as this is the limit before affordable contributions are required. The knock-on effects of this have been amended too.

Assessment questions

- No changes

Additional Questions

- No changes

Appendix B: SHLAA Working Group Agenda Paper

1. The 2019 SHLAA

The SHLAA is an assessment of sites that may be available for housing development over the next fifteen years. It forms part of the evidence base for the Site Allocations Local Plan (PLAN Selby), by providing an initial assessment of potential housing development sites. The SHLAA includes a number of methodological assumptions which are considered as part of the Council's 5 Year Housing Land Supply reports. It examines the extent to which potential sites are suitable, available and achievable over the plan period in a (local planning) "policy off" approach.

The purpose of the meeting is to discuss updates to the SHLAA methodology. The assessment will benefit from the experience and expertise of the working group, supporting a robust approach to projecting potential housing supply. This discussion will help provide informed judgements about forecasting supply, which will in the case of 5 Year Housing Land Supply calculations also be balanced against up to date site delivery forecasting / statements.

2. Types of sites in the assessment

- **SDLP Allocations:** Sites allocated for housing in the 2005 Selby District Local Plan, which have since been saved by the Secretary of State and still make up part of the development plan.
- **CS Allocation:** In the 2013 Core Strategy, a strategic site was allocated at Olympia Park in Selby for mixed uses including housing.
- **Large Planning Permission:** These are sites with full or outline permission for housing developments of 5 units (gross) or more, as of the 31st March 2019.
- **Small Planning Permission:** These are sites with full or outline permission for housing developments of less than 5 units (gross), as of 31st March 2019. These sites are assessed in less detail than all other sites and are not included on the SHLAA maps.
- **Prior Approvals:** The scope of prior approvals can include developments of multiple dwellings. They are not technically planning permissions and so have been included as their own type of site.
- **Potential Site:** The potential supply is made up primarily of sites put forward by landowners and developers for consideration through the Selby Local Plan call for sites. They usually take the form of unallocated greenfield land outside of development limits, but include a variety of forms, including land currently allocated for education, employment and other non-housing uses.

- **Approve subject to section 106:** applications which have been resolved to grant at planning committees, subject to successful section 106 negotiations, prior to 31st March 2019.

Dwellings which are restricted by an agricultural occupancy condition, dwellings which are classified as holiday accommodation and dwellings which comprise 'Granny' annexes are not included in the overall supply, as these are dwellings which are not considered to be available to the general public.

Sites can be several of the above types over time, for example a new site could be put forward for consideration in the local plan, and would be classified as a Potential Site, then it could be allocated in a local plan and then it could be granted permission.

However a site in the SHLAA can only be one type of site at any one time, so there is no double counting.

Question:

1. **Does the working group agree with these types of sites as a viable source to populate the 2019 SHLAA?**

3. Gross and Net

In the case of planning permissions, there may be dwellings lost on the site through demolitions, mergers of dwellings and changes of use. These are taken account of in the supply and completion of dwellings, which will both be net figures. This is further explained in table 7 below.

4. Net Developable Areas

The net developable area will be used to estimate the area of each allocated or potential site that can be built for housing use only. It is acknowledged by the Council that in order to give an accurate estimate of the housing potential of these sites, this aspect must be taken into account.

We have defined the net developable area as including those access roads within the site, private garden space, car parking areas, incidental open space and landscaping and children's play areas (where these are to be provided). Beyond this, it is considered reasonable to exclude the following from the definition of net developable area:

- major distributor roads, significant landscape buffer strips, open space serving the wider surrounding area, or an area necessary to make space for significant water storage in areas of high flood risk;

- an existing on-site feature or wider constraint that limits the area that can be developed, such as the need to maintain an important landscape or wildlife site; and
- areas comprising non housing development, such as employment, commercial uses or community facilities (such as new school or health centre)

Table 1b shows the Council’s proposed assumptions for the developable area of sites, based on an assessment of different sizes of recently approved sites in Selby District (Appendix A table 1 and summarised below in table 1a). Larger sites tend to have more of their area used for non-housing uses and infrastructure and this is generally why the rates are lower as the site size gets larger. We also intend to give site promoters the option to submit their own assumptions for the developable areas of their sites.

Table 1a - Average Developable areas	
Site Size Bracket (ha)	Net developable area ratios (%)
Up to 1	100
1 to 5	86
5 to 10	77
More than 10	65

Table 1b – Proposed Developable areas	
Site Size Bracket (ha)	Net developable area ratios (%)
Up to 1	100
1 to 5	85
5 to 10	75
More than 10	65

Questions:

- 2. Is the definition of developable area appropriate?**
- 3. What are your thoughts on the proposed developable area ratios?**
- 4. Are the brackets of site sizes appropriate?**

5. Density

The proposed densities in table 2b below are based on an analysis of recently permitted sites, as seen in Appendix A table 2 and summarised below in table 2a. Densities have been worked out on the net developable areas of the site. We have found that the only consistent correlation on sites in terms of density is when they are grouped by type of settlement. Please note that sites with planning permissions already have their densities determined and will not be affected.

Table 2a - Average Density 2016 - 2019			
Row Labels	Greenfield	Brownfield	Total
Principal Town - Selby	39	54	48
Local Service Centre - Sherburn	28	64	32
Local Service Centre - Tadcaster	72 ¹	43	57
Designated Service Village	25	40	29
Secondary Village	22	32	25
Countryside	30	75 ²	45
Grand Total	26	42	31

Table 2b – Proposed Densities	
Settlement Hierarchy	Densities (dph)
Principal Town (Selby) Brownfield (more than 50% PDL area)	50
Principal Town (Selby) Greenfield (50% or less PDL area)	35
Local Service Centres	35
Designated Service Villages	30
Secondary Village	20
Countryside	20

Questions:

5. Should sites be grouped by other factors?

6. What are your thoughts on the density rates proposed for sites without permission?

7. Are there particular locations which require higher density levels – for example urban brownfield sites?

6. Pre-build lead-in times

This is the amount of time it takes from obtaining planning permission to finishing the first dwelling. The approach taken factors in the size of the site in terms of dwellings, as well as the planning status of the site. The presumptions being that:

- the more advanced along the permission timeline, the shorter the time it takes to start on site, and;
- The bigger the site in terms of units, the longer it takes to negotiate the section 106 agreements.

¹ This is a high density as there have been limited housing completions on greenfield land in Tadcaster

² This is a high density as permissions/ completions in the countryside are limited and the brownfield completions tend to be conversions eg where a barn has been converted into a dwelling.

The proposed lead in times in table 3b, below, are partly based on an analysis of the time it has taken recently approved sites to complete their first unit (seen in table 3a and Appendix A table 3). We have combined the categories “11 to 40” and “41+” in table 3b as the evidence in table 3a identified they had similar lead in times for full/ reserved matters planning applications, and outline planning permissions. However we are intending to give site promoters the option to submit their own estimates for lead in times for their sites.

Table 3a - Average of Months between decision and first plot completed 2012 - 2019				
Application Type	1 to 10	11 to 40	41+	Average
FUL	12	16	14	15
OUT	18	26	26	24
Grand Total	15	17	17	17

Table 3b – Proposed Lead in times (Months)		
Type of site	1 to 10 Dwellings	11+ Dwellings
Reserved matters/full planning	12	18
Outline planning permission	18	24
Sites without planning permission	24	30

Question:

8. What are your thoughts on the parameters for the lead in times and on the presumptions we have made?

7. Build rates

An analysis of the rate of completion from a range of recently developed sites (Appendix A table 4 and summarised in table 4a below) has led the Council to propose the build rates in table 4b below. Sites are grouped by size, this is because:

- Larger sites have been shown to be built out at greater rates by major national housebuilders, who have the capacity to do so.
- Smaller sites are generally built out by local builders, who build at a slower rate due to them having a lower capacity.

Table 4a - Average Build Rates 2012 - 2019	
Gross capacity of site (dwellings)	Annual Build rate
1-10	6
11-25	13
26-50	22
51-100	33
101-200	43
201+	43

Table 4b - Proposed Build Rates	
Gross capacity of site (dwellings)	Annual Build rate
1-10	5
11-25	10
26-50	20
51-100	30
101-200	40
201+	50 (70 if 2 developers, all potential sites are presumed to have 2 developers)

Questions:

9. Are the sizes of sites appropriate?

10. Are the build rates appropriate?

11. Should location be factored into the assessment?

8. The assessment questions

Below are the proposed questions which will be included in the assessment of sites in the 2019 SHLAA. These questions have been formulated having regard to the most recent guidance in the planning practice guidance note for Housing and Economic Land Availability Assessments.

In line with the guidance, there will be a basic assessment of housing sites (shown in table 5) and then from this assessment a judgement in principle is made on whether the site is suitable for housing. If the answer is no the site will be put in abeyance. If the answer is yes, then the sites will be assessed in detail with the questions from table 6. Once sites are assessed for their Suitability, Availability and Achievability in table 7 they will be given a deliverability timescale and put into the supply of sites for housing. The methods for the application of these questions will of course depend on what is agreed with the working group.

Table 5 - Basic Assessment Questions	
Question Title	Explanation
SHLAA ID	The unique reference number for the site. This cross-references to the sites shown in the SHLAA maps.
PLAN Selby site ref	The unique reference for the site which cross-references to the references used in the PLAN Selby Site Allocations Local Plan consultation documents
Parish	The name of the parish the site is located in.
Settlement Hierarchy	Where the settlement is placed in the Core Strategy settlement hierarchy in policy SP4.
Location	Short description of where the site is located
Current land use	Description of the land use of the site.
Surrounding Land Uses	Description of surrounding land uses
Site Type	<ul style="list-style-type: none"> • SDLP Allocation • Large Planning Permission • Small Planning Permission • Approve Subject to S106 • Prior Approval Not Required • Potential Site
Allocations Reference/ Planning Permission Reference	<p>Reference should the site be a saved allocation in the Selby District Local Plan (2005) or an allocated site in the Core Strategy (2013).</p> <p>Should the site have planning permission, this is the most recent planning application reference.</p>
Area (ha)	Gross area of the site measured in hectares (ha)
GF/BF	An indication as to whether the site is greenfield land, brownfield land, or a mixture of both
% Greenfield	% of sites area that is greenfield, this will later be used to calculate the number of homes that could be built on greenfield land.
% PDL	% of sites area that is previously developed land, this will later be used to calculate the number of homes that could be built on previously developed land.

National Policy Restrictions	<i>Sites of Special Scientific Interest (SSSI)</i> <i>Ramsar Sites, Special Protection Areas (SPA)</i> <i>Special Areas of Conservation (SCA)</i> <i>National Nature Reserves (NNR)</i> <i>Scheduled Monuments, Ancient Woodlands</i> <i>Health and Safety Executive Inner Zones</i> <i>Flood Risk areas - Zone 3b 'Functional Floodplain'</i>
Suitable for proposed use?	<p>An initial assessment on whether the site is suitable for housing, based on 2 main factors, these being:</p> <ul style="list-style-type: none"> • Relation to the settlement hierarchy • National policy restrictions <p>Sites which are suitable are taken through to be assessed in more detail.</p> <p>Sites with permission automatically go through to stage 2.</p>

Table 6 – Suitability, Availability, Achievability	
Suitability	
Question Title	Explanation
Risk of Flooding	<p>A significant issue for Selby, flooding has been kept separate from other physical constraints. The level of flood risk has been determined by the Council's Level 1 Strategic Flood Risk Assessment (SFRA) (January 2010). The SFRA is a detailed assessment of flood risk with only the basic critical data included in the site assessments. More detail on sites and an explanation of the SFRA assessments can be viewed on the Council's website.</p>
Physical Constraints	<p>An assessment of any other physical constraints that would need to be overcome through the planning application process e.g. access to the site, infrastructure, neighbouring uses, proximity of waste water treatment works, topography, mineral designations, etc. ground conditions, hazardous risks, pollution or contamination</p>
Overcoming	<p>A range of potential solutions for any constraints</p>

suitability constraints	
Availability	
Submitted by?	Whether the site has been submitted by a landowner or an agent, and whether there is a developer involved. This question will not feature any names, addresses or personal details of any kind.
Availability Considerations	Whether the site has a history of unimplemented planning permissions. The number of landowners there are on the site. Impact of the existing land use of the site on availability.
Overcoming availability constraints	A range of potential solutions for any constraints
Achievability	
Is the site economically viable?	Developer interest in the site can demonstrate that it is economically viable, along with a recent history of planning applications showing developer intent.
Overall Deliverability	<p>Depending on the evidence submitted in the suitability, availability and achievability sections, a site will be given a deliverability timescale, these being:</p> <p>0-5 years- no constraints to deliverability, or constraints can be mitigated. Units will be projected from the start of the supply period.</p> <p>6-10 years – constraints have been found that will take time to be mitigated, or the site is part of long term phase. Units will be projected from year 6 of the plan period.</p> <p>11-15 years – significant constraints have been found that will take significant time to be mitigated, or the site is part of long term phase. Units will be projected from year 11 of the plan period.</p> <p>Not deliverable – the constraints on the site cannot be mitigated against, and the site is held in abeyance, no units from this site will be projected in the supply.</p>

Table 7 – Estimating the Development Potential	
Question Title	Explanation
Date of permission	The date the notice of decision was issued, should the site have planning permission.
Permission started?	An indication as to whether works have commenced on-site, should the site have planning permission.
Permission Expiry Date	The date the permission will expire (lapse), should the site have planning permission.
Net Developable area ratio	<p>The area of the site considered purely developable for housing (%)</p> <p>Sites with planning permission have already had their developable area approved through the development management process.</p>
Net Developable area (ha)	The area of the site in hectares (ha) considered developable
Build rate	The annual rate at which dwellings are built out on the site. Where there is more than one developer on site, this will be noted and will increase the rate of building.
Lead in time (years)	The time from the point of approval of a planning application, to the expected completion of the first plot.
Density	<p>The number of dwellings which can be built on the site per hectare (ha) of the site area.</p> <p>Sites with planning permission have already had their density approved through the development management process.</p>
Greenfield capacity	Number of units on the site that are estimated to be delivered on the greenfield sections of the site.
PDL capacity	Number of units on the site that are estimated to be delivered on the previously developed sections of the site.
Gross capacity	The estimated number of dwellings that can be accommodated onto the net site area. For sites with permission, this number represents the total number of

	dwellings given by the most recent permission on the site.
Net Capacity	For sites with permission, this will be the gross capacity, minus any demolitions/ mergers/ changes of use associated with the permission that result in the loss of dwellings.
Deliverable Capacity remaining	In the case of sites with planning permission, this figure shows the remaining number of dwellings still to be complete if development has already started. This figure will be the same as net capacity for all other types of sites. Sites assessed as undeliverable will be given zero for this question.
Dwelling projections	A series of cells that project how the units from the site will be built out across the plan period, taking into account the lead in times and build out rates mentioned above.
Development Timescale	How long the site will take to complete all its units in years

Questions:

12. Are these questions appropriate for the assessment?

13. Are there any questions which are unnecessary?

14. Are there any other questions we could include?

9. Next Steps

- The minutes will be produced from this meeting.
- The wider working group will be sent the agenda and the minutes of the meeting and will have two weeks to make comments.
- An updated finalised methodology (featuring working group comments and our responses to them) will be sent to the working group.
- Sites within the SHLAA will then be assessed with the methodology.
- The results of the assessment will be sent to the working group, who will have 2 weeks to comment.
- The SHLAA will then be used to inform the assessment of the Councils housing land supply from the period 2019-20 and the PLAN Selby Allocations document.

Appendix C: Comments received on the SHLAA Methodology

Table 8: Responses from the working group to the methodology		
DLP Consultants on behalf of our client, Lovell Homes.	The methodology appears to have generally taken into accounts comments previously made in respect of the correct approach to preparing such evidence base documents.	Noted
York Consortium Drainage Boards	The two boards (Ainsty (2008) Internal Drainage Board and the Ouse and Internal Drainage Board) would generally only comment on development sites when the individual planning applications are prepared as their comments can vary depending on a number of factors	Noted
City of York Council	We note the methodology that Selby DC are now using for their SHLAA, which we consider detailed and appropriate.	Noted
Natural England	In line with the NPPF, Natural England have offered generic advice on key natural environment considerations for use in producing or revising SHLAAs.	Noted
Highways England	Highways England have reviewed the 2019 Final SHLAA Methodology Paper and again consider that the general principles are appropriate and would allow sufficient information to be gathered to form an assessment of the SHLAA sites impact on the SRN.	Noted
Coal Authority	The Coal Authority has no specific comments to make on the Methodology Paper itself, however we are pleased to see that the site assessment criteria, includes consideration of ground conditions and mineral designations. It is assumed that these assessments will be based on the downloadable GIS data, Surface Coal and Development Risk plans, which the Coal Authority provides to the LPA.	Noted

Appendix D: SHLAA site assessment database, summary of site assessments and maps.

Please see: <http://www.selby.gov.uk/strategic-housing-land-availability-assessment-shlaa>