Sustainability Appraisal for the Selby **Local Plan (2020-2040)**

























Non-Technical Summary

July 2022











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SELBY

Introduction

This is a Non-Technical document which concisely summarises the sustainability appraisal (SA) for the Selby Local Plan (2020-2040). The Local Plan sets out the District's spatial strategy in relation to housing and employment growth, with locally specific policies and site allocations which will help to shape the District's built and natural environment. Once adopted, the Plan will replace the Selby District Core Strategy Local Plan (2013) and the saved policies of the Selby District Local Plan (2005).

Selby is a District in North Yorkshire which covers an area of 599km² with a population of approximately 92,000 (Census, 2021); the area has seen the fastest population growth of all local authority areas in Yorkshire and The Humber since 2011. The District is largely rural, though it has three market towns (Selby, Tadcaster and Sherburn in Elmet) alongside over 60 villages and is well connected to major urban areas such as Leeds and York. The District neighbours the authorities of York, Leeds, Doncaster, Harrogate, Wakefield and East Riding of Yorkshire.



Scoping Summary

SELBY

A scoping exercise was carried out in order to establish the key sustainability issues and objectives for the plan area. The cross-cutting topics reflect broad areas of sustainability which could be significantly affected by the Selby Local Plan.

The below diagram shows the sustainability topics which have been 'scoped in' for consideration within this Sustainability Appraisal, and the themes which are included within each topic.

Air quality

Biodiversity

Climate change adaptation

Climate change mitigation

Economy and employment

Health

Heritage

Housing

Land and soil

Landscape

Population and communities

Transport

Water resources





Scoping Key Issues and Objectives



Air Quality



- There is one AQMA in Selby Town.
- Housing and employment growth could create further pollution hot spots in the District.

SA Objective: Maintain and improve local air quality and avoid impacts upon human health.

Biodiversity



 Selby District's topography and location give it a particular biodiversity significance, reflected by the number of designated sites partially or entirely within the District.

SA Objective: Protect, conserve and enhance biodiversity, wildlife habitats and green infrastructure to achieve a net gain and reverse habitat fragmentation.

Climate Change Adaptation



- Large parts of the District are at risk of fluvial and tidal flooding.
- Flood defences are in place to protect large parts of the District, though there are also areas of natural protection such as washlands and agricultural land.
- Climate change will likely raise the Ouse's tidal levels with time. This could place pressure on existing defences.

SA Objective: Adapt to current and future flood risk by directing development away from the areas of the District at the highest risk of flooding from all sources.

Climate Change Mitigation



- Though emissions are on a downward trend, the per person emissions figure is significantly higher than the national and regional averages.
- Solar energy presents a high proportion of installed renewable energy generation capacity in the District.
- Other sources of generation should also be explored.
- The Plan represents a good opportunity to use green infrastructure as a means of mitigating the effects of climate change.

SA Objective: Continue to drive down CO2 emissions from all sources.



Health



- Health deprivation is unevenly distributed, with significant variance in life expectancy evident between wards.
- This suggests that despite a number of strategic healthcare and green infrastructure assets in the District, access to or take-up of these services is uneven, and accessibility could be enhanced for those most at risk of suffering poor health outcomes.

SA Objective: Improve the physical and mental health and wellbeing of Selby District residents and reduce health inequalities across the District.



Economy and Employment



- Following the decline and disappearance of ship building and coal mining in Selby District, advanced manufacturing and energy generation has continued to provide economic growth opportunities in the area.
- There are a number of significant long-term employers in the District, including Drax, Power Station, Heineken, Legal and General Homes and British Gypsum.
- Developments, such as, Olympia Park, 'Sherburn2', Gascoigne Wood Interchange, Church Fenton Airfield and the former Kellingley Colliery will be key to economic growth and employment in the area.
- There are significant commuting flows between Selby District and neighbouring economic hubs. Whilst this connectivity is a key feature of Selby District's economy, the net outflow of talent to surrounding areas creates a deficit of skilled workforce, making it difficult for local employers to find suitably qualified/ skilled recruits.

SA Objective: Maintain a strong, diversified and resilient economy to enhance employment opportunities and reduce disparities arising from unequal access to training and jobs.

Heritage



- There is a rich variety and distribution of designated heritage assets present within the District.
- There are 23 designated heritage assets identified by Historic England as being at risk ranging from buildings, churches, conservation areas to a deserted medieval village.
- Selby District's wide range of undesignated landscape and townscape assets contribute to its historic character and sense of distinctiveness.



SA Objective: Protect, conserve and enhance designated and undesignated heritage assets, including their setting, significance and contribution to the wider historic landscape and townscape character and cultural heritage of the District.

Housing



- Selby District's 2020 housing and economic development needs assessment identifies an objectively assessed housing need for the District of between 333 and 368 dpa.
- The SHLAA (2021) identified that there were 229 sites with residential planning permissions; enough to potentially accommodate up to 2,344 homes.
- There is likely to be a significant shortfall in delivery of older person's accommodation. Of the total housing delivered for the period 2018/19 to 2020/21, 31% were affordable. This falls short of the Council's previously set target of up to 40%.
- The 2021-2026 5 year housing land supply report records a good rate of delivery over the preceding three years, achieving an average of 547 dpa for the period

SA Objective: Ensure that new development meets the varied housing needs of the area. Provide affordable and decent housing for all.





Soil and land

- Land with potential to be 'best and most versatile' for agricultural purposes is present across non-urban areas of the District including extensive areas of Grade 2 and potentially some Grade 3a.
- There are opportunities to deliver some new development on brownfield sites within the District, though this is a finite resource and can be challenging to fully unlock.

SA Objective: Promote the efficient and sustainable use of natural resources, including preserving soil carbon and directing development away from the best and most versatile agricultural land.

Landscape



- There is considerable diversity of localised character in the District with 17 local landscape character areas identified by the Selby Landscape Character Assessment (2019).
- Settlements within the District exhibit different levels of landscape and setting sensitivity to development. Some areas are particularly sensitive whilst others less so.
- The use of hedgerows and trees around settlements could have a positive impact on the landscape and visual impact of development edges on the flat, low lying, landscape. It is also important to maintain the existing green fingers of land towards the centre which may otherwise be affected by development.
- The District has a number of locally important landscape areas.

SA Objective: Protect and enhance the quality, character and local distinctiveness of the natural and cultural landscape and the built environment.

Population and communities



- There are areas of both notable affluence and entrenched deprivation within the District, creating a complex and nuanced range of community needs.
- The District's aging population could mean that certain existing services and facilities, such as social care, will be placed under additional pressure over the plan period and it will be important that opportunities to enhance community service infrastructure through future development are fully realised.

SA Objective: Support good access to existing and planned community infrastructure, including green infrastructure.





Transport



- There is a relatively high level of car dependency. This could be in part due to the rural nature of parts of the District.
- There are good internal and external connections to transport networks through rail and strategic road networks.
- · Traffic congestion is an issue in Selby Town.
- Despite strong rail links, rail travel represents a small proportion of travel to work trips.

SA Objective: Support the provision of transport infrastructure to meet local population change whilst helping to reduce congestion and travel times and support sustainable modes of transport.

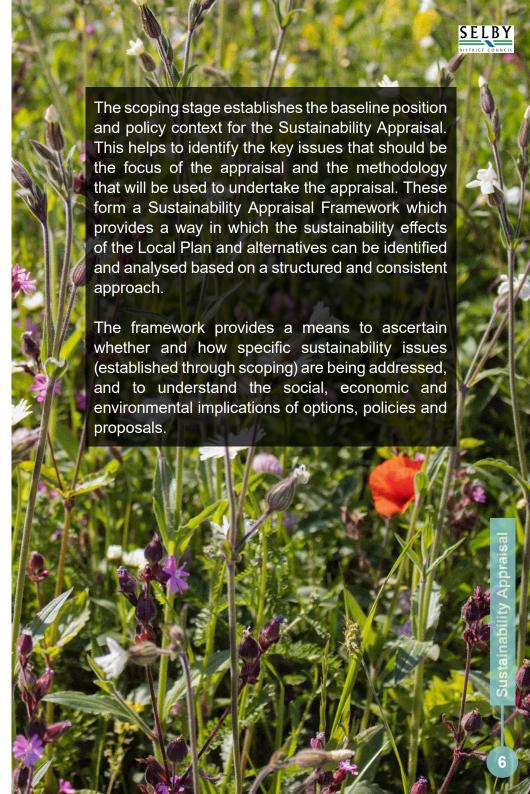


Water Resources



 Sources for abstraction in the District are reaching capacity meaning that increased efficiency in new homes will be an important part of ensuring stable and safe supply over time.

SA Objective: Conserve water resources and protect/ enhance the quality of water bodies in the District.





Appraisal of the Spatial **Growth Strategy**







A key element of the Sustainability Appraisal process is to explore different ways in which the objectives of the plan can be met. Whilst there are many different issues and options associated with a Local Plan, those which are at the heart of the Plan are those that are focused upon through the SA process. As such, the appraisal covers the spatial growth options for housing and employment as well as the individual site options.

The starting point for the consideration of reasonable alternatives was the Housing and Economic Development Needs Assessment (2020). This evidenced a need of between 333 and 368 dwellings per annum between 2020 and 2040. To take account of growth aspirations, the council decided that a housing delivery of 402 dwellings per annum would be preferable, with a total plan-period housing delivery of 8,040 dwellings. They also deemed it reasonable to look at a higher growth scenario of 589 dwellings per annum (11,780 dwellings over the planperiod).

In relation to employment land, the Housing and Economic Development Needs Assessment (2020) evidenced a need for 110ha of employment land. There is already a sufficient supply of employment land to meet these needs, although two strategic opportunities were identified at this stage and formed important elements of the Local Plan. The Council considered that there were no other reasonable alternative employment strategies.



Needs-led growth scenario: 8,040

Higher growth scenario:





Housing and Economic **Development Needs** Assessment (2020)

Selby District Council Preferred Options for growth



Selby District Council Preferred Options for growth

8 distribution options





402dpa (to take account of growth aspirations)

589dpa (to consider a higher growth scenario)

110ha (Existing supply meets this _____ 1 consistent option need, however two strategic opportunity sites form important elements of the Plan)





Preferred Option Stage Strategic Options Appraisal



Selby focus with smaller distribution elsewhere (settlement hierarchy approach) (402dpa)



Ε

G

Increased Green Belt Release rather than dispersing growth to smaller settlements.

There would still be a requirement for two new settlements (589dpa)

More development in the smaller villages, less development in Selby Town (402dpa)

Less development in Eggborough and Selby Town, more growth in smaller villages (402dpa)

Less development in Selby Town, expansion of

Green Belt Release. Less development in Selby Town, expansion of Eggborough (402dpa)

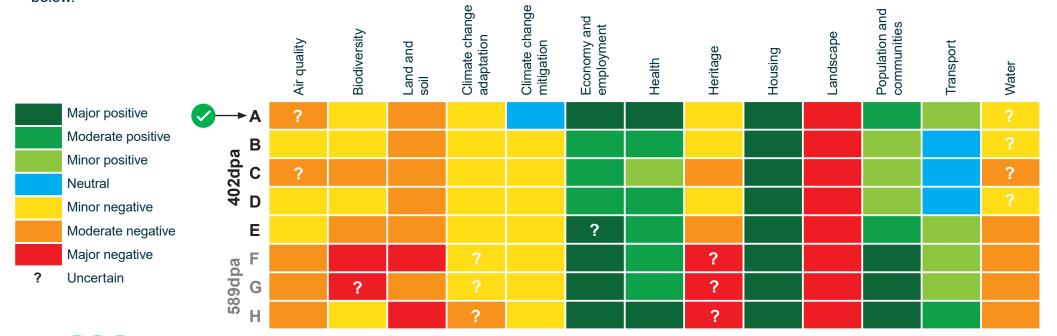
Focus on Selby Town with smaller distribution elsewhere (settlement hierarchy approach). Maximised growth in Selby Town and two new settlements **(589dpa)**

Eggborough and more growth in smaller villages (402dpa)

Limited Green Belt release and more widespread dispersed growth, and therefore require the delivery of three new settlements (589dpa)

The following distribution and growth options were appraised at the preferred options stage. Each option included at least one new settlement (though these were not specifically identified at this stage) as well as an urban extension to Eggborough. The appraisal findings are presented below.

At this stage, Option A was the preferred option as it would deliver the evidenced need for growth whilst minimising harm to the existing character of existing communities and their local services.





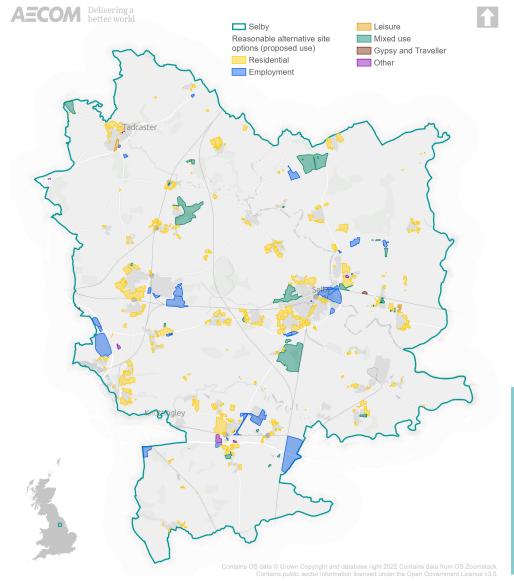
Individual Site Appraisals

SELBY

The below map illustrates all sites and their intended use which were submitted to the council as potential site options.

The council undertook a call for sites exercise which helped to identify sites across the District which could be suitable for housing or employment purposes. After an initial sift, 251 sites were considered to be reasonable and were appraised on an individual basis. Appraised sites were assessed in relation to constraints and accessibility, against a framework which accords with the sustainability appraisal framework. At a later stage, 43 additional sites were submitted and hence appraised according to the same process as the earlier sites.

		Initial Stage 251 sites	Later stage 43 sites
Residential		208	33
Employment		20	3
Gypsy & traveller	9	2	-
Mixed use	H	17	5
Retail/ leisure		2	-
Car park		2	-
Other	••••	-	2





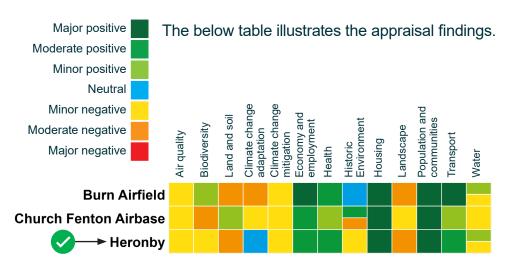
New Settlement Options Appraisal

Three site locations for new settlements were considered to be reasonable by Selby District Council (illustrated on the adjacent map); as such they were appraised on their relative sustainability merits in order to inform the Local Plan. Each settlement was expected to have the potential to deliver a large concentration of housing (see graphic below) alongside supporting infrastructure which would provide benefits to existing and future communities.











Each settlement has it's merits and constraints, but the Council has selected Heronby as it is considered to align best with garden village principles. It is noted that the site is deliverable and viable and will involve significant improvements to highways network and environmental enhancements.



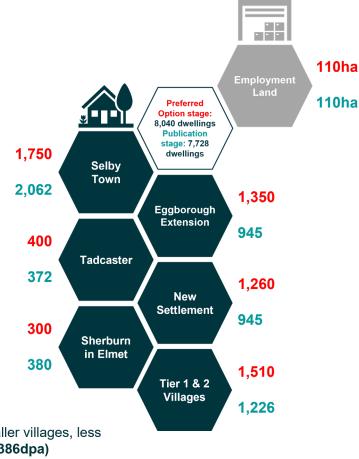


Publication Stage Strategic Options Appraisal

Consultation and an addendum to the Housing and Economic Development Needs Assessment (2022) led to a refinement of the spatial strategy and hence, at Publication Stage, the strategic distribution of growth saw some minor updates, with site capacities and allocations making up the changes. The overall requirement of growth was slightly reduced. The below graphic highlights the differences between the spatial strategy at Preferred Options stage and Publication stage.

The similarities between the Preferred Option and Publication stage meant that it was deemed reasonable to update the earlier stage appraisals, rather than appraise a whole new range of strategic options. Two further strategic options were suggested by consultees, which were then also considered at this stage. One focused on an option which did not include a new settlement, whilst the other sought to ensure that no sites at significant risk of flooding were allocated.

The following pages will conceptually illustrate these options on a series of maps.

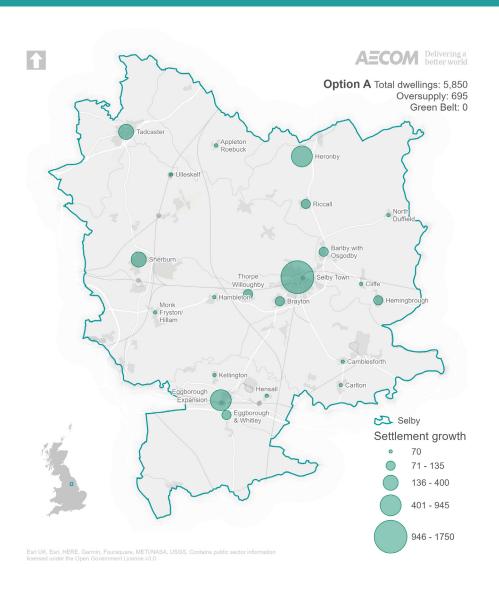


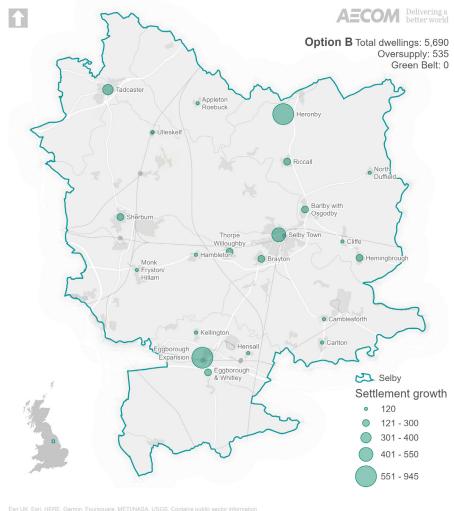




Publication Stage Strategic Options A and B Maps



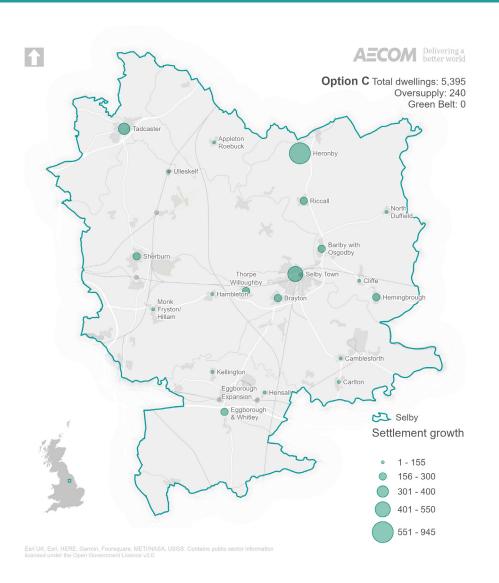


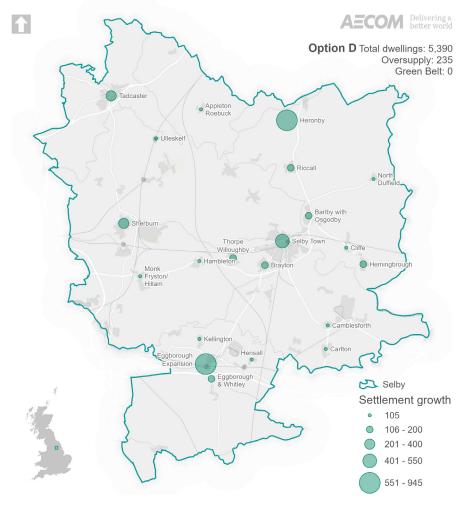




Publication Stage Strategic Options C and D Maps





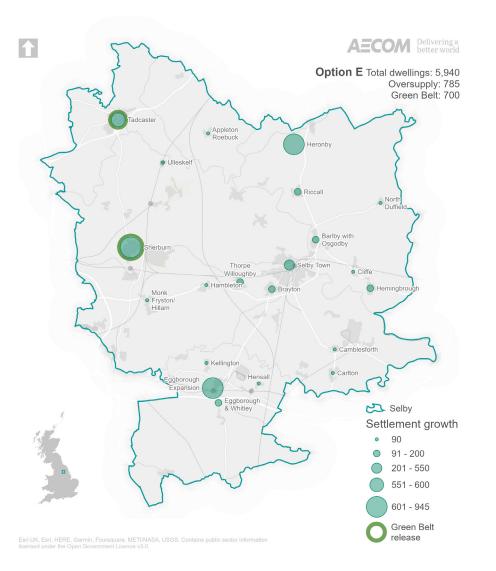


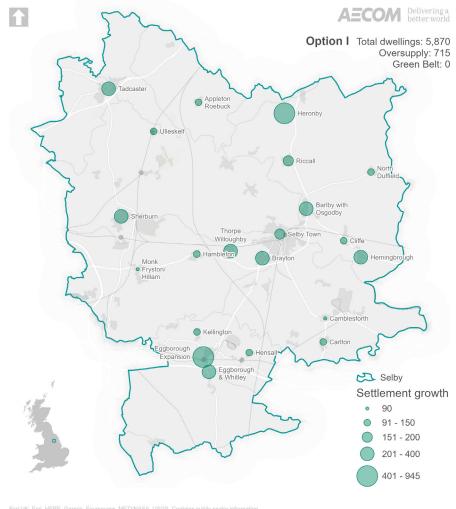
Esri UK, Esri, HERE, Garmin, Foursquare, METI/NASA, USGS. Contains public sector information



Publication Stage Strategic Options E and I Maps





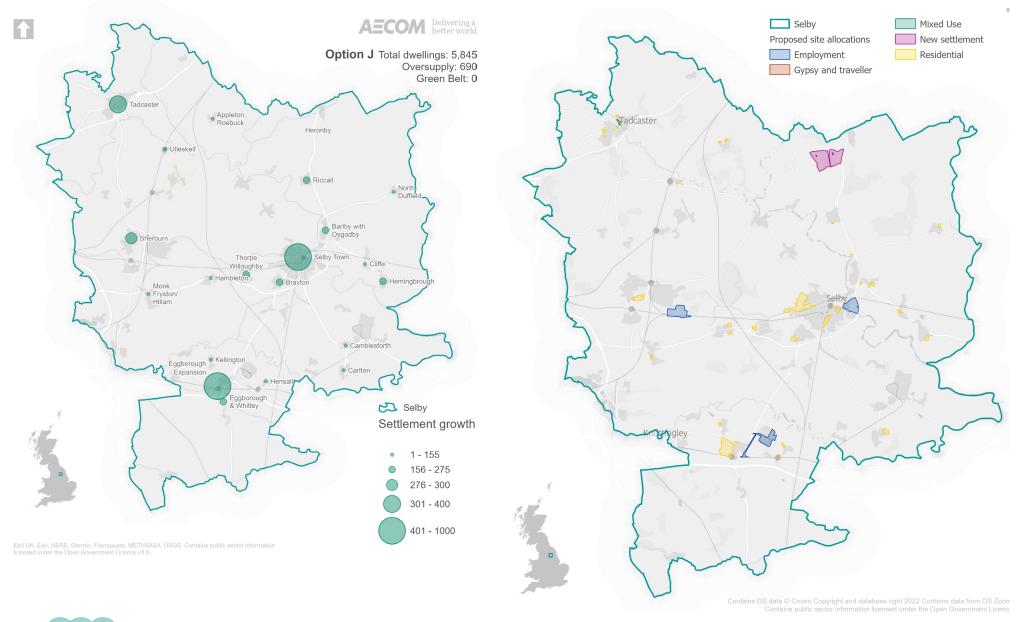




Publication Stage Strategic Option J and site allocation Maps



The below map illustrates the site allocations by their proposed use in the Selby Local Plan.



Publication Stage Strategic Options Appraisal

The table below presents a visual summary of the options appraisal findings. This is followed by a summary of the effects by each SA topic, and then a comparison of each option. The Council's proposed approach is Option A.







There are similarities between the appraisal findings for each of the options. For example, all of the options are predicted to have major positive effects with regards to housing as they would all meet identified needs in one way or another. All options are also predicted to have major negative effects with regards to land and soil, as the scale of growth requires the loss of agricultural land regardless of approach. There are some subtle differences between the options for these SA objectives, but these do not warrant a different overall score.

?

The options also perform similarly with regards to climate change adaptation and mitigation, with minor negative effects being identified for all options. The main differences relate to Option A, which ought to be marginally better in terms of reducing additional transport related emissions, and Option I, which avoids a greater amount of land at risk of flooding.

The effects on landscape are also predicted to be major negative for all options, but this is more certain for options C, E and J which involve higher levels of growth in tier 1 and 2 settlements and / or Green Belt. There is some uncertainty for the other options as to whether effects would be moderate or major. The options perform the same with regards to the water SA objective, with options C, E and J being most likely to give rise to negative effects.



Α

В

C

Ε

386dpa

Publication Stage Strategic Options Appraisal

SELBY DISTRICT COUNCIL

The main differences between the options relate to the air quality, biodiversity, economy, health, historic environment, transport and population. Option A is most positive with regards to social factors, with major positive effects recorded in relation to health and economy and employment. Options E and J could also potentially have major positive effects for employment, but for health these are only moderate effects. Options C, E and J also have the potential for greater negative effects on biodiversity compared to options A, B, D and I.

Option A however, is potentially one of the more negative options regarding air quality, as it focuses higher growth closer to an existing AQMA. This also has implications in terms of congestion, but this is offset by the fact that accessibility would be good for a higher proportion of new homes.

Broadly speaking, the options perform quite similarly, and where there are differences, this relates to different SA topics. Therefore, it is difficult to say that one option is clearly better than all the others.

However, it is possible to identify that options C, E and J perform generally more negatively against the environmental topics (particularly biodiversity, historic environment and water) compared to the alternative options.

Options B, D and I perform marginally better than option A with regards to environmental factors (given that Option A is less favourable in terms of air quality), but they do not generate the same significance of effects overall in terms of socio-economic benefits.



Appraisal of the Selby Local Plan



The Selby Local Plan was appraised in its entirety, considering the potential effects relating to the allocation of sites alongside policies. The adjacent graphic illustrates the anticipated significance of effects for each Sustainability Appraisal theme and the following pages summarise the likely effects.

Air Quality

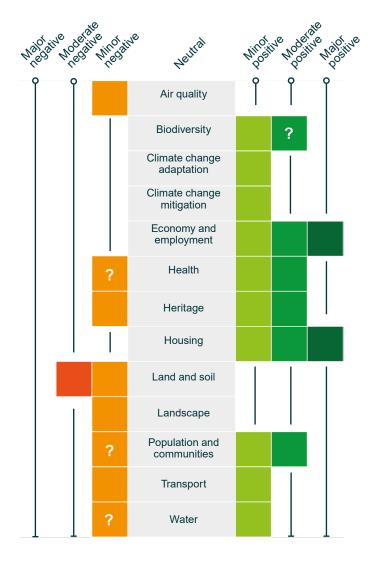


On balance it is predicted that the Council's policies of the Local Plan should give rise to **neutral effects** in relation to air quality once policy mitigation has been taken into account. There is potential to minimise additional emissions from vehicular traffic through a strong focus on providing sustainable transport connectivity through the development process. Several policies also refer to the need to ensure adequate infrastructure for low-emissions vehicles, which should help move towards cleaner air in the longer-term. In the short term, before the widespread uptake of electric vehicles and supporting infrastructure, there could be a slight deterioration in air quality, which for Selby Town and its existing AQMA is a **minor negative effect**.

Biodiversity



Moderate positive effects are predicted in the long term due to the potential for protection and enhancement of habitats and the focus on connecting existing habitats to enhance the wider network. There is some <u>uncertainty</u> as to the significance of the positive effects, but this could be removed when the proposed Green and Blue Infrastructure Strategy is prepared.





Appraisal of the Selby Local Plan



Climate Change Adaptation



The plan should give rise to an increased rate of tree planting, protections of existing trees and hedgerows and open space provision within new development, features which can help minimise the urban heating effect and ensure a degree of permeability of surfaces within areas of new developments. Minor positive effects are anticipated in the long-term, on the basis that the risks associated with the preferred spatial approach have good potential to be mitigated through the proposed policies of the draft Local Plan. It is recognised that some sites fall within flood zones 2 and 3, particularly in Selby Town, but these areas benefit from flood defences.

Climate Change Mitigation



Overall, it is considered that the Preferred Options Local Plan takes a fairly holistic policy approach to minimising and reducing carbon emissions from the built environment and from travel sources. **Minor positive effects** are predicted in the long-term in relation to climate change mitigation.

Economy and Employment



Major positive effects are anticipated in relation to employment on the basis that the Local Plan proposes meeting the District's B-class employment needs in full, whilst also proposing a range of measures to support the diverse range of established and emerging sectors which contribute to the District's economy. Though levels of deprivation and inequality are relatively low for the District, regeneration and jobs growth are focused in areas that ought to help address these issues where they are present.

Health



It is considered that policies and proposals of the Local Plan take a broad, holistic view of health and wellbeing and propose a broad range of measures by which to embed healthy lifestyles at the centre of new development. In the short term, **minor positive effects** are predicted, which are likely to rise to **moderate positive effects** in the medium to long term as more development and associated infrastructure is delivered (with associated public realm and infrastructure improvements). Potential **minor negative effects** could arise for some communities related to wellbeing, but there is a degree of uncertainty.

Heritage



Whilst the plan proposes allocations for development on sites in areas which could be considered to be sensitive in terms of their historic environment, policies should help to minimise more negative effects. Existing designated and non-designated assets as well as areas which have a strong historic character ought to have their settings and significance enhanced and protected. Further to this, regeneration of areas, including in Selby and Tadcaster, should help to redevelop areas with historic character as a key consideration within proposals. Overall, some mixed minor negative and moderately positive effects are likely.

Land and Soil



It is predicted that the Local Plan will lead to **moderate negative effects** with regards to soil and land. Whilst the Plan seeks to protect agricultural land and make the best use of brownfield opportunities, it proposes the allocation of large amounts of land that overlap with best and most versatile agricultural land.





Appraisal of the Selby Local Plan



Housing



It is predicted that the Local Plan will give rise to **major positive effects** in relation to housing. This is on the basis that the plan provides for meeting identified housing need and distributes this need broadly across the District in line with the settlement hierarchy. A range of types and tenures of homes will be provided and housing needs within different sections of the community, including specialist housing needs, will be met. Whilst the inclusion of larger-scale developments at Eggborough and Heronby may lead to some lead-in delays, the range of support for various residential developments and alternative sites should help to ensure that the district's housing delivery keeps up with demand.

Landscape



It is considered the strategic and detailed policies of the Local Plan have potential for moderate negative effects in relation to landscape. It is inevitable that changes to landscape and settlement character will occur due to the proposed growth. However, the plan directs growth to less sensitive areas where possible and sets out a range of measures to reduce the significance of effects. Whilst the Heronby strategic site will have impacts upon the landscape, it is not in an area which is identified as sensitive and adherence to the Plan's policy and the ability for comprehensive masterplanning to ensure a degree of landscape harmony should help to avoid more significant effects. Therefore, residual effects are predicted to be minor negative. This is offset to some extent too by the potential for townscape improvements in places such as Selby Town and Tadcaster in particular.

Population and Communities



Overall, the Local Plan is likely to support improvements to the provision of community facilities. The spread of development should mean that new and existing communities are likely to be adequately served by facilities, without being overwhelmed by growth. There is also potential for significant new infrastructure at the new settlements. As a result, **moderate positive effects** are predicted.

Whilst there is the potential for some minor negative effects where certain people may oppose development, the positive approach to supporting community consultation and neighbourhood planning should mitigate this to some extent. Nonetheless, uncertain minor negative effects may still occur.

Transport

Whist it is evident that the Plan's effects would be expected to deliver improvements in terms of sustainable transport provisions and highways network development, there would also be some anticipated pressures on the area's road network. These effects are expected to occur simultaneously, rather than acting to balance one another out. Mixed minor negative and minor positive effects are anticipated.

Water

It is considered that the Local Plan is likely to give rise to **minor positive effects** in relation to water resources. Though there are also expected to be some uncertain **minor negative effects** relating to the potential for some construction related, short-term increases to waterbody pollution.





Mitigation



Mitigation and enhancement

Recommendations have been made throughout the SA process to minimise any negative effects and maximise the positives. Suggestions have been made at several stages including:

- Compatibility comparison of Plan Objectives and SA Objectives.
- Appraisal of spatial options.
- · Appraisal of sites.
- Appraisal of draft Plan policies at preferred options stage.
- Appraisal of policies at Publication stage.

At each stage the Council has responded to recommendations either by making changes to the emerging plan, or providing justification where it considers no change is necessary. Some key recommendations were made that led to the following improvements in the Plan.

- Stronger approach to biodiversity mitigation and net gain, which is beneficial to a range of environmental topics.
- Heritage policies strengthened and include reference to specific features that contribute to Selby Districts character and sense of place.

- Opportunities for water-borne and rail freight to be safeguarded, which is positive in terms of transport and air quality.
- Neighbourhood Plans not 'expected', only 'encouraged' to support new housing – which is positive for community groups who may otherwise be discouraged to pursue a neighbourhood Plan.

Only two new recommendations have been identified at Publication stage, and these can be dealt with as considered appropriate through the Examination process.

- The Plan mentions the importance that Selby could play in developing carbon capture and storage technologies, but there is no explicit support or guiding principles provided through Plan policies. Consider inclusion of policy support to facilitate scheme development.
- The site policy for SELB-CR could add specific requirements for any new buildings to ensure that they reflect the Town Centre Design Guide and to be supported by a heritage assessment.



Monitoring



Monitoring

There is a requirement to outline the measures envisaged to monitor the predicted effects of a Plan. In particular, there is a need to focus on the significant effects that are identified. It is important to track anticipated effects to ensure that positive effects are actually being realised and to identify any unforeseen negative effects that may occur.

The NTS focuses on potential monitoring measures under the economy and employment and housing SA topics; these are the SA topics where major effects have been identified, and are therefore of greatest significance. The SA Report sets out further monitoring measures for effects deemed to be of moderate and minor significance (for the full range of SA Topics). At this stage the monitoring measures have not been finalised. This occurs once a Plan is approved, when an SA Statement needs to be prepared that explains how the SA has influenced the Plan's development.

Economy and employment

Major positive effects are anticipated in relation to employment on the basis that employment needs will be met in full, whilst also proposing a range of measures to support the diverse range of established and emerging sectors which contribute to the District's economy. Though levels of deprivation and inequality are relatively low for the District, regeneration and jobs growth are focused in areas that ought to help address these issues where they are more prevalent.

Measures include monitoring the following:

- The amount of employment floorspace developed for B uses;
- The number of farm diversification schemes granted planning permission;
- The number and extent of regeneration schemes completed.

Housing

Major positive effects are predicted as the preferred approach would exceed identified housing need and distribute it broadly across the District. A range of types and tenures of homes will be provided and housing needs within different sections of the community, including specialist housing needs, will be met.

Measures include monitoring the following:

- The number of net annual housing completions broken down per tier in the settlement hierarchy;
- The percentage of homes meeting standards set within the Local Plan;
- The number and percentage of affordable housing units secured.









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