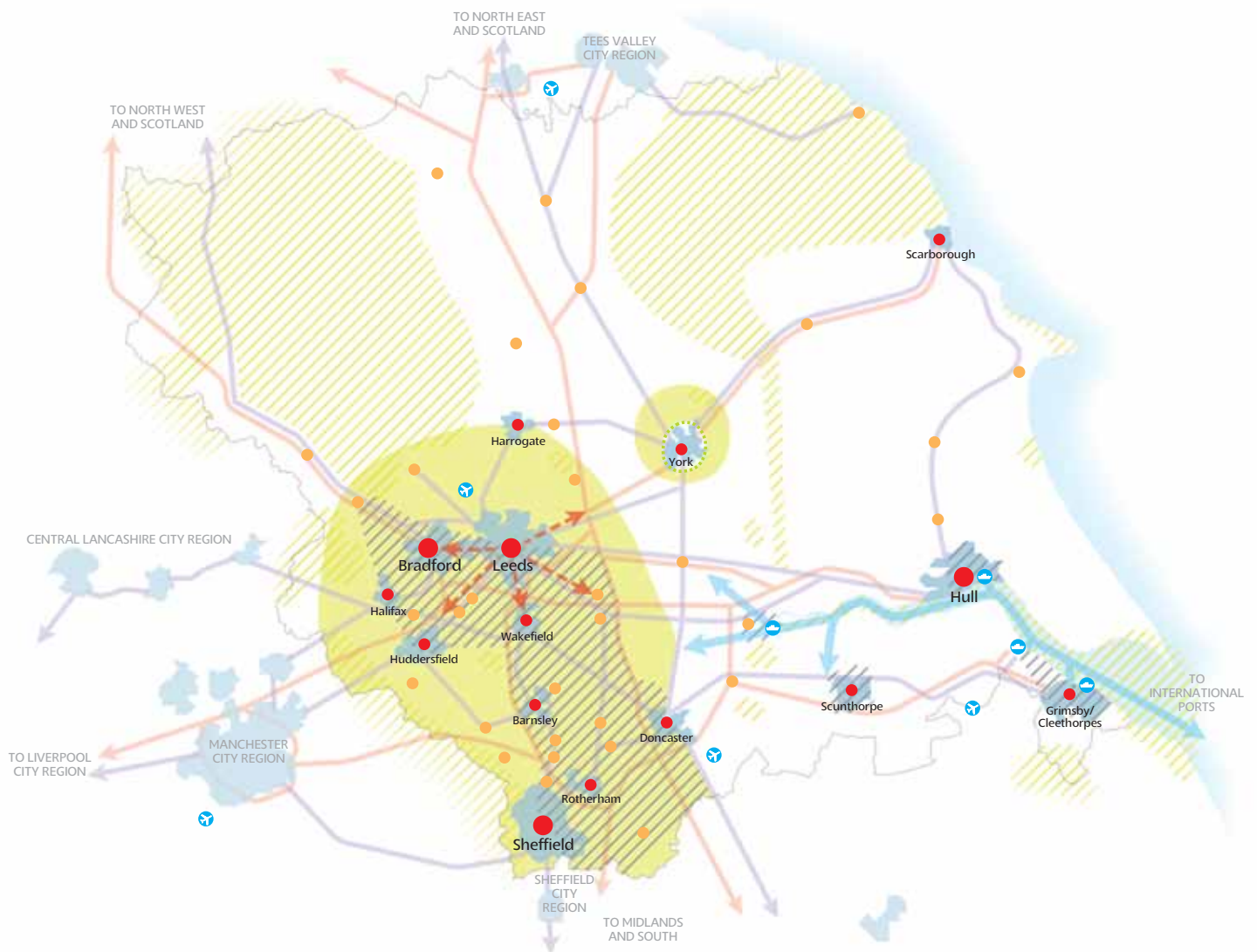




GOVERNMENT OFFICE
FOR YORKSHIRE AND THE HUMBER

The Yorkshire and Humber Plan

Regional Spatial Strategy to 2026



May 2008



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Yorkshire and The Humber to 2026
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Key Diagram

User guide

Document content

The Plan sections group together as four broad parts:

- This User Guide and Section 1 provide background information and guidance on the Plan and the Region.
- Section 2 provides the overall Spatial Vision and Core Approach – setting out the overall strategic direction of the Plan and how it will be delivered.
- Sections 3-9- set out policies for each of the seven sub areas within the Region
- Sections 10-13 set out thematic policies for environment, economy, housing, and transport

General interpretation

The Plan needs to be read as a whole. Policies and their justification must to be considered in an integrated way, and not in any priority order. Development proposals and investment decisions will need to take into account different policies in different sections. This requires integration across topics (such as transport and environment) and between different spatial scales (region wide, sub area and local).

Types of policies

All policies are prefixed by a letter or letters, which relate to their section. All policies are highlighted throughout the document in shaded boxes. They are listed on the contents page. Three types of policies are included:

- Core Approach policies – as set out in section 2
- Sub Area policies – as set out in sections 3-9
- Thematic or specific topic-based policies - as set out in sections 10-13

These three types of policies are different in nature and reflect their linked roles in articulating the Plan's strategy and delivery. Each policy has outcomes and indicators set out appropriate to their particular nature. Where appropriate, targets are also specified. The Core Approach and thematic policies also set out lead implementation roles and mechanisms. These are not spelt out for the Sub Area policies because, in general terms, they will involve all those organisations and mechanisms set out for all of the Core Approach and thematic policies, whereas it would be inappropriate to name specific bodies, programmes and projects relevant at a particular point in time as these would quickly be out of date.

The Plan has been prepared to take account of, rather than merely repeat, national policy. The policies aim to provide clear intent and sense of direction as to what is trying to be achieved for the Region, followed by any spatial priorities of regional or sub-regional significance. This does not mean that there are not other locally important priorities or situations where this policy applies. The Plan policies focus on issues of regional or sub regional significance.

Diagrams

Maps and diagrams are used throughout the document to help describe characteristics and features of the Region and explain policy approaches. Environmental and context diagrams are included as illustrative figures for each sub area. These do not form part of the Key Diagram, neither do they represent inserts to the Key Diagram. The Key Diagram (A3 foldout at the back of this document) shows the main spatial strategy and policy dimensions of the Plan. All maps and diagrams are listed in the contents section.

Section 1

Introduction

- 1.1** This section provides background information on the role, purpose and coverage of the Yorkshire and Humber Plan. As a regional spatial strategy the Plan is about managing places – the ‘spaces’ where we live, work, spend time and move around. It focuses on ‘where things take place’, and on ‘how much’ in terms of relative scales and priorities for development and investment. In a large and diverse region like Yorkshire and Humber the concept of spatial planning is very relevant and, as a consequence, the Yorkshire and Humber Plan (the Plan) plays a key part in planning and shaping its future. Sustainable development is the core principle underpinning the Plan – this is reflected in the Vision and Core Approach and the policies and intended outcomes in all of the sub area and topic-based sections. Achieving the Plan’s intended outcomes, and delivering sustainable development, will require robust action, innovative approaches, and a long term view of development patterns and priorities.
- 1.2** The Plan is the statutory Regional Spatial Strategy (RSS) for Yorkshire and Humber, replacing the RSS for Yorkshire and the Humber (based on a selective review of RPG 12) which was published in December 2004.¹

The purpose of the draft plan

- 1.3** The Plan sets out the Secretary of State for Communities and Local Government’s policies in relation to the development of land within the region. It aims to guide development over the next 15 to 20 years. It influences and is influenced by the economy, housing, transport, the built and natural environment and much more. It helps define the future roles of places; how places work together and, ultimately, about the effect places have on the quality of life that people living in, working in or visiting that area experience. It provides a broad and long term development strategy for the Region and affects everyone in the Region as well as generations to come. It seeks to help the Region become more competitive, meet its housing needs and address its environmental and transport pressures in ways that are sustainable.
- 1.4** The Plan embodies the Regional Transport Strategy. It must be taken into account by local authorities in preparing their Local Development Frameworks and Local Transport Plans. It will also be an important influence on housing, economic development, waste, renaissance and other strategies, and guide the investment plans and priorities of a range of agencies and infrastructure and service providers.
- 1.5** Local Development Documents prepared under the Planning and Compulsory Purchase Act 2004 (the Act) must be in general conformity with the Plan. The Plan will form part of the statutory ‘development plan’ for each district or unitary local authority area, so alongside local policies it now must be taken into account in determining planning applications.
- 1.6** The Plan does not make site-specific allocations of land for development. Its remit is broad locations and the movement of people between these locations. It is a long-term strategy and framework, guiding how things should take place in the future. This relates both to development and investment. A wide range of factors will influence change across the Region. Both global and local actions will have an influence. In some areas responsibilities rest with National Government, in others it may rest outside the control of the Plan.
- 1.7** The Plan forms part of a group of regional strategies. Each regional strategy has its own remit. For example, the Regional Economic Strategy deals with issues about investment and action to deal with economic development and skills issues. The Regional Housing Strategy guides investment and action to address the Region’s housing needs. The RES and RHS were reviewed in 2005 whilst draft RSS was being prepared in order to improve consistency between the three strategies. In the future, these different strategies will be replaced by a single integrated regional strategy.

¹ This Plan and its policies also replaces E8 of the North Yorkshire Structure Plan extended under transitional provisions of Schedule 8 to the Planning Compulsory Purchase Act 2004.

Geographical coverage of the plan

- 1.8 Yorkshire and Humber is one of eight English regions for which RSSs are prepared. Greater London is, effectively, a ninth 'region' for which a London Spatial Plan is prepared. Figure 1.1 shows the Region in the wider English context.

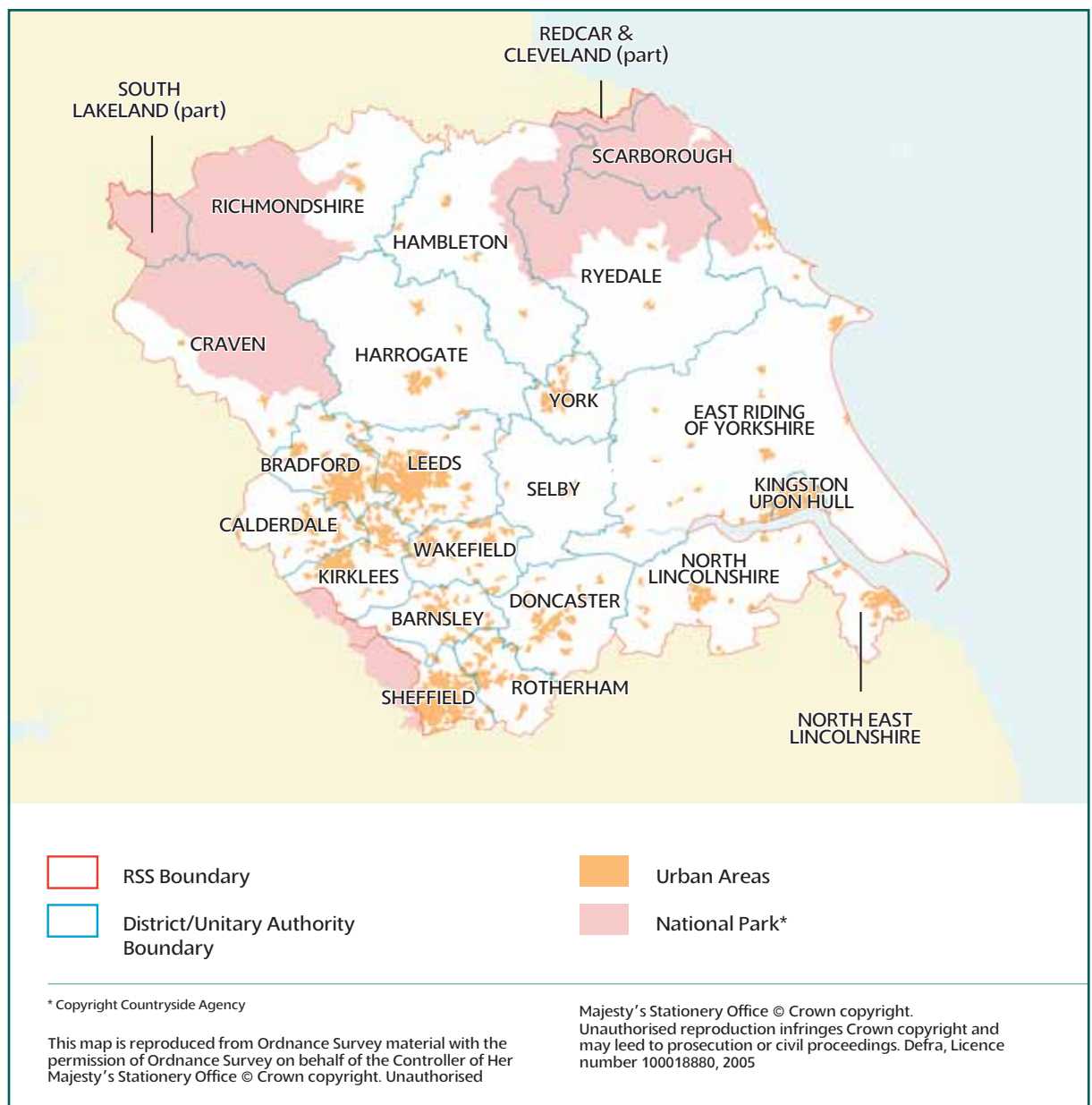
Figure 1.1: The English Regions



- 1.9 Within Yorkshire and Humber there are 24 Planning Authorities, including North Yorkshire County Council, North York Moors National Park and the Yorkshire Dales National Park. The Yorkshire and Humber Plan applies to the following geographical area:
-

- The metropolitan districts of South and West Yorkshire (apart from those parts of Barnsley, Sheffield and Kirklees falling within Peak District National Park which is covered in its entirety by the RSS for East Midlands).
- The City of York, the County of North Yorkshire and the whole of the North York Moors and Yorkshire Dales National Parks (including those parts within the Redcar and Cleveland and South Lakeland Districts).
- The City of Kingston-upon-Hull, and the East Riding of Yorkshire, North Lincolnshire and North East Lincolnshire districts.

Figure 1.2: Planning Authorities covered by the Yorkshire and Humber plan



Plan preparation process

- 1.10** The Yorkshire and Humber Assembly led the preparation of the draft Plan in 2004-2005 in its designated role as Regional Planning Body. As the Assembly is a regional strategic partnership, this work involved all of the Region's local authorities and a wide range and type of partners. 'Advancing Together', the Region's agreed vision and framework for all regional strategies, provided the Plan's starting point. Reviews of the Regional Economic and Housing Strategies were also carried out in 2005 which has helped to achieve consistency between the main regional strategies.
- 1.11** The Assembly's draft Plan was published for consultation in January 2006 and an Examination in Public was held by an independent Panel in September and October 2006. The Panel report was published in May 2007. The Secretary of State's proposed changes were published for consultation between September and December 2007. All responses to these proposed changes were considered before the Plan was finalised.

Strategic environmental assessment, sustainability appraisal and habitats regulations assessment

- 1.12** The Plan has been subject to a Sustainability Appraisal, which incorporates the requirements of the Strategic Environmental Assessment Directive, through all stages of its preparation process. The Assembly published a SA/SEA report alongside the draft Plan in January 2006. The Secretary of State's proposed changes were appraised during their preparation and an updated SA/SEA report published in September 2007 as part of the consultation on the proposed changes. The final changes were also appraised during their preparation and a further update report along with a consolidated report of the whole SA/SEA process are being published with this final version of the Plan. An Appropriate Assessment under the Habitats Regulations was carried out of the draft RSS in 2006 prior to the Examination in Public and this was updated during the preparation of the Proposed Changes and final changes to the RSS. Reports of this process at the various stages have been published alongside this final version of the Plan.

Core evidence base

- 1.13** Significant research and technical work was carried out to provide a broad evidence base for developing the Plan. The reviews of the Regional Economic and Regional Housing Strategies undertaken during 2005 provided a key shared evidence base to inform the revision of the RSS. The SA process has also generated valuable insights and evidence. For the development of the Plan, the Yorkshire and Humber Assembly particularly drew evidence from:
- Annual Monitoring Reports – prepared to measure the performance of the existing Regional Spatial Strategy
 - 'Progress in the Region' – which measures progress against 'Advancing Together' indicators
 - The 'Information Baseline' – prepared for the SEA of the Plan
 - The information base developed for the 'Regional Settlement Study', June 2004
- 1.14** The Secretary of State's proposed changes took account of evidence submitted during the 2006 consultation period and for the Examination in Public, updates to the SA/SEA and the Appropriate Assessment under the Habitats Regulations, and further analysis of potential job growth and employment land, household growth, quantities of waste to be managed, and the strategic highway network. The final changes to the Plan took account of all of the representations made in response to the Proposed Changes and the final updates to the SA/SEA and Appropriate Assessment.
-

Monitoring approach

- 1.15** Monitoring is a critical component in ensuring that the Plan policies are effectively implemented and progress is being made towards its desired outcomes. An annual cycle of monitoring is adopted in the Plan. This facilitates continuous review and enables the charting of progress towards achieving wider regional objectives. A key element of this monitoring will be examining economic and demographic changes, and the relationships with housing and employment-related developments. Connecting “demand” and “supply” in the monitoring framework in this way will be necessary for an effective managed approach to delivering sustainable development in the region.
- 1.16** The Government places increasing importance on the monitoring of RSSs and Local Development Frameworks. It emphasises that regional and local monitoring should complement one another. As Regional Planning Body, the Assembly must submit an Annual Monitoring Report to the Secretary of State no later than the end of February covering the last year ending in March. Local Authorities submit an annual monitoring report to the Secretary of State no later than December of the year it applies. The later submission of the RSS monitoring report is intended to ensure alignment between RSS and Local Development Framework monitoring results and supports a coordinated regional approach to the monitoring of implementation.
- 1.17** The Plan sets out a monitoring framework which is consistent with monitoring guidance provided in Planning Policy Statement (PPS) 11 and the good practice set out in Monitoring of Regional Planning Guidance (ODPM July 2004). It comprises eight headline outcomes which are an integral part of the Spatial Vision along with outcomes related directly to every policy in the Plan. Indicators, expressed in general terms, are set out for each outcome. These, will be monitored annually by the Regional Planning Body, using if necessary “bundles” of more specific indicators related to the general indicator set out in the Plan. The Regional Planning Body will produce an Annual Monitoring Report, using the indicators set out in the Plan to report progress towards achieving the Spatial Vision and outcomes for policies. The AMR will need to explain whether implementation is taking place to deliver the intended outcomes and if not what actions are necessary.
-



Section 2

Spatial vision and core approach

TABLE 2.1: Spatial vision and headline outcomes

In Yorkshire and the Humber over the next 15 to 20 years there will be more sustainable patterns and forms of development, investment and activity, and a greater emphasis on matching needs with opportunities and managing the environment as a key resource. **The following outcomes will be achieved:**

Outcomes	Contextual indicators	Headline indicators
<p>1. The long-term trend of population and investment dispersal away from the Regional and Sub Regional Cities and Towns has been reversed.</p>	Population levels. Population structure. Migration. Economic growth (GVA).	Amount of development by settlement type. Population change by settlement type.
<p>2. Cities and towns have been transformed and are attractive, cohesive and safe places where people want to live, work, invest and spend time in.</p>	Urban renaissance. Population levels. Population structure. Migration. House prices. Crime.	Amount of development by settlement type. Quality of place. Amount of development on previously developed land.
<p>3. Principal Towns are fulfilling their role as focal points for rural communities.</p>	Rural renaissance. Housing affordability. Access to facilities.	Amount of development by settlement type. Quality of place.
<p>4. Urban and rural economies are more diverse and competitive, creating more and better jobs.</p>	Regional productivity. Location of job growth. Sectoral change. Education & skill levels. Business start ups. Unemployment. Income levels. Index of sustainable economic well-being	Amount of land developed for employment by type (B1b, B1c, B2 & B8) by local authority area and settlement type. Amount of retail, office & leisure development in city and town centres.

Continued

TABLE 2.1: Spatial vision and headline outcomes *continued*

In Yorkshire and the Humber over the next 15 to 20 years there will be more sustainable patterns and forms of development, investment and activity, and a greater emphasis on matching needs with opportunities and managing the environment as a key resource. **The following outcomes will be achieved:**

Outcomes	Contextual indicators	Headline indicators
<p>5. Inequalities have been reduced, the health and well-being of the population has improved, and currently excluded communities and areas requiring regeneration have benefited from development and investment.</p>	<p>Unemployment. Basic skills. Workforce skills & training. Culture. Health. Deprivation. Crime. Community well-being. Sport and physical activity.</p>	<p>Amount of development by settlement type and in Regeneration Priority Areas. Change in areas with failing housing markets. Community, sport and green infrastructure provision in Regeneration Priority Areas.</p>
<p>6. People have better accessibility to opportunities and facilities, the use of public transport and walking and cycling has increased, and growth in traffic congestion and transport-related emissions has been addressed.</p>	<p>Traffic volume. Transport use. Access to services.</p>	<p>Accessibility of housing development to public transport services. Progress on achieving modal shift.</p>
<p>7. Environmental quality has been raised, resource demands from development minimised, and the region is responding pro-actively to the global and local effects of climate change.</p>	<p>GHG emissions. Air quality. Water quality. Bathing water quality. Sea level change. Annual temperature & rainfall. Woodland cover. Ecological footprint. Local sites in active management. Wild bird population.</p>	<p>Countryside quality. Condition of SSSIs. Development taking place contrary to sustained objections from EA on flood risk. Amount of waste to landfill. Installed renewable energy capacity.</p>
<p>8. The use of the region's land and existing social, physical and green infrastructure has been optimised.</p>	<p>Urban renaissance. Historic and cultural assets. Countryside quality. Green infrastructure.</p>	<p>Amount of development on previously developed land.</p>

2.1 The Plan has been prepared in an international, national and regional context including:

- World Commission definition of Sustainable Development (1987)
- Kyoto Protocol on climate change (1997)
- European Spatial Development Perspective (1999)
- National planning policy
- Securing the Future (UK Sustainable Development Strategy 2005)
- Northern Way Growth Strategy
- Advancing Together – the Vision and Strategic Framework for Yorkshire and Humber (2004)
- Yorkshire and The Humber Regional Housing Strategy (2005)
- Regional Economic Strategy for Yorkshire and Humber (2006)

2.2 Figure 2.1 illustrates Yorkshire and the Humber in the context of adjoining regions and national and international links.

2.3 Within this context, three scenarios were used to inform the draft revised Plan during 2004-2005:

Scenario A – responding to market forces

Scenario B – matching need with opportunity

Scenario C – managing the environment as a key resource

2.4 To achieve a more sustainable spatial strategy elements of all three scenarios are included in the Spatial Vision. Scenario B places an emphasis on meeting the needs of the whole of the Region, including areas experiencing growth or decline. It has a stronger interventionist basis compared to the other scenarios. The policies in the core approach and in the sub area frameworks have a strong emphasis on addressing these different needs.

2.5 The Spatial Vision is expressed in terms of Outcomes that should be achieved over the next 15-20 years and refers to the need for greater emphasis on a “scenario B” approach. Indicators are set out for each of these Outcomes and these will be used to assess progress towards them through the Annual Monitoring Report. The Core Approach and subsequent policies in the Plan are designed to achieve these outcomes.

Figure 2.1: Adjoining regions, external connections & cross boundary issues



POLICY YH1: Overall approach and key spatial priorities

- A Growth and change will be managed across places and communities in Yorkshire and Humber in order to achieve sustainable development and the Spatial Vision as set out in Table 2.1
- B Plans, strategies, investment decisions and programmes should aim to:
 1. Transform economic, environmental and social conditions in the Regeneration Priority Areas - the older industrialised parts of South Yorkshire, West Yorkshire and the Humber
 2. Manage and spread the benefits of continued growth of the Leeds economy as a European centre of financial and business services
 3. Enhance the role of Sheffield as an important business location within its wider city region
 4. Optimise the opportunities provided by the Humber Ports as an international trade gateway for the region and the country
 5. Support Principal Towns and Local Service Centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy
 6. Protect and enhance the region’s environmental resources including areas of international and national importance, and the character and qualities of the Region’s coast and countryside including for economic and social development
 7. Avoid exacerbating environmental threats to the region and reduce the region’s exposure to those threats
 8. Avoid increasing flood risk, and manage land and river catchments for flood mitigation, renewable energy generation, biodiversity enhancement and increased tree cover
 9. Ensure that transport management and investment support and help deliver the spatial strategy

OUTCOMES

A more sustainable pattern of growth and movement will have been achieved across the Region.
 The Region’ strengths will have been successfully capitalized on and key needs will have been addressed.

INDICATORS

As set out in Table 2.1.

LEAD ROLES

Local Authorities

 Regional, sub regional and local organisations

MAIN MECHANISMS

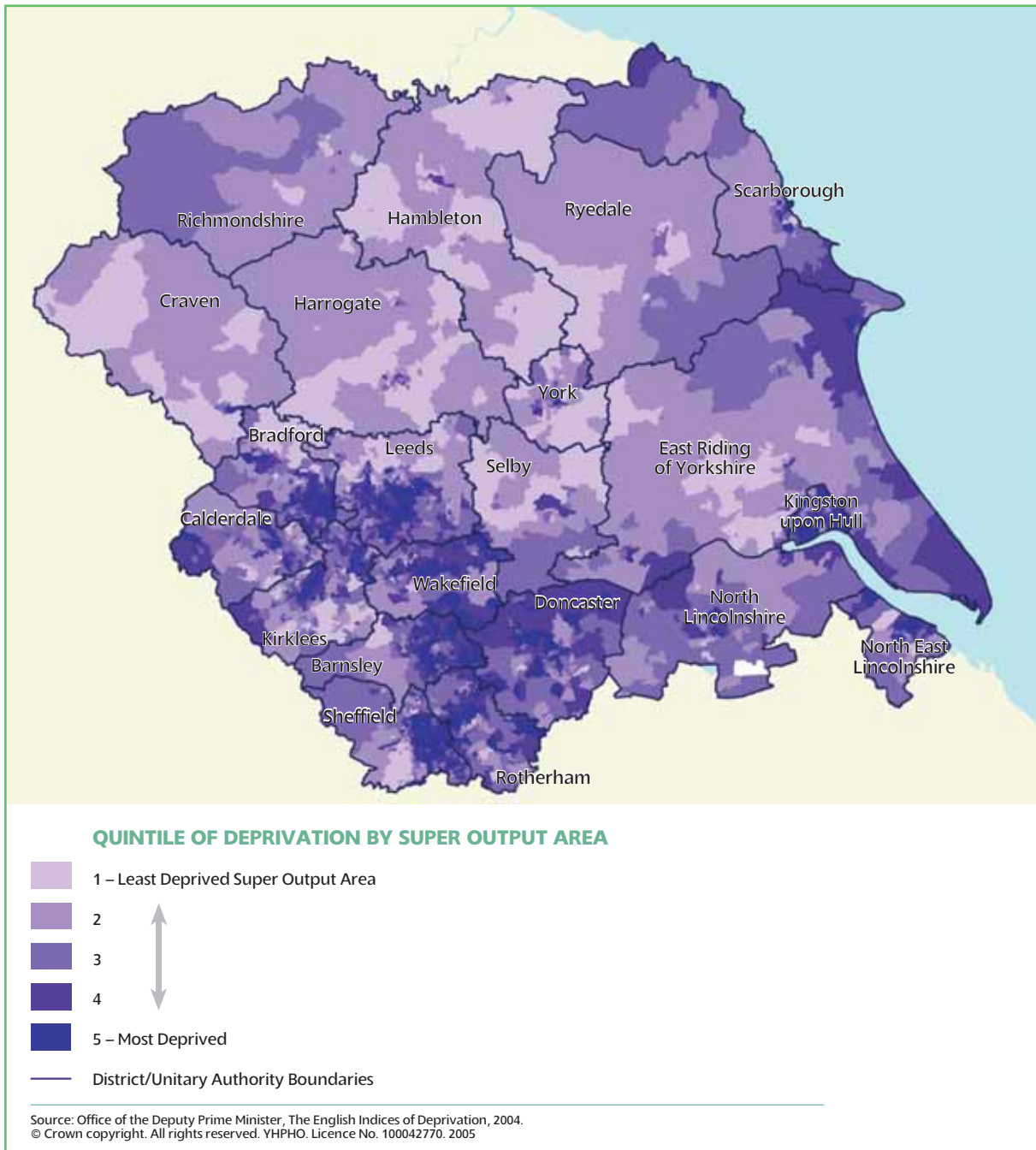
LDFs
 LTPs
 Community strategies.
 Other strategies, plans, programmes and investment decisions.

 Strategies, plans, programmes and investment decisions.

- 2.6** The purpose of Policy YH1 is to state in a simple way what the Plan, at its very core, is seeking to achieve and to establish key priorities for capitalising on and addressing the most strategic strengths and issues across the Region. These high level priorities are further developed through the sub areas.
- 2.7** Most of the Region's Regional and Sub Regional Cities and Towns suffered from population decline during the second half of the twentieth century. This, along with significant economic change, contributed to more concentrated levels of deprivation [as indicated on Figure 2.2]. There is major opportunity to further strengthen and renew the Region's cities and major towns as the prime focus of activity. Much remains to be done to create more attractive living and working environments.
- 2.8** The Region has some of the UK's highest levels of crime and fear of crime. Low levels of education attainment and lack of basic skill requirements are also evident. Significant levels of deprivation are concentrated in many of the urban parts of the Region. In rural and coastal areas, isolation and peripherality also generate significant issues. Overall, there is a need for a more interventionist based approach to connect people in need with opportunities and reduce exclusion and inequalities. Studies show that accessibility to opportunities, facilities and services has a key influence on people's quality of life. The voluntary and community sector will have an essential part to play in helping to address exclusion, inequality and crime.
- 2.9** A good quality environment is critical to the social, economic and environmental well-being of the Region. Pressures on our environmental assets and resources are likely to increase with the demands for growth. The region is particularly susceptible to a number of environmental threats such as coastal erosion, flooding, atmospheric pollution and soil degradation, as well as the multi-faceted impacts of climate change. Positive, responsible environment management will be vital to safeguard and improve our environment, including air quality, and the well-being of people in the region.
- 2.10** The Region's economy has grown recently, but dynamics of change in global, national and local economies means that growth and productivity gains remain key regional priorities. The major loss of manufacturing jobs and the growth of the service based economy has produced disparate economic conditions and prospects around the Region.
- 2.11** Patterns of growth in the past have contributed to congestion, pollution, isolation and urban disinvestments. More efficient and environmentally friendly movement patterns will be required to support a competitive economy, healthier lifestyles and a quality environment.
- 2.12** Many parts of the Region continue to need to be restructured and the legacies left by past industrialisation addressed. The industrial age has provided a rich and distinctive character and heritage to the Region and had a marked effect on communities and the physical environment. The Northern Way initiative reflects the need for the Region's cities to act as the powerhouses of new economic growth in the UK. This will be a key means to achieve economic transformation.
- 2.13** The Region needs, over the long term, to capitalise on existing strengths, unlock potential and to improve the quality of life, prosperity and health of current and future generations. Economic, social and environmental progress has been uneven across the Region. Continued unbalanced development will threaten the future quality of life and competitiveness of the Region – with 'overheating' of already successful areas (through congestion, and reduced environmental quality) and a 'failure to capitalise' on the latent strengths of under-performing areas.
- 2.14** The recent growth of the regional economy has been fuelled by the significant expansion of knowledge, business and financial services industries as part of the 'Leeds Economy'. Maintaining and sharing out the benefits of this growth is a key regional challenge.
-

- 2.15** The Humber Ports are a national asset and a unique resource for the Region. This port complex includes access to deep water facilities and the UK's most inland port. The Humber Ports enable the Region to access national and international markets. Further development of the Humber Ports should be realised within the context of the RSS's objective of maintaining the integrity of internationally important biodiversity sites such as the Humber Estuary cSAC, SPA and Ramsar site. This will require a proactive and strategic approach to the resolution of potentially conflicting interests around the estuary. The development of more detailed strategies, policies and proposals will be subject to Appropriate Assessment as required under the Habitat Regulations, determining the extent to which both objectives can be achieved without the requirement to establish Imperative Reasons of Overriding Public Interest and develop appropriate forms of habitat compensation.
- 2.16** The Region is large and diverse, in terms of land area it is mainly rural in character. Market, coastal and other towns need to provide a strong focus for local communities, in terms of service provision and employment and housing opportunities. This will help to promote greater self-sufficiency in rural areas. The Region offers a high quality environment, including National Parks, Heritage Coasts and Areas of Outstanding Natural Beauty. The character and qualities of the countryside and coast needs to be protected and enhanced in their own right. It also offers a key opportunity to stimulate new economic activity, particularly for more isolated and peripheral areas.
-

Figure 2.2: Indices of deprivation



POLICY YH2: Climate change and resource use

Plans, strategies, investment decisions and programmes should:

- A** Help to meet the target set out in the RES to reduce greenhouse gas emissions in the region in 2016 by 20-25% (compared to 1990 levels) with further reductions thereafter by:
 1. Increasing population, development and activity in cities and towns
 2. Encouraging better energy, resource, and water efficient buildings
 3. Minimising resource demands from development
 4. Reducing traffic growth through appropriate location of development, demand management, and improving public transport and facilities for walking and cycling
 5. Encouraging redevelopment of previously developed land
 6. Facilitating effective waste management
 7. Increasing renewable energy capacity and carbon capture
- B** Plan for the successful adaptation to the predicted impacts of climate change by:
 1. Minimising threats from and impact of coastal erosion, increased flood risk, increased storminess, habitat disturbance, increased pressure on water resources, supply and drainage systems;
 2. Maximising opportunities from: increased growing season; greater tourism potential; and warmer urban environments.

OUTCOMES	INDICATORS	TARGETS
Greenhouse Gas Emissions will have been reduced	Greenhouse gas emissions.	Reduce GHG emissions from the region in 2016 by 20-25% (compared to 1990 levels) with further reductions thereafter.
The Region will continue to adapt successfully to the predicted impacts of climate change.	Number of planning permissions granted contrary to sustained objections from Environment Agency about flood risk.	Nil planning permissions granted contrary to sustained objection from Environment Agency.
Resource use will have reduced	Energy, resource and water efficiency of buildings. Renewable energy capacity. Waste management facilities.	Increase average home energy rating to SAP 65 by 2016 for all stock. All new publicly funded housing meets at least level 3 of the Code for Sustainable Homes. All new Regional Development Agency funded development meets at least BREEAM "very good".

LEAD ROLES	MAIN MECHANISMS
Local Authorities	LDFs LTPs Other strategies, plans, programmes and investment decisions.
Regional, sub regional and local organisations	Strategies, plans, programmes and investment decisions.

- 2.17** Clear evidence shows that greenhouse gas emissions (particularly CO₂) from domestic, industrial and transport-related energy uses are causing climate change, and will continue to do so for decades to come. This has potentially devastating consequences to the global environment, and poses a significant threat to social cohesion and economic systems.
- 2.18** The Government has set a national target to reduce GHG emissions by 12.5% below 1990 levels over the period 2008 – 2012 and move towards a 20% cut in CO₂ below 1990 levels by 2010 (and aiming towards a 60% cut by 2050). The regional target referred to in policy YH2 is that committed to in the RES. Achieving this target, and ensuring reduced greenhouse gas emissions in the longer term, will require a wide range of actions, many of which fall outside the scope of RSS. The target is intended to provide a strategic framework for these actions, to inform forward planning and for monitoring purposes. Monitoring progress towards the target will be important and this may lead to revisions to this Plan and other strategies, plans and programmes. It will not however be appropriate to use this as a basis for making decisions on individual development proposals. The region's Climate Change Action Plan with its three year programme, adopted in 2006, highlights some of those actions. When reviewed in 2008 it will have a valuable role in helping to promote and monitor reduced greenhouse gas emissions and regional adaptation to climate change.
- 2.19** Studies by Cambridge Econometrics identify current greenhouse gas emissions produced in the Region by source. It shows how power generation from the power stations (Drax, Eggborough, Ferrybridge) account for at least half of the Region's emissions, and also shows projected estimates by source. It shows how power generation will still account for most of the Region's greenhouse gas emissions, and that, at present, the Region itself is unlikely to meet its reduction targets. This necessitates a greater prioritisation on reducing greenhouse gas emissions.
- 2.20** Although spatial policy can influence transport, economic development, housing, energy, waste and infrastructure, the Plan has little direct influence over emissions from existing housing, power generation infrastructure, industry and commerce. However, other plans, strategies, programmes and investment decisions (especially in the Regional Economic Strategy) have an opportunity to influence these issues, and should therefore also find ways to reduce emissions.
- 2.21** Perhaps the greatest impact the Plan can have on greenhouse gases is through increased urban density and related public transport networks, especially in the Leeds City Region. This will have the added benefits of making public transport more viable, and helping to achieve a transformation of urban areas.
- 2.22** The Climate Change Impacts Scoping Study for the Region establishes climatic scenarios for the 2020s, 2050s and 2080s, and shows that the climate will get warmer, with winters becoming wetter and summers drier. It also shows that there will be increases in rainfall intensity, and that extreme events, such as droughts and floods, will become more frequent, leading to impacts with varying consequences for quality of life.
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- 2.23** Specific threats to the Region from climate change include: continued erosion of the east coast; increased flood risk and loss of inter-tidal habitats in the Humber Estuary; loss of montane heathland in the Pennines; loss of peat bogs in the North Yorks Moors and Humberhead Levels; increased winter flood risk in the Vale of York and Aire/Calder river catchments; increased pressure on urban water supply and drainage systems; increased risk of Sherwood Sandstone aquifer depletion. General opportunities include: increased growing season, greater tourism potential; and warmer urban environments.
- 2.24** The UKCIP 2008 climate change projections will provide a greater level of spatial detail, greater clarity on the likelihood of different climate change impacts occurring over time, and support better risk-based decision-making in the region. The challenge to local authorities and others in the Region is therefore to take a twin-track approach to climate change using the most up-to-date information available. This entails reducing emissions and adapting to impacts, and planning for future development accordingly. The sub area sections address this in more specific spatial terms. Issues such as flood risk, water, energy and modal shift are addressed in more detail in sections 10 and 13. This twin track approach should also reflect the importance of managing the region's unique environmental resources, including maintaining the integrity of internationally important biodiversity sites, and the increasingly important role of green infrastructure in helping urban areas adapt to climate change.
- 2.25** The Government provides annual electricity and gas consumption information at a local level to support regional greenhouse gas and emissions monitoring work. Further work to improve monitoring to provide more detailed annual emissions information at regional, sub-regional and local level is required.

POLICY YH3: Working together

Plans, strategies, investment decisions and programmes should be based on:

A Effective collaboration between areas within the Region, particularly to:

1. Support the renewal and regeneration of urban and rural areas
2. Address low and high housing demand
3. Balance housing with current and future employment opportunities
4. Promote networks of different places with complementary roles, based on their own strengths and characteristics
5. Realise the potential of City Regions and ensure that benefits are spread across them
6. Achieve effective environmental management and enhancement and address climate change

B Effective collaboration between areas in adjoining regions, particularly to:

1. Manage development to support urban regeneration and housing market renewal in the Tees Valley and South Yorkshire
2. Make the best use of inter-regional road and particularly rail and water transport links
3. Achieve effective coastal, landscape and environmental management and enhancement

OUTCOMES	INDICATORS
All plans, strategies and investment decisions have collectively achieved identified regional priorities.	Conformity of LDFs with RSS.
There has been successful collaboration with adjoining regions to achieve a better performing North of England.	Performance of North of England.

LEAD ROLES	MAIN MECHANISMS
Local Authorities	LDFs LTPs Other strategies, plans, programmes and investment decisions.
Regional, sub regional and local organisations	Strategies, plans, programmes and investment decisions.

- 2.26** Realising the Plan's policies requires wide-ranging collaboration and co-operation. Policy YH3 identifies key issues and opportunities for joint working in and beyond the Region.
- 2.27** Regeneration and the need to address frail and fragile housing markets provides a key impetus for joint spatial planning. Similarly an approach of balancing homes and jobs will require cross-boundary analysis and working.
- 2.28** Within the Region, there are many different and distinctive urban, coastal and rural settlements – a multi-centred (or polycentric) model of managing change and development offers a framework for planning the Region's future. On the basis that not everywhere can offer every service or meet every need, it is important that places across the Region are well connected and recognise inter-dependencies so that complementary, rather than competing roles are developed. City Region Development Programmes provide a key mechanism for collaborative working to fully realise the economic value of the Region's cities and their hinterlands. This issue transcends regional boundaries given the close relationships of parts of the Region with the North East, North West and East Midlands regions.
- 2.29** This focus on co-operation rather than competition does not support the domination of one area over others. It seeks to overcome the concept of core and peripheral areas, which is relevant to this Region given the remoteness of many parts of the Region to larger centres and the pattern of city regions.
- 2.30** There are very strong functional linkages with adjoining regions which influence how people, live, shop, work and access leisure and cultural facilities. Spatial planning in the Yorkshire and Humber Region has an important role to play in realising regeneration and renewal objectives elsewhere. These links are further developed in the Plan's sub area frameworks.
- 2.31** Transport routes in the Region form part of a key national and Trans European network -including the East Coast and Midland mainline railways, many canals, the M1, A1 (M) and M62 motorways and access to ports and airports. Transport is a key opportunity area for improving the economic competitiveness of the North of England creating the need for joint management and planning approaches and requires effective collaboration between regions. National Parks, Special Protection Areas, Areas of Outstanding Natural Beauty, river catchments, coastal systems and flood risk areas also cross regional boundaries.
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POLICY YH4: Regional cities and sub regional cities and towns

- A** Regional Cities and Sub Regional Cities and Towns should be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities in the region.
- B** Regional Cities and Sub Regional Cities and Towns will be transformed into attractive, cohesive and safe places where people want to live, work, invest, and spend time in. Plans, strategies, investment decisions and programmes should:
 1. Achieve a radically more modern and wider range of housing and employment premises
 2. Develop a strong sense of place with a high quality of public realm and well designed buildings within a clear framework of routes and spaces
 3. Create new and improve existing networks, corridors and areas of green space, including the urban fringe to enhance biodiversity and recreation
 4. Strengthen the identity and roles of city and town centres as accessible and vibrant focal points for high trip generating uses
 5. Improve public transport systems and services and increase opportunities for walking and cycling

OUTCOMES	INDICATORS	TARGETS
The Region's cities and towns will provide a high quality of place and will be desirable places to live, work and visit.	Indicators set out in Table 2.1 in relation to Regional Cities and Sub Regional Cities and Towns	More than 50% of housing development in the region as a whole to be focussed on the Regional and Sub Regional Cities and Towns.

LEAD ROLES	MAIN MECHANISMS
Local authorities	LDFs Development control LTPs Community strategies Other strategies, plans, programmes and investment decisions.
Regional, sub regional and local organisations	Strategies, plans, programmes and investment decisions.

2.32 Policy YH4 applies to the four Regional Cities (Bradford, Hull, Leeds and Sheffield) and eleven Sub Regional Cities and Towns identified on the Key Diagram, Figure 2.3 and in the sub area sections. These places provide the main focus of employment, shopping and health, leisure, business and public services in the Region. They are based on the Regional Settlement Study (2004).

- 2.33** Focusing development, investment and activity on these Regional and Sub Regional Cities and Towns offers the greatest scope to: re-use land and buildings; make the most of existing infrastructure and investment; reduce greenhouse gas emissions and related impacts by reducing the need to travel; maximise accessibility between homes, services and jobs; foster wide-ranging inclusion and, encourage the use of public transport. Around half of households in the region as a whole currently live in the 15 Regional and Sub Regional Cities and Towns, although the proportion varies considerably between districts. In all districts, housing growth should be located so that the proportion of households living in the relevant Sub Regional City or Town increases, and the regional target of at least 50% should be sustained over the Plan period.
- 2.34** The Region has major unfinished business to achieve urban renaissance. The Region's industrial legacy presents both major opportunities and significant constraints. Over the last century, urban areas have often been neglected, with a relatively slow pace of renewal and change. Much progress has been made over recent years, such as increased city centre living and more brownfield development. However, much of the physical fabric of urban areas remains outmoded for modern day living and working and meeting the needs of the 21st century.
- 2.35** It is vital that the momentum of urban renewal is not only maintained but increased. Major 'step change' is required to deliver high quality urban places. Comprehensive and co-ordinated action will be required to counter negative images, deal with social exclusion, reduce high crime rates, raise education standards and provide for better amenity. This will help to foster cohesive communities and retain families.
- 2.36** The Region's legacy from the industrial age remains a powerful influence on the nature of its people and community. It has shaped the fundamentals of many of the Region's cities and towns. Alongside a legacy of fine civic buildings and parks and gardens, there are often less welcome stocks of older houses and industrial buildings, which cannot really be adopted to today's and tomorrow's needs. Where markets for housing and business premises are weak, this has often led to concentrations of physical decline and under-investment often with high levels of exclusion.
- 2.37** Greater emphasis needs to be placed on the design and management of the public realm. Well-designed places, buildings and public places are essential to achieving and sustaining urban renaissance and reducing crime. Open spaces have a vital role to play. Parks, squares, greens and wildlife areas can all help create a stronger and more attractive identity – with more opportunities for leisure and recreation, increased biodiversity and healthier lifestyles.
- 2.38** Cities and large towns are key drivers of the economy and their centres have a key role to play in realising opportunities in the more serviced based and knowledge driven economy. The focus on 15 regional and sub regional cities and towns (and the follow through in the Sub Area sections) provides for a balanced range of investment to take place across the Region to foster a strong network of places. Compact places, designed to increase the use of public transport, walking, and cycling will help to make the Region's cities and towns livelier, more attractive and more environmentally friendly.
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Figure 2.3: The region's settlement network



POLICY YH5: Principal towns

- A** Principal Towns should be the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.
- B** The roles of Principal Towns as accessible and vibrant places to live, work and invest should be enhanced. Plans, strategies, investment decisions and programmes should:
1. Improve accessibility from surrounding areas and improve their function as hubs for transport services and interchange
 2. Improve public transport links between Principal Towns and with Regional and Sub Regional Cities and Towns
 3. Ensure that they provide the main focus for employment development in rural areas
 4. Enhance the vitality and viability of town centres
 5. Achieve a high standard of design that protects and enhances local settings, character, distinctiveness and heritage.
- C** LDFs should include the Principal Towns indicated on the Key Diagram and may in particular circumstances supported by compelling evidence include other towns provided that they:
1. Support delivery of the Core Approach and transformation of Regeneration Priority Areas; and
 2. Will provide employment, community facilities and services for local and surrounding populations; and
 3. Will have good accessibility by public transport to Regional Cities and Sub Regional Cities and Towns; and
 4. Have capacity to accommodate development in accordance with policy YH7 without harm to the town's environment and character; and
 5. Have potential to develop a role that complements and supports the wider settlement network.

OUTCOMES

Principal Towns will have been strengthened as the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities

INDICATORS

Indicators set out in Table 2.1 in relation to Principal Towns.

LEAD ROLES

Local authorities

Regional, sub regional and local organisations

MAIN MECHANISMS

LDFs
Development control
LTPs
Community strategies.
Other strategies, plans, programmes and investment decisions.

Strategies, plans, programmes and investment decisions.

- 2.39** The Principal Towns identified in the Plan (Key Diagram, Figure 2.3 and in the Sub Area sections) are derived from the Regional Settlement Study (2004) and from the South Yorkshire Settlement Study (2005). They vary in size and function but fulfil a regionally significant role as service, employment and transport hubs for their surrounding areas. These towns will provide an important focal point for services, facilities and employment – complementing and supporting the roles of the Regional and Sub-Regional Cities and Towns. This focus supports a pattern of service centres to meet the needs of rural areas and support a balanced pattern of development across the Region. Relative to the overall number of settlements in the Region, a local development focus on these 32 towns provides an efficient and concentrated approach to investment and service delivery.
- 2.40** Whilst LDFs will be expected to reflect this approach and focus on the 32 Principal Towns identified in the Plan, part C of policy YH6 sets out criteria to be used in deciding whether additional towns should also be identified. It will not be appropriate for there to be a significant increase in the number of Principal Towns in the region as a whole as this would be likely to undermine the core approach. However, in some South and West Yorkshire districts, it is likely that there will need to be some additional Principal Towns identified. This is because of the particular settlement pattern in those metropolitan districts, where there are numerous medium sized towns, relatively close to Regional and Sub Regional Cities and Towns, which don't perform the same service centre role as towns in more rural parts of the region. It may be appropriate for some of these towns to develop an enhanced role in order to support the transformation of the Regeneration Priority Areas, in which case they should be identified as Principal Towns in LDFs provided that the criteria in the policy are met, taking account of regeneration initiatives such as the National Coalfield Programme and Housing Market Renewal.
- 2.41** It is important that public transport services enable local communities to access services, facilities and employment opportunities in the Principal Towns. Transport is fundamental in enabling settlements to function as a network of different places fulfilling different roles and providing different opportunities.
- 2.42** In rural areas, market towns have a key role to play as hubs for the rural economy and as service centres, providing locally based employment opportunities. Town centres provide a key focus for commercial, service and cultural activity. Improving the performance, management and attractiveness of town centres is important to the future roles of towns across the Region.
- 2.43** The recent growth of many of the Region's market towns has placed considerable pressures on local character, environment, infrastructure and services. It is important that the character and distinctiveness of towns is protected and enhanced – for economic, environmental and social reasons. Open spaces within settlements, edges and settings and historic buildings, areas and street patterns all have a strong influence on the character and distinctiveness of many of the Region's towns.

POLICY YH6: Local service centres and rural and coastal areas

Local Service Centres and rural and coastal areas will be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource. Plans, strategies, investment decisions and programmes should:

1. Achieve a high standard of design that protects and enhances settlement and landscape diversity and character
2. Support innovative means of accessing and delivering services
3. Retain and improve local services and facilities, particularly in Local Service Centres
4. Support economic diversification
5. Meet locally generated needs for both market and affordable housing

OUTCOMES	INDICATORS
Local Service Centres and coastal and rural areas will have been enhanced and protected, and will provide an excellent environmental, economic and social framework to meet needs.	Indicators set out in Table 2.1 in relation to Local Service Centres and coastal and rural areas.

LEAD ROLES	MAIN MECHANISMS
Local authorities	LDFs Development control LTPs Community strategies. Other strategies, plans, programmes and investment decisions
Regional, sub regional and local organisations	Strategies, plans, programmes and investment decisions.

- 2.44** The Region's rural areas are very diverse. There are remote rural areas in the north and east parts of the Region, more accessible rural areas to the west and south and a large expanse of coastal land to the east. As identified in the Index of Multiple Deprivation, there are also key rural areas that are particularly 'lagging' in terms of income, health, education and environment. These are concentrated in the South Pennines, coastal and some South Yorkshire coalfield areas.
- 2.45** The Yorkshire and Humber Rural Framework has identified the Region's rural priorities. Many of the issues that affect rural areas also affect the Region's urban areas. Addressing common issues of exclusion and deprivation requires a range of actions – one size will not fit all. Rural areas contribute to the prosperity of the whole Region, therefore it is key to recognise and improve the relationships between our rural and urban areas, and ensure that urban-based services address exclusion and deprivation in their rural hinterlands.
- 2.46** 80% of the Region is rural in nature and home to 20% of the Region's population. It is important that we harness the strengths and resources of rural areas to the benefit of the Region as a whole and to develop a viable future for rural communities. There is a need to ensure that the countryside is enhanced and provides a 'functional landscape' where development draws on and sustains the natural, cultural and historic environment of the Region. Using appropriate materials and a good quality of design is important to safeguarding and enhancing local character. Effective environmental stewardship is vital in terms of economic restructuring in rural areas and addressing climate change issues. Ensuring that local people have access to local services is important to the quality of life experienced by rural communities.
- 2.47** A slower pace and scale of growth, compared to urban areas, forms the overall approach in rural areas, with development being focussed on Local Service Centres. LDFs will need to identify Local Service Centres i.e. towns and villages that provide services and facilities that serve the needs of, and are accessible to, people living in the surrounding rural areas. In thinly populated rural areas these are often significant centres for fairly extensive catchments. The Regional Settlement Study (2004) identified over 200 Local Service Centres and provides a starting point for LDFs but is not exhaustive. Local Service Centres include a wide range of settlement types and sizes including small towns and large rural villages.

- 2.48** The Plan seeks to prevent the dispersal of development to smaller settlements and open countryside. Dispersed development has been an evident trend across much of the Region over recent decades, as many villages and smaller towns have seen significant expansion. Local Development Frameworks should establish local development needs that are essential to support smaller settlements and appropriate limited types of development in the open countryside in line with PPS7.
- 2.49** The number of people directly employed in agriculture is expected to continue to decline. There is a key need to address the loss of employment in traditional industries and meet the challenges provided by the reforms to the European Union's Common Agricultural Policy (CAP). The Rural Evidence Base for Yorkshire and Humber 2005 highlights how rapid in-migration (particularly by families) into rural areas is causing an acute problem in terms of affordable housing, related infrastructure and services and a net loss of young people. This creates key needs to provide affordable housing and to generate employment opportunities through new activities.

POLICY YH7: Location of development

- A** After determining the distribution of development between cities and towns in accordance with policies YH4, YH5 and YH6, local planning authorities should allocate sites by giving:
1. First priority to the re-use of previously developed land and buildings and the more effective use of existing developed areas within the relevant city or town
 2. Second priority to other suitable infill opportunities within the relevant city or town
 3. Third priority to extensions to the relevant city or town
- B** In identifying sites for development, local planning authorities should adopt a transport-orientated approach to ensure that development:
1. Makes the best use of existing transport infrastructure and capacity
 2. Takes into account capacity constraints and deliverable improvements, particularly in relation to junctions on the Strategic Road Network
 3. Complies with the public transport accessibility criteria set out in Tables 13.8 and 13.9 and maximises accessibility by walking and cycling
 4. Maximises the use of rail and water for uses generating large freight movements
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OUTCOMES	INDICATORS
<p>A more concentrated and transport orientated pattern of development will be realised, which makes best use of land, buildings and infrastructure.</p>	<p>Amount of development by settlement type.</p> <p>Amount and percentage of housing development on previously developed land.</p> <p>Conformity with accessibility standards set out in Tables 13.8 and 13.9.</p> <p>Conformity with transport investment and management priorities set out in Table 13.24.</p> <p>Reduction in congestion on the Strategic Road Network.</p> <p>Number of journeys undertaken by public transport.</p> <p>Number of planning applications supported by an approved Transport Assessment and Travel Plan.</p>

LEAD ROLES	MAIN MECHANISMS
Local authorities	LDFs

- 2.50** Policies YH4, 5, and 6 require a more concentrated pattern of development across the Region focused on the Regional and Sub Regional Cities and Towns and Principal Towns shown on Figure 2.3 and the Key Diagram. Those policies are intended to guide the distribution of development between settlements in LDFs. Policy YH7 is intended to provide a framework for choosing locations within and, if necessary, adjoining a city or town once those strategic decisions about how much development should be focussed there have been made (it is not intended to be used as a development control tool). A concentrated approach ties into existing infrastructure networks and existing investment plans. In terms of meeting future demands for gas, electricity and water, no strategic network constraints have been identified in the Region.
- 2.51** In distributing land for development local planning authorities will also need to take into account other policies in the Plan. It is important that LDF Core Strategies deliver a concentrated approach to development in line with Policy YH7. There is a need to have stronger control over the level of development coming forward in often small and relatively remote towns and villages. The requirements of other Plan policies (such as on flood risk), local characteristics and practical issues, such as existing commitments, will have an appropriate influence on the approach adopted locally.
- 2.52** A sequential approach is fundamental in allocating specific sites for development and will help to:
- Deliver the development focus of policies YH4, YH5 and YH6
 - Make better use of underused land and buildings and existing infrastructure and services
 - Strengthen the commercial and cultural roles and vibrancy of cities and town centres
 - Minimise both the need to travel and to develop greenfield sites
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- 2.53** There has been a significant focus on re-using 'brownfield sites' in the Region over recent years. Policy YH5 promotes transforming urban areas. This will require a more radical approach of re-engineering and re-modelling existing urban areas. Continued economic change will provide new opportunities to think about how we make the best use of land and buildings within our cities and towns.
- 2.54** It is important that valuable habitats and open spaces are retained within settlements and that a vibrant mix of land uses is maintained – the application of policy YH7 should not be at the expense of driving out important employment and community uses from the hearts of towns and cities. Avoiding significant adverse environmental impacts and promoting the integration of transport and land use are key factors in achieving more sustainable development.
- 2.55** Policy YH7C requires a more transport orientated approach to development, whether sites are in inner or peripheral areas. This approach places an emphasis on public transport (planned or existing) routes as a key factor for locating or intensifying development. This also provides the scope to foster 'walkable' neighbourhoods clustered along corridors.
- 2.56** Public transport corridors should radiate from within settlements to link into main centres of activity and provide the scope for prioritised, high quality and efficient public transport services. Railway stations, park and ride sites and locations along bus routes can all act as 'nodes' for development to encourage a greater use of public transport. In terms of any peripheral growth areas public transport routes can provide a structure to safeguard or create green wedges of open space or countryside. The transport orientated approach does not seek to 'eliminate' the car – but balance and reduce its use. Dual careers, the decentralisation of activities and greater specialisation and increased leisure time are all inducing growth in the need to travel. This Plan's policies, including the Regional Transport Strategy, seek to ensure that more of these journeys are made by public transport, foot and cycle.
- 2.57** Policy YH7 also provides a framework for existing development plan allocations to be reviewed to ensure that sites are confirmed, de-allocated or re-allocated, for the most suitable use. This will ensure that:
- The scale and location of future development supports and delivers the strategy and policies of the Plan
 - Re-allocation takes place of land which is allocated in a development plan for a purpose for which there has been no interest in the past or is likely to be forthcoming unless there is a strategic basis to retain the existing allocation
 - Confirmed development commitment should be accessible by a range of transport modes and maximise opportunities to achieve environmental, social, and economic benefits for local communities.
-

POLICY YH8: Green infrastructure

- A** Areas and networks of green infrastructure will be identified, protected, created, extended, enhanced, managed and maintained throughout the region to ensure that an improved, accessible and healthy environment is available for the benefit of present and future communities whilst protecting the integrity of internationally important biodiversity sites
- B** LDFs should:
1. Define a hierarchy of green infrastructure, in terms of location, function, size and levels of use, at every spatial scale and across all areas of the region based on analysis of existing natural, historic, cultural, sport and playing field, and river and landscape assets, including the identification of new assets required to deliver green infrastructure;
 2. Identify and require the retention and provision of substantial connected networks of green infrastructure, particularly in urban, urban fringe and adjacent countryside areas;
 3. Ensure that policies have regard to the economic and social as well as environmental benefits of green infrastructure assets; and
 4. Identify the functional role of green infrastructure in supporting the provision of renewable energy, urban microclimate control, and flood risk management.
- C** Assets of particular significance for the protection and enhancement of green infrastructure include national and inter-regional trails (policy T5E), floodplains (policy ENV1), woodlands (policy ENV6), biodiversity (policy ENV8) and heritage (policy ENV9) and distinctive landscapes (policy ENV10).

OUTCOMES

Green infrastructure has improved and a more accessible and healthy environment is available

Social and economic benefits of green infrastructure recognised and promoted in local and sub regional strategies and plans

INDICATORS

Amount, type accessibility and quality of green infrastructure.
No loss of playing fields to development.

Health and wellbeing.

TARGETS

Nil planning permissions granted contrary to sustained objection from Sport England.

LEAD ROLES	MAIN MECHANISMS
Local Authorities.	LDFs. Development control.
Forestry Commission.	Regional Forestry Strategy English Woodland Grant Scheme.
Community Forest Partnerships	South Yorkshire Forest Plan White Rose Forest Plan (West Yorkshire) HEYWOOD strategy (Hull & East Riding)
Environment Agency	Strategies, plans and programmes.
Natural England	Strategies, plans and programmes.
Sport England	Yorkshire Plan for Sport

- 2.58** Green Infrastructure (GI) is an important component of ensuring future development provides positive benefits for the region and helps deliver sustainable communities. GI includes strategic networks of accessible, multifunctional sites (including playing fields, parks, woodland, informal open spaces, nature reserves and historic sites) as well as linkages (such as the principal transport corridors, river corridors and floodplains, wildlife corridors and greenways). These contribute to maintaining the region's biodiversity and environmental quality as well as people's well-being. GI networks should consist of a series of features (both existing and new), appropriate at various spatial scales, preferably with links connecting smaller, more local sites with larger, more strategic ones, including the region's National Parks and key nationally and internationally important habitats. Networks can provide links between town and country, between different parts of an urban area, and between existing and new development. Linear GI (greenways and riparian areas along rivers, streams, canals etc) is integral in securing connectivity for wildlife and accessibility for people. GI also offers potential benefits in terms of responding to climate change and its impacts, including mitigating flood risk by putting areas unsuitable for built development into a variety of green infrastructure uses.
- 2.59** GI networks should consist of a series of features (both existing and new), appropriate at various spatial scales, preferably with links connecting smaller, more local sites with larger, more strategic ones, including the region's National Parks and key nationally and internationally important habitats. Networks can provide links between town and country, between different parts of an urban area, and between existing and new development. Linear GI (greenways and areas along rivers, streams, canals etc) is integral in securing connectivity for wildlife and its adaptation to the impacts of climate change, and accessibility for people.
- 2.60** Policy YH8 will need further development through the next review of the Plan with an evidence-based identification of existing green infrastructure of regional and sub regional significance that needs to be protected and / or enhanced, and where additional regionally or sub regionally significant green infrastructure is needed (e.g. to bridge gaps in existing GI and where it cuts across district and regional boundaries). In the meantime, local authorities should implement part B of the policy, working with adjoining authorities and other agencies as appropriate.
- 2.61** Green infrastructure will be formed, developed and protected by other policies in this plan, particularly ENV 6, 8, 9, and 10, and the development and use of GI will be a key component in delivering the aims and objectives of these policies.

POLICY YH9: Green belts

- A** The Green Belts in North, South and West Yorkshire have a valuable role in supporting urban renaissance, transformation and concentration, as well as conserving countryside, and their general extent as shown on the Key Diagram should not be changed.
- B** Localised reviews of Green Belt boundaries may be necessary in some places to deliver the Core Approach and Sub Area policies.
- C** The detailed inner boundaries of the Green Belt around York should be defined in order to establish long term development limits that safeguard the special character and setting of the historic city. The boundaries must take account of the levels of growth set out in this RSS and must also endure beyond the Plan period .
- D** A strategic review of the West Yorkshire Green Belt may be required to deliver longer term housing growth as set out in Table 12.1 in locations that deliver the Core Approach and the strategic patterns of development set out in policy LCR1E.
- E** Green Belt reviews should also consider whether exceptional circumstances exist to include additional land as Green Belt.

OUTCOMES

The general extent of the Region's Green Belt has not changed.

Green Belt boundaries allow sustainable development to be delivered in accordance with the Core Approach.

Green Belt around York has been defined and the setting of the historic city protected

INDICATORS

Net change in Area of Green Belt in the Region

How many Local Authorities have undertaken a Green Belt Review and why

Whether the Green Belt around York has been defined in an LDF.

LEAD ROLES

Local authorities

MAIN MECHANISMS

LDFs

- 2.62** The general extent of the Green Belts in the Region is shown on the Key Diagram. In general the Region's Green Belts have helped to achieve the aims set out in paragraph 15 of PPG2, and implementation of the Plan should not require any change to their general extent. However, there may be a more specific and localised need to reconsider the extent of Green Belt to meet identifiable development needs for which locations in Regional and Sub Regional Cities and Towns are not available and for which alternative sites would be significantly less sustainable. Any such changes ought to be considered in the context of policies YH1-YH7, and is allowed for by policy YH9B.
- 2.63** The detailed inner boundary to the York Green Belt, and parts of the outer boundary, have not been designated in a development plan. This is therefore covered by policies YH9C and Y1C1.²
- 2.64** The Plan proposes significant growth in the Leeds City Region, including increased housebuilding in West Yorkshire from 2008 onwards. It is possible that the most sustainable locations to accommodate some of this development may currently be within the Green Belt. This will have to be considered through the preparation of LDFs, taking account of policies YH4-YH7 and LCR1E. The local authorities in West Yorkshire are encouraged to work together and with the

² Policies YH9C and Y1C1 replace Policy E8 of the North Yorkshire Structure Plan extended under transitional provisions of Schedule 8 to the Planning Compulsory Purchase Act 2004.

Regional Planning Body, City Region partners, and other stakeholders to adopt a strategic approach on this matter. This will need to be informed by sustainability appraisal and take account of factors such as the purpose of keeping land permanently open in different parts of the City Region, impact on regeneration, landscape quality, biodiversity, and flood risk. Further guidance may be provided as part of the partial review of the Plan to be completed by 2011 although work to progress LDFs before then, incorporating changes to Green Belt boundaries if necessary, should not be unduly delayed because of this.

Delivering the core approach

- 2.65 Delivering the major step-change required to achieve the Spatial Vision and the implementation of the Core Approach (policies YH1-9) will involve actions on the ground by investors and development decisions taken about particular places and sites, and through many different types of sub-regional and local plans and strategies.
- 2.66 The core approach sets a strategic direction for change. Subsequent sections in the Plan identify the actions required to achieve this – over a much longer time frame than most plans or strategies. The Plan is about achieving change over 15-20 years, so not all of the actions required to deliver this change are in place now.
- 2.67 This section sets out further explanation of the Core Approach and how it will be delivered. It explains 'how', 'when' and 'where' change should take place, by reference to the sub areas and managing growth in different places and at different times.

Sub area approach

- 2.68 The Plan uses a sub area approach to provide a functional basis for spatial planning across the Region. This provides a framework for responding to the issues and characteristics of different parts of the Region.
 - 2.69 The sub areas effectively map onto the Northern Way City Regions at the pan-regional level, but also reflect the multi-centred nature of City Regions. They also include parts of the Region that fall outside the Northern Way City Regions. Overall, the sub area approach provides a functional basis to articulate and develop the core approach in a way that is responsive to the whole of the Region. The Plan maintains a clear delivery focus on sub regions, city regions and local authorities.
 - 2.70 Each sub area represents a functional area where there are close links between the towns and cities – and where journeys to work, to shop, to education and to cultural and recreation facilities are not limited by local authority boundaries, but tend to extend widely across the sub area. The extent and scale of such linkages is reflected in travel to work areas, labour markets, retail catchments and strategic housing markets (see Figure 12.1 in Housing section).
 - 2.71 Sections 3-9 set out seven sub area frameworks as relate to the seven sub areas shown on Figure 2.4 at the end of this section. These areas are not fixed geographically and clearly do not function independently of each other. In effect all sub areas overlap with each other. Significant overlaps between the Leeds City Region and York sub area are explained in more detail in sections 3 and 6 and set out key spatial priorities within each sub area. Building on policies YH1-YH9, they highlight particular emphasis, focus and approaches. They include sub-sets of the RTS policies and priorities. They are not comprehensive sub-regional strategies – all of the topic-based policies set out in Sections 10-13 need also to be taken account of in all of the sub areas. A common format for each sub area framework has sought to include a characterisation and identification of key issues; environmental and context diagrams; and a sub area policy.
-

Managing growth

- 2.72** The Region is now experiencing net inward migration and overall economic growth. The Region's attractive living environment, natural population change (with people living longer) and smaller household sizes are also fuelling the demands in the Region for more homes, journeys, services and leisure and recreational opportunities.
- 2.73** The core approach provides the starting point for planning growth in the Region in a pro-active, managed, more sustainable and mutually beneficial way. Policies YH1 to YH9 require that this growth is accommodated in a focused way, concentrated particularly on the Regional and Sub Regional Cities and Towns, whilst ensuring the creation of sustainable rural communities.
- 2.74** A focus of growth to create a strong network of cities, larger towns and smaller towns serves to combat decentralisation and provide a focus for providing services, facilities and employment for communities across the whole of the Region. A concentrated approach is also more efficient in terms of the use of land and infrastructure, service delivery and essential infrastructure connections.
- 2.75** The approach to managing growth in urban and rural areas set out in the Core Approach policies is then set out in more detail in the sub area sections.

Managing change over time

- 2.76** Change needs to be managed realistically and sensitively in the Region. The pace and degree of change must be handled in a way that is responsive to objectives such as urban regeneration, housing market renewal and rural renaissance and is reflective of local conditions, whilst ensuring the benefits of change and growth are delivered in a sustainable way as soon as possible .
- 2.77** This is illustrated in Table 2.2 which indicates how different policy approaches may be introduced and outcomes achieved at different times over the Plan period. Many of the approaches and outcomes identified for early years may also be appropriate for mid and later years, and the culmination of these should be the headline outcomes set out in Table 2.2. It may be possible and necessary to introduce some approaches indicated for later years earlier, and, even if not, some will require policies to be put in place sooner to allow delivery later (eg urban extension sites may need to be identified in LDFs some years before they will actually be needed for development). For the avoidance of doubt, Table 2.2 does not represent a statement of policy but rather forms part of the reasoned justification for the Plan.
-

TABLE 2.2: Delivering the core approach over 15-20 years

	Early Years	Mid Years	Later Years
Overall Strategy	<ul style="list-style-type: none"> • Spreading the benefits of growth within the Region’s sub areas • Changing conditions in cities and major towns to improve their attractiveness • Supporting market towns as local focus of growth • Economic growth being accommodated more sustainably and spreading out within different parts of the Region 	<ul style="list-style-type: none"> • Urban transformation being realised • Greater opportunities for people to live, work and invest in the cities and larger towns • Better link achieved between location of homes and jobs • Greenhouse gas emissions levelling off from transport and development • Economic growth beginning to spread out more across the Region 	<ul style="list-style-type: none"> • Accommodating increased growth linked to greater economic success • Spreading the benefits of growth across the Region • Continuing to build up the critical mass of major cities and larger towns • Greenhouse gas emissions reducing from transport and development • Economy and environment (species) adapting successfully to climate change • Economic growth spread across the whole Region
Housing	<ul style="list-style-type: none"> • Making the best use of existing allocations and already identified urban potential in cities and towns • Improving low demand neighbourhoods • Effective vacancy management • Feasibility work to identify and bring forward ‘2nd phase’ opportunities • More affordable homes provided 	<ul style="list-style-type: none"> • Focus on opportunities to remodel and re-engineer existing main urban areas • Remodelling housing estates • Changing the roles of former industrial/commercial areas • Further realising the concept of ‘mixed uses’ 	<ul style="list-style-type: none"> • Firstly, exploiting the continued supply of ‘second phase’ urban remodelling and brown field opportunities into the third phase. • Secondly, if necessary, additional urban extensions and/or new/greatly expanded settlements. • A better mix of housing types and a balanced housing stock to meet modern needs.
Economy	<ul style="list-style-type: none"> • Reviewing quantity and location of employment land across the Region 	<ul style="list-style-type: none"> • Reviewing the quality of employment land 	<ul style="list-style-type: none"> • Competing better with adjoining regions and closing the sector mix and performance gap with the south east

Continued

TABLE 2.2: Delivering the core approach over 15-20 years *continued*

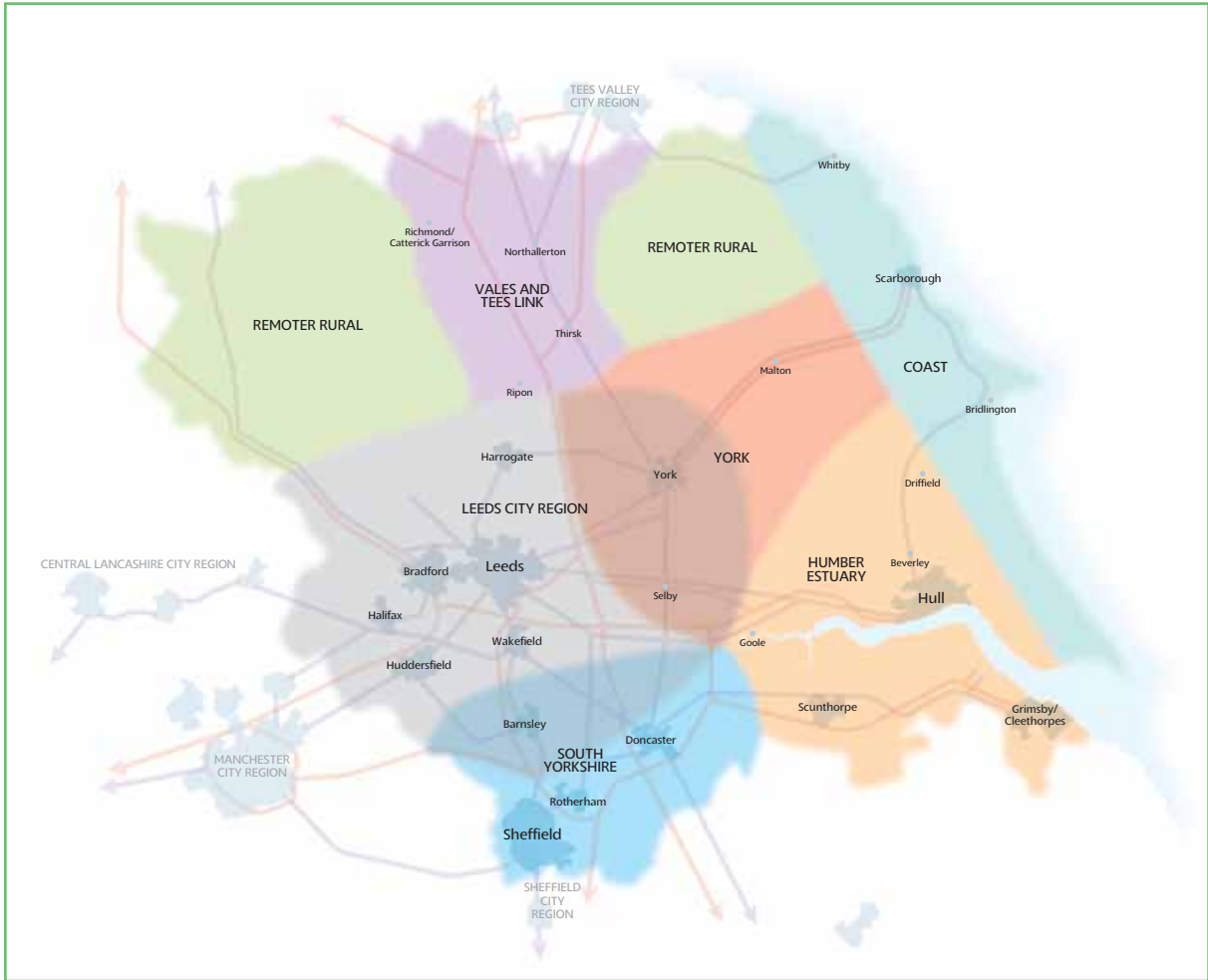
	Early Years	Mid Years	Later Years
Economy continued	<ul style="list-style-type: none"> • Safeguarding employment sites in/around town and city centres and at strategically important locations • Strengthening the role/performance of town/city centres • Enabling priority sectors and clusters to flourish 	<ul style="list-style-type: none"> • Creating a stock of employment land and buildings fit for modern 21st century economy • Realising the opportunities at sites in/around town and city centres and at strategically important locations • More accessible workforce, by public transport 	
Environment	<ul style="list-style-type: none"> • Avoiding development in high flood risk areas • New flood storage and habitat areas being created • Ensuring adequate water supplies • Improving flood defence and sewerage infrastructure in cities and major towns • More planting in urban areas • Important landscapes and habitats protected • Heritage of cities and towns harnessed • Health issues being addressed • Increased generation of renewable energy, but mostly from wind turbines • Development of waste recycling centres • Less primary extraction in National Parks and AONBs 	<ul style="list-style-type: none"> • Upland flood alleviation measures reducing the risk of flooding • More energy provided by combined heat and power, from renewable and more efficient sources • Better public access to woodlands and urban fringes improved • More networks of urban greenspace and ecological corridors • More green recreational opportunities within cities and towns • Greater tree cover • Improvements in worst performing areas in terms of health • Increased generation of renewable energy, with greater contributions from biomass and PVs • Reduced waste production 	<ul style="list-style-type: none"> • Increased woodland cover in the Region leading to greater carbon storage • A more diverse range of uses on agricultural land, particularly in upland and remoter rural areas • Functional habitat networks created to provide functioning networks • Fragmented habitat corridors and distinctive and historic landscapes restored • Greatly reduced disparities of ill health across the region • Greatly increased generation of renewable energy, with biomass and PVs providing mainstay of this • High levels of recycling and recovery

Continued

TABLE 2.2: Delivering the core approach over 15-20 years *continued*

	Early Years	Mid Years	Later Years
Environment continued	<ul style="list-style-type: none"> • Significant investment in water and sewerage infrastructure 	<ul style="list-style-type: none"> • Greater use of secondary aggregates • Continuing investment in water and sewerage infrastructure 	<ul style="list-style-type: none"> • Widespread use of secondary aggregates • Better water quality and availability
Transport	<ul style="list-style-type: none"> • Make best use of existing transport infrastructure and services • Introduction of demand management measures in urban areas • Improve public transport, with initiatives on ticketing and information provision • Enhance rail services through franchise renewal process • More opportunities created for walking and cycling • Improvements to regionally significant public transport interchanges and corridors • Significant improvements to urban bus services, guided bus and QBCs • Improve TransPennine rail services improve with new rolling stock • Additional Leeds-London rail services • Improve rail access to Humber ports • SWYMBUS improvements to M1/M62 and A1 upgraded to motorway • Safety improvements and local network improvements on Strategic Highway Network. 	<ul style="list-style-type: none"> • Start to implement recommendations from Route Utilisation Strategies (rail) • Further electrification of ECML in the Region • Improved road and rail links to the Humber Ports • Improved surface access to airports in the Region 	<ul style="list-style-type: none"> • Possible national road user charging • Longer-term improvements to strategic rail routes – Transpennine and East Coast Main Line • Complete phased SWYMBUS improvements to M1 and M62

Figure 2.4: The region's sub area's



Section 3

Leeds City Region

POLICY LCR1: Leeds City Region sub area policy

Plans, strategies, investment decisions and programmes for the Leeds City Region should:

A Roles and functions of places

1. Ensure the roles and functions of places in the Leeds City Region complement and support those described for the places in the overlapping York and South Yorkshire sub areas
2. Develop the role of Leeds as a Regional City, by accommodating significant growth in jobs and homes and continuing to improve the city centre's offer of high order shops and services
3. Transform the Regional City of Bradford with significantly increased growth in economic development, jobs and homes through the renaissance of the city centre, and development and regeneration elsewhere
4. Develop the role of the Sub Regional City of York as set out in policy Y1
5. Develop enhanced and complementary roles for the Sub Regional Cities and Towns of Barnsley, Halifax, Harrogate, Huddersfield, and Wakefield which capitalise on their particular strengths and potential
6. Strengthen the service centre roles of the Principal Towns
7. Develop complementary conference roles for Harrogate and Leeds

B Economic development

1. Support the roles of Leeds and Bradford as major engines of the regional economy
2. Spread the benefits of the Leeds economy, particularly to the Sub Regional Cities and Towns and Principal Towns
3. Support the indigenous growth of the economies of the Sub Regional Cities and Towns and Principal Towns
4. Help to connect disadvantaged communities to job opportunities

C Environment

1. Protect and enhance the biodiversity and landscape character of the Nidderdale AONB, and Landscape Joint Character Areas (as shown on Figure 10.6), improve green infrastructure, and protect the integrity of internationally important biodiversity sites
2. Enhance the historic value of the City Region's historic towns
3. Safeguard the rural setting of the communities of the South Pennines and those to the north of Bradford and Leeds
4. Protect the World Heritage site at Saltaire and its setting to ensure its 'outstanding and universal value' is protected for the present and future generations
5. Use the work that describes the character of the landscapes to help shape the choices about the locations for development and activities to enhance the setting of places

Continued

POLICY LCR1: Leeds City Region sub area policy *continued*

C Environment *continued*

6. Use the opportunities provided by increased development in urban areas to maximise renewable energy generation and energy efficiency
7. Improve air quality, particularly close to motorways and major roads through the city region (based on AQMAs)

D Transport

1. Ensure strategic patterns of development maximise the opportunities to use non car modes of transport and reduce the overall need to travel
2. Improve public transport within and between the Regional and Sub Regional Cities and Towns in the city region, particularly to Leeds city centre
3. Implement stronger demand management in Leeds, Bradford and the Sub Regional Cities and Towns, and in relation to the strategic road network
4. Improve links with Manchester and Manchester airport
5. Improve surface access to Leeds Bradford airport, particularly by public transport
6. Improve links between Leeds, Bradford and the Upper Calder Valley
7. Improve links between Barnsley and Leeds, Sheffield and Manchester
8. Improve public transport in the Leeds-Harrogate-York corridors

E Strategic patterns of development

1. Encourage growth across the south of the city region (broadly south of Bradford and Leeds city centres), particularly within the Regeneration Priority Areas, and manage growth across the north of the city region with a greater emphasis on delivering affordable housing
2. Focus most development on the Regional Cities of Bradford and Leeds and the Sub Regional Cities and Towns
3. Promote development at the Principal Towns to strengthen their service centre roles, and where necessary to aid regeneration and/or to provide more affordable housing
4. Encourage regeneration and growth in the following broad locations (supported by the investment priorities set out in policy LCR2):
 - Airedale (Bradford city centre to Skipton) – increasing employment opportunities and focussing development in Keighley and Skipton
 - Bradford-Leeds Corridor – restructure and regenerate east Bradford and west Leeds to better support economic growth of both cities
 - Coalfield Regeneration Area in Wakefield – focus housing renewal and development and employment opportunities on the Principal Towns of Castleford and Pontefract, and in Featherstone, Knottingley and Normanton, at an appropriate scale for individual communities with a particular emphasis on transforming the town centres

Continued

OUTCOMES <i>continued</i>	INDICATORS
<p>The role and function of Leeds City Region sub area complements and supports the role and function of places in the overlapping South Yorkshire and York sub areas</p>	<p>Health of Sub Regional Cities and Towns and Principal Towns in York and South Yorkshire in comparison with other parts of the Leeds City Region.</p> <p>Success of the York Sub Area and South Yorkshire economies in comparison to the Leeds City Region.</p>
<p>The environmental quality of the sub region has been protected and enhanced</p>	<p>Countryside quality.</p> <p>Air quality.</p> <p>Condition of internationally important biodiversity sites.</p> <p>Quality and condition of the city region's historic attributes.</p>

Introduction

- 3.1** The Leeds City Region comprises the districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield in West Yorkshire, the whole of Barnsley in South Yorkshire, the unitary authority of York and in North Yorkshire, Selby and the southern parts of Craven and Harrogate Districts. Sheffield City Region overlaps with the southern part of Leeds City Region (in Barnsley). To the west, in the North West Region, the sub area adjoins both the Manchester and Central Lancashire City Regions. The Leeds City Region overlaps with the York sub area and therefore this section needs to be read together with sections 4 and 6.
- 3.2** Leeds City Region is identified in the Northern Way growth strategy as being critical in terms of improving economic performance, whilst spreading prosperity and improving quality of life. The Plan responds to the spatial implications of this and the linkages with the adjoining city regions within the overall framework of the Plan to provide a supportive spatial planning framework that underpins sustainable economic growth.

Settlements, the economy and housing

- 3.3** The sub area is the largest in the Region and contains 48% of its population. It is a distinctive mix of urban and rural areas in close proximity: with strong links and traditional rivalries between places and attractive open land both within and between settlements. It is polycentric in its settlement form; Leeds and Bradford are the largest settlements and are both Regional Cities. There are six sub regional cities and towns: Barnsley, Halifax, Harrogate, Huddersfield, Wakefield and York. There are increasingly important economic relationships with the adjoining Manchester and Sheffield city regions, with implications for transport and communication linkages.
- 3.4** The cities and towns form a functional City Region: there are strong links between places (although there is scope for improvement). The area has concentrations of prosperity and poverty in close proximity and a diverse mix of communities with a significant proportion of ethnic minority groups present, particularly in the former textile areas of West Yorkshire. Pockets of deprivation are spread across the City Region, including the rural coalfields and Pennine West Yorkshire, which have some of the highest levels of rural deprivation in the Region. However, there are particular concentrations of deprivation in the southern parts of the main urban core areas and the industrial towns to the south east.

- 3.5** Leeds City Region is likely to remain the most significant economic driver of the Region's economy and will need to accommodate around 60% of the region's job and household growth over the next 15-20 years. Potential job growth could be around 18,000 jobs per year³, and household growth around 14,000 per year from 2008⁴. It has a diverse economic base (represented in growth sectors including business services and financial services). It has the greatest potential for economic growth, and has the opportunity to be still more successful. Leeds City is at the heart of the City Region and it has the strongest prospects for growth of all the Region's cities. However, the City Region (like all UK city regions) is seriously under-performing against European competitors. The work of the Core Cities Group has shown that Leeds and other major northern cities are lagging behind their European counterparts in terms of levels of prosperity. This work has also shown that successful cities are important to the delivery of successful regions. Encouraging and accommodating high levels of growth in households and jobs in sustainable locations, making best use of brownfield land and infrastructure and minimizing the need to travel is therefore an essential part of the Plan's strategy. Infrastructure improvements will be needed; these will need to be targeted and well coordinated.
- 3.6** The City Region needs to take advantage of its location in the north, in particular to recognise the strategic significance of the increasingly important relationships with Sheffield and Manchester city regions and the wider strategic context of being at a transport crossroads of the north of England. Whilst the growth potential of the economy (which will mainly occur in the centres of the cities and other urban areas) needs to be realised, the benefits need to be spread more equitably – both within the City Region and in the wider Region.
- 3.7** The potential to develop the comparative advantages of different areas is being explored to help achieve a more competitive City Region. However, a balanced approach is necessary, which reflects the general intent to achieve greater diversity in all areas (and thus longer term stability), but recognises that in certain areas there are clear opportunities that need to be exploited. Examples that policies in this and other sections support, include:
- Supporting differentiated City Region roles in the office market for the cities and sub regional centres
 - Using the potential for synergy between higher education and business; particularly the role of the Universities in Leeds, Bradford, Huddersfield and York
 - Protecting and improving conference and exhibition facilities and establishing complementary, as opposed to competing, roles for Harrogate and Leeds
 - Promoting the development of science, electronics, digital and creative industries that are growing in the Bradford District and in Huddersfield, and taking advantage of the York Science City initiative
 - Identifying areas with good accessibility for logistics developments utilising road, rail and water borne modes as found in Wakefield
 - Supporting the development of the role of those towns such as Skipton that serve a rural hinterland
- 3.8** The City Region contains sports facilities of regional and sub regional significance including those associated with cricket and rugby at Headingley and university facilities in north Leeds. Proposals for further sports related development will need to be coordinated and planned in a strategic manner, taking account of proposals likely to come forward for sport-based regeneration in south Bradford and for rugby stadia in Wakefield.
- 3.9** Recent economic performance has helped the urban parts of the City Region increase their population with all local authority areas experiencing net in-migration. This has contributed to increasing the number of households and the consequent need for additional homes. The scale of change raises significant strategic issues that the sub area policy is responding to. The Plan also supports the objectives of the Regional Housing Strategy, taken together these aim to:

³ Sum of figures for West Yorkshire, Barnsley, Craven, Harrogate, Selby and York from Table 11.1

⁴ Sum of figures for West Yorkshire, Barnsley, Craven, Harrogate, Selby and York from Table 12.1

- Secure an appropriate level of house-building to deliver the scale of change in the overall amount of housing needed in the City Region (related to both forecasts of household growth and economic performance and shaped by the spatial strategy for the Region)
 - Support the market renewal initiatives in areas of frail and failing markets, particularly, though not exclusively, those being promoted by the West and South Yorkshire Sub Regional Housing Partnerships and Transform South Yorkshire, one of the Region's two Pathfinders
 - Ensuring adequate provision of affordable housing in areas of high demand
- 3.10** When supporting market renewal initiatives, local planning authorities will need to collaborate in preparing Housing Development Plan Documents to ensure that their policies and proposals present a consistent approach to addressing Housing Market Renewal initiatives that have implications that cross administrative boundaries.
- 3.11** Policy LCR1E sets out a number of broad locations for growth and regeneration, supplementing the overall focus on the Regional and Sub Regional Cities and Towns and reflecting the broad principle set out in LCR1E1. The investment priorities associated with these are set out in policy LCR2. A partial review of the Plan will be carried out 2008-2010 which will consider these and other potential locations for additional growth.

Transport

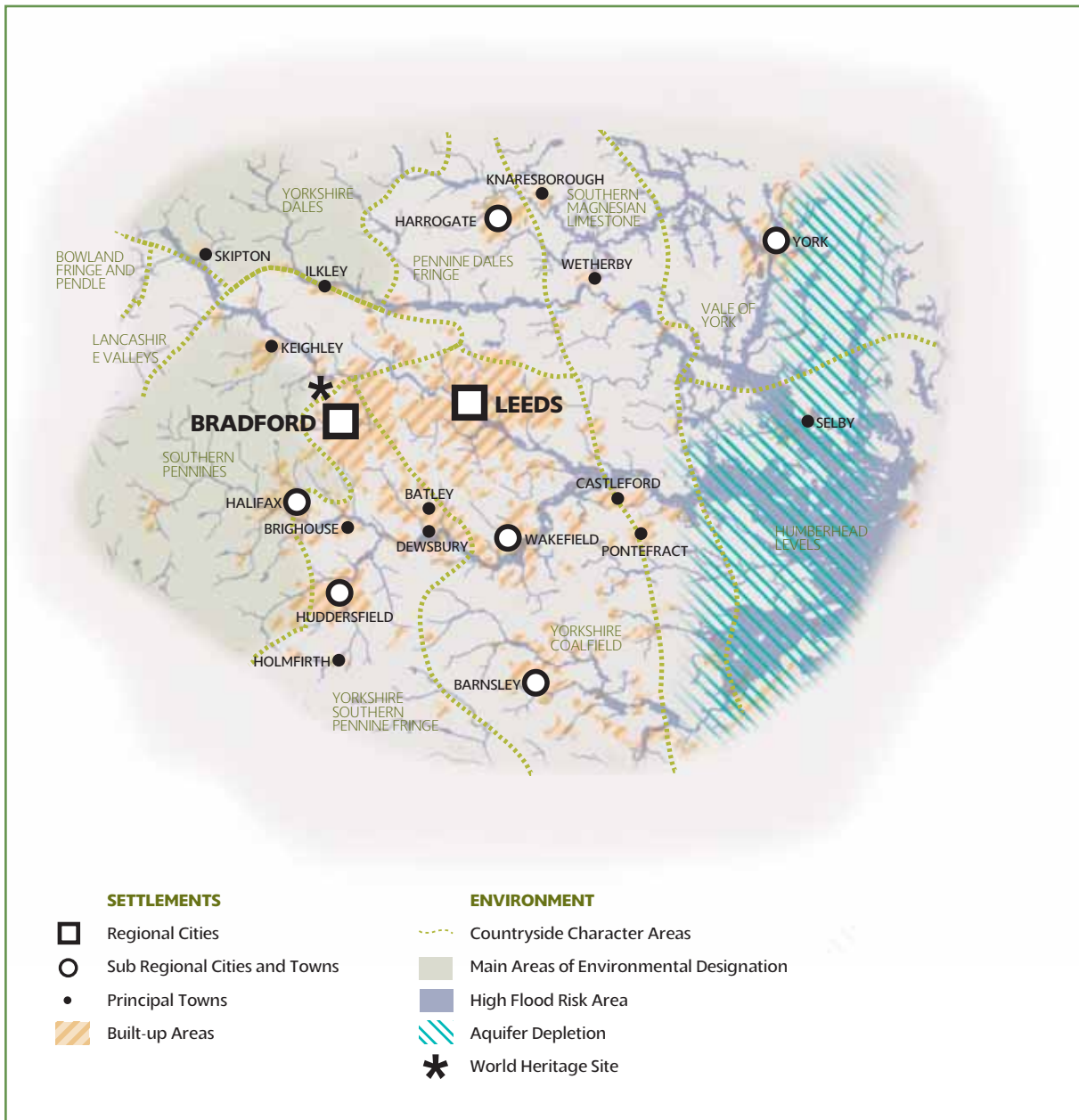
- 3.12** The City Region has clear benefits arising from its location in the north in particular the strategic significance of the Leeds-Manchester axis. However, journeys to work within the City Region are increasingly complex and involve longer distance movements that cross district and sub regional boundaries. Trend based job growth forecasts suggest this feature will become increasingly significant. Achieving a better balance between the location of homes and jobs is therefore a major objective for the sub area, as is using the beneficial role of potential improvements to sustainable forms of transport.
- 3.13** The 'polycentric' character of the City Region gives it a clear advantage in addressing the rebalancing of jobs and homes and through this helping to build more sustainable communities, for example by using spare capacity on parts of the public transport network where services run against the peak flows. There are also other parts of the public transport network, for example in parts of Wakefield district, where there is capacity, but significant improvements are required to the infrastructure, including rolling stock on the rail network and bus service patterns and frequency.
- 3.14** However, it must be recognised that new development and investment in transport infrastructure can only be part of the solution as the bulk of the movements will be between existing homes and job locations using established transport infrastructure. Consequentially, change supported by policy interventions (for example to reduce dependence on the private car) and investment (for example in improved bus services) will take place incrementally over the whole period of the Plan. Policy T1 sets out a variety of potential demand management mechanisms to encourage travel reduction and modal shift, including the possibility of road user charging where justified by local conditions. Any demand management measures introduced on the strategic network will need to ensure that local communities do not suffer adverse impacts.
- 3.15** Access to airports is an important dimension of the economic profile of the City Region. Leeds Bradford Airport is an important City Region asset that has poor surface access, Robin Hood Airport (just outside the City Region) is an emerging asset that is of importance, particularly to the southern half of the City Region. Surface access to the Region's airports is addressed in the Section 16.
-

Environment

- 3.16** The extent of the Leeds City Region (LCR) includes over half of the Region. In the east, it includes most of the Vale of York and some of the Humberhead levels landscape areas. Both areas are predominantly low lying with extensive river systems with areas of significant flood risk (regularly updated flood maps are provided by the Environment Agency to local authorities). This part of the LCR forms much of the York sub area and the landscape character is described in more detail in Section 6.
- 3.17** Broadly west of the A1, the landscape changes and is characterised by more undulating topography and landscape of valleys, woodlands and fields. This area is made up of the northern extent of the Nottinghamshire, Derbyshire and Yorkshire Coalfield area and the Magnesian Limestone Ridge Landscape Character Areas. Generally ground levels rise from east to west – with the Dales and Pennines fringe area leading to the upland Pennines and Dales areas. The western and north western areas of the Leeds City Region and adjoining Remoter Rural Areas include a number of important environmental designations. The Pennine fringe area includes river and valley systems which are a powerful influence on the historical pattern of West and North Yorkshire settlements, economic activities and transport networks.
- 3.18** These landscapes types, river systems and availability of mineral resources are the key to understanding the economic and social history of the sub area and much of the rest of the Region. This history has left a rich variety of urban and rural habitats, ranging from industrial and post industrial landscapes, canals, a range of types of urban areas and habitats; ancient woodlands and hedgerows and prehistoric landscapes, especially in the Magnesian Limestone Ridge area. The legacy from the pre industrial age and perhaps above all, the civic buildings and urban structure from the nineteenth century is particularly important. These landscapes and the settlements are not only of national and international importance, but to a large extent determine how the people define themselves.
- 3.19** The sub area includes part of the South Pennines SPA and SAC, part of the North Pennine Moors SAC and SPA, North Pennine Dales Meadows SAC, Denby Grange Colliery Ponds SAC, Skipworth Common SAC, Strensall Common SAC, and Kirk Deighton SAC. Policy ENV8 protects these sites, and an Appropriate Assessment will be required of any plans or proposals that are likely to have a significant effect on their integrity.
- 3.20** Saltaire on the fringe of Bradford is one of two World Heritage Sites in the Region and is recognised to have a cultural importance that is so exceptional as to transcend national boundaries. It is a key tourist destination in the Region and has potential to spur investment in surrounding areas. It is important to both protect and conserve the site and its setting.
- 3.21** The sub area includes most of the Region's energy capacity, with a cluster of coal-fired power stations south of Selby where there is potential for adaptation to allow use of locally produced biomass.. Large scale new development associated with growth and regeneration south and east of the core urban areas has great potential to include district heating.
- 3.22** Air quality levels are generally poorest where there are high concentrations of traffic, especially alongside the motorways and in the centre of the sub area's main urban areas.
- 3.23** Climate change with rising sea levels and more frequent and extreme weather events means increasing flood risk. This is most evident in the low lying eastern areas which make up the York sub area, particularly York itself and Selby. In addition, many of the urban centres in the Pennine fringe areas are at risk from river flooding. There are particular issues from flooding in the Aire Valley to Leeds and Bradford and main urban areas in Calderdale. Projected climate change means that, as well as further protection measures, there is a need for much increased flood alleviation measures like safeguarding washlands and increasing tree planting along the whole course of river systems.
-

3.24 The City Region has some of the Region's lowest proportion of tree cover areas. As well as enhancing areas of Ancient Woodland, there may be scope for an extensive community forest and more woodland areas close to main urban areas and areas of social exclusion.

Figure 3.1: Leeds City Region environment context map



POLICY LCR2: Regionally significant investment priorities for Leeds City Region

In order to deliver transformation and change in the City Region through economic development, housing renewal and growth, and improved green infrastructure, community facilities and accessibility, public and private sector investment will be targeted:

- A** To improve public transport, particularly to Leeds city centre, to enhance the ease of movement and improve access to jobs within the City Region particularly for disadvantaged communities
- B** To support the renaissance of Bradford city centre.
- C** To provide infrastructure to support site assembly, manage flood risk, and improve access to town centres and public transport interchanges in Airedale.
- D** To take advantage of the close proximity of the Regional Cities of Bradford and Leeds and deliver housing market renewal, training programmes and support site assembly in west Leeds and east Bradford and improve the quality and capacity of public transport links along the Leeds-Bradford corridor.
- E** To deliver renaissance in the Coalfield Regeneration Area in Wakefield through housing renewal, environmental improvements, training programmes, new employment opportunities, and improved public transport links within the area, northwards to Leeds and Wakefield, and southwards to Barnsley, Doncaster and Sheffield.
- F** To support housing renewal, replacement and growth in Aire Valley south of Leeds and east Leeds (EASEL) through land reclamation, improvements to waste water treatment, flood risk management, environmental improvements, and the provision of high quality public transport between residential areas and employment locations and into Leeds city centre.
- G** To support housing renewal and replacement in South Dewsbury / North Kirklees through land reclamation, and site assembly, road improvements, and improved public transport links between Dewsbury and Huddersfield and Leeds.
- H** To deliver new homes, a new central business district and a mix of other employment and tourism uses at York North West through land remediation, archaeological protection, flood risk management, and transport improvements (including park and ride, public transport, and road improvements)

OUTCOMES

Investment programmes have delivered infrastructure and other requirements necessary to accommodate development.

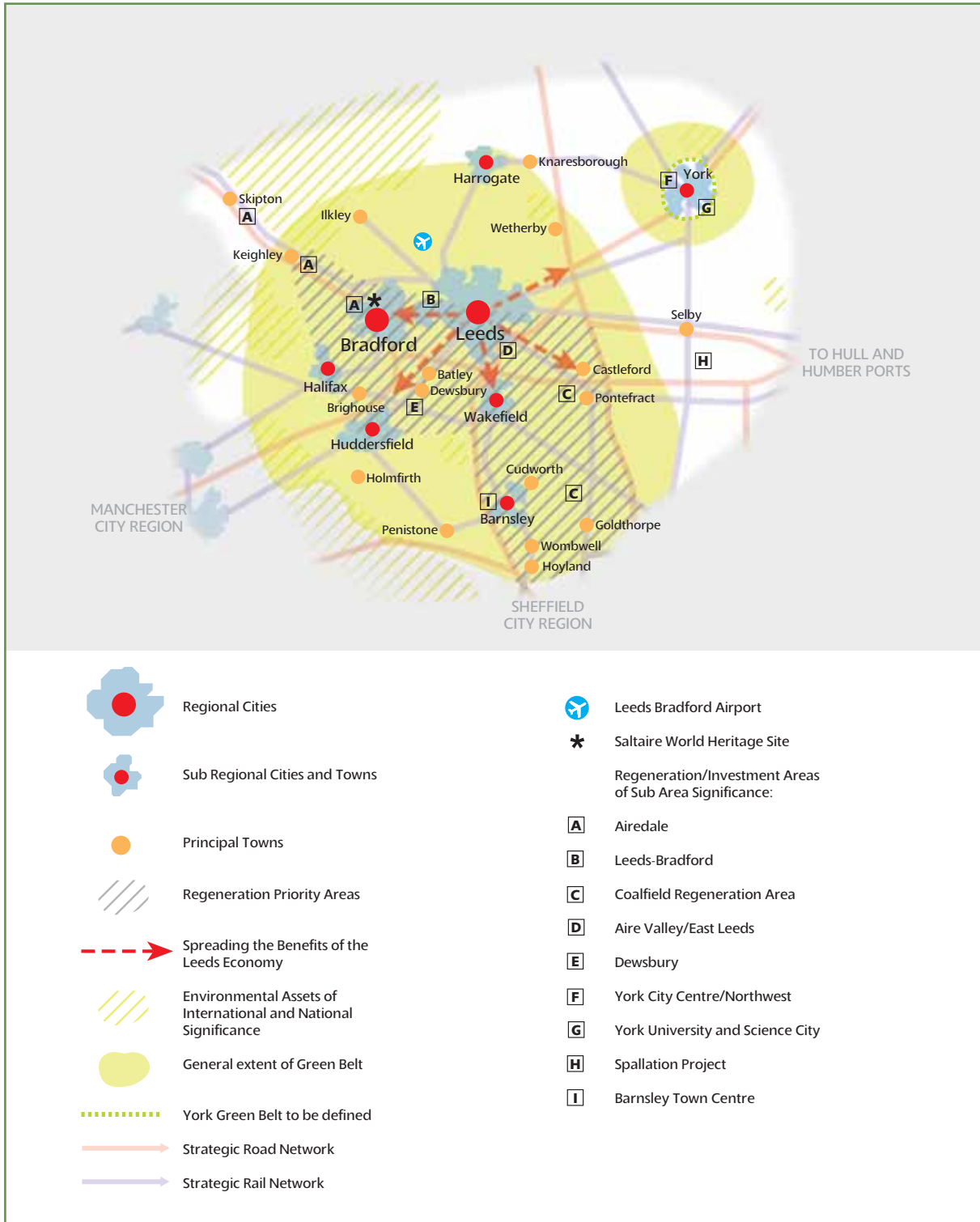
INDICATORS

Delivery of transport investment and management priorities.

3.25 The degree of economic success, compared to other parts of the Region, is a key driver of the scale of change in the sub area. The scale of growth and change in the City Region, particularly for the West Yorkshire Authorities requires a different approach from that being taken in the other parts of the Region. The policy approach here is in two parts, LCR1 provides the general policy framework for the sub area and policy LCR2 identifies the framework for the package of initiatives needed in different locations within the City Region to accommodate growth particularly in housing provision over the life of the Plan. This package, co-ordinated by the Assembly, will bring together the RSS/LDF and the investment programmes of the Sub Regional Investment Programme, Sub Regional Housing Partnership, Local Transport Plan Partnership and the City Region Development Programme. Through the process of developing a delivery plan decisions

can be made on the scale and timing of development required to support the step change in the City Region economy. This will be further considered in a partial review of the Plan to be carried out 2008-2010.

Figure 3.2: Leeds City Region context diagram



Section 4

South Yorkshire

POLICY SY1: South Yorkshire sub area policy

Plans, strategies, investment decisions and programmes for the South Yorkshire sub area should:

A Roles and functions of places

1. Continue to develop Sheffield as a Regional City offering high order shops and services, as well as jobs and homes needed to serve its extended city region, with a particular emphasis on continuing the renaissance and enhancing the role of the city centre
2. Transform the Sub Regional Towns of Barnsley, Doncaster, and Rotherham, particularly the town centres as vibrant, healthy, accessible, attractive and safe places where more people live, visit and work, and residential areas through housing market renewal and increased housing development
3. Support the continued regeneration of Cudworth, Goldthorpe, Hoyland, Penistone, Wombwell, Mexborough, Thorne, Dinnington, Chapeltown and Stocksbridge, and other towns identified in accordance with policy YH5C, to develop their roles as Principal Towns.

B Economic development

1. Support the role of Sheffield as a major provider of jobs through the renaissance of Sheffield City Centre, and further regeneration of the Upper and Lower Don Valleys
2. Re-develop and regenerate Barnsley urban core as a “21st Century Market Town”
3. Develop Doncaster town centre so that it offers a high standard and quality of retail and commercial variety and convenience, and facilitate the growth of storage/distribution uses elsewhere in the borough maximising the use of rail and water transport
4. Develop Rotherham town centre to ensure the town is a brighter and more vibrant place to work, visit and invest in, establishing a new civic focus, capitalising upon public spaces and a new riverside, with the best in architecture and design
5. Support Advanced Manufacturing and related Research and Development at Waverley
6. Reflect the importance of Robin Hood Airport to the South Yorkshire economy
7. Support initiatives to improve the skills and capability of the workforce

C Environment

1. Improve green infrastructure, including through increased and enhanced woodland planting in line with South Yorkshire Forest Plan
2. Improve air quality, particularly in central Sheffield, parts of the Sub Regional Towns and along the M1, A1 and M18 corridors (based on AQMAs)
3. Transform town and city centres and enhance the environment of former coalfield settlements
4. Encourage planting for biomass in Doncaster, Barnsley, and Rotherham

Continued

POLICY SY1: South Yorkshire sub area policy *continued*

C Environment *continued*

5. Adapt to climate change by helping to alleviate flood risk, particularly in the upland areas of the South Pennines; ensuring compensatory sites for biodiversity and species migration, especially in the South Pennines; and increasing and enhancing urban planting, greenspace and biodiversity networks in Sheffield, Rotherham, Barnsley and Doncaster
6. Avoid depleting the Sherwood Sandstone aquifer in Doncaster
7. Safeguard and harness industrial heritage
8. Protect and enhance the biodiversity and landscape character of the Southern Pennine Fringe, Humberhead Levels, Southern Magnesian Limestone and Coalfield landscape character areas, and the integrity of internationally important biodiversity sites
9. Maintain the general extent of the South Yorkshire Green Belt

D Transport

1. Develop high quality, car-competitive public transport systems, particularly in Sheffield, between Sheffield and Leeds, and serving the Regeneration Priority Areas
2. Implement stronger transport demand management, particularly in Sheffield and related to the strategic road network, and coordinate development with this and transport investment
3. Secure excellent road, rail, inland waterway and air links between South Yorkshire and the rest of the UK and beyond
4. Provide for operational and related development (as defined in PPG13) at Robin Hood Airport Doncaster Sheffield and improve surface access, particularly by public transport.

E Strategic patterns of development

1. Focus most development on Sheffield and the Sub Regional Towns of Barnsley, Doncaster and Rotherham with particular emphasis on city/town centres and inner areas
2. Manage housing development in and around the Transform South Yorkshire and Green Corridor Housing Market Renewal areas to create sustainable, healthy housing markets
3. Promote development at Principal Towns to support their regeneration and strengthen their service centre roles
4. Encourage appropriate development in Local Service Centres, particularly where this helps to regenerate former coalfield settlements in the Dearne Valley
5. Manage development in rural areas, particularly in the western area adjoining the Peak District National Park and in the Pennine fringe, to reflect environmental quality, meet local housing needs and encourage small scale commercial activity to diversify local economies
6. Manage flood risk in line with policy ENV1 in all parts of South Yorkshire at risk from flooding

Continued

POLICY SY1: South Yorkshire sub area policy continued

F Regionally significant investment priorities

1. Investment in large-scale regeneration and masterplanning in Sheffield
2. Investment to support the renaissance of the Sub Regional Towns
3. Housing Market Renewal in the Transform South Yorkshire Pathfinder and Green Corridor areas
4. Public transport improvements in line with policies SY1D and T1
5. Continued regeneration in the Dearne Valley and other former coalfield areas
6. Operational and related development at Robin Hood Airport, and development in appropriate locations arising from the airport’s importance to the wider South Yorkshire economy

G Joined up working

1. Support the delivery of the Sheffield City Region Development Programme and the South Yorkshire Vision
2. Develop the complementary roles of Barnsley, Doncaster, Rotherham and Sheffield
3. Manage the release of land for housing in a manner that will support interventions to address both fragile and failing housing markets and affordability
4. Preparation of a joint Sheffield/Rotherham strategic housing market assessment
5. Coordinate development and infrastructure provision

OUTCOMES

Urban centre focussed regeneration has transformed the structure of the economy and addressed housing market failure with high quality new jobs and housing.

The roles of Sheffield, Sub Regional Towns, and Principal Towns have been strengthened, particularly in terms of their competitiveness, sustainability, complimentary functions and ability to address social disadvantage.

The wider Sheffield City Region is recognised as a key driver of a better performing North of England with strong links with both the Manchester and Leeds City Regions.

Connectivity within the sub areas and to other sub areas and adjoining regions has been radically improved

Environmental quality of the sub area has been enhanced

INDICATORS

Success of the South Yorkshire economy.
Physical change in the South Yorkshire Housing Market Renewal area.
Occupancy change in the South Yorkshire Housing Market Renewal area.

Health of Sheffield City Centre and Sub Regional and Principal Town centres.

Success of the Sheffield City Region economy.

Delivery of regional transport priorities.

Countryside quality.
Air quality.
Condition of internationally important biodiversity sites.

Introduction

- 4.1** The South Yorkshire sub area includes the unitary authorities of Barnsley, Doncaster, Rotherham and Sheffield, with the largest settlement of Sheffield located in the south of the sub area. The sub area is part of the wider Sheffield City Region that extends into the East Midlands⁵. It has good north-south connections running down its centre. However, significant structural problems and social disadvantage are prevalent throughout the sub area. A fundamental transformation of the economy and urban environment has started and will need to continue. The approach addresses the spatial, historic and structural economic problems of South Yorkshire together and responds to the needs of disadvantaged communities.
- 4.2** The Sheffield City Region, of which the South Yorkshire sub area forms part, is an important element in the Northern Way growth strategy which builds on the same core principles as the Plan emphasising the roles of the core city and towns as the key drivers of social and economic growth and development of the wider City Region.

Overall approach

- 4.3** The sub area approach aims to continue the transformation of the economy and to accommodate increased numbers of new jobs and homes. Job growth potential could be around 9,000 per year and housing growth nearly 5,000 per year from 2008. The approach is focused on strengthening the Regional City and Sub Regional Towns in order to improve their competitiveness and sustainability and to address social disadvantage. This reflects the Plan's core approach and supports the implementation of the agreed South Yorkshire Spatial Vision.
- 4.4** The Regional City and Sub Regional Towns will confirm and advance their roles in the settlement hierarchy. That they currently under-perform is a direct legacy of the former economic structure of the sub area. However, Sheffield, Rotherham, Doncaster and Barnsley represent major physical and social investments and capital, which are being comprehensively enhanced through distinctive urban renaissance programmes. Continuing to develop the main urban areas is essential. They will continue to be the focus of development and the engines of growth for the sub area as a whole.

Settlements, the economy and housing

- 4.5** The sub area's economy was dominated by coal and steel through the twentieth century. The settlement pattern and buildings were heavily influenced by this. The 1980's and 1990's saw dramatic decline in these traditional industries with significant impacts on the sub area's cities, towns, urban fringes and countryside. GDP per head fell against the EU average every year between 1979 and 1995, when it was 74.4% of the EU average, qualifying South Yorkshire for European Objective 1 status.
- 4.6** Since the turn of the century, the sub area's economy has begun to transform, and the population is now growing after years of decline associated with downturns in the sub area's major industrial sectors. The population of the sub area is expected to grow significantly over the Plan period with a shift in population towards the larger settlements.
- 4.7** Sheffield is the sub area's main centre of economic activity and as a large core city of an extended city region it provides for a range of high-order services for a wide area. The economy of the Regional City has diversified and grown in recent years, and continuation of this is a key element of the Core and Sub Area Approach. Sport and leisure has played an important role in regeneration (including through the provision of nationally and regionally significant facilities such as the Don Valley Stadium, Sheffield Arena, Ponds Forge, Ice Sheffield and the English Institute of Sport) and this is expected to continue.
- 4.8** Doncaster is rapidly developing as a logistics centre of regional and national importance because of its strong relationship to the national rail and motorway network. Rotherham lies between the two and has strong labour and housing market

⁵ Sheffield City Region is comprised of South Yorkshire, plus Bassetlaw, Bolsover, Chesterfield, Derbyshire Dales and North East Derbyshire districts in the East Midlands

links with both. Barnsley lies to the north of the others. It is a significant market town and sub regional service centre within the sphere of influence of both the cities of Sheffield and Leeds, with further potential for developing strong housing, labour market and employment land supply connections with Sheffield and Wakefield and with the wider Leeds City Region. Developing these centres and their complimentary roles will be at the heart of the renaissance of the sub area.

- 4.9** Robin Hood Airport opened in 2005 and is expected to continue to grow as a transport facility during the Plan period in line with policies SY1D and T6. Given its significance, and the scale of investment likely to be brought forward through the Masterplan, the airport is identified as a Regionally Significant Investment Priority. Policy SY1B also recognises the importance of the airport as a significant economic driver and a catalyst for regeneration for the wider sub area; plans and strategies should reflect this by facilitating development in appropriate locations in South Yorkshire that take account of the Core Approach and Economy policies of the Plan and PPG13.
- 4.10** The historic spatial pattern has left a significant dilemma for the spatial management of the sub area's smaller settlements. Some have become increasingly attractive for housing development, despite their limited prospects of local economic growth, but others face continued decline. This challenge is most evident in the Dearne Valley.
- 4.11** The sub area has some of the Region's worst levels of multiple exclusion. As with other parts of the Region, features of exclusion including poor health, disability, limiting long term illness, fuel poverty and crime are focused on larger cities and towns, but in the sub area, these conditions characterise many of the smaller and relatively remote settlements.
- 4.12** The historical settlement pattern is reflected in widespread areas requiring housing stock renewal improvement to meet modern housing needs. A range of initiatives; including Transform South Yorkshire (the Housing Market Renewal Pathfinder), is meeting this challenge and helping to achieve the range of housing types and locations to supply a robust housing market.
- 4.13** The Plan seeks to address the housing needs of the sub area and support the objectives of the Regional Housing Strategy. As well as securing an appropriate level of new house building (related to forecasts of household growth and economic performance), there are particular issues concerning the need to support market renewal initiatives in areas of low demand. These will require close working between Local Planning Authorities and Transform South Yorkshire.

Transport

- 4.14** A key aspect of South Yorkshire's potential is its accessible location within the country and transport connections, including north-south and east-west strategic road and rail routes and Robin Hood Airport Doncaster Sheffield.
- 4.15** However, the sub area faces a mixture of transport challenges arising from its rapid transition from reliance on traditional heavy industrial sectors to a prosperous modern economy offering a new mixture of economic, social and employment opportunities with new requirements for transformed internal and external transport.
- 4.16** Transport investment is needed to support economic regeneration and the renaissance of Sheffield and the three sub regional towns and improve accessibility, congestion, road safety and air quality. The vision for transport is to secure:
- Excellent road, rail and air links from South Yorkshire that build on the county's relatively strong position on the motorway network, and on crucial north-south and Transpennine rail routes
 - High quality, car competitive, public transport giving good access to jobs and services and feeding into the four main centres. This would be based primarily on improved bus networks and operations but could also include the extension of Supertram and/or the use of other appropriate technologies
-

- A road network in good condition, managed and enhanced, in conjunction with car parking policies and other appropriate demand management measures to maximise the use of existing road space, minimise congestion and facilitate the free movement of goods
- A safe transport system for both road and public transport users
- Improved air quality and reduced energy consumption through improved use of public transport, reduced congestion and the encouragement of cycling and walking

4.17 Part of this vision will be achieved by aligning approaches to land use planning. For example, the local authorities are attempting to achieve consistent development stances on sub regional transport issues. This is particularly essential in terms of accessibility planning and public transport contributions, which require cooperation from neighbouring authorities to achieve greatest benefit. These agreed approaches will need to be supported within LDFs and supported by appropriate policies including demand management measures to maximise the use of existing road space, minimise congestion and facilitate the free movement of goods, and deliver a safe transport system for all users including Yorcard and the Yorkshire Bus Project. Policy T1 sets out a variety of potential demand management mechanisms to encourage travel reduction and modal shift, including the possibility of road user charging where justified by local conditions. Any demand management measures introduced on the strategic network will need to ensure that local communities do not suffer adverse impacts.

Environment

- 4.18** The South Yorkshire sub area comprises a variety of landscape types. These range from, in the north and east, the Humberhead Levels, then moving east to west part of the Magnesian Limestone Ridge, which bisects much of the Region, the Nottinghamshire, Derbyshire and Yorkshire Coalfield area (the 'Coal Measures') and in the west and south, the Yorkshire Southern Pennine Fringe. Consequently, the sub area includes a wide variety of topography and landscape. This includes much of the nationally important designation area of the Humberhead Levels. Much of the rest of the sub area is characterised by rolling countryside. The sub area includes part of the South Pennines SPA and SAC, together with Hatfield Moor SAC, Thorne Moor SAC and Thorne and Hatfield Moors SPA. Policy ENV8 protects these sites, and an Appropriate Assessment will be required of any plans or proposals that are likely to have a significant effect on their integrity. Development in the western part of the sub area must not prejudice the special qualities of the adjoining Peak District National Park.
- 4.19** The sub area's topography and geology have shaped its local economy and particular settlement patterns. There is strong evidence of pre industrial age landscape and buildings, but the sub area's major unique feature is the legacy of the industrial age. This includes a unique pattern of metal manufacture and mining and associated settlements, as well as, canals and cities and towns and civic buildings from the nineteenth century. As with other parts of the Region, the nature of the sub area and its particular landscapes and settlement patterns create a powerful local identity.
- 4.20** Parts of the sub area are subject to high flood risk; regularly updated flood maps are provided by the Environment Agency. Much of the area around Doncaster is at risk from river and inland tidal flooding. In addition some of this area overlies the Sherwood Sandstone aquifer that is subject to summer water scarcity. Several town centres below the upland areas are at risk from river flooding. Areas adjacent to high concentrations of traffic, particularly alongside the M1 and M18 motorways and within city centres, have the poorest air quality levels in the Region.
- 4.21** Much of the sub area forms part of the South Yorkshire Forest. This is evidence of the positive role that woodlands can make in restoring post-industrial landscapes. New tree planting can mitigate river flooding and can help to improve excluded communities.
-

- 4.22 Climate change will put increased pressure on urban drainage and water supply systems, especially in Sheffield and Rotherham and lead to the loss of montane heathland in parts of the South Pennines.

Figure 4.1: South Yorkshire environment context map

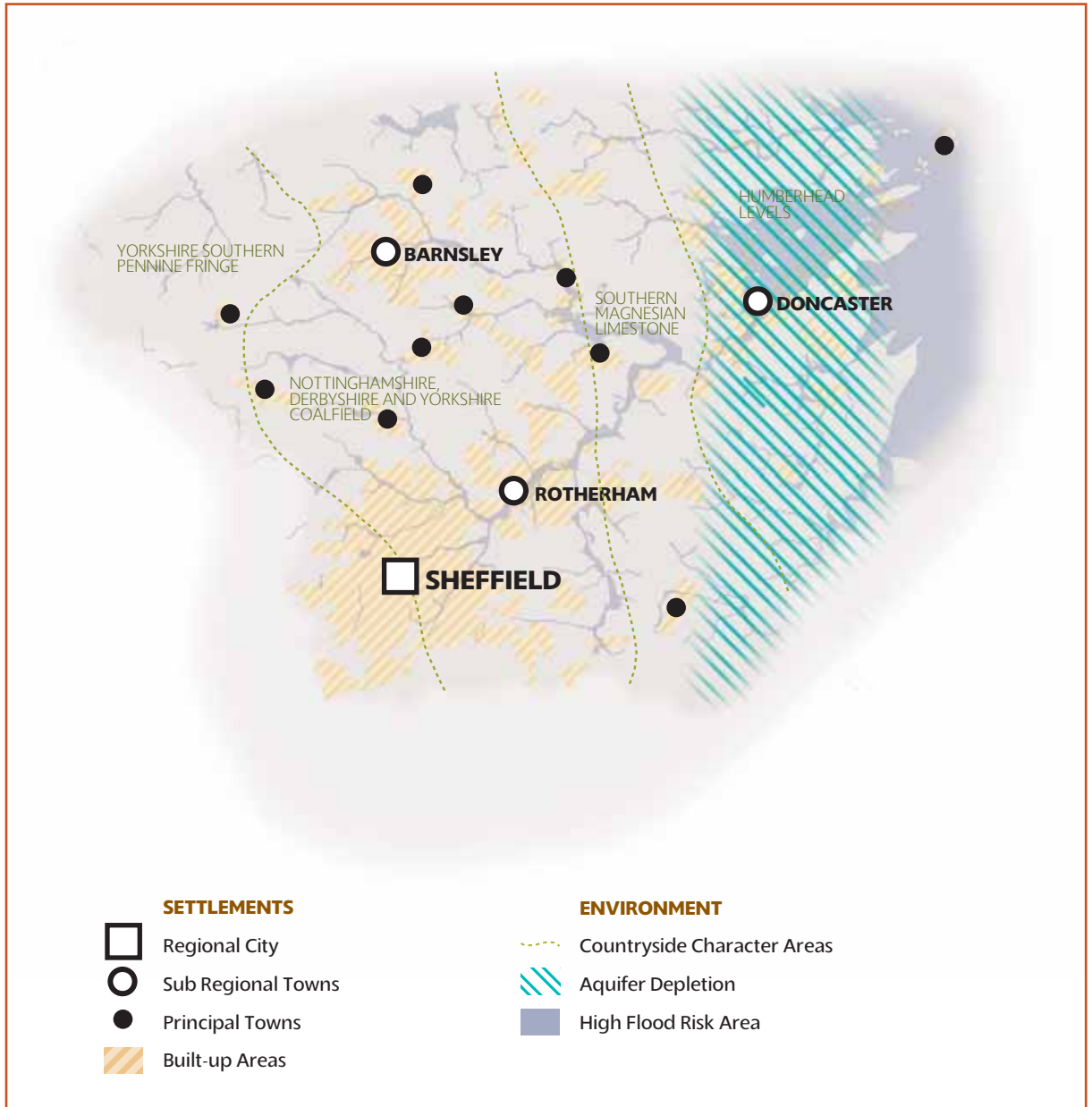
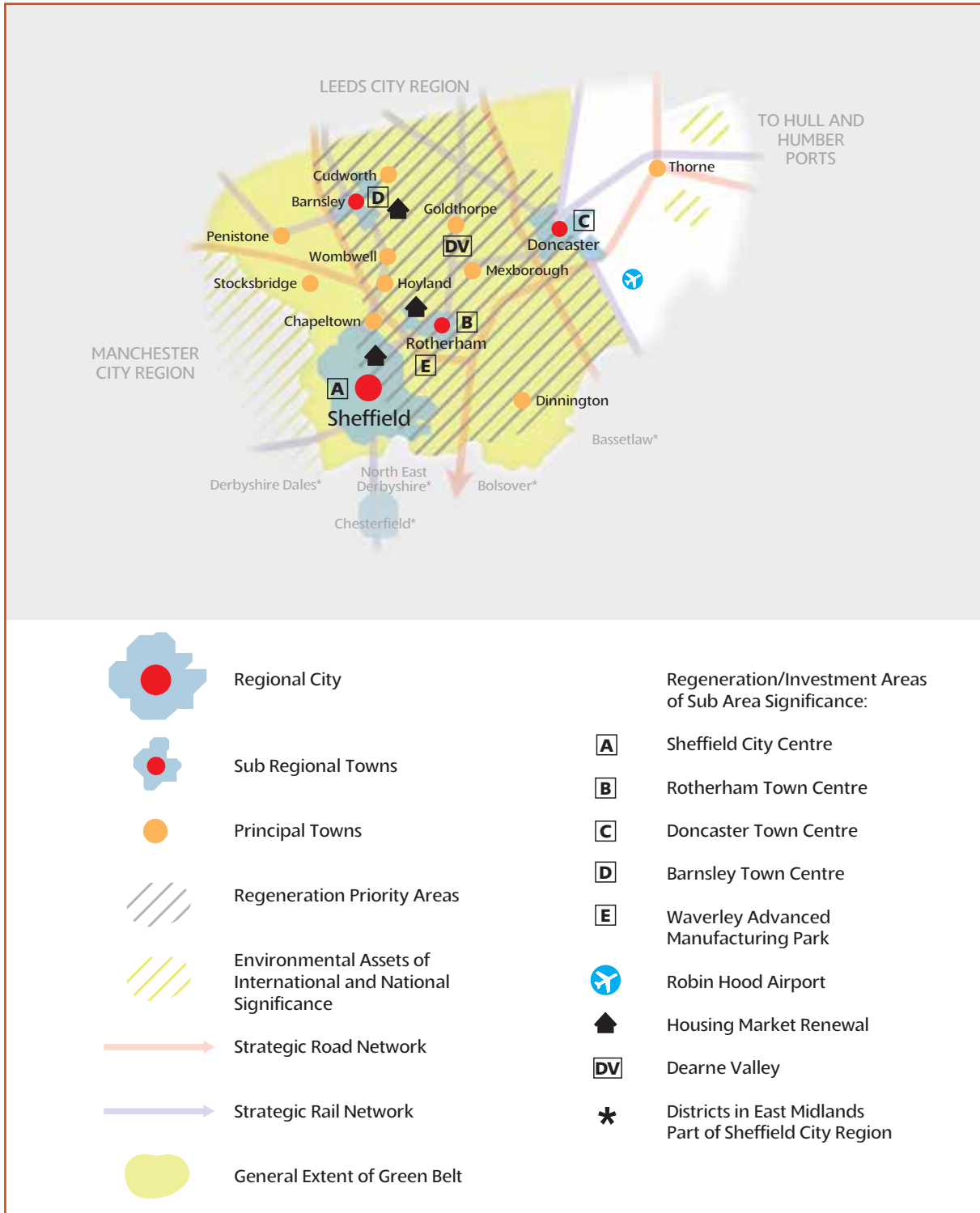


Figure 4.2: South Yorkshire context diagram



Section 5

Humber Estuary

POLICY HE1: Humber Estuary sub area policy

Plans, strategies, investment decisions and programmes for the Humber Estuary sub area should:

A Roles and functions of places

1. Transform the role of Hull as a Regional City, particularly through remodelling the city centre to provide more and better jobs, shops, services, public spaces and homes, and transforming residential areas to create a better mix of housing and quality environments
2. Strengthen the roles of Scunthorpe and Grimsby/Cleethorpes as Sub Regional Towns, particularly through town centre renaissance and housing renewal and growth
3. Support the roles of Beverley, Driffield and Goole as Principal Towns

B Economic development

1. Diversify and develop the sub area's economy, making the most of the multimodal transport links, ports, city and town centres and workforce
2. Foster value-added port-related activities and maximise opportunities around the ports and close to the estuary's deep water channel including through safeguarding land north west and south east of Immingham for estuary-related uses
3. Diversify and develop the local economies of Hull, Grimsby and Scunthorpe – particularly to develop a stronger service sector
4. Enhance the tourism offer and attraction of Cleethorpes

C Environment

1. Improve the environment of housing and employment areas in Hull, Scunthorpe and Grimsby, including through increased tree planting
2. Protect and enhance the biodiversity and landscape character of the Humber Estuary and the Wolds area, improve green infrastructure, and protect the integrity of the internationally important biodiversity sites
3. Develop the sub area's renewable energy generation potential, whilst taking account of the potential cumulative impact of large numbers of wind turbines and associated development
4. Avoid depleting the Sherwood Sandstone aquifer in the western part of the sub area
5. Safeguard the sub area's main economic assets and settlements from tidal and fluvial flooding, including through managed realignment
6. Improve air quality, particularly in parts of Hull and Scunthorpe (based on AQMAs).

Continued

POLICY HE1: Humber Estuary sub area policy *continued*

D Transport

1. Coordinate development in Hull, at the port of Hull and south Humber ports, and for estuary-related uses on the south Humber Bank with implementation of the relevant transport investment priorities set out in Table 13.24
2. Increase rail and road accessibility to Hull, the port of Hull and to the south Humber ports
3. Improve the opportunities for inter-modal transfer from road to rail or water (sea and inland waterway)
4. Improve public transport links to and within Hull
5. Improve connectivity to and between Scunthorpe, Immingham, Grimsby and Cleethorpes, particularly by public transport

E Strategic patterns of development

1. Focus most development on Hull, Scunthorpe and Grimsby/Cleethorpes,
2. Promote development at Goole, Beverley and Driffield to strengthen their service centre roles and where necessary aid regeneration or provide more affordable housing
3. Manage housing development in the Hull strategic housing market area to reduce the amount of development in East Riding and increase development in Hull over the Plan period coordinated with the Pathfinder programme for renewal, demolition and vacancy reduction and with improved infrastructure and community facilities.
4. Provide development to meet local housing needs and for economic diversification in the rural areas and smaller settlements, particularly west and north of Hull, west of Scunthorpe and south of Grimsby
5. Manage flood risk in line with policy ENV1 in all parts of the Humber sub area at risk from flooding

F Regionally significant investment priorities

1. Secure rapid urban renaissance progress in Hull, Grimsby and Scunthorpe
2. Manage and minimize risk of flooding from the Humber and associated river and drainage systems to Hull, Sub Regional Towns, Principal Towns and other settlements
3. Improve multimodal land access to the Humber Ports and develop their complementary roles
4. Secure a healthy housing market for all tenures of housing in Hull and surrounding area, in the Grimsby area, and in Goole

G Joined up working

1. Promote collaborative working on LDFs and between all agencies to regenerate Hull, Grimsby and Scunthorpe
2. Foster collaboration across the sub area between public and private partners to realise the potential of the City Region and Humber Ports as the 'Global Gateway'
3. Manage the release of land for housing in a manner which will support interventions to address both fragile and failing housing markets and affordability
4. Develop public transport corridors and services
5. Develop an integrated approach to habitat management, creation and enhancement across the Humber Estuary, designed to secure positive environmental benefits whilst allowing effective flood management and appropriate development proposals to be progressed

OUTCOMES	INDICATORS
<p>The internationally recognised environmental and biodiversity qualities of the Humber Estuary have been protected and enhanced.</p>	<p>Environmental quality of the Humber Estuary.</p>
<p>The regeneration and urban renaissance of Hull has improved its role, performance and quality. Hull has become a strong focus for development opportunities and the provision of services and facilities. The roles of Grimsby and Scunthorpe have been enhanced and urban quality has improved.</p>	<p>Health of Regional and Sub Regional City and Town and Principal Town centres. Housing vacancy rates. Housing development in the city of Hull and wider housing market area in East Riding. Air quality.</p>
<p>The potential of the Humber Ports as one of the UK's global gateways has been realised and the sub area's ports and associated activities have supported significant regeneration and growth. This has been achieved without damage to the quality of the Humber Estuary.</p>	<p>Freight lifted through ports and on waterways. Development of land for port and other estuary-related facilities. Success of the Humber sub area economy. Condition of internationally important biodiversity sites.</p>

Introduction

- 5.1** The Humber Estuary sub area includes the Unitary Authorities of North Lincolnshire, North East Lincolnshire and the whole area of Kingston-upon-Hull City Council. It includes much of the area of the East Riding of Yorkshire Council Unitary Authority – the remaining northern and eastern parts are included respectively in the Coast sub area and the York sub area.
- 5.2** The Humber Estuary sub area approximates to the Hull and Humber Ports City Region in the Northern Way Growth Strategy. Its vision is of a Global Gateway with a thriving, outward looking, sustainable economy building on its unique assets of location, the estuary, ports connectivity and physical environment, perpetually changing for the benefit of people, businesses and the environment, whilst making significant contributions to the sustainability of regional, national and European communities.

Settlements, the economy and housing

- 5.3** The sub area has a population of about 785,000, some 473,000 on the north bank and 312,000 south of the Estuary. The settlement pattern is not conventionally polycentric. The north and south banks have well developed, largely separate and different service functions and settlement hierarchies. However, the sub area as a whole has considerable economic and environmental shared needs and opportunities and these factors are the functional basis for defining the sub area and for expressing spatial strategy and policy at this scale.

- 5.4** On the north bank of the Estuary, the Regional City of Hull is the predominant centre of population and economic activity. For the purposes of the Plan, the Regional City comprises all of the unitary authority area of Kingston upon Hull plus the adjoining settlements of Cottingham, Anlaby, Willerby, Kirkella and Hessle within the East Riding of Yorkshire. The Regional City has a population of over 300,000. Its travel to work area includes all the sub area north of the Humber and the Holderness coast settlements which form the southern part of the Coast sub area. There are Principal Towns of Beverley, Driffield and Goole. On the south bank, Scunthorpe and Grimsby are Sub Regional Towns, whose travel to work areas extend over the regional boundary into Lincolnshire. On both banks, smaller Local Service Centres provide for vital needs, for what is often, a thinly scattered population.
- 5.5** There have been historic population losses from Hull, and to a lesser extent Grimsby, to surrounding areas, which need to be arrested by a range of urban regeneration and policy approaches. This underlines the need to improve the activity level and skills of the potential workforce. Older age groups will form a larger proportion of the population with implications for the provision of services.
- 5.6** The characteristics of the sub area's population, household size, age structure and average deprivation levels is close to the overall regional average. However, there are serious levels of social and economic deprivation, high crime levels, fuel poverty, poor health and worklessness concentrated in parts of Hull and Grimsby and, to a lesser extent, in a number of smaller settlements north and south of the Humber Estuary. Hull is the 6th most deprived district in England.
- 5.7** The sub area's settlement pattern is powerfully influenced by the Estuary. The history of the main urban centres of Hull and Grimsby is tied to the development of their ports and docks and the proximity of safe harbourage and the Estuary's deep water channels. Historically, the north and south bank have developed with substantial commonalities, but few interdependencies. More recently, there is an increasingly widely held recognition of the opportunities for growth and regeneration, and for the Humber Estuary sub area to be regarded as a growing asset, not only for the region, but for the whole UK. This concept of the sub area as a national gateway is a main theme of the Northern Way strategy and the Hull and Humber Ports City Region Development Programme. Tourism is important to the sub area economy, with the Estuary and the coast key assets. Cleethorpes is a major visitor destination for people from South Yorkshire and the East Midlands.
- 5.8** The economy of the sub area is dominated by the three main urban areas of Hull, Grimsby and Scunthorpe. All have economies which have suffered from industrial decline and restructuring and recent economic indicators show falling performance in recent years. There are also low levels of employment growth and participation, so employment growth and diversification, especially of service jobs in city and town centres, must be pursued.
- 5.9** The Humber Ports – Hull, Immingham, Grimsby and Goole – are the largest ports complex in the UK and are the fourth largest in northern Europe in terms of tonnage handled and provide the Region, the North and other parts of the UK with a global gateway. As the UK's most northerly ports complex able to offer overnight services of less than 12 hours to and from continental Europe, their location is nationally strategic. They can also play a part in providing a by-pass to the congested South East road and rail routes which lead to the Channel Tunnel and ports. Humberside Airport and Robin Hood Airport Doncaster Sheffield, just outside the sub area, have potential to deliver significant new activity and jobs.
- 5.10** Policy HE1 recognises the importance of the Humber ports and the need to accommodate additional "estuary-related uses". Development land close to the ports and estuary is a valuable and limited resource, and it is important that it is available for uses that genuinely need to be located there, for example because of the need for access or proximity to the deep water or economic clusters that already exist.
-

- 5.11** The polarised social and economic characteristics of the sub area are, to a large degree, reflected in the diverse physical condition of, and market demand for housing. A significant proportion of the housing stock in Hull suffers from low levels of market demand and investment. In Hull, a range of public sector initiatives, including Gateway Pathfinder, New Deal for Communities and Hull Citybuild (the Urban Regeneration Company) are working to address the prevailing adverse physical, social and market conditions and to improve the quality and choice of housing, create thriving neighbourhoods and reduce the pressure to build on greenfield sites in the East Riding area. The North Bank planning authorities will need to collaborate when preparing Housing Development Plan Documents, to ensure that their policies and proposals adopt a consistent approach to address cross boundary Housing Market Renewal initiative. There are smaller and less intense concentrations of housing stress in Grimsby and Scunthorpe, where Renaissance Programmes are underway. On the other hand, there are areas of strong market pressure and affordability issues – especially north and west of Hull, the Isle of Axeholme area, west of Scunthorpe, and south of Grimsby/Cleethorpes. It is important that all housing market interventions contribute to creating more robust markets for the sub area's housing stock as a whole.
- 5.12** Over the Plan period, the sub area's main urban areas should confirm and advance their roles. Hull city centre provides retail, leisure and business and personal services for most of the north bank part of the sub area and needs to continue to improve to perform as a Regional City. Hull, Scunthorpe and Grimsby/Cleethorpes and the Principal Towns of Beverley, Driffild and Goole represent a considerable amount of physical and social investment and capital. This needs to be built on to implement the Plan's urban focus strategy. Most urban areas have areas of valuable high quality built environments which should be conserved and enhanced. Regeneration; not just of city and town centres and problematic housing areas, but of wider urban areas and open space networks and fringe areas need to contribute to social inclusion, restrain out-migration from the main urban areas and provide a basis for more sustainable development. Making the sub area's main urban areas more attractive is a challenge, which must be met by a wide range of agencies working together.

Transport

- 5.13** There are strong economic and transport links with the Leeds City Region and South Yorkshire sub areas. The Humber Ports and Trans-Pennine road, rail and inland waterway links form part of the E20 link to mainland Europe and beyond. Improving the quality of these connections, particularly the A63 road and rail links to Hull Docks and access improvements to Immingham are regional priorities. Humberside Airport and, just outside the sub areas, Robin Hood Airport can support growing and diversifying the economy of parts of the Humber Estuary sub area as well as South Yorkshire. The opportunity to improve public transport connections to Humberside Airport needs to be evaluated.

Environment

- 5.14** The sub area's dominant feature is the Humber Estuary. The Estuary is internationally significant in terms of its environment and biodiversity. Environmental designations (SPA, cSAC and Ramsar site) include the whole of the Humber Estuary, its habitats and wildlife, and developing economic potential should not compromise its environmental and biodiversity qualities. Many areas around the Estuary are low lying and measures to minimise risk need to be developed as sea levels rise over and beyond the Plan period. Managed realignment will be required in places along the estuary, including those indicated on the Environment Context Map. Flood management will need to conserve and enhance biodiversity and help lead to a net increase in the quality and quantity of habitats of international importance. Regularly updated flood maps are provided to local authorities by the Environment Agency.
-

- 5.15** The sub area includes a range of landscape character areas. As well as the coastal and marsh and reed beds around the Estuary, there are extensive other landscape types including wetlands and heathlands, the open extensively farmed Holderness area and the grasslands of the Wolds – north and south of the Estuary. Some western parts of the sub area are vulnerable to summer water scarcity arising from the depletion of the Sherwood Sandstone aquifer. The chalk aquifer underlying the Wolds also forms an important groundwater source.
- 5.16** It is important to safeguard and enhance the sub area's variety of landscapes which include important prehistoric and medieval landscapes. The sub area has particularly low levels of tree cover. Increasing tree cover within accessible natural green space close to main urban areas can promote a range of environmental, social and health benefits.
- 5.17** The Humber Estuary sub area has a major role to play in terms of the Region's renewable energy generation requirement. In part, this is because of planned and/or proposed offshore wind farms which will require on-shore facilities on both banks of the Estuary. Existing power generation infrastructure on the south bank is a particular attraction for further wind turbine development. However, care needs to be taken to protect this area from over-development of wind turbines to the detriment of the area's character and amenity.
- 5.18** Economic development and renewable energy development will need to be achieved in the sub area in ways which maintain the integrity of internationally important biodiversity resources along the Humber estuary. The extent to which different objectives can be realised will only become clear as local policies are developed and specific development proposals come forward. In particular, the requirement to subject local policies and proposals to Appropriate Assessment is likely to determine the nature, location and scale of development so that it does not affect the integrity of the Humber Estuary's international biodiversity interest. Such assessments may indicate the need to compromise development aspirations or to invoke "IROPI" (as defined in Regulation 49 of the Habitats Regulations 1994 amended by the Conservation (Natural Habitats etc) (Amendment) Regulations 2007) to allow development to take place. If the latter arises, there is potential to develop an integrated approach to habitat enhancement and creation across the whole estuary, linked to other measures such as flood management and managed realignment.
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Figure 5.1: Humber environment context map

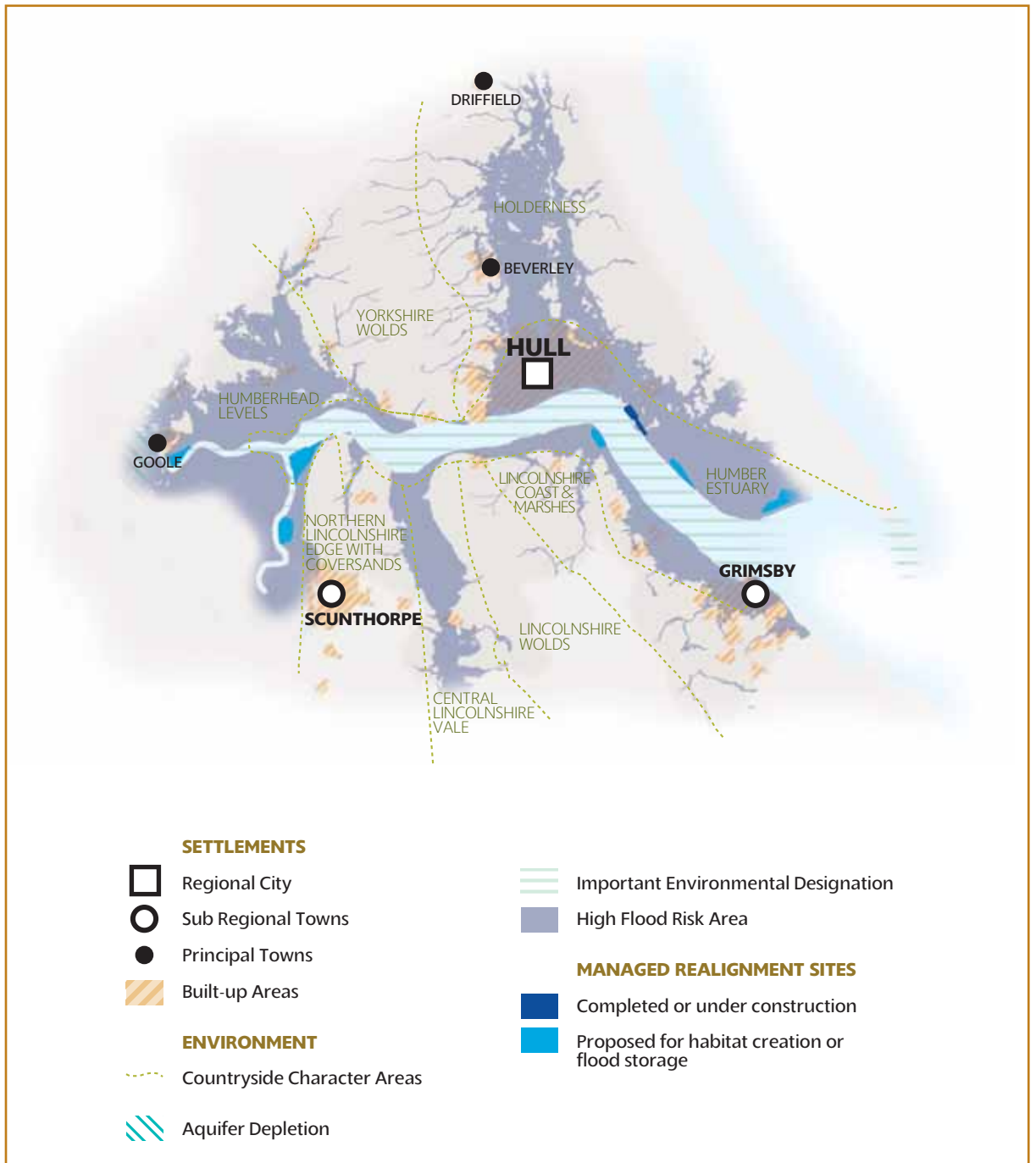


Figure 5.2: Humber context diagram



Section 6

York

POLICY Y1: York sub area policy

Plans, strategies, investment decisions and programmes for the York sub area should:

A Roles and functions of places

1. Ensure the roles and function of places in the York sub area complement and support those described in the Leeds City Region
2. Develop the role of York as a Sub Regional City and support the roles of Selby and Malton as Principal Towns

B Economy

1. Diversify and grow York as a key driver of the Leeds City Region economy by encouraging the business and financial services sector, knowledge and science-based industries, leisure and retail services and the evening economy, and further developing its tourism sector
2. Spread the benefits of York's economic success to other parts of the sub area and ensure that all members of the community have access to employment opportunities
3. Deliver economic growth at Selby and Malton in line with their roles as Principal Towns
4. Identify and safeguard a site for the Spallation project, in the vicinity of Selby

C Environment

1. In the City of York LDF, define the detailed boundaries of the outstanding sections of the outer boundary of the York Green Belt about 6 miles from York city centre and the inner boundary in line with policy YH9C.
2. Protect and enhance the nationally significant historical and environmental character of York, including its historic setting, views of the Minster and important open areas
3. Protect and enhance the particular biodiversity, landscape character and environmental quality of the York sub area – including the 'Vales' area, Humberhead Levels area, the Derwent Valley area, the Wolds, Howardian Hills AONB, and protect the integrity of internationally important biodiversity sites
4. Help to mitigate flooding through proactive planning and management and provide appropriate protection, especially in York and Selby
5. Avoid depleting the Sherwood Sandstone aquifer
6. Improve air quality, particularly along main road corridors in York (based on AQMAs)

Continued

POLICY Y1: York sub area policy *continued***D** Transport

1. Develop the role of York as a key node for public transport services for the sub area
2. Implement stronger demand management in York and in relation to the strategic highway network
3. Improve accessibility to and within York, particularly by improved facilities for walking and cycling, increased capacity and quality of public transport, and new park and ride facilities
4. Improve public transport links between Local Service Centres and other rural communities and York and the sub area's Principal Towns
5. Improve access between York and Scarborough / the east coast

E Strategic patterns of development

1. Focus most development on the Sub Regional City of York, whilst safeguarding its historic character and environmental capacity
2. Promote development at Selby to foster regeneration and strengthen and diversify its economy within the Leeds City Region
3. Support an appropriate scale of development at Malton to support local regeneration and the role of York
4. Elsewhere in the sub area, use a managed approach to development to focus on meeting local housing needs and appropriate economic diversification

F Regionally significant investment priorities

1. Develop the sub area economy with major new development and initiatives including Science City York, York Northwest, further developing and expanding York University and supporting the SPALLATION Project at Selby
2. Manage flood risk in line policy ENV1 along the Ouse at York and Selby, in the Derwent Valley, and in the Humberhead Levels area

G Joined up working

Promote partnership approaches to economic diversification, regeneration, housing distribution, development and flood risk management throughout the York sub area

OUTCOMES	INDICATORS
<p>York's role has been strengthened, achieving significant population, housing and economic growth without detriment to the historic and natural environment of the city.</p>	<p>Health of York as a Sub Regional City. Success of York's economy. Housing trajectory for York. Quantity and condition of York's historic attributes.</p>
<p>Principal Towns of Selby and Malton have been developed to compliment the role of York and serve the needs of their hinterlands.</p>	<p>Health of Principal Town centres.</p>
<p>The role of Local Service Centres has been supported by small scale development to mainly meet local affordable housing needs and economic and business diversification, without detriment to the quality and character of the natural and built environment.</p>	<p>Health of Local Service Centre town centres. Affordable housing provision. Rural economic performance. Condition of internationally important biodiversity sites.</p>

Introduction

- 6.1** The York sub area includes all of the Unitary Authority of York, Selby District, the southern parts of Hambleton and Ryedale Districts, the southeast part of Harrogate District and the northwest parts of the East Riding of Yorkshire. The western part of the sub area, including the settlements of York and Selby, are part of the overlapping Leeds City Region and have generally good north-south and westward connections. The eastern part of the York sub area is much more rural in character, with Malton the only settlement of significant size.

Settlements, the economy and housing

- 6.2** The sub area's topography and strong interdependencies mean that it has overlaps with a number of other sub areas. The economic and housing market links with the core of Leeds City Region are particularly strong. The sub area had a population of about 360,000 in 2003, just over half of which live in York itself. Over 280,000 live in the western part of the sub area (York UA, Selby and part of Hambleton and Harrogate Districts, which makes up less than 30% of the extent of the sub area). The remaining larger eastern area is much more thinly populated.
- 6.3** The population of York itself grew by almost 10% in the period 1982 – 2002 and the remainder of the sub area population grew by over 15% over the same period. By way of comparison, the Region's population has grown by just 1.5%. The population of the sub area shares many of the characteristics of the adjoining Vales and Tees's Links sub area, in that it has above regional average levels of older people and disposable incomes and lower levels of deprivation, although there are pockets of exclusion and low income.
- 6.4** The economy of the sub area is dominated by York, where the loss of traditional manufacturing jobs has been offset by growth in the services sector, including business and financial services, knowledge industries, tourism and the evening economy. These structural changes are likely to continue and are likely to underpin the long term growth of the York economy.

- 6.5** The historic city centre of York is a major regional asset and is of national and international importance in terms of its history, heritage, architecture and archaeology. It is an established major generator of tourism and a 'gateway' to the Region's range of iconic built and natural attractions. Science City York provides support to technology-based businesses in York and the wider area focussing on the bioscience, creative industries, and digital/IT clusters.
- 6.6** Selby's growth over the last 20 years was based on exploiting the eastward extent of the Yorkshire coalfield and its rise as a commuter settlement with good connections to Leeds and York. More local employment is needed to increase job opportunity following the decline of coal mining in the Selby area and to support Selby's Principal Town role. Policy Y1B refers to the need to identify a site in the vicinity of Selby for a potential European Spallation project which would be of regional significance. Such a site would need to be reserved specifically for that project and in the event of that not proceeding the future use of the site would have to be reconsidered. A planning permission was granted for a science research and development facility in this broad location in 2006.
- 6.7** Malton is the Principal Town for much of the eastern part of the sub area and parts of the eastern Remoter Rural sub area. Further local scale employment opportunities are justified to diversify and grow the local economy and to counter out-migration by younger people and reduce long distance commuting.
- 6.8** In the sub area's rural areas, employment in the agricultural sector has declined and this is likely to continue. This underlines the need for more small-scale diverse employment development in the sub area's service centres.
- 6.9** The sub area's attractive settlements of all scales, rural landscapes, and proximity to strong sub regional economies of the Leeds City Region as well as to York itself continue to increase population and housing pressures across the whole sub area, particularly much of the York urban area and areas west, north and north east of York. In these areas, house prices are very high and addressing locally generated housing needs is important to foster viable and sustainable communities. Outside of York itself, the sub area's rural areas and market towns are becoming gradually more dominated by older and generally more affluent smaller households. In these areas rising house prices, the loss of traditional employment and migration of the younger age groups to the Region's main urban areas are having an increasing effect on the nature and long term viability of many of the sub area's smaller settlements and rural areas.
- 6.10** Most of the sub area's new market housing should be provided in York and Selby. The means of achieving this focus will depend on more local studies of environmental constraints and impact on historic character. The Green Belt around York is an important tool to ensure that the growth of the city is managed in a way which safeguards the special character and setting of the historic city. The general extent is shown on the Key Diagram, and policies YH9C and Y1C provide the strategic framework for finalising the detailed boundaries.⁶
- 6.11** Selby will be the focus of significant, but lower scale growth of housing and employment. It is well placed to accommodate development to serve its indigenous growth, but is also well related to York and the main urban core of the Leeds City Region. Malton will be the main focus of local growth in the eastern part of the sub area, within an overall approach of restraint in this part of the sub area. The aim here should be to widen the mix and choice of housing. There will be a strong emphasis on increasing the supply of affordable housing and supporting the role of York and harnessing some of its growth to benefit the remoter eastern parts of the sub area and to strengthen the Principal Service Centre role of Malton.
- 6.12** Elsewhere, development will need to be managed in line with policy YH7 to deliver sustainable rural communities. Local service centres will need to be identified in LDFs.

⁶ Policies YH9C and Y1C replace Policy E8 of the North Yorkshire Structure Plan extended under transitional provisions of Schedule 8 to the Planning Compulsory Purchase Act 2004.

Transport

- 6.13** The western part of the sub area has generally good links to key national and inter-regional transport corridors. Links to the Coastal and Humber Estuary sub areas are generally lower quality. The A64 and eastern section of the Transpennine rail route provides an important link within the sub area and to the wider Coast sub area. York provides a wide range of services for much of the sub area and is well connected to its hinterland and most parts of the Region. A long term strong policy focus on promoting public transport usage and non-car modes has helped to sustain a high quality urban environment. The sub area's two Principal Towns offer valuable local level facilities for a much smaller, generally more scattered, population. The more remote parts of the sub area are less well served by public transport. Improvements to the Leeds-York-Harrogate rail line will be needed to make rail usage more attractive.

Environment

- 6.14** Diverse natural character areas shape the landscape and topography of the York sub area. The Vale of York area, centred on York itself and Vale of Mowbray is generally low lying and, outside settlements, is usually rural in character with established field patterns and hedgerows trees and small areas of woodland. The Humberhead Levels area to the south is predominantly open, with few trees and woodland. Both these areas have extensive river systems with considerable associated flood risk.
- 6.15** The Yorkshire Wolds, which make up most of the eastern part of the sub area, are a chalk upland area, open in character with generally small settlements close to the spring line. The Yorkshire Wolds have a number of prehistoric landscapes and sites which should be safeguarded.
- 6.16** In common with many of the Region's predominantly agricultural areas, many of the sub area's landscape character areas have been damaged by intensive agricultural practices. Changes to agricultural regimes can form the basis to improve and reinforce landscape character. The southern extent of the Howardian Hills AONB lies west of Malton with the Vale of Pickering to the north and east. The River Derwent has important environmental values. The Sherwood Sandstone aquifer underlies much of the sub area south of York. The aquifer suffers from excessive summer depletion and new development must take account of this. The sub area's ranges of landscapes, important biodiversity sites (including the River Derwent SAC, Lower Derwent Valley SAC/SPA/Ramsar site, Skipwith Common SAC, and Strensall Common SAC) as well as the historic built environments are important factors in determining capacity to accommodate new development. Minimising flood risk will be a key factor in evaluating development proposals in much of the sub area. Policy ENV8 protects the internationally important biodiversity sites, and an Appropriate Assessment will be required of any plans or proposals that are likely to have a significant effect on their integrity.
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Figure 6.1: York sub area environment context map

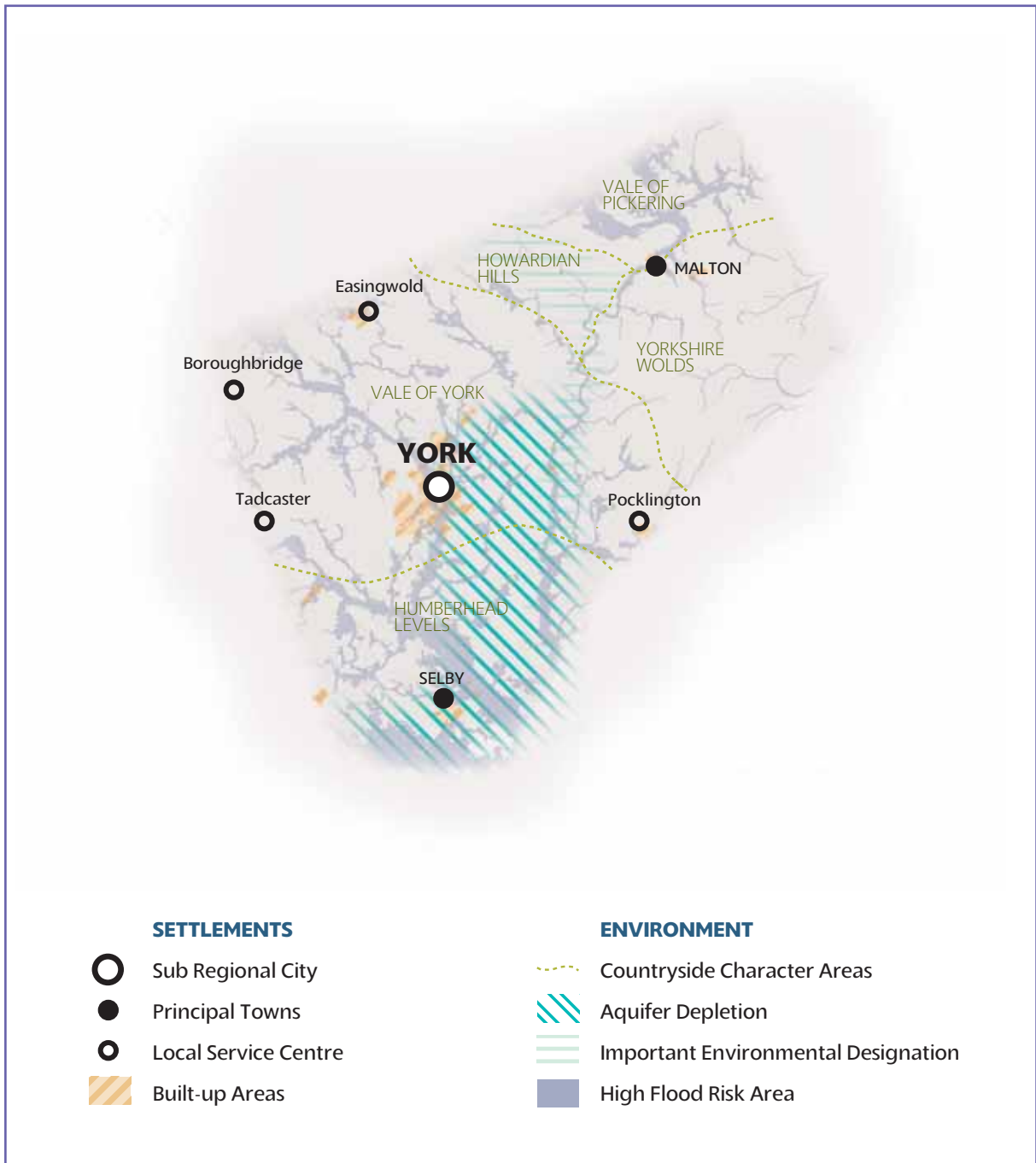
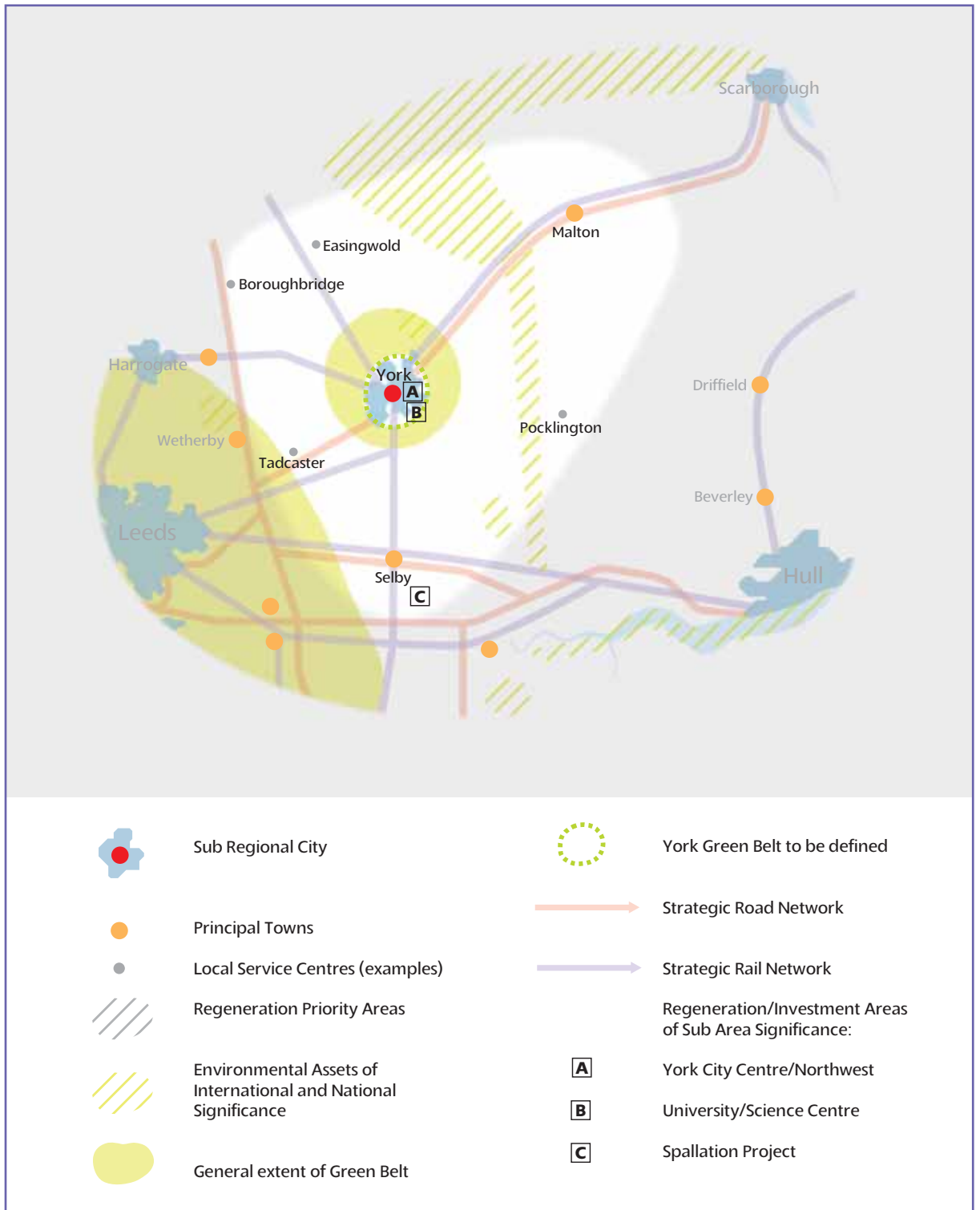


Figure 6.2: York sub area context diagram





Section 7

Vales and Tees links

POLICY VTL1: Vales and Tees links sub area policy

Plans, strategies, investment decisions and programmes for the Vales and Tees Links sub area should:

A Roles and functions of places

Develop the complementary roles of Northallerton, Thirsk, Ripon and Richmond/Catterick Garrison as Principal Towns to ensure their effectiveness and sustainability

B Economic development

1. Diversify the sub area economy to lessen dependency on the agricultural sector and reduce out-commuting
2. Support the growth of Catterick Garrison by locating development in the Garrison town that complements services and facilities in Richmond

C Environment

1. Protect and enhance the historic character of the sub area's Principal Towns, Local Service Centres and countryside
2. Protect and enhance the biodiversity and landscape character of the Vales and Tees Links area and protect the integrity of the internationally important biodiversity sites
3. Reduce the risk of flooding in settlements adjacent to the sub areas rivers and control development in 'at risk' areas

D Transport

1. Improve the public transport connections between the sub area's Principal Towns and smaller settlements and rural areas

E Strategic patterns of development

1. Adopt a managed approach to ensure an appropriate level of housing provision within the sub area to support regeneration and growth in the Leeds and Tees Valley City Regions and reduce long distance commuting
2. Focus development in the sub area's Principal Towns⁷
3. Provide, in Principal Towns and Local Service Centres, an appropriate scale of affordable and market housing and employment opportunities to meet local needs

F Joined up working

1. Develop good local transport links between the sub area's Principal Towns and their catchment areas
2. Support the renewal and regeneration of the Tees Valley City Region and the main urban area of the Leeds City Region

⁷ The housing figures set out in Table 12.1 for Richmondshire do not include provision for MoD housing development as part of the expanded role for Catterick Garrison. Additional provision (in the region of 2,250 additional dwellings up to 2021), along with the mix of housing and whether affordable homes are needed at the Garrison, are matters that will need to be taken forward through the Richmondshire LDF.

OUTCOMES	INDICATORS
<p>Growth pressures have been controlled and out-commuting reduced to support urban regeneration in the adjoining city regions and safeguard quality of life, environmental values and the character of the sub area.</p>	<p>Housing trajectory. Internationally important biodiversity sites in favourable condition. Quality and condition of the sub area's historic attributes.</p>
<p>Within the context of safeguarding the quality and character of the sub area, a more robust and diverse economy has been achieved by supporting the roles of the Principal Towns, building on the potential benefits of a growing Catterick Garrison and maximising the contribution of small scale economic commercial uses.</p>	<p>Health of Principal Town centres. Rural economic performance. Growth of Catterick Garrison.</p>
<p>Outside the Principal Towns, new housing provision has focused mainly on meeting local housing needs.</p>	<p>Affordable and market housing provision.</p>

Introduction

- 7.1** The Vales and Tees Links sub area includes most of the District of Hambleton and parts of the Districts of Richmondshire, Ryedale and Harrogate. The basis for defining this sub area are its differences from the surrounding areas of North Yorkshire. To the east and west are the more remote upland areas, made up of the Region's National Parks and environmental designation areas. These form the Remoter Rural sub area. To the south, is an area strongly affected by development pressures arising from proximity to the Leeds, Harrogate and York housing and travel-to-work areas within the Leeds City Region. The main urban areas of the Tees Valley City Region lie just north of the regional boundary and exerts considerable development pressures over much of the northern part of the sub area. Much of the sub area has strong links with the North East Region.

Settlements, the economy and housing

- 7.2** The sub area has a population of just over 135,000, less than 3% of the Region's total. Its people have good levels of health, the Region's highest activity rates and lowest levels of deprivation. In the context of the Region as a whole, the sub area is characterised by good quality of life and high quality of built and natural environment. These qualities continue to attract more mobile affluent households dependent on high levels of commuting, usually by car. House prices are generally high, and prohibitively high in the high demand areas in the south and north of the sub area, where affordable housing issues are critical.
- 7.3** The sub area has strong links to nearby city regions. It includes four Principal Towns – Northallerton, Thirsk, Ripon and Richmond/Catterick Garrison. Local service centres, such as Bedale, Masham, and Stokesley, will need to be defined in LDFs. These centres provide a range of services and some serve geographically wide catchments, including much of the adjoining Remoter Rural sub area. The general role of these centres is not anticipated to change during the Plan period, the exception being Catterick Garrison, where planned major expansion of the size of the army garrison is likely to support widening its range of services and facilities complementary to those in Richmond such that together they perform an enhanced Principal Town role. Development at Catterick Garrison may help reduce development pressure at Richmond which is close to the North Pennine Dales and Meadows SAC.

- 7.4 The sub area continues to experience strong pressure for new housing, largely based on long distance commuting with relatively few local job opportunities and continuing reliance on the agricultural sector, where further decline is likely. Hence, catering for significant future growth in market housing is likely to further embed unsustainable development and travel patterns, fail to address affordability issues and tend to undermine regeneration efforts in the adjoining city regions, especially the Tees Valley City Region, where housing-led regeneration and population retention are key strategies.

Transport

- 7.5 The sub area is characterised by generally good north-south links. The Tees Valley and Leeds City Regions are linked by major main road and rail routes. East-west links are more local in design and character. Public transport to link Principal Towns to smaller settlements is important to sustain both rural areas and the general role of the Principal Towns. There may be scope for more innovative public transport initiatives to link smaller populations to service centres. The Durham Tees Valley Airport lies just north of the regional boundary within the Tees Valley City Region.

Environment

- 7.6 Much of the sub area is within the Vale of Mowbray and Tees Lowlands character areas and is low lying. Consequently, parts of the sub area are at flood risk, risks which should be minimised by, for example, upland alleviation measures and creating floodplain woodlands. The sub area has a variety of attractive predominantly lowland landscapes although intensive farming practices have eroded the landscape character of some areas. A number of internationally important sites adjoin the sub area, including part of the North Pennine Dales and Meadows SAC close to Richmond. Policy ENV8 protects these sites, and an Appropriate Assessment will be required of any plans or proposals that are likely to have a significant effect on their integrity. There is a pattern of historic market towns and villages and a number of important prehistoric and Roman features. These natural and man-made environments should be safeguarded and enhanced. The sub area's market towns have a rich historical and architectural character. An example is Ripon's status as a 'Cathedral City'.
- 7.7 The sub area has generally good potential for more wind energy development, this needs to be balanced by other considerations such as landscape character. Transportation facilities make the sub area suitable for increased biomass production to supply the Region's major power stations along the River Aire.
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Figure 7.1: Vales and Tees links environment context map

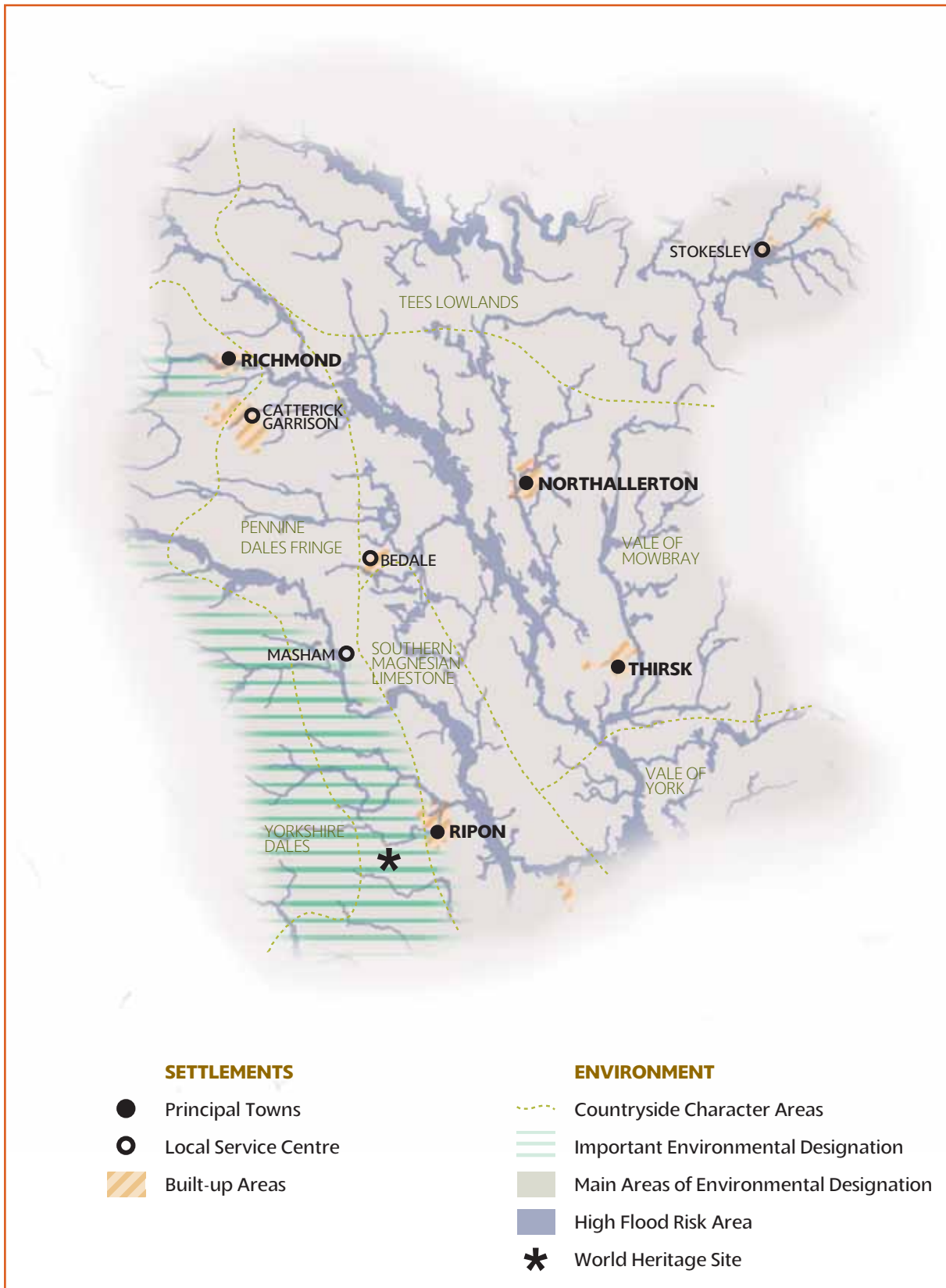
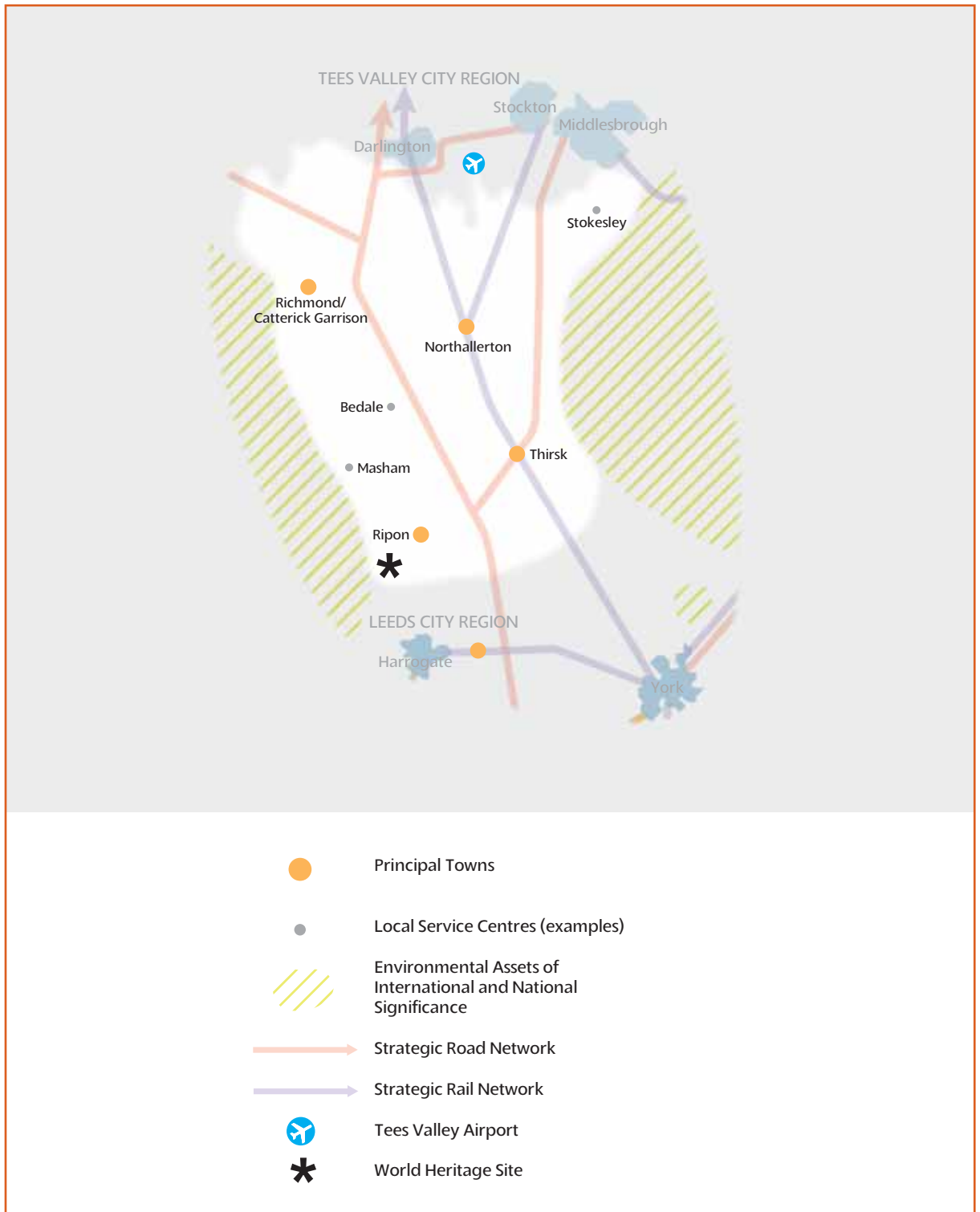


Figure 7.2: Vales and Tees links context diagram





Section 8

Coast

POLICY C1: Coast sub area policy

Plans, strategies, investment decisions and programmes for the Coast sub area should:

A Roles and functions of places

1. Strengthen the role of Scarborough as a Sub Regional Town serving much of the sub area and a focus for urban renaissance
2. Develop the Principal Town roles of Bridlington and Whitby
3. Maintain the role of Local Service Centres

B Economic development

1. Diversify the sub area's economic base, opening up employment opportunities, with tourism, sport and recreation, and other employment generating development and major new infrastructure at Scarborough and Bridlington
2. Review housing stock in Scarborough and Bridlington to ensure it meets changing housing market needs
3. Respond to peripherality by developing tourism, local services and businesses which utilise but do not compromise environmental, landscape and heritage assets

C Environment

1. Protect and enhance the unique character, heritage and biodiversity of the undeveloped coast and coastal waters, and protect the integrity of internationally important biodiversity sites
2. Conserve the geomorphological importance and natural beauty of the North York Moors National Park coast, the Flamborough Head coast, and Spurn Head and investigate extending Heritage Coast definition between Scarborough and Flamborough Head
3. Protect the historic seaside character of coastal settlements and upgrade their town centres and the seaside settings
4. Avoid the risk from flooding, erosion and landslip along the coast, through roll-back approaches to relocate existing uses
5. Improve marine water quality and maintain and extend 'blue flag' standards

Continued

POLICY C1: Coast sub area policy *continued*

D Transport

Strengthen the Coast sub area's transport services, infrastructure and reduce peripherality by improving:

1. the main east-west corridors and public transport links to the Tees Valley City Region, the cities of York and Hull and the conurbations of South and West Yorkshire
2. public transport access to coastal hinterlands and the North York Moors National Park
3. north-south links to secure better public transport links between coastal settlements

E Strategic patterns of development

1. Focus most development on Scarborough, with development at Bridlington in line with its role as a Principal Town and to assist regeneration
2. Ensure that development in and around Whitby safeguards its particular historic urban form and setting and the North York Moors National Park
3. Encourage appropriate development to support the regeneration and sustain the roles and viability of Local Service Centre coastal settlements

F Regionally significant investment priorities

1. Improve the public realm and quality of the built environment of coastal resorts and the coast's natural environment as the basis for economic diversification and regeneration

G Joined up working

1. Promote developing economic and social partnerships and partnership approaches to coastal, shoreline and marine management and conservation through Integrated Coastal Zone Management Plans, Shoreline Management Plans and Heritage Coast Management Plans

OUTCOMES

The coastal environment, quality and character of the sub area has been protected and enhanced and its assets have been a driver to improve the quality of places and diversify their economic role.

Within the context of safeguarding the quality and character of the sub area, the roles of Scarborough, Bridlington and Whitby have been strengthened through an appropriate scale of housing development and economic diversification and the roles of Local Services Centres have been supported by small scale development, to meet local housing needs and small scale economic diversification.

INDICATORS

Management and quality of the coastal environment.

Quality and condition of the sub area's historic attributes.

Countryside quality in the sub area.

Success of the sub area economy.

Health of Sub Regional Town and Principal Town centres.

Affordable housing provision.

Condition of internationally important biodiversity sites.

Introduction

- 8.1** The Coast sub area comprises most of Scarborough District and the eastern part of the East Riding of Yorkshire. It includes the whole of the Region's North Sea coast, north of the Humber Estuary. It is bounded to the west by the eastern part of the Remoter Rural sub area, the York sub area and the Humber Estuary sub area. The Coast sub area has significant common issues – but has particular and important inter-dependences with the Cities of York and Hull and, outside the Region, the Tees Valley City Region. There are important connections to, and increasing competition with, the market towns and growing commuter and Principal Towns of Malton, Driffeld and Beverley, which lie just outside the sub area.
- 8.2** Despite a strong interdependence with larger inland cities, the Coast sub area shares a number of unifying features. These include a pattern of local economies and settlements with most centres facing challenges to historic roles as service centres and structural changes to main historic functions, including towns and agriculture, fishing and niche manufacturing and economic activities; unique and important environmental assets; and weak connectivity arising from relative remoteness and peripherality.

Settlements, the economy and housing

- 8.3** The sub area has a population of about 160,000 – about 3% of the Regional total. The coastline is punctuated by a number of settlements. Scarborough is the largest with a population, including surrounding villages, of about 60,000. It performs the role of a Sub Regional Town, providing jobs, services and facilities for much of the sub area, mainly north of Bridlington, and the remoter rural area to the west. Bridlington and Whitby are Principal Towns. LDFs will need to define local service centres such as Hornsea, Filey, Hunmanby and Withernsea. The sub area has a significantly greater proportion of smaller older households than the regional average. The ageing population, and nature of the local economy, is reflected in economic activity rates lower than the regional average.
- 8.4** Scarborough, and particularly Whitby, are adjoined by areas of environmental designation and are largely confined by local topographic features. Their local settings, built form and historic features make them outstanding regional assets. Most coastal settlements south of Scarborough have attractive settings and features, but are generally less physically confined.
- 8.5** The pattern of settlements and local economy along the coast and its hinterland has been historically determined by the development and changing fortunes of fishing, agriculture, tourism and manufacturing. These sectors are continuing to change. Structural changes to local economies and other wider societal factors have led to concentrations of deprivation, worklessness and benefit dependence in some towns. A narrowing employment base and an increasing dependence on low wage/low skill sectors has resulted in significant losses of younger age groups. Consequently business start-ups are low, as is the number of small and medium sized enterprises. On the other hand, in-migration has been characterised by older, often (but not exclusively) lower income groups, who make increasing demands on the sub area's health and social care capacity. These demographic changes, together with the relative remoteness from the Region's main growth areas and the decline of the sub area's traditional employment sectors, pose a significant ongoing challenge.
-

- 8.6** The Coast sub area is an important asset for the whole Region and for the UK. There are national and international designations which must be safeguarded and enhanced, as well as other characterful coastal environments which should be retained. Many of the coastal settlements are already some of the Region's most attractive places to live. Effective regeneration and investment, changing lifestyles and work styles, improved connections to nearby cities and city regions and safeguarding and enhancing in the built and natural assets of the Coast sub area can provide the impetus for developing reinvigorated local economies and the renaissance of the Region's coastal communities. These are issues regarding some of the sub areas housing stock, including areas of low housing demand and outmoded stock in Bridlington and Scarborough.
- 8.7** Policy approaches for the sub area focus on strengthening and diversifying local economies, utilising and strengthening its unique natural and man-made assets and responding positively to peripherality including tourism linked to the environmental assets of the coast and adjacent areas of the North York Moors (such as recreational cycling and walking). Implementing the Plan's core approach at the scale of the Coast sub area means that most new development should be focussed on the Scarborough urban area, with supporting growth at Bridlington and smaller scales of development at Whitby. Elsewhere in smaller settlements development should be mainly confined to meeting local affordable housing needs and supporting small-scale commercial development to achieve more local jobs. Withernsea has particular needs for wide ranging regeneration.

Transport

- 8.8** Relative peripherality and remoteness is a key characteristic of the sub area. The sub area is about 100 kilometres west of the Region's section of the national north-south transport corridor and further still from the main urban concentrations of West and South Yorkshire. Remoteness is both a problem in terms of sustaining and developing local economies and an opportunity in terms of providing for growing demands for different lifestyles.
- 8.9** Different parts of the sub area have important social, economic and transport connections with the Tees Valley City Region, York, the Leeds City Region, and Hull. Maintaining and, where possible, improving the efficiency and capacity of these road and rail connections is vital. The sub area's most important link is the road and rail corridor of the A64 and Trans-Pennine rail link between Scarborough, York and the wider Leeds City Region. Improved accessibility along this corridor is a "category C" transport investment priority (Table 13.24C). Other important east-west links include the A614 Bridlington to West Yorkshire and Hull and A171 and rail link between Whitby to the Tees Valley City Region. Important north-south links include the A171, A165 and the Hull-Scarborough railway.

Environment

- 8.10** The Region's long and diverse coast is a unique environmental asset. The northern section, from Bridlington Bay to the regional boundary is characterised by headlands, cliffs and bays backing inland to upland areas, moors and valleys. Much of the area north of Scarborough is a Heritage Coast and this coastline, and the inland areas, forms part of the area of the North York Moors National Park. Flamborough Head, north of Bridlington, is the subject of a range of designations including Heritage Coast, SPA, SAC, SSSI and European Marine Site.
-

- 8.11** The coastline between Scarborough and Flamborough embodies many of the values of the adjoining Heritage Coast areas and formal designation should be investigated. The coast south of Bridlington is generally characterised by fast eroding low clay cliffs. This necessitates a policy of roll-back for development affected by coastal erosion. The Region has examples of good practice of integrated coastal zone management. All the Region's coastal local authorities need to continue to develop this approach. The sub area coast terminates at Spurn Head, a sand spit at the mouth of the Humber Estuary. Spurn Head and the landward estuary mud flats have a number of national and international designations and should be safeguarded.
- 8.12** The sub area includes a number of internationally important biodiversity sites: Beast Cliff to Whitby SAC, Flamborough Head and Bempton Cliffs SPA, Flamborough Head SAC, Hornsea Mere and parts of the Humber Estuary SPA, pSPA and Ramsar site. Policy ENV8 protects these sites, and an Appropriate Assessment will be required of any plans or proposals that are likely to have a significant effect on their integrity.
- 8.13** Achieving and maintaining high marine water quality is vital to safeguard and improve the onshore and marine environment and also to support the tourism sector. As well as the Region's coastline, the sub area includes other valuable natural character areas to be safeguarded. These include the most northern extent of the Wolds and parts of the North Yorkshire Moors.
- 8.14** Much of the built environment comprises of valuable historical heritage of docks, harbours and diverse settlements. The sub area has a particularly strong heritage of Victorian seaside town features.
- 8.15** There are a number of new off shore issues which challenge the coastal environment. Although the East Coast has limited conventional energy generation capacity and related infrastructure, the sub area will have an important role in terms of renewable energy generation. Off shore wind farms, especially off the Holderness coast and the south-east area of the Region, will require new on shore infrastructure. Developing these facilities on and off shore will need to account for important environmental and amenity factors. The Region's coast and Humber Estuary may have significant potential for hydropower. Off shore sand and gravel extraction may have adverse marine environmental impact.
- 8.16** Coastal erosion is likely to increase due to projected climate change and rising sea levels. This underlines the need for coastal planning authorities to adopt appropriate management strategies for the shoreline and inter-tidal areas, and to consider 'roll back' development limit policies where appropriate.
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Figure 8.1: Coast sub area environment context map



Figure 8.2: Coast sub area context diagram





Section 9

Remoter Rural**POLICY RR1: Remoter Rural sub area policy**

Plans, strategies, investment decisions and programmes for the Remoter Rural Sub Area should:

A Roles and functions of places

Retain local services and maintain the role of Local Service Centres to serve the needs of the Remoter Rural Sub Area

B Economic development

1. Foster economic diversification which does not damage the sub area's built and natural features
2. Encourage creative, diverse and low impact enterprises which provide employment opportunities and contribute to meeting local needs
3. Encourage tourist- and sport/recreation-related development which diversifies the local economy and creates jobs but which does not compromise the environmental, landscape and heritage interests of the sub area

C Environmental quality

1. Protect and enhance the unique character, heritage and biodiversity of the sub area's upland natural environment, including the Yorkshire Dales and North York Moors National Parks, the Howardian Hills, Nidderdale and Forest of Bowland AONBs, and protect the integrity of internationally important biodiversity sites
2. Safeguard the sub area's unique built environment in settlements and upland farming features
3. Encourage appropriate planting and management measures in the sub area to ameliorate downstream flood risk and enhance biodiversity

D Transport

1. Retain and improve public transport
2. Encourage innovative public transport initiatives – both road and rail and new cycling and walking facilities for residents and visitors to improve access to service centres and to more distant larger centres

E Strategic patterns of development

Adopt a managed approach to:

1. Ensure an appropriate level of market housing, having regard to the need to safeguard local character and support regeneration elsewhere
2. Provide appropriate affordable housing and some new job opportunities mainly in Local Service Centres in or adjacent to the sub area, to address local needs and assist in promoting long term economic and social sustainability

Continued

POLICY RR1: Remoter Rural sub area policy *continued*

F Regionally significant investment priorities

1. Manage and improve the sub area's natural environment to safeguard its iconic regional, national and international status

G Joined up working

1. Collaborate to safeguard the sub area's built and natural environment. Local Housing Authorities, District and National Park Planning Authorities working together to address affordable housing needs
2. Collaborate with neighbouring regions and authorities across upland water catchment areas to manage rainfall run-off to minimise downstream flooding

OUTCOMES

The sub area's outstanding environmental and built assets have been safeguarded and enhanced through a conservation-led approach.

There has been diversification of the local economy to one based on predominantly small scale local enterprises and housing provision has focused on meeting local affordable needs.

To safeguard the quality of the sub area, facilitate complimentary economic diversification and enable accessibility to opportunities and facilities, there has been an emphasis on establishing links and networks both within this sub area and to adjoining sub areas. This has enhanced the long-term sustainability of communities and the sub areas as a whole.

INDICATORS

Quantity and condition of the sub area's historic attributes.
Countryside quality in the sub area.

Rural economic performance.
Extent of farm diversification in the sub area.
Affordable housing provision.

Progress on development of rural transport strategies and community transport partnerships.
Provision and ease of access to local services.
Condition of internationally important biodiversity sites.

Introduction

- 9.1** The Remote Rural sub area comprises the Region's two main upland areas, separated by the Vales and Tees Links sub area. The sub area boundary is based on areas where safeguarding important environmental designations underpins all policy approaches.
- 9.2** The western part includes the Yorkshire Dales National Park, the Nidderdale AONB and part of the Forest of Bowland AONB. Other designations, including Special Protection Areas, Special Areas of Conservation and National Nature Reserves, mean that a significant proportion of the western 'Dales' area is covered by statutory environmental designations. The exception is towards the south of the area where the Local Service Centres of Settle and Bentham and surrounding areas mainly lie outside of statutory designations and beyond the Leeds City Region area. These settlements are in part influenced by larger centres in the North West region, notably Kendal and Lancaster, but they also act as service centres for the wider Dales area. Away from the main settlements on the main corridors of the A65 and rail routes, there are five smaller Local Service Centres within the Dales area – Sedbergh, Hawes, Leyburn, Pateley Bridge and Grassington.

- 9.3** The eastern part of the Remoter Rural Sub Area includes all of the North York Moors National Park (except those areas within the Coastal sub area) and part of the Howardian Hills AONB. Numerous environmental designations seek to protect the high value landscape and biodiversity of the eastern area. Scattered population depends on local services provided in the Local Service Centres of Helmsley, Kirkbymoorside and Pickering which are on the edge of the sub area and in Principal Towns and Local Service Centres in nearby sub areas. Much of the area has strong connections to the Tees Valley City Region.

Settlements, the economy and housing

- 9.4** The reason for identifying the Remoter Rural Sub Area is mainly related to upland character and environmental quality. The sub area has an importance well beyond its share of the Region's population and levels of local economic activity, where both measure less than 2% of the whole Region. The sub area's upland protected landscapes and settlements are of international and national importance, and represent a major part of the Region's identity.
- 9.5** Small market towns, villages and farms are an integral part of the landscape and character of the Remoter Rural Sub Area. They are an enduring attraction for visitors and, for many people as places to aspire to live and work in.
- 9.6** There continues to be pressures on the very limited housing stock with concentrations of high levels of second home ownership in parts of the sub area and significant affordable housing issues – particularly in areas closest to the surrounding City Regions. The Plan does not include housing rates for the North York Moors or Yorkshire Dales National Parks. Within the areas designated as AONB within the sub area, development will by necessity be restrained in order to conserve and protect character and amenity of these designations. Consequently, within these designated areas, new development should be limited and restricted to Local Service Centres such as Sedbergh, Hawes, Leyburn, Pateley Bridge and Grassington. Elsewhere, development should be focussed on the Local Service Centres of Settle and Bentham in the western area and Helmsley, Kirkbymoorside and Pickering in the eastern area. In these centres, development must contribute to sustaining their roles and should address affordable local housing needs or provide opportunities to promote economic diversification which uses the sub area's built and natural assets in a sustainable way.
- 9.7** The sub area has a strong environmental, cultural and heritage base which underpins the vital tourism sector. Tourism activity is very diverse being based upon the sub area's outstanding natural cultural assets and heritage and historical centres. Sustainable tourism development using unique natural and built assets is likely to be of increasing significance to local economies. Diversification and fostering small scale enterprise that both meets local job needs and respects the sub area's natural and built assets needs to continue. The sub area contains environmental assets which are nationally and regionally significant for sport and recreation including canoeing on the Washburn, sailing at Grimworth Reservoir and walking and cycling on the Pennine and Dales Ways and Coast to Coast walk. It will be important to adopt a planned approach and good management practices to ensure that the needs of sport and the environment can be reconciled.

Transport

- 9.8** In terms of road links, in the western part of the sub area, key strategic road routes are the A65 and A66, linking the sub area with Cumbria and the Leeds City Region and Vales and Tees sub area. The North York Moors adjoins important links, the A171, between the Whitby area and the Tees Valley City Region and A170 between Scarborough and the Vale and Tees Links sub area. Outside these road corridors, the sub area is characterised by lower capacity road links and generally poor public transport provision. In terms of rail corridors, the western Yorkshire Dales Remoter Rural sub area includes the Leeds-Settle-Carlisle line which connects the Leeds City Region to Cumbria and has wide ranging cultural and historic significance and the Leeds-Lancashire-Morecambe line which connects to the North West.

- 9.9** The North York Moors part of the sub area includes part of the Whitby to Middlesbrough rail line which is important for local access and for tourism. The sub area includes other private rail lines which meet significant tourism and local access needs in the Yorkshire Dales.
- 9.10** The character of these remote upland areas suggests that, with the exception of works to the A66, new infrastructure which increases general road capacity should not be pursued. There is likely to be scope to increase public transport for residents and visitors, and for new cycling and walking facilities, without compromising the sub areas' unique character and tranquillity.

Environment

- 9.11** The Remoter Rural sub area includes most of the Region's upland landscapes. As well as the designated areas of National Parks and AONBs, there are numerous smaller areas with environmental designations. There are biodiversity sites of international importance: North York Moors SAC/SPA, Arnecliffe and Park Hole Woods SAC, the Fen Bog SAC, North Pennine Moors SAC/SPA, North Pennine Dales Meadows SAC, Craven Limestone Complex SAC, Ingleborough Complex SAC, Ox Close SAC, part of the River Derwent SAC, Ellers Wood and Sand Dale SAC, and Malham Tarn Ramsar. Policy ENV8 protects these sites, and an Appropriate Assessment will be required of any plans or proposals that could affect their integrity. There are nationally significant areas of Ancient Woodland and important populations of Ancient and Veteran Trees. The sub area includes the World Heritage site at Fountains Abbey and Studley Royal. There is a need to safeguard and enhance a number of prehistoric and historic industrial landscapes.
- 9.12** Forestry plays an important role in the sub area, particularly in Ryedale and Scarborough Districts, where tree cover is almost twice the national average. Significant parts of the Region suffer from fluvial flood risk which emanates from upland areas. It is important that these upland areas hold as much water as is practically possible in line with the Environment Agency's catchment flood management plans. Tree planting and other measures in appropriate locations can mitigate downstream flooding problems.
- 9.13** In terms of energy, landscape and biodiversity designations reduce the capacity for wind farms in the sub area – however there may be scope for increases in biomass production and for further exploiting the sub area's potential for hydropower.
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Figure 9.1: Remoter Rural environment context map

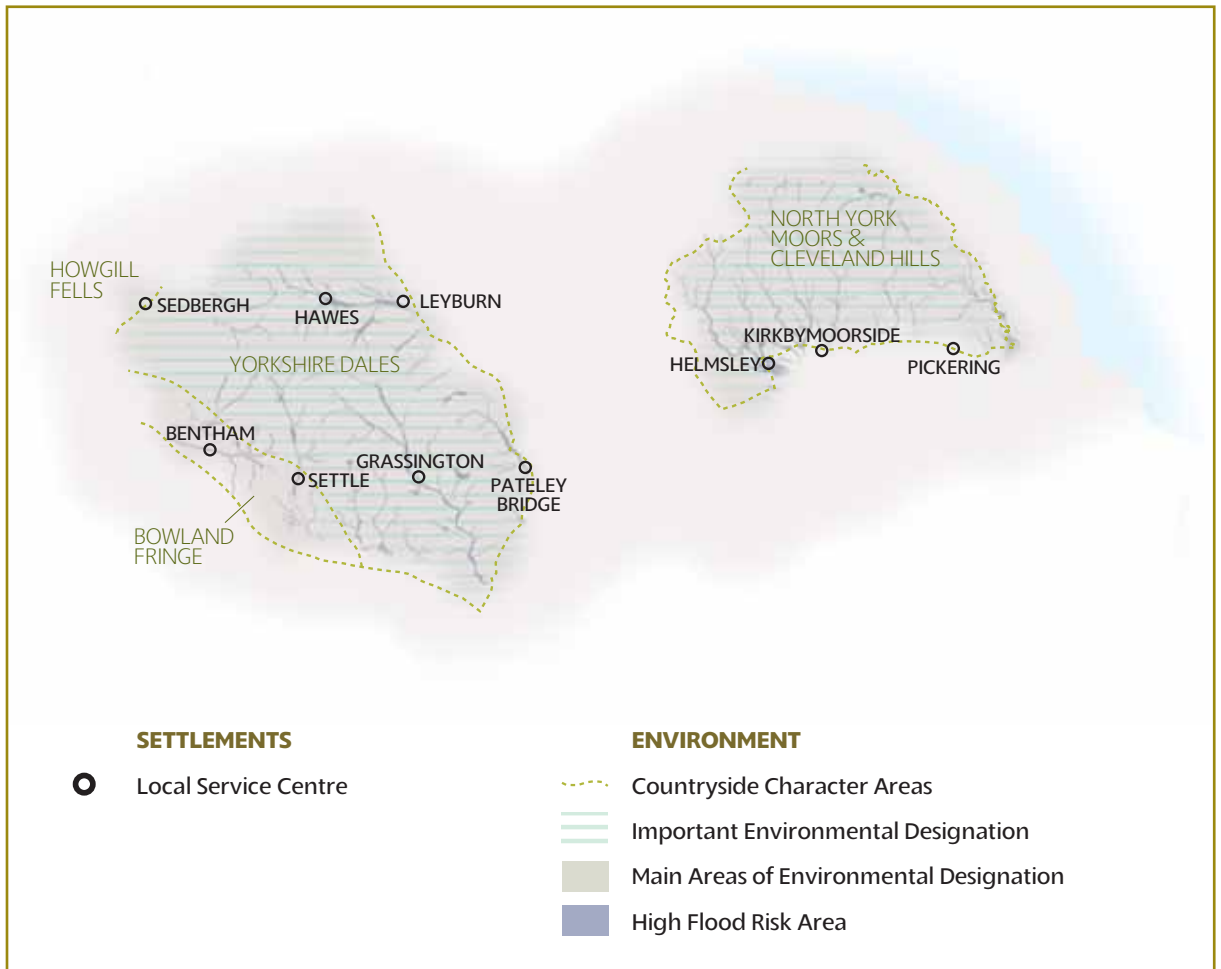
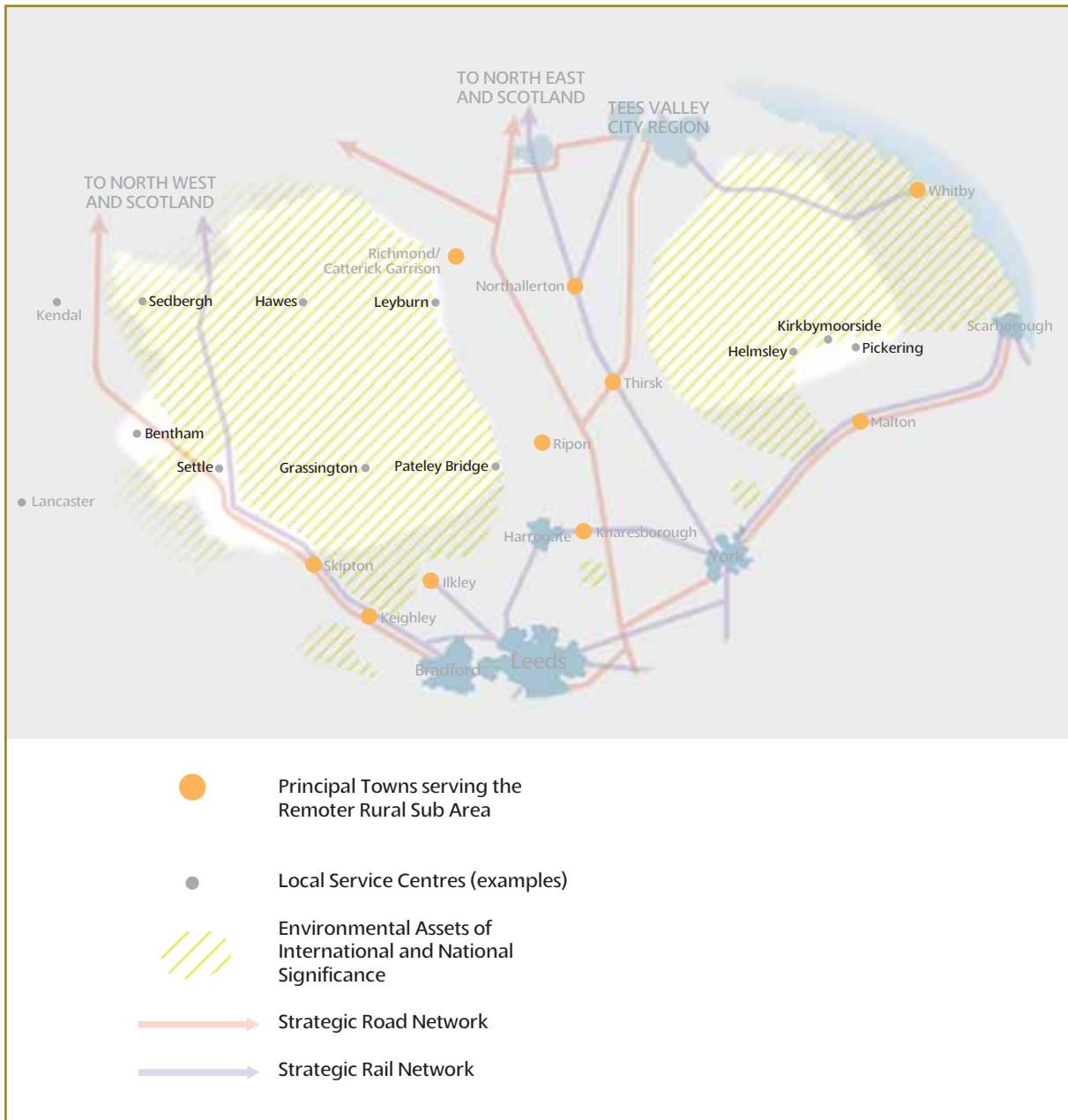


Figure 9.2: Remoter Rural context diagram



Section 10

Environment

Introduction

- 10.1** The main environmental components of the Core Approach include the need to transform cities and towns, raise environmental quality, increase biodiversity, enhance natural and historic environments, address climate change, and protect rural and coastal areas. The sub area sections provide priorities at a sub regional level, and in particular provide for the main means by which the Region should adapt to climate change. The purpose of this section is to provide a more detailed approach and operational priorities for managing the environment in spatial terms and to set out monitoring and delivery mechanisms accordingly.

POLICY ENV1: Development and flood risk

- A** The Region will manage flood risk pro-actively by reducing the causes of flooding to existing and future development, especially in tidal areas, and avoid development in high flood risk areas where possible.
- B** Allocation of areas for development will follow a sequential approach and will be in the lowest risk sites appropriate for the development (identified by Strategic Flood Risk Assessments).
- C** Flood management will be required to:
 1. Facilitate development in the cities of Leeds, Bradford, Sheffield, Hull and York, coastal towns including Bridlington, Grimsby, Scarborough, and Whitby, inland urban areas including Doncaster, Goole, Halifax, Scunthorpe, Selby and Wakefield where there is little development land available outside high flood risk zones, and land on the south bank of the Humber, provided the sequential approach has been used to inform decisions regarding flood risk
 2. Protect parts of the strategic transport network, especially the Selby-Hull, Doncaster-York, and Doncaster-Immingham transport corridors
 3. Provide flood storage, habitat creation and managed realignment in areas around the Humber, and other river corridors as required
 4. Provide positive land management for flood alleviation, particularly in the upland areas of the Yorkshire Dales, the North York Moors, the Howardian Hills and the Pennines.

OUTCOMES	INDICATORS	TARGETS
Flood risk will be successfully managed by limiting development and providing suitable defences to existing property in vulnerable areas.	Number of planning permissions granted contrary to sustained objections from Environment Agency about flood risk.	Nil planning permissions granted contrary to sustained objections from Environment Agency
	Condition of flood defences.	95% of defences in good or better condition by 2021.
	Population living in high flood risk areas	No increase in population living in flood risk areas
Flood risk will not have been a barrier to achieving regeneration and economic regional and sub regional priorities, provided the development proposals have followed the land allocation process set out in PPS25.	Local authorities with completed Strategic Flood Risk Assessments.	100% of local authorities by 2008.

LEAD ROLES	MAIN MECHANISMS
Local Authorities.	Local Development Frameworks. Strategic Flood Risk Assessments. Development control. Surface Water Management Plans.
Yorkshire Forward. Environment Agency.	Regional Economic Strategy. Catchment Flood Management Plans. Regional Water Resources Strategy. Humber Estuary Strategic Management Plans. Capital Works Programme.
Highways Agency	Investment plans and decisions.
Network Rail	Investment plans and decisions.
Forestry Commission	English Woodland Grant Scheme Regulatory controls.
Internal Drainage Boards	Investment plans and decisions.

- 10.2** Approximately a sixth of the Region's land area lies within flood risk areas (See Figure 10.1 for high risk flood areas and Figure 10.2 for river catchment areas with Local Authority boundaries). More than 600,000 people in the Region live in these areas, which include parts of Regional and Sub Regional Cities and Towns, Principal Towns and smaller towns and villages. Flood risk areas also accommodate parts of the strategic transport network (e.g. Goole-Hull and Doncaster-York transport corridors). Floods in recent years have caused significant damage, disruption and economic impacts to many businesses and residents in various parts of the region.
- 10.3** PPS25 sets out national policy on development and flood risk and should be applied in the region. The purpose of policy ENV1 is to inform development on the basis of strategic flood risk assessments and ensure flood management reflects regional spatial and economic priorities as well as environmental objectives, including the need to maintain the integrity of internationally important biodiversity sites, thereby helping to maintain protection of the major conurbations and vulnerable communities alike. However, it does not advocate providing defences to protect new development in flood risk areas unless, following the application of PPS25, there are no alternative lower flood risk sites.
- 10.4** Climate change will increase sea level rise and flood risk, with marked effects on the east coast and the Humber Estuary, and on inland areas due to more extreme weather. There is a need therefore for a strategic, integrated and pro-active approach to catchment characterisation, planning and management. Whilst development should avoid flood risk areas, where possible, there is a need to project the Region as a place to live, work, travel and invest in. Part C of policy ENV1 sets out a range of regionally and sub regionally significant approaches to flood management in different parts of the region that will require actions by a wide range of private and public sector organisations. Regional Flood Risk Appraisals will be carried out by the Regional Planning Body to inform these actions and future reviews of this Plan.
- 10.5** Incidences of pluvial flooding are likely to increase due to land use changes as well as climate change, potentially causing serious problems particularly in cities and towns. The development and use of sustainable urban drainage systems can help minimise the impacts of such events, and can also contribute to the region's green infrastructure.
- 10.6** The Environment Agency is one of several organisations funded to manage flood risk. It builds and maintains flood defences in the Region, where it is economically justified and environmentally acceptable to do so, and operates an early warning system to give communities at risk the time to safeguard themselves and their property in case of flooding. Currently some 90% of the Region's flood defences are in a good or fair condition.
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Figure 10.1: Flood risk areas

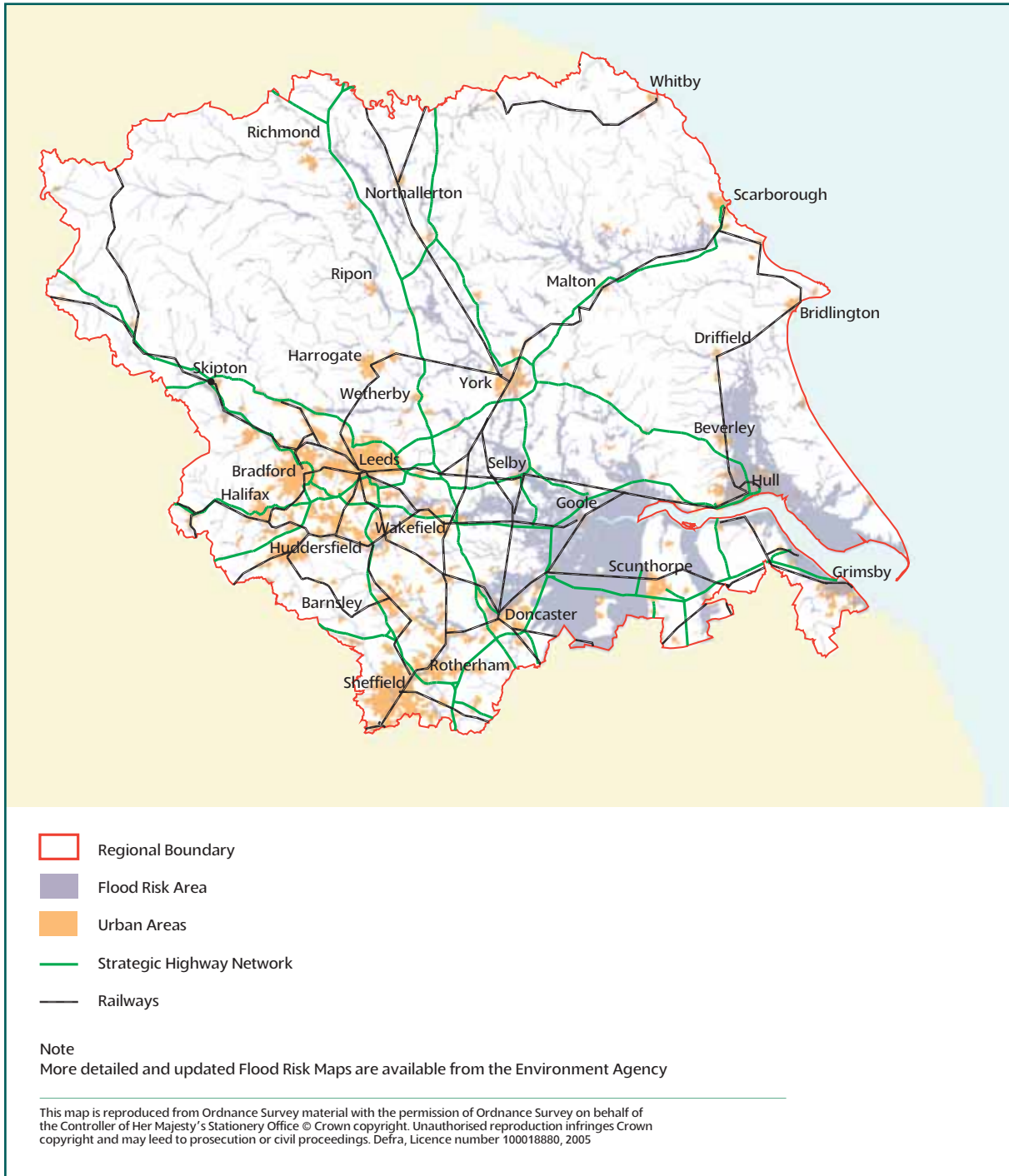
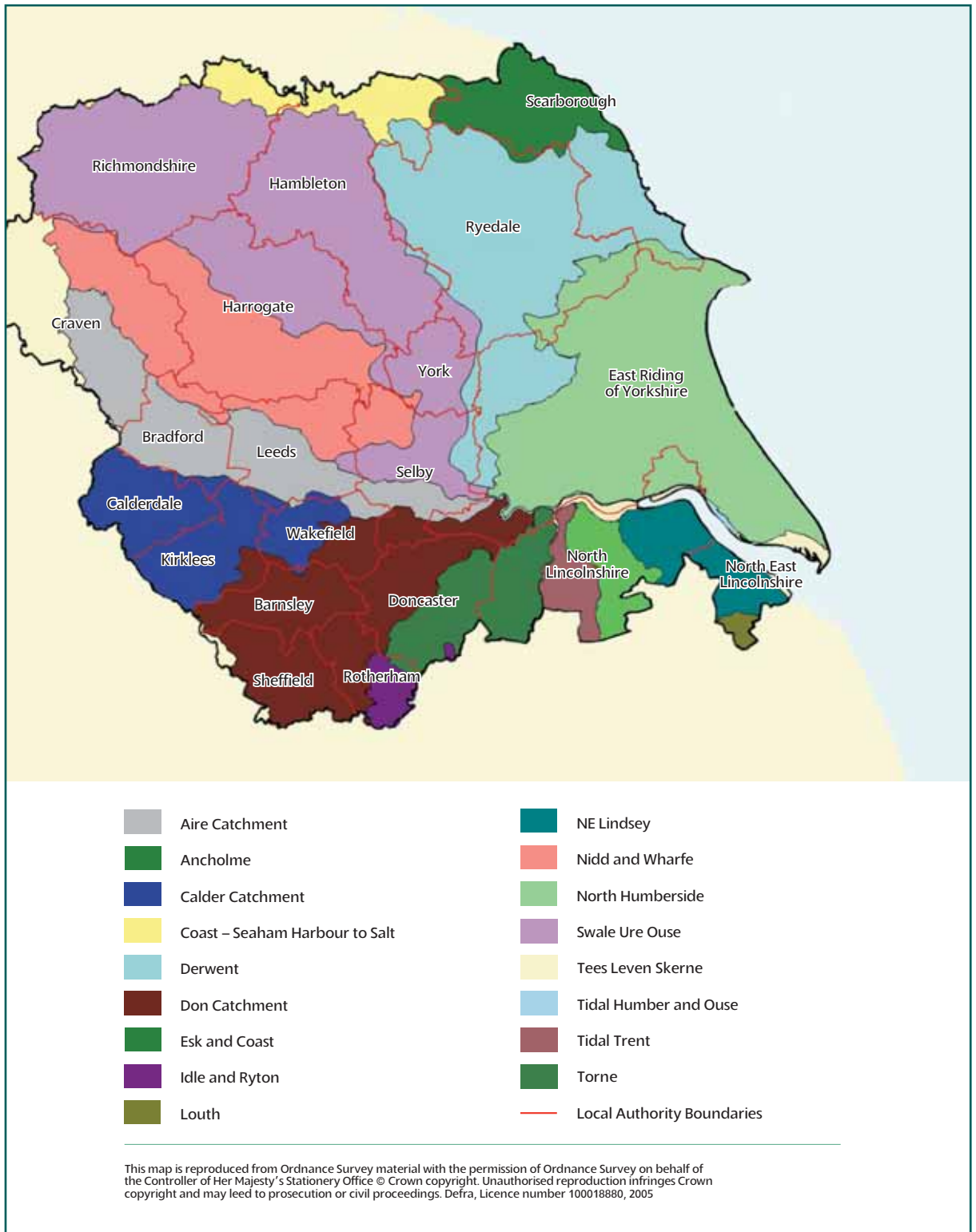


Figure 10.2: River catchment areas



POLICY ENV2: Water resources

The Region will safeguard water resources and encourage water efficiency. Plans, strategies, investment decisions and programmes should:

- A** Ensure water resource capacity and provide a reliable and efficient supply of drinking water to settlements throughout the region whilst safeguarding the integrity of internationally important biodiversity sites and the wider environment.
- B** Maximise water efficiency measures, and in particular avoid depleting the Sherwood Sandstone aquifer in Selby and Doncaster.

OUTCOMES

The water supply for the region will have been safeguarded and used more efficiently.

INDICATORS

Efficiency of water use in new development.

Areas covered by Catchment Abstraction Management Strategies.

TARGETS

All new publicly funded housing to meet at least level 3 of the Code for Sustainable Homes.

100% coverage of sensitive/vulnerable areas.

LEAD ROLES

Local Authorities.

Environment Agency.

Water and Sewerage Companies.

RFS Steering Group
Forestry Commission.

MAIN MECHANISMS

Local Development Frameworks.
Development control

Regional Water Resources Strategy.
Catchment Abstraction Management Strategies.

Investments plans and decisions.

Regional Forestry Strategy.
English Woodland Grant Scheme.

- 10.7** The abundance of water resources in the Region has influenced the development of industry and settlements, and influenced the location of power stations on both the River Ouse and the Aire and Calder Navigation.
- 10.8** The abstraction of water from surface and ground water sources for domestic and drinking purposes takes place throughout the Region, with most reservoirs located in the west and centre. Generally the availability of water resources is good, although resources are much more plentiful in winter than in summer. However, there is little or no additional groundwater or surface water available in the east and the remoter rural areas, especially in summer. The water resource is already over-committed along the Sherwood Sandstone aquifer, which covers a large area from Selby to Doncaster and into the East Midlands Region, in summer.

- 10.9** Climate change will lead to drier summers and wetter winters, increased flood risk in winter, and a longer growing season. This will put increased pressure on related infrastructure and water resources. There could also be impacts on water quality, due to the reduced ability of surface and ground water sources to dilute pollution. There is therefore a need for the Region to avoid water-intensive uses and development (e.g. as food production industries), especially in South Yorkshire. Water and Sewerage Companies will also need to continue to maintain a high level of investment in water supply infrastructure, in particular Yorkshire Water Services' grid system. Surface and ground water resources are important to the maintenance of the region's biodiversity and proposals for additional abstraction will be subject to Appropriate Assessment to determine whether they would result in adverse effects on biodiversity sites of international importance.
- 10.10** The Building Regulations already encourage water conservation measures, and the Environmental Agency's Regional Water Resources Strategy (2002) and related Catchment Abstraction Management Strategies (CAMS) identify water sensitive areas and provide for appropriate development accordingly.
- 10.11** The purpose of ENV2 is therefore to safeguard water resources in the Region and encourage water efficiency. This will help the Region to adapt to climate change and ensure sufficient water resources to meet its needs.
- 10.12** Developers should consider development in terms of water resource availability; provide adequate design and mitigation measures (e.g. water efficiency, rainwater harvesting) as appropriate, especially in water-sensitive areas, in line with best practice (e.g. BREEAM, Sustainable Drainage Systems, Code for Sustainable Homes).
- 10.13** The Environment Agency, water and sewerage companies, developers, landowners, Local Authorities and others have an important role to play in taking a pro-active approach and work together to identify, characterise, plan and manage the water environment taking into account biodiversity sites of international importance.
- 10.14** Local Authorities and Water and Sewerage Companies should identify water-sensitive areas; consider policies for new development that encourage water efficient development and best practice for water resource management, including rainwater harvesting; ensure that the rate and location of development is in step with current and planned provision of adequate water supply, sewage and waste water treatment infrastructure capacity; and encourage best practice (e.g. Sustainable Drainage Systems, BREEAM, and Code for Sustainable Homes).

POLICY ENV3: Water quality

The Region will maintain high standards of water quality. Plans, strategies, investment decisions and programmes should:

- A** Prevent development that could pollute surface and underground water resources especially in Source Protection Zones and close to above ground water resources of reservoirs and some rivers.
- B** Provide for adequate sewerage infrastructure and treatment capacity and promote more sustainable waste water treatment methods
- C** Continue to improve bathing waters at Staithes and Flamborough Head North
- D** Achieve and maintain a high standard of coastal water quality at Whitby, Scarborough, Filey, Bridlington, Hornsea and Cleethorpes
- E** Protect and improve water quality at internationally important biodiversity sites at Denby Grange Colliery Ponds, Hornsea Mere, Kirk Deighton and the Humber Estuary.

OUTCOMES	INDICATORS	TARGETS
The region's rivers will have a high standard of water quality.	River water quality. Ecological condition of water.	
The region's beaches and their bathing water will be of a high quality.	Coastal water quality.	100% of beaches achieving Blue Flag status each year. 100% compliance with mandatory and guideline standards.

LEAD ROLES	MAIN MECHANISMS
Local Authorities.	Local Development Frameworks. Development control.
Environment Agency.	Regional Water Resources Strategy. Catchment Abstraction Management Strategies. Catchment Flood Management Plans. River Basin Management Plans. Integrated coastal zone management plans. Humber Estuary Strategy. Shoreline Management Plans. Water Framework Directive.
Water and Sewerage Companies.	Investment plans and decisions.

- 10.15** Although the prevalence of industry in the Region once led to poor water quality, especially in South and West Yorkshire, the last 15 years has seen a dramatic improvement.
- 10.16** In 2006, 91% of river length in the Region was of good or fair chemical water quality, and 92% in terms of biological quality. The Region has several nitrate vulnerable areas, mostly in the centre and east of the Region, which are particularly vulnerable to diffuse pollution from agriculture. 21 of the Region's 22 beaches meet the 'mandatory' standards of the Bathing Water Directive and 20 meet its tighter 'guideline' standards. Compliance with the mandatory standard was achieved in 2004 and 2005 at Flamborough North Landing, despite the difficulties caused by the large colony of seabirds there. Beaches with "blue flag" status (i.e. those meeting the tighter guideline standards and with adequate tourism facilities) include: Whitby, Scarborough North, Bridlington North, Cleethorpes, Filey and Hornsea.
- 10.17** Climate change will put pressure on water resources, and could impact on water quality, due to the reduced ability of surface and ground water sources to dilute pollution. Revised standards arising from new legislation (Water Framework Directive, Freshwater Fisheries, Habitats Directive, Urban Wastewater Directive) will necessitate upgrading and possibly increasing treatment infrastructure, potentially with major cost implications. In particular, the Water Framework Directive requires surface waters and groundwater sources to meet 'good' ecological status by 2015, and the preparation of river basin management plans by 2009. This will be a particular issue in towns and cities where infrastructure for sewage discharge and treatment is already at full capacity. Water and Sewerage Companies will therefore need to continue to maintain a high level of investment in related infrastructure for 2005-2010 and beyond.

- 10.18** PPS23 on “Planning and Pollution Control” (2004) stresses that statutory frameworks already exist for regulating water quality, and provides for Local Authorities to minimise pollution from land uses accordingly. Other policies in the Plan address climate change, flood risk, biodiversity, forestry and health issues.
- 10.19** The purpose of ENV3 is therefore to maintain high water quality standards by ensuring an adequate sewage and waste treatment system in line with the Water Framework Directive, and by raising bathing water quality standards for tourism reasons.

POLICY ENV4: Minerals

- A** Plans, strategies, investment decisions and programmes should safeguard mineral deposits in the region, including aggregates (sand, gravel, limestone and sandstone), silica sand, coal, clay, brick earth, chalk and potash, from sterilisation by other types of development and provide for an adequate and steady supply of minerals.
- B** The Region will maximise the use of secondary and recycled aggregates to reduce dependency on primary extraction.
- C** Mineral Planning Authorities should:
1. Maximise the contribution by substitute and secondary materials wherever possible, and facilitate sites and operations (including those to blend secondary and primary aggregates, reprocessing and the transfer of materials), especially in West Yorkshire
 2. Make provision for the sub regional apportionments as set out in Table 10.1 and endeavour to maintain a landbank for all nationally and regionally significant minerals
 3. Seek a progressive reduction in aggregate production from National Parks and Areas of Outstanding Natural Beauty, noting that there is no strategic justification for the provision of any new crushed rock sites within these areas within the Plan period
- D** The sub-regional aggregate apportionments should be updated in a review of the Plan, in particular to taking account of the 2nd Phase of the Yorkshire and Humber Sand and Gravel Study.

OUTCOMES

Mineral deposits in the Region will have been safeguarded from sterilisation, and conserved through maximising the use of secondary and recycled aggregates wherever possible.

INDICATORS

Production of secondary and recycled aggregates.
Consumption of primary aggregates.

LEAD ROLES

Local Authorities.

MAIN MECHANISMS

Local Development Frameworks.
Development control.

TABLE 10.1: Sub-regional apportionments for aggregates in the Yorkshire and Humber region, 2001 to 2016 (million tonnes).

Area	Land-won sand and gravel	Land-won crushed rock
North Yorkshire	42.1	140.8
- North Yorkshire CC	(42.1)	(74.0)
- Yorkshire Dales NP	-	(66.0)
- North York Moors NP	-	(0.8)
South Yorkshire	13.0	53.5
West Yorkshire	5.5	17.8
Humber	12.4	7.9
- East Riding	(8.3)	(5.3)
- N Lincolnshire	(4.1)	(2.6)
- Other	-	-
TOTAL	73.0	220.0

- 10.20** The Region has extensive reserves of aggregate minerals which are worked commercially to supply the construction industry. Sand and gravel is present in glacial and alluvial deposits in the lowland areas and hard rock more so in the upland areas. While there are major environmental impacts associated with mineral extraction, they are an important component of the Region's economy. Other policies in the Plan aim to minimise resource demands from development and make best use of existing buildings and infrastructure and this will help to minimise the need for aggregates.
- 10.21** Reports prepared by the Yorkshire and Humber Regional Aggregates Working Party (RAWP) set out monitoring data for mineral extraction and reserves. This information helps to evaluate the need for new mineral workings. Mineral extraction will also need to be avoided where it would have an adverse effect on the integrity of internationally important biodiversity sites as required by policy ENV8.
- 10.22** Regional figures for land-won sand and gravel and crushed rock aggregate have been divided on the basis of existing historic shares. An average over the 5-year period 1997 to 2001 has been used. Aggregate sales over this period have been reasonably consistent. The figures have been broken down to the smallest areas for which accurate figures are available, while maintaining confidentiality requested by operating companies.
- 10.24** Whilst MPS1 and MPS6 already provide for Development Control-related considerations, such as the need for restoration of sites, the purpose of ENV4 is to maximise use of secondary aggregates before extracting primary aggregates, but also to ensure sufficient supply of materials to meet the Region's needs. The transport of minerals by rail and water should be maximised in line with policy T4.
- 10.25** Work is being carried out on sand and gravel resources in the region and this will be used to inform changes to the figures in Table 10.1 in a review of the Plan.

POLICY ENV5: Energy

The Region will maximise improvements to energy efficiency and increases in renewable energy capacity. Plans, strategies, investment decisions and programmes should:

A Reduce greenhouse gas emissions, improve energy efficiency and maximise the efficient use of power sources by:

1. Requiring the orientation and layout of development to maximise passive solar heating
2. Ensuring that publicly funded housing, and Yorkshire Forward supported development, meet high energy efficiency standards
3. Maximising the use of combined heat and power, particularly for developments with energy demands over 2MW, and incorporating renewable sources of energy where possible
4. Ensuring that development takes advantage of community heating opportunities wherever they arise in the region, including at Immingham and near Selby
5. Providing for new efficient energy generation and transmission infrastructure in keeping with local amenity and areas of demand
6. Supporting the use of clean coal technologies and abatement measures

B Maximise renewable energy capacity by:

1. Delivering at least the following Regional and Sub-Regional targets for installed grid-connected renewable energy capacity:

	2010	2021
Humber	124MW	350MW
North Yorkshire	209MW	428MW
South Yorkshire	47MW	160MW
West Yorkshire	88MW	295MW
Offshore	240MW	630MW
Total	708MW	1862MW

2. Monitoring annually planning permissions and developments against the indicative local authority targets for 2010 and 2021 set out in Table 10.2 and taking action accordingly in order to ensure the regional and sub-regional targets are exceeded
3. Promoting and securing greater use of decentralised and renewable or low-carbon energy in new development, including through Development Plan Documents setting ambitious but viable proportions of the energy supply for new development to be required to come from such sources. In advance of local targets being set in DPDs, new developments of more than 10 dwellings or 1000m² of non-residential floorspace should secure at least 10% of their energy from decentralised and renewable or low-carbon sources, unless, having regard to the type of development involved and its design, this is not feasible or viable.

OUTCOMES	INDICATORS	TARGETS
Renewable and low carbon energy capacity in the Region will have increased significantly.	<p>Installed grid-connected renewable energy capacity (MW).</p> <p>Renewable energy capacity in extant planning permissions (MW).</p> <p>Installed non-grid-connected renewable energy capacity (KW).</p> <p>Installed “good quality” CHP capacity (Mwe).</p> <p>Installed non-grid-connected “good quality” CHP capacity (Mwe).</p> <p>Targets for local renewable energy in new development in DPDs</p>	As set out in policy ENV5 and table 10.2.
Maximum efficient use of existing power sources.	Improved energy efficiency.	<p>Increase average home energy rating to SAP 65 by 2016 for all stock.</p> <p>All new publicly funded housing meets at least level 3 of the Code for Sustainable Homes.</p> <p>All new Yorkshire Forward funded development meets at least BREEAM “very good”.</p>

LEAD IMPLEMENTATION ROLES	MAIN MECHANISMS
<p>Local Authorities.</p> <p>Yorkshire Forward.</p> <p>YHA.</p>	<p>Local Development Frameworks.</p> <p>Development control.</p> <p>Regional Economic Strategy.</p> <p>Regional Energy Infrastructure Strategy.</p> <p>Regional Housing Strategy.</p> <p>Integrated Regional Framework.</p>

TABLE 10.2: Indicative local targets for installed grid-connected renewable energy in 2010 and 2021 (MW)

	2010	2021
Barnsley	15	34
Doncaster	11	37
Rotherham	11	36
Sheffield	11	52
South Yorkshire	47	160
Leeds	11	75
Wakefield	11	41
Calderdale	19	53
Kirklees	11	48
Bradford	11	56
Co-firing	25	23
West Yorkshire	88	295
York	11	31
Craven	18	48
Hambleton	40	97
Harrogate	17	70
Richmondshire	18	39
Ryedale	10	19
Scarborough	5	24
Selby	14	32
Co-firing	75	67
North Yorkshire	209	428
East Riding	41	148
Hull	6	39
North Lincolnshire	54	112
N-E Lincolnshire	23	50
Humber	124	350
Offshore	240	630
Total	708	1862

- 10.26** The Region has a history of providing power. Its plentiful mineral and water resources have contributed to the development of industry and have also led to the establishment of several major coal-fired power stations in the Selby area.
- 10.27** These power stations currently provide 17% of the UK's total electricity needs. In 2007, installed renewable energy capacity in the region totalled approximately 168mw but it has the potential to generate far more. The Sub Regional Renewable Energy Assessment and Targets Study (2004) identified potential renewable energy targets at a regional, sub regional and Local Authority level to 2010 and 2021. The study suggested that most of this renewable energy might come from wind turbines and biomass for co-firing in the power stations to 2010, and that other technologies such as photovoltaics would be increasingly significant thereafter, and help deliver more renewable energy to 2021.
- 10.28** The Energy White Paper (2007) confirms the requirement for 10% of UK electricity to come from renewable energy by 2010 (with an aspiration to double this by 2020). The Building Regulations require increasingly high standards of energy efficiency from new development, and PPS22 provides for much more generation from renewable energy sources, for RSS to provide regional (and sub regional) targets for Renewable Energy, and for Local Authorities to take a positive and pro-active approach to renewable energy. The new PPS on climate change builds on this and challenges RSS to set regional targets for renewable energy capacity in line with national targets, or better where possible.
- 10.29** The purpose of policy ENV5 is to increase energy efficiency through passive design, better use of existing power sources and other measures, and to increase installed renewable energy capacity in the Region. If the targets set out in policy ENV5 are met then renewable energy could provide 9.4% of the Region's electricity consumption by 2010 and 22.5% by 2021. These targets include current installed renewable energy capacity. Individual Local Authority figures help to inform the delivery of the sub regional targets and provide suitable spatial dimension for those targets. The delivery of these targets will lead to wider economic and environmental benefits, reduced greenhouse gas emissions, provision of a secure and diverse energy supply for businesses and residents and reduced instances of fuel poverty.
- 10.30** The renewable energy targets set out in policy ENV5 and Table 10.2 take into account the fact that wind energy developments within internationally important biodiversity sites are very unlikely to be acceptable. Renewable energy development elsewhere will need to avoid having an adverse effect on the integrity of internationally important biodiversity sites, which could arise for example by affecting bird movements or affecting water quality. Renewable energy policies in Development Plan Documents, and development proposals, may need to be subject to Appropriate Assessment to quantify on and off-site implications. Further research will be carried out into these implications and this will inform revisions to the renewable energy targets as part of a future review of the Plan.
- 10.31** Local authorities have an important role to promote renewable energy development, ideally with other authorities on a sub regional basis, and provide supplementary locational and environmental criteria to be used in assessing such development as needed; have regard to aviation and Ministry of Defence needs; commit to monitoring and management; and consider opportunities for biomass and CHP and community heating schemes, especially in remoter rural areas off the gas mains network.
- 10.32** In order to meet the Government's carbon-cutting ambitions, both higher levels of energy efficiency and much greater use of renewable energy is required. PPS1 'Planning and Climate Change' emphasises the important role of local planning authorities in providing an evidence-based understanding of the feasibility and potential for much greater use of local renewable and low-carbon energy in new developments as part of their strategies for mitigating and adapting to climate change. This will mean different things in different locations, with individual planning authorities setting local level thresholds and proportions of the local renewable and low carbon energy that will be expected to supply new development. In doing so, local planning authorities should frame ambitious targets that fully reflect local opportunities and are deliverable alongside wider housing and economic objectives. Policy ENV5 sets out an interim target of at least 10% to be applicable for certain types/sizes of new development where feasible and viable until local targets have been adopted in DPDs.
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POLICY ENV6: Forestry, trees and woodlands

- A** The Region will safeguard, manage and enhance its existing tree and woodland resource in line with the Regional Forestry Strategy, and in particular increase the area of woodland under active management and increase the total woodland area by approximately 500 Ha per year.
- B** Plans, strategies, investment decisions and programmes should:
1. Identify, safeguard and enhance ancient woodlands, especially in South and West Yorkshire
 2. Provide for increased woodland planting, especially in East, South and West Yorkshire, and Hull, and in upland catchments and most parts of functional floodplains
 3. Conserve, enhance and increase planting in urban areas, especially on previously developed land and on land by motorways and railways
 4. Increase planting for biomass and encourage the management of existing woodland for wood fuel
 5. Improve public accessibility to and within woodlands in or near towns and cities
 6. Avoid large scale coniferous forestry projects on the Sherwood Sandstone aquifer

OUTCOMES	INDICATORS	TARGETS
The status (quality and quantity) of the Region's tree and woodland resources will have been maintained and enhanced and the Region's ancient woodland safeguarded.	Woodland cover. Loss of ancient woodland, aged or veteran trees.	Increase by approximately 500ha each year to 2021. No loss of ancient woodland or of aged or veteran trees outside protected areas.
The Region's woodland resource will be more accessible to everyone.	Public access to woodlands.	70% of the region's population have one area of accessible woodland of no less than 20ha within 4km of their homes by 2021. 20% of the region's population have one area of accessible woodland of no less than 2ha within 500m of their homes by 2021

LEAD ROLES	MAIN MECHANISMS
Local Authorities.	Local Development Frameworks. Development control.
Forestry Commission.	Regional Forestry Strategy English Woodland grant scheme. Regulatory controls
YHA	Regional Energy Infrastructure Strategy.
Community Forest Partnerships	South Yorkshire Forest Plan White Rose Forest Plan (West Yorkshire) HEYWOOD strategy (Hull & East Riding) Yorwoods (North Yorkshire)
Natural England	Energy Crops scheme Environmental stewardship grant scheme

- 10.33** The Region once had extensive tree cover, but the development of industry and agriculture has reduced this considerably, especially in South and West Yorkshire, although patches of ancient woodland still exist both here and in North Yorkshire.
- 10.34** The Region has 92,000 hectares of woodland (6% of total land area), as well as trees in towns and cities. This resource varies considerably across the Region. Woodland cover is extensive in North Yorkshire, where it comprises 13% of land area in both Scarborough and Ryedale, and in Sheffield, but sparse elsewhere, especially in Hull and North East Lincolnshire, where it accounts for only 0.3% and 1.4% of land area respectively. It also varies in terms of quality and public accessibility. Ancient woodland is relatively abundant in the North Yorkshire Moors National Park and Howardian Hills AONB, but is much more isolated in South and West Yorkshire (and therefore more vulnerable to further fragmentation and decline).
- 10.35** The Regional Forestry Strategy (2005) provides for a partnership approach to woodland management and highlights key issues for trees and woodlands. There is a need to increase woodland cover in the Region, within the context of wider landscape planning, to provide a more functional landscape and enhance the integrity of natural areas. In particular, there is a need for larger areas of better connected ancient woodland, and for planting in urban areas to provide shade and other benefits, such as improved air quality.
- 10.36** The purpose of policy ENV6 is to safeguard, manage and enhance the existing woodland resource in line with the Regional Forestry Strategy, to increase the woodland resource by approximately 500 Ha pa to 2021 (i.e. an increase in woodland area from 6% to 6.5% of total land area), and to improve the woodland network in South and West Yorkshire so as to safeguard ancient woodlands. ENV6 will be implemented in a way that avoids any adverse impact on the integrity of internationally important biodiversity sites.

POLICY ENV7: Agricultural land

- A** If development of agricultural land is required it should take place on poorer quality land wherever possible and appropriate.
- B** Development or use of agricultural land in appropriate locations will be encouraged for the following:
 1. Provision of renewable energy crops, especially biomass for co-firing in power stations in the Selby area
 2. Tourism, especially in the Yorkshire Dales, North York Moors, Yorkshire and Lincolnshire Wolds, Humberhead levels and the coast
 3. Creation of woodland, especially in East, South and West Yorkshire
 4. Positive land management for flood alleviation, and increased water storage capacity on farms, especially in remoter rural areas
 5. Wildlife habitat creation schemes, especially links between habitats
 6. Outdoor recreation projects, especially in areas of poor health in South and West Yorkshire
 7. Local produce for sale on site of main farm business
 8. Local waste management schemes, such as composting.

OUTCOMES

The Region’s resource of good quality agricultural land will have been safeguarded and enhanced

INDICATORS

Extent and condition of agricultural land.

TARGETS

Stabilise quantity and quality of agricultural land.
No loss of good quality (grades 1, 2 and 3a) agricultural land.

LEAD ROLES

Local Authorities.

Natural England

Forestry Commission

Environment Agency.

Yorkshire Forward

YHA

Yorkshire Tourist Board

MAIN MECHANISMS

Local Development Frameworks.
Development control.

Strategies, plans projects and investment decisions.

Regional Forestry Strategy.
English Woodland Grant schemes.

Catchment Flood Management Plans.

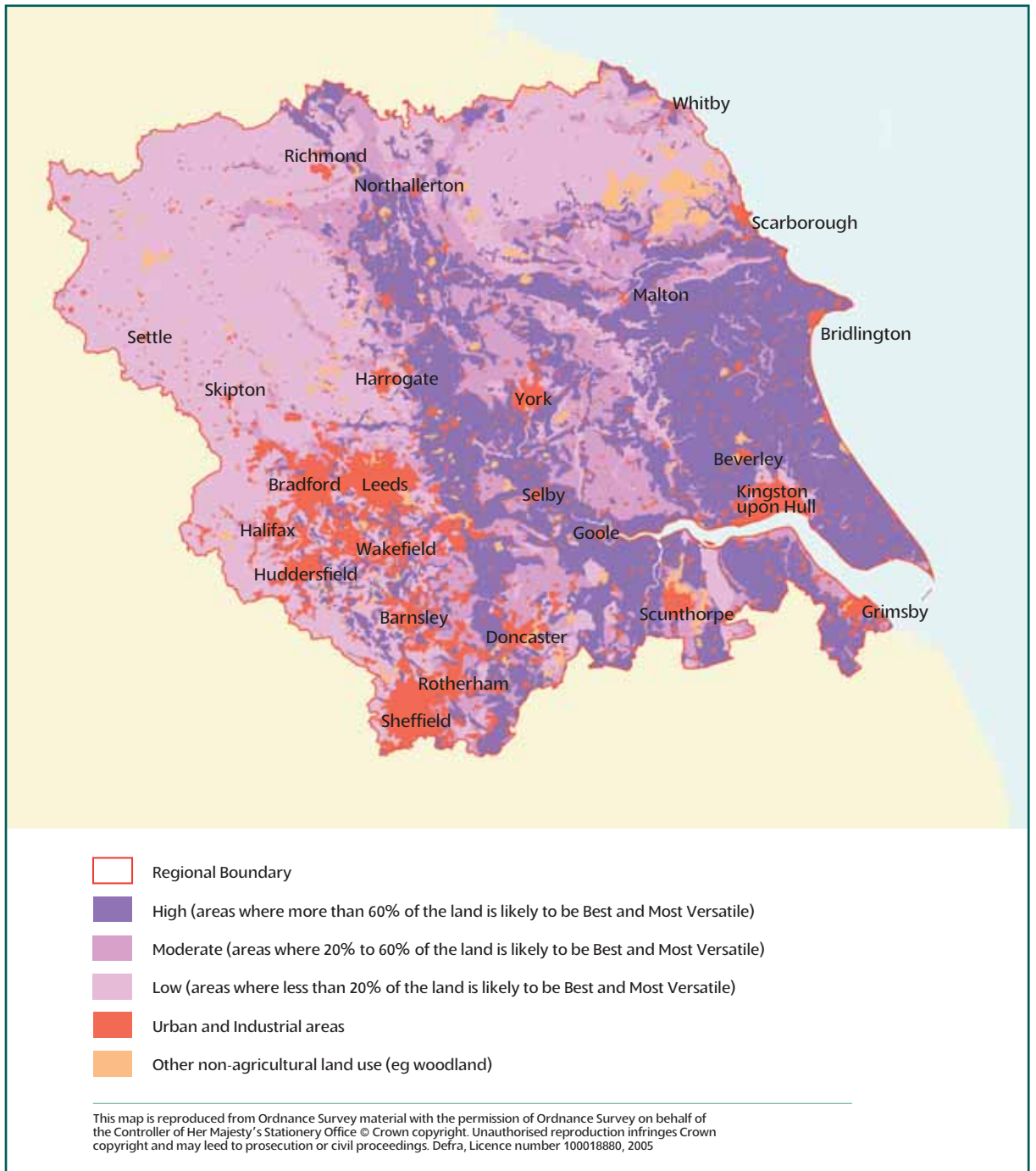
Regional Economic Strategy.

Regional Energy Infrastructure Strategy.
Rural Development Framework
Strategy for Sustainable Farming and Food.

Regional Strategic Tourism Framework.

- 10.37** Agriculture has long since been a dominant land use for the Region. Livestock farming predominates in upland areas and arable farming in lowland areas (see Figure 10.3 for best and most versatile land in the Region). Its production of commodities, such as wheat, barley, potatoes, sugar beet, oilseed rape, peas and beans and grass, is greater than most other regions, and its livestock levels are high.
- 10.38** There are a range of pressures facing agriculture including reforms to the Common Agricultural Policy and many farm enterprises will undergo restructuring. This will be a sensitive issue in upland areas and the more remote rural areas, where employment in agriculture is more important. Reduced agricultural production will have environmental benefits (e.g. reduced soil erosion, improved soil nutrient status), but it may also lower the condition of wildlife habitats due to reduced grazing levels, especially in lowland areas. There are also other opportunities arising from the growing of other commodities such as energy crops that will also drive change. ENV7 will be implemented in a way that avoids any adverse impact on the integrity of internationally important biodiversity sites.
- 10.39** Policy E7 deals with rural diversification and the reuse of farm buildings in light of the changes described above and other changes happening in rural areas. The purpose of ENV7 is to protect higher quality agricultural land whilst encouraging land use changes that will help facilitate farm diversification in the light of structural changes that will occur to agriculture, and thereby reinforce key spatial objectives elsewhere. This will have many benefits, including greater urban density.
- 10.40** Tourism and recreation based diversification can affect important biodiversity sites as a consequence of increased pressure, disturbance and erosion. LDFs and National Park Plans should consider which areas are able to accommodate increased recreation associated with rural diversification without affecting internationally important biodiversity sites, and which are sensitive to local character and distinctiveness. In National Parks it will also be relevant to consider the implications for the Park's natural beauty, wildlife and cultural heritage. This may require spatially specific policies on diversification complemented by measures to manage activity. Appropriate Assessments may be required.
- 10.41** In implementing policy ENV7, developers, local authorities and others should have regard to the Region's Framework for Change (which addresses agricultural initiatives that help develop supply chain and procurement of food and non-food crops schemes and long term business planning) and the Rural Delivery Framework (which identifies the Region's key rural priorities, suggesting how delivery of these can become more efficient and effective, and will address issues on the need for a 'functional' landscape).
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Figure 10.3: Likelihood of best and most versatile land



POLICY ENV8: Biodiversity

The Region will safeguard and enhance biodiversity and geological heritage, and ensure that the natural environment functions as an integrated network of habitats. Plans, strategies, investment decisions and programmes should aim to maintain and enhance, restore or add to distinctive elements of the natural environment in line with international, national, regional, sub regional and local importance for biodiversity, to:

- A** Maintain and restore natural processes, especially sediment flow on the Holderness coast and in the Humber Estuary taking account of the likely impacts of climate change
- B** Protect geological and geomorphological features and processes, especially cave systems, karst landscapes and dinosaur remains on the East Coast
- C** Support the recovery of priority species and restore and enhance priority habitats and functional networks of biodiversity in the floodplains, peat lands and saline lagoons of the Humber, calcareous grasslands, heaths and bogs, limestone pavements and meadows, especially in parts of North Yorkshire, East Yorkshire, and South and West Yorkshire.
- D** Retain and incorporate biodiversity in development and encourage networks of green infrastructure and ecological corridors in line with the Region’s habitat enhancement areas identified in Figure 10.5 and explained in Table 10.3.

OUTCOMES	INDICATORS	TARGETS
The biodiversity and geological heritage of the Region will have been safeguarded and enhanced.	Habitat fragmentation and species isolation. Increase in wild bird population, particularly farmland birds.	95% of SSSIs to be in favourable position or unfavourable but recovering by 2010.
There will have been a significant improvement in the functional ecological networks of the Region’s core biodiversity/green areas through a more integrated network of habitats.	Loss or degradation of geological and geomorphological features. Natura 2000 sites in favourable condition. LDFs and other strategies informed by UKBAP and LBAPs, and Local Geodiversity Action Plans (LGAPs).	100% of LAs to have completed LBAPs and identified local sites within their local plans and policies by 2011.

LEAD ROLES	MAIN MECHANISMS
Local Authorities	Local Development Frameworks. Development control.
Natural England Y&H Biodiversity Forum and partnerships.	Regional Biodiversity Strategy. Biodiversity action plans.
Environment Agency	River Basin Management Plans. Plans, programmes and investment decisions.
Water and Sewerage Companies.	Investment plans and decisions.
Forestry Commission	English Woodland Grant Scheme. Priority Woodland Habitat Action Plans.

- 10.42** The distinctive coasts, uplands, lowlands and towns of the Region have evolved slowly to support a wide range of wildlife species and habitats that are characteristic to the area (e.g. limestone pavements, red kites and saline lagoons). The decline of this resource in the last four decades of the 20th century has been more severe than that experienced nationally, though there have been some limited signs of recovery recently. Climate change presents a further set of challenges, such as the need to address the loss of upland habitats, wetlands, isolated habitats and coastal habitats. This will necessitate the facilitation of alternative sites, especially for the migration of species. Urban regeneration provides an opportunity to conserve, restore and create additional multi-functional habitat networks as part of its green infrastructure..
- 10.43** The Region contains many statutorily designated sites, and also many 'local sites' or non-statutory sites of importance for nature conservation (SINCs). Figure 10.4 shows environmental designations in the Region in more detail.
- 10.44** The Region has more than 35 (out of 57 that occur in England) "priority habitats" as defined in the UK Biodiversity Action Plan. These include lowland raised bog and blanket bog (Thorne and Hatfield Moors, the High Pennine Moors); upland heathland (e.g. the North York Moors and Nidderdale); mudflats and coastal saltmarsh (Humber Estuary); saline lagoons (Holderness Coast); cereal field margins (Yorkshire Wolds, Vales, lowlands); limestone pavement (Dales); chalk coast and chalk rivers (East Coast, Wolds).
- 10.45** The region contains numerous internationally important biodiversity sites ("Natura 2000 sites") comprising Special Areas of Conservation, Special Protection Areas, and Ramsar sites. These are indicated on Figure 10.4 and listed in the sub area sections of the Plan. They include:
- Woodlands, meadows and freshwaters ranging from Hornsea Mere SPA to the River Derwent SAC
 - Coastal Cliffs comprising Beast Cliff to Whitby SAC and Flamborough Head SAC and SPA
 - Limestone areas including the Craven Limestone Complex and Ingleborough Complex SACs
 - Sites designated for Great Crested Newts at Denby Grange Colliery Ponds SAC and Kirk Deighton SAC
 - Remnant lowland and extensive upland moors and bogs including the North Pennine Moors SAC and SPA , South Pennine Moors SAC and SPA, and Hatfield Moor SAC
 - The Humber Estuary cSAC, SPA and Ramsar site

- 10.46** The RSS aims to protect and enhance the integrity of such sites. Local policies or development proposals which could affect their integrity will need to be subject to Appropriate Assessment to determine whether such effects can be avoided. Any effects on integrity which are identified will only be acceptable where there are Imperative Reasons of Overriding Public Interest and where they are accompanied by appropriate forms of mitigation and compensation.
- 10.47** The purpose of policy ENV8 is to safeguard and enhance the Region's ecology, and in particular to ensure that it functions as an integrated network of connected corridors and buffer zones, thereby reversing the pattern of fragmentation, loss and decline. It is based on the Biodiversity Study (2004). Figure 10.5, which indicates the habitat enhancement areas referred to in policy ENV8D, and Table 10.3, were provided by the Regional Biodiversity Forum.
- 10.48** In implementing policy ENV8, local authorities and others should refer to Figure 10.5 and Table 10.3 and work with Natural England and regional and local biodiversity partnerships to identify areas of regional, sub regional and local importance for biodiversity, and in particular areas where development can enhance the functional network; help develop Local Biodiversity Action Plans (LBAPs); ensure they inform development plans and other strategies; provide for habitat restoration/recreation; and incorporate biodiversity into regeneration and other development schemes. Local plans and policies should ensure that the integrity of internationally important sites and their associated interest features are maintained and contribute towards the long term maintenance of their international importance.
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Figure 10.4: Environment designations

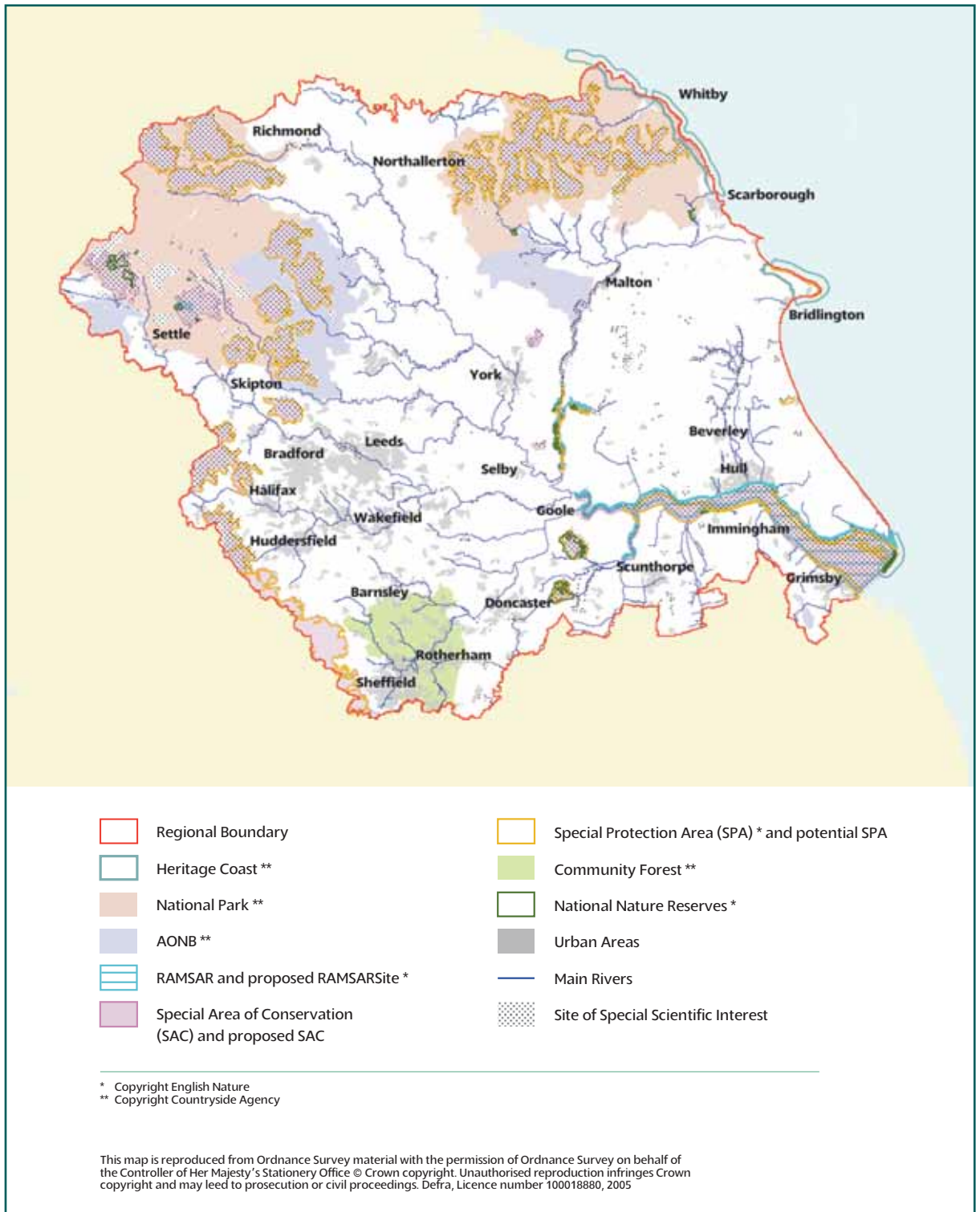


Figure 10.5: Habitat enhancement areas

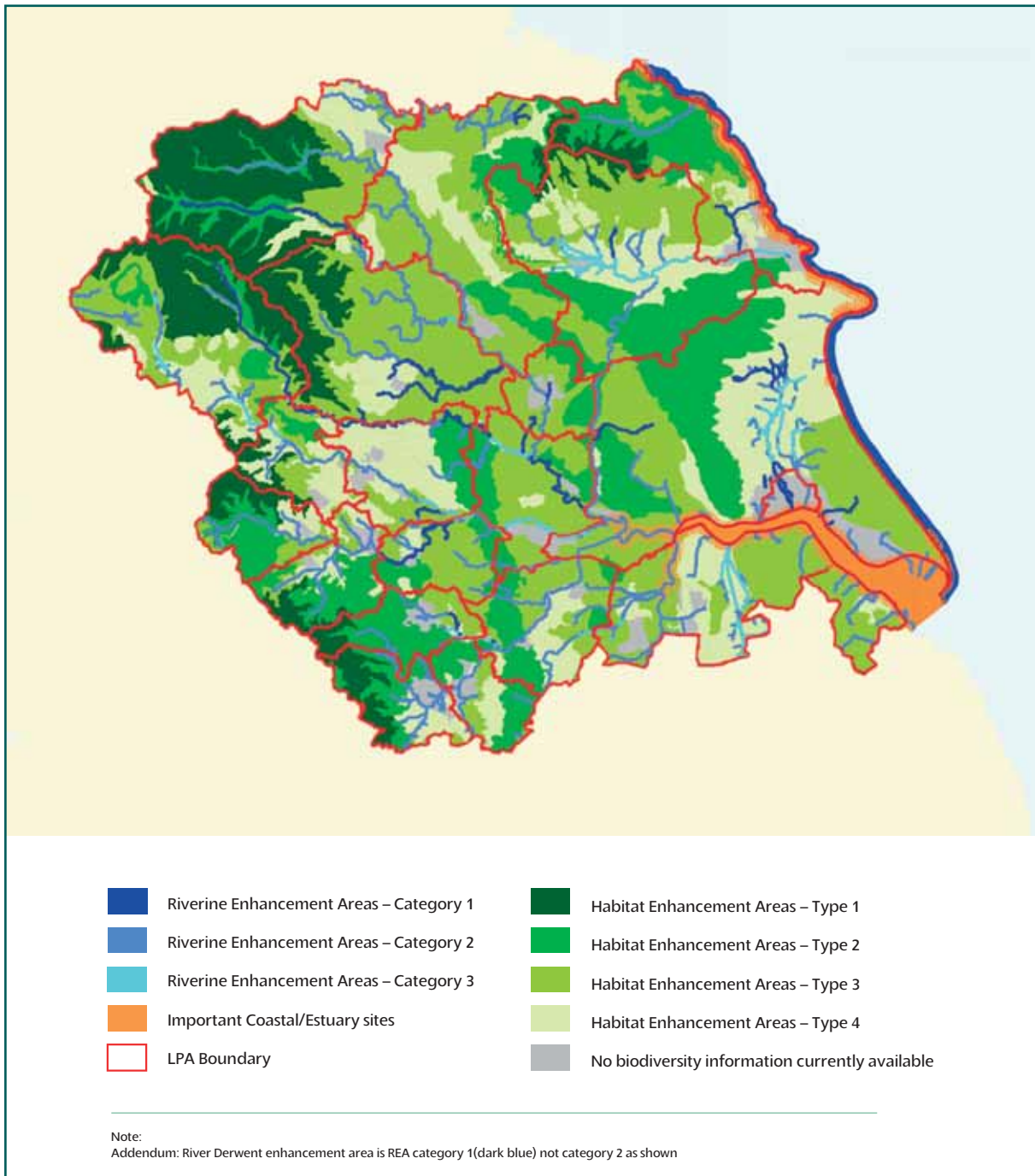


TABLE 10.3: Biodiversity characteristics and policy responses to habitat and river/floodplain enhancement areas

		Biodiversity characteristics	Policy development	Policy implementation
HABITAT AND RIVER/FLOOD PLAIN ENHANCEMENT AREAS	TYPE 1	Within Type 1 areas UK BAP priority habitats dominate the landscape. The Region’s core biodiversity resource, often of international significance, is in this zone.	Policy should recognise, and seek to maintain and restore the biodiversity resource.	Decisions should ensure the maintenance, and wherever possible restores, the integrity of the biodiversity resource.
	TYPE 2	Within Type 2 areas UK BAP priority habitats are less extensive than above, but to some extent they still form a functioning network across the landscape.	Policy should recognise biodiversity networks and seek to strengthen their integrity by expanding patches of high quality habitat, and enhancing links between them. Opportunities for strategic habitat restoration should be sought.	Decisions should seek to expand and enhance networks and should seek opportunities to strengthen them, by contributing to the strategic restoration of habitats.
	TYPE 3	Within Type 3 areas UK BAP priority habitats restricted to isolated sites, separated by large areas of intensively managed farmland and/or urban areas.	Policy should recognise and protect isolated biodiversity features and encourage their expansion	Decisions should protect isolated biodiversity features and should seek opportunities to expand and buffer them, thereby providing protection from external impacts.
	TYPE 4	Within Type 4 areas UK BAP priority habitats are largely absent.	Policy should encourage recreation and restoration of multi-functional semi-natural habitats.	Decisions should accommodate and allow for restoration of multi-functional semi-natural habitats.
	COASTAL ESTUARY	The Region’s coastline and estuaries are of international importance for species and habitats.	Policy should recognise and enable natural processes to be sustained and the resulting changes to the coastline managed.	Decisions should ensure the maintenance of natural processes is sustained to maintain the integrity of the biodiversity resource.

Continued

TABLE 10.3: Biodiversity characteristics and policy responses to habitat and river/floodplain enhancement areas *continued*

		Biodiversity characteristics	Policy development	Policy implementation
HABITAT AND RIVER/FLOOD PLAIN ENHANCEMENT AREAS	CATEGORY 1	Category 1 represents the Region's core river and floodplain resource where existing features support UK Species of Conservation Priority. Category 1 includes statutory designated sites.	Policy should recognise and seek to maintain and restore the biodiversity resource.	Decisions should ensure the maintenance, and wherever possible, restore the functionality of the biodiversity resource.
	CATEGORY 2	Category 2 represents areas of varied biodiversity quality, where there is a need to improve physical and biological continuity for migratory BAP species.	Policy should recognise river networks and seek to enhance the physical and biological continuity of such ecosystems. Opportunities for strategic habitat restoration should be sought.	Decisions should seek to maintain and restore functional floodplain habitats and associated flooding regimes and avoid obstruction of river continuity.
	CATEGORY 3	Category 3 represents poor riverine habitats in areas of strategic importance for the restoration of the river network and associated biodiversity. It includes some areas of high biodiversity quality.	Policy should encourage recreation and restoration of multi-functional semi-natural habitats.	Decisions should accommodate and allow for restoration of multi-functional semi-natural habitats.

POLICY ENV9: Historic environment

- A** The Region will safeguard and enhance the historic environment, and ensure that historical context informs decisions about development and regeneration.
- B** Plans, strategies, investment decisions and programmes should conserve the following regionally-distinctive elements of the historic environment, enhance their character and reinforce their distinctiveness:
 1. World Heritage Sites and their settings at Saltaire, and Fountains Abbey and Studley Royal
 2. Prehistoric landscapes, especially the Wolds, the Southern Magnesian Limestone Ridge, the Vale of Pickering, and Ilkley and Rombalds Moors
 3. Medieval settlements and landscapes, especially the Lincolnshire Coversands, the waterlogged landscapes of the Humber and the relict industrial landscapes of the North York Moors and Yorkshire Dales
 4. Former industrial landscapes, housing areas and civic buildings of note, especially in West and South Yorkshire
 5. Roman military and civil settlements and communications, especially in North Yorkshire
 6. The street patterns, sky lines, views and setting of the historic City of York
 7. Maritime archaeological assets, seaside resorts, and the purpose built historic ports, docks and infrastructure of the East Coast and the Humber
 8. Historic landscapes including registered battlefields, parks and gardens
 9. The unique record of historic urban development present as archaeological deposits in large areas of the region's cities and towns.

OUTCOMES

The Region's historic attributes and values will be recognised and safeguarded as an integral component of development within the Region.

INDICATORS

Quantity and condition of historic attributes.
Realising the potential of heritage in new development and regeneration.

TARGETS

Reduce the number and % of Grade I and II* Listed Buildings at risk.
Nil planning applications granted subject to sustained objection from EH due to impact on historic environment.

LEAD ROLES

Local Authorities.
English Heritage.
Heritage Lottery Fund

MAIN MECHANISMS

Local Development Frameworks.
Development control.
Strategies, plans and projects
Townscape Heritage Initiative

- 10.49** The secure hill-tops, fertile floodplains, mineral resources and navigable rivers have all contributed to the Region's rich and varied historic environment, the most significant components of which are set out in policy ENV9 based on the Historic Environment Study (2004).
- 10.50** This historic environment makes a very important contribution to its distinctive character, identity and sense of place; it also greatly adds to the quality of life of residents, and in particular the local and regional economy. Heritage generates two-thirds of visitor trips in the Region and a third of all the Region's income from tourism. Policy E6 aims to encourage sustainable tourism, and to a significant degree this will be dependent on safeguarding and enhancing the historic environment in line with policy ENV9.
- 10.51** In all, the Region has 35,000 designated assets, including: 2 world heritage sites (Saltaire, Fountains Abbey and Studley Royal); 7 battlefields (including Stamford Bridge, Towton, Marston Moor); 115 historic parks and gardens; 772 Conservation Areas; 2,649 scheduled monuments including nationally important castles and abbeys; 2,178 Grade I or II* listed buildings; over 29,000 Grade II listed buildings. It also has many non-designated heritage assets including industrial housing areas in South and West Yorkshire; archaeologically important areas (e.g. Thornborough Henges, the Vale of Pickering, the Wolds); historic street patterns; parks; open areas; historic towns.
- 10.52** There is a need to safeguard the heritage resource where possible, recognise its benefits to the local and regional economy, and identify opportunities to safeguard it and ensure new development adds to it, rather than detracts from it. This is especially important in terms of providing a sense of place in urban areas.
- 10.53** The purpose of Policy ENV9 is therefore to ensure that future development harnesses its existing historical context, wherever possible, in line with regional, sub regional or local distinctiveness, thereby helping to realize the potential of heritage and the historic environment.
- 10.54** To implement policy ENV9, local authorities should liaise with English Heritage to identify and evaluate areas, sites and buildings of regional, sub regional and local cultural and historic importance, and especially areas where regeneration can enhance the historic environment or where there are opportunities for historic-led regeneration; determine type, scale and location of new development in line with those areas, sites and buildings, where possible; provide for the protection, management regeneration and enhancement of those areas, sites and buildings, where possible.

POLICY ENV10: Landscape

The Region will safeguard and enhance landscapes that contribute to the distinctive character of Yorkshire and the Humber. Plans, strategies, investment decisions and programmes should safeguard and enhance the following landscapes and related assets of regional, sub-regional and local importance:

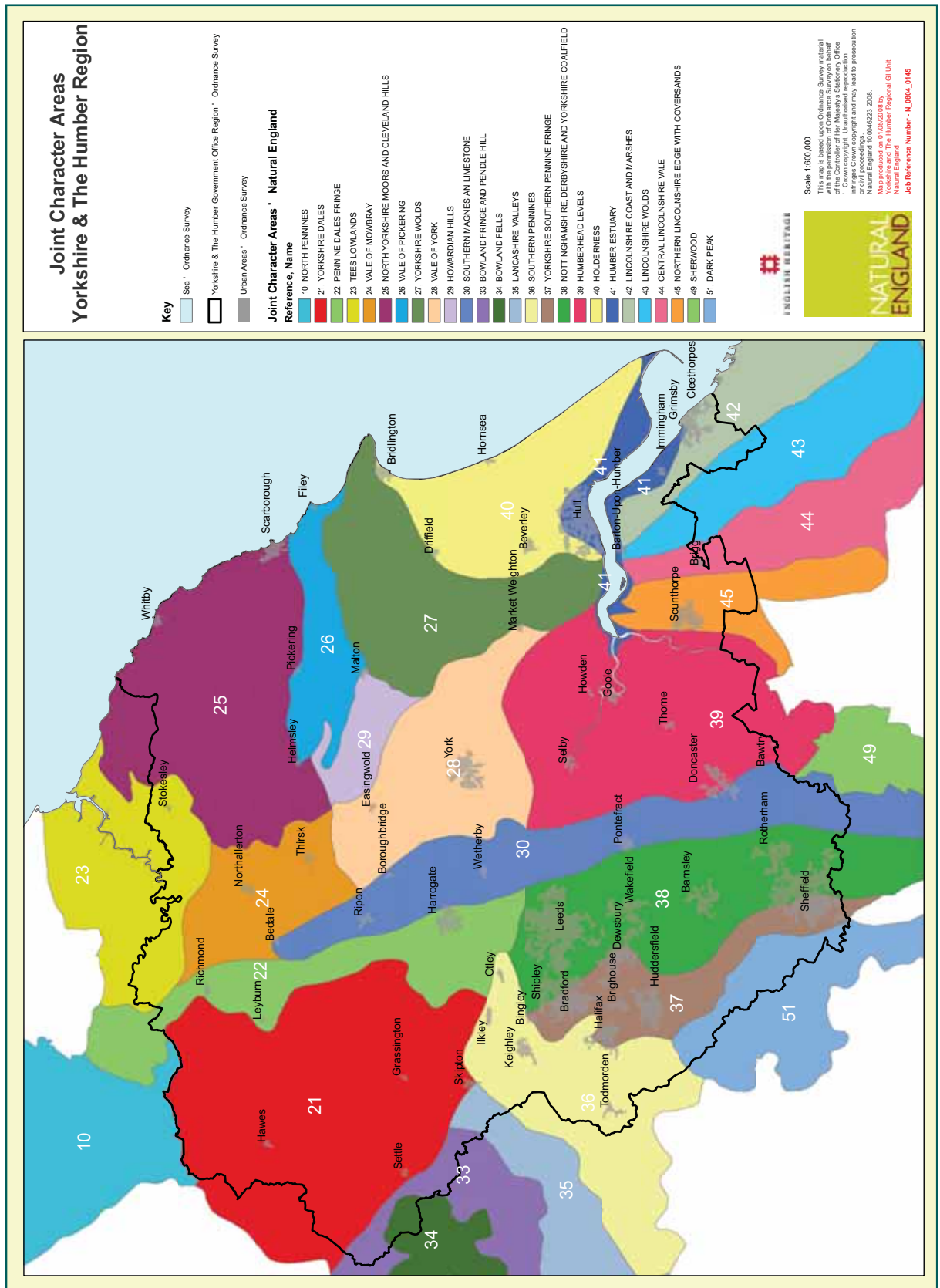
- A** Yorkshire Dales and North York Moors National Parks and the Nidderdale, Howardian Hills, Forest of Bowland, North Pennine and Lincolnshire Wolds Areas of Outstanding National Beauty.
- B** The coastal landscapes of the East Coast and the Humber
- C** Derelict and despoiled urban fringe landscapes, especially in the former coalfield and older industrial parts of South and West Yorkshire
- D** Degraded rural landscapes, especially in parts of the Vale of York and Humberhead Levels

OUTCOMES	INDICATORS	TARGETS
<p>Regionally distinctive landscape character and quality will have been safeguarded and enhanced, especially within regeneration schemes.</p> <p>Degraded and despoiled areas that detract from the Region's character will have been restored</p>	<p>Countryside quality</p>	<p>Increase number of local authority managed parks and open spaces with a current Green Flag Award.</p>
<p>High quality public access will have been provided to the countryside.</p>	<p>Public access to the countryside</p> <p>Quality of parks and open spaces.</p>	<p>Increase number of local authority managed parks and open spaces with a current Green Flag Award.</p>

LEAD ROLES	MAIN MECHANISMS
<p>Local Authorities</p>	<p>Local Development Frameworks. Development Control. Sustainable Community Strategies. AONB Management Plans. National Park Management Plans. Biodiversity Action Plans. Landscape character assessments.</p>
<p>Natural England</p>	<p>Strategies, plans and investment decisions.</p>
<p>Forestry Commission</p>	<p>Regional Forestry Strategy. English Woodland Grant Scheme. Regulatory controls</p>
<p>Environment Agency</p>	<p>Catchment Flood Management Plans. River Basin Management Plans. Shoreline Management Plans. Integrated Coastal Zone Management Plans.</p>

- 10.55** The purpose of ENV10 is to recognise and build on the distinctive landscape character of the Region, and help parts of the countryside remain an important natural resource.
- 10.56** There are extensive areas within and adjoining the region that are of national importance for their landscape. The Region contains two National Parks (Yorkshire Dales and North York Moors), all or part of five Areas of Outstanding Natural Beauty (Howardian Hills, North Pennines, Nidderdale, and parts of Forest of Bowland and of Lincolnshire Wolds), and Heritage Coast. The Peak District National Park forms the south west boundary of the area covered by the Plan. There are also other areas with distinctive landscape character in the region (Wolds, South Pennines, Vale of York, Humberhead Levels), including 26 distinctive “Joint Character Areas” as defined by Natural England (see Figure 10.6). Such landscape is nationally significant, and an important asset to the Region, and facilitates recreation and tourism. The Region also contains non-designated landscapes, such as that associated with the Brontes’ in the South Pennines, as well as degraded landscapes such as the former coalfields and urban fringe areas in South and West Yorkshire.
- 10.57** There is a need to conserve and enhance regionally distinctive landscape character and quality; improve public access to the countryside through strategic regional cycling, trails and horse routes (see policy T5); and address degraded and despoiled areas that detract from the Region’s character whilst recognising any current amenity and biodiversity value. Enhancement could include new woodland planting; restoration of field boundaries; reclamation of derelict sites; sympathetic development.
- 10.58** The National Parks Act provides statutory protection for National Parks, and management plans exist for both these and the AONBs. PPS1 provides for higher quality building design and materials in line with local distinctiveness, and PPS7 states that Local Development Documents should provide sufficient protection for landscape areas, using tools like landscape character assessment. Development in areas adjacent to the National Parks and Areas of Outstanding Natural Beauty must not prejudice the qualities of the designated area.
- 10.59** In implementing policy ENV10, account will also need to be taken of other policies of the Plan including other ENV policies and policies E6 (tourism), E7 (rural economy), and T5B (walking, cycling and riding trails).
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Figure 10.6: Yorkshire and Humber landscape – joint character areas



POLICY ENV11 : Health, recreation and sport

Plans, strategies, investment decisions and programmes should:

A Help improve the health of residents by:

1. Focusing, concentrating and supporting economic development in and around Regional and Sub Regional Cities and Towns, especially Hull and in South and West Yorkshire
2. Providing, safeguarding and enhancing high quality facilities for sports and recreation
3. Maximising opportunities to develop walking and cycling routes and other green infrastructure, especially through Hull and Regional and Sub Regional Cities and Towns in South & West Yorkshire

B Ensure adequate and accessible health care facilities by:

1. Working with commissioners of health and social care to ensure health and social care provision is targeted as close to people's homes as possible, promoting independence and prevention, and, where not possible, to be easily accessible by public transport
2. Retaining and developing major health care facilities within Regional Cities, Sub Regional Cities and Towns, and Principal Towns, and supporting provision of outreach facilities in rural areas.

OUTCOMES	INDICATORS	TARGETS
Regional health will have been improved and health inequalities will have reduced in line with the Regional Health Strategy.	Health of region's residents.	
	Health inequalities.	Reduce by 10% by 2010.
The distribution of health infrastructure will be adequate for the Region's needs.	Provision of and accessibility to health care facilities.	All new major health facilities to be located in Regional Cities, Sub-Regional Cities or Towns, or Principal Towns and in accordance with Accessibility Criteria.
	Participation in sport and recreation.	Increase by 1% per year.

LEAD ROLES	MAIN MECHANISMS
Local Authorities.	Local Development Frameworks. Development Control. Local Transport Plans. Joint Strategic Assessment and Commissioning Plans. Health Impact Assessments.
Strategic Health Authorities	Investment plans and decisions.
Primary Care Trusts	Joint Strategic Assessment and Commissioning Plans.
Private Health Care Providers	Investment plans and decisions.
Sport England	Yorkshire Plan for Sport. Investment plans and decisions.

- 10.60** Although the Region has increasingly developed a generally adequate number of healthcare facilities and the numbers of people killed or seriously injured in traffic-related accidents has reduced steadily over the long term, the Region has had some of the poorest health in England during the last two decades.
- 10.61** The areas with relatively high levels of preventable ill-health, long term illness and premature deaths are located around the urban areas in South and West Yorkshire and Hull, which also tend to be those with the greatest economic under-performance and are reflected in the Regeneration Priority Areas shown on the Key Diagram. Preventable ill health and related issues in these areas include: limited life expectancy; limiting long-term illnesses; low educational attainment levels; fear of crime and poor air quality. Levels of participation in sport and active recreation in the Region are lower than the national average, and considerable areas of multiple deprivation (i.e. inadequate housing, health, education) exist in Barnsley, Sheffield and Doncaster. Fuel poverty is widespread in Hull and South and West Yorkshire, and in cities and towns such as York, Grimsby and Scarborough. Out-of-town locations for hospitals and healthcare facilities can be inaccessible to residents with the greatest need for such facilities. In areas with an ageing population and remoter rural areas, especially in parts of North Yorkshire, doctors' surgeries can be especially inaccessible.
- 10.62** Demographic trends over the next 15-20 years mean that there will be significant increases in the number of elderly people in the region. Meeting the needs of an elderly population will have spatial implications, for example in terms of access to transport, community facilities and housing. This will need to be taken into account in the implementation of ENV11B, but also other policies of the Plan including the Core Approach policies and E1, H3, H4, T1 and T3.
- 10.63** There is a need to ensure adequate health care facilities (i.e. to treat those with existing illnesses) in accessible locations, but in particular to take and promote pro-active, preventative steps to address public health (i.e. to improve the health of people individually and collectively). The Regional Strategic Framework for Health (RSFH) entitled "Our Region Our Health" (2004) prescribes related action, and in particular recommends spatially relevant actions such as: improve cycling, walking and physical activity; more school travel plans; lower road speeds in residential areas; better public and green space. The Yorkshire Plan for Sport also provides related objectives, such as safeguarding playing fields, and aims to increase participation in sport and active recreation by 1% each year.

10.64 The purpose of ENV11 is to provide adequate health care facilities in accessible locations, and to help improve public health by targeting economic development and providing more green infrastructure and walking and cycling routes in the parts of the region with the worst health problems, and by providing high quality facilities for sport and recreation. The voluntary and community sector can play an important role in supporting such health and wellbeing initiatives, utilising community facilities and services within the region. New development should provide opportunities for communities to be naturally active by integrating the need for physical activity with high quality design and active travel modes. The benefits of this approach will include: better health of residents and social inclusion; reduced disparities and levels of poor health; increased activity rates and opportunities to participate in sport and recreation; increased wealth from increased productivity; healthier workforce and increased resilience to respiratory and other conditions.

POLICY ENV12: Regional waste management objectives

- A** Plans, strategies, investment decisions and programmes should aim to reduce, reuse, recycle and recover as much waste as possible.
- B** Local authorities should work with regional partners, including commerce, the Environment Agency, the waste industry, Recycling Action Yorkshire and community groups to ensure the integration of strategies and proposals for sustainable waste management.
- C** Local authorities should support the urgent provision of a combination of facilities and other waste management initiatives which best meets environmental, social and economic needs for their areas based on the following principles:
 1. Moving the management of all waste streams up the waste hierarchy
 2. Achieving all statutory waste management performance targets during the Plan period
 3. Managing waste at the nearest appropriate location, where necessary by seeking agreement with neighbouring authorities

OUTCOMES

A significant reduction in waste production in the Region.
Significant increase in the quantity of waste reused and recycled in the Region

INDICATORS

Waste produced.
Waste reused.
Waste recycled.
Amount of waste sent to landfill.

LEAD ROLES

Local Authorities.
Yorkshire Forward

MAIN MECHANISMS

Local Development Frameworks.
Development control.
Regional Economic Strategy.

- 10.65** Waste has traditionally been seen as a by-product of economic activity, to be disposed of by the cheapest possible method, normally direct landfilling without pre-treatment. This approach is no longer acceptable and it is essential that the Region places far greater emphasis on applying the waste hierarchy: avoiding waste production in the first place and then recovering value from the waste that is produced through re-using products, recycling/composting materials or energy recovery, only disposing of the residual proportion that has no value. Yorkshire and Humber is currently one of the worst performing regions in terms of recycling and recovery. Priority needs to be given to initiatives and facilities which encourage and promote waste reduction and the reuse of materials and products.
- 10.66** The Waste Strategy for England 2007 sets the national policy context for waste management, including revised targets for household waste recycling, household residual waste, municipal waste recovery, and commercial and industrial waste disposed of to landfill. PPS10 sets out national planning policy which sets the context for the approach to waste management in the Plan. Many industrial and commercial premises in the region do not have adequate on-site waste management facilities, for example in terms of adequate space for storage of segregated materials. Appropriate waste management facilities should be designed in to all forms of new development. LDFs will have a significant role to play in delivering the waste strategy through the provision of facilities for storage and collection of recyclables, the re-use of materials, and encouraging good design and layout for new development. Proposals by established businesses to provide facilities for the on-site minimisation, re-use or recycling of wastes created by their activity also need to be promoted.
- 10.67** While the Region has made significant progress in terms of municipal solid waste (MSW) recycling rates, it still produces large volumes of waste, and investment in new waste facilities and initiatives needs to take place at an accelerated rate. Additionally, whilst high profile, municipal waste represents only a small proportion of the region's total waste stream, other waste streams such as commercial and industrial, construction and demolition, agricultural and hazardous need to be addressed, in terms of their waste reduction and recycling.
- 10.68** The Regional Waste Strategy (2003) will be reviewed to identify non land-use policies and action needed to compliment the Plan's waste polices, and to reflect the national Waste Strategy 2007.
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POLICY ENV13: Provision of waste management and treatment facilities

Waste planning authorities should individually or jointly ensure that adequate sites and facilities are available to manage municipal, commercial and industrial, construction and demolition, agricultural, and hazardous waste, taking account of the benchmark figures set out in Tables 10.4–10.8. Specifically, waste planning authorities should:

A Take into account:

1. Capacity of treatment and recovery facilities to deal with municipal and commercial and industrial waste will need to double by 2020 in all sub regions to provide the additional capacity identified in Table 10.4
2. The existing range of facilities for dealing with hazardous waste will need to change to provide for more treatment and less landfill
3. In the short term there is generally adequate landfill capacity, but there may be a need for new capacity to replace existing facilities, particularly in West Yorkshire, before 2020.

B Take into account:

1. The split between the need to provide facilities to manage the final disposal and recovery/recycling of waste
2. The need to meet nationally set targets for recycling and recovery, including those derived from the Landfill Allowance Trading Scheme
3. The contribution made by new and existing waste facilities and the anticipated lifespan of such facilities
4. The provisions of policy E3 (the economy and employment land reviews)
5. Annual waste and waste facility monitoring data provided by the Regional Technical Advisory Body
6. Opportunities to provide treatment facilities for multiple waste streams

C Consider the specific requirements arising from:

1. Significant transfers of waste across the regional boundary
2. The likelihood of significant irregular arisings of hazardous waste from site regeneration/remediation projects during the plan period

D Liaise with neighbouring districts, the RTAB, Recycling Action Yorkshire and community stakeholders to consider any requirements arising from:

1. The need to establish an accessible network of civic amenity or other recycles collection public “bring” sites
2. The need to make provision for sites for new waste related businesses (either on a grouped “park” or individual basis) to encourage their establishment.

OUTCOMES	INDICATORS	TARGETS
A network of appropriate waste facilities which provide effective waste management in line with the LA annual waste tonnage allocations.	Adequate waste management facilities in the region.	
	Recycling and composting of household waste.	At least 40% by 2010, 45% by 2015 and 50% by 2020.
	Recovery of municipal waste.	53% by 2010, 67% by 2015 and 75% by 2020.
	Landfill of biodegradable municipal waste.	As set out in the Landfill Allowance Trading Scheme.

LEAD ROLES	MAIN MECHANISMS
Local Authorities.	Local Development Frameworks. Development Control.
RTAB	Annual Monitoring Report.

TABLE 10.4: Additional Waste Capacity Required to Manage Municipal and Commercial and Industrial Waste (thousands of tonnes per year)⁸

	2010	2015	2021
Humber	1,472	1,554	1,620
North Yorkshire	864	1,554	1,069
South Yorkshire	198	974	417
West Yorkshire	1,148	322	1,584
Yorkshire and Humber	3,682	1,387	4,690

10.69 Policy ENV13 provides a strategy for waste management in the region by setting out a distribution of waste tonnage requiring management up to 2021 and the broad pattern of waste management facilities that are required.

10.70 The Regional Waste Facility Capacity study has provided information on what facilities already exist in the Region and their capacity. Available information on waste arisings data has been collected from the Environment Agency and DEFRA. These arisings data have been assessed using a range of growth scenarios and a waste forecast has been completed looking forward to 2021. Tables 10.4–10.8 summarise this regional waste data, which is based on work commissioned in Spring 2007 by the Government Office (“Waste Arisings Forecasting” – Enviro Consulting June 2007).

⁸ Capacity shortfall figures in Table 10.4 summarise additional capacity needed based setting current capacity against the capacity requirement to meet the municipal and C&I waste requirements for the key years set out in Tables 10.5 and 10.6

- 10.71** The waste apportionment set out in Tables 10.4–10.8 is expressed as annual rates. The figures are based on initial data provided by the Environment Agency and Defra from surveys or recorded figures. For municipal waste these were then subject to five scenarios that looked at various growth rates based on historical waste and housing growth and an average of the five scenarios was used. For other types of waste projections for growth used historical data and the impact of employment and industrial growth rates. National Waste Strategy 2007 targets and other information was used as a source for information on the required capacity for various forms of waste disposal. The figures in Tables 10.4–10.8 are not intended to be a detailed forecast but to provide a suitable benchmark for the preparation of local development documents. They also provide the basis for annual monitoring as part of a continuous planning process. The methods for managing municipal, commercial and industrial waste are described in broad terms only, and the minimum levels of treatment and recycling, and the maximum levels of landfill, are based on targets in the Waste Strategy for England 2007. The technology mix of waste treatment and recovery facilities (including recycling and energy from waste) will differ in different parts of the region and will influence the precise split between recycling and recovery totals. The RTAB will produce an annual monitoring report which will provide additional relevant information to be taken account of by waste planning authorities.
- 10.72** Waste planning authorities should allocate sites to support the pattern of waste management facilities set out in ENV 13 and Tables 10.4–10.8 in accordance with the locational guidance in ENV14. In doing so they should identify the type or types of waste management facility that would be appropriately located on the allocated site or in the allocated area, taking care to avoid stifling innovation in line with the waste hierarchy. Acceptable waste management technologies are set out in the National Waste Strategy 2007 and include, for example, combined heat and power schemes, on-site thermal treatment, and bio-digesters.
- 10.73** The waste capacity apportioned should not constrain movement up the waste hierarchy or future adjustments to the waste management strategy. This will mean that there must be a limit placed upon the provision of landfill capacity. Landfill quotas must enable sufficient capacity to accommodate planned residues after treatment. Although the Landfill Allowance Trading Scheme (LATS) will influence the number and capacity of landfills, it must be remembered that this scheme is aimed at reducing biodegradable municipal waste (BMW) to landfill and there will still be a need to landfill the residual elements of treatment and commercial/industrial waste.
- 10.74** There have been major changes to the regulatory regime governing hazardous waste in 2004/2005. This has created commercial and policy requirement uncertainty, but the changes mean that there will be significantly more “hazardous waste” in the overall regional waste stream.
- 10.75** Additionally, Policy ENV13 aims to support the provision of additional recycling infrastructure and businesses in Yorkshire and the Humber. There is no point in increasing recyclates collection rates without the development of end markets. Recycling Action Yorkshire (‘RAY’) is the regional market development project. This, and other market development schemes, will attempt to stimulate/support the formation of waste related businesses.
- 10.76** By setting a minimum recycling quota, local authorities wishing to achieve higher recycling standards can do so. Local authorities that wish to concentrate on treatment and energy recovery can still demonstrate consistency with the waste hierarchy and would be in a position to demonstrate special circumstances on the basis of existing commitments or a strategic approach.
- 10.77** Where a WPA is unable to identify sufficient appropriate sites to meet the apportionments in Tables 10.4–10.8 (for example because geological conditions are unsuitable for additional landfill capacity), the WPA should seek to reach agreement with a neighbouring authority, having due regard to the waste management objectives set out in Policy ENV12, that the nearby area will make increased provision for that method and the first authority will make increased provision for other appropriate management methods on behalf of the neighbouring authority.
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10.78 The first regional data digest was prepared by the EA, YHA and RDA and issued on CD in September 2005. To support implementation of this policy, the RTAB will, in partnership with Local Authorities, the Environment Agency, and Yorkshire Forward, monitor the following issues and publish the report in an annual data digest (including construction/demolition, agricultural and hazardous waste) and the AMR:

- Waste arising, movement and deposit data
- Changes in waste capacity (both positive and negative)

POLICY ENV14: Strategic locational criteria for waste management facilities

The following principles should be considered in designating specific sites or areas where criteria based approaches will apply:

- A** Waste should be managed on the site where it arises, or if not possible at the nearest appropriate location. Major sources of waste arising in rural areas should be treated locally, unless specialised facilities are required.
- C** Facilities should be located in accordance with the Core Approach and the proposed distribution of housing and economic growth.
- E** In all areas, identification of sites for facilities should also take account of the following priority order:
 1. Established and proposed industrial sites which have potential for the location of waste management facilities and the co-location of complementary activities, such as “resource recovery” or “sustainable growth” parks
 2. Previously developed land, including mineral extraction and landfill sites during their period of operation for the location of related waste treatment activities in sustainable locations
 3. Redundant farm buildings and their curtilages
- G** One-off or non-process related hazardous waste generation from the clear up of contaminated sites should be treated on the basis of the following hierarchy
 1. On site treatment (for example bioremediation)
 2. On site encapsulation
 3. Off site treatment
 4. Off site encapsulation

OUTCOMES	INDICATORS	TARGETS
A network of new waste facilities which have been appropriately located.	Appropriately located new waste facilities.	100% of new waste developments in compliance with locational criteria in ENV14. 100% of waste planning authorities have LDFs which allocate sites for a sufficient mix of waste facilities in line with policy ENV14.

LEAD ROLES	MAIN MECHANISMS
Local Authorities.	LDFs Development Control.

- 10.80** Policy ENV14 sets out broad strategic locational criteria for waste management facilities, which should be considered when WPAs chose site-specific site allocations. The prime strategic role for the Plan can be summarised as helping to provide “sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time.”
- 10.81** On this basis, the Plan should protect sensitive areas (such as green belts) but recognise locational needs. In general sustainability terms, the reuse of existing buildings should be encouraged where practical. In the case of new buildings, it has been demonstrated by the waste industry that innovative and high quality design is possible. Local Planning Authorities should seek to assure that proposals for new, refurbished or extended waste facilities represent current good design practices. Only small scale waste facilities, such as local civic amenity sites, are likely to be appropriate in suitable locations within the National Parks and AONBs.
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TABLE 10.5: Municipal solid waste

WASTE FORECASTS (Thousand Tonnes Per Year)				
	Tonnes to be managed 2005	Tonnes to be managed 2010	Tonnes to be managed 2015	Tonnes to be managed 2021
Region TOTALS	2,908	3033	3,183	3,384
Humber	545	578	615	662
East Riding	205	220	236	256
Kingston upon Hull	145	153	162	173
North East Lincolnshire	94	99	105	113
North Lincolnshire	102	107	112	120
North Yorkshire	494	522	551	589
NYCC	375	395	416	443
City of York	119	127	135	146
South Yorkshire	711	729	754	790
Barnsley	134	139	144	152
Doncaster	192	200	209	221
Rotherham	136	139	145	152
Sheffield	249	251	256	265
West Yorkshire	1158	1204	1264	1342
Bradford	265	279	296	318
Calderdale	91	93	95	99
Kirklees	240	250	263	280
Leeds	366	380	399	424
Wakefield	196	203	211	223

Continued

TABLE 10.5: Municipal solid waste *continued*

		CAPACITY REQUIREMENTS							
	Maximum Landfill capacity required for 2005 73%	Maximum Landfill capacity required for 2010 47%	Maximum Landfill capacity required for 2015 33%	Maximum Landfill capacity required for 2021 25%	Minimum treatment capacity required for 2005 27%	Minimum treatment capacity required for 2010 53%			
Region TOTALS	2,123	1,425	1,050	846	785	1,607			
Humber sub region	398	272	203	166	147	306			
East Riding	150	103	78	64	55	116			
Kingston upon Hull	106	72	53	43	39	81			
North East Lincolnshire	68	46	35	28	25	52			
North Lincolnshire	74	50	37	30	27	56			
North Yorkshire	361	245	182	147	133	276			
NYCC	274	186	137	111	101	209			
City of York	87	60	45	37	32	67			
South Yorkshire	519	342	249	198	192	386			
Barnsley	98	65	48	38	36	74			
Doncaster	140	94	69	55	52	106			
Rotherham	99	65	48	38	37	74			
Sheffield	182	118	84	66	67	133			
West Yorkshire	845	566	417	336	313	638			
Bradford	194	131	98	79	72	148			
Calderdale	67	44	31	25	25	49			
Kirklees	175	118	87	70	65	133			
Leeds	267	179	132	106	99	201			
Wakefield	143	95	70	56	53	107			

Continued

TABLE 10.5: Municipal solid waste continued

CAPACITY REQUIREMENTS							
	Minimum treatment capacity required for 2015 67%	Minimum treatment capacity required for 2021 75%	Minimum Tonnage to be recycled by 2005/6 27%	Minimum Tonnage to be recycled by 2010 40%	Minimum Tonnage to be recycled by 2015 45%	Minimum Tonnage to be recycled by 2021 Min 55%	
Region TOTALS	2,133	2,538	785	1,213	1,432	1,692	
Humber	412	497	147	231	277	331	
East Riding	158	192	55	88	106	128	
Kingston upon Hull	108	130	39	61	73	87	
North East Lincolnshire	70	85	25	40	47	56	
North Lincolnshire	75	90	27	43	51	60	
North Yorkshire	369	442	133	209	248	295	
NYCC	279	333	101	158	187	222	
City of York	91	110	32	51	61	73	
South Yorkshire	505	593	192	291	339	395	
Barnsley	97	114	36	55	65	76	
Doncaster	140	166	52	80	94	111	
Rotherham	97	114	37	56	65	76	
Sheffield	171	199	67	100	115	133	
West Yorkshire	847	1,007	313	482	559	671	
Bradford	198	238	72	112	133	159	
Calderdale	64	74	25	37	43	49	
Kirklees	176	210	65	100	118	140	
Leeds	267	318	99	152	179	212	
Wakefield	141	167	53	81	95	111	

Notes to Table 10.5

- 2005 waste arisings for each authority provided by Environment Agency, sourced from Defra and Wastedataflow
- Future waste arisings derived from 5 historic and future growth projections, using a mixture of regional and local authority growth rates
- To predict landfill and treatment capacity requirements the targets set by the Waste Strategy 2007 were applied to the total waste arisings forecast. The landfill totals in columns 5-8 exclude any disposals of outputs arising from recovery treatments (these may increase overall landfill capacity requirements)

TABLE 10.6: Commercial and industrial waste (excluding closed gate)

	FORECASTS (Thousand Tonnes Per Year)				CAPACITY REQUIREMENTS		
	Annual Tonnes to be managed 2005	Annual Tonnes to be managed 2010	Annual Tonnes to be managed 2015	Annual Tonnes to be managed by 2021	Landfill Capacity required 2005	Landfill Capacity required 2010	Landfill Capacity required 2010
Region TOTALS	8,936	8,869	8,913	8,985	2,949	2,949	2,927
Humber	3,597	3,529	3,494	3,466	1,187	1,187	1,165
East Riding	791	793	801	811	261	261	262
Kingston upon Hull	1,353	1,309	1,283	1,258	447	447	432
North East Lincolnshire	931	903	889	879	307	307	298
North Lincolnshire	521	524	522	519	172	172	173
North Yorkshire	954	969	995	1,029	315	315	320
NYCC	678	688	706	730	224	224	227
City of York	276	281	289	299	91	91	93
South Yorkshire	1,512	1,491	1,498	1,510	499	499	492
Barnsley	201	198	197	195	66	66	65
Doncaster	320	317	321	326	106	106	105
Rotherham	304	302	304	309	100	100	100
Sheffield	688	675	676	679	227	227	223
West Yorkshire	2,874	2,880	2,926	2,980	948	948	950
Bradford	625	628	638	649	206	206	207
Calderdale	234	234	238	241	77	77	77
Kirklees	431	431	435	439	142	142	142
Leeds	1,193	1,195	1,217	1,245	394	394	394
Wakefield	392	393	399	406	129	129	130

Continued

TABLE 10.6: Commercial and industrial waste (excluding closed gate) continued

CAPACITY REQUIREMENTS						
	Landfill Capacity required 2015 33%	Landfill Capacity required 2021 33%	Treatment capacity required for 2005 67%	Treatment capacity required for 2010 67%	Treatment capacity required for 2015 67%	Treatment capacity required for 2021 67%
Region TOTALS	2,941	2,965	5,987	5,942	5,972	6,020
Humber	1153	1144	2,410	2,364	2,341	2,322
East Riding	264	267	530	531	537	543
Kingston upon Hull	423	415	907	877	859	843
North East Lincolnshire	293	290	624	605	596	589
North Lincolnshire	172	171	349	351	349	348
North Yorkshire	328	340	639	649	667	689
NYCC	233	241	454	461	473	489
City of York	95	99	185	188	194	200
South Yorkshire	494	498	1,013	999	1,004	1,012
Barnsley	65	64	134	132	132	131
Doncaster	106	108	214	213	215	219
Rotherham	100	102	204	202	204	207
Sheffield	223	224	461	452	453	455
West Yorkshire	966	983	1,926	1,930	1,960	1,997
Bradford	210	214	418	420	427	435
Calderdale	78	80	157	157	159	162
Kirklees	144	145	289	289	292	294
Leeds	401	411	799	800	815	834
Wakefield	132	134	262	263	267	272

Notes to Table 10.6

1. Base date for 2005 drawn from the results of Environment Agency 2002/3 survey work apportioned to local authority areas using ratios based on full time employment indicators
2. Forecasts of C&I waste arisings based on YF's Regional Economic Model employment projections by industry at local authority level to 2021
3. To predict landfill and treatment capacity requirements, the ratio of waste arisings to landfill of 1:3, calculated from EA survey data, was used

TABLE 10.7: Current capacity for msw & commercial & industrial waste

	CURRENT Landfill Capacity m ³ (all non-inert) End of 2005	CURRENT Treatment Capacity (kt/a) 2004	CURRENT Recovery Capacity (kt/a) 2004	CURRENT Treatment Capacity Phys/Che/Biol (kt/a) 2004	CURRENT MRF Capacity (kt/a) 2004	CURRENT Recovery: Total Composting Capacity (kt/a) 2004	CURRENT Recovery: Waste to Energy Capacity (kt/a) 2004
Region TOTALS	74,533,000	2,418	1,450	1,394	1,024	644	806
Humber	24,484,000	540	659	475	65	510	149
East Riding	4,301,000	280	309	215	65	309	0
Kingston upon Hull	0	230	0	230	0	0	0
North East Lincolnshire	741,000	30	78	30	0	25	53
North Lincolnshire	19,442,000	0	272	0	0	176	96
North Yorkshire	11,049,000	45	17	15	30	17	0
NYCC	5,309,000	0	0	0	0	0	0
City of York	5,740,000	45	17	15	30	17	0
South Yorkshire	20,082,000	859	328	363	496	83	245
Barnsley	2,500,000	53	8	53	0	8	0
Doncaster	7,551,000	30	57	30	0	57	0
Rotherham	5,851,000	61	12	30	31	12	0
Sheffield	4,180,000	715	251	250	465	6	245
West Yorkshire	18,918,000	974	446	541	433	34	412
Bradford	0	16	78	16	0	8	70
Calderdale	840,000	15	90	0	15	2	88
Kirklees	1,299,000	19	152	16	3	3	149
Leeds	4,211,000	673	105	458	215	0	105
Wakefield	12,568,000	251	21	51	200	21	0

Notes for Table 10.7 All information on treatment facilities and capacities provided by Environment Agency

TABLE 10.8

Current Landfill Capacity for MSW and C&I - Total Years Supply of Non-Inert landfill void (conversion factor 1.2) 2005 Figures		Treatment & Recovery Capacity Required for MSW & C&I Waste			Capacity Shortfall		
Total (estimated) waste to be landfilled kt/a (based on tonnages in 2005)	Years Supply	Total Annual Capacity required - 2010	Total Annual Capacity required - 2015	Total Annual Capacity required - 2021	2010 Total Treatment + Recovery Capacity Shortfall (kt/a)	2015 Total Treatment + Recovery Capacity Shortfall (kt/a)	2021 Total Treatment + Recovery Capacity Shortfall (kt/a)
Yorkshire & Humber	12	7,549	8,105	8,558	-3,682	-4,237	-4,690
Humber	13	2,671	2,753	2,819	-1,472	-1,554	-1,620
North Yorkshire	14	926	1,036	1,131	-864	-974	-1,069
South Yorkshire	16	1,385	1,509	1,604	-198	-322	-417
West Yorkshire	9	2,568	2,807	3,003	-1,148	-1,387	-1,584

Notes for Table 10.8 Capacity shortfall figures look at current capacity set against the capacity requirement to meet the municipal and C&I waste requirements for the key years set out in Tables 10.5 and 10.6



Section 11

Economy**POLICY E1: Creating a successful and competitive regional economy**

In order to create a more successful and competitive regional economy, plans, strategies, investment decisions and programmes should help to deliver:

- A** Economic growth, restructuring and diversification, taking account of the potential job growth indicated by Tables 11.1 and 11.2 and more detailed sub regional or local forecasts and updates as they become available
- B** Investment in locations where it will have maximum benefit and secure competitive advantage, recognising the role of the Regional Cities and Sub Regional Cities and Towns as key drivers of productivity
- C** Improved links between job opportunities, skills development (and needs), business productivity and investment, and the needs of excluded communities
- D** A modern manufacturing sector and the modernisation of manufacturing industries
- E** A knowledge-driven economy, by supporting the potential of higher and further education institutions, hospitals and research institutions and other knowledge-intensive industries, including the cultural sector and links with the provision of 'incubator' units, science parks and innovation centres
- F** A more entrepreneurial region, with the aim of achieving higher rates of business start-ups and survival, and a larger number of small businesses, including the provision of low cost and smaller incubator units for small and medium-sized enterprises and micro businesses
- G** Development related to important sectors or clusters, or individual employers important to the local economy, where they have specific property requirements
- H** The role of airports and ports as significant economic drivers
- I** The potential of the "non-business class" sectors⁹, including health, sport, retail, leisure, tourism and education as key economic and employment generators
- J** Opportunities for business relating to the Region's unique environmental assets and challenges, including sustainable construction, renewable energy, resource and waste efficiency and environmental technologies and the 'low carbon economy'
- K** ICT infrastructure and take-up of broadband, particularly as a priority in rural and peripheral areas of the Region
- L** A wide range of initiatives to ensure more diverse, competitive and successful economies in rural areas

⁹ Employment uses falling outside B1, B2 and B8 of the Use Classes Order

OUTCOMES	INDICATORS	TARGETS
Economic growth of the region has been consistent with the Plan's Vision and Core Approach	Success of the regional economy.	Year on year increase in GVA growth above EU average.
The region has developed a modern and successful economy which is entrepreneurial, competitive and knowledge-driven and based on a modern sectoral mix.	Entrepreneurship, innovation and new business formation.	
Economic restructuring and diversification of the region through upskilling of the workforce		
Cities and urban areas have developed as key drivers of regional productivity	Contribution to the economy from cities and urban areas.	
There has been a growth in businesses related to the region's unique environmental assets		
There has been a significant improvement in access from rural areas to economic opportunities	Contribution to the economy from rural areas.	

LEAD ROLES	MAIN MECHANISMS
Local Authorities	Local Development Frameworks. Development control. Economic Development Plans / Strategies. City Region Development Plans.
Yorkshire Forward	Regional Economic Strategy. Investment decisions.
Sub Regional Economic Partnerships	Sub Regional Investment Plans.
Local Strategic Partnerships	Community Strategies.

TABLE 11.1: Potential annual job growth from 2006¹⁰

	Total Jobs in 2006	Potential Annual Job Growth
East Riding of Yorkshire	128,120	760
Kingston upon Hull	110,570	910
North East Lincolnshire	64,820	710
North Lincolnshire	70,030	550
Humber	373,540	2,920
Craven	23,600	100
Hambleton	38,750	190
Harrogate	68,520	410
Richmondshire ¹¹	21,230	150
Ryedale	24,860	140
Scarborough	37,030	160
Selby ¹²	32,200	-60
York	93,820	2,130
North Yorkshire	340,000	3,220
Barnsley	73,210	1,430
Doncaster	111,540	1,550
Rotherham	105,940	1,590
Sheffield	236,600	4,400
South Yorkshire	527,300	8,970
Bradford	185,240	4,720
Calderdale	77,970	610
Kirklees	141,780	1,550
Leeds	372,180	6,030
Wakefield	130,020	1,140
West Yorkshire	907,190	14,050
Y&H Total	2,148,040	29,160

- 11.1** The management of the regional economy is addressed by the Plan and the Regional Economic Strategy (RES). These combine to set out a clear economic strategy for Yorkshire and Humber. Their roles are defined, yet complementary. Both aim to create a sustainable and competitive economy. The Plan has particular strengths in addressing specific spatial issues, and compliments the measurements to support businesses and promote skills which are a key role for Yorkshire Forward and the RES.
- 11.2** Policy E1 seeks to supplement the Plan's Core Approach, with guidance on more region-wide economic issues necessary for creating a modern and successful economy. This policy is intended to support the implementation of RES, the Northern Way Growth Strategy, and Advancing Together objectives.

¹⁰ All figures are Full Time Equivalent and rounded to nearest ten based on Regional Econometric Model 2007.

¹¹ Richmondshire figures do not include growth at Catterick Garrison.

¹² Selby figures do not include the Spallation project.

- 11.3** Businesses in the Region have a fundamental role in achieving the Region's vision and core objectives. Local authorities should work with Yorkshire Forward, other agencies and sub-regional and local economic partnerships to include measures in Local Development Documents and in strategies, plans and programmes to achieve these aims. The role of people in this vision is critical – there needs to be an ongoing focus on education, skills, training and developing entrepreneurship by all partners. Economic development needs to reflect the role of the region's environmental resources, including internationally, nationally and regionally important sites. Policy ENV8, relating to safeguarding and enhancing biodiversity, will be particularly relevant when considering economic development proposals in certain parts of the region, such as close to the Humber estuary.
- 11.4** Policy E1 refers to helping to deliver the potential job growth set out in Table 11.1. The potential job growth figures are derived from Yorkshire Future's Regional Economic Model and assume that the regional economy will perform well, supported by economic development and regeneration interventions which will need to be in line with the core approach and policies in this section of the Plan. It is appropriate to plan to achieve this potential, and progress towards achieving it will need to be monitored and plans and strategies kept under review accordingly. The potential job growth is expressed in terms of annual rates of change in order to inform long term planning, although it should be recognized that there are greater uncertainties the further ahead the rates are applied (particular caution will be necessary in applying the figures after 2016).
- 11.5** Table 11.2 below breaks down the potential job growth into different land uses that are relevant to the locational policies of the Plan. This is based on analysis of how different sectors of the economy may change. The figures are indicative, rather than targets, and provide further spatial evidence about the different amounts of growth pressure that may need to be accommodated within the locational context of the Core Approach. The figures also provide benchmarks to monitor against, in terms of types of land use, location and overall scale of change. It is possible that there will be variance from the indicative figures, especially for sectors and in locations where the Plan's Core Approach and Sub Area policies are proposing a particularly significant change, for example town centre and storage / distribution uses in Doncaster (policy SY1B3) and economic growth at Selby (policy Y1B). In any case, policies E1 and E3 allow for the use of more detailed sub regional or local forecasts or more up-to-date information in addition to Tables 11.1 and 11.2.
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TABLE 11.2: Potential annual job growth from 2006 by different land uses¹³

	Main Town Centre Uses		Main Employment Land Uses		Public Services		Other Uses ¹⁴
	Offices B1a ¹⁵	Retail & Leisure	Industry B1b/c B2	Storage / Dist'n B8	Health & Educ'n	Other	
East Riding	140	190	-100	40	370	-30	160
Hull	340	350	0	-70	280	-30	40
North East Lincs	100	40	-20	40	420	30	110
North Lincs	160	60	0	100	110	-10	130
Humber	740	650	-140	110	1,180	-50	430
Craven	40	50	-30	10	10	0	40
Hambleton	10	40	20	20	30	-40	100
Harrogate	80	100	10	30	90	-20	130
Richmondshire ¹⁶	0	50	0	10	40	-20	60
Ryedale	20	20	20	10	20	-10	70
Scarborough	20	20	20	0	40	-10	70
Selby ¹⁷	0	30	-20	0	10	0	-90
York	480	450	210	180	480	50	230
North Yorks	660	750	240	270	720	-50	640
Barnsley	170	250	500	130	220	-20	200
Doncaster	60	90	780	70	210	-30	360
Rotherham	120	200	400	100	340	10	420
Sheffield	1,170	680	250	160	1,020	70	1,040
South Yorks	1,520	1,230	1,930	470	1,790	40	2,000
Bradford	1,230	790	770	350	760	-40	850
Calderdale	220	110	-100	60	140	0	180
Kirklees	100	200	620	160	240	-30	260
Leeds	1,200	350	2,180	440	650	80	1,120
Wakefield	320	370	-160	90	260	-40	300
West Yorks	3,060	1,830	3,320	1,110	2,050	-40	2,720
Y&H Total	5,970	4,460	5,340	1,960	5,740	-100	6,480

Source: Regional Econometric Model and "Update of the Job Growth and Employment Land Figures in draft RSS for Yorkshire and the Humber" (Arup Report for GOYH June 2007).

13 All figures are Full Time Equivalents and rounded to nearest ten.

14 "Other uses" include primary / utilities and some construction, transport, communications and other services.

15 On top of the job growth figures in this column, there will be additional growth in office based jobs associated with some of the other land uses (eg in Public Services and "Other Uses")

16 Richmondshire figures do not include growth at Catterick Garrison

17 Selby figures do not include the Spallation project

POLICY E2: Town centre and major facilities

Plans, strategies, investment decisions and programmes should strengthen the role and performance of existing city and town centres.

- A** The centres of Regional Cities and Sub Regional Cities and Towns should be the focus for offices, retail, leisure, entertainment, arts, culture, tourism and more intensive sport and recreation across the region. The centres of Principal Towns, and District Centres within Regional and Sub Regional Cities and Towns, should be the focus for local services and facilities.
- B** Development, environmental enhancements, accessibility improvements, and town centre management and promotional activities should take place to create a distinctive, attractive and vibrant sense of place and identity for each centre. Priority will be given to addressing the worst performing centres as identified through regular monitoring by Local Planning Authorities.
- C** No further development of new, or large-scale expansion of existing, out-of-centre regional or sub-regional shopping centres should be permitted. Proposals for smaller scale expansion should be assessed in line with PPS6.
- D** Sheffield and Leeds will be the preferred locations for any future regional casinos and related development. Any proposals should demonstrate support for the health of the city centre including its night-time economy. Regional Cities and Sub Regional Cities and Towns will be the preferred locations for any large or small casinos.

OUTCOMES

City and town centres are the focus for the services and activities which generate a high level of people movement

Vibrant and successful town centres have been developed in the Region

INDICATORS

Development in town centres.

Health of town centres.

LEAD ROLES

Local Authorities.

Yorkshire Forward.

Sub Regional Economic Partnerships

Local Strategic Partnerships

MAIN MECHANISMS

Development control.

LDFs.

City Region Development Plans.

Regional Economic Strategy.

Investment decisions.

Sub Regional Investment Plans.

Community Strategies

- 11.6** The Plan's core approach includes strengthening the role and performance of the Region's main towns and city centres. Despite the recent growth in employment in these areas, many of the Region's main towns and city centres still require an economic, social and environmental "renaissance". These centres need to be regarded as the logical focus of local communities and efficient hubs of connected activity, accessible by public transport.

- 11.7** On this basis, this crucial role in achieving sustainable economic growth and investment in the Region requires that these centres be made the prime focus of development. This focus must apply to all uses which generate large numbers of people movements, not just those traditionally associated with economic regeneration. The most competitive cities and regions are doing the most to improve the quality and distinctiveness of their places and infrastructure.
- 11.8** Policy E2 is an integral component of the overarching direction of the Plan:
- It forms a key expression of the central sequential test that applies through PPS6 and is supplemented by Policy YH7 and the Sub Area approaches
 - While driven by considerations of improving economic performance, it is a key means of implementing the Plan's vision and core approach
 - This strengthened emphasis on the urban centres supports the aims of the Regional Transport Strategy, in terms of ensuring that development is accessible by a range of transport modes particularly public transport, cycling and walking
 - Urban renaissance is a key objective for the Region; this policy along with YH5 and YH6 is critical to the delivery of wider renaissance objectives
- 11.9** PPS6 "Planning for Town Centres" suggests that the Plan could set out the need for additional floorspace within the hierarchy of towns and cities. Further work is required to do this, through a future review of the Plan. The potential job growth figures for town centre uses set out in Table 11.2 are not intended to be a substitute for that, but provide interim spatial guidance.
- 11.10** The uses listed in part A of policy E2 are those defined in PPS6. Other uses that need to be accessible to a wide area by public transport, such as large hospitals, universities or colleges may also be most appropriately located in or close to the centres of Regional and Sub Regional cities and towns in order to meet the accessibility criteria set out in Table 13.8.
- 11.11** Part C of the policy relates to out-of-centre regional and sub-regional shopping centres. The largest existing such centres in the region are Meadowhall and White Rose. There is no evidence to justify the large scale expansion of these, other sub-regional shopping centres, or the development of new ones. What is "large scale" will need to be considered in the light of the particular circumstances, including the size and nature of the existing centre, taking account of the cumulative impact of extensions. A key determinant will be whether there would be a regionally or sub-regionally significant impact. Proposals for smaller scale extensions will be a matter for local planning authorities to determine taking account of PPS6.
- 11.12** The findings of a Regional Casino Study have been used to develop the specific recommendations set out in Policy E2D. The Study was carried out in response to changes to UK Gaming Legislation and examined the impact that major new casino developments may have on the regional economy. The Study recommends that regional casino development would be most advantageously located in the urban areas of Leeds and Sheffield. This type of development has the potential to cause a displacement effect on existing centres therefore precise locations will need to be subject to robust sequential testing.
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POLICY E3: Land and premises for economic development

- A** Plans, strategies, investment decisions and programmes should make use of appropriately located previously developed land and current allocations, and ensure the availability of sufficient land and premises in sustainable locations to meet the needs of a modern economy and in particular take account of:
1. The need for additional floorspace for office, retail and leisure uses as indicated by the potential job growth in Table 11.2 and the considerable scope for this to be focussed on city and town centres.
 2. The ongoing restructuring and modernisation of the manufacturing sector and the guidance on land for industrial uses set out in Table 11.3.
 3. The need for land and extended premises to support the development of public services, health, sport, leisure, tourism, cultural industries and education as key employment generators and the contribution of mixed use development to employment supply.
- B** Local employment land reviews to inform LDFs should take account of the potential job growth set out in Tables 11.1 and 11.2 and the guidance on employment land in Table 11.3 along with more detailed sub regional or local forecasts or more up-to-date information about land needs. Joint working should be undertaken where commercial property markets cross administrative boundaries. Land in use or allocated for economic development should be reviewed during the preparation of LDFs. Sites no longer needed or those that would undermine the delivery of the Core Approach should be considered for alternative uses.
- C** Local Authorities in partnership with Yorkshire Forward, developers, private businesses, sub regional and local partnerships and other organisations should monitor the availability and suitability of employment sites on a 3-year rolling basis so as to ensure that they continue to meet current or longer term needs for economic development. A portfolio of the best sites, representing at least a five-year supply of market-ready sites, should be identified and protected for those purposes.

OUTCOMES

A continuous and adequate supply of appropriate employment land has been provided in the region to support regional economic development.

INDICATORS

Employment land supply by type.
The regional employment land portfolio.

TARGETS

Reduction in the amount of B2 general industrial land.

LEAD ROLES

Local authorities

Yorkshire Forward.

Sub Regional Economic Partnerships

MAIN MECHANISMS

Local Development Frameworks.
Employment land reviews.

Regional Economic Strategy.
Investment decisions.

Sub Regional Investment Plans.

TABLE 11.3: Guidance on land for industrial and storage/distribution uses 2006-2021 based on potential job growth as set out in tables 11.1 and 11.2

	Potential Net Change in Land in Industrial & Storage/ Distribution Uses 2006-2021 ¹⁸	Emp Land Allocated in 2006 ¹⁹	Implications for the provision of land for Industrial and Storage / Distribution Uses
East Riding	20	570	Need to review current allocations, taking account of the role of Hull as Regional City and the need to facilitate port-related development and urban transformation. Need for sites for appropriate scale development for rural diversification focussed on principal towns.
Hull	0	90	
North East Lincs	10	750	Unlikely to need additional allocations for general industrial and storage/distribution uses. Some current allocations may need to be reviewed / replaced to deliver the Core Approach and Sub Area policies. Large estuary related sites should be reserved for specific port/estuary related development.
North Lincs	40	1120	
Craven	0	10	No significant mismatch in North Yorkshire in terms of quantity of current allocations and potential future requirements, although some current allocations may need to be reviewed / replaced to deliver the Core Approach and Sub Area policies. All districts will require employment land portfolios based upon small-medium, high quality, specialist sites located in accordance with the Core Approach. York may require additional allocations.
Hambleton	20	30	
Harrogate	20	30	
Richmondshire	10	50	
Ryedale	10	10	
Scarborough	10	20	
Selby	10	60	
York	90	40	
Barnsley	110	130	Need to review current allocations in South Yorkshire to accommodate growth while taking account of the continuing restructuring of the Sheffield City Region economy and adjust the spatial pattern of activity. Employment land reviews will need to take account of the limited net increase expected in the amount of land used for industry, while reflecting requirements arising from relocation / expansion of existing firms and redevelopment of historic employment sites for alternative uses as part of the transformational agenda.
Doncaster	110	360	
Rotherham	90	220	
Sheffield	80	380	

Continued

¹⁸ From "Update of the Job Growth and Employment Land Figures in draft RSS for Yorkshire and the Humber (Arup Report for GOYH June 2007). All figures rounded to nearest 10 hectares

¹⁹ From RSS AMR 2006 (YHA Feb 2007) / Arup Report for GOYH (June 2007). All figures rounded to nearest 10 hectares

TABLE 11.3: Guidance on land for industrial and storage/distribution uses 2006-2021 based on potential job growth as set out in tables 11.1 and 11.2 continued

	Potential Net Change in Land in Industrial & Storage/ Distribution Uses 2006-2021 ¹⁵	Emp Land Allocated in 2006 ¹⁶	Implications for the provision of land for Industrial and Storage / Distribution Uses
Bradford	160	170	Need to review current allocations in West Yorkshire in accordance with the Core Approach, taking account of the continuing growth and restructuring of the Leeds City Region economy, the limited net increase expected in land used for industry and storage/distribution, but also the land requirements arising from relocation of existing firms and redevelopment of historic employment sites for alternative uses as part of the transformational agenda.
Calderdale	-20	150	
Kirklees	130	110	
Leeds	390	730	
Wakefield	20	400	
Region	1,330	5,430	

- 11.13** The Plan has an important role in providing a framework for the location of employment sites in the region. Policy E3 does this in the context of the way in which the economy is expected to change in different parts of the region. The continued decline of older industries, and growth in new industries and the service sector will have implications for where jobs are located in the region, and for the amount and location of employment sites that are needed. There is a considerable stock of land currently allocated; this, and previously developed land, should be reviewed during the preparation of LDFs.
- 11.14** Table 11.2 sets out potential job growth for different types of land use, including industrial and storage / distribution uses that are appropriate on employment sites outside of city and town centres. The likely land requirements for industrial and storage/distribution uses arising from this potential scale of job growth are set out in Table 11.3, along with key messages for the approach to employment land reviews in different parts of the region. The figures are for potential net change in the total amount of land in industrial and storage/distribution uses in each district i.e. they include the take up of land to accommodate development, against the loss of existing employment land to other land uses. Table 11.3 also sets out how much employment land is currently allocated. Table 11.3 is not intended to provide guidance for town centre uses, including offices, or Public Services and other employment uses which are subject to different locational policies.
- 11.15** At a simplistic level, this suggests that the Region has more land allocated for industrial and storage/distribution uses than is likely to be required in the future. This is not discounting the importance of providing the market with choice and flexibility in their site selection, and also to allow for a certain amount of 'churn' as sites necessarily stay vacant for a period of time. In addition, it is also acknowledged that at a Local Authority level, where an oversupply of land is expected, this does not mean that further employment land does not need to be provided; it will always be necessary to ensure that new developments come forward with new requirements to avoid stagnation in the market.

- 11.16** It should be noted that these figures have been prepared in order to provide a strategic overview of potential economic change. This gives a forecast of how structural economic change may manifest in the Region. It is recognised that more up to date or detailed local or sub regional studies will supplement this evaluation in order to implement policy E3.
- 11.17** Local Authorities, working in partnership with Yorkshire Forward, other agencies and sub-regional and local economic/investment partnerships should ensure that there is a suitable range and choice of employment land, sites and premises. This needs to be available over realistic timescales to meet the needs of businesses, both for locally generated growth and 'inward' investment.
- 11.18** The Plan establishes a strategic context and methodology to assist Local Authorities and other bodies update employment land portfolios. Seeking to align the supply of employment land with the Plan's strategy and addressing the current over-provision of sites is a key sustainability challenge for the Plan. However, it is recognised that the strategic role of employment land is only one issue in an important local debate. The strategic evaluation does not give a maximum amount of employment land to be planned for, as the need to maintain a flexible landbank will result in a large portfolio than simple need-assessments would suggest. On this basis, LPAs will need to develop, from this picture of net need, a gross requirement for their areas.
- 11.19** In addition to these generic issues, employment land reviews will need to consider, on a case-by-case basis, special land use requirements. These issues, while having a particular spatial pattern of distribution, need to be considered across the Region. These issues include, for example, land for airport and port-related development and other inter-modal freight terminals or wharves, the need for specialist waste facilities identified under Policy ENV13 and the contribution mixed use development can make to employment supply. In certain circumstances, local authorities will need to consider the provision of replacement sites for 'bad-neighbour' and 'low value' industrial uses, which may be displaced from existing sites.
- 11.20** The locational needs of knowledge-driven employment, including proximity of links to existing research and science related uses at existing University campuses, should be a key consideration in carrying out reviews. While this issue needs to be prioritised in order to meet modern economic policy set out in Policy E1 and to support cluster development as set out in Policy E4, the Plan's sequential test must also be applied.
- 11.21** Local Authorities should carry out employment land reviews based, at a minimum, on the evaluation of the considerations set out in Policy E3 & E4. Additionally, it will be vital to maintain an up-to-date evidence base of the supply chain of and need for employment land and sizes and types of unit for their particular area. Yorkshire Forward and other economic stakeholders will be critical in helping to provide evidence to ensure that the right types of provision are brought forward in the places in response to identified needs.
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POLICY E4: Regional priority sectors and clusters

Plans, strategies, investment decisions and programmes should support key sectors including Financial and Business Services; Tourism; Logistics; and Construction, and regional priority clusters including Advanced Engineering and Metals; Chemicals; Bio-Science; Digital; Food and Drink; Healthcare Technologies; and Environmental Technologies. Specifically, they should:

1. Address the need for premises adjacent or close to key regional assets including higher education and university facilities
2. Provide sufficient quantity, quality and choice of a range of sites, including incubator units, expansion space and larger facilities for priority clusters
3. Recognise that support for cluster development encompass a wide range of topics, including property needs, infrastructure, access to quality labour pools and supply chain/trading links.

OUTCOMES

Successful, sustainable clusters have developed and these have been integrated with a knowledge driven economy

INDICATORS

Growth of regional industry sectors

TARGETS

GVA growth higher than average sectoral growth

LEAD ROLES

Local authorities
 Yorkshire Forward
 Sub Regional Economic Partnerships

MAIN MECHANISMS

Local Development Frameworks
 RES
 Sub Regional Investment Plans

11.22 The expansion and creation of clusters or networks of knowledge driven companies is important in developing a competitive, knowledge-based regional economy. Given the emphasis in the RES on the development of key business 'clusters', it is essential that the Plan provides a supportive framework to facilitate 'cluster' growth, and that this should also be reflected at the local level in LDFs.

11.23 A cluster is a group of organisations in related industries that are linked together because they buy or sell from each other or because they use the same infrastructure, customers or skills base. However, a cluster is more than an industry sector. Clusters encompass a broad range of organisations linked by a common element. For example, the 'Food and Drink' cluster includes food producing companies, logistics and freight providers, financiers, research institutions, distributors etc. It would be made up of every part of the chain from raw ingredients to packaging designers and retailers.

11.24 Companies who are part of an active cluster have been shown to be more competitive and profitable. They benefit from the following advantages:

- An infrastructure designed to meet specific business needs
- Greater access to specialised information such as research and development and best practice ideas

- Increased availability of financial and legal services who are well equipped to deal with the needs of their business
- Better access to employees and suppliers who are attracted to the region by the concentration of jobs, customers and range of employers
- Increased motivation and innovation, as competition is created within the cluster by the proximity of businesses in the same sectors.

11.25 These advantages will result in higher rates of innovation, more new business formation, greater productivity and a generally stronger regional economy. The RES has identified seven key clusters that have this potential to deliver significant economic growth in the future; these are set out in policy E4 although this is not a comprehensive list of clusters as others will also be important in the regional economy over the Plan period.

11.26 LDFs and other plans need to be supportive of 'clusters' and recognise that they encompass a wider range of topics, including property needs, infrastructure, access to quality labour pools and supply chain/trading links. Development of 'clusters' will need to reflect the importance of conserving and enhancing the region's environmental resources as required by policy ENV8.

11.27 If LDFs are to contain distinctive spatial policies for individual clusters, this requires some degree of clarity in terms of distinctive 'geographic concentration' of cluster activity and differing spatial requirements of cluster related businesses. Examples of the spatial distribution of clusters in the Region include advanced engineering and metals in South Yorkshire; food in the Humber and North Yorkshire; chemicals in West Yorkshire and the Humber; bio-science in York; and digital industries in Regional and Sub Regional Cities and Towns (e.g. Sheffield, Barnsley, Bradford, Leeds, Harrogate, Hull and York). Development associated with the chemicals cluster in the Humber sub area will need to take account of policy ENV8 and protect the integrity of internationally important biodiversity sites. Local plans and policies should ensure that the integrity of internationally important sites and their associated interest features are maintained and contribute towards the long term maintenance of their international importance.

POLICY E5: Safeguarding employment land

LDFs should define criteria or areas where it is considered necessary to offer special protection to designated employment sites. This approach should be applied when it can be shown that:

1. It is necessary to safeguard employment land on the basis of the demonstrable level of competing demand from other land uses; and
2. The employment land so identified is necessary to support Policies YH4, YH5 and YH6; and
3. A review of employment land has been carried out in accordance with Policies E1 -E4 or the sites are part of an area subject to an agreed masterplan.

OUTCOMES

Strategic employment sites necessary to support the Plan's core strategy have been safeguarded and delivered.

INDICATORS

Allocation in LDFs of safeguarded sites.

TARGETS

Key sites at risk from competing uses in Sheffield and Leeds and other areas where justified have been safeguarded for employment uses by 2011.

LEAD ROLES

Local authorities.

MAIN MECHANISMS

LDFs.

- 11.28** On the basis that Policies E3 and E4 require local authorities to rationalise their employment land portfolios, there may be pressures from competing land uses on reduced employment land portfolios. In certain parts of the Region, it is considered necessary to offer protection to land currently in employment-generating uses. Policy E5 will assist local authorities to safeguard employment land in specified areas where employment sites are being lost to other uses, principally housing. This is likely to be a significant issue in Leeds and Sheffield City Centres and areas of high demand in some market towns. There is a real concern that high-density housing can displace employment to more unsustainable locations.
- 11.29** The Policy also seeks to address concerns that land/premises are being lost to other uses and that blighting effects are impacting other businesses (e.g. on the development of the night time economy). Established employment activities cannot be considered in isolation from their surrounding uses (whether other employment activity or alternative land uses). Other long established clusters of employment activity might be subject to piecemeal erosion by redevelopment in the face of pressures for change of use, or the demise of individual enterprises. Over time, such pressures can result in a material aggregate loss of employment sites, to the detriment of local economic development. Consequently, consideration needs to be given to the identification of such sites as locally important sites to be protected (or safeguarded) for employment use.
- 11.30** This approach is therefore necessary in order to retain and develop a vibrant mix of uses in our towns and cities. This will help to strengthen the vitality of places, provides local job opportunities and will consequently help to reduce people's need to travel to work.
- 11.31** This is an enabling policy. Areas where Policy E5 will be applied will need to be identified and established in LDFs, either by site-specific proposals or criteria. Masterplans may facilitate and support this approach. However, this Policy should not be used as a means to hoard employment land and its impact should be kept under review.
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POLICY E6: Sustainable tourism

- A** Local Authorities, Yorkshire Forward, Yorkshire Culture, the Yorkshire Tourist Board, and other agencies should promote, support and encourage tourism by adopting an overall approach which:
1. Recognises the sustainable growth of tourism as an integral contributor to the economy and makes best use of indigenous resources and existing tourism infrastructure
 2. Promotes responsible investment in the quality of the tourism and related services in order to provide a high quality experience, throughout the year, for all segments of the market
 3. Secures investment in local people skills and capacities in Yorkshire’s tourism industry, making full use of the local labour supply to fill a range of existing and new high quality jobs in the tourism sector
 4. Supports local cultural distinctiveness and contributes to the quality of life in the communities of the Region
 5. Conserves and enhances the built and natural environment, particularly internationally and nationally important biodiversity sites and high quality historic environment, through effective visitor management
 6. Integrates tourism activity with a viable transport infrastructure that enables a realistic choice of travel mode to and within the region, supported by a management regime that encourages greater use of public transport by visitors
- B** Plans, strategies, investment decisions and programmes should promote tourism in the following priority areas:
1. Coastal resorts - economic diversification while consolidating and upgrading tourism facilities in ways which promote higher value activity, reduce seasonality and support urban regeneration
 2. Rural areas - where tourism and recreation can provide jobs for local residents of a scale and type appropriate to their location.
 3. Waterways – promoting tourism and associated development of an appropriate scale and type along waterways in both urban and rural areas
 4. Cities and Towns - Realise the potential of the heritage, leisure and cultural assets by promoting their roles as modern, varied and colourful destinations of choice. Local distinctiveness should be promoted, for example by encouraging use of local produce and services by businesses and visitors

OUTCOMES

Tourism has been recognised and valued as a key component of regional economic activity making a significant contribution to the local and regional economy.

A diverse and sustainable tourism industry has developed in the Region.

Tourism has contributed to improving the local skills base and employment opportunities in the Region.

INDICATORS

Contribution of tourism to the regional economy.

Popularity of visitor attractions in the region.

Tourism related rural diversification.

LEAD ROLES	MAIN MECHANISMS
Local Authorities	Local Development Frameworks.
Local Strategic Partnerships	Community Strategies.
Yorkshire Forward	Regional Economic Strategy.
Yorkshire Culture	Regional Cultural Strategy.
Yorkshire Tourist Board	Tourism Framework.
Forestry Commission	Plans and investment decisions.

- 11.32** Tourism is a key component of regional economic activity and it needs to be recognised in relation to the culture, quality of life and environment of the Region. In 2003, it contributed an estimated £4.2 billion to the Yorkshire and Humber economy. Tourism is a major contributor to the regional economy. Economic benefit varies across the Region and the balance of tourism in the region is shifting. However, all parts of the Region would gain from further economic benefit from tourism and most areas could cope with more visitors. Heritage visitor destinations, such as York, have specific sensitivities but need to reflect their heritage assets in contemporary ways to achieve the Regional Tourism Strategy's aim of "value over volume". In the traditional tourism areas of North and East Yorkshire, the coastal and some rural parts of the Region need specific support. In the major cities, urban tourism is maturing based on day visits and business. Policies ENV8 (biodiversity) and ENV9 (historic environment) will be particularly relevant in the implementation of policy E6.
- 11.33** Part B of policy E6 sets out in general different approaches to tourism development in different broad locations in the region. Many spatial components of tourism are addressed in the sub area components of the Plan. They include the internationally renowned visitor destinations of York, the North York Moors and the Yorkshire Dales; seaside resorts; major business destinations; market and event venues and a relatively undeveloped area around the Humber. Intra-regional tourism is a significant feature in the Region, with about one third of domestic tourists originating from within the Region, and off-peak tourism is relatively strong. The emerging Regional Rural Delivery Framework seeks to promote the wider rural areas as high quality sustainable tourism destinations.
- 11.34** In relation to leisure-based tourism, improvements are likely to be needed to one or more of the region's major stadiums in order to offer a suitable facility for a major international event such as an Olympics 2012 event or football World Cup 2018 if England are successful in bidding for the tournament.
- 11.35** Transportation is a key issue in providing for and supporting sustainable tourism. The Regional Transport Strategy (RTS) contains policies for the promotion of multi-modal choice of access from the main visitor catchment areas (including Trans Pennine and north-south links). The RTS also supports the spatial objectives for tourism development in rural, coastal and urban areas of the Region through enhancing key linkages from major tourism drivers and gateway points including rail hubs, airports and seaports to the different sub area destinations.
- 11.36** The Good Practice Guide on Planning for Tourism provides relevant information to help implement policy E6.

POLICY E7: Rural economy

Plans, strategies, investment decisions and programmes should help diversify and strengthen the rural economy by facilitating the development of rural industries, businesses and enterprises in a way that:

1. Promotes complementary roles for Principal Towns and Local Service Centres
2. Allows for essential development for agriculture or forestry purposes in the countryside
3. Encourages the use of information technology and telecommunications
4. Supports rural diversification schemes which bring economic, social and environmental benefit
5. Gives priority to the re-use of existing buildings
6. Supports and protects an attractive and high quality rural environment
7. Ensures appropriate scales and types of development and levels of traffic generation

OUTCOMES

The region has supported the development of a strong and diverse rural economy.

INDICATORS

Rural economic performance.
Safeguarding distinctive rural character.

LEAD ROLES

Local Authorities

Yorkshire Forward

Sub Regional Economic Partnerships

Yorkshire and The Humber Rural Board

Natural England
Forestry Commission

MAIN MECHANISMS

Local Development Frameworks.
Development control.

Regional Economic Strategy.
Rural Development Programme for England.

Sub Regional Investment Plans.

Yorkshire and The Humber Rural Framework.

Rural Development Programme for England.

11.37 The rural areas of the Region are important not only for those living and working there, but also for the economic, environmental and social contribution they make to the well-being of those living in towns and cities. Over three-quarters of land in the Region is rural, the vast majority being used for agriculture.

11.38 Rural areas have a distinctive character and they are under specific and serious pressures from deep-seated problems of economic decline, limited employment opportunities and isolation as the result of changes in the structure of agriculture and the decline of public transport. Some areas are simultaneously under great pressure for commuter housing, which has, and will continue to exacerbate the problem by raising the prices of both existing and new accommodation beyond the reach of local people.

11.39 As a key means of translating into action the Government's vision of a living, working, protected and vibrant countryside, as reiterated in the Rural Strategy 2004, partners and stakeholders in English regions were asked to jointly develop a Rural Framework and related governance arrangements that would set priorities for action, make the best use of available rural

resources and address inefficiencies in governance and delivery structures. The resulting Yorkshire and The Humber Rural Framework and its associated regional partnership structures - the Rural Board, the Rural Practitioners' Group, the Rural Affairs Forum and the Rural Observatory - have been operational since April 2006. Local authorities, who have a key role in implementing the Framework, are represented on all of these partnerships.

- 11.40** Economic aspects of this Framework are reflected in Policy E7 which seeks to support diversifying and strengthening the Region's rural economy in a sustainable manner. While the policy follows the Plan's Core Approach of focussing on the role of towns as economic/service hubs, it allows for rural diversification and essential development for agriculture/forestry purposes in the countryside. Implementation of the Rural Development Programme for England by Natural England, Yorkshire Forward and the Forestry Commission will assist rural diversification and development within the region.
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Section 12

Housing

POLICY H1: Provision and distribution housing

- A** The region’s housing stock should be improved and increased to provide appropriate accommodation for all households wanting homes, taking account of strong economic growth in the Leeds City Region, regeneration and increasing economic growth in South Yorkshire and the Humber Estuary sub area, and the need to place a greater emphasis on meeting local needs in rural areas.
- B** Plans, strategies, programmes and investment decisions should ensure the delivery of the average annual net additions to the dwelling stock set out in Table 12.1 in locations that accord with the Core Approach and Sub Area policies, taking account of indicative timing set out in Table 12.2.

OUTCOMES	INDICATORS	TARGETS
The need for housing in the region has been met by achieving net increases to housing stock set out in Table 12.1 helping to deliver the Core Approach and more balanced housing markets.	Housing trajectory (completions in relation to allocated dwelling requirements)	As set out in Table 12.1
	Clearance and demolition of dwelling stock	
	Number of vacant dwellings	Achieve an overall regional vacancy rate of 3.5% by 2010 and sustain it.

LEAD IMPLEMENTATION ROLES	MAIN MECHANISMS
Local Authorities.	LDFs. Development control. Local housing strategies.
YHA	Regional Housing Strategy and Action Plan. Annual Monitoring Report.
Sub Regional Housing Partnerships	Sub Regional Investment Programmes.
HMR Boards	HMR Strategies and Programmes.

Figure 12.1: Strategic housing markets

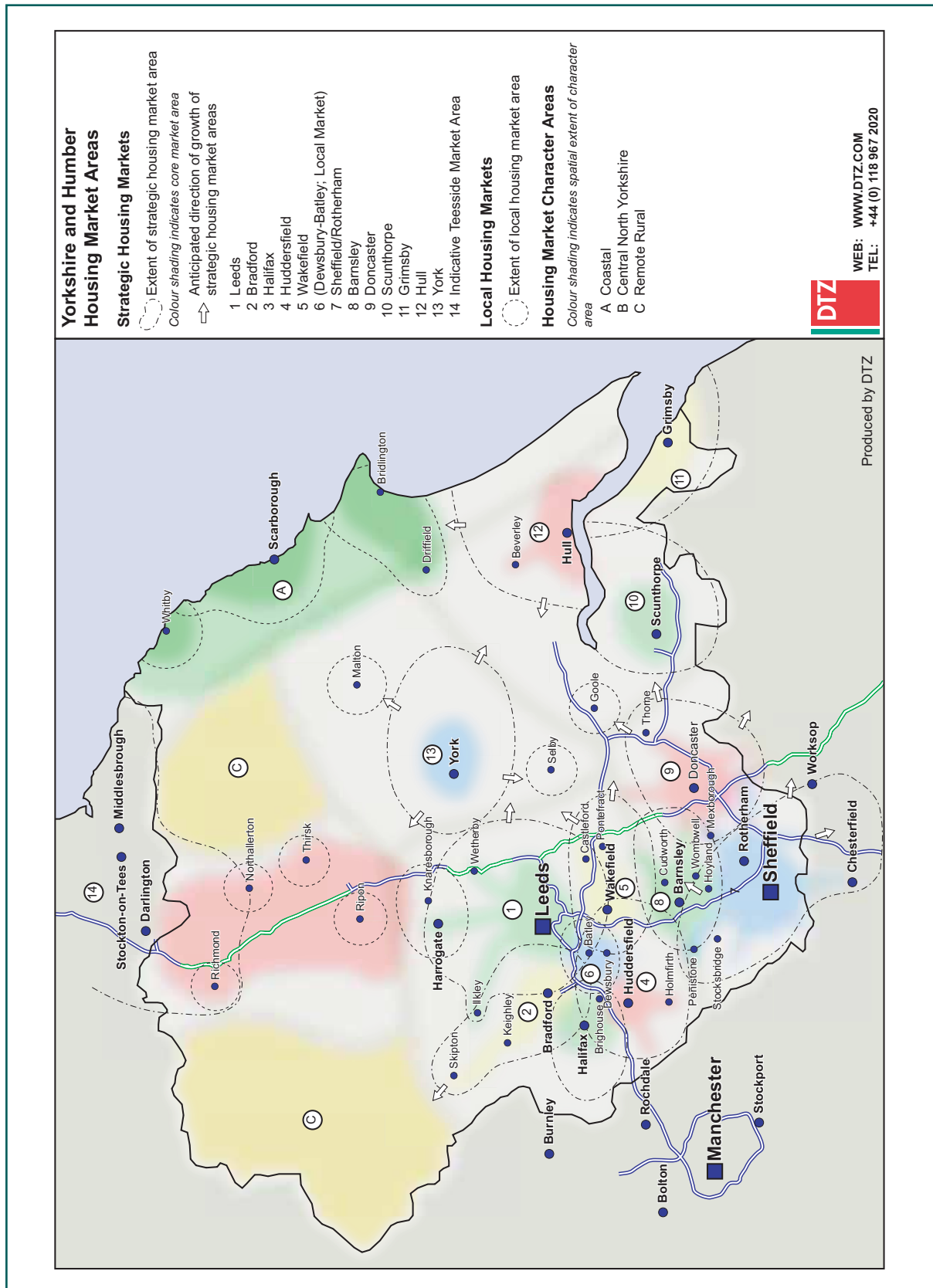


TABLE 12.1: Annual average net additions to the dwelling stock 2004-2026

LOCAL AUTHORITY	2004-8	2008-2026
East Riding ²⁰	1150	1150
Kingston upon Hull	280	880
North East Lincs	310	510
North Lincs	550	750
Humber	2290	3290
Craven	250	250
Hambleton	320	280
Harrogate	390	390
Richmondshire ²¹	200	200
Ryedale	230	200
Scarborough	430	560
Selby	390	440
York	640	850
North Yorkshire²²	2850	3170
Barnsley	840	1015
Doncaster	855	1230
Rotherham	750	1160
Sheffield	1025	1425
South Yorkshire	3470	4830
Bradford	1560	2700
Calderdale	500	670
Kirklees	1060	1700
Leeds	2260	4300
Wakefield	1170	1600
West Yorkshire	6550	10970
Yorkshire and Humber	15,160	22,260

20 Around 40% of housing provision in East Riding should be within the Hull housing market area as shown on Fig 12.1. This approach is to support housing market renewal and help tackle low demand in the city, whilst delivering the Core Approach of focussing development on the Regional City. Development must be managed in line with policy H3.

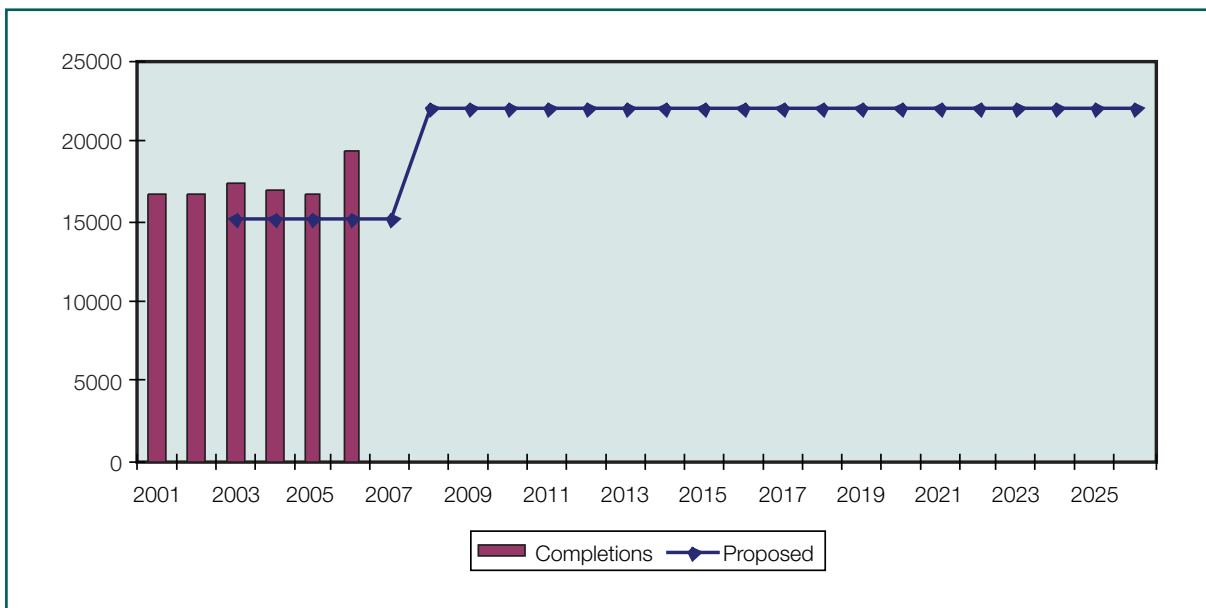
21 The figures for Richmondshire do not include provision for MoD housing development as part of the expanded role for Catterick Garrison. Additional provision (in the region of 2,250 additional dwellings up to 2021), along with the mix of housing and whether affordable homes are needed at the Garrison, are matters that will need to be taken forward through the Richmondshire LDF.

22 Provision figures are not given for the National Parks. All new housing within the Parks is to meet local needs only and does not contribute to the overall regional provision.

TABLE 12.2: Indicative timing of housing growth from 2008

Annual net housing growth likely to rise from below the 2008-2026 average to above it.	Annual net housing growth likely to remain broadly consistent 2008-2026.	Annual net housing growth likely to fall from above the 2008-2026 average to below it.
Hull	North Lincolnshire	East Riding
North East Lincolnshire		
Scarborough	Richmondshire ²³	Craven
	Selby	Hambleton
	York	Harrogate
		Ryedale
Rotherham	Barnsley	
	Doncaster	
	Sheffield	
Bradford	Calderdale	
Kirklees		
Leeds		
Wakefield		

Figure 12.2: Yorkshire and Humber Housing Trajectory 2001-2026



12.1 Policies YH1 to YH9 establish the Core Approach to give overall regional cohesion and direction to the Plan. The Sub-Area sections provide priorities at the sub regional level. The purpose of this Housing Section is to provide a more detailed approach and operational priorities for managing the provision of new housing in spatial terms, set out monitoring and delivery mechanisms accordingly and ensure the approach supports the investment priorities contained in the Regional Housing Strategy.

²³ Based on the Richmondshire net growth figure of 200 dwellings per year; MoD housing development at Catterick Garrison will be additional and mean that total annual net housing growth in the district as a whole would increase between 2008 and 2021.

- 12.2** Figure 12.1 indicates the strategic housing markets in the region. Areas outside these that have local markets or characteristics in common are also indicated. In line with PPS3, strategic housing market assessments will need to be carried out, with local authorities collaborating where necessary. These assessments will need to be taken into account in implementing the Plan, and will also inform LDFs and future reviews of the Plan.
- 12.3** In contrast to the 1990's, when economic performance was relatively poor and household growth was less than 10,000 per year in the region, in recent years the number of households living in the region has increased significantly (household growth between 2001 and 2004 was around 18,000 per year). This has been driven by more people being born in the region, people living longer, increased migration to the region, particularly from abroad, and continued reductions in average household size. These trends are expected to continue over the next 15-20 years.
- 12.4** Table 12.1 sets out figures for net additional housing across the region. They look forward to 2026 in order to provide a framework for LDFs. The figures for 2004-2008 are broadly in line with net build rates in recent years, although these have been increasing (to around 19,500 in 2007). The figures proposed for 2008 onward reflect the higher levels of growth that now need to be planned for, given that the Plan aims for the regional economy to continue to perform relatively well as it has in recent years, and that more homes are needed to allow households who want to live in the region to have the opportunity of a dwelling.
- 12.5** The figures are not derived directly from one mathematical model or set of projections. Rather they are the result of the range of evidence and debate that has been considered through the process of preparing the Plan and latest evidence about household growth in the region including:
- Household projections (CLG 2003-based and 2004-based)
 - The needs of the regional economy having regard to economic and job growth forecasts (from the Regional Econometric Model)
 - Evidence about the availability of suitable land (including the regional audit of urban potential 2004)
 - Evidence about the affordability of housing (including from the Regional Housing Strategy)
 - Evidence about low demand and vacancy rates
 - Levels of housing completions in recent years
 - The findings of the Sustainability Appraisal, Appropriate Assessment and other information about environmental capacity
 - The likely impact on transport and other infrastructure
- 12.6** The Plan aims to accommodate the expected growth in households in the most sustainable way. The Core Approach and housing policies together set out an approach which makes best use of the current housing stock and co-ordinates the delivery of housing development across the region in appropriate locations. The strategy is to create more sustainable patterns of development and reverse historic trends of dispersal away from the Regional Cities and Sub Regional Cities and Towns, whilst allowing an appropriate level of market and affordable housing in rural areas. This means that the annual average housing growth figures set out in Table 12.1 represent a significant shift away from what has happened in the past in some parts of the region. This is particularly reflected in how the figures change after 2008. Table 12.2 provides summary guidance on how growth rates may vary in different parts of the region from 2008 onwards. This is indicative only, and intended to provide a reference point for future monitoring. Policy H2 sets out an approach to monitoring and managing the supply of housing.
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- 12.7** It will be necessary to ensure that satisfactory levels of infrastructure are provided and available to accommodate the proposed levels of housing growth in order to create sustainable communities and improve the quality of life of the region's residents. Infrastructure investment should be coordinated and delivered through the development process including where necessary community facilities and services (such as health, outdoor and indoor sports facilities, green infrastructure) as well as investment in transport, flood defences and utilities and other forms of physical infrastructure, to deliver sustainable housing growth. This is covered by Policy H2 B4.

Humber Sub-Region

- 12.8** The figures for Hull and East Riding reflect the strategy of transforming the Regional City of Hull and reversing historic dispersal to the East Riding whilst allowing appropriate levels of development to support sustainable rural communities. This strategy will take some time to fully achieve its goals and net housing growth in Hull is likely to increase gradually over the Plan period (as is recognised in Table 12.2) as regeneration and housing market renewal take effect. South of the Humber the figures for North Lincolnshire and North East Lincolnshire increase after 2008, reflecting the economic opportunities with the Humber ports and the significant opportunity to provide an urban focus of development at the Sub Regional Towns of Scunthorpe and Grimsby.

North Yorkshire Sub-Region

- 12.9** In North Yorkshire, growth is focussed on the Sub Regional Towns of Harrogate and Scarborough and City of York. The figures throughout the sub-region reflect the strategy of appropriate and managed growth to support the roles of market towns as service centres, meet local housing needs, and realise the long term economic opportunities offered through the environmental quality of the coast and the York economy. Providing affordable housing is a critical aspect of both regional and local strategies and this is addressed in policy H4. All North Yorkshire districts are in areas of high demand and require higher rates of affordable housing provision.
- 12.10** The figures for Richmondshire do not include provision for MoD housing development as part of the expanded role for Catterick Garrison; additional provision (potentially in the region of 2,250 additional dwellings in the period to 2021) will need to be made in the Richmondshire LDF to accommodate that. Provision rates for York reflect the balance between its significant economic role and safeguarding the historic City's environment and setting. The provision for Scarborough reflects the presence of the Sub Regional Town and the need to provide additional housing to support the regeneration of the coast sub area.

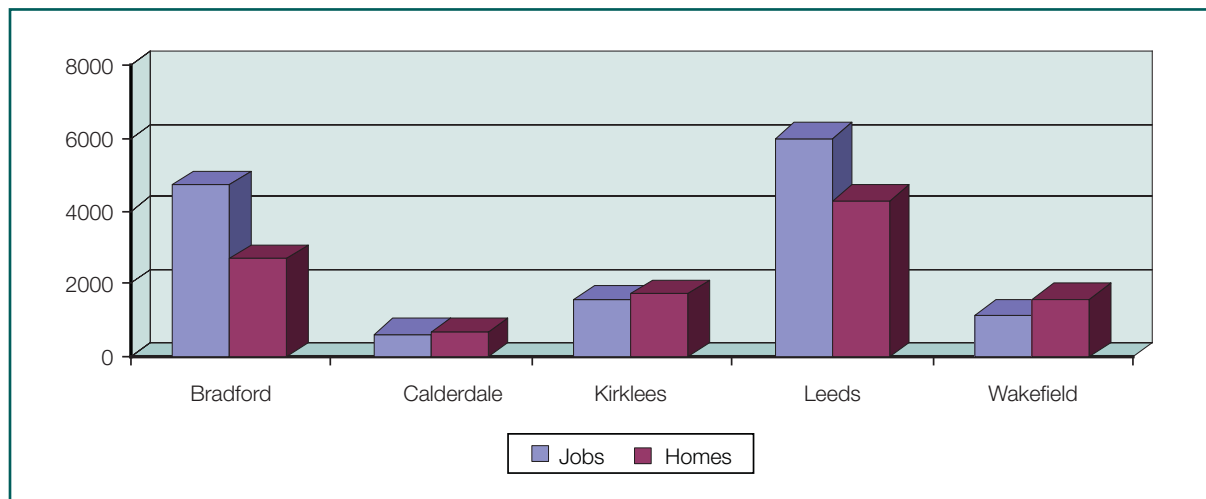
South Yorkshire Sub-Region

- 12.11** The South Yorkshire economy has begun to transform in recent years and this is reflected in population and household growth since the turn of the century which is expected to continue through the Plan period. However, the overall scale of provision across South Yorkshire also needs to reflect and support Transform South Yorkshire's Pathfinder HMR strategy and programme. Overall job growth in South Yorkshire has the potential to be higher than housing growth, partly reflecting the need to increase economic activity rates (a key aim of the RES).
- 12.12** The regional city of Sheffield will enhance its role and functions. It forms part of a strategic housing market area that also includes Rotherham and this is reflected in the housing figures for the two districts. The distribution recognises the role of Barnsley in the Leeds City Region, Rotherham's regeneration opportunities and the relationship with Sheffield. In both Doncaster and Sheffield the strategy takes advantage of opportunities to support economic growth whilst managing the environmental impacts arising from development in these areas.
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West Yorkshire Sub Region

12.13 The five West Yorkshire Districts will need to accommodate higher levels of housing growth within the context of strong economic growth, demographic changes (population growth, in-migration, and falling household size), strategic housing markets in the Leeds City Region, and the core approach of focussing development on Regional and Sub Regional Cities and Towns.

Figure 12.2a: Annual growth from 2008 in West Yorkshire



12.14 Leeds district already accommodates more jobs than households and job growth is expected to continue to be strong. It is an essential part of the strategy to significantly increase the supply of homes in the district in order to meet housing needs and reduce the need for more and longer distance commuting. The Plan aims to transform Bradford, and in this context there is potential for significant job growth and a need to increase housing growth to reflect this and demographic changes. Due to capacity constraints, and the need to ensure an adequate supply of homes in all parts of the region, it is not appropriate to match housing growth with potential job growth in these two cities, but both need to significantly increase housing supply.

12.15 There are significant opportunities for re-engineering the older urban areas in West Yorkshire to accommodate this growth. Within the rural areas that have strong housing markets the emphasis is on the provision of affordable homes using the tools set out in policy H4. The provision rates proposed seek to make best use of the opportunities for growth in West Yorkshire and policies LCR1 and LCR2 identify locations for growth and infrastructure requirements to deliver the growth in the Leeds City Region. Development will be carefully monitored to ensure there is no damage to the West Yorkshire strategic approach and programme.

Clearance and Vacancies

12.16 Table 12.3 below sets out the estimated average annual level of total dwellings that may be required to deliver the net additional housing set out in Table 12.1 i.e. to provide for the number of additional households needing homes, but also taking into account the demolition of some dwellings and the contribution made to the stock by reducing the vacancy rate. As it is difficult to estimate future levels of clearance and future vacancy rates, the figures set out in Table 12.3 are intended to give an indication of the scale of change in different districts. Actual levels of new build, clearance and vacancy change will need to be monitored and reported annually.

TABLE 12.3: Indicative clearance, vacancy change and gross build rates

Local authority	(i) Annual clearance rate	(ii) Annual contribution of reducing vacancy rate in the existing housing stock	Indicative gross build rate 2004-2008	Indicative gross build rate 2008-2026
East Riding	40	0	1190	1190
Kingston upon Hull	520	200	600	1200
North East Lincs	10	20	300	500
North Lincs	10	10	550	750
Humber	580	230	2,640	3,640
Craven	0	0	250	250
Hambleton	10	0	330	290
Harrogate	20	0	410	410
Richmondshire	0	30	170	170
Ryedale	0	0	230	200
Scarborough	20	30	420	550
Selby	10	0	400	450
York	30	0	670	880
North Yorkshire	90	60	2,880	3200
Barnsley	130	10	960	1135
Doncaster	220	10	1065	1440
Rotherham	270	0	1020	1430
Sheffield	400	0	1425	1825
South Yorkshire	1,020	20	4,470	5,830
Bradford	320	280	1600	2740
Calderdale	120	40	580	750
Kirklees	170	80	1150	1790
Leeds	440	0	2700	4740
Wakefield	150	0	1320	1750
West Yorkshire	1,200	400	7,350	11,770
Yorkshire and Humber	2,890	710	17,340	24,440

POLICY H2: Managing and stepping up the supply and delivery of housing

To support the step-up in the delivery of new homes required by policy H1 and to ensure that new homes are in locations that accord with the Plan's Core Approach and Sub-Area Policies:

- A** Local Planning Authorities should complete Strategic Housing Land Availability Assessments (SHLAA) during 2008 as evidence for LDFs.
- B** Local Planning Authorities should identify and manage the release of land to maintain the momentum of the urban transformation of the Regional Cities, Sub-Regional Cities and Towns, and Principal Towns by:
 1. Prioritising housing development on brownfield land and through conversions to contribute to a regional target of at least 65%
 2. Identifying sites and contributions from areas of planned change in LDFs (based on Strategic Housing Land Availability Assessments, Local Employment Land Reviews, and other evidence) to ensure a 15 year supply of land for housing, including a five year supply of specific, deliverable sites
 3. Where needed, identifying broad locations in LDFs in accordance with policy YH8, so that these locations can be included in the 11-15 year supply and be further tested before sites are identified
 4. Co-ordinating the release of housing land with the necessary improvement to and/or provision of green, social and physical infrastructure
 5. Adopting a flexible approach to delivery by not treating housing figures as ceilings whilst ensuring that development is focussed on locations that deliver the Plan's Core Approach and Sub-Area policies
 6. Maintaining housing and brownfield land trajectories, and managing delivery where actual performance is outside of acceptable ranges
- C** The Regional Planning Body should monitor the five-year housing land supply in the region, along with levels and patterns of migration, household and population change, the recent and projected performance of the regional economy, housing mix, affordability, and delivery in rural areas. The RPB should maintain a regional housing trajectory, linked to regional and local Annual Monitoring Reports. Where monitoring suggests that the expected outcomes of the Plan (Table 2.1) are not being achieved, consideration should be given to reviewing the Plan.
- D** The Plan will be refined through a partial review to be completed by 2011 to ensure that longer term housing growth is planned and accommodated in the most sustainable way by identifying broad locations to meet longer term development needs, considering proposals for New Growth Points and Ecotowns and other evidence.

- 12.20** The indicators for policies H1 and H2 will need to be monitored annually and the housing trajectory (see Figure 12.2) updated in the regional Annual Monitoring Report. This will set out what actions need to be taken by local planning authorities and others, taking account of the expected variations in growth rates summarised in Table 12.2. The Regional Planning Body will reflect the findings of the annual monitoring in their consultation responses to LDFs and planning applications as well as in keeping RSS under review.
- 12.21** Historically the region has relied on windfall and brownfield sites to deliver new housing, and in 2005-2007 housing completions from windfall sites accounted for around 70% of total housing completions. The National Land Use Database reveals that 91% of previously developed sites in the region are undeveloped. Given the availability of brownfield land, the oversupply of employment allocations in parts of the region, and the continuing economic restructuring and remodelling of cities and towns, it is expected that this trend will continue. Strategic housing land availability studies (SHLAAs) will provide important evidence for increasing delivery, and for identifying sites and contributions from specific areas of planned change that would previously have been accounted for in windfall calculations.
- 12.22** Policy H2 includes a regional target for 65% of housing development to be on previously developed land and through the conversion of existing buildings. This is an average to be achieved over the Plan period and there are likely to be fluctuations over time. It should be closely monitored. Because of the diversity in the region, there is likely to be significant differences in terms of what is achieved in different districts. Districts with Regional Cities, and some of those with Sub Regional Cities and Towns, are likely to be able to deliver above the regional average of 65%. In line with PPS3, all LDFs should set local targets and include a strategy for bringing previously-developed land into housing use.
- 12.23** Greenfield site releases can in the right circumstances support the transformation approach, for example by linking their release to bringing forward brownfield sites or investing in regeneration schemes that will improve the attractiveness of the wider area in which the greenfield sites are located.
- 12.24** The key drivers of household growth including migration and economic growth will be monitored using forward indicators to help identify at the earliest point significant changes in likely future growth to help ensure that policy adjustments can be made in support of a balanced housing market.
- 12.25** Part D of policy H2 requires a review of the Plan to be carried out and completed by 2011. This is to ensure that additional housing growth is planned and accommodated in the most sustainable way. This review will need to take account of the Housing Green Paper (2007), advice from the National Housing and Planning Advice Unit, latest household projections and other relevant evidence. The review will also need to identify the most sustainable locations for additional growth, taking account of the Government's New Growth Point and Ecotown initiatives.
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POLICY H3: Managing the release of land in support of interventions to address failing housing market

- A** The management of the release of land for housing should support the Core Approach. It should support interventions in the housing market in those parts of the Region with frail or failing housing markets in a manner that returns these markets to health and does not undermine housing markets elsewhere in the Region, through collaborative working where necessary.
- B** Delivering additional housing should support strategies and programmes for those areas where interventions are already in place or are proposed and local markets that adjoin these areas. These will include:
1. Gateway Hull/East Riding Pathfinder
 2. Transform South Yorkshire Pathfinder and adjoining areas
 3. The Green Corridor in SE Wakefield, NE Barnsley and NW Doncaster
 4. East and South East Leeds
 5. Other areas in the West Yorkshire Housing Strategy and Programme.
 6. Any additional areas identified in the Regional Housing Strategy or LDFs

OUTCOMES	INDICATORS	TARGETS
The release of housing land supports the achievement of housing market renewal	Physical change in areas identified under H2B	To close the gap between vacancy rates and house prices in HMR areas and rest of the region. Achieve 100% Decent Homes Standards in Council and RSL stock by 2010. Increase proportion of vulnerable households living in decent private sector homes to 70% by 2010.
	Occupancy change in areas identified in policy H2B	Achieve an overall regional vacancy rate of between 2.5% and 3.5%
	Progress towards achievement of future HMR goals	

LEAD IMPLEMENTATION ROLES	MAIN MECHANISMS
Local Authorities.	LDFs. Development control. Local housing strategies.
YHA	Regional Housing Strategy and Action Plan.
Sub Regional Housing Partnerships	Sub Regional Investment Programmes and, where appropriate, Strategies.
HMR Boards	HMR Strategies and Programmes.

- 12.26** Part B of policy H3 identifies the areas currently worst affected by low demand. The Gateway Hull and East Riding HMR Pathfinder, Transform South Yorkshire HMR Pathfinder; Green Corridor; and strategic regeneration priority areas in West Yorkshire have been identified in the Regional Housing Strategy as the priority areas in the region for housing market renewal. East and South East Leeds is the subject of a sub regionally significant transformational regeneration programme to diversify tenure and create a mixed community through a long term housing led partnership with the private sector.
- 12.27** The scale and distribution of new housing provision in and around housing areas with fragile or failing housing markets can have a significant effect on policies in those areas to stimulate demand. For example, excessive new housing provision adjacent to these fragile or failing market areas can exacerbate the problem. An important role for the “plan, monitor, manage” approach to the provision of new housing is to manage the additions to the supply in fragile or failing market areas. The mix of new housing provision can also support improvements to the housing market and this issue is addressed in Policy H5.
- 12.28** It is estimated that gross annual housebuilding within the Transform South Yorkshire Pathfinder area will be around 1200, and that for Gateway Hull/East Riding area it will increase from around 1100 before 2011 to around 1380 after 2016. The delivery of these provision rates is expected to contribute to the delivery of the sub-area approach in the Plan particularly in terms of the location and types of dwellings constructed. The figure for Transform South Yorkshire Pathfinder figure has not been disaggregated to the individual local planning authority areas. These should be determined through joint working between the four authorities and Transform South Yorkshire. Although the Gateway Hull/East Riding Pathfinder area covers the whole Hull local authority area, East Riding LDF proposals for the edge of Hull will be an important strategic consideration. Policy H3 sets out how the scale of provision of new housing adjoining Pathfinder and other areas with failing markets will be managed so as not to undermine renewal. In this context, around 40% of housing provision in East Riding should be within the Hull housing market area as defined on Figure 12.1.
- 12.29** A range of indicators will be monitored to assess the implementation of policy H3 and progress towards achieving the outcome, for example, monitoring of change over time in the local vacancy rates will provide a useful indicator of the health of the housing market. Increasing levels of vacancy, particularly in long term vacant properties, is an indicator of over provision of housing in an area. Sustained higher levels of long term vacancy rates should trigger action to address the rate of provision.
- 12.30** At the national level Government is supporting a range of interventions to address failing housing markets and are making significant public investment through the Regional Housing Boards and the HMR Boards. Within the Region the two HMR boards and the West Yorkshire Housing Partnership are working with the local planning authorities to ensure complementary policy approaches. Local Planning Authorities should collaborate when preparing LDFs, with their Local Housing Authority and any partnerships that are actively addressing the problems of fragile or failing housing markets. Examples of Partnerships include the Sub Regional Housing Partnership and the two Housing Market Renewal Pathfinders. Such collaboration should ensure that there is effective joint action between the relevant bodies to support the proper functioning of the housing market
- 12.31** The sub areas sections identify those areas where the managed release of new housing provision to address low demand will need to take place across administrative boundaries, as is the case with Housing Market Renewal Pathfinder areas in Hull/East Riding and in South Yorkshire and those parts of West Yorkshire being addressed by their Housing Partnership’s strategic approach and programme.
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POLICY H4: The provision of affordable housing

- A** The Region needs to increase its provision of affordable housing. Plans, strategies, programmes and investment decisions should ensure the provision of affordable housing to address the needs of local communities.
- B** LDFs should set targets for the amount of affordable housing to be provided. Provisional estimates of the proportion of new housing that may need to be affordable are as follows:
- Over 40% in North Yorkshire districts²⁴ and the East Riding of Yorkshire
 - 30-40% in Kirklees, Leeds, Wakefield and Sheffield
 - Up to 30% in other parts of South and West Yorkshire, Hull, North Lincolnshire and North East Lincolnshire.

OUTCOMES

Housing has been provided that addresses the needs of local communities

INDICATORS

Affordable housing provision.

TARGETS

LEAD IMPLEMENTATION ROLES

Local Authorities.

YHA

Sub Regional Housing Partnerships

MAIN MECHANISMS

LDFs.

Development control.

Local housing strategies.

Regional Housing Strategy and Action Plan.

Sub regional housing investment programmes and, where appropriate, strategies.

12.32 Housing has become less affordable in the region in recent years. The delivery of more new homes in line with policy H1 will help to tackle this, but there will also be a need to increase the supply of affordable homes for those that cannot afford to buy or rent on the open market. PPS3 requires LDFs to set targets for the amount of affordable homes needed. As is recognised in the Regional Housing Strategy, there are differences across the region in terms of affordability (see Figure 12.3). Part B of policy H4 reflects these differences and sets out interim, indicative estimates of the proportion of new housing that may need to be affordable. The figures are set out for districts, but it is likely that there will be considerable variety in what is required within districts. The figures will need to be reviewed in the light of findings from emerging strategic housing market assessments.

12.33 The planning system has a key role in delivering affordable housing through the allocation of sites for development and the use of planning obligations or planning conditions to ensure appropriate proportions of affordable housing where there is a demonstrable need. In view of the worsening affordability in the region, local authorities should give early priority to providing more affordable housing through the planning system drawing their evidence from Strategic Housing Market Assessments and other more detailed local assessments. Affordable housing provision through the planning system will

²⁴ Whether MoD development at Catterick Garrison needs to include provision for affordable housing is a matter to be determined by the Richmondshire LDF.

be augmented by the provision made through schemes that are supported by funding from the Regional Housing Strategy funding regime. Activities to support the delivery of more affordable homes will be required in the region including training, capacity building and implementation guides. It is important that the delivery of more affordable housing is done in ways that will ensure high quality design, resource efficiency, the right mix of homes and contribute to sustainable, mixed communities.

- 12.34 The greatest challenge to affordable housing delivery will be in the rural areas and certain towns and cities such as Harrogate and York where the housing market is strong. The Regional Housing Strategy 2005 stresses the value of joint working and includes some good examples of this and of innovative delivery.
- 12.35 The pattern and scale of need for affordable housing is likely to change over time and the implementation of policies in the RSS should address this. In particular interventions to make urban areas more attractive to live will help to reduce the scale of out-migration to rural areas, thereby reducing the pressure on the rural housing stock.

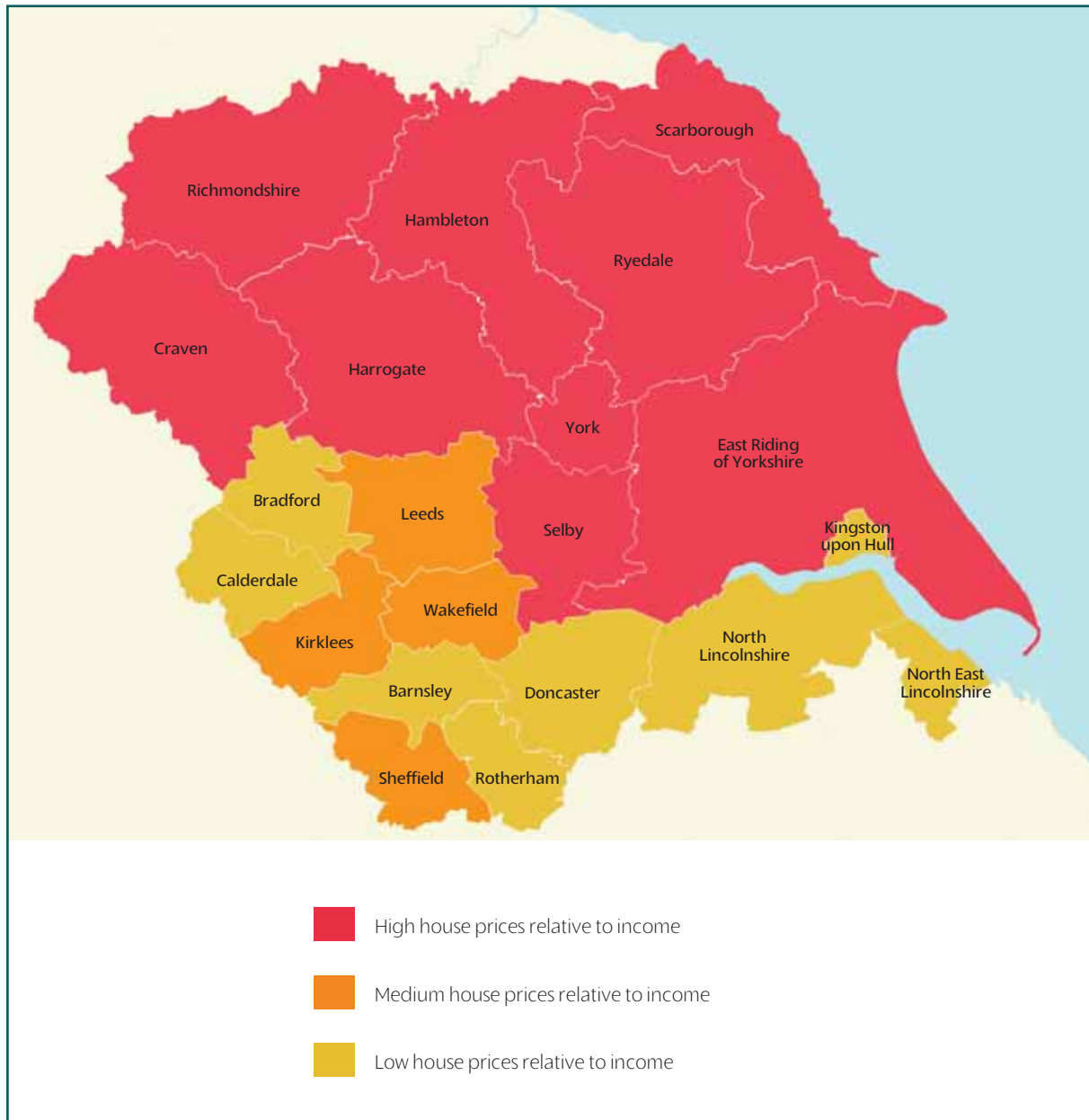
POLICY H5: Housing mix

- A** Plans, strategies, investment decisions and programmes should ensure the provision of homes for a mix of households that reflects the needs of the area, including homes for families with children, single persons, and older persons, to create sustainable communities.
- B** The cities and towns in the Regeneration Priority Areas, and the larger coastal towns, would particularly benefit from a change in the current mix of housing provision.
- C** Throughout the Region, further work at the local level to identify the shortcomings of the current stock in relation to the needs of the area will help in focusing the interventions in the areas identified above and any other areas identified through local evidence.

OUTCOMES	INDICATORS	TARGETS
A more appropriate housing mix to meet housing requirements in different parts of the region.	Housing mix.	Housing market assessments completed for all sub regional housing markets by 2008.

LEAD IMPLEMENTATION ROLES	MAIN MECHANISMS
Local Authorities	LDFs. Development control. Local housing strategies.
YHA	Regional Housing Strategy and Action Plan.
Sub Regional Housing Partnerships	Sub regional investment programmes.
HMR Boards	HMR strategies and programmes and, where appropriate, strategies.

Figure 12.3: Patterns of affordability



12.36 Sustainable, mixed communities require a variety of housing in terms of size, type, tenure and price to meet the needs of different households. In parts of the Region the current mix of housing stock is not helping to create sustainable, cohesive and tolerant communities where people want to live and continue to live, and which are able to respond to people's housing aspirations as they change and develop. Demographic changes mean that over the Plan period the number of older person households will rise significantly meaning that there will be a requirement to change the housing offer to meet those particular needs. There will also be growth in the number of single person households. In recent years, in some parts of the region, there has been a significant increase in the provision of smaller homes, including flats. However, in some areas there has been a shortage of new homes suitable for families with children. Detailed analysis through strategic housing market assessments and other local work will inform the implementation of policy H5.

12.37 In advance of the findings of strategic housing market assessments, part B of policy H5 identifies those parts of the region where the current mix of housing needs to change based on previous local housing market assessment work, the Regional Housing Strategy and analysis carried out by the housing market renewal Pathfinders. This suggests that it is within cities and towns within the regeneration priority areas identified in YH1 and shown on the Key Diagram, plus the larger coastal towns (for example Scarborough and Bridlington), where the current mix needs to be improved. This approach reinforces the core approach of the Plan.

POLICY H6: Provision of sites for gypsies and travellers

A The Region needs to make additional provision to meet the housing needs of Gypsies and Travellers to address an overall shortfall of at least 255 pitches across the region and at least the following shortfalls in each sub region by 2010:

- Humber 34 pitches
- North Yorkshire 57 pitches
- South Yorkshire 78 pitches
- West Yorkshire 86 pitches

B Local authorities should carry out an assessment of the housing needs of Gypsies and Travellers by July 2008. Collaboration between authorities on these studies is encouraged in order to more fully understand the patterns of need and the adequacy of current provision. LDFs, housing investment programmes, and planning decisions should ensure there is an adequate provision of sites for Gypsies and Travellers.

OUTCOMES	INDICATORS	TARGETS
Sufficient accommodation has been provided for Gypsies and Travellers	Provision of sites for Gypsies and Travellers. Reduction in unauthorised pitches.	As set out in policy H6 or more up to date local assessments.

LEAD IMPLEMENTATION ROLES	MAIN MECHANISMS
Local Authorities. YHA. Sub Regional Housing Partnerships	LDFs. Development control. Local housing strategies. Regional Housing Strategy and Action Plan. Sub Regional Investment Plans.

12.38 There is a shortage of suitable sites for accommodation for Gypsies and Travellers in all parts of the region although the shortages are greater in some areas than others and a more even distribution of pitch provision across sub-regions and the region as a whole is required.

- 12.39** Circular 1/2006 provides national guidance on planning for Gypsies and Travellers and should be used by local authorities in the region. Policy H6 set out above is in line with the transitional arrangements set out in paragraph 41 of the circular. A regional study into accommodation needs was carried out in 2006²⁵, and this forms the evidence for the provisional regional and sub regional pitch requirements set out in part A of the policy. These estimates will be superseded by the findings of local Gypsy and Traveller accommodation assessments which are expected to conclude that greater numbers of additional pitches will be required.
- 12.40** Part B of the policy requires all local authorities to complete assessments of need in 2008, and LDFs should then make provision to ensure that the additional pitches are provided to meet the identified shortfalls.

²⁵ Identifying Gypsy and Traveller Accommodation Needs in Yorkshire and Humber (CRESR Sheffield Hallam University July 2006)

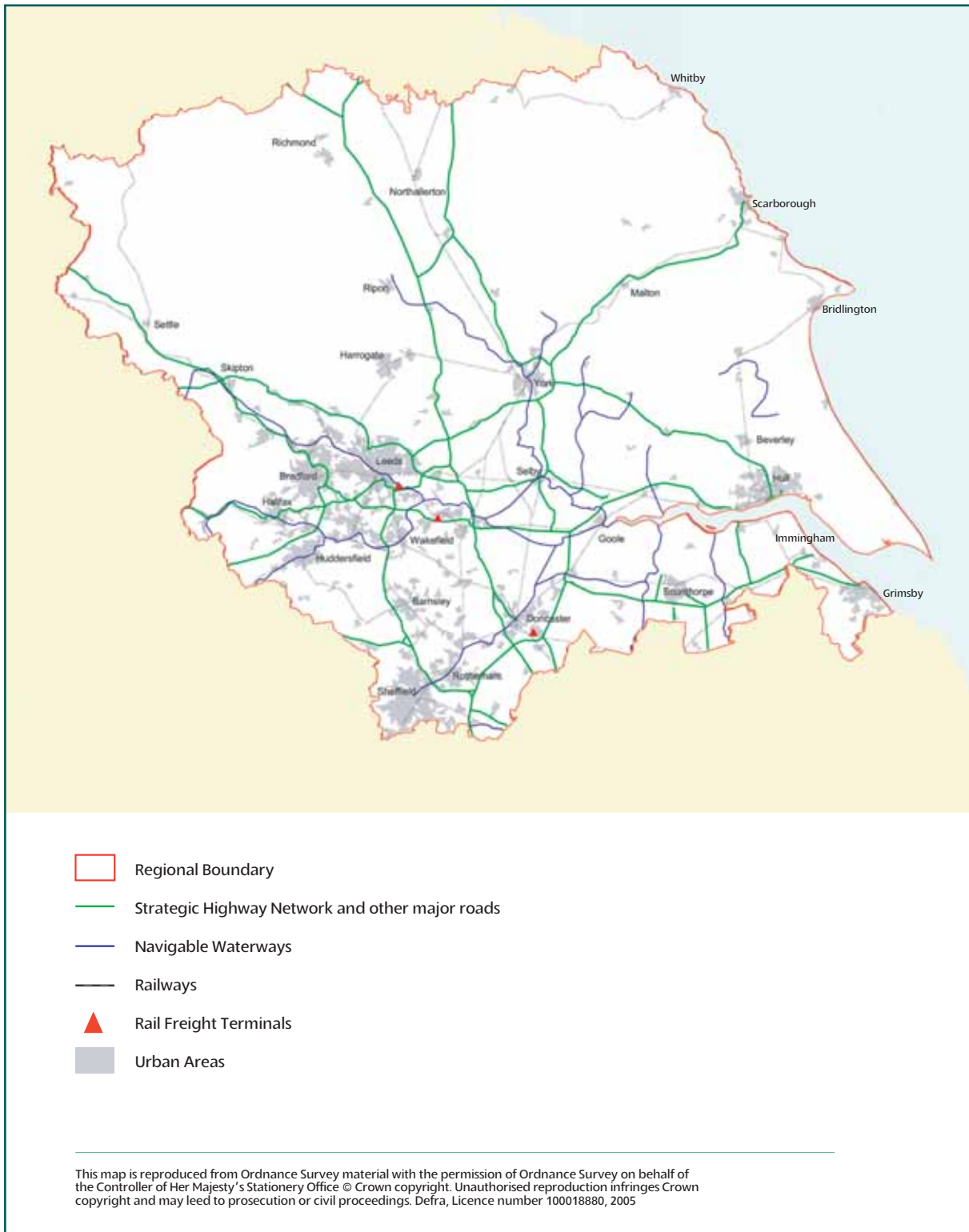
Section 13

Regional Transport Strategy

Introduction

- 13.1** Transport affects business success, the quality of life and the environment. The Regional Economic Strategy observes that transport, access and connectivity in the Region are not good enough to support the regional economy. Transport also allows people to make social trips, access leisure facilities and go on holiday. Without transport and movement, people's social well being and quality of life would be dramatically affected. However, transport is a major and growing contributor to greenhouse gas emissions. Measures to reduce the number and length of journeys by road will help to scale back the growth in emissions, but there are particular environmental problems with aviation, which is experiencing strong growth and for which there are rarely feasible alternatives. The main features of the Region's transport infrastructure are shown in Figure 13.1.
- 13.2** The integration of transport planning with land-use planning and other policy areas sets the policy direction of the Regional Transport Strategy (RTS). The RTS supports the wider Plan but also provides a strategic steer on transport investment and management in a more operational setting, including delivery.
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Figure 13.1: Regional transport infrastructure



POLICY T1: Personal travel reduction and modal shift

- A** The Region will aim to reduce travel demand, traffic growth and congestion, shift to modes with lower environmental impacts, and improve journey time reliability. This will require a range of complementary measures from land-use and transport policies through to measures that discourage inappropriate car use, encourage the use of lower-emission vehicles, reduce energy consumption, secure air quality improvement, improve public transport and accessibility by non-car modes, and promote the highest standards of safety and personal security.
- B** LDFs, and transport assessments accompanying planning applications, should be informed by the public transport accessibility criteria in Tables 13.8 and 13.9 to ensure development is appropriately located.
- C** Transport authorities should make best use of the existing highway network to address congestion and encourage modal shift, with road space being actively managed to support movement by modes other than the private car
- D** The function of the Strategic Road Network to provide efficient and convenient long distance travel should be protected, through the appropriate location of development, integrated demand management, and influencing travel behaviour. In designing improvements to the Strategic Road Network, the Highways Agency should consider both soft and integral demand management measures especially in areas of high congestion.
- E** Congestion should be addressed especially in urban areas and on the strategic road network through positive measures including:
1. Giving priority to improvements to public transport
 2. The use by employers of Travel Plans, which include modal share targets and encourage more flexible working and school hours
 3. Incentives to use public transport at new housing developments
 4. Improved facilities for cyclists and pedestrians
 5. Using wider travel options such as the West Yorkshire Yellow Bus Initiative and safe routes to schools
 6. Encouragement of travel awareness campaigns, car clubs and car sharing
 7. Encouraging a shift from car-based to public transport-based commuting
- F** Car use, particularly in peak periods, should be managed by local authorities:
1. Taking a consistent approach to the formulation of parking strategies as in Policy T2
 2. Using a mix of existing powers and mechanisms to implement further demand management measures as local conditions justify in the short to medium term
 3. Considering innovative measures such as charges on private non-residential parking and local road user charging
 4. Introducing road charging schemes in congested urban areas when local conditions justify them and local benefits are identified.

OUTCOMES	INDICATORS
<p>There has been a reduction in travel demand and modal shift to more sustainable modes of transport in the Region.</p>	<p>Trips by different modes of transport. Conformity with accessibility standards set out in Tables 13.8 and 13.9. Number of planning applications supported by an approved Transport Assessment and Travel Plan.</p>
<p>People are travelling shorter distances to access employment opportunities, services and facilities.</p>	<p>Distance travelled.</p>
<p>Congestion problems both within and between the Region's cities and major towns have been significantly reduced.</p>	<p>Average travel time. Reduction in average journey time on the Strategic Road Network.</p>

LEAD ROLES	MAIN MECHANISMS
<p>Local Authorities</p>	<p>LDFs. Development control. Local Transport Plans. Demand management measures including road user charging.</p>
<p>Passenger Transport Authorities</p>	<p>Investment plans and decisions.</p>
<p>Highways Agency</p>	<p>Investment plans and decisions.</p>
<p>Network Rail</p>	<p>Route Utilisation Strategies and investment plans and decisions.</p>
<p>Train operating companies</p>	<p>Franchises, investment plans and decisions.</p>

- 13.3** Addressing traffic growth and congestion is a major issue for the Plan. A key aim of integrated land use and transport planning policies is to reduce the need to travel and to reduce the length and number of journeys, particularly those made by private car. The Plan includes a number of complementary policies to attract more journeys by foot, bicycle and onto public transport, encourage developments in locations well-served by public transport and introduce measures aimed at achieving a shift away from increasing car dependency. Policy T1 covers the specific contribution which transport planning makes to effect modal shift, and Policy T2 (parking) also makes an important contribution. There are strong linkages with Policy T3 (public transport), as significant increases in the capacity of the public transport network will be needed if a step change in modal share is to be achieved.

- 13.4** The level of housing growth proposed in Policy H1 and the level of potential job growth set out in Policy E1 will inevitably add to pressures on the region's transport network. Without appropriate policy interventions, almost all the junctions and a number of the network links on the strategic road network in and around the West Yorkshire and South Yorkshire conurbations will be at over-capacity conditions by 2021. Whilst selective increases in capacity have a role to play in addressing these pressures, it is not possible, for a variety of reasons, including the adverse environmental impact and resource constraints, to attempt to solve congestion problems solely by increasing capacity. For this reason the locational guidance in the core policies, and in Policy T1B, and the pursuit of stronger demand management policies as set out in Policy T1A-F, will be critical to the successful integration of land use and transport planning strategies. Local planning authorities, local transport authorities, and developers will need to engage with the Highways Agency at the earliest opportunity so that impact of development on the strategic road network is minimised. This engagement will focus on the relationship between land use and transport planning and in so doing encourage development that is highly accessible (or that can be made to be so) by alternative modes of travel to the single occupancy car and consideration of the Highways Agency's suite of integrated demand management measures. DfT circular 2/07 provides information on the Highways Agency's role in development control.
- 13.5** Greater use of walking and cycling as modes of transport, particularly over short distances, requires encouragement and support. These short but vital links in a journey can often influence the principal modal choice. The wider health benefits of these modes needs to be strongly promoted while the issues of security also need to be addressed as concerns relating to personal safety can act as a major deterrent. The provision of well designed shared, or where necessary segregated, spaces for pedestrian and cycling should be supported in appropriate circumstances, including the use of towpaths alongside inland waterways. These measures should be complemented by using the planning system to require employers' travel plans and the provision of incentives to use public transport at new housing developments such as free or subsidised travel cards. Travel planning in the Region is informed by the outputs of the INTERREG-funded project Target 2. Local authorities should view the development, implementation and enforcement of travel plans as an essential component of the process of determining planning applications.
- 13.6** Local authorities already have a range of powers to effect demand management, including extensive powers to control allocation of space on the highway (eg bus-only lanes and high-occupancy vehicle lanes) control public parking provision (including park and ride schemes) and introduce local charging schemes or workplace parking levies, with hypothecation of revenues for transport improvements. The allocation of space on the highway to specific uses such as public transport and the control of on-street parking, depend on effective enforcement and local authorities in the Region are increasingly taking on enforcement powers for the management of road space; this is to be encouraged.
- 13.7** There is a clear requirement for local authorities to develop demand management and parking strategies in a consistent manner as where urban centres are relatively close together, or connected by efficient highway links, if a more relaxed regime is in place in one authority it may undermine the approach taken by its neighbours.
- 13.8** Policy T1 sets out a variety of potential demand management mechanisms to encourage travel reduction and modal shift, including the possibility of road user charging where justified by local conditions. Any demand management measures introduced on the strategic network will need to ensure that local communities do not suffer adverse impacts through the diversion of traffic onto local roads.
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POLICY T2: Parking policy

In order to help manage the demand to travel, support the use of public transport, and improve the quality of place, the Region will have a consistent approach to parking through:

- A** The use of maximum parking standards for new developments in line with, or more restrictive than, Table 13.5. The maximum standards for the Regional Cities and Sub Regional Cities and Towns are for all parts of those urban areas but in some parts, including the city and town centres, significantly more restrictive standards than set out in Table 13.5 should be applied.
- B** The use of on-street parking controls
- C** A progressive reduction in long stay parking (other than at railway stations to serve rail users and at other locations serving a park and ride function) and transfer of some spaces to short stay, subject to consideration of possible implications for traffic congestion
- D** A reduction of on-street parking to maximise pedestrianisation with high quality walking and cycling networks and environmental improvements
- E** Park and ride facilities, for both rail and bus modes, coupled with increased use of public transport through service level improvements
- F** Consideration of charges on private non-residential parking
- G** Parking charges that are related to demand and to the strength of the local economy, with differential pricing being used to discourage all-day parking

OUTCOMES

The Region has a consistent approach to car parking based on the principles of demand management and has contributed to the achievement of Policy T1 outcomes

INDICATORS

Compliance with car parking standards in Table 13.5
Regional Parking Audit.
Car parking provision based on the objective of reducing congestion.

TARGETS

100% of planning applications comply with car parking standards in Table 13.5
Complete by 2009.
Reduce number and % of publicly available parking spaces available for long stay (>4 hours).
Reduce cost differential between long and short stay parking.

LEAD ROLES

Local Authorities

MAIN MECHANISMS

LDFs.
Development control.
Local Transport Plans.

- 13.9** As noted in Policy T1, parking strategies are a key element in the suite of measures local authorities use to effect modal shift. The availability of car parking is a major influence on travel choices, and the Plan has an important role to play in ensuring local parking policies collectively support the wider spatial strategy. There is a clear requirement for local authorities to develop demand management and parking strategies, including car parking standards, in a consistent manner, in order to avoid undermining their neighbouring authorities' policies.
- 13.10** Following the principles of PPG13, the Assembly has produced a set of parking standards to be applied across the Region reflecting the situation in Yorkshire and Humber. These standards are based on the principle of specifying the upper limit of parking to be provided at developments. They are set out in Table 13.5.
- 13.11** These standards are more restrictive than those that have been applied at many locations in the Region in the past. By taking account of the level of accessibility in setting parking standards there is a danger of creating perverse incentives for businesses to develop in less accessible locations. The Assembly will continue monitoring the application of parking standards in development applications to ensure that they do not undermine investment in central locations.
- 13.13** Park and Ride has the potential to complement local parking policies. There is scope for local and strategic Park and Ride sites which will require cross-boundary cooperation on development, management and policy coordination. However the introduction of Park and Ride should not lead to an increase in private car use in order to reach Park and Ride sites rather than making a complete journey by public transport. Neither should it alleviate urban congestion at the expense of suburban/ rural areas. The requisite quality and frequency of public transport services to support Park and Ride should be pursued in accordance with Policy T3.
- 13.14** Parking strategies will mainly be implemented through Local Transport Plans and Local Development Frameworks, where the lead roles will be taken by local transport and planning authorities. However, a number of transport operators (Network Rail, rail operators and airports) also operate car parks and these should be managed to complement the approach of the public sector operators, and enhanced where this supports a sustainable mode shift to public transport. The Yorkshire & Humber Assembly has a role in supporting these strategies by monitoring the applications of region-wide standards for parking.
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TABLE 13.5: Yorkshire & Humber maximum parking standards

Use	Principal towns, local service centres and rural areas	Sub-regional cities and towns*	Regional cities*	Thresholds above which standard applies
Food retail	1 space per 14-20 sq m	14 - 25	18-25	1000 sq m
Non-food retail	1 space per 20-30 sq m	25 - 60	30-60	1000 sq m
A2 offices	1 space per 35 sq m	1 space per 35-60 sq m	60	2500 sq m
B1 business	1 space per 30 sq m	1 space per 30-60 sq m	60	2500 sq m
B2 Industry	1 space per 30-50 sq m	1 space per 50-75 sq m	75	2500 sq m
C2 Residential institutions - hospitals	1 space per 2 staff + 1 space per 3 daily visitors	1 space per 4-8 staff + 1 space per 4 daily visitors	1 space per 4-20 staff + 1 space per 4 daily visitors	2500 sq m
D1 – non-residential institutions	1 space per 2 staff + 1 space per 15 students	1 place per 2 staff + 1 space per 15 students	1 place per 2-4 staff + 1 space per 15 students	2500 sq m
D2 Assembly and Leisure	1 space per 22-25 sq m	1 space per 22-100 sq m	1 space per 50-200 sq m	2500 sq m
Cinemas and Conference Centres	1 space per 5 seats	1 space per 5-10 seats	1 space per 5-10 seats	1000 sq m
Stadia	1 space per 15 seats	1 space per 15 seats	N/a	1500 seats
* The maximum standards for the Regional Cities and Sub Regional Cities and Towns are for all parts of those urban areas but in some parts, including the city and town centres, significantly more restrictive standards than set out in Table 13.5 should be applied				

POLICY T3: Public transport

The Region will safeguard and improve public transport infrastructure and services

- A** The public transport accessibility criteria, as set out in Tables 13.8 and 13.9, should be used to guide the allocation of sites in LDFs and the provision of new transport services and infrastructure through Local Transport Plans and other available means. Development should make use of existing public transport services or provide a focus for viable new services. Wherever possible, services should be available as soon as a development commences.
- B** The following strategic public transport themes should have priority:
 1. Improve public transport in line with the priorities set out in Table 13.24, particularly in Leeds and Sheffield
 2. Provision of strategic bus- and rail-based park & ride/ parkway stations serving Regional Cities and Sub Regional Cities and Towns with associated high quality and reliable service provision
 3. Develop and improve strategic public transport interchanges of regional significance in Leeds, Sheffield and Hull, supported by sub-regional interchanges at Bradford, Doncaster, Huddersfield, Northallerton, Selby, Wakefield and York
 4. Support strategies to improve the quality and availability of public transport ticketing and information.
- E** The strategic role of the rail network should be developed to provide better integrated and sustainable services using different rail modes and new technology as appropriate (including metro-type services, tram-train, light rail and ultra light rail) consistent with the settlement hierarchy and land use developments.
- F** LDFs should protect sites and routes for public transport, walking and cycling.

OUTCOMES	INDICATORS	TARGETS
An integrated, reliable, accessible and high quality public transport system has been developed in the Region, contributing to the delivery of Policy T1 outcomes	Conformity with RTS. Accessibility Standards. Accessibility of housing developments. Accessibility of employment developments.	100% of relevant LDF documents comply with RTS accessibility criteria. 100% of new housing developments comply with RTS accessibility criteria. 100% of new employment developments comply with RTS accessibility criteria.

LEAD ROLES	MAIN MECHANISMS
Local Authorities	LDFs. Development control. Local Transport Plans.
Passenger Transport Authorities	Investment plans and decisions.
Network Rail	Route Utilisation Strategies, investment plans and decisions.
Train operating companies	Franchises, investment plans and decisions
Bus operating companies	Investment plans and decisions

- 13.15** Strengthening public transport is essential for the delivery of the Plan and to address existing problems of congestion and accessibility. This could include improvements to capacity, quality and/or journey time reliability, particularly on the inter-regional, inter-urban and intra-urban networks. Whilst there is potential to improve public transport in the rural areas, for many people the private car will remain the main feasible means of transport in the more remote parts of the region.
- 13.16** The public transport framework set out in Policy T3 is complemented by public transport accessibility criteria that define the levels of public transport accessibility needed to support development across the Region. The overall aim of the framework is to strengthen and clarify the integration of public transport and land use. There are particularly strong links to policies on modal shift (Policy T1). In using the transport accessibility criteria to prepare LDFs and LTPs, local authorities should also take account of other relevant information such as the DfT Transport Assessment Guidance.
- 13.17** Rail provides a key part of the regional and sub-regional public transport network. There is a hierarchy of public transport hubs and interchanges reflecting regional centres and access to national services. The strategic bus network is widely dispersed, with few routes or services that are truly regional or sub-regional in nature. Regional and national coach services cater predominantly for the leisure market. There is a diversity of local bus operations in the Region as there are over 100 local bus and coach operators, but there is a tendency for local services to be focused on key movement corridors within and into urban centres.
- 13.18** In the Yorkshire Bus Initiative, SYPTE, Metro and York City Council are jointly promoting a network of core bus routes covering the main strategic bus corridors, urban and inter-urban services.
- 13.19** Both Passenger Transport Executives have internet-based journey planners and structured ticketing arrangements. An integrated journey planner and timetable for the whole Region is being developed as Traveline Yorkshire. A proposal for a coordinated smartcard ticketing system covering West and South Yorkshire and York City Council, known as Yorcard, is being considered, with an initial pilot in South Yorkshire.
- 13.20** There is very extensive travel by public transport across the boundaries with neighbouring regions – for example on the Trans-Pennine rail service whose core route is Leeds to Manchester. Continuing cooperation will be necessary with those responsible for planning public transport in neighbouring regions. Long-distance services, particularly the East Coast and Midland Main Line services to London, are essential for the economy of the Region as well as providing important links to continental rail services and access to the London airports.

- 13.21 The use of public transport accessibility in a consistent manner across the Region will help to ensure that public transport offers a fully-acceptable alternative to the private car at all new developments. Destination and Origin Accessibility Criteria are set out in Tables 13.8 and 13.9. Accessibility criteria relate to travelling times to essential facilities by public transport, which covers both the immediate accessibility of a bus stop or rail station, but also the frequency of services available from those points. It is envisaged that the criteria in Table 13.8 will apply to developments above the thresholds identified in Table 13.5.
- 13.22 The Regional Framework for Public Transport focuses on policies and priorities that require support beyond the local level or support land use and economic development interventions of regional or sub-regional importance. Almost all of the recommended elements of the framework will to some degree be promoted through LTPs and delivered through partnerships encompassing public bodies, transport operators and local residents.
- 13.23 Developments should be planned to enhance the viability of existing public transport, which in some cases will mean making use of spare capacity and in others will mean increasing patronage such that additional services become viable.

TABLE 13.8: Destination accessibility: access to employment and social infrastructure uses				
Facility site location	Employment	Primary health / Primary education	Secondary health / Secondary education	Leisure and Retail
DESTINATIONS IN... Regional and Sub-Regional Cities and Towns and Principal Towns	5 min walk to bus stop offering a 15 min frequency to a major public transport interchange Population within 30 min journey time, Population within	Population within 20 min journey time	Located within 5 min walk of a bus stop offering a 15 min frequency service to a major public transport interchange. Population within 40 min journey time	Located within 5 min walk of a bus stop offering a 15 min frequency service to a major public transport interchange. Population within 30 min journey time
DESTINATIONS IN... Extensions to Regional and Sub-Regional Cities and Towns	5 min walk to bus stop offering a 15 min frequency to a major public transport interchange	Population within 30 min journey time	Located within 5 min walk of a bus stop offering a 15 min frequency service to a major public transport interchange. Population within 60 min journey time	Located within 5 min walk of a bus stop offering a 15 min frequency service to a major public transport interchange. Population within 30 min journey time

Continued

TABLE 13.8: Destination accessibility: access to employment and social infrastructure uses *continued*

Facility site location	Employment	Primary health / Primary education	Secondary health / Secondary education	Leisure and Retail
DESTINATIONS IN... Extensions to Principal Towns	Centres 5 min walk to bus stop offering a 30 min frequency to a major public transport interchange Population within 40 min journey time.	Local population within 20 min walk. Site located within 5 min walk of bus stop offering local services. Population within 30 min journey time.	Located within 5 min walk of bus stop / 10 min of a rail station. Population within 60 min journey time. Ensure that arrival and departure of PT services coincide with visiting hours/ start and finish times.	Located within 10 min walk of a bus stop offering a 30 min frequency service to a major public transport interchange. Population within 40 min journey time.
DESTINATIONS IN... Nodes in good quality public transport corridors radiating from Regional and Sub-Regional Cities and Towns	5 min walk to node. Population within 30 min journey time.	Local population within 20 min walk. Site located within 5 min walk of node offering local services. Population within 30 min journey time.	Located within 10 min walk of a node. Population within 60 min overall journey time.	Located within 5 min walk of a node. Population within 30 min journey time.
DESTINATIONS IN... Rural areas	Located within 10 min walk of a bus stop. Ensure that arrival and departure of services coincide with work start and finish times. Population within 40 min journey time.	Locate within 10 mins walk of a bus stop. Ensure that arrival and departure of PT services coincide with appointments / start and finish times of schools. Population within 40 min journey time.	Located within 10 mins walk of a bus stop. Population within 60 min journey time. Ensure that arrival and departure of PT services coincide with visiting hours / start and finish times.	Located within 10 min walk of a bus stop. Population within 40 min journey time.

TABLE 13.9: Origin accessibility: access from housing (10 dwellings or more)

Housing site location	To local services	To employment	To primary health / primary education	To secondary health / secondary & tertiary education	To leisure and Retail
ORIGINS IN... Regional and Sub-Regional Cities and Towns and Principal Towns	No/size of facilities within 10 min walk	5 min walk to bus stop offering a 15 min frequency to a major public transport interchange. No/size of facilities within 30 min journey time	No/size of facilities within 20 min journey time	5 min walk to bus stop offering a 15 min frequency service to a major public transport interchange. No/size of facilities within 40 min journey time	5 min walk to bus stop offering a direct service. No/size of facilities within 30 min journey time
ORIGINS IN... Extensions to Regional and Sub-Regional Cities and Towns	No/size of facilities within 15 min walk	5 min walk to bus stop offering a 15 min frequency to a major public transport interchange. No/size of facilities within 40 min journey time	No/size of facilities within 30 min journey time	5 min walk to bus stop offering a 15 min frequency service to a major public transport interchange. No/size of facilities within 60 min journey time	5 min walk to bus stop offering a direct service. No/size of facilities within 30 min journey time.
ORIGINS IN... Extensions to Principal Towns	No/size of facilities within 20 min walk	5 min walk to bus stop offering a 30 min frequency service to a major public transport interchange. No/size of facilities within 40 min journey time	5 min walk to bus stop offering a direct service. No/size of facilities within 30 min journey time	5 min walk to bus stop offering a 30 min frequency service to a major public transport interchange. No/size of facilities within 60 min journey time. Ensure that arrival and departure of PT services coincide with visiting hours / start and finish times.	10 min walk to bus stop offering a direct service. No/size of facilities within 40 min journey time.

Continued

**TABLE 13.9: Origin accessibility: access from housing (10 dwellings or more)
continued**

Housing site location	To local services	To employment	To primary health / primary education	To secondary health / secondary & tertiary education	To leisure and Retail
ORIGINS IN... Nodes in good quality public transport corridors radiating from Regional and Sub-Regional Cities and Towns	No/size of facilities within 15 min walk. No/size of facilities within 30 min journey time.	10 min walk to bus stop offering a 15 min frequency to a major public transport interchange. No/size of facilities within 30 min journey time.	5 min walk to bus stop offering a direct service. No/size of facilities within 30 min journey time	10 min walk to node offering a 15 min frequency service to a major public transport interchange. No/size of facilities within 60 min journey time.	5 min walk to node offering a direct service. No/size of facilities within 30 min journey time.
ORIGINS IN... Rural areas	10 min walk to a bus stop offering at least an hourly service	10 min walk to bus stop offering a service via a major transport interchange. Ensure that arrival and departure of PT services coincide with workstart and finish times. No/size of facilities within max 40 min journey time	10 min walk to bus stop offering a direct service. No/size of facilities within 40 min journey time. Ensure that arrival and departure of PT services coincide with appointments / start and finish times of schools	10 min walk to node offering a 15 min frequency service to a major public transport interchange. Ensure that arrival and departure of PT services coincide with visiting hours / start and finish times. No/size of facilities within 60 min journey time.	10 min walk to a bus stop offering a direct service. No/size of facilities within 40 min journey time.

EXPLANATORY NOTES TO TABLES 13.8 AND 13.9

DESTINATION ACCESSIBILITY

Destination accessibility measures the accessibility of the population to facilities, services and employment by public transport or walking. It is usually described in terms of a catchment area– the number of people who can reach a development site in a given time.

For a local catchment, the population within walking time should be assessed, but for a wider catchment travel time should take into account walk distance to/from public transport services, wait time, frequency of relevant public transport services, ease of interchange and the overall journey time.

Table 13.8 sets out accessibility criteria to guide the location of, and provision of public transport to, employment sites and social infrastructure facilities. The Table is intended to provide local authorities with broad guidelines on the kind of criteria to be used in preparing development plans and local transport plans. The criteria may need to be modified depending on the precise nature of the development and local conditions. This particularly applies in rural areas, where they should not discourage the development of essential local services such as education and healthcare.

ORIGIN ACCESSIBILITY

Origin accessibility measures public transport accessibility from proposed housing developments to facilities, services and employment – usually expressed in terms of the number and size of such facilities that can be reached from a housing development in a given time.

Table 13.9 provides guidelines for ranges of housing site locations and types of destination – giving public transport accessibility criteria and thresholds that could be used as the basis of determining the most appropriate locations for housing sites in development plans. The travel opportunities to a full range of opportunities should be considered prior to a decision being made on a specific application.

FURTHER GUIDANCE

The Assembly has developed further guidance on the use of accessibility criteria, which consists of a manual of general guidance on measuring accessibility, together with a manual of specific guidance on Tables 13.8 and 13.9. This covers issues such as how to build in waiting times and how to apply criteria where a development falls into more than one category.

Please refer to the 'Public Transport Accessibility Criteria – Technical Guidance' for more information, available at www.yhassembly.gov.uk

POLICY T4: Freight

The Region will develop an integrated freight distribution system that makes the most efficient and effective use of all modes of transport subject to environmental considerations including the need to protect and enhance internationally and nationally important biodiversity sites. Plans, strategies, investment decisions and programmes should:

- A** Maximise the use of rail or water for freight movements to and from new and existing developments and significant changes of use and recognise the contribution these modes can make to the transportation of bulk materials including waste
- B** Locate storage / distribution development with high levels of freight and commercial traffic close to intermodal freight facilities, rail freight facilities, airports, ports and wharfs or roads designed and managed as traffic distributors
- C** Protect land with existing rail freight connections for future uses that require a rail use
- D** Identify and protect existing and proposed sites for intermodal interchanges. In the Humber sub- region, around Selby and Doncaster and along the Aire and Calder navigation in particular, protect wharfs and rail connected land and seek improvements to multi-modal transfer facilities
- E** Allow temporary uses of vacant protected sites from C) and D) above provided the uses do not conflict with the long term viability of the sites' intermodal capability
- F** Identify and protect sites for Consolidation Centres serving retail locations like those in environmentally sensitive centres like York
- G** Identify and protect appropriate facilities for the loading and unloading of water-borne freight, having regard to issues such as landside transport links and potential conflicts of use and disturbance
- H** Identify key rail freight routes, especially from the Humber Ports and encourage the implementation of capacity enhancements, appropriate standards of maintenance and gauge improvements on these routes, especially those identified in policy T9
- I** Identify and protect sites for new secure lorry parking facilities particularly along the M1, A1 and M62 corridors and close to major freight generators like ports and improve signing from major lorry routes to sub regional or local lorry parks like those at York and Hull
- J** Encourage the development, delivery and maintenance of an integrated strategic lorry routeing network and a consistent cross boundary approach to lorry management
- K** Support future pipeline developments where these provide opportunities to reduce freight movements by surface modes of transport
- L** Enable a more efficient and sustainable approach to deliveries, including the encouragement of Freight Quality Partnerships between local authorities, the freight industry, business communities, residents and environmental groups

OUTCOMES	INDICATORS	TARGETS
<p>There is an integrated freight distribution system in the region, which makes the most efficient and effective use of all modes of transport.</p>	<p>Safeguarding of land for freight infrastructure. Identification and development of rail freight routes and integrated lorry routing network. Progress on development of Freight Quality Partnerships.</p>	<p>100% of LDFs contain policies to safeguard land for freight infrastructure.</p>
<p>There has been a degree of modal shift in freight distribution towards more sustainable modes of transport.</p>	<p>Modal shift in freight distribution.</p>	

LEAD ROLES	MAIN MECHANISMS
<p>Local Authorities</p>	<p>LDFs. Development control. Local Transport Plans.</p>
<p>Highways Agency</p>	<p>Investment plans and decisions.</p>
<p>Network Rail</p>	<p>Route Utilisation Strategies, investment plans and decisions.</p>
<p>Train operating companies</p>	<p>Franchises, investment plans and decisions.</p>
<p>Port operators.</p>	<p>Investment plans and decisions.</p>
<p>Airport operators.</p>	<p>Airport Masterplans.</p>
<p>British Waterways</p>	<p>Investment plans and decisions.</p>

13.24 The movement of goods is of great significance to the Regional economy, given the importance of the Humber Ports, the substantial distribution sector and the continuing importance of manufacturing and other industries. The maintenance of efficient freight and distribution links to the rest of the country and overseas will be essential if the Region is to attract greater investment. In addition, efficient access for goods and services is a key factor in supporting the vitality of the Region, although this must be reconciled with the need to make the towns and cities pleasant places to live and work, and attractive to visitors. The Humber Estuary sub area has an important role to play in terms of freight and distribution, but this must be achieved whilst maintaining the integrity of internationally important biodiversity sites along the Estuary in line with policy ENV8.

13.25 In relation to freight transport, the Region must seek to build on its existing advantages of inland waterways and sea ports, both of which feature in the leading examples in the UK. Freight movements by water can replace some of the existing transport by road.

- 13.26** Similarly, greater use can be made of existing road/rail intermodal facilities, and the extensive rail network can be re-linked to major freight movement origins and destinations to replace transport by road. In encouraging a more sustainable pattern of freight transport, consideration should be given to the development of distribution parks where clusters of businesses would deal with warehousing, picking and delivery operations in a more integrated fashion.
- 13.27** The strategic highway network can be relieved to some extent by modal shift, but will also need to be protected to ensure that, where appropriate, freight movements have higher priority than car commuting.
- 13.28** Air freight, which is shipped to or from the Region, is currently largely serviced by facilities at airports outside the Region. There is a need to examine the scope for the development of air freight facilities within the Region, where environmentally acceptable, in order to meet local demand and to optimise the contribution of regional airports to the regeneration and competitiveness of the Region, while helping to reduce the need for long road journeys to south-east airports. In this regard all of the three main airports are looking at opportunities for air freight services.
- 13.29** The Regional Freight Strategy (Freight and Logistics Intelligence for the Regional Transport Strategy) provides a comprehensive and integrated approach to deliver a more sustainable and efficient logistics network across the Yorkshire and Humber Region and beyond. Published in 2005, the Regional Freight Strategy has the support of the key regional bodies and stakeholders across the Region. The Regional Freight Strategy provides the basis of Policy T4 but goes beyond that by identifying and recommending approaches to deal with other freight issues such as skills shortages, the Working Time Directive and safety and security concerns. These wider issues will need to be addressed in other strategies both regionally and locally notably the Regional Economic Strategy.

POLICY T5: Transport and tourism

- A** The Region will seek opportunities to improve access to all its main tourist destinations, particularly the National Parks, coastal resorts and Regional Cities and Sub Regional Cities and Towns by more sustainable modes of transport (in line with policies T1, T2 and T3).
- B** Plans, strategies, investment decisions and programmes should:
1. Enhance access to all groups in society
 2. Locate attractions that generate high levels of visitors to achieve the accessibility standards set out in Table 13.8
 3. Encourage tourist destinations and attractions to provide incentives for visitors to arrive by modes other than the private car and to reduce seasonality to relieve stress on transport infrastructure, particularly on the strategic networks
 4. Promote the journey component of tourism to be part of the whole tourism offer, in particular by encouraging improved services on the Region's scenic railways (Yorkshire Coast, Penistone, Settle-Carlisle and Esk Valley lines), supporting the development of the Region's Heritage Railways (Wensleydale and North York Moors), investigate the reopening of the Skipton to Grassington and Malton to Pickering rail lines and encourage and provide facilities for waterways and the leisure coach market
 5. Identify, protect and develop appropriate facilities for the development and improvement of walking, cycling and horse trails, including the corridors of the national trails (Cleveland Way, Pennine Way, Pennine Bridleway, Yorkshire Wolds Way) and important inter-regional routes (Coast to Coast, Trans Pennine Trail), particularly where these can also provide high quality local routes, for instance along disused railway lines and canal towpaths

OUTCOMES	INDICATORS
<p>Modal shift to more sustainable modes of transport, the delivery of Policy T3 outcomes and a change in public perception i.e. the journey is now considered part of the tourist trip, increased resident accessibility to local and regional tourism opportunities</p>	<p>Visitor attractions that are accessible by public transport.</p> <p>Trips by different modes of transport to visitor attractions.</p> <p>Progress in implementing Public Rights of Way Improvement Plans.</p> <p>Extent and quality of long distance walking, cycling and horseriding routes.</p>

LEAD ROLES	MAIN MECHANISMS
<p>Local Authorities</p> <p>Yorkshire Forward</p> <p>Yorkshire Tourism</p> <p>Natural England</p>	<p>LDFs.</p> <p>Development control.</p> <p>Local Transport Plans.</p> <p>Public Rights of Way Improvement Plans.</p> <p>Regional Tourism Strategy.</p> <p>Regional Tourism Strategy.</p> <p>Plans and strategies.</p>

- 13.30 Tourism requires movement so the general presumption underlying the rest of the Plan and RTS about reducing the need to travel cannot apply to transport related to tourism. However, tourism still needs to become more sustainable and the policies on modal shift and public transport in the RTS also apply to those on a tourist trip.
- 13.31 Part of making tourism more sustainable is to encourage people to engage in local attractions, thereby reducing travelling distances, retaining spending, and increasing local pride. For longer distance visits, it can be more sustainable to stay longer in destinations, and to use the modes of transport that have less impact to get there. Peak spreading of tourism also helps its sustainability as pressure during peak season on transport and other infrastructure causes economic, social and environmental problems. Transport also has a role to play in becoming part of the tourism offer, both in terms of the actual trip being part of the tourism experience like using the Pennine Way or Trans-Pennine Trail or specific transport related tourism destinations like the North York Moors Railway or the National Railway Museum. Tourism can also have implications for sensitive parts of the region’s environment, including internationally important biodiversity sites such as those found in the Pennines and North York Moors. Policies and proposals should be designed to avoid adverse effects of the integrity of such sites and Appropriate Assessment may be required.

POLICY T6: Airports

- A** The following considerations should apply to airport development and expansion proposals:
1. Contribution towards an overall strategy of achieving better access, particularly by rail and other public transport, for the people and businesses of Yorkshire and the Humber to the full range of types of airport facility and services, including international long-haul opportunities and air freight
 2. Contribution to the regeneration requirements of the local and regional economy and the maximisation of potential economic benefit to the Region
 3. Fully meets the principles of sustainable development as demonstrated through a sustainability appraisal setting economic and social benefits alongside local and global environmental impacts, and protects the integrity of internationally important biodiversity sites
 4. Fully responds to the key policy principles of reducing surface travel distances to air services outside Yorkshire & Humber
 5. Making best use of existing transport infrastructure (including Travel Plans for managing surface access, minimising generation of car-borne traffic and reviewing airport parking charges); and wherever possible improving or providing new access by public transport.
- B** Leeds, Doncaster and North Lincolnshire Councils should ensure that any development of airport surface access takes account of the wider transport strategy for the local area, including in adjoining districts, and provides for a wider choice of mode of travel. Airport Transport Forums should implement surface transport initiatives to ensure that access is less car-dependent.

OUTCOMES

Significant improvement in the level of public transport access provided to the Region's airports

Reduction in surface travel distances to air services outside of the Region.

INDICATORS

Trips by different modes of transport to the Region's airports.

Number of trips from within Yorkshire and Humber to airports outside the region.

LEAD ROLES

Local Authorities

Passenger Transport Authorities

Highways Agency

Airport operators.

MAIN MECHANISMS

LDFs.

Development control.

Local Transport Plans.

Investment plans and decisions.

Investment plans and decisions.

Airport Masterplans.

Surface Access Strategies.

- 13.32** Policy T6 is concerned with the development of airports as transport facilities, and airport-related development as defined in paragraph 7 of Annex B PPG13. In line with this national guidance, proposals for less directly related development such as hotels, conference and leisure facilities, offices and retail should be explicitly justified, be of an appropriate scale relative to core airport-related business, and be assessed against the Core Approach and Economy policies in RSS.
- 13.33** Air travellers in the Region have, within a 1-2 hour journey time, access to Leeds Bradford International Airport, Robin Hood Airport Doncaster Sheffield, Humberside Airport, Manchester Airport, East Midlands Airport and Durham Tees Valley Airport. Parts of the Region are also within the catchment of Newcastle Airport. Also the London airports are significant trip generators for long-haul and business travel. This leads to 75% of the Region's air passengers flying from outside the Region with the knock on effect of extended surface journeys, often by car. The three commercial airports in the Region are shown on the Key Diagram and Sub Area context diagrams.
- 13.34** There is scope for increasing transfer of travel from air to rail as high-speed rail connections are developed. The completion of the high-speed link from London to the Channel Tunnel will further speed up travel from the Region to mainland Europe by allowing convenient transfer from East Coast and Midland Main Line services to European services at London St Pancras.
- 13.35** Airport travel across regional boundaries is an important issue as at the present time, approximately 75% of Yorkshire & Humber air travellers use airports outside the Region, with 48% using Manchester Airport. Manchester is forecast to grow substantially, effectively becoming a second UK air hub. The development of the Region's own airports should claw back significant numbers of these travellers, which will reduce the amount of surface travel involved, but it is expected that large numbers of Yorkshire and Humber air travellers will continue to travel to Manchester, putting more stress on Trans-Pennine road and rail links.
- 13.36** Both Leeds Bradford and Robin Hood Airports have existing bus links to stations on the East Coast Main Line. This reinforces their role in providing modal transfer and extending access to global destinations.
- 13.37** Robin Hood Airport is sited relatively close to the boundary with the East Midlands. As the airport's catchment extends southwards there will have to be continuing joint working with the East Midlands to develop public transport options for air travellers to Robin Hood.

Leeds Bradford International Airport

- 13.38** Leeds Bradford Airport is located immediately north of the conurbation. In 2004 it handled 2.4 million passengers per annum (mppa). The core catchment area encompasses the most densely populated parts of West Yorkshire, although it also draws passengers from further a field, particularly North Yorkshire. The addition of new 'no-frills' international services to the Airport's existing scheduled and charter network has brought significant growth which has supported major investment in terminal facilities and in public transport provision. Further investment is programmed in additional aircraft stands, taxiway reconstruction and expansion of car parking.
- 13.39** The Air White Paper forecast the Airport to grow to around 7mppa by 2030, which would require additional terminal capacity. Government supports its further development to this level subject to the Airport addressing access and environmental issues.
- 13.40** Improving surface access to the airport, particularly by public transport, is a category A priority in policy T9. The Airport has a Surface Access Strategy in which improved bus services and a Green Travel Plan are key elements. Options for improved road and possible rail connections are also being considered. Revised modal share targets for passengers have recently been adopted, these being a non-car mode share of 40% by 2009 and of 50% by 2016. The current non-car mode share is 37%. There is also a public service bus target of 10% by 2016.
-

Humberside International Airport

- 13.41** Humberside International Airport handles some 0.5mppa. It also has an important role in serving the offshore oil and gas industry. It had been forecast to grow to around 1.6mppa by 2030 in Government forecasts, but the Aviation White Paper noted that Humberside is likely to be affected by competition from Robin Hood Airport. The Northern Way recognises the role of Humberside Airport in serving its catchment area and contributing to the Humber Trade Zone.

Robin Hood Airport Doncaster Sheffield

- 13.42** The Airport started passenger operations in April 2005 and air freight operations in August 2005. The current planning permission covers operations up to approximately 2.3 mppa but no forecasts for future growth were included in the Aviation White Paper. The White Paper noted that the Airport's long-term development would need to be considered in any future review of the White Paper or, if required sooner, through normal regional and local planning processes.
- 13.43** Since opening, the Airport has achieved rapid growth and within 6 months of opening was already attracting 1.2mppa. Long-haul services were introduced in 2006 and it is highly likely that the Airport is capable of growing beyond its current planning limits in the early part of the RSS planning period. Policy T6 provides the policy framework to consider further development and expansion.
- 13.44** Robin Hood is recognised as a key opportunity to deliver South Yorkshire's spatial potential. A key element of the airport's future development will be firm proposals to effect demanding modal share targets for travel to the airport by public transport.
- 13.45** Improving surface access to the airport, particularly by public transport, is a category A priority in policy T9. Options being investigated include improved bus services to Doncaster Interchange, a new highway link from the Airport to junction 3 on M18, and direct rail services. A Master Plan is being developed for the period to 2030.
- 13.46** The recent rapid growth in low-cost air operations in the Region has been largely to serve popular European holiday destinations, although the airport also serves destinations in Central and North America. This brings opportunities for inbound tourism, but there is at present a net imbalance of leisure travel. Providing services to major EU business centres would enable the aviation sector to make a greater contribution to the regional economy.
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POLICY T7: Ports and waterways

The region will optimize the use of its ports and waterway assets whilst protecting the environment and in particular the integrity of the Humber estuary’s internationally important biodiversity. Plans, strategies, investment decisions and programmes should:

- A** Maximise the use of water for freight movements to and from waterside developments
- B** Protect land with existing wharfage for future uses that require a water connection, particularly on the navigable waterways shown on Fig 13.3 and in Hull, Goole, Grimsby and Immingham
- C** Protect land close to ports for logistics, transport and port related development, focusing on uses that support the Region’s economy, without compromising the functions of the operating port
- D** Support the implementation of the following schemes at the earliest opportunity to improve freight movements to and from the ports:
 1. A63 Castle Street improvement in Hull and other short term measures on the A63 to improve freight movement to the port of Hull
 2. A160 improvements in North Lincolnshire
 3. Rail capacity improvements to Immingham and Grimsby docks, including the Brigg to Gainsborough line
 4. Capacity improvements on the Hull docks branch line and the North Humber mainline from Hessle to Selby
- E** Investigate and identify bottlenecks on navigations and waterways and in partnership with the appropriate navigation authority develop solutions.

OUTCOMES

The long term operational functions of the Region’s ports and waterways assets have been safeguarded and expansion of the associated infrastructure facilitated in a timely fashion to support the economic growth.

INDICATORS

- Freight lifted through ports and on waterways.
- Safeguarding of land for port related facilities.
- Development of land for port related facilities.

LEAD ROLES

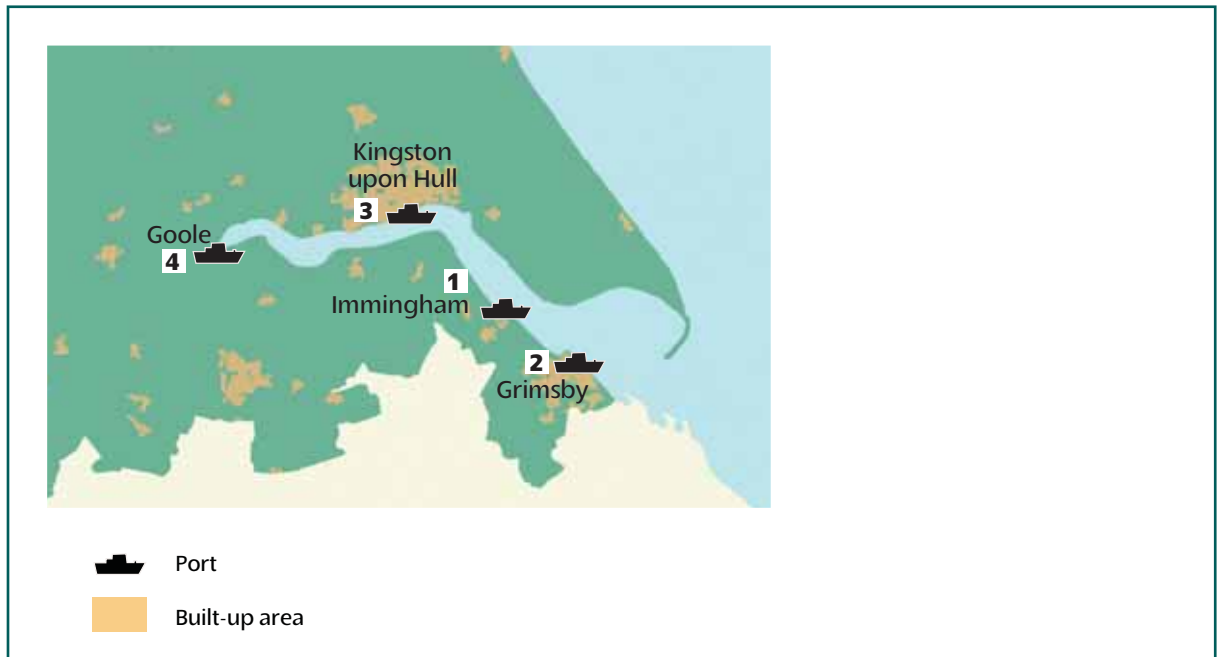
- Local Authorities
- Highways Agency
- Network Rail
- Rail freight operating companies
- Port operators.
- British Waterways and other Navigation and Waterway Authorities

MAIN MECHANISMS

- LDFs.
- Development control.
- Local Transport Plans.
- Investment plans and decisions.
- Route Utilisation Strategies
- Franchises, investment plans and decisions
- Investment plans and decisions
- Investment plans and decisions

- 13.47** The Yorkshire and Humber Ports are vital gateways for trade and travel. Around 90 million tonnes is moved through the Region's ports with a further two and a half million tonnes moved on the Region's inland waterway network. Of the four major ports in the Region, Goole, Grimsby/Immingham (for statistical purposes these two ports are counted as one) and Hull, Grimsby/Immingham is the biggest port in Great Britain (in total traffic by weight) with Hull the 11th biggest and Goole also in the top 30. Their position as a "front door" to mainland Europe may be enhanced by further EU initiatives such as "Motorways of the Sea" and "Marco Polo". The Region also benefits from one of the best inland waterway networks in the UK and perhaps not surprisingly these waterways carry a quarter of all waterway traffic in the country. This demonstrates just how important the Humber Estuary and its supporting inland waterway network is to not only the Region but also to the UK. The main ports and waterways are shown on Figures 13.2 and 13.3.
- 13.48** Much of the freight moved by water in the Region is liquid or dry bulk traffic, oil for the refineries on the South Humber Bank, iron ore for the steelworks at Scunthorpe and coal for the power stations in the Trent Valley and around the Selby coalfield. There are also substantial movements of agri-bulk, cereals and animal feedstuffs serving the rural areas of North and East Yorkshire and Lincolnshire. Unaccompanied Ro-Ro dominates unitised loads in the Humber.
- 13.49** The Northern Way has already recognised the importance of ports to the wider economy of the North of England and the Northern Way Growth Strategy is seeking to achieve greater use of Northern ports. The Region is very well placed to benefit from this given the four large ports in the region but also its location in the centre of Great Britain and close to ports in Northern Europe.
- 13.50** Policy T7 will need to be implemented in the context of conserving and enhancing the Humber Estuary's international biodiversity importance. While the extent to which these different objectives can be realised will only be determined as LDFs and proposals are brought forward and subject to Appropriate Assessment, there is also potential for partnership working across the area to ensure that planned developments are integrated with other proposals for habitat creation or enhancement and measures such as flood defence.
- 13.51** A wider analysis of the Region's ports and waterways is outlined in the Regional Freight Strategy's baseline report produced in July 2004 and the Regional Freight Strategy itself.
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Figure 13.2: Ports



1 **Immingham**

- Immingham is one of Britain's fastest growing ports and is regarded as the UK's largest single port.
- Just over 52 million tonnes of freight passed through it in 2004.
- Roll on/Roll off vehicle ferry services with 60 sailings a week to the near continent and Scandinavia.
- Over £100 million has been invested by ABP in the last ten years at Immingham.
- 25% of all rail-freight in the UK derives from the port of Immingham.

2 **Grimsby**

- The port of Grimsby is located only 10km from the open sea on the Humber estuary.
- Attracts shipping services between the UK and Scandinavia, the Baltic, Germany and Northern Europe.
- Alexandra Dock has established itself as the major vehicle handling facility in Northern Britain, handling over 330,000 vehicles in 2004 for a wide range of car manufacturers.
- The port handles just over 1 million tonnes of freight per year.

3 **Hull**

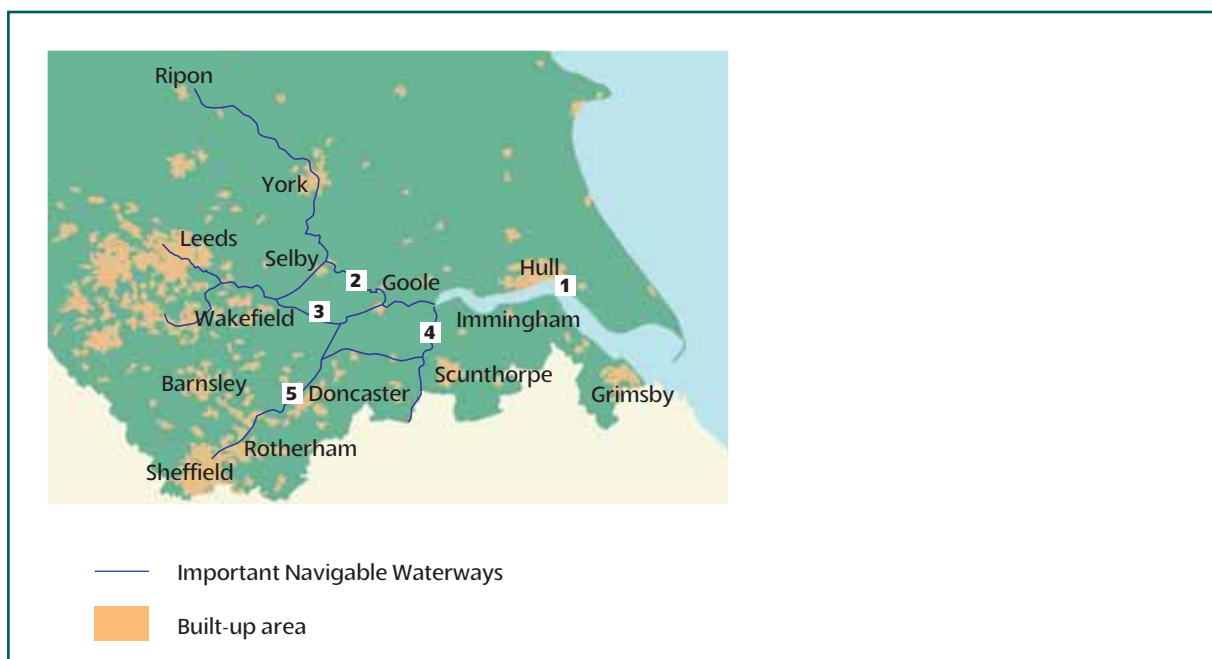
- The port of Hull is located on the North bank of the River Humber.
- Over £94 million has been invested in the Port since 1990.
- Throughput was 12.5 million tonnes in 2004 and circa 1 million passengers pass through the port each year.
- It is also the UK's leading timber port.

- It is estimated by Hull City Council that 16,000 jobs have been generated in Hull directly from the ports operations and also from other businesses that have located in the area because of the proximity of the port operations and international trade routes.
- The port of Hull is linked to the national road network via the A63, which joins the M62 and is also connected to the rail network.

4 **Goole**

- The Port of Goole is one of Britain's most inland ports, some 80km from open sea.
- Attracted almost 2.2 million tonnes of unitised, bulk and general cargo.
- It has a particular strength in dealing with containers, steel and timber.
- The port has transport links to the rest of the UK via the M62 and M18 by road, rail connections linking to the east coast mainline and canal connections to Leeds, Sheffield and South Yorkshire.
- ABP have received a major freight facility grant for rail freight transport at Goole and wish to promote opportunities for improving access to the main railway lines and rail links to the site and to providing rail access to the Southern Dock Complex.

Figure 13.3: Waterways



1 **River Humber**

The River Humber and its estuary do not strictly fall within the scope of inland waterways but occupy a central role in the waters of the northeast. The area is prone to shifting sands, so charts date quickly, and the Humber carries ships of enormous bulk. There are 10 operating wharfs along the South Humber and North Humber banks – 8 on the South Bank of the Humber and 2 on the North Bank.

2 *River Ouse*

The River Ouse flows for 60 miles towards Goole and the Humber. The river becomes tidal below Naburn Locks and its lower reaches are suitable for seaworthy craft. It has terminals at Howden and Selby to serve sea faring vessels.

3 *Aire and Calder Navigation*

The Aire and Calder Navigation, which forms part of the grand waterway link between the Humber and Mersey, starts at Goole and splits into two at Castleford and from there, branches run to the Leeds Liverpool Canal. It can take vessels from the North Sea far inland and carried just over half a million of tonnes of freight in 2004/5 as well as leisure traffic. It serves seagoing vessels at Caldaire and has 6 other wharfs for internal traffic only.

4 *River Trent*

Historically one of England's major trading rivers, the River Trent rises near Stoke-on-Trent and flows through Nottingham and to Trent Falls where it joins the River Humber. It has wharfs suitable for internal traffic at Gorton and Rampton (Cottam). While the non-tidal reaches above Cromwell Lock are generally suitable for most inland vessels, the lower reaches are subject to strong tidal forces and are recommended for suitable vessels only.

The river can support quite large vessels depending on the tide with 1,500 tonne ships able to get to Gainsborough and 3,000 tonne vessels to Guinness Wharf near Scunthorpe.

5 *Sheffield and South Yorkshire Navigation*

This waterway provides access from Goole via the Aire and Calder Navigation to Doncaster, Rotherham and Sheffield. It currently handles steel and oil products in relatively small quantities and has capacity to carry considerably more.

The Region's waterways are not just conduits for freight movements and many people use the waterway network for leisure and recreation tourism and sport. These issues are picked up elsewhere in the Plan.

POLICY T8: Rural transport

The Region will ensure that transport contributes to addressing the economic and social problems in the rural and coastal areas of the Region reflecting the geographical isolation and remoteness of Local Service Centres and other rural communities from Regional Cities and the strategic transport networks as well as population sparsity and dispersal. The Region will support and improve rural transport provision and in particular:

- A** Encourage the development of rural transport strategies
- B** Focus on improving access to key facilities and services through the provision of appropriate transport measures, whilst recognising the scope for accessing these facilities by means other than the movement of people to them
- C** Influence the way in which services are delivered including support for mobile delivery and improved use of IT and telecommunications
- D** Recognise the benefits of sub regional coordination for rural transport provision and support and encourage the development of partnerships to deliver sustainable transport solutions like Community Rail Humber
- E** Use community-based transport schemes designed to address the particular characteristics of different rural areas

OUTCOMES	INDICATORS
<p>People residing in the rural areas of the Region are able to access a range of services and facilities without a car or with minimal car dependency.</p>	<p>Development of rural transport strategies and community transport partnerships.</p> <p>Provision and ease of access to local services for residents of rural areas.</p>
LEAD ROLES	MAIN MECHANISMS
<p>Local Authorities.</p> <p>Passenger Transport Executives and Authorities</p> <p>Sub regional Community Transport Partnerships</p>	<p>LDFs.</p> <p>Local Transport Plans.</p> <p>Investment plans and decisions.</p> <p>Investment plans and decisions</p>

- 13.52** Many transport related issues are common to all parts of the Region. However, there are particular challenges that are unique to rural areas. 84% of the Region is categorised as either sparse or super sparse in terms of population density. The dispersed nature and remoteness of populations and settlements can make access to services, and therefore the provision of traditional public transport prohibitively expensive. The isolation felt by rural communities can lead to the complex problems of social exclusion and disadvantage, which without the development of focussed and coherent strategies, can be difficult to address. For those who live in rural areas and who do not own a car the problems are manifold.
- 13.53** The key issue for people who live in rural areas is to improve access to services. Service providers and other agencies should therefore be encouraged to work together to deliver innovative and sustainable solutions to address the problems of isolation, and to manage travel demand, especially by car, in rural areas. The development of Community Rail Partnerships for the Esk Valley, the Yorkshire Wolds Coast and Skipton – Lancaster, as well as the integrated approach to transport provision along the Wensleydale Railway for example, is therefore to be encouraged. In the same way, encouragement should also be given to the developing of community transport partnerships.
- 13.54** Additionally, improved access to key facilities such as employment, education, food shopping and healthcare emerges as a crucial outcome to be addressed. This is especially important for those socially excluded groups who do not have access to a car. There is therefore also a need to support proposals for the provision, and importantly the retention of these key facilities, which should be centred on the role of the principal and local service centres as a focus for facilities for surrounding hinterlands. The concentration of services and development in these local centres is consistent with the basic principles of sustainable development, and sustainable communities, whilst at the same time an effective tool in minimising the need to travel. It should also foster an integrated approach to wider strategy development at the local level, and so act as an effective driver for regeneration and growth of the local and rural economy. In so doing, care should be taken to ensure that specific interventions are sensitive to the particular natural and environmental characteristics of the area under consideration.
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- 13.55** One of the main themes from the other RTS policies is the support of sustainable, non-car modes in providing for the transport needs of the Region. However, for many people in rural areas the car will remain the main feasible means of transport. Whilst it is desirable that access to services is improved by means other than the car, and for people without access to a car, an issue that makes rural accessibility distinct from urban is that it is access to services per se that is important, regardless of mode. This highlights the fact that transport is a means to an end and not an end in itself.
- 13.56** The Assembly has worked with specialist consultants and stakeholders to develop a Rural Transport Framework for the Region and to identify how this should be delivered through a three tiered approach. The overall aim of the framework is to strengthen and clarify the relationship between regional, sub regional and local bodies, provide a clarity of roles for these bodies and steer agencies towards the best solution for identified access needs.
- 13.57** A range of interventions to improve accessibility in rural areas will be required. These will vary depending on the nature of the area and the type of service requiring access. Possible interventions include “wheels to work”, car clubs, and group transport in addition to more conventional provision such as scheduled bus services. These interventions should be considered as the starting point for investigation rather than a stringent set of requirements.

POLICY T9: Transport investment and management priorities

- A** Plans, strategies, investment decisions and programmes should take forward and secure delivery of the transport investment and management priorities of regional significance outlined in Table 13.24. In general, higher priority should be given to delivering the outcomes in category A before those in category B, and those in category B before those in category C. In developing schemes additional to current commitments, priority should be given to stronger demand management, improving public transport in and to Leeds and Sheffield, and improving access to the Humber ports.
- B** Proposals to deliver the priority outcomes in Table 13.24 should:
1. Fully explore opportunities to make the best use of existing infrastructure by improving management and maintenance before recommending investment in new infrastructure
 2. Be based on a multimodal approach
 3. Adopt a general presumption against increasing highway capacity except where it is a specific regional priority or a localised improvement essential to regeneration or delivering environmental enhancement
- C** LDFs should take account of the transport priorities set out in Table 13.24, both in terms of their land use strategy and proposals, and by including appropriate policies to help ensure the delivery of the priorities in their area
- D** Other specific transport proposals of local significance that support the delivery of the sub-area policies should be included in LTPs and Development Plans and be taken forward by local authorities, PTEs, public transport operators and other relevant bodies

OUTCOMES

The Region has progressed its delivery of a number of the regional transport priorities.

INDICATORS

Delivery of public transport priorities.
Delivery of road-based transport priorities.

LEAD ROLES	MAIN MECHANISMS
Regional Transport Board	Regional transport investment programmes.
Local Authorities	LDFs. Local Transport Plans.
Passenger Transport Authorities	Investment plans and decisions.
Highways Agency	Investment plans and decisions.
Network Rail and decisions.	Route Utilisation Strategies, investment plans
Train operating companies	Franchises, investment plans and decisions.
Bus operators	Investment plans and decisions.
Port operators.	Investment plans and decisions.
Airport operators.	Airport Masterplans.

- 13.58** One of the main aims of the Regional Transport Strategy is to set out regional priorities for transport investment and management. These contribute to achieving the wider objectives of the plan, particularly in terms of encouraging the use of lower-impact transport, and facilitating sustainable housing and economic development. They will need to be implemented in ways that do not adversely affect internationally important biodiversity sites. The priorities are presented in Table 13.24 as transport outcomes rather than schemes, reflecting the long-term nature of the plan. This is a departure from the previous approach of listing schemes, and reflects latest guidance. Outcomes will be progressed by maximising use of existing infrastructure in the first instance, and then potentially by schemes and projects as necessary at later stages.
- 13.59** The list of transport investment and management outcomes was prepared to reflect the different elements of the spatial strategy and also recognising where transport constraints might impede delivery of the spatial strategy. The identification of transport constraints was informed by a review of completed transport studies in the Region, particularly the multi-modal studies, the City Region Development Plans, sub-regional Strategic Economic Assessments and a comprehensive list of schemes being progressed in the Region, together with discussion with stakeholders.
- 13.60** All the transport investment and management priorities are priorities in their own right. Achieving delivery against any of these priorities will help to deliver the spatial strategy. The outcomes have been banded according to the degree to which they support the spatial objectives of the Plan and the transport objectives of the RTS. Three bands are identified: A, B and C. Achieving the transport outcomes in Band A priorities will make the greatest contribution to delivering the spatial strategy for the Region. Band B priorities make a highly important contribution to achieving the spatial strategy. Band C priorities have an important role in helping to deliver the spatial strategy.
- 13.61** A Regional Transport Board has been established to provide advice to Government on transport investment priorities as part of the Regional Funding Allocations process in Yorkshire and Humber. The Regional Funding Allocation for transport encompasses Highways Agency and LTP Major schemes. It does not cover rail investment or road schemes designated by the Government as of strategic national importance.

- 13.62** Although affordability is a key issue in setting priorities for investment, this cannot be assessed in respect of broad outcomes. As specific schemes and interventions to deliver the priority outcomes are brought forward, the Regional Transport Board will develop a detailed programme of interventions to conform to Regional Funding Allocations and other funding opportunities. As transport issues and possible solutions are investigated further a clearer and more robust view will be developed of the relative costs, benefits and delivery implications of particular schemes for consideration.
- 13.63** The RTS priorities provide a regional and sub-regional context for Local Transport Plans and a policy framework for the identification of priorities that will be included in individual authorities' LTPs. This particularly applies to transport proposals that cross local authority boundaries.
- 13.64** The investment priorities in Table 13.24 are not the whole transport strategy and there will be proposals that are not "regionally or sub-regionally significant". Such schemes will have to be included in the LTPs being prepared by individual local transport authorities and submitted to the Regional Transport Board.
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TABLE 13.24A: “Category A” Transport investment and management priorities

Transport management and investment priorities	How outcome priority supports spatial strategy	Transport issues and constraints impeding delivery of spatial objectives	Possible specific transport outcomes
<p>A1</p> <p>Implementation of stronger demand management, including road user charging, for Regional and Sub Regional Cities and Towns.</p>	<p>Supports region-wide transport objectives regarding modal shift and making best use of the existing transport network.</p>	<p>Current trends are contrary to sustainable development and other objectives, such as preserving the strategic role of the motorway network.</p>	<p>Subject to further study. Could include measures to manage use of road space, parking measures and charging.</p>
<p>A2</p> <p>Increase rail and road capacity and capability to the south Humber ports.</p>	<p>Supports the expanding role of the Humber Ports, which is a regional priority. The economic importance of the Humber Ports is also a key theme in the Northern Way agenda.</p>	<p>Rail access to the south Humber ports is currently restricted by line capacity and capability. This limits the amount of freight that can be transported to and from the ports.</p> <p>Road access is reasonably well developed to the south Humber area, but bottlenecks exist close to the ports themselves.</p>	<p>Improved rail capacity and capability for freight services to the south Humber bank.</p> <p>Improved road capacity between south Humber bank ports and strategic road network.</p>
<p>A3</p> <p>Increase rail and road accessibility to Hull and the port of Hull, particularly to and from the west.</p>	<p>Supports the role of Hull as a main urban area and also the port of Hull, which is part of a regional priority. Hull is at the eastern end of the internationally significant E20 freight corridor, from Hull to Liverpool within the UK. The economic importance of the Humber Ports is also a key theme in the Northern Way agenda.</p>	<p>Beyond the M62 road access to Hull from the west deteriorates. Hull city centre experiences peak time congestion, and the A63 Castle Street creates severance within the city centre, but is also the key road access to the port of Hull. Existing rail access to the port of Hull is via a poor link with inadequate capacity to meet demand. Access between Hull and York is also poor.</p>	<p>Improved quality of road access to Hull and the port of Hull.</p> <p>Improved rail access to the port of Hull.</p> <p>Improved accessibility to Hull City Centre.</p>

Continued

TABLE 13.24A: “Category A” Transport investment and management priorities continued

Transport management and investment priorities	How outcome priority supports spatial strategy	Transport issues and constraints impeding delivery of spatial objectives	Possible specific transport outcomes
<p>A4 Improving passenger and freight offer and capacity on strategic national north-south rail links.</p>	<p>Supports region-wide transport objectives to promote modal shift. Recognises the importance attached by the RSS to inter-regional links, and links to London in particular to help achieve economic objectives.</p>	<p>Current rail links are coming close to capacity in terms of available train paths. Further freight paths are difficult to accommodate, particularly on the East Coast Main Line.</p>	<p>Incremental improvements to existing north-south links to improve the exiting offer in terms of quality, journey times, frequency and capacity. New north-south rail (or rail-related) link to significantly improve capacity and speed.</p>
<p>A5 Improving passenger and freight capacity and capability on the transpennine rail network.</p>	<p>Supports the objectives for Leeds City Region and South Yorkshire (particularly Sheffield) sub-areas and also helps to improve freight access to / from the Humber ports, as well as access from the Region to Manchester Airport.</p>	<p>The main trans Pennine routes are currently at and approaching capacity. Rail gauge constraints prevent the largest freight containers from using this key international freight route. Speed and frequency of Sheffield to Manchester rail links are constrained by infrastructure.</p>	<p>Improvement to the trans Pennine product by rail. Improvement to freight capability in terms of capacity and loading gauge. Could include reopening of Woodhead trans Pennine route to provide additional capacity and capability.</p>
<p>A6 Improvements to the management and capacity of strategic north-south road links to address congestion and protect their strategic role.</p>	<p>Supports improved inter-regional accessibility, which helps to ensure main centres are connected beyond the region and to one another, relating directly to the RSS objectives on connectivity, and supporting the economic role of the Region.</p>	<p>Sections of the M1, A1 and M18 are currently operating at capacity, particularly during peak hours. Much of this traffic comprises short-distance commuter trips. This undermines the strategic role of these routes, which in turn compromises the objectives of the spatial strategy.</p>	<p>Improvements to the management and capacity of the M1. Improvements to the management and capacity the A1. Improvements to the management and capacity of the M18.</p>

Continued

TABLE 13.24A: “Category A” Transport investment and management priorities continued

Transport management and investment priorities	How outcome priority supports spatial strategy	Transport issues and constraints impeding delivery of spatial objectives	Possible specific transport outcomes
<p>A7</p> <p>Improving capacity and quality of public transport links within and between the Regional and Sub Regional Cities and Towns in the Leeds city region, in particular to Leeds city centre.</p>	<p>Supports RSS objectives relating to supporting the role of Leeds City Centre and spreading the benefits to other centres in the City Region, including the whole of West Yorkshire, which will see the largest sub-regional growth of jobs and housing during the plan period. In particular, very significant job growth is anticipated in Leeds City Centre.</p>	<p>Significant growth of employment and housing provision in the Leeds City Region must be planned so that it is accessible, principally by public transport.</p> <p>Rail services into Leeds City Centre are at capacity in peak periods without the immediate prospect of additional rolling stock to strengthen services.</p> <p>The effectiveness of local bus services is compromised at peak times due to traffic congestion across the City Region at peak times, and the relatively poor offer on many routes.</p>	<p>Improved accessibility of Leeds City Centre, particularly by public transport at peak times. Could include strategic park and ride.</p> <p>Improved accessibility of other main urban areas in LCR (Bradford, Halifax, Huddersfield, Dewsbury, Wakefield, Barnsley, Harrogate and York) particularly at peak times, including possible strategic park and ride solutions.</p> <p>Suitable infrastructure to support planned economic and housing growth areas, including development of bus services to employment sites.</p>
<p>A8</p> <p>Further develop public transport links within and between the Regional and Sub Regional Cities and Towns in South Yorkshire and from them to the East Midlands and Manchester.</p>	<p>Supports the spatial policy objective for polycentric development in South Yorkshire, based on an inter-related network of settlements prospering together.</p> <p>Supports regeneration objectives in South Yorkshire, which relies on well connected sites for economic development and to connect people with job opportunities.</p>	<p>There is poor access between some of the main centres in South Yorkshire, in particular Barnsley and Doncaster. Access to some centres from their periphery, particularly some former mining communities is poor.</p>	<p>Improved inter-urban public transport connections in South Yorkshire</p>

Continued

TABLE 13.24A: “Category A” Transport investment and management priorities continued

Transport management and investment priorities	How outcome priority supports spatial strategy	Transport issues and constraints impeding delivery of spatial objectives	Possible specific transport outcomes
<p>A9 Improved public transport links between Leeds and Sheffield.</p>	<p>Supports accessibility between Leeds City Region and South Yorkshire Sub Area, the Region’s two main economic drivers, particularly the cities of Leeds and Sheffield, which are also highlighted as key drivers in the Northern Way agenda.</p>	<p>Local rail service offer is currently poor in terms of quality of offer and journey time. The motorway link is often congested, which impedes road-based public transport options.</p>	<p>Improved journey times and quality between Leeds and Sheffield by public transport. Also has the potential to address intermediate connectivity at Rotherham, Barnsley and Wakefield.</p>
<p>A10 Improved journey time, capacity and quality between Leeds and Manchester city regions (including Manchester Airport) by all modes.</p>	<p>Supports strategy for Leeds city region and the need for connections to the principal neighbouring City Region. Improving links between Manchester and Leeds is one of the most important priorities identified in the Northern Way agenda.</p>	<p>The M62 is currently congested at peak times, compromising its strategic role for cars and freight. Rail offer is currently poor in terms of journey times and rolling stock, with peak time overcrowding at intermediate points. Capacity constraints prevent significant improvements to frequency of rail services or accommodating additional freight paths.</p>	<p>Improvements to management and capacity of the M62 between Leeds and Manchester. Improvements to the speed and quality of rail services between Leeds and Manchester. Improved accessibility of main urban areas in Leeds city region.</p>

Continued

TABLE 13.24A: “Category A” Transport investment and management priorities continued

Transport management and investment priorities	How outcome priority supports spatial strategy	Transport issues and constraints impeding delivery of spatial objectives	Possible specific transport outcomes
<p>A11 Improvements to surface access to Leeds Bradford International Airport, particularly by public transport</p>	<p>Supports objectives to improve accessibility to and from the Region. Supports Leeds City Region sub-area strategy. Supporting the strategic role of the Region’s airports is also identified in the Northern Way agenda.</p>	<p>All three regional airports currently suffer from poor surface access, particularly by public transport. This leads to increased car use and compromises the strategic role of these airports.</p>	<p>Package of improvements being investigated.</p>
<p>A12 Improvements to surface access to Robin Hood Airport Doncaster Sheffield, particularly by public transport</p>	<p>Supports objectives to improve accessibility to and from the Region. Supports South Yorks sub-area strategy, and contributes to sub-regional regeneration objectives. Supporting the strategic role of the Region’s airports is also identified in the Northern Way agenda.</p>	<p>All three regional airports currently suffer from poor surface access, particularly by public transport. This leads to increased car use and compromises the strategic role of these airports.</p>	<p>Package of improvements being investigated including airport rail station, improved bus services, and possible new link road to M18 junction 3 (FARRRS).</p>

TABLE 13.24B: “Category B” Transport investment and management priorities

Transport management and investment priorities	How outcome priority supports spatial strategy	Transport issues and constraints impeding delivery of spatial objectives	Possible specific transport outcomes
<p>B1 Improved connectivity to and between Scunthorpe, Immingham, Grimsby and Cleethorpes, particularly by public transport.</p>	<p>Supports the roles of these key settlements on the south Humber bank, and maximises the economic and regeneration potential.</p>	<p>Scunthorpe, Immingham, Grimsby and Cleethorpes are all identified regeneration areas that would benefit from improved accessibility, particularly by public transport.</p>	<p>Improved public transport accessibility to and within main centres, particularly in North East Lincolnshire.</p>
<p>B2 Strategic public transport improvements to improve links between Regional and Sub Regional Cities and Towns.</p>	<p>Supports the roles of the main urban areas in accordance with the regional settlement hierarchy.</p>	<p>Access between certain key main urban areas within the Region and to centres beyond the region is currently poor and needs further development, for example Sheffield-Nottingham and Hull-York.</p>	<p>Subject to further study. Could include rail and bus solutions.</p>
<p>B3 Further improve the accessibility of regeneration priority areas, particularly public transport links to ensure sustainable access to employment opportunities.</p>	<p>Supports policies to support key regeneration areas identified in the RSS in addition to wider sustainability objectives.</p>	<p>The key regeneration areas in the former West and South Yorkshire coalfields and the Humber estuary towns suffer from poor accessibility in parts, particularly by public transport. This can be a barrier to employment. Bus service offer is poor in many locations.</p>	<p>Improved public transport accessibility in the regeneration priority areas. Improved strategic access to the regeneration priority areas</p>

Continued

TABLE 13.24B: “Category B” Transport investment and management priorities *continued*

Transport management and investment priorities	How outcome priority supports spatial strategy	Transport issues and constraints impeding delivery of spatial objectives	Possible specific transport outcomes
<p>B4</p> <p>Improvements to strategic links to Principal Towns in rural and coastal areas to improve accessibility.</p>	<p>Supports the role of these places in the regional hierarchy of settlements</p>	<p>Some market and coastal towns suffer from poor transport connections. This undermines their role, encourages car use and can impact on access to services, reinforcing peripherality. Tourism potential and access to a hierarchy of services is compromised.</p>	<p>Improved network performance, strategic links to key market and coastal towns, particularly by public transport.</p>
<p>B5</p> <p>Improved accessibility to York city centre and investment opportunities of sub area significance in the York sub area.</p>	<p>Supports the economic role of York, and the key employment-led regeneration sites in the sub-area as identified in the York sub-area strategy.</p>	<p>York City Centre is currently very constrained by its historic layout. Traffic congestion is an issue at peak times, which can impact on bus journey times. Access to key sites is also constrained by congestion beyond the City Centre.</p>	<p>Improved and extended park and ride facilities. Improved quality bus offer in the City, including priority measures. Further development of cycling and walking initiatives in the City.</p>

TABLE 13.24C: “Category C” Transport investment and management priorities

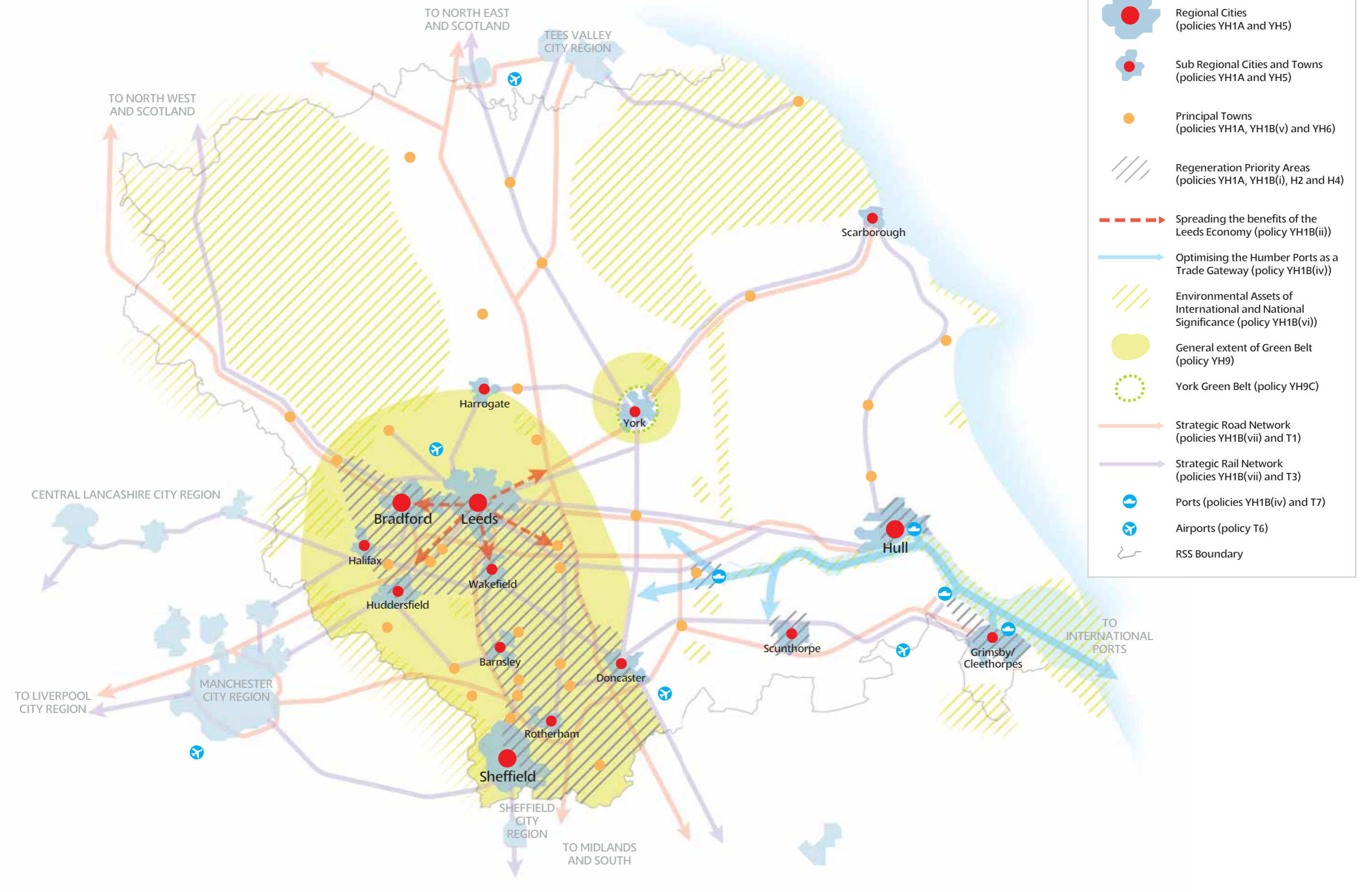
Transport management and investment priorities	How outcome priority supports spatial strategy	Transport issues and constraints impeding delivery of spatial objectives	Possible specific transport outcomes
C1 Strategic approach to enabling the development of the region's waterways as a sustainable means of distribution.	Supports region-wide transport objectives on modal shift and making best use of existing infrastructure. Could also help support role of Humber Ports.	There is a need to further positively develop the role of the region's extensive network of navigable waterways, which are a relatively untapped transport resource.	Increased levels of water-borne freight traffic in the Region. Improved access to navigable waterways.
C2 Region-wide joint ticketing and travel information strategy.	Supports region-wide transport objectives to promote modal shift and increase accessibility.	Public transport can be difficult to understand and its convenience compromised by awkward and time-consuming ticketing arrangements.	Development of a Region wide public transport ticketing system to address convenience and legibility. Development of a Region wide integrated travel information system.
C3 Development of rural links to Principal Towns and Local Service Centres in the Vale and Tees sub area , particularly by public transport and to the Tees Valley City Region.	Supports the role of key market towns in the Vale and Tees and some Remoter Rural sub areas. Improved accessibility to Teesside helps to maintain the viability of these areas and will assist in achieving rural economic diversification objectives.	Public transport provision is currently poor in some of the northern parts of the region. Links to Teesside are important since it fulfils the role of the key service centre for the north of the Region.	Improved rural bus services, including better promotion, management and co-ordination.

Continued

TABLE 13.24C: “Category C” Transport investment and management priorities continued

Transport management and investment priorities	How outcome priority supports spatial strategy	Transport issues and constraints impeding delivery of spatial objectives	Possible specific transport outcomes
<p>C4</p> <p>Improve strategic accessibility of Scarborough and the east coast.</p>	<p>Supports role of Scarborough in the RSS, promoting connectivity to other main urban areas. Also promotes the accessibility of the Coastal sub-area, which is a key objective.</p>	<p>A64 is congested at peak times, especially during summer, but is the key strategic link to Scarborough and a large proportion of the Coastal sub-area. Single carriageway sections east of York mean journey times can be variable and can compromise safety.</p>	<p>Improved journey time reliability and safety on A64 between York and Scarborough.</p> <p>Strengthening regional rail links to Scarborough.</p>
<p>C5</p> <p>Improving sustainable means of access to rural areas, including national parks.</p>	<p>Supports policy for the remoter rural areas, in particular supporting diversifying rural economies and supporting sustainable tourism. Also supports wider RTS objectives relating to sustainable travel choices.</p>	<p>Rural areas are experiencing economic change. Increased levels of commuting and visitors are putting pressure on the rural environment and road space. Public transport provision is currently poor.</p>	<p>Improved public transport access to rural areas. Community Rail Partnerships have a role to play. Investigate public transport solutions (across all modes) on key rural corridors.</p>

Yorkshire & Humber Plan Key Diagram



-  Regional Cities (policies YH1A and YH5)
-  Sub Regional Cities and Towns (policies YH1A and YH5)
-  Principal Towns (policies YH1A, YH1B(v) and YH6)
-  Regeneration Priority Areas (policies YH1A, YH1B(i), H2 and H4)
-  Spreading the benefits of the Leeds Economy (policy YH1B(ii))
-  Optimising the Humber Ports as a Trade Gateway (policy YH1B(iv))
-  Environmental Assets of International and National Significance (policy YH1B(vi))
-  General extent of Green Belt (policy YH9)
-  York Green Belt (policy YH9C)
-  Strategic Road Network (policies YH1B(vii) and T1)
-  Strategic Rail Network (policies YH1B(vii) and T3)
-  Ports (policies YH1B(iv) and T7)
-  Airports (policy T6)
-  RSS Boundary

THE YORKSHIRE AND HUMBER PLAN

The Yorkshire and Humber Plan is the Regional Spatial Strategy prepared in accordance with the Planning and Compulsory Purchase Act 2004. It sets out the Secretary of State for Communities and Local Government's policies in relation to the development of land within the region. It must be taken into account by local authorities in preparing their Local Development Frameworks and Local Transport Plans. It will also be an important influence on housing, economic development, waste, renaissance and other strategies, and guide the investment plans and priorities of a range of agencies and infrastructure and service providers. The Plan forms part of the statutory development plan for each district or unitary local authority area, so alongside local policies it must be taken into account in determining planning applications.

The Yorkshire and Humber Assembly published the draft Yorkshire and Humber Plan for consultation in January 2006. An independent Panel held an Examination in Public in September and October 2006, and their report was published in May 2007. The Secretary of State published Proposed Changes for consultation between 28 September and 21 December 2007. This final version of the Plan is based on the earlier drafts and takes account of the representations made about the Proposed Changes and the findings of the Sustainability Appraisal / Strategic Environment Assessment and Habitat Regulations Assessment.