

Draft Revised
Regional Planning Guidance for
Yorkshire and the Humber to 2016
(RPG 12)

Public Consultation Draft
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Explanatory Note

The document is presented in the form of an amended text to the current, published RPG12 for Yorkshire and the Humber, issued in October 2001. Where new text is proposed in this draft document to be added to the current RPG12 this is shown underlined. Where the text of existing RPG is proposed to be deleted this is shown in ~~striketrough~~. Where text is proposed to remain unchanged in this draft document from the current RPG this is shown in normal print format

CHAPTER 1

Introduction

~~1.1 This Regional Planning Guidance for Yorkshire and the Humber (RPG12) is provided by the Secretary of State for Transport, Local Government and the Regions. It is based on the Draft RPG “Advancing Together Towards a Spatial Strategy” prepared by the Regional Assembly for Yorkshire and Humberside (October 1999), and takes account of representations received about that draft, the Panel’s Report of the Public Examination (October 2000), all representations about the Secretary of State’s proposed changes (March and July 2001), and the sustainability appraisals carried out at key stages of the process.~~

~~1.2 This version of RPG12 looks forward to 2016 and replaces the guidance issued in 1996, which covered the period to 2006.~~

1.1 This document is the draft Revised Regional Planning Guidance for Yorkshire and the Humber (RPG12). It has been prepared by the Yorkshire and Humber Assembly and represents the outcome of a ‘selective review’ of the current RPG that was issued in October 2001. Following public consultation and an independent ‘Public Examination’ of this draft document, revised RPG12 will be issued by the First Secretary of State.

1.2 Current RPG12 issued in October 2001 refers to the need for an early review of the document in order to more fully develop its policy framework and to incorporate the results and recommendations of a number of major regional studies that were already underway at

that time. The Assembly agreed to commence work on the early review in March 2002 and, following consultation, agreed the topics and matters to be addressed in the review in July 2002. A final project brief was issued in September 2002.

1.2a This early review has been ‘selective’, an ‘update’ of the current RPG. Accordingly, this draft Revised RPG is presented in the form of a document that shows the text of current RPG12 as amended by the selective review. From this it will be apparent that the draft Revised RPG retains many significant elements of the current RPG unchanged from that issued in October 2001 (and that which was tested at Public Examination in 2000). In particular:

- the core spatial strategy of RPG, with its four ‘strategic themes’ remains the same - regeneration and growth, tackling social decline, urban and rural renaissance, and looking after our environment and natural resources;
- its key objectives also remain - supplemented by two additional objectives of preventing the causes of (and responding to the effects of) climate change and promoting the sustainable management of waste;
- key strategy and policy in important areas such as housing, the economy and green belts remain unchanged - the housing numbers have not changed; the targets for building on ‘brownfield’ land and proposed action to better

address affordable housing needs remain the same; as do policies aimed at providing the framework for economic regeneration and growth;

- RPG remains the key strategy for implementing the physical ('spatial') elements of 'Advancing Together' - the agreed regional framework document - and the draft revised RPG remains consistent with 'Advancing Together' (and the draft revision of it);
- the draft revised RPG remains consistent with and supportive of the newly revised Regional Economic Strategy.

1.2b Nevertheless, although this draft Revised RPG represents the outcome of a selective review of the document, it addresses key matters of importance to the future of the region. The amended policies and text put in place a framework that:

- sets out an updated **Regional Transport Strategy**, which has been informed by a number of major studies in the region - and takes account of the Assembly's responses to Government consultations on matters such as SWYMMS and aviation policy;
- provides clearer, affordable and more robust **transport investment priorities** - that can be a focus for action for delivery;
- sets **public transport accessibility** as a key test to guide the location of new development - a vital measure to promote social inclusion to opportunities (such as jobs) as well as greater sustainability in travel choices;
- strengthens the approach to **rural regeneration** to take account of the Strategy for Sustainable Farming and Food, the need for integrated approaches to sustainable land management and for rural access to services;
- better recognises the needs of **coastal communities** and the need for

implementation of an 'Integrated Coastal Zone Management' approach;

- puts in place targets for **renewable energy production** that should help cut greenhouse gas emissions;
- creates a strategic **planning framework for waste** that will enable a 'step change' in the way we handle waste - driving up recycling and composting and cutting landfill.
- introduces a new policy on **climate change** - both to aim to meet greenhouse gas reduction targets and to enable planning for adaptation to climate change.
- better defines the role of **culture and cultural heritage** in the light of the Regional Cultural Strategy;
- updates the key factors that need to be considered in developing sustainable **tourism** - although work to develop a Regional Spatial Strategy for Tourism needs to be undertaken.
- establishes a revised approach for dealing with **development and flood risk** - that provides the basis for an integrated approach to land-use planning and river catchment management.

1.2c Taken together with those parts of RPG that remain unchanged the draft Review of RPG outlines a robust and broad development framework for the region up to 2016.

1.2d This review of RPG was already well underway when the Government introduced legislation (the Planning and Compulsory Purchase Bill) to change the current system of development planning and, at the regional level, to introduce a system of Regional Spatial Strategies (RSS) to replace Regional Planning Guidance (RPG). Assuming that the Bill becomes law in its current form, the final version of RPG12 will, when it is issued, be issued as RSS. However, this can only be a transitional arrangement. The Government's Communities

Plan Action Plan for Yorkshire and the Humber ('Sustainable Communities in Yorkshire and the Humber - Building for the Future'), issued in February 2003, already establishes a target for the Assembly to prepare a full draft RSS by the end of 2004. The implications of this and the need for an early start to work to prepare a full draft RSS to replace RPG are discussed more fully in Chapter 11.

PURPOSE OF RPG

1.3 The Government attaches great importance to planning at the regional level. This RPG is part of an new approach which is based on:-

- a new focus on the crucial links between economic, social and environmental progress, and the consequent need for 'joined-up thinking'
- a central new concern with sustainability: meeting the needs of the present generation without compromising the ability of future generations to meet their needs
- a more responsive and continuous planning process with greater attention to monitoring and managing change

1.4 The main purpose of this RPG is to provide a regional spatial strategy within which local authority development plans and local transport plans can be prepared. It provides a broad development strategy for Yorkshire and the Humber which is relevant to 2016 and beyond. By virtue of being a spatial strategy it also will importantly inform the development and implementation of other strategies and programmes in the region including Yorkshire Forward's Regional Economic Strategy (RES) and action plans; European Regional Development Fund programmes (Objective 1 and 2); the Regional Housing Statement (to be replaced in 2003 with a new Regional Housing Strategy); and the plans of infrastructure and service providers (such as the NHS, rail, gas, water, telecommunications, and electricity undertakings), industry and commerce.

1.5 Local authorities must take RPG into account in preparing their development plans and local transport plans. The guidance may also be material to decisions on individual planning applications and appeals.

PARTNERSHIP

1.6 This wider concept of RPG will be reinforced and underpinned by the existing and developing ~~evolving~~ partnerships between public and private sectors in the region. This has been exemplified by the ~~involved~~ close working between the Yorkshire and Humber Assembly, Regional Assembly, the Regional Chamber, Yorkshire Forward and other stakeholders during the preparation of ~~draft~~ the current RPG12 and the preparation of this draft Review. In 1999 the first Regional Transport Strategy and Yorkshire Forward's first ~~RES~~ Regional Economic Strategy were prepared at the same time as draft RPG and were all subject to a joint sustainability appraisal in the context of the Regional Sustainable Development Framework. This current draft review of RPG has also been subject to a coordinated approach to sustainability appraisal, undertaken with Yorkshire Forward during the review of the Regional Economic Strategy. These ~~evolving~~ regional partnerships will be crucial to the implementation and future review of RPG.

SUSTAINABLE DEVELOPMENT

1.7 The region's commitment to sustainability is absolute. The vision for the region, the key objectives and the overall spatial strategy set out in this RPG are based on the principles of sustainable development. RPG has been subject to sustainability appraisal during its preparation and this has been a significant influence on its content.

CONTENT OF RPG

1.8 RPG addresses all of the topics relevant to the region as set out in PPG11, although further work is needed to make RPG more regionally specific in some policy areas and thereby fully

compliant with PPG11, as supplemented by guidance issued in March 2003 (see Chapter 11). This will ~~need to be done in the next review through the forthcoming development of a Regional Spatial Strategy (RSS) to replace RPG. In the meantime, this version of RPG relies solely on national policy in these areas.~~

1.9 The remainder of this document is as follows:-

- Chapter 2 provides descriptive contextual material about the region
- Chapter 3 sets out the vision, key objectives, strategic themes and strategy and policies for sustainable development
- Chapter 4 sets out the regional spatial strategy including patterns of development and policy implications for the four sub-regions of North, South and West Yorkshire and the Humber. The strategy is illustrated on a key diagram
- Chapters 5-10 deal with particular topics under the headings of Economy, Housing, Transport (the Regional Transport Strategy), Social Infrastructure, Built and Natural Environment and Resource Management. Each chapter sets out targets and indicators relating to the relevant topics
- Chapter 11 describes the approach to implementation, monitoring and review to be taken in the region and sets out high level targets and indicators against which the key objectives of RPG will be measured
- A glossary is included to explain acronyms and the meaning of some words and phrases used in the document

1.10 Whilst embodying a clear vision of where Yorkshire and the Humber can and should be in 15-20 years' time, RPG must also be robust in the face of the inevitable uncertainties attending change over such a long period and broad canvas. The approach that has been adopted is to propose

a clear 'sense of direction'; together with on going processes for continuously managing and influencing change in pursuit of this. This document provides both a strategy that is a touchstone for responding to unforeseen as well as anticipated events, and the capability to adjust tactics in response to changing circumstances.

MONITORING AND REVIEW OF RPG

1.11 In accordance with the approach outlined above, action will be needed to respond to changing conditions. Maintaining strategic direction whilst adjusting to changing circumstances will be achieved by tactical variations in the intensity and phasing of action in the light of continuous monitoring. In order to remain a relevant guide, some policies in this RPG (particularly those concerned with land supply) therefore provide for the use of up-to-date information in their interpretation and application. Compared with the past, this places more emphasis on strategic direction, responsiveness to change and action from now onwards than on arriving at a predetermined 'end-point'.

1.12 The monitoring arrangements described in Chapter 11 are thus integral and crucial elements of the strategic approach of this RPG. These also provide the basis for ~~triggering review of RPG when it needs to be rolled forward~~ informing the preparation of the RSS that is to replace RPG in due course, or where response is required to unanticipated changes.

1.13 This draft Revised RPG is thus part of a new regional planning process, that is now in transition to a new system of development planning in which RPG will be replaced in due course by RSS. As it evolves alongside the other new instruments of regional and planning policy there will need to be a process of mutual adjustment so as to ensure the coherence necessary for true effectiveness. New institutions, relationships and information systems will need to bed down. Further work is required to develop policy in a number of areas. ~~(see Chapter 11)~~. For

~~all~~ these reasons, this draft Revised RPG is in some senses transitional ~~and will need to be subject to an early review~~ and work will have to commence soon on the preparatory work for a fully revised Regional Spatial Strategy. However, this ~~emphasises rather than~~ should not diminishes ~~it's~~ the crucial significance that this RPG and draft Review have as the first element of the new system in establishing a clear spatial vision for the region and it is essential that all appropriate steps are taken from now onward to implement the policies in this document. Following the merger of the Regional Assembly and Regional Chamber in October 2001 the Regional Planning Body ~~will be~~ is the Yorkshire and Humber Assembly (Y&HA). Y&HA ~~will have~~ has an important role in implementing RPG, working with constituent organisations and other stakeholders to ensure that RPG objectives and policies are positively promoted in all relevant plans and programmes to achieve the regional spatial strategy.

GEOGRAPHICAL COVERAGE

1.14 This RPG 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 the Peak District National Park which is covered in its entirety by RPG for the 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

1.15 The area covered by RPG, and its European and national context, is shown on Maps 1, 2 and 3 at the end of this document.

CHAPTER 2

Regional Context

Introduction

2.1 This chapter includes descriptive material about the region and its context in order to provide a background to the regional spatial strategy and topic based policies that are set out in subsequent chapters.

2.2 This contextual information relates to: -

- the European context
- relationship with adjoining English regions
- economic, social and environmental diversity within the region
- key dynamics of change
- opportunities and challenges for RPG

2.3 Maps 1 and 2 show the region in its European and national context. Map 3 shows the administrative and strategic planning areas covered by this RPG.

European Spatial Development Perspective

2.4 This RPG has been prepared in the context of the European Spatial Development Perspective (ESDP 1999). The ESDP sets out indicative guidelines for the long-term development of the European territory and outlines a framework for

planning and development by encouraging integrated planning and helping to ensure that resources are allocated more equitably and used more sustainably.

2.5 The ESDP advocates spatial planning which seeks to integrate all physical land use planning systems and co-ordinate the spatial components of a wide range of sectoral policies.

2.6 To achieve a balance between competition and co-operation, the ESDP sets out three spatial planning objectives: -

- development of a balanced and polycentric pattern of development and a new urban-rural relationship
- securing parity of access to infrastructure and knowledge
- sustainable development, prudent management and protection of natural and cultural heritage

2.7 This approach set out in the ESDP provides a highly relevant context for Yorkshire and the Humber and is reflected throughout this RPG. In particular, the objectives set out in Chapter 3 and the spatial strategy set out in Chapter 4 are consistent with the ESDP objectives listed above. The emphasis on polycentric development, regenerating urban areas as growth points, rural development for modernisation, diversification and environmental protection and on specific measures for the diversification of older industrial areas, provides opportunity for sustainable

development, innovation and creativity across the region.

EU Policies and Programmes with a Spatial Impact

2.8 A number of EU policies and programmes will have a significant spatial impact in the region and are therefore of relevance to RPG both in terms of providing a policy framework and as means of implementing the regional spatial strategy. These include: -

STRUCTURAL FUNDS

2.9 The Structural Funds, and in particular the European Regional Development Fund, are of particular significance in the region. Objective 1 funding is available in South Yorkshire between 2000 and 2006 and Objective 2 funding ~~will be~~ is available in parts of the rest of the region between 2001 and 2007. Single Programming Documents have been prepared for the Objective 1 and 2 areas and these set out the framework for integrated action.

2.10 The policy implications of Objective 1 and Objective 2 funding are dealt with in Chapter 3 (particularly Policy S2) and Chapter 4 (sub-regional commentaries).

COMMON AGRICULTURAL POLICY

2.11 Agriculture is an important economic sector and is by far the dominant land use in the region. There is a close relationship between agricultural practices and the environmental quality of the countryside. The Common Agricultural Policy (CAP) was primarily designed to improve the productivity of the agricultural sector although reforms have increasingly sought to address environmental issues and the Government is working to move CAP away from production quotas and subsidies towards more competitive markets and supporting objectives for protecting the environment and developing rural economies. CAP will continue to have a significant influence

on rural areas in the region. Further information on CAP priorities for expenditure on rural development in the region as set out in the England Rural Development Plan is contained in paragraph 2.47. The Government's Strategy for Sustainable Farming and Food sets out an important agenda for change in the farming and food sectors and this is also summarised in paragraph 2.48a.

2.12 The policy implications of CAP, the Strategy for Sustainable Farming and Food and the changing rural economy are dealt with in Chapter 4 (Policy P1), Chapter 5 (Policy E2) and Chapter 9 (Policy N5).

TRANS-EUROPEAN NETWORK

2.13 The TEN programme is aimed at achieving the full benefit from the single market by expanding cross-border links such as motorways, railways, telephone networks and energy lines. The TEN is of particular relevance to Yorkshire and the Humber as two major European North-South and East-West transport routes intersect in the region.

2.14 The policy implications of the TEN are dealt with further in Chapter 7 (particularly Policies T87 and T1011) and the network is described in more detail in ~~paragraphs 7.7 and 7.8~~ Chapter 7. The TEN is also an important area for co-operation with other EU regions which is dealt with below.

RELATIONSHIP WITH OTHER EUROPEAN REGIONS

2.15 The ESDP advocates close co-operation on transnational spatial planning. Yorkshire and the Humber region falls within two EU transnational co-operation areas within which funding has been available under INTERREG IIC. Projects under this initiative include the North European Trade Axis (NETA) and Spatial Planning and Emerging Communication Technology in the Regions of Europe (SPECTRE). Funding ~~will be~~ increased under INTERREG IIIB from 2001. The relevant areas are illustrated on Map 1:-

- North-West Europe
- North Sea Region

2.16 A spatial perspective for the North Sea Region (“Norvision”) was published in July 2000 and a spatial vision for North West Europe was published in November 2000. Both take a long term perspective and set out a framework to enhance the region’s significance in Europe by encouraging a more balanced spatial structure. The vision for North West Europe emphasises the importance of:-

- the region’s major cities being part of a strategic polycentric area of high level growth
- development of TEN and in particular the North European Trade Axis as having potential to be a major link from Ireland and the UK to continental Europe (via the Humber ports)

Relationship with adjoining English Regions

2.17 Yorkshire and the Humber has boundaries with three other English regions: the East Midlands, the North West and the North East. Significant inter-regional and cross boundary issues are outlined below. Close co-operation between Regional Planning Bodies, local authorities and other agencies will be required to address these and to ensure that cross-regional development impacts are properly considered.

EAST MIDLANDS

2.18 Parts of Barnsley, Sheffield, and Kirklees fall within the Peak District National Park the whole of which is covered by RPG for the East Midlands. This means that those highway authorities will need to take account of the East Midlands Regional Transport Strategy in preparing their local transport plans. Also, planning authorities in Yorkshire and the Humber will need to have regard to East Midlands RPG when

formulating policy or considering proposals that could affect the Peak District National Park.

2.19 There is a significant functional and physical relationship between the southern part of Yorkshire and the Humber and the East Midlands. Sheffield lies close to the Derbyshire boundary and there is therefore a strong urban-rural relationship, including a travel to work area which crosses the boundary. The South Yorkshire and Nottinghamshire/Derbyshire coalfield area has common settlement patterns and regeneration priorities. Northern parts of Lincolnshire relate closely to the districts of North and North East Lincolnshire in Yorkshire and the Humber, for example in terms of the rural landscape and coastal issues.

2.20 Strategic transport links which cross the boundary between the two regions include the M1 and A1(M) motorways; the Midland Mainline and East Coast Mainline rail links; and the river Trent. Transport issues of significant common interest include the South Pennines Integrated Transport Strategy (SPITS); passenger and long distance rail services; the role of regional airports; water transport; and the development of TEN. Multi modal studies ~~are taking place~~ have been completed in both regions which cover, amongst other things, parts of the M1 corridor.

2.21 Some nationally and internationally important environmental designations straddle the boundary between the two regions reflecting the close physical relationship between them. These include the South Pennine Moors Phase 1 Special Protection Areas; the Lincolnshire Wolds AONB; and the Humber Flats, Marshes and Coast Phase 1 Special Protection Area.

NORTH WEST

2.22 The whole of the Yorkshire Dales National Park, including those parts within South Lakeland District/Cumbria County, are covered by RPG for Yorkshire and the Humber. This means that in preparing its local transport plan, Cumbria County Council will need to have regard to the

Y&H Regional Transport Strategy as well as that for the North West.

2.23 Strategic transport links which cross the boundary between the two regions include the M62 motorway; the A628 Woodhead Pass; Trans-Pennine rail routes, and the Leeds-Liverpool canal. The east-west links between the two regions and beyond are growing in significance as has been recognised by the North European Trade Axis INTERREG project. There is considerable reliance on Manchester Airport for air travel.

2.24 The Pennines represent a significant landscape feature between Yorkshire and the Humber and the North West. The area either side of the boundary between the two regions has much in common in terms of landscape, character and history. The South Pennine Moors SPAs and the Forest of Bowland AONB are nationally/internationally important environmental designations which straddle the boundary reflecting the close physical relationship between the two regions.

NORTH EAST

2.25 The whole of the North York Moors National Park, including those parts within the District of Redcar and Cleveland, are covered by RPG for Yorkshire and the Humber. This means that in preparing its local transport plan, Redcar and Cleveland will need to have regard to the Y&H Regional Transport Strategy as well as that for the North East.

2.26 There is a significant functional and physical relationship between the northern part of Yorkshire and the Humber and the southern part of the North East region. Darlington, Stockton on Tees and Middlesborough lie close to the North Yorkshire boundary and there is therefore a strong urban-rural relationship, including travel-to-work areas which cross the boundary, and a history of migration into North Yorkshire.

2.27 Strategic transport links which cross the boundary between the two regions include the

A1(M) and A66(M) motorways; the A66 and the A19; and the East Coast Mainline rail link.

2.28 Whilst the boundary between the two RPG areas corresponds to the boundary of the Yorkshire Dales and North York Moors National Parks, one major environmental designation straddles the regional boundary: the North Yorkshire and Cleveland Heritage Coast. Also, the North Pennines AONB adjoins the northern edge of the Yorkshire Dales reflecting the high quality of the landscape and the close physical relationship between the two regions.

A Diverse Region

2.29 Yorkshire and the Humber is a very diverse region, but it also has a strong regional sense of identity. This diversity is expressed in topography, landscape, historic environment, settlement pattern and economic and social well-being, and presents particular challenges in framing an overall regional strategy. The State of the Region report published ~~annually in December 1998~~ contains relevant factual information.

2.30 The main geographical divisions within the region are between the major urban areas of South Yorkshire, West Yorkshire and Kingston upon Hull which grew up during the process of industrialisation, the Yorkshire coalfield, market towns and villages set in a rural landscape of great diversity and character, and the east coast. These geographical divisions are linked by a complex web of economic and social interdependencies - such as supplier/producer links, labour markets, shopping catchments, cultural and educational networks and personal and producer service relationships. Both the diversity and the interdependence are important to the region's economic future and to the quality of life it can offer.

MAIN URBAN AREAS

2.31 The largest two urban areas of Leeds and Sheffield are quite different in terms of their current economic situation: Leeds is

overwhelmingly the dominant regional centre in economic terms (competing in this respect more with other major cities than with other centres in Yorkshire and the Humber), whilst Sheffield is at a more sub-regional level. They share many of the main physical characteristics of the core industrial conurbation's elsewhere in the country, including a radial pattern of transport routes that provide the focus for older suburban shopping centres, and that extends beyond the built-up area into an ever-widening zone of influence in terms of housing and employment markets and commuting.

2.32 The other main towns and cities are a hugely varied group including Barnsley, Bradford, Dewsbury, Doncaster, Grimsby, Halifax, Harrogate, Huddersfield, Kingston upon Hull, Rotherham, Scarborough, Scunthorpe, Wakefield and York. It includes attractive places with a strong economic base like York and Harrogate, but most of the other towns in this group have had a heavily industrial past and are currently undergoing difficult processes of industrial change. They have both important commonalities and features that distinguish them from larger and smaller places. They do not have the extended range of city centre functions of Leeds or Sheffield, lacking some of their economic 'critical mass' and being all the more vulnerable to competition from out of town business and retail locations. At the same time they suffer from many of the congestion problems of Leeds and Sheffield, without having the same scale advantages, resources or infrastructure.

RURAL, COASTAL AND COALFIELD AREAS

2.32a The rural areas of the region are very varied in character, in the pressures that they face and in their potential to contribute to the environmental, economic and social well-being of the region. These differences stem from their landscape and economic characteristics, which have led to the emergence of different land uses and industries over time, and from their locations relative to contemporary urban centres and

transport networks. Within the context of a regional strategy, it is important that these differences are recognised as they could affect the implementation of policies at a local level. In this regard, The Countryside Agency and English Nature have drawn up a map of the region's 'countryside character areas' (see Map 7) and Policy N3 suggests how these might be used to inform local development plan policies. Such assessments can start to highlight the differences between the 'upland' and 'lowland' areas of the region, contrasts that can often be important in considering policy development and implementation (for more information see the "Task Force for the Hills" report, 2001). There are other typologies of rural areas that are also used in policy formulation that draw more on the level and quality of access (through public and private transport modes) to rural areas. These include 'urban fringe', 'accessible' rural areas and 'deeper', or 'more remote', rural areas. The way in which such typologies might be usefully developed further to inform the regional spatial strategy and its implementation is being explored by the Yorkshire and Humber Assembly.

2.33 In 'accessible' rural areas, the market towns and rural areas within commuting distance of the conurbations are heavily influenced by the effects of the widening zone of influence of the larger settlements on their local housing markets and roads. As well as the effects on house prices and meeting social housing needs, this affects the social structure and the range of local services available, particularly to those without use of a car. Both here and further away from urban influence, in the 'remoter' rural areas, the shrinking number and range of jobs provided by agriculture, forestry, fishing and quarrying and the increasing tendency for business and personal services to be provided from fewer, larger and more distant centres is increasing the problems of isolation and rural deprivation. Areas of urban fringe can face particular pressures. PPG7 provides further guidance on 'positive planning' in these areas.

2.34 Much of the rural part of the region is of

high agricultural land quality (see Map 8) and/or of high environmental quality and value (Map 6). It includes two National Parks; two AONBs wholly within the region and two more straddling the boundary; extensive stretches of Heritage Coast; and 26 sites of national and international importance for biodiversity. The traditional sources of rural employment, in agriculture, fishing, forestry and mineral extraction have been in long-term decline. Tourism is an important sector of the economy, particularly in areas of high landscape quality, but it is an industry vulnerable to 'external shocks' and which has tended to be characterised by low earnings and seasonality of employment. There are serious problems of rural poverty and exclusion disguised by the increasing proportion of relatively well-off commuters to urban areas, particularly in the more attractive and accessible areas. Local services - public and private - are under pressure due to the high costs of provision in sparsely populated areas, exacerbated by the 'leakage' of the customer base to urban centres. The Countryside Agency's State of the Countryside Report, produced annually, provides useful information about many of the rural parts of the region (but does not currently cover all of South and West Yorkshire).

2.35 The coalfield area covering most of South Yorkshire and parts of Wakefield and Leeds (West Yorkshire) and Selby (North Yorkshire) requires particular comment. The run-down of coal mining has been more rapid than the decline of the textile industry of West Yorkshire, outpacing the capacity to adapt, but coal still has a continuing role in the region's economy. This has left a legacy of high unemployment, environmental dereliction and severe damage to the economic and social fabric, requiring external help for regeneration. Coal mining has also left behind a unique settlement pattern - neither rural, urban nor suburban. This is characterised by small towns and villages around former pit-head locations, dispersed according to the geology of the coal seams. In addition to their economic and environmental problems, these are generally too small to offer a good range of local services and so scattered as to create difficulty in providing

good public transport to other centres for services and jobs.

2.35a The East Coast of the region is very varied in character, stretching from the Heritage Coast of the North York Moors and the traditional fishing town of Whitby to the dominant cliffs of Flamborough Head and the wide expanses of the Humber Estuary further south. Much of the coast and estuary is of high environmental quality, especially important for its biodiversity, which is reflected in the high number of national and international environmental designations (see Map 6). These attributes attract significant numbers of visitors and offer opportunities for developing specialist tourism sectors. It is also a working environment, with expanding international ports at Hull and Immingham needing improved infrastructure to aid their development. Many of the coastal resorts such as Scarborough, Whitby, Bridlington and Cleethorpes are experiencing a decline in their visitor numbers as the traditional seaside holiday reduces in popularity and they are having to look to establish new niche markets or alternative businesses whilst tackling real problems of social deprivation. These environmental, economic and social pressures present a complex set of issues to be addressed in the planning and management of the East coast and Humber estuary. These are complicated by the potential impacts of climate change on sea level rises and the subsequent flooding, realignment and increased erosion of significant areas.

Key Dynamics of Change

2.36 Economic processes affect social well-being and the environment as well as the economy - and conversely social changes and environmental quality impact on the capacity of the regional economy to adapt and grow. RPG must recognise and work with these interactions. This section provides an overview of the underlying economic and social processes driving change in the region, including climate change, drawing out these connections and providing the basic rationale for

the holistic approach to sustainable development and spatial strategy set out in Chapters 3 and 4. More detailed consideration of underlying processes is given in subsequent chapters dealing with particular subject areas.

CHANGES IN INDUSTRIAL STRUCTURE AND BUSINESS NEEDS

2.37 The region has seen massive industrial and structural change over the last 20 years, which is still going on. Some areas (notably some parts of West Yorkshire and York/North Yorkshire) are further on in this process and are doing relatively well as textile and manufacturing decline has been compensated by growth of new industries and services. At the other extreme, South Yorkshire is still struggling to recover from the decline of its steel and mining industries. It suffers from some of the highest levels of deprivation in the UK, and is eligible for EU Objective 1 funding between 2000 and 2006.

2.38 The social and environmental costs of economic change have been high. Even in the most prosperous parts of the region there are substantial sections of the community suffering severe hardship, poverty and exclusion. In South Yorkshire and parts of the Humber and West Yorkshire sub-regions these conditions are widespread and endemic. The legacy of environmental degradation from industrial decline adds to the problems people face, and to the difficulties in the path of recovery.

2.39 Volatile world markets, improved communications and transport, and flexible new production technologies are producing a new kind of industrial structure. The balance is shifting away from the industrial giants around which the major urban areas grew, towards more specialized companies making temporary alliances in response to market demands. These require much capital investment, fewer (but more adaptable and highly skilled) workers and sophisticated support services and infrastructure, public and private. Above all they need an environment which supports and favours a rich

network of interaction. In more and more sectors such companies, whether local in origin or new to the local economy, have an increasingly wide choice of where to locate.

2.40 Slimmed down, flexible companies have worldwide networks of suppliers and customers, but do not have the remit, resources or structures to provide the infrastructure and people they need. Skilled people are an increasingly important competitive success factor. Attracting them and keeping them in the labour pool depends not just on training but upon broader quality of life. For these, businesses must depend on the places they operate from - their environmental quality, their social fabric and their wider quality of life.

COMMERCIAL CENTRES

2.41 The main city, town and village centres throughout the region are critical to the 'quality of places' in the terms discussed above. They have a crucial economic role in providing business services, and a crucial social role as centres of social, cultural and political life. These roles are interdependent, and the way in which their interlocking functions and supporting infrastructure have developed over time are an important part of the region's heritage. But such multifunctional centres are undermined by the development of 'out-of-town' locations in the following ways:-

- loss of regional economic benefit from a 'critical mass' of high level support services in the major centres
- loss of the convenience to companies and both rural and urban residents of concentrations of personal and business services accessible by public transport as well as by car
- loss of investment interest in the historic and cultural core areas
- increased car-dependency and exclusion of those without access to a car, especially in rural areas

- loss of sustainability through the combination of all the above effects

CHANGES IN URBAN FORM AND PATTERNS OF SETTLEMENT

2.42 Powerful forces have driven decentralization of employment and services from the main urban areas: commerce and industry is no longer tied to mass labour supply and markets, people look further a field for the housing conditions they want. Both processes are enabled by mass car ownership and the increased dominance of road transport, and are selective:-

- the best-paid workers tend to move furthest, while poverty tends to concentrate further in the areas that are already the poorest
- the “growing point” of new industrial investment goes to the sites most attractive to investors; for a range of reasons these are often not close to centres of population or accessible to the most deprived communities

2.43 In parallel there has been a very longstanding national trend for a given population to divide into an increased number of households. This is driven by factors like greater affluence, earlier independence of young people, more family breakdowns, less sharing of accommodation and longer independent old age. The need to accommodate the increasing number of households has reinforced the dispersive processes described above.

2.44 The continuation of these processes unchecked would be damaging for all parts of the region. The main urban areas would become increasingly socially polarised, losing attraction with gathering pace as places to live and do business. While the less urbanised parts of the region might at first benefit from displaced activity, in the longer run their distinctive character would suffer from excessive development. The dispersion of activity would lead to an explosion of transport demand, undermining sustainability and further degrading the quality of life in all areas.

RURAL AND COASTAL ISSUES

2.45 The economic and social processes discussed above affect both rural and urban areas. There are many functional links and various common problems. However, rural community life has a distinctive character and is 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. The rural white paper “Our Countryside: the Future” (November 2000) sets out a vision for rural areas:-

- a living countryside, with thriving rural communities and access to high quality public services
- a working countryside, with a prosperous and diverse economy, giving high and stable levels of employment
- a protected countryside, in which the environment is sustained and enhanced, and which all can enjoy
- a vibrant countryside which can shape its own future and whose voice is heard by government at all levels

2.46 Particular factors specific to rural areas relevant to RPG include:-

- declining agricultural employment arising from falling world prices for basic agricultural products following globalisation and greater efficiencies in the farming industry
- ~~the run down of the fishing industry and changing trends in tourism and leisure which have adversely affected the economy of coastal areas and ports~~

- counter-urbanisation leading to population growth and a gradual extension of urban values and lifestyle aspirations, resulting in a lack of affordable housing for many local people and undermining rural social cohesion;
- a declining and ageing population in some of the remoter parts of the region
- lack of a comprehensive and integrated transport system, resulting in social exclusion and isolation for those without access to a car
- lack of easy access to everyday services and facilities in remote and sparsely populated areas of the region, compounded by the effect of sparsity of population on unit costs of service provision
- the need to promote a diverse rural economy which respects the environment

2.47 Under the European Union's Rural Development Regulation, Member States have been provided with a range of measures, jointly funded with the EU, to advance environmentally beneficial farming practices, to modernise and restructure their farming industries and to support off-farm rural development. This provides a 'second pillar' of the Common Agriculture Policy and will allocate £1.6 billion to rural development in England between 2000 - 2006. Priorities for expenditure are set out in the England Rural Development Programme (ERDP). The Yorkshire and Humber chapter of the Programme contains environmental, economic and social objectives for the region, together with a list of activities to help meet these objectives, the priorities attached to them and the measures under which they will be delivered. The regional goals for Yorkshire and the Humber set out in the ERDP are:-

- A sustainable environment through the wise use of natural and cultural resources
- A high quality countryside with diverse and characteristic landscapes, increased biodiversity

- and sustainable management of soil and water
- A more appreciated and valued environment
- Develop a culture for and infrastructure to support lifelong learning opportunities
- Create balanced, empowered, inclusive communities
- Provision of integrated transport
- Fair and equitable access to services
- Stronger, more competitive and integrated regional economy
- Create and develop market opportunities
- Highly skilled and flexible workforce
- More effective infrastructure

2.48 Under the ERDP, increased support is available for three agri-environment schemes (Countryside Stewardship, Environmentally Sensitive Areas and The Organic Farming Scheme), the Farm Woodland Premium Scheme, the Woodland Grant Scheme and continued support for Less Favoured Areas under the Hill Farm Allowance Scheme. The Processing and Marketing Grant Scheme has been re-introduced, and three new schemes (the Rural Enterprise Scheme, the Energy Crops Scheme and vocational training for people in farming and forestry) have also been introduced. There are currently new agri-environment schemes being piloted that will enable more widespread or 'broad and shallow' uptake of these schemes, as well as 'higher tier' schemes that will enable significant environmental improvements to be undertaken. These reflect the Government's commitment to limit the levels of environmental damage caused by focusing on agricultural output alone.

2.48a The Government's "Strategy for Sustainable Farming and Food" (Defra, 2002) sets out a vision for the future of the food and farming

sectors, based around the need for 'reconnection' - reconnecting the food chain with its customers, the world economy, the countryside and the environment. This is set within a broader context of needing to support the viability and diversity of rural and urban economies and communities, sustainable land management and achieving consistently high standards of environmental performance. A regional delivery plan for the Strategy will be prepared for Yorkshire and Humber and this will need to be taken into account by local authorities and others as they prepare local strategies and plans. Policies E2 and N5 particularly take into account the challenges that need to be addressed in rural areas, some of which have been reinforced by the Strategy for Sustainable Farming and Food.

2.48b Whilst it is fair to say that many of the issues facing the coastal zone are those that face the rural areas of the region as a whole, there are particular issues that uniquely affect coastal communities which need to be highlighted. These include:

- the strong links with the now declining fishing industry as well as links to the changing agriculture and tourism sectors
- the fact that 50% of a coastal town's hinterland is sea
- the physical management issues associated with this coastline
- the particular tourism 'offer' of seaside towns that has been affected in recent years
- the perception of increased peripherality of coastal areas due to poor transport links
- particular concentrations of economic and social deprivation in coastal towns linked to low earnings, long term unemployment and highly seasonally-dependent employment patterns
- the issues facing the region's ports and

associated questions of freight movements and their related transport issues

2.48c Strategies to address these issues need to be drawn up within the context of the region as a whole to ensure that the coastal zone is not artificially separated from its hinterland. Policy R1 reflects the need for integrated coastal zone management so that economic, environmental and social considerations are tackled together at a local level. How these processes can be developed and joined up more effectively will be explored by the Yorkshire and Humber Assembly and key stakeholders.

Opportunities and Challenges for RPG

ECONOMIC

2.49 Ever since the industrial revolution Yorkshire and the Humber has looked outwards to wider markets for its products. The factors reviewed in this chapter suggest the necessity for further adaptations to an increasingly globalised and competitive economic environment. Two key points emerge:-

- Yorkshire and the Humber must continue, renew and intensify its outward orientation if it is to capitalise on its potential strengths and overcome its current difficulties
- the social fabric and environmental qualities of communities and their regeneration and renewal are, in their own right, central objectives of regional policy. They are also crucial economic success factors

2.50 Opportunities exist to build on the success of the most economically dynamic parts of the region and to increase activity in modern, high tech growth sectors. For example Leeds has had one of the fastest growing economies in the country in recent years. The major challenge is to ensure that the benefits of strong economic growth in parts of the region are spread to other

parts and to ensure that regeneration is supported and encouraged.

2.51 There are large amounts of industrial land left from the decline of older industries, embedded in the urban fabric. This represents both an opportunity and a challenge - urban renaissance and vibrant urban economies will require that such land is brought into beneficial use. All parts of the region need space to accommodate new industrial and commercial investment in locations accessible by public transport. Without this, decentralisation, congestion and inequality of opportunity will continue to increase.

HOUSING

2.52 The quality of existing housing, residential environment, local services (especially education) and social milieu are amongst the most important factors influencing where people want to live. Revitalisation of the poorer existing housing, environmental improvements and issues of poverty and exclusion are critical to tackling dispersion. If these issues are not successfully addressed it will add to the amount of new housing needed, extend urban sprawl, undermine urban regeneration by pushing the more mobile families away from the more deprived areas of the conurbations and add to the already large amount of vacant stock and low housing demand.

2.53 Changes in economic fortunes, accessibility and attractiveness will also affect preferences for both new and existing housing with major effects on transport demands and other services. Regional spatial strategy must also therefore consider the effects of the future patterns of employment, transport and service provision on where new needs and demands for housing might arise.

2.53a The extent of the problem of low demand housing in the region was not fully appreciated until the publication of the study entitled “Changing Housing Markets in Yorkshire and Humberside: a Tale of Two Markets” (Centre for

Urban and Regional Studies, University of Birmingham, April 2002). In response to this growing problem, the Government has designated “Pathfinder” areas in South Yorkshire and Hull/East Riding. These are two of nine Government Pathfinder Housing Market Renewal Initiatives in Northern England and the Midlands aimed at tackling the problems resulting from housing market failure. The Pathfinder initiatives will have regional, sub-regional and local implications particularly in relation to housing markets, housing land supply and urban potential. They should take an integrated sub-regional approach to addressing low demand, effectively linking housing, planning and economic policy, and should be co-ordinated with the Regional Housing Strategy.

2.53b In accordance with the Government’s Sustainable Communities Plan published in early 2003, a Regional Housing Board has been set up to oversee the preparation of the Regional Housing Strategy (which supersedes the Regional Housing Statement). This Strategy, due to be submitted to Government in July 2003, will advise on the priority areas for housing investment in the region and will complement other regional strategies, in particular the RPG and the Regional Economic Strategy. The future replacement of RPG by Regional Spatial Strategy will need to address many of the issues raised in the Regional Housing Strategy and the Pathfinder initiative strategies, particularly in relation to the RPG housing figures. In addition, revisions to the housing figures in the forthcoming Regional Spatial Strategy will need to be informed by:

- the results of urban potential studies currently underway in accordance with the Regional Guidance prepared in 2001;
- the results of RPG annual monitoring;
- Government Household Projections based on the 2001 Census (not yet available); and
- sub-regional studies and topic based studies that will be carried out as part of the overall preparation of the Regional Spatial Strategy.

2.53c Although some parts of the region are suffering with problems of housing market failure, at the same time, there are other parts of the region, particularly in North Yorkshire, with increasing housing pressures. The supply of adequate and affordable housing remains a key challenge in the region which will need to be further addressed in the preparation of the Regional Spatial Strategy.

INTEGRATING TRANSPORT AND LAND-USE

2.54 The use of rail has declined as a proportion of travel over several decades, and although rail is still important (and ridership has in recent years been recovering), roads are the dominant means of movement of people and goods in the region and to other parts of the country. A road system that works well is therefore a fundamental part of the region's economic infrastructure. But the transport system needs to be developed and managed in a way that is sustainable, supporting the region's development and is recognising rural needs without giving a further twist to the vicious circle of dispersion, increased travel demand and car dependency.

2.55 The planning system has a part to play in reducing the demand for travel, by influencing land use patterns and supporting more sustainable travel modes. This should however be seen in context. New housing 1998-2016 will only add about 12% to the total regional housing stock and for occupiers of both new and existing housing, a location convenient to public transport routes provides the option of more sustainable transport behaviour.

2.56 The potential for regional policies to bring about major changes in travel demands is very much greater than this implies. Transport and landuse policies that are well co-ordinated and linked to labour market policy have the potential to shift individual travel habits over time and influence the locational choices of occupants of the existing housing and commercial stock. The effects on travel demand are potentially much

more powerful than the effect of new development alone. Moreover, the market for existing property is a major influence on patterns of market demand for new development. These factors emphasise the need to integrate land use and transport policy.

SUSTAINABLE WASTE MANAGEMENT

2.56a The European Landfill Directive, UK national strategy for waste and the Regional Integrated Waste Strategy set challenging targets for making the management of waste more sustainable. Yorkshire and the Humber is the second worst performing region in England with an average municipal recycling rate (in 1999/2000) of around 6%. The significant changes in management, participation and infrastructure required to achieve even the first target deadline (21% by 2005/6) are enormous. RPG has its part to play in bringing forward new infrastructure and incorporating sustainable waste issues more widely. Ongoing support, via the Regional Technical Advisory Body for waste, will be vital to progress this matter.

A CHANGING CLIMATE

2.56b As essential as economic development and regeneration is to the region, it is important that such progress does not lead to unsustainable development and undesirable consequences. A key component of sustainable development is addressing global warming and climate change: perhaps the greatest single threat to the global environment. There is clear evidence that climate is changing and having an impact on the environment, and will continue to do so for decades to come, with varying consequences for quality of life. Most countries have therefore acknowledged the need to reduce the emission of greenhouse gases, identify future climate change impacts and ensure greater integration of climate change objectives into key areas such as water, energy, health, infrastructure, agriculture and biodiversity. For its part, the UK Government has set national greenhouse gas emission reduction targets and established the UK Climate Impacts

Programme (UKCIP) to help organisations address climate change and also generate scenarios of how climate change will impact on both the UK and the different regions within it (including Yorkshire and the Humber).

2.56c For its part, the region needs to reduce greenhouse gases at source and identify the impacts that climate change is likely to have on it (especially in areas vulnerable to the effects of sea level rise and increased flooding, like the Humber). It also needs to take climate change into account during the preparation and implementation of development plans and investment programmes, taking a precautionary approach accordingly, and to utilise the opportunities that climate change presents in areas like tourism, recreation and renewable energy production.

2.56d Climate change therefore presents both challenges and opportunities for the region to address in becoming a world class region and playing its part in tackling a world-wide issue.

DEVELOPMENT AND PATTERNS OF ECONOMIC AND SOCIAL ACTIVITY

2.57 It will take time for RPG policies to affect the underlying economic, environmental and social processes discussed in this chapter. However, individuals, companies and public and private infrastructure and service providers make locational decisions all the time - about where to live, where to invest, what services to offer and what areas to serve. Such decisions are sensitive to environmental policy (e.g. urban renaissance) and economic policy (e.g. availability of jobs and training) as well as transport policy (e.g. changes in congestion, cost of travel and public transport accessibility, traffic calming). In the longer-term, major economic, social and environmental consequences flow from the cumulative effect of these myriad locational decisions. RPG therefore focuses on patterns of activity, not just patterns of development.

2.58 Exerting a positive influence on these day to day locational decisions requires that:-

- they are explicitly taken into account in the formulation of RPG policies
- there is positive reinforcement through the complementary policies and actions of the widest possible range of other agencies - public and private

2.59 Considerable progress has been made in developing a shared sense of direction, through the partnership work of the Regional Yorkshire and Humber Assembly, ~~the Regional Chamber~~, Yorkshire Forward, the Government Office for Yorkshire and the Humber and other stakeholders. This work includes the preparation of the Regional Sustainable Development Framework (RSDF) which was published in January 2001 and the draft RSDF update for 2003-05, published in April 2003. Such an approach will need to continue in the future to implement and review RPG.

CHAPTER 3

Vision, Objectives and Strategy

Figure 3.1 Sustainable Development - Policy Links

Chapter 3 contains the following policies on Sustainable Development:-

- S1** *Applying the Sustainable Development Principles*
S2 *Regeneration Priority Areas*
S3 *Urban and Rural Renaissance*
S4 *Urban and Rural Design*
S5 *Climate Change*
S6 *Sustainable Use of Physical Resources*

Whilst the sustainable development policies are cross-cutting and relevant to all other policies, those that are most closely related are highlighted in bold below:-

- P1** *Strategic Patterns of development*
P2 Green Belts
P3 Review of Existing Commitments
E1 *Town and City Centres*
E2 *Rural employment opportunities*
E3 *Planning the overall provision of employment land*
E4 *Employment site selection and development criteria*
E5 Managing the Employment Land Portfolio
E6 Tourism
H1 Distribution of additional housing
H2 *Sequential approach to the allocation of housing land*
H3 Managing the release of housing land
H4 Housing size, Type and Affordability
H5 Making best use of existing housing stock
T1 *Land use and transport integration*
T2 *Public Transport Accessibility*
T3 *Personal Transport*
T4 Freight Transport

- T5 Strategic Demand Management
T6 Transport in Main Urban Areas
T7 Transport in Rural Areas and Market and Coalfield Towns
T8 Tourism-related transport measures
T9 Improvements to the highway network
T10 *Airports*
T11 *Transport Investment Priorities*
SOC1 *Health*
SOC2 *Education*
SOC3 *Retail and Leisure Facilities*
SOC4 *Open space, Sport and Recreation*
N1 *Biodiversity*
N2 *Historic and cultural resources*
N3 *Landscape character*
N4 *Forestry*
N5 *Agriculture and environmental support measures for sustainable land management*
R1 *Integrated Coastal Zone Management for the East Coast and Humber Estuary*
R2 *Development and flood risk*
R3 *Water Resources and Drainage*
R4 *Mineral extraction*
R5a *Waste Management Strategic Principles*
R5b *Sub Regional Targets for Municipal Waste*
R5c *Criteria for the Location of Waste Management Facilities*
R5d *Waste Related Businesses*
R5e *Residual Waste Treatment Capacity*
R5f *Density of Public Recycling Facility Provision*
R6 *Energy generation, transmission and supply*

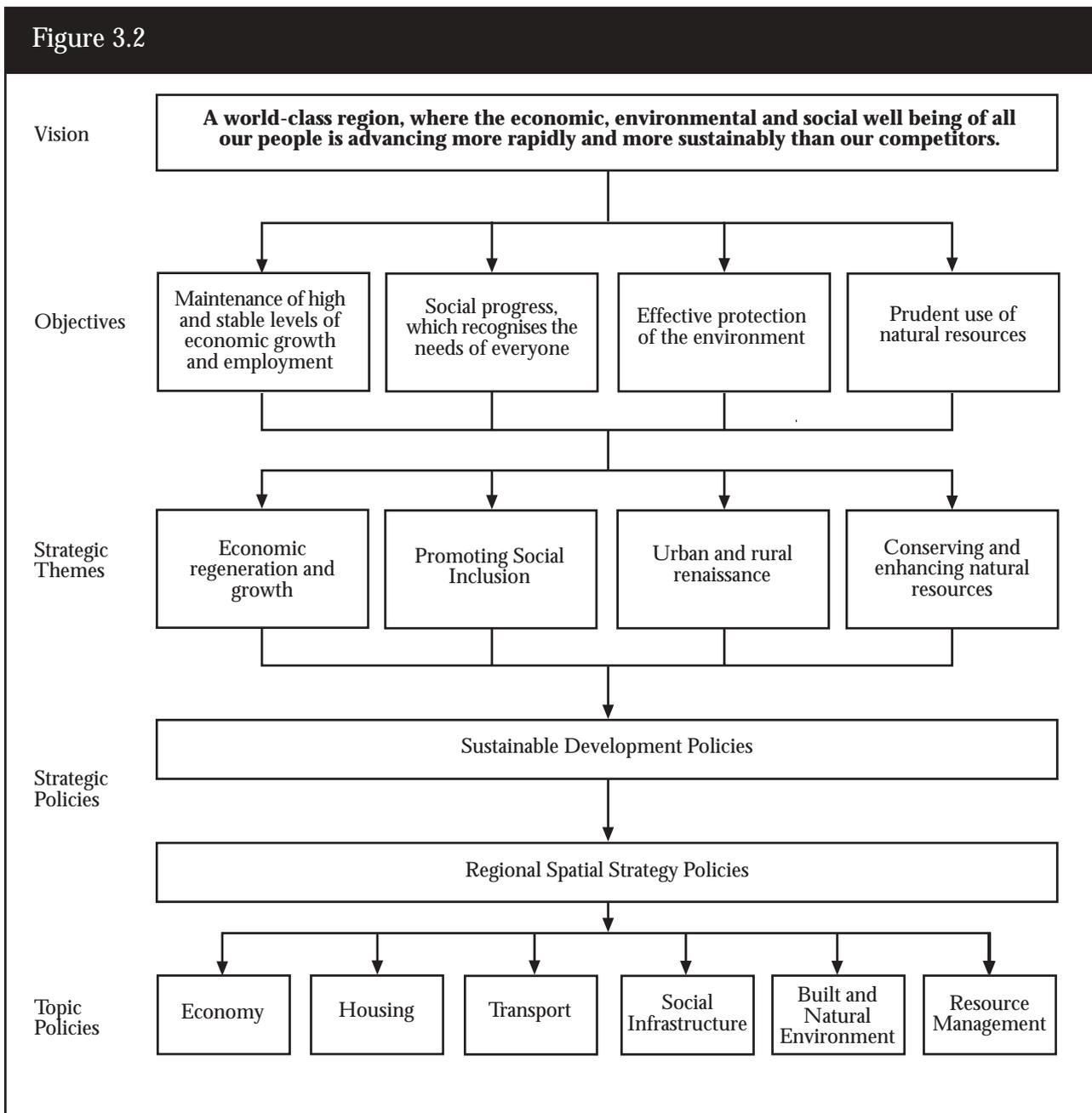
Introduction

3.1 This chapter sets out a vision for the future of the region, key objectives to aim for and strategic themes which indicate how they will be achieved. The relationship between these, and the policies that set out the more specific means of implementation contained in the rest of RPG, is illustrated in Figure 3.2.

3.2 The chapter also contains policies that

address fundamental cross-cutting issues that are central to the vision, objectives and strategic themes and whose implementation is central to the achievement of sustainable development in the region. These include the need for all major strategies, proposals and programmes in the region to be designed to achieve sustainable development objectives; to achieve socially inclusive and balanced growth by identifying priority areas for regeneration; fostering an urban and rural renaissance; and ensuring wise use of non-renewable resources. The main links

Figure 3.2



between these policies and those in other chapters are highlighted in Figure 3.1.

ADVANCING TOGETHER

3.3 Within Yorkshire and the Humber there is increasingly wide recognition of the links that exist between economic, social and environmental dimensions of regional development. The predecessor bodies of the current Yorkshire and Humber Assembly (the Regional Assembly of local authorities and the Regional Chamber) have brought together a wide range of public and private sector partners in a ~~an~~ new alliance to tackle the challenging agenda for regional regeneration and development described in Chapter 2. The shared vision for the region, set out in "Advancing Together into the Millennium" (RCYH 1998), is:- *"A world class region, where the economic, environmental and social well-being of all our people is advancing more rapidly and more sustainably than our competitors."* A review of Advancing Together will be completed in July 2003.

3.4 RPG is concerned with the physical aspects of this vision. What will Yorkshire and the Humber look like in 20 years' time? The vision for the fabric of the region, natural as well as man-made, and the pattern of human activity that it supports and contains, comprises the following:-

- Cities and towns which are economically robust, able to provide jobs for all their people, offer well-designed, attractive and safe environments for all social groups as live and work and no longer suffering large scale, selective out-migration
- Rural areas that provide an attractive, high quality and safe environment and lifestyle, different from and complementary to that of urban areas, also able to provide jobs for all their people and contributing in a distinctive way to the development of the region
- A wide range of choices of places to live, that offer opportunities for work, for using services

and enjoying leisure without having to travel great distances

- The choice of good quality public transport and walking and cycling routes for most travel needs, allowing an uncongested road system to support other requirements without costly additions or damage to local and global environments
- A restored and protected natural and manmade heritage that the present generation will be proud to pass on to its successors

3.5 This vision is consistent with the national strategy for sustainable development "A Better Quality of Life" and takes account of the extensive consultations that have been held with stakeholders during the preparation of RPG.

Key Objectives

3.6 The Regional Chamber's "Advancing Together into the Millennium" (1998) and the Regional Sustainable Development Framework (February 2001, with a draft Update, published in April 2003) provide the context for defining the key objectives for RPG. The objectives set out below are complementary to the 15 key aims in the RSDF, (and its draft Update) and focus on matters with a spatial dimension which can be significantly influenced by policies within the remit of RPG. They can be mapped on to the four central objectives of sustainable development and summarised as follows:-

MAINTENANCE OF HIGH AND STABLE LEVELS OF ECONOMIC GROWTH AND EMPLOYMENT:-

- regeneration of areas damaged by past industrial decline as well as capitalising on economic growth points

SOCIAL PROGRESS WHICH RECOGNISES THE NEEDS OF EVERYONE:-

- seeking social equity and inclusion

- protecting rural communities and recognising their particular need
- seeking wider housing opportunity and choice

EFFECTIVE PROTECTION OF THE ENVIRONMENT:-

- making full use of urban land and minimising the loss of greenfield land
- protecting and enhancing natural resources
- tackling urban traffic congestion and reducing transport related emissions
- making urban areas attractive, high quality, safe places where people chose to live
- minimising the loss of the rural landscape, maintaining and where possible enhancing its diverse character

PRUDENT USE OF NATURAL RESOURCES:-

- addressing the causes of and responding to the effects of climate change
- minimising travel needs and maximising use of energy efficient modes
- limiting pollution to what is compatible with health and biosphere capacity
- reducing energy resource consumption and encouraging use of renewable energy sources
- promoting the sustainable management of waste

Strategic Themes

3.7 The vision expressed in 'Advancing Together' provides a strategic framework and starting point for all relevant regional strategies. This, and the derived objectives for RPG (both set out above) are aspirations about end states and measures to

assess progress in getting there. To be operationally useful, a strategy needs to say something about how the aspirations will be pursued and how positive change in all areas will be achieved.

3.8 The four strategic themes set out below map onto the objectives set out in paragraph 3.6. This is the first step in extending them towards a framework for action, and has helped to guide the process of policy formulation, as described in the next seven chapters. A further key purpose is to provide a basis for responding, in future, to unexpected problems and opportunities, for which more specific policies do not exist.

3.9 These themes have been made as operationally specific as possible without detracting from their ability to remain a relevant guide in changing and unforeseeable circumstances. To give clarity and edge, it is important to articulate what is rejected as well as what is embraced, and this is the purpose of the bracketed phrases.

THEME 1:- ECONOMIC REGENERATION AND GROWTH

3.10 Supporting the adaptation of the regional economy to changing world markets and extending the benefits of successful sectors to currently excluded social groups and areas in need of regeneration by:-

- reinforcing success where this is or can be made sustainable
- supporting the adjustment of the economic base in areas of decline
- strengthening and diversifying the economic base of rural areas
- enabling or providing necessary infrastructure and transitional support.

(Rather than relying on long-term protection of declining traditional industries and re-distribution of existing sources of growth.)

THEME 2:- PROMOTING SOCIAL INCLUSION

3.11 Maximising the contribution to regional development of each part of the region and each social group by:-

- supporting the diversity and individual character of urban and rural sub-regions so as to reinforce their distinctive and complementary contributions
- providing integration between land-use, transport, social and economic policies to facilitate equality of opportunity for people and business
- supporting processes to counter social exclusion throughout the region
- fostering community participation in plan making processes.

(Rather than continuing past trends of development that have tended to increase uniformity between town and country and worsen social alienation and polarisation within and between areas.)

THEME 3:- URBAN AND RURAL RENAISSANCE

3.12 Countering dispersion of homes and businesses and fostering urban and rural renaissance by:-

- promoting earlier, greater and better-informed attention to urban design
- steering effort and resources towards making existing settlements better places to live, work and invest
- concentrating new development, revitalisation and environmental improvement so as to foster social and business links and interaction
- integrating land-use and transport planning so

that that more of people's ordinary needs for work and services like shopping, entertainment, education and healthcare are met in locations close to where they live and readily accessible by good quality public transport, cycling or walking, prioritising energy efficient modes

- minimising the impact of traffic in urban areas and sensitive rural environments
- tackling social exclusion, dereliction and decay in urban areas
- addressing the particular problems of social cohesion, isolation, and peripherality in rural areas.

(Rather than continuing past patterns of social and infrastructure investment and response to market preferences for greenfield sites.)

THEME 4:- CONSERVING AND ENHANCING NATURAL RESOURCES

3.13 Limiting the claim on non-renewable resources of land and energy and reducing the need to travel by:-

- seeking to reduce greenhouse gas emissions and address impacts of climate change
- maximising the use of previously-developed land and existing buildings for development
- protecting rural character, environmental assets, landscapes and ecology, as well as making good past damage to them
- making best use of the existing stock of buildings, upgraded where this is necessary
- ensuring that the balance of transport costs more accurately reflect environmental and economic impacts.

(Rather than seeking to predict and then provide for past rates of development and continuing trends in car use and dependency.)

Strategy for Delivering Sustainable Development

DEFINITIONS

3.14 At the heart of the concept of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for generations to come. The Brundtland Report defined sustainable development as “meeting the needs of the present generation without compromising the ability of future generations to meet their needs”. A regionally based definition extends this to emphasise the interdependent relationship of sustainability at all spatial levels: *‘development that meets the community’s need within the limits set by the planet and biosphere in a way that distributes the benefits of that development equitably at the regional, national and global level and protects the ability of future generations to meet their needs’*. The Regional Sustainable Development Framework states that *“the challenge of sustainable development is to improve the economic and social well being for everyone in the region whilst improving the environment and safeguarding natural resources”*.

3.15 Implicit in these formulations are commitments:-

- not to cause irreversible damage to the natural systems that support life
- to aim for no net loss overall in environmental assets that are valued for maintaining biodiversity and enhancing the quality of life
- to make progress towards all economic, environmental and social objectives

ACHIEVING THE VISION

3.16 The analysis of the region’s position and the underlying economic and social dynamics in Chapter 2 demonstrates that achieving the vision will not be easy: the current position is in many respects highly unsatisfactory and there are powerful economic and social processes tending

to make matters worse. ‘Business as usual’ will not do. Achieving sustainable development will require changed policies and action in different policy areas that is mutually supportive and consistently pursued over extended periods of time.

3.17 Some of these changes will take time to effect, and it is critical to seize every opportunity to make worthwhile progress and to maximise the potential for mutual reinforcement between different areas of action. This depends on applying the principles of sustainable development consistently across all policy areas.

3.18 It will be vital that decision-makers in the region take an integrated and long-term approach to ensure that progress is made in pursuit of all of the economic, social and environmental objectives set out in paragraph 3.6. A key test of the sustainable performance of the region will therefore be the degree to which ‘problems’ are turned into ‘solutions’ and business opportunities by imaginative and lateral thinking. Whilst there may remain cases where individual development decisions will require trade-offs between different objectives, applying the sustainable development process will mean that any trade-off is only considered after all relevant short and long term impacts have been assessed and every effort has been to achieve maximum benefits. If there are negative impacts, the scope for mitigation and compensation should be explored. Such decisions will need to be transparently and openly made and explained to demonstrate the application of this approach. The region’s performance against a range of economic, social and environmental indicators will be monitored and reported annually to ensure that all these are moving in the right direction and that progress is being made on all three fronts over time.

Policies

APPLYING THE SUSTAINABLE DEVELOPMENT PRINCIPLES

3.19 It is fundamental to the delivery of the regional spatial strategy that development plans and other strategies and programmes are designed to achieve the objectives set out in paragraph 3.6. Policy S1 is intended to ensure this.

Policy S1 Applying the Sustainable Development Principles

Development plans and major strategies, proposals and investment programmes of regional stakeholders should be designed to achieve sustainable development and pursue the key objectives in this RPG.

Local authorities and regional stakeholders are encouraged to carry out sustainability appraisals of their plans, strategies, proposals and programmes.

3.20 Sustainability appraisals provide a good measure of transparency and objectivity, and can be used to inform and support planning and decision-making processes. There is a range of guidance relevant to the implementation of Policy S1:-

- DETR published a Good Practice Guide on sustainability appraisal of RPG in October 2000. Much of this advice is relevant to carrying out appraisals of other strategies, proposals and programmes although the approach will need to be tailored to suit the particular circumstances.
- The Regional Sustainable Development Framework provides regionally specific advice. The principles, themes and headline indicators of the national strategy for sustainable development have been developed into 15 inter-related aims which, if jointly met will produce a more sustainable region. The RSDF

sets out a series of actions to help meet these aims and a sustainability appraisal process to ensure that all significant projects, plans and programmes are appraised and contribute towards sustainable development. The RSDF recognises that information is often incomplete and further work is needed in a number of areas to assist implementation. Progress against the key actions and 15 aims will be monitored and reported annually. A draft Update of the RSDF was published in April 2003 and it and the RSDF will be subject to a full review by 2005.

- Local authorities are expected to carry out a full environmental appraisal of their development plan and are encouraged to consider using the guidance in “Planning for Sustainable Development: Towards Better Practice” (DETR 1998) and extending appraisal so that it covers all four national sustainable development objectives (this is compatible with using the sustainability appraisal framework in RSDF).
- ~~The DTLR is currently undertaking r~~ Research of into the various techniques for the evaluation of land (including the Quality of Life Capital Approach promoted by the Countryside Agency, English Heritage, English Nature and the Environment Agency) and a consideration of the ways in which they may be improved and applied more effectively has been undertaken by the DTLR. However, at present, none of the techniques are sufficiently developed to provide local authorities with a tried and tested “toolkit” to identify and evaluate which aspects of economic, environmental and social benefit matter for people’s quality of life and how these assets might be enhanced, maintained or, where necessary, genuinely compensated for, when accommodating development and change. None of the above affects the requirement to undertake Environment Impact Assessments (EIA) for regulated developments. The impacts identified through EIA should also be monitored.

REGENERATION PRIORITY AREAS

3.21 Parts of the region are socially dynamic and economically successful, whilst other parts are in serious need of regeneration. These will need different approaches. Correcting the balance whilst fostering economic and employment growth for the region as a whole will not be achieved by preventing development in the more dynamic areas where development will be encouraged in a sustainable way. However, the regional priorities for regeneration suggest that investment, infrastructure provision and environmental improvements ought to be targeted towards certain geographical parts of the region.

3.22 Policy S2 identifies South Yorkshire and the Coalfields as the first priority in the region. The area to which this relates is defined on the key diagram and is derived from the Coalfield Taskforce Report. In accordance with Policy P1, the Dearne Valley Development Zone is identified as a regionally significant location within the coalfield area. South Yorkshire is eligible for Objective 1 funding which will provide an important means of implementing the policy in the period to 2006 although regeneration will be a long-term priority in the area. Objective 2 funding ~~will be~~ is available for some coalfield areas outside South Yorkshire. Further information about the regeneration priorities in the sub-regions is contained at the end of Chapter 4.

3.23 The second priority areas vary considerably in terms of their size and character and are dispersed throughout the region. At present the areas subject to Objective 2 funding should be treated as the second priority within the region, with the exception of those that fall within the coalfield area (which are first priority). The spatial expression of this policy will be kept under review.

3.24 It is quite possible that local regeneration initiatives will be required outside the first and second priority areas. The final part of S2 recognises this, and sets out an appropriate framework.

3.25 Regeneration initiatives should help to implement the regional spatial strategy. Policy S2 sets out geographical priorities for regeneration initiatives and the activities that these will involve will vary considerably depending on the needs, character and location of the area. Not all will involve regionally or sub-regionally significant development. However, in so far as regeneration initiatives do involve development, this should be in accordance with the locational criteria set out in Policy P1 and other relevant RPG policies. Thus S2 and P1 should be interpreted and implemented in a complementary manner.

Policy S2 Regeneration Priority Areas

The priority for regional regeneration initiatives and programmes will be:-

- *first - South Yorkshire and the Coalfields (particularly the Dearne Valley Development Zone);*
- *second - the more deprived parts of the older industrial areas and the remote rural and coastal areas.*

Within these areas it can be expected that there will be the greatest need to target funding and encourage mobile investment in order to support regeneration initiatives.

Outside these areas local planning authorities may define local regeneration zones within their development plans to focus investment on areas of greatest needs.

URBAN AND RURAL RENAISSANCE

3.26 Central to the region's sustainable development strategy is securing the renaissance of urban and rural areas, protecting and enhancing the attractive features and tackling the problem areas. The Urban and Rural White Papers set out the Government's broad approach to help achieve this.

3.27 The most disadvantaged areas in the region exhibit a range of associated economic, environmental and social problems. The character of these areas is formed by the interrelationship of these conditions. Successful regeneration requires an holistic approach dealing with all these conditions in a comprehensive and co-ordinated fashion. Typically, action will be needed to deliver high quality places to counter negative images, deal with social exclusion, environmental degradation, education and training needs, crime, and the need for community capacity building. In this regard, the contribution that culturally-based development can play in the regeneration of communities should be recognised. As stated in the Regional Cultural Strategy, culture is a broad term which covers many of the things which make life worth living. In its widest sense culture is the shared values and ways of behaving that characterise people in society, and includes (amongst others) archives, art, sport, creative industries, film, television and radio, heritage, libraries, museums and galleries, spirituality and belief and tourism. Culturally-related development can therefore be an important catalyst for change in urban and rural areas.

3.27a Local authorities and others must work in partnership to adopt an integrated approach to regeneration. In rural areas, the concept of integrated rural development has been developed, taking land as the core resource and harnessing business, agricultural, environmental and social development opportunities around it. This is being taken forward in the region through initiatives such as the Land Management Initiative of The Countryside Agency. It can also find expression through Integrated Rural Strategies in which the economic, environmental and social needs of rural communities are assessed in a holistic way. Taking an integrated approach also means looking at the interrelationships between centres of population and the areas between them so that their different roles and functions are identified, maintained and enhanced as appropriate. In many parts of the region, cities, towns and smaller settlements are having to develop new roles due to changing economic

circumstances. This makes the adoption of an integrated approach vital at a local and regional level.

3.28 Whilst some of these conditions are influenced by the planning process, some are not, but nevertheless may be of crucial significance to regeneration. Most importantly, the regeneration process should be led by or at least supported by the people most affected, the local community. This will require considerable co-operation between the public and a number of key partners from the public, private and voluntary sectors. RPG and the planning process has a key role to play in this process as set out in Policy S3.

Policy S3 Urban and Rural Renaissance

In preparing development plans and other public and private strategies and programmes, local authorities and other local and regional agencies should work together to foster renaissance of existing urban and rural settlements of all sizes, making them more attractive, healthy, high quality and safe places to live, work, shop, spend leisure time and invest.

Development plans, strategies and investment programmes should take an integrated approach to development and should include appropriate measures to promote renaissance by:-

a) Concentrating new development of all appropriate kinds within existing settlements in ways which respect their character and landscape setting.

b) Improving the quality of life they offer, including reclamation and remediation of derelict and under-used land for development, open space, recreation and amenity and high standards of design as specified in Policy S4.

c) Facilitating the provision of education and training opportunities.

- d) Seeking to ensure the provision of facilities necessary to local communities, including the retention and delivery of essential services.***
- e) Encouraging the co-ordination of resources to tackle poverty and promote social inclusion.***
- f) Ensuring that the needs of local communities for access to (on foot, bicycle or by public transport), and experience of, nature are protected and enhanced and, in particular, helping the vulnerable, disadvantaged or excluded groups to gain access to nature and wildspace.***
- g) Valuing Ensuring a greater understanding of valuing and building upon local distinctiveness and strengthening community, cultural and environmental identity.***
- h) Retaining and developing primary and secondary health care facilities in locations that are well served by public transport, whilst recognising the need for outreach facilities to be provided in areas not accessible by good public transport (as defined in policy T2)***
- i) Recognising the important contribution of culturally-based development and activities and facilitating their growth***

URBAN AND RURAL DESIGN

3.29 Fundamental to the attainment of achieving urban and rural renaissance is improving the attractiveness and safety of cities, towns and villages and, where new development takes place, the creation of high quality, sustainable places where people chose to live, work and take their leisure. Policy S4 deals with a range of design issues (including quality, community participation, crime prevention, efficient use of land, landscaping, access to greenspace, and use of local styles and materials). Relevant advice is contained in “By Design - Urban Design in the Planning System: Towards Better Practice” (DETR 2000).

Policy S4 Urban and Rural Design

The quality of life in urban and rural settlements should be raised through improvements to the environment. In preparing their development plans, local authorities should:-

- a) Encourage the creation of high quality, sustainable places through earlier, greater and better-informed attention to design in relation to all aspects of development including buildings, layout, townscape and landscape, where necessary through the preparation of Urban Design Frameworks, Village Design Statements and other design studies.***
- b) Encourage the informed and active participation of local communities in the planning of their areas, the definition of design considerations and setting design standards.***
- c) Ensure that crime prevention considerations are incorporated in the design of development.***
- d) Set minimum density standards for housing development appropriate to the area having regard to national planning policy guidance, the regional target for housing on previously-developed land and through conversions, the outcome of Urban Capacity Studies, Village Design Statements and other relevant studies.***
- e) Encourage urban regeneration, including reclamation and remediation of derelict and under-used land for development, open space, recreation and amenity, and high quality intensive housing and mixed use developments on land close to town centres and at points of good public transport accessibility.***
- f) Use trees in towns to contribute to urban renaissance by enhancing urban greenspace; providing settings for new development; and in support of targets for increased redevelopment of previously developed land.***

g) Recognise the particular importance of access to urban greenspace and to countryside at the urban fringe. Appropriate strategies should be developed between local authorities and relevant agencies to secure integrated management and enhancement of such areas and the means of access to them.

h) Identify areas where advance landscape planting, undertaken in accordance with local landscape character, will increase the attractiveness of development locations, and propose advance action to put this in place.

i) Recognise local distinctiveness in the countryside across the region by promoting local styles and features in building design and the use of materials, whilst also encouraging good quality, innovative new design which enhances the appearance of the local environment.

j) Require that sub-regional or local design guides (or supplementary elements within other designs guides/plans) address appropriate waste management provision in all development.

3.30 Achieving higher density housing development than in the past will be essential if the region's targets for previously-developed land and conversions are to be achieved (see Chapter 6). This must be in the context of earlier, greater and better-informed attention to urban design throughout the planning and development process. Whilst it is not appropriate to set density targets in RPG, local planning authorities should do so in development plans.

3.30a High quality design will recognise local distinctiveness. To ensure that this is the case, local authorities might wish to work in partnership with others to produce local design guides, such as those drawn up for the Yorkshire Dales National Park and Sheffield. Such design guides need to be concerned with all types of development, recognising the importance of historic buildings and landscapes as well as ways

in which more modern, innovative designs can contribute to the quality of the local environment. Policy N3 sets out how landscape character assessments can help to protect and enhance local distinctiveness in a rural and urban fringe setting. Local authorities might wish to consider how they can develop such assessments for urban landscapes.

3.31 In 1999/2000 the region had the highest burglary rate from dwellings in the UK. Good design, such as that in accordance with the "Secured by Design" scheme, helps to reduce burglary and other crime such as vandalism and personal attacks in public places. Crime prevention is capable of being a material consideration when planning applications are being considered. As with other material considerations the weight that is given to it will depend on the individual circumstances of the proposal. Local planning authorities may refuse planning applications when, on the advice of the police, they have significant concerns about the implications of a proposal on community safety. This approach is consistent with the statutory requirements of Section 17 of the Crime and Disorder Act 1998. This requires local authorities, amongst others, to exercise all their various functions with due regard to crime and disorder reduction. Local authorities should also make a significant contribution to the overall corporate strategy to reduce crime and disorder in their area as required under Best Value.

WISE USE OF NON-RENEWABLE RESOURCES

~~3.32 Energy use is fundamental to society, but current patterns are not sustainable. The energy and land demands of past standards of building construction and patterns of activity and development do not represent a wise use of non-renewable resources. Greenhouse gas emissions (particularly CO₂), primarily from energy use (roughly equally divided between domestic, industrial and transport use), are causing climate change with potentially devastating consequences globally. The Government has agreed targets for~~

the reduction of greenhouse gas emissions within the UK. The Government is working towards a target of renewable energy providing 10% of UK electricity supplies as soon as possible and hopes to achieve this by 2010 subject to the cost to consumers being acceptable. The regional spatial strategy should assist in this by encouraging more efficient use of land and reducing the need to travel, particularly by car. Policy S5 sets out the region's strategic energy targets and the approach to energy efficiency which are based on national policy and consistent with the Regional Sustainable Development Framework. The RSDf acknowledges that further work is needed on developing specific renewable energy targets for the region and that this is a priority area which is being addressed as part of the rolling forward of the RSDf. This in turn will inform a future review of RPG. More detailed issues associated with energy are addressed by Policy R6 in Chapter 10.

Policy S5

Wise use of non-renewable resources

Local authorities should:-

a) Include policies and proposals in their development plans to assist the achievement of the UK's legally binding target to reduce greenhouse gas emissions by 12.5% below 1990 levels over the period 2008-2012 and move towards the domestic goal of a 20% cut in carbon dioxide emissions below 1990 levels by 2010, and to achieve at least 10% of energy generation from renewable resources by the same date by applying the policies in Policy R6.

b) Minimise resource demands from development, redevelopment and improvement by:-

i) examining and fully exploiting the scope for repairing, maintaining and enhancing existing buildings with the potential for a continuing role in meeting needs and preferences before considering allocating land for new development;

ii) encouraging new buildings and improvements to existing buildings to be built to lifetime standards, making best use of energy efficient and ecologically benign materials;*

iii) promoting energy efficient best practice measures in the design, layout and orientation of all building types to maximise passive solar gain, and by providing for design guides to foster and support such action;

iv) encouraging the maximum use of opportunities for energy efficient measures in all new buildings and the application of energy efficiency measures in existing buildings where cost effective and appropriate to do so.

*e) Minimise the resource demands of transport by integrating land use and transport so as to reduce the need and demand to travel, and to encourage shift of personal and freight traffic to more resource efficient modes. [*assessment of impacts on the environment should take account of total use of resources in construction and use over the whole of the anticipated life of the building]*

CLIMATE CHANGE

3.32 Greenhouse gas emissions (particularly CO₂), primarily from energy use (roughly equally divided between domestic, industrial and transport use), are causing climate change with potentially devastating consequences globally. The UK Government has therefore agreed to a legally binding target to reduce greenhouse gas emissions by 12.5% below 1990 levels over the period 2008 - 2012 and move towards the domestic goal of a 20% cut in carbon dioxide emissions below 1990 levels by 2010 (and a 60% cut by 2050).

3.32a The Climate Change Impacts Scoping Study for Yorkshire and the Humber provides climate data for the region and establishes climatic scenarios for the 2020s, 2050s and 2080s. The report shows that the region's climate will

become 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. Although the scale of these impacts will vary in different parts of the region, they will lead to the following:-

- increased erosion rates and tidal flooding on the east coast;
- increased flood risk to low-lying land surrounding the Humber;
- potential loss of internationally important inter-tidal habitats in the Humber estuary;
- loss of montane heathland and peat bog habitats in the Pennines and North York Moors;
- increased winter flood risk within river floodplains;
- increased pressure on all urban drainage systems from extreme events;
- increased summer drought pressures on underground water supplies in the east and south of the region, such as the Sherwood Sandstone Aquifer.

3.32b It is likely that these impacts will have varying effects on different social, economic and environmental activities. The challenge to local authorities and others is therefore to take a “twin-track” approach to climate change, by reducing emissions and adapting to the impacts that will take place, and to plan for future development accordingly. In view of the need to establish more information on the causes and effects of climate change throughout the region, the Yorkshire and Humber Assembly will seek to secure improved mapping of the potential impacts of climate change and other guidance both to help local authorities plan for climate change in their area and to inform the forthcoming development of a Regional Spatial Strategy. Policy S5 addresses the prevention and adaptation to the effects of climate change, and the Regional Sustainable Development Framework (RSDF) sets out a series of actions to help meet these aims. Policies N1, R1, R2 and R3 address relevant biodiversity, coastal, flood and water resources issues.

Policy S5 **Climate Change**

Local and regional authorities and agencies and others should:

a) Include policies and proposals in their development plans, local transport plans, strategies and investment programmes to help reduce greenhouse gas emissions by 12.5% below 1990 levels over the period 2008-2012 and move towards the domestic goal of a 20% cut in carbon dioxide emissions below 1990 levels by 2010 and a 30% cut in carbon dioxide emissions below 1990 levels by 2020.

b) Take into account the land use implications of the predicted impacts of climate change on their area and plan for both the successful adaptation to the resulting effects and maximisation of potential opportunities in land use terms.

SUSTAINABLE USE OF PHYSICAL RESOURCES

3.32c Energy use is fundamental to society, but current patterns are not sustainable. The energy and land demands of past development standards and patterns have not amounted to a wise use of resources. The Government has agreed targets for the reduction of greenhouse gas emissions within the UK and RPG should address this by encouraging more efficient use of land, reducing waste and the need to travel, particularly by car.

3.32d The Government is also working towards a target of renewable energy providing 10% of UK electricity supplies by 2010. RPG needs to provide the development framework necessary to meet the region’s renewable energy targets and its approach to energy efficiency, consistent with both the Government’s policy and the Regional Sustainable Development Framework. Policy S6 sets out these targets, and Policy R6 addresses more detailed issues in Chapter 10.

Policy S6
Sustainable use of physical resources

Local and regional authorities and agencies and others should:-

a) Minimise resource demands from development, redevelopment and improvement by:-

i) examining and fully exploiting the scope for repairing, maintaining and enhancing existing development with the potential for a continuing role in meeting needs and preferences before considering allocating land for new development;

ii) encouraging new development and infrastructure to be built to lifetime standards*, making best use of energy efficient and ecologically benign materials (noting that the assessment of impacts on the environment should take account of total use of resources in construction and use over the whole of the anticipated life of the development);

iii) utilising energy efficient best practice measures in the design, layout and orientation of all development types to maximise passive solar gain, and by providing for design guides to foster and support such action;

iv) maximising the use of opportunities for energy efficient measures in all new development and the application of energy efficiency measures in existing buildings;

v) promoting the maximum use of opportunities for sustainable water use measures in all new development and the application of such measures in existing buildings;

b) Minimise the resource demands of transport by integrating land-use and transport so as to reduce the need and demand for travel, and facilitate a shift of personal and freight traffic to more resource efficient modes;

c) Facilitate sustainable waste management by

including policies in their development plans which require that all developers make appropriate provision in their proposed developments to facilitate effective management of waste. This should include: facilities to separate and store different types of waste at source; kerb-side collection; and accessible centralised facilities for the public to deposit waste for recycling or recovery (bring systems);

d) promote sustainable construction and demolition by:-

i) requiring that all new development should be designed and planned so as to minimise the production of waste. Development plans should require development proposals to minimise the use of raw materials and minimise, reuse and recycle waste generated during construction and demolition;

ii) ensuring there is adequate provision of sites and facilities for the recovery of construction and demolition waste. Before granting planning permission for major development involving demolition or the production of waste materials, authorities should require information on the proposed method of dealing with waste so as to minimise its production and maximise re-use and recycling;

e) Include policies and proposals in development plans to achieve a regional generation target of at least 9.4% of energy consumption from renewable resources by 2010 and 22.5% by 2020 by applying the policies in Policy R6.

[*assessment of impacts on the environment should take account of total use of resources in construction and use over the whole of the anticipated life of the building]

Responsibilities for Implementation

3.33 The principle roles and responsibilities for overseeing the implementation of Policies S1-~~S5~~ S6 are summarised in Table 3.1.

Indicators and Targets

3.34 Table 3.2 sets out output indicators relating to Policies S1-~~S5~~ S6.

Table 3.1 Implementation of Sustainable Development Policies

<i>Policy</i>	<i>Mechanisms</i>	<i>Lead Roles</i>	<i>Support Roles</i>
Applying sustainable development principles (S1)	Sustainability appraisals of development plans, strategies, proposals and investment programmes	Local authorities Executive Agencies Developers	Other partners in the development process Y&HA and RSDF partners
Regeneration priority areas (S2)	Single Programming Documents for Objective 1,2 and 3 Development Plans Public Investment Programmes (such as HIPs, LTPs and SRB) Utility and infrastructure provision	GOYH Yorkshire Forward Local Authorities DEFRA	Other public agencies Utility and infrastructure providers
Urban and rural renaissance (S3)	As S2 ERDP LEADER+	As S2	As S2
Urban and rural design (S4)	Development Plans Supplementary Planning Guidance Urban Design Frameworks Village Design Statements	Local Authorities	Developers Police Architectural Liaison Officer
Wise use of non-renewable resources (S5)	Development Plans Supplementary Planning Guidance Public Investment Programme	Local Authorities	Developers
<u>Climate Change (S5)</u>	<u>Development Plans, Local Transport Plans, Strategies and Investment Programmes</u>	<u>Local Authorities Environment Agency Yorkshire Forward</u>	<u>Developers Y&HA and partners</u>
<u>Sustainable Use of Physical Resources (S6)</u>	<u>Development Plans, Local Transport Plans, Strategies, Proposals and Investment Programmes</u>	<u>Local Authorities Yorkshire Forward</u>	<u>Developers Countryside Agency Y&HA and partners</u>

Table 3.2 Output Indicators and Targets for Sustainable Development Policies

<i>Policy</i>	<i>Indicator</i>	<i>Target</i>
Applying sustainable development principles (S1)	Number of sustainability appraisals carried out of dev plans reviews, regional stakeholder strategies, major proposals.	100% of development plan reviews to be accompanied by a sustainability appraisal.
	Compatibility of development plans and other major strategies and programmes with RPG objectives	Improve compatibility.
Regeneration priority areas (S2)	Regeneration initiatives/expenditure in the regeneration priority areas.	
	Amount of mobile investment/development in the regeneration priority areas and % of regional total.	
Urban and rural renaissance (S3)	Vacant land and properties and derelict land.	
	Access to services in rural areas.	
	Quality of surroundings.	
Urban and rural design (S4)	Number of urban design frameworks, village design statements and design guides produced. % of development plans containing minimum density standards.	
Wise use of non-renewable resources (S5)	Emission of greenhouse gases.	Reduce by 12.5% below 1990 levels over the period 2008-12.
	Carbon dioxide emissions by end-user.	Reduce by 20% below 1990 levels by 2010.
	Energy generated from renewable sources.	At least 10% by 2010.
	Thermal efficiency of the housing stock.	
Climate Change (S5)	<u>Emission of greenhouse gases.</u>	<u>Reduce by 12.5% below 1990 levels over the period 2008-12</u>
	<u>Carbon dioxide emissions by end-user.</u>	<u>Reduce by 20% below 1990 levels by 2010 and by 30% below 1990 levels by 2020</u>
Sustainable Use of Physical Resources (S6)	<u>Thermal and water efficiency of the housing stock.</u>	
	<u>Resource demand efficiency of transportation.</u>	
	<u>Effective waste management.</u>	
	<u>Resource supply efficiency in construction and demolition.</u>	
	<u>Energy generated from renewable sources.</u>	<u>At least 9.4% of regional energy consumption by 2010 and 22.5% by 2020</u>

CHAPTER 4

Regional Spatial Strategy

Figure 4.1 Regional Spatial Strategy - Policy Links

Chapter 4 contains the following policies on Regional Spatial Strategy: -

- P1** *Strategic Patterns of development*
P2 *Green Belts*
P3 *Review of Existing Commitments*

Policies in other chapters that most closely relate to Regional Spatial Strategy policies are highlighted in bold below: -

- S1 Applying the Sustainable Development Principles
S2 *Regeneration Priority Areas*
S3 *Urban and Rural Renaissance*
S4 *Urban and Rural Design*
S5 *Climate Change*
 S6 Sustainable Use of Physical Resources
E1 *Town and City Centres*
E2 *Rural employment opportunities*
E3 *Planning the overall provision of employment land*
E4 *Employment site selection and development criteria*
 E5 Managing the Employment Land Portfolio
 E6 Tourism
 H1 Distribution of additional housing
H2 *Sequential approach to the allocation of housing land*
 H3 Managing the release of housing land
 H4 Housing size, Type and Affordability
 H5 Making best use of existing housing Stock
T1 *Land use and transport integration*
T2 *Public Transport Accessibility*
T3 *Personal Transport*

- T4 Freight Transport
 T5 Strategic Demand Management
T6 *Transport in Main Urban Areas*
T7 *Transport in Rural Areas and Market and Coalfield Towns*
 T8 Tourism-related transport measures
 T9 Improvements to the highway network
 T10 Airports
T11 *Transport Investment Priorities*
 SOC1 Health
 SOC2 Education
SOC3 *Retail and Leisure Facilities*
 SOC4 Open space, Sport and Recreation
 N1 Biodiversity
 N2 Historic and cultural resources
 N3 Landscape character
 N4 Forestry
 N5 Agriculture and environmental support measures for sustainable land management
 R1 Integrated Coastal Zone Management for the East Coast and Humber Estuary
R2 *Development and flood risk*
 R3 Water Resources and Drainage
 R4 Mineral extraction
 R5a Waste Management Strategic Principles
 R5b Sub Regional Targets for Municipal Waste
 R5c Criteria for the Location of Waste Management Facilities
 R5d Waste Related Businesses
 R5e Residual Waste Treatment Capacity
 R5f Density of Public Recycling Facility Provision
R6 *Energy generation, transmission and supply*

Introduction

4.1 This chapter sets out the regional spatial strategy which is illustrated on the Key Diagram at the end of this document. In addition to containing policies of strategic importance it includes commentaries describing the spatial strategy and the main policy implications for the sub-regions of North, South and West Yorkshire and the Humber.

Policies

POLICY APPROACH

4.2 It is crucial to the future of the region as a whole that the distinctive and complementary characters and roles of rural and urban areas are supported and reinforced. The policies adopted towards development and transport throughout this RPG are designed to provide a sympathetic context for urban and rural renaissance - economic, social and environmental - in accordance with the Urban and Rural White Papers. This chapter sets out policies to focus development on the region's existing main cities and towns and, in rural areas, on market and coalfield towns. To achieve these strategic patterns of development in the region requires consideration of Green Belt and existing development plan allocations. These matters are therefore addressed by specific policies in this chapter. The main links between these policies and policies in other chapters are indicated on Figure 4.1.

STRATEGIC PATTERNS OF DEVELOPMENT

4.3 The core component of the regional spatial strategy is that development should be located so as to secure urban and rural renaissance and to minimise both the need to travel and the development of greenfield sites. Policy P1 sets out the locational principles to achieve this. Policy T1 in Chapter 7 provides additional locational criteria

to ensure land use and transport integration, whilst Policies E4 and H2 provide additional criteria specific to economic development and housing. The need for an integrated approach to development, particularly in rural areas, has been highlighted in Chapter 3 and P1 encourages local authorities to develop a clear vision for their rural areas. This work will be further facilitated by the Yorkshire and Humber Assembly as part of the new Regional Spatial Strategy which is to be prepared in draft by the end of 2004 and which will replace RPG.

Policy P1 Strategic patterns of development

Locational principles

a) Policies should be developed which minimise the need for greenfield development and the need to travel. Land use and transport policies should be integrated and development located where it is accessible to a range of transport modes.

Development plans and, where appropriate, local transport plans, should include policies and proposals which support the delivery of urban renaissance, regeneration and the concentration of development.

b) Wherever possible development should be located within urban areas. Development plans should adopt a sequential approach to meeting development needs which should start with the re-use of suitable previously developed land and buildings within urban areas.

c) Where suitable sites to meet the range of identified needs cannot be accommodated within urban areas, consideration should be given in development plans to integrating provision of transport, housing and industry within urban extension sites accessible by good public transport, and then if necessary around nodes in good quality 'public transport corridors' radiating from within main urban areas.

d) Where such public transport corridors cross local authority boundaries, detailed proposals should be worked out in crossboundary 'corridor studies', for which key criteria will include:-

i) potential or committed development sites compatible with other RPG policies;

ii) spare public transport capacity, especially rail, or the potential to develop new facilities and services;

iii) scope for re-balancing resultant demand for road capacity so as to permit additional development without compromising the functions of national and regional strategic routes.

e) Measures to secure the economic base and sustainable development of rural and coastal areas should be included in development plans, whilst ensuring that development respects the built and natural environment, and maintains local distinctiveness and diversity in accordance with Policies S4, N1, N2 and N3. In implementing the regional spatial strategy through their development plans, local authorities should develop a clear vision for the integrated development of their rural and coastal areas, recognise the different roles and functions of their settlements, the areas in between them and the links to larger urban centres and:-

i) ensure that market and coalfield towns are the main focus for developing local services, and employment and sustainable transport in the rural, coastal and coalfield areas whilst supporting appropriate smallscale developments to maintain the viability and vitality of other rural settlements;

ii) support proposals for development of the local economy of coastal towns in a sustainable manner, with particular regard to the needs changing nature of tourism, relating to the needs of and the need to secure a diverse economic base to support

iii) provide for small scale housing growth in and around smaller towns and villages where this is of a type which will contribute to meeting local needs (including the provision of sufficient affordable housing, especially in pressure areas), supporting local services and does will not lead to increased long distance commuting;

iv) recognise the important role played, and pressures faced, by the agricultural industry, and set out policies for accommodating the needs of farming and for supporting sustainable farm diversification schemes in line with policy E2.

Regionally significant locations

In applying the locational principles set out above, development plans, local transport plans and other strategies and programmes should, where relevant, also reflect the following principles:

f) Developments related to meeting employment needs, the regeneration of existing settlements, and improved public transport accessibility will be promoted in the Dearne Valley Development Zone.

g) Port and related activities, together with targeted infrastructure investment, will be promoted in and around the ports at Immingham, Hull, Grimsby and Goole (the Humber Trade Zone).

h) The potential for the West Yorkshire/Barnsley area to accommodate plan-led growth should be examined as an integral part of the next review of RPG the preparation of a draft Regional Spatial Strategy (RSS) to replace RPG.

4.4 In Policy P1, and elsewhere in RPG (see for example Policies E1, E2, E4, H2, T~~5~~6, T~~6~~7 and SOC3) a distinction is drawn for policy reasons between urban and rural areas and different types of settlement.

Main Urban Areas

4.5 i.e. land within the main cities and towns in the region as shown on the key diagram and listed in the sub-regional commentaries at the end of this chapter.

Smaller Urban and Rural and Coastal areas

4.6 i.e. all land outside the main cities and towns including countryside, coastal and coalfield areas. It includes numerous settlements of various sizes and functions which can be subdivided into: -

- Market and coalfield towns
- Other rural settlements i.e. smaller towns and villages

4.7 Due to the diversity that exists in the region it is not appropriate for RPG to seek to provide a definitive categorisation of all settlements. The main urban areas are central to the spatial strategy and are of at least sub-regional/regional significance. They are therefore defined in RPG.

4.8 Examples of settlements falling within the market and coalfield town category are given in the sub-regional commentaries below and shown on the key diagram but local planning authorities should consider this further and provide a definitive categorisation in development plans. They will include a wide variety of towns in terms of size, history, function and character. In deciding which settlements should be categorised as market and coalfield towns, the emphasis should be on locations which support sustainable development objectives, provide a good range of local services, and which are the most accessible in the area by a range of transport modes. ~~Yorkshire Forward and the Countryside Agency's market towns initiative is a relevant consideration.~~ It is important that towns are not viewed in isolation. Local authorities should take an integrated approach to rural development and this

could result in clusters of settlements being identified as meeting sustainable development objectives where one town in isolation would not. The Market Towns Initiative funded by Yorkshire Forward and The Countryside Agency and Yorkshire Forward's Renaissance Market Towns programme further encourage such an integrated approach to develop and (seek to maximise) the opportunities afforded by a town's particular function and its relationship with its hinterland and other settlements.

4.9 Policy P1 describes the strategic pattern of development that should take place in the region. Local planning authorities should seek to identify all opportunities for development within urban areas, starting with previously-developed land which is suitable for development (i.e. does not need to be protected for reasons such as biodiversity, amenity, recreational or landscape/townscape value or to avoid flood risk). If sufficient land cannot be identified within the urban areas, well-planned extensions to them should be considered next.

4.10 It is only if sustainable forms of development cannot be found in the above manner that the third option need be considered i.e. at nodes along public transport corridors. Such corridors could vary considerably according to local circumstances, but the common characteristics would be:-

- a corridor would run from within a main urban area
- its spine would be a public transport route with spare capacity or the potential to develop new services and facilities, particularly rail-based, which study shows will attract a significant proportion of the trips generated
- potential or already allocated sites at accessible nodes, as defined in Policy T2, where development could be accommodated without generating local traffic congestion, leading to ribbon development, sacrificing high quality landscape or undermining the fundamental objectives of the Green Belt

4.11 Such corridor studies have the potential for reducing the travel demands that would arise from a less integrated approach, and allow more of these demands to be met by public transport. They may well cross boundaries of strategic planning areas, and where this is the case should be the subject of joint studies. Guidance relevant to such studies can be found in Chapter 3 section 2 of "Planning for Sustainable Development: Towards Better Practice" (DETR 1998).

4.12 Policy P1 recognises that, although most development should be focussed on the main urban areas, there will also be a need for development in smaller towns and rural areas to maintain their viability and vitality. As with the main urban areas, opportunities should be identified in market and coalfield towns, but also in smaller settlements where appropriate in the context of Policy P1.

4.13 The final part of Policy P1 supplements the general approach to defining strategic patterns of development in urban and rural areas by identifying three regionally significant locations: Dearne Valley Development Zone; Humber Trade Zone; and West Yorkshire/Barnsley area. Details of the implications for these locations are included in the sub-regional sections at the end of this chapter.

GREEN BELTS

4.14 The general extent of the Green Belts in the region is shown on the Key Diagram. In general the Green Belts in the region have helped to achieve the aims set out in paragraph 15 of PPG2, although in themselves they have not been fully able to prevent the dispersion of development and activity described in Chapter 2.

Policy P2 Green Belts

a) The Green Belts in North, South and West Yorkshire have a valuable role in supporting urban renaissance and concentration, as well as

conserving countryside, and their general extent should not be changed.

b) More localised review of Green Belt boundaries may be necessary in some places through development plan reviews, but only if justified by exceptional local circumstances. Any such review should clearly demonstrate, having regard to the regional spatial strategy and other relevant RPG policies that release of land:-

i) is necessary to meet the wider principles of sustainable development in comparison with other available options;

ii) is justified by reference to the capacity of the existing urban area, and the need to enable development to proceed to achieve economic regeneration or to maintain a buoyant economy or to meet housing requirements;

iii) does not materially harm the fundamental aim of national Green Belt policy in the area concerned.

c) Localised reviews should also consider whether exceptional circumstances exist to include additional land as Green Belt.

4.15 The implementation of the regional spatial strategy should not require any change to the general extent of Green Belt for the foreseeable future. However there may be a more specific and localised need to reconsider the extent of Green Belt to meet identifiable development needs for which urban locations are not available and for which alternative sites would be significantly less sustainable. In accordance with Policy P1, any such changes ought to be considered first on the edge of the urban areas and should only be proposed in development plan reviews following the completion of urban capacity studies and consideration of strategic options, where appropriate in consultation with adjoining local planning authorities. Any proposal to alter an established Green Belt boundary should be

related to a longer-term timescale than other aspects of the development plan. Therefore, if land is to be taken out of the Green Belt to meet identifiable development needs, consideration should also be given to designating safeguarded land related to it in accordance with the advice in Annex B of PPG2. Other than in such circumstances, it will not be appropriate to change established Green Belt boundaries in order to provide safeguarded land - to do so would undermine the long term strategy for urban renaissance and would not comply with the criteria set out in Policy P2. Existing safeguarded land should be reviewed in the context of Policy P3. Further commentary on Green Belt is contained in the sub-regional sections at the end of this chapter.

REVIEW OF EXISTING COMMITMENTS

4.16 A significant issue in the region is the large stock of existing permissions and allocations, particularly for housing and economic development. If this is not addressed, the ability to plan, monitor and manage and achieve the regional spatial strategy will be undermined. Policy P3 is therefore of strategic importance.

4.17 In the case of employment land, reviews should be informed by the regional employment land survey (see Chapter 5). Development plan policies relating to all land that is retained for employment use following such a review should make it clear that retail and leisure uses are not appropriate.

4.18 In the case of housing land it is vital to the attainment of the spatial strategy that sites outside urban areas are reviewed as a matter of urgency and that in the meantime planning applications are determined in the context of the advice in PPG3 paragraph 38 and Policies H2 and H3.

4.19 Existing road schemes in development plans, many of which have a long history, should be reviewed to ensure that they are consistent with the spatial strategy which is based on minimising the need to travel and maximising the use of alternative modes to the car. Schemes

which are not consistent should be excluded from development plans.

Policy P3

Review of Existing Commitments

a) Where land in urban areas is allocated in a development plan for a purpose for which there has been no interest in the past or likely to be forthcoming, alternative proposals should be brought forward in development plans and encouraged from the private sector. Publicly owned land in such cases should be used as a lever to promote good quality development.

Employment Land

b) Land currently allocated for employment but no longer required for this purpose should be de-allocated or re-allocated through the development plan process to other appropriate purposes, including amenity/natural greenspace or housing. In some cases reclamation using public financial support may still be necessary to allow alternative uses to be accommodated.

c) In making this assessment, local authorities should compare projected employment land requirements with the scale of existing allocations to determine the extent of overprovision.

d) Factors to be taken into account in judging the continuing suitability of sites for employment use include:-

i) RPG strategic objectives and the criteria in Policy E4;

ii) the cost of site preparation;

iii) accessibility of the site by public transport and to the strategic transport network compatibility of neighbouring uses;

iv) proximity of the site to a choice of housing and related community facilities.

Housing Commitments

e) Outstanding housing allocations and unimplemented permissions outside of settlements, and, subject to Policy P2, safeguarded land on the inner boundaries of the Green Belt, should be reviewed as a matter of urgency through development plans, following the sequential approach set out in Policy H2a) to permit their substitution by sites with substantially better sustainability characteristics. Where there is an over-allocation of land in relation to housing provision figures in Policy H1, substitute housing allocations will not need to be provided.

Road Schemes

f) In preparing development plans and local transport plans local authorities should undertake a comprehensive review of all road proposals to ensure that:-

i) they conform with the strategy to minimise the need to travel and maximise the use of alternative modes to the car;

ii) reflect regional priorities and meet clearly expressed economic and environmental objectives which accord with the regional strategy.

Implications of the Spatial Strategy for the Sub-Regions

4.20 The following paragraphs outline how the regional spatial strategy relates to the four subregions and in particular what the implications are of the strategic policies relating to economic development, housing, transport and other topics where there are significant implications for spatial change at the regional or sub-regional level.

North Yorkshire Sub-region

STRATEGIC PATTERNS OF DEVELOPMENT

4.21 The main urban areas of Harrogate, Scarborough and York should, in accordance with Policies P1, E4 and H2, be the focus for economic and housing development in the sub-region. York is of regional significance and development should be accommodated to build on the success of its economy in a sustainable way which respects its historic character. Application of the sequential approach should mean that there will be no need for authorities in the sub-region to undertake corridor studies.

4.22 There are several market towns in the subregion including Malton, Northallerton, Richmond, Ripon, Selby, Settle, Skipton and Whitby which, along with other towns identified through the development plan process as described in paragraph 4.8, should be the focus for economic and housing development of a scale and type appropriate to rural areas in accordance with Policies P1, E2 and H2 to enhance their role as service/employment centres. The potential for mixed use conversions of existing buildings in these settlements should be exploited.

4.23 Catterick Garrison in Richmondshire is the largest garrison town in the north of the country. Whether it should be included in the market town category, and its potential for growth, are matters to be determined through the structure and local plan process in accordance with relevant policies in RPG and the overall spatial strategy.

REGENERATION PRIORITY AREAS

4.24 Part of Selby District falls within the coalfield area which is first priority for regeneration in the region (Policy S2) although it is not eligible for Objective 1 funding. The closure of the Selby coalfield ~~coalfield may close down during the RPG period, in which case means that~~ the future uses of the surface sites,

which are in rural locations, ~~would~~ will need to be carefully considered in accordance with sustainable development principles, including the locational criteria in Policy P1 and E4. The Selby Coalfield Task Force was set up by Yorkshire Forward to examine responses to the economic or social impacts of the closure. Its report was submitted to the DTI in December 2002. The recommendations will be considered during the preparation of a new Regional Spatial Strategy.

4.25 The sub-region contains fairly extensive remote rural and coastal areas which fall into the second priority for regeneration (S2). Those currently eligible for Objective 2 funding are shown on the Key Diagram. Development plans for these, and other rural parts of the sub-region, will need in particular to promote regeneration.

RURAL AND COASTAL ISSUES

4.26 North Yorkshire is the most rural part of the region and contains extensive areas of high quality landscape, including the Yorkshire Dales and North York Moors National Parks and Nidderdale and Howardian Hills AONBs, parts of the Forest of Bowland AONB, and coastline. The important inter-relationships between agriculture, estate management, wildlife, tourism and recreation need to be addressed in development plans in the subregion and the value of the high quality of the environment to the economy should be recognised. Policies on rural employment (E2), tourism (E6), agriculture (N5), and the coast (R1) will be of particular significance.

4.27 The need to continue the restructuring of the coastal economy is essential, in particular to address acute social and economic problems within the resort towns such as Filey, Scarborough and Whitby. Aside from accommodating tourist pressure in a diverse and sensitive environment, there is a need for new employment development. An integrated approach to the management of the coastal zone should be adopted, in line with Policy R1.

GREEN BELT

4.28 There are two Green Belts in the sub-region: that around York, and that to the east and south of Harrogate and along the western side of Selby district which form an integral part of the Green Belt around the West Yorkshire conurbation.

4.29 The general extent of the York Green Belt was approved in 1980 and the detailed boundaries are yet to be finalised. In so doing account should be taken of Policy P2 and of the need to ensure that it will not need to be amended again at the end of the plan period.

4.30 It is unlikely that there will be any need to alter the Green Belt in Harrogate or in Selby (once it is established in the district-wide local plan) in order to implement the regional spatial strategy.

EMPLOYMENT LAND

4.31 In 1999 there was around 30 years supply of undeveloped employment land in the North Yorkshire sub-region based on past rates of development, 80% of which was greenfield. It is important therefore that all existing allocations are reviewed in accordance with Policy P3.

4.32 The majority of employment land in the region should be to meet sub-regional and local development needs (E3d). This should be focussed on the main urban areas and market and coastal towns in accordance with Policies P1 and E4, with particular emphasis on unlocking the potential of appropriate sites within the regeneration priority areas.

4.33 The distribution of the regionally significant employment sites in the region will not be finalised until after the completion of the regional employment land survey, but it is likely that one premium site will be required in the sub-region. This should be well located in relation to the City of York in accordance with the criteria set out in Policy E4. Such a site could be suitable for

a science and technology park (Policy E4b) (ii), capitalising on relations with York University and in accordance with the “centres of excellence” concept. In bringing this proposal forward full consideration should be given to complementary measures to ensure that employment opportunities and the economic benefits will be accessible to areas in need of regeneration.

HOUSING

4.34 The annual rate of housing provision in the North Yorkshire sub-region should be around 2,500 in accordance with Policy H1. This represents a reduction compared to the past. However, initial estimates of urban potential done at a regional level suggest that there may not be sufficient capacity within existing settlements to accommodate this level of housing in the longer term. Local urban capacity studies should examine this further and it is particularly important that local planning authorities apply Policies H2 and H3 to ensure that greenfield sites are not released unnecessarily and that additional provision is focussed on the urban areas.

4.35 The provisional target for the provision of dwellings on previously developed land and through conversions in the North Yorkshire sub-region is 53% (see Table H1 in Chapter 6). This is below the regional average due to the limited availability of suitably located previously developed sites. It will need to be reviewed in the context of local urban capacity studies.

4.36 The sub-region contains a number of high demand areas, including Harrogate and York and the more accessible parts of Selby, Ryedale and the National Parks (where the demand for second homes is a particular issue). In these areas localised shortages of affordable housing is a particularly significant issue and local authorities should consider whether affordable homes should be sought on sites down to 15 dwellings/0.5 ha in accordance with Policy H4. In settlements of 3000 or less no thresholds apply and local authorities can seek a proportion of affordable housing even on the smallest sites.

TRANSPORT

4.37 The focus of development in the three main urban areas of Harrogate, York and Scarborough needs to be matched by appropriate transport strategies in development plans and local transport plans for these areas. Existing local transport plans for all three areas have recognised the importance of focussing on measures which improve facilities for walking, cycling and public transport, including park and ride. These strategies need to be progressed in line with Policies T~~2~~³, T~~5~~⁶ and T~~7~~⁸ in order to maintain the high quality of the environment in these urban areas, and to tackle problems of congestion and air quality whilst facilitating development and regeneration. Extensive peripheral development, particularly of retail and leisure facilities, can lead to congestion and pressure for increases in highway capacity, for example around the York northern ring road. It is important to develop an integrated approach to land use and transport policy which focuses development in areas with good access to public transport in line with Policy T~~1~~² to avoid exacerbating such problems in the future.

4.38 The A1 corridor through North Yorkshire represents an important link in the strategic highway network for both inter and intra-regional traffic. Schemes in the current Targeted Programme of Improvements will upgrade the route to full motorway standard between Ferrybridge and Barton ~~Hook Moor and between Wetherby and Walshford~~, and the A1 roadbased ~~study has assessed the need for further improvements~~. Local planning authorities should ensure that development does not compromise the strategic function of this route.

4.38a The A64 corridor forms the major transport link from Scarborough, the North York Moors and the East Coast to the rest of the strategic highway and rail network. The A64 Broad Based Study has identified a case for investment over and above the Route Management Study completed in 2002. The Broad Based Study has led to the inclusion of a

new regional transport investment priority of improving access to Scarborough, Ryedale and the East Coast.

West Yorkshire Sub-region

STRATEGIC PATTERNS OF DEVELOPMENT

4.39 The main urban areas of Bradford, Dewsbury/Batley, Halifax, Huddersfield, Leeds and Wakefield should, in accordance with policies P1, E4 and H2, be the focus for economic and housing development in the sub region. There are also several settlements in the sub-region falling within the market and coalfield town category including Castleford, Keighley, Otley, Pontefract and Wetherby. All settlements in this category should be defined in development plans and be the focus for smaller-scale economic and housing development in accordance with Policies P1, E2 and H2 to enhance their role as service/employment centres.

BUILDING ON THE SUCCESS OF THE LEEDS ECONOMY

4.40 Approved RPG12 (October 2001) identified the need for a study to examine Leeds as an engine for growth of the subregional and regional economy which has significant implications for the spatial strategy. Policy P1(h) states that the potential for the West Yorkshire/Barnsley area to accommodate plan-led growth should be examined as an integral part of the next review of RPG. An initial "Scoping Report" for this work has been completed (November 2002). Further work will feed into the preparation of the new Regional Spatial Strategy. Key issues to be addressed include:

- the potential for plan-led growth focussed on Leeds
- how to spread the benefits to other parts of the region and to the socially excluded

- journey to work patterns and improving public transport links
- the impact of Leeds and the West Yorkshire economy on areas of North Yorkshire

4.41 In order to address these issues ~~in the RPG review~~, account will need to be taken of: -

- the locational principles ~~and sequential approach set out in this RPG in order~~ necessary to achieve sustainable development
- the way different areas function in terms of journey to work patterns and housing market areas
- urban potential within each area, including the potential for town and city centre living in Leeds but also elsewhere
- constraints on the expansion of urban areas and the potential for landscape enhancement
- the outcome of the South and West Yorkshire Multi Modal Study (SWYMMMS) and the existence of spare capacity and scope for improvement of public transport networks
- the potential for urban extensions accessible by good public transport, as well as development at nodes along the rail corridors feeding into Leeds within Bradford, Kirklees, Wakefield and Barnsley.

4.42 Addressing these issues will require an enhanced role for sub-regional strategic planning for the West Yorkshire/Barnsley area which should be led by the Yorkshire and Humber Assembly. It will need to involve local authorities, Yorkshire Forward and other stakeholders including landowner and developer interests and environmental groups. The timing and scope of this work will be considered ~~needs to be considered~~ further as an integral part of the preparation of the draft Regional Spatial Strategy to replace RPG. ~~early review of RPG as described in Chapter 11.~~

REGENERATION PRIORITY AREAS

4.43 Parts of Leeds and Wakefield fall within the coalfield area which is first priority for regeneration in the region (Policy S2). These areas are not eligible for Objective 1 funding but there will be a need for Wakefield in particular to work closely with the South Yorkshire authorities to ensure a coordinated and comprehensive approach to regeneration. The sub region also contains some older industrial areas which fall into the second priority for regeneration (Policy S2). Those currently eligible for Objective 2 funding are shown on the Key Diagram.

4.43a There are extensive rural areas within the West Yorkshire sub-region, many of which experience particular development pressures due to their proximity to large urban areas whilst they can remain relatively isolated due to poor public transport links. Local authorities will need to pay attention to the changing nature of the rural economy and how to encourage sustainable diversification in these areas, particularly in the light of Green Belt designations. The particular nature of the upland areas will also need to be taken into account when development plans are drawn up.

GREEN BELT

4.44 Most of the open land between settlements in West Yorkshire is designated Green Belt, the extent of which was first established in the 1960's with subsequent reviews, including in the first round of UDPs in the 1990's. Any localised review of Green Belt boundaries should be in accordance with Policy P2 and take account of further work at the regional and sub-regional level as described in paragraphs 4.40-4.42 above.

EMPLOYMENT LAND

4.45 In 1999, there was around 17 years supply of undeveloped employment land in West Yorkshire based on past rates of development, 60% of which was greenfield. These greenfield allocations should be reviewed in accordance with

Policy P3 and taking account of the further work at the regional and sub-regional level as described in paragraph 4.40 ~~to 4.42~~.

4.46 Much of the employment land in the region should be to meet sub-regional and local development needs (E3d) and this should be focussed on the main urban areas and market and coalfield towns identified in development plans in accordance with Policies P1 and E4.

4.47 The distribution of the regionally significant employment sites in the region will not be finalised until after the completion of the regional employment land survey, but it is possible that four premium sites will be required in West Yorkshire. These are likely to be identified from existing allocations and should be well located in relation to the urban areas in accordance with Policy E4. Consideration should be given as to whether one of these premium sites ought to be a science and technology park in accordance with Policy E4b(ii). The regional employment land survey should also be the basis of whether the single-user site proposed in Policy E3c should be in West or South Yorkshire.

4.48 Policy E4 on business parks and offices will be of particular significance given the strong demand for offices particularly in and around Leeds - these should be located wherever possible in central locations.

HOUSING

4.49 The average annual rate of housing provision in West Yorkshire should be around 6,030 in accordance with Policy H1. The strategy aims to provide a level and distribution of housing in the sub-region that assists urban renaissance and helps to reduce the need to travel by providing homes near to jobs. Critical to this will be the carrying out of detailed local urban capacity studies.

4.50 The provisional target for provision of dwellings on previously-developed land and through conversions in West Yorkshire is 63%

with local planning authority provisional targets ranging from 57% in Bradford to 74% in Calderdale (see Table H1 in Chapter 6). All local planning authorities in the sub-region should maximise their contribution. Targets will need to be reviewed following the apportionment of the additional dwellings in the sub region and informed by urban capacity studies.

TRANSPORT

4.51 More restrictive demand management measures should be introduced in West Yorkshire in line with Policies T1 and T35, but care needs to be taken that these measures are set within an appropriate land use planning framework which discourages development of office, retail and leisure uses in peripheral locations, and in particular close to motorway junctions, if such development is more appropriately located in town and city centres. Recent improvements to the strategic highway network, in particular the extension of the M1 to the south east of Leeds, has increased pressure for business park and other development around the motorways. Existing examples of retail and leisure development around motorway junctions, notably at M62 Junction 27, demonstrate the dangers of creating development which is difficult to access other than by car and the congestion problems which can arise which then compromise the strategic function of the motorway network.

4.52 There is scope for joint local authority public transport corridor studies to be undertaken in connection with the next review of RPG preparation of draft Regional Spatial Strategy (RSS) to assess the potential for plan-led growth focussed on Leeds. Such studies would need to consider the potential for improved access to Leeds city centre by rail following the improvements at Leeds Station, building on existing work carried out by the PTE and in the South and West Yorkshire Multi-Modal Study.

South Yorkshire Sub-region

STRATEGIC PATTERNS OF DEVELOPMENT

4.53 The main urban areas of Barnsley, Doncaster, Rotherham and Sheffield should, in accordance with Policies P1, E4 and H2, be the focus for economic and housing development in the sub region. There are also several settlements in the sub-region which fall within the market and coalfield towns category including Chapeltown, Goldthorpe, Mexborough, Stocksbridge, Wathupon-Deerne, and Wombwell. All such settlements should be defined in development plans and be the focus for smaller-scale economic and housing development in accordance with Policies P1, E2 and H2 to enhance their role as service/employment centres. The approach taken towards towns in and around the Deerne Valley Development Zone (see Policy P1 and paragraph 4.57) will need to reflect their regionally significant location and the need to support comprehensive regeneration.

REGENERATION PRIORITY AREAS

4.54 The whole of South Yorkshire is within the first priority regeneration area (Policy S2). Objective 1 funding will be an important means of achieving regeneration in the period to 2006 and beyond. The Objective 1 Single Programming Document states that resources will be targeted to the following areas within the sub-region in order to maximise job creation and economic investment:-

- Sheffield City Centre
- The urban centres of Barnsley, Doncaster and Rotherham
- Strategic Economic Zones: -
- M1 corridor between junctions 31 and 37
- Deerne Valley

- M18 Corridor from junction 3 to junction 6

4.55 Objective 1 Integrated Development Plans provide further guidance on initiatives in these areas and their implementation should be in accordance with the spatial strategy objectives set out in RPG and in particular Policies P1, E4 and T1.

4.56 The Objective 1 funding for Sheffield City Centre and the other three urban centres will support the objective of urban renaissance and the targeting of resources to the Dearne Valley will assist in the implementation of the Dearne Valley Development Zone proposal (Policy P1e).

4.56a There are extensive rural areas within the South Yorkshire sub-region, many of which experience particular development pressures due to their proximity to large urban areas whilst they can remain relatively isolated due to poor public transport links. Local authorities will need to pay attention to the changing nature of the rural economy and how to encourage sustainable diversification in these areas, particularly in the light of Green Belt designations.

4.56b A mid term evaluation of Objective 1 is currently underway and is also being informed by the preparation of the South Yorkshire Spatial Study. Issues arising from this will be taken forward as part of the preparation of draft Regional Spatial Strategy as a replacement for RPG.

DEARNE VALLEY DEVELOPMENT ZONE

4.57 Policy P1 identifies the Dearne Valley Development Zone, as indicated on the key diagram, as one of three regionally significant locations as a focus for an integrated approach to major investment in economic, housing, social and transport infrastructure. The Dearne Valley Development Zone straddles three local authorities (Barnsley, Doncaster and Rotherham) and there will need to be close working between these, Yorkshire Forward and other partners to co-ordinate initiatives in this area. These will need to

build on the existing Enterprise Zone (which lasts until 2006) and the considerable environmental improvements and infrastructure provision, including the Dearne Towns and Coalfield Link Roads, that have been made over the last 10 years or so. Priority will need to be given to improving public transport accessibility.

4.58 Considerable resources will be available under Objective 1 in the period to 2006 to assist in the Dearne Valley Development Zone initiative, although it will remain a regionally significant location as part of the overall spatial strategy in the longer term. Housing and economic development, supported by further improvements to the environment and public transport infrastructure should be targeted to help regenerate the existing coalfield settlements in and around the Zone. This will need to be complemented by measures to promote social inclusion including improvements to education and training.

GREEN BELT

4.59 Much of the open land between settlements in South Yorkshire is designated as Green Belt, the main exception being the countryside to the east of Doncaster. Green Belt was first established in the sub-region in the 1960's and there have been subsequent amendments (mainly additions to it) since then, including in the first round of UDPs in the 1990's. Any future localised review of Green Belt boundaries should be in accordance with Policy P2. The proposals for the Dearne Valley Development Zone, and the proposed level of housing development in Barnsley, may mean that localised review of Green Belt will be required in that area. The Green Belt around Sheffield is a constraint on further outward expansion of the city particularly to the west and south, which is consistent with the strategic approach of strengthening the spatial relationship with Rotherham.

EMPLOYMENT LAND

4.60 In 1999, there was around 22 years supply

of undeveloped employment land in South Yorkshire based on past rates of development. These allocations should be reviewed in accordance with Policy P3(b), E3(b) and E4(a) taking particular account of the regional employment land survey and of the need to increase past rates of development in order to facilitate regeneration but to avoid wasteful competition between local planning authorities that has resulted in an oversupply of inappropriate employment land in the past.

4.61 Much of the employment land in the region should be to meet sub-regional and local development needs (E3d) and this should be focussed on the main urban areas and market and coalfield towns identified in development plans in accordance with Policies P1 and E4.

4.62 The distribution of the regionally significant employment sites (Policy E3) in the region will not be finalised until after the completion of the regional employment land survey, but it is possible that five premium sites will be required in South Yorkshire. These are likely to be identified from existing allocations and should be located in accordance with the criteria in Policy E4. The regional employment land survey should also be the basis of whether the single-user site proposed in Policy E3c should be in West or South Yorkshire.

HOUSING

4.63 The annual rate of housing provision in South Yorkshire should be around 3,115 in accordance with Policy H1. This level of housing and its apportionment in the sub-region is consistent with the regional priority for regeneration. The Sheffield and Rotherham figures are based on the two urban areas being, for strategic purposes, a single housing market area. The potential for increased city centre living should be fully exploited in Sheffield in particular but also in Barnsley, Doncaster and Rotherham. It is likely that annual building rates in Barnsley, but also Rotherham and Doncaster, will be below those in Table H1 for an initial period due to the

need for comprehensive regeneration initiatives to take effect. The level of provision in Barnsley in particular is an integral part of the Dearne Valley Development Zone proposal and must be managed accordingly.

4.64 The provisional target for the provision of housing on previously-developed land and through conversions in South Yorkshire is 67% with local planning authority provisional targets ranging from 49% in Barnsley to 80% in Sheffield (see Table H1 in Chapter 6). The provisional figure for Barnsley is particularly low due to the relatively high level of housing proposed in the Borough, the initial estimates of urban potential done at a regional scale, and existing greenfield allocations. It is expected that a higher target will be set for Barnsley following the completion of a local urban capacity study, review of existing commitments, and more definite proposals for the Dearne Valley Development Zone.

TRANSPORT

4.65 The Regional Transport Strategy, particularly Policy T1, in conjunction with Policies T2, E3 and E4, provides the context for the integrated consideration of economic development aspirations in South Yorkshire, based on the opportunities offered by Objective 1, provision and selection of employment sites and resolution of transport bottlenecks on the strategic highway network. Congestion issues are being addressed in a number of studies including the Objective 1 Priority 6 transport bottleneck study, and the M1 and M18 Strategic Economic Zone transport studies. These ~~will feed~~ fed into the South and West Yorkshire Multi-Modal study which ~~will~~ considered integrated solutions for resolving these bottlenecks and for maintaining the strategic function of the highway network. In addition to bottlenecks on the strategic highway network there are ~~emerging~~ bottlenecks on the rail network, notably at Sheffield Station and around Meadowhall. Local authorities will need to work closely with rail operators to resolve these problems in order to improve both local services and those serving the Sheffield-Leeds corridor in line with Policies T5 ~~6~~ and T10 ~~11~~.

4.66 Transport policies for the coalfield areas need to recognise the importance of improving access by both road and public transport. Major investment in new road infrastructure has been made in recent years to encourage economic development in the Dearne Valley and the rest of the coalfields, notably the Dearne Towns Link Road, the Coalfields Link Road and the Hemsworth Bypass. There has been some improvement in public transport, for example the Swinton interchange, but many of the recent developments in the Dearne Valley Development Zone remain difficult to access by non-car modes. Development plans and local transport plans need to give greater priority to improving access to existing development by public transport and ensuring that any new employment land allocations are well served, or could be well served, by public transport.

The Humber Sub-region

STRATEGIC PATTERNS OF DEVELOPMENT

4.67 The sub-region is very diverse in character. Along with the main urban areas and market and coastal towns, there are also large parts of the region that are rural. The sub-regional service centre, Hull, along with the other main urban areas of Grimsby and Scunthorpe should, in accordance with Policies P1, E4 and H2, be the focus for economic and housing development in the sub region. There are also several market and coastal towns in the sub-region including Beverley, Bridlington, Cleethorpes, Goole and Immingham which, along with other towns identified through the development plan process as described in paragraph 4.8, should be the focus for smaller-scale economic and housing development in accordance with Policies P1, E2 and H2 to enhance their role as service/employment centres.

THE ESTUARY AND THE COAST

4.68 The Humber estuary is of regional and national significance in a number of respects, including its:-

- ports providing a major gateway to the region and the rest of the UK from continental Europe
- economic value as a deep water resource
- value in terms of biodiversity and historic and cultural resources
- potential for tourism
- fishing industry and related processing operations

4.69 Coastal and estuarine issues are of special concern in RPG and require a long-term view, given the complex range of issues including coastal areas' remoteness, environmental sensitivity, vulnerability to natural forces and the poor economic performance of coastal towns. The tourist resorts of Cleethorpes and Bridlington play an important role in the coastal economy. The natural coastal environment is extremely diverse, reflected in the large number of sites of national and international importance for wildlife.

4.70 The Humber is a major trade route, with about 13% of UK trade passing through the ports at Goole, Grimsby, Hull, Immingham and the Trent ports further inland. Although agriculture is the dominant land use, there is a major concentration of industry between Grimsby and Immingham. The Regional Economic Strategy proposes a new initiative called the Humber Trade Zone (see paragraphs 4.77-4.80). There needs to be an appropriate policy response to the increased risk of flooding and coastal erosion arising from anticipated rises in sea level, with particular mechanisms to assist those outside protected areas whose assets are threatened or need to be sacrificed for the wider benefit of the community.

4.71 Policy R1 and the need to adopt an integrated approach to the management of the coastal and estuarine zones ~~the text in paragraphs 10.5–10.8 in Chapter 10~~ are of particular significance to the sub-region. Local authorities, in preparing development plans, will need to take account of the Environment Agency's Humber Estuary Shoreline Management Plan, adjoining Shoreline Management Plans and other relevant strategies such as the East Riding Integrated Coastal Zone Management Plan.

REGENERATION PRIORITY AREAS

4.72 The Humber sub region contains a number of older industrial and remote rural and coastal areas which fall into the second priority for regeneration (S2). Those currently eligible for Objective 2 funding are shown on the Key Diagram. The need for an integrated approach to rural development is recognised in the sub-region and development plans should build on the opportunities for this approach to be further developed such as those afforded through the Leader+ programme.

EMPLOYMENT LAND

4.73 In 1999, there was around 27 years supply of undeveloped employment land in the Humber sub region based on past rates of development. It is important that these allocations are reviewed in accordance with Policy P3.

4.74 Much of the employment land in the sub region should be to meet sub-regional and local development needs (E3d) and this should be focussed on the main urban areas and market towns in accordance with Policies P1 and E4.

4.75 The distribution of the regionally significant employment sites in the region will not be finalised until the completion of the regional employment land survey, but it is possible that two premium sites will be required in the Humber sub-region. These are likely to be identified from existing allocations and should be located in accordance with the criteria in Policy E4.

4.76 There is also a need to reserve major sites on the Humber for estuary-related uses, in accordance with Policy E3c. These should be identified wholly or largely from existing allocations. They are part of the Humber Trade Zone initiative and are of regional and national importance.

HUMBER TRADE ZONE

4.77 Policy P1 identifies the Humber Trade Zone, based in and around the ports at Hull, Immingham, Goole and Grimsby, as being one of three regionally significant locations. This reflects a concept contained in Yorkshire Forward's Regional Economic Strategy. The aim of the Humber Trade Zone initiative is to exploit the current and potential assets of the Humber ports and estuary by: -

- generating more trade through the estuary
- adding more value to this trade within the Humber and other parts of the region
- targeting support at specific estuary related industries to improve the quality and the quantity of the food, chemical/process, ports/logistics, and digital/media sectors in the region
- targeting infrastructure to resolve transport bottlenecks and promoting new transport opportunities, including scheduled rail freight services and greater use of inland waterways

4.78 Achieving these objectives in a sustainable way in accordance with the regional spatial strategy represents a major challenge for the region. It will require careful consideration of a range of economic, social and environmental issues including:-

- supporting urban renaissance (S3) and focussing most development on the main urban areas of Hull, Grimsby and Scunthorpe (P1)
- assisting the deprived parts of the older

industrial areas and remote rural and coastal areas (S2)

- selecting sites for major economic development in accordance with sustainable locational criteria (E4)
- integrating land use and transport and protecting the function of the strategic highway network (T1 and T9)
- creating an integrated and efficient freight transport (T4)
- protecting the nationally and internationally important bio-diversity sites along the Humber (N1)
- conserving and enhancing historic and cultural resources including marine and maritime sites (N2)
- strategic approach to managing the estuary and its flood plain and considering flood risk in the context of climate change and sea level rise (R1 and R2)

4.79 In order to achieve this, the use of sustainability appraisals (Policy S1) will be particularly important in this area.

4.80 The broad locations of the Humber Trade Zone, where major development and infrastructure will be targeted, are shown on the key diagram

HOUSING

4.81 The annual rate of housing provision in the Humber sub-region should be around 3,120 in accordance with Policy H1. There will be a particular need to review commitments in North and North East Lincolnshire in order to achieve the annual rates proposed and to implement the spatial strategy.

4.82 The provisional target for the provision of housing on previously-developed land and

through conversions in the Humber sub-region is 52% (see Table H1 in Chapter 6). This is below the regional average partly due to the limited availability of suitably located previously-developed sites but to a certain extent reflecting high levels of Greenfield commitments. All local planning authorities in the sub-region should maximise their contribution, and it is expected that higher targets will be set, particularly in North and North East Lincolnshire, following the completion of local urban capacity studies. The potential for city centre living in Hull, particularly in the long term, should be exploited.

TRANSPORT

4.83 Improving access to the ports for passengers and freight remains a priority for transport strategies on both the north and south banks of the Humber. The Hull Multi-Modal Study ~~will consider~~ considered the issues in the A63/A1033 corridor in Hull, including rail freight issues on the high level freight line to the port. ~~Emerging~~ Problems on the south bank in terms of congestion on the A160 access to Immingham, the A180 access to Grimsby and rail freight access to the ports, particularly in the light of the new Humber International Terminal, ~~will need further study.~~ are currently under investigation by the Highways Agency.

4.84 Within the main urban areas of Grimsby, Hull and Scunthorpe transport policies need to continue to focus on increasing choice by measures to improve cycling, walking and public transport. These should include the implementation of further bus priority measures and the introduction of park and ride facilities where appropriate in line with Policies T56. Historically there have been relatively high levels of cycling in these areas for a variety of reasons, but further infrastructure improvements for the benefit of cyclists will be necessary if these levels are to be sustained as incomes and car ownership levels continue to rise.

Responsibilities for Implementation

4.85 The principal roles and responsibilities for overseeing the implementation of Policies P1-P3 are summarised in Table 4.1.

Indicators and Targets

4.86 Table 4.2 sets out output indicators relating to Policies P1-P3

Table 4.1 Implementation of Regional Spatial Strategy Policies

<i>Policy</i>	<i>Mechanisms</i>	<i>Lead Roles</i>	<i>Support Roles</i>
Strategic patterns of development (P1)	Development Plans Local Transport Plans Cross-boundary corridor studies EU Objective 1 and 2 programmes	Local Authorities Y&HA	Yorkshire Forward Developers
Green Belts (P2)	Development Plans	Local Authorities	
Review of existing commitments (P3)	Development Plans Local Transport Plans	Local Authorities	

Table 4.2 Output Indicators and Targets for Regional Spatial Strategy Policies

<i>Policy</i>	<i>Indicator</i>	<i>Target</i>
Strategy patterns of development (P1)	% of development plan allocations outside existing urban areas. % and area of employment allocations on greenfield land. Number of jobs created in DVDZ and HTZ. % of development plan reviews that are informed by up-to-date urban capacity studies.	Reduce
Green belts (P2)	Additions and deletions to Green Belt in development plan reviews.	
Review of existing commitments (P3)	Employment land re-allocated. Out-of-settlement housing land re-allocated. Highways schemes removed from local authority programmes.	

CHAPTER 5

The Economy

Figure 5.1 The Economy - Policy Links

Chapter 5 contains the following policies on the Economy:-

- E1** ***Town and City Centres***
- E2** ***Rural employment opportunities***
- E3** ***Planning the overall provision of employment land***
- E4** ***Employment site selection and development criteria***
- E5** ***Managing the Employment Land Portfolio***
- E6** ***Tourism***

Policies in other chapters that most closely relate to The Economy are highlighted in bold below:-

- S1** ***Applying the Sustainable Development Principles***
- S2** ***Regeneration Priority Areas***
- S3** ***Urban and Rural Renaissance***
- S4 Urban and Rural Design
- S5 Climate Change
- S6 Sustainable Use of Physical Resources
- P1** ***Strategic Patterns of development***
- P2** ***Green Belts***
- P3** ***Review of Existing Commitments***
- H1 Distribution of additional housing
- H2 Sequential approach to the allocation of housing land
- H3 Managing the release of housing land
- H4 Housing size, Type and Affordability
- H5 Making best use of existing housing Stock
- T1** ***Land use and transport integration***
- T2** ***Public Transport Accessibility***
- T3 Personal Transport
- T4** ***Freight Transport***

- T5 Strategic Demand Management
- T6 Transport in Main Urban Areas
- T7 Transport in Rural Areas and Market and Coalfield Towns
- T8** ***Tourism-related transport measures***
- T9** ***Improvements to the highway network***
- T10 Airports
- T11** ***Transport Investment Priorities***
- SOC1 Health
- SOC2 Education
- SOC3 Retail and Leisure Facilities
- SOC4 Open space, Sport and Recreation
- N1 Biodiversity
- N2 Historic and cultural resources
- N3 Landscape character
- N4 Forestry
- N5 Agriculture and environmental support measures for sustainable land management
- R1** ***Integrated Coastal Zone Management for the East Coast and Humber Estuary***
- R2** ***Development and flood risk***
- R3 Water Resources and Drainage
- R4 Mineral extraction
- R5a Waste Management Strategic Principles
- R5b Sub Regional Targets for Municipal Waste
- R5c Criteria for the Location of Waste Management Facilities
- R5d** ***Waste Related Businesses***
- R5e Residual Waste Treatment Capacity
- R5f Density of Public Recycling Facility Provision
- R6 Energy generation, transmission and supply

Introduction

5.1 The state of the region's economy is fundamental to its future development. On it depends the demand for labour by the region's businesses and so the number of people for whom there will be jobs as well as the general level of incomes. This in turn affects the demand for housing, transport, shopping and other services. The distribution of economic activity in the region impacts on every other aspect of the regional spatial strategy.

5.2 Yorkshire Forward (the Regional Development Agency) produced ~~the~~ its first Regional Economic Strategy (RES) "Advancing Together Towards a World Class Economy" in liaison with stakeholders at the same time as RAYH produced draft RPG and there was close working between the parties involved. Both strategies ~~flow~~ flowed from the same vision and objectives, were subject to a joint sustainability appraisal and are essentially complementary. The RES has subsequently been reviewed. It is broadly consistent with RPG. It is subtitled "Ten Year Strategy for Yorkshire & Humber 2003-12". Certain matters of consistency will need to be resolved. These issues, including for example the role of the Dearne Valley, will need to be assessed further during the preparation of the new Regional Spatial Strategy.

5.3 The Regional Economic Strategy produced by Yorkshire Forward has six objectives: -

- grow the region's businesses
- higher business birth rates
- attracting more investment
- radically improved education, learning and skills
- implementing targeted regeneration programmes

- getting the best out of the region's physical and environmental assets

5.4 RPG sets out the long-term spatial framework for the implementation of the RES. This is discussed further in relation to a number of specific proposals in paragraph 5.60.

Objectives

5.5 The economic policies in this chapter are aimed at achieving the key objectives and pursuing the strategic themes set out in Chapter 3. Specifically they aim to:-

- **provide the framework for achieving high and stable levels of economic growth and employment through the regeneration of areas damaged by past industrial decline and by capitalising on economic growth points**
- **ensure that economic development is focussed on the main urban areas and regeneration priority areas identified in the spatial strategy**
- **ensure an adequate but not excessive portfolio of sites throughout the region in locations well-served by a choice of means of transport and appropriate transport infrastructure**
- **co-ordinate the supply and release of regionally significant sites**
- **protect sites for the most appropriate uses**
- **encourage SMEs in both urban and rural areas**
- **encourage a sustainable tourism industry**

5.6 Figure 5.1 illustrates the main links between the economy policies and those in other chapters which are most closely related.

Context

ECONOMIC BACKGROUND

5.7 The region has experienced significant economic change over recent years. There has been considerable growth in some sectors and areas, most notably in the business and service sectors in Leeds whose economy grew by 11% between 1990 and 2000 (compared to a regional average of 2%). However, there have been fundamental changes including the run down of the coal industry, a decline in heavy engineering, textiles and fishing, and the restructuring of the steel industry. The South Yorkshire economy has been particularly badly affected by such changes.

5.8 In 1998, Yorkshire and the Humber had the second lowest GDP per head of the 9 English regions. This regional average masks considerable variation between different parts of the region reflecting in part the economic changes described above. South Yorkshire's GDP per head is less than 75% of the EU average making it eligible for Objective 1 funding, whilst that of the other 3 subregions is around the UK average. Within subregions there is significant diversity which is reflected in the number of areas eligible for Objective 2 funding throughout the region.

5.9 The Regional Economic Strategy states that more knowledge-based, high value-added businesses are needed, particularly in South Yorkshire, as well as industries capitalising on more sustainable approaches, such as recycling, waste minimisation and the development of new products and processes. The importance of Information Communications Technology (ICT) as a driver of economic change and the growth of e-business present significant opportunities for the region. The Yorkshire Forward cluster approach (see paragraph 5.43-5.45) is intended to facilitate these developments.

SMALL-SCALE LOCAL DEVELOPMENT AND INWARD INVESTMENT

5.10 Small and medium sized businesses are likely to be the engine for economic growth. A significant proportion of jobs in the region is provided by small local firms operating in low cost premises. As well as providing products, components and services to local markets, this is also an important seed-bed for the future development and growth of the economy. Many such firms have a precarious existence and it is therefore important that their needs are recognised: in particular it is important that plans and programmes for achieving urban renaissance are sensitively applied so as not to inadvertently make the position of such firms more difficult, and provide opportunities and encouragement to new ones to start up.

5.11 This is primarily an issue for plans and programmes at a more local level. However though necessarily more focused on accommodating major, long-term change RPG does not neglect this issue. Whilst it is strategically important that the current over supply of poor quality employment land is tackled - to concentrate resources, free land for other important uses and improve the quality of the urban environment - most of the needs of SMEs are met through the turnover of existing buildings. The availability of a sufficient supply of low-cost premises in suitable locations should be an integral part of local regeneration planning.

5.12 As well as the growth of existing businesses and, more small business start-ups and greater survival rates, there will also be a need to attract inward investment, something which the region has performed relatively poorly at in the past. Yorkshire Forward will develop inward investment plans for the key clusters in the region (see paragraphs 5.41-5.45).

CURRENT EMPLOYMENT LAND ALLOCATIONS

5.13 Development plans in the region contain

large amounts of undeveloped land (nearly 7,000 hectares on well over a thousand sites in 1999) allocated for various types of economic development: around 25 years supply based on past rates of development. These sites vary considerably in terms of size, quality and location, and to some degree reflect a lack of liaison and co-ordination between local authorities and stakeholders in the past. The implementation of the spatial strategy will require a significantly different approach in the future including the review of existing allocations.

SUSTAINABLE ECONOMIC GROWTH AND COMPETITIVENESS

5.14 Long-term economic success must, by definition, be on a sustainable basis and economic growth based on environmental damage or unfairness and division in society is not sustainable. It is important that a long-term perspective is taken so that decisions about economic development are not based on achieving short-term gains which cannot be sustained. Economic growth in the region must take place in a way which minimises its impact on the environment. Indeed opportunities must be sought to achieve economic, social and environmental objectives simultaneously, and to consider the long-term impact of decisions.

5.15 Progressively reducing pressures on the environment and resources is part of the competitiveness challenge for the region. Business needs to create more value with less impact: seizing opportunities to innovate and to enhance competitiveness through better use of resources whilst meeting growing customer demand for more environmentally and socially acceptable goods and services. The way in which new economic developments are planned can help achieve sustainable development objectives. For example, planning for resource management for and between occupants of new economic development (e.g. waste minimisation and good environmental practices) will lead to better use of resources (Policy S56) and green travel plans can lead to more sustainable travel patterns (Policy T2T3).

5.16 Where effective environmental controls are in place between competing economies, industrial competition can be on the basis of quality, and prices that do not represent the cutting of environmental corners. Moreover, where higher standards of environmental friendliness are being demanded in world markets, tough local regulation becomes a source of competitive advantage, and industries specialising in products that meet such standards can be a source of regional growth.

Policies

POLICY APPROACH

5.17 In view of the objectives set out in paragraph 5.5 and the economic context outlined above, economic policies in RPG need to:-

- recognise the economic role and function of the region's cities, towns and rural areas
- provide a framework for reviewing the scale and location of existing allocated land against assessed needs
- set out locational criteria (including adequacy of transport infrastructure and accessibility by a choice of means of transport) to guide the allocation and de-allocation of employment land
- monitor take up and manage the release process through a regional employment land survey in order to focus resources on priority sites through time and co-ordinate infrastructure provision

5.18 The core elements of the spatial strategy as set out in Chapter 4 which the economic policies aim to achieve are securing urban and rural renaissance and minimising both the need to travel and the development of greenfield sites.

TOWN AND CITY CENTRES

5.19 The region's main towns and city centres have a crucial role to play in achieving sustainable economic growth and investment in the region must build on their economic strengths.

5.20 Long-run economic competitiveness depends on the regional capacity for innovation. The main drivers of innovation are knowledge of markets and technologies, and investment to convert this knowledge into new products, services and processes. Advanced industries (whether in established sectors, high-tech or higher level services) need to be well linked by telecommunications to other world and national centres. They also need a high intensity of more local interaction and access to good quality higher level support functions. Though knowledge-based resources may be dispersed around the region, these needs place a premium on the 'critical mass' of activity provided by attractive, multi-functional city and town centres.

5.21 Retailing is a core ingredient in successful urban centres, providing the matrix for other commercial activities. The widespread development of retailing in the form of 'regional shopping centres', retail parks and convenience goods superstores selling an increasingly wide range of comparison goods has undermined the vitality of many weaker centres, and their potential for a wider range of commercial jobs. This issue is dealt with in Policy SOC3.

5.22 The key diagram identifies the main urban areas and examples of market and other smaller towns to which the following policy relates.

Policy E1 Town and City Centres

a) Existing city and town centres (including market and coalfield towns) will continue to be the main focus for shopping, cultural, social, leisure and business services. Development Plans should make adequate provision for this and

require proposed developments to reflect the scale and character of the centres to which they relate; where a development represents a variation in these terms a full appraisal of sustainability will be required.

b) Existing centres will be the focus of efforts to upgrade environment, attractiveness and accessibility, especially in the regeneration priority areas (Policy S2). Opportunities for central area living should be integrated into central area improvement schemes wherever feasible.

RURAL EMPLOYMENT OPPORTUNITIES

5.23 Rural areas have a distinctive contribution to make to the economic regeneration of the region, complementary to that of the main urban areas. ~~Agriculture will continue to be a key economic sector in rural areas.~~ As set out in Chapter 2, there are different types of rural areas within the region. These are all experiencing different economic, environmental and social pressures, mainly resulting from their historical dependence upon certain economic sectors, their location relative to the main urban areas and the quality of their transport links. The very nature of rural areas can add to these pressures but it is important that any economic development opportunities build on the strengths of the region's rural areas and help to overcome their weaknesses whilst not diminishing the very assets upon which their renaissance can be based. The strengths of rural areas lie in their natural resources and environment, together with the strong tradition of self employment and the large number of small and medium sized enterprises (SMEs). These strengths can be capitalised upon, particularly since modern information and communication technologies (ICTs) have allowed new sectors to emerge such as business and financial services, leisure and arts. ICT can help rural businesses compete in a modern e-economy. Tourism, particularly in the national parks, AONBs, and coastal areas, will continue to be an increasingly important economic sector.

5.24 Though not only a 'rural' employment issue, the fish processing industry has a significant employment impact in parts of the Humber and North Yorkshire sub-regions, particularly at ports. ~~on the coast~~. The fish processing industry has faced pressures, both on costs and on the supply of fish, which has led to restructuring of the industry through closure and amalgamation of processing firms. However, the industry continues to contribute to the overall economy of the region and how it can exploit new markets through, for example, specialisation, will be important to its future. How this change can be supported will therefore be an issue for the relevant local authorities and others to consider.

5.25 Small and medium sized enterprises (SMEs) offer the greatest potential for achieving sustainable economic and social development in rural areas. ~~Such enterprises can offer diversity in the local labour market at a level which maximises choice and income levels without creating undue pressure on the housing market, natural resources and the rural transport networks. There is thus potential for satisfying the reasonable aspirations of an acceptable quality of life, sustaining enterprise and wealth creation in the countryside, establishing a new role for agriculture, dealing with urban pressures and keeping the countryside in good heart as a source of production, biodiversity, visual quality and appropriate leisure time opportunity.~~ Economic activity in the countryside should promote the sustainable use of the natural resources and environment, recognise and capitalise on the existing skills within the rural workforce, and take advantage of the footloose nature of IT related/community-based activities and their ability to be accommodated relatively seamlessly in rural locations. Examples include food and timber processing, alternative crops, specialist tourism and postal/technology based businesses although a wide range of industries and businesses can be successfully accommodated in rural areas. Opportunities for sport and recreation based enterprises should also be encouraged as part of this sustainable use of land. Economic development policies and financial and other support mechanisms should

take a positive view of the potential for such investment and seek to make suitable premises available reinforced by training and retaining provision in accessible locations.

5.26 The environment of the National Parks and AONBs in and adjoining the region is special. It comprises a unique diversity of environmental, cultural and physical assets of international importance. These special areas are also living and working landscapes. The environment and economy are inextricably linked, as demonstrated in the recently completed "Environmental Economy of Yorkshire and Humber" study (Yorkshire Forward, 2002). The high landscape quality offers considerable attractions to investors and potential for niche activity in environment and eco-business, as well as being the key resource for tourism, sport and recreation. The environmental assets need to be maintained, managed and enhanced in order to provide the opportunities for the development of the rural economy and the provision of quality jobs and a high quality of life. Other parts of the region can learn from examples of sustainable development in the Yorkshire Dales and North York Moors National Parks.

~~5.27 The rural white paper "Our Countryside: the Future" (November 2000) sets out the Government's broad approach to rural areas including rejuvenating market towns, creating a thriving modern economy and creating a new future for traditional industries. The spatial strategy set out in this RPG is consistent with that and Policy P1 states that market and coalfield towns should be the main focus for developing local services and employment in rural and coalfield areas. The following policy complements that basic approach by providing advice on a number of rural employment issues.~~

5.27 The Strategy for Sustainable Farming and Food reinforces the need for local food chains to be 'joined up' and 'strengthened', thus adding value to farm produce and enabling greater access to local food products for all communities, urban and rural. Such a change will potentially require

more processing, retail and marketing of local food products. Local authorities will need to consider how they can accommodate such demands in their local areas whilst ensuring that development plans are in line with Policy P1, which states that market and coalfield towns should be the main focus for developing local services and employment in rural and coalfield areas.

5.27a Given the current level of change in the agricultural sector, it is likely that the pressure for diversification out of traditional agriculture will increase in the region, although further research in this area (particularly in relation to the implications of reform of the Common Agricultural Policy) is needed. National guidance on farm diversification is contained within PPG7 and the “Guide to the Planning System in the Yorkshire and Humber Region for Farm-Based Enterprises” (Yorkshire Forward and Yorkshire and Humber Assembly, 2003) gives many different examples of what diversification opportunities could be taken up in this region. Given the diverse nature of rural areas within the region, local authorities should consider what local circumstances will impact upon their development plan policies in relation to farm diversification. In so doing, they should take into account the issues outlined here and the requirements of Policy E2. Policies on Green Belt and N1 to N5 will also be of relevance in this regard. In addition, local authorities should consider how they might encourage farmers to draw up whole farm plans to help them assess farm diversification schemes, as supported by the “Strategy for Sustainable Farming and Food” (Defra, 2002).

5.27b An integrated approach to rural development which enables employment opportunities to develop in rural areas will be reliant on key agencies at regional and local level working together to provide appropriate and tailored support and investment. Efforts to do this successfully must therefore continue.

Policy E2 Rural employment opportunities

Employment opportunities and developments should be encouraged in rural areas in accordance with Policy P1 and sustainable development criteria, to support a healthy and diverse rural economy and maintain the vitality of rural communities whilst protecting and enhancing the quality of the countryside. The overall aim should be to ensure rural regeneration, to maintain and improve the quality of the environment and to help combat social exclusion. In particular, development plans and other strategies should seek to:-

a) Retain and broaden employment, particularly in sectors important to rural areas and which utilise rural resources in a sustainable manner.

b) Capitalise on existing skills within the rural workforce as well as ~~promoting~~ facilitating the development of new skills to help to support a broader economic and demographic base. ~~required to broaden the rural economic base.~~

c) Encourage improved access to work in rural areas through such means as training, business advice, childcare and local public transport.

d) Encourage investment in ICT services, e.g. ~~telecottages~~, including community-based schemes, to help to address communication difficulties in remote areas.

e) Promote development in and around towns and villages that have, or where there is the potential for, relatively good public transport links and where a reasonable balance between jobs, services and housing can be achieved.

f) Reduce the need to travel to work by private car where possible whilst recognising the difference in car reliance between those areas which are not well-served by public transport.

~~g) Contribute to rural regeneration and help combat social exclusion.~~

h) g) Consider the provision of high quality, flexible workspace as entry/low-cost premises including the re-use of existing buildings, to assist SMEs.

h) Encourage forms of diversification on farms, or in rural areas, which help to create a viable rural economy and strengthen the development of local food chains, maintain the viability of the agricultural sector, and in other areas of the rural economy that support sustainable development objectives and are in accordance with Policy P1. In this regard, development plans should:

i) set out criteria-based policies that make it clear how local circumstances will be taken into account in assessing farm, and other, diversification schemes and how (if at all) farm diversification activities should relate to a working farm

ii) set out how the use of whole farm plans and appraisals might be expected to be used to support farm diversification schemes

i) Give full consideration to potential employment and economic uses of existing buildings, including suitable farm buildings, in rural areas.

j) Enable tourism to develop in an integrated and sustainable way in accordance with Policy E6.

k) Ensure that the impacts of development on the wider countryside are properly assessed in accordance with Policy N3 Policies N1 to N5, where appropriate in liaison with adjoining planning authorities.

therefore prefer to expand or relocate in or close to their existing premises. Where a major new investment is proposed these existing linkages will be less important, since it is likely that there will be major changes in workforce and supply chains. In the case of inward investment, pre-existing linkages are not an issue: locations can be considered on their merits, and these will be compared with alternatives in other regions, elsewhere in Europe, or indeed world-wide. This applies equally to investment proposals generated from within the regional economy and 'inward investment'.

5.29 As noted in para 5.13, there is already a very large amount of employment land allocated in the region - far more in aggregate than is likely to be developed over the period to 2016. This means that the limited resources for site assembly, clearance, decontamination and basic infrastructure provision ('site preparation') are spread too thinly to make much of this land usable. Competitive sites at the national/international level improve the region's ability to retain indigenous growth as well as to attract inward investment. Good quality sites are also needed to meet more local needs.

5.30 There are fundamental problems with the region's employment land portfolio. These must be addressed if the aim of economic and job growth is to be realised. The aim of a sustainable pattern of economic growth requires a site selection process that takes wider environmental and social issues into account: a careful choice of locations to meet the needs of industry and workforce, and for targeting of resources for site preparation, infrastructure and training. The elements of employment land policy should include an *overall level of provision* of employment land (dealt with in Policy E3), *criteria for choosing and prioritising sites* (Policy E4), and a *continuing process for managing and bringing forward the supply* (Policy E5). These policies need to be read together. It will be important to the achievement of the spatial strategy to monitor their implementation along with the management of investment and regeneration programmes (Policy

PLANNING THE OVERALL PROVISION OF EMPLOYMENT LAND

5.28 Much investment in new products and processes takes place within existing firms. Many local companies have established local workforces, suppliers and logistical arrangements and

S2). This should be considered in the Yorkshire and Humber Assembly's annual monitoring report.

Policy E3 Planning the overall provision of employment land

a) Regional Employment Land Survey

A regional employment land survey should be co-ordinated and managed to common standards by the Yorkshire and Humber Assembly. It will assess the maximum market potential of employment sites, after necessary site preparation and the cost and time constraints of achieving this. As well as providing baseline information, it will be a tool for managing change. Y&HA should use the survey to provide further draft guidance on the broad location and number of employment sites to meet requirements at regional and sub-regional level and feed this into an early review of RPG. the preparation of the draft Regional Spatial Strategy to replace RPG.

b) Amount of Employment Land

In preparing development plans, local authorities should undertake a rigorous assessment of the amount of employment land needed based on:-

- i) past rates of development and projected needs;*
- ii) the need to provide a range of size and type of sites for businesses which meet the locational criteria set out in Policies E4 and T1;*
- iii) regeneration requirements and policies;*
- iv) national and regional measures to improve the regional economy;*
- v) the regional employment land survey.*

c) Regionally Significant Sites

Development plans and economic development strategies and programmes should ensure that locations are reserved for the types of regionally significant employment listed below and protected from inappropriate or piecemeal development.

All sites must be realistically attractive to the international or national market and be located in accordance with the criteria in Policies E4 and T1. Recommendations will be made by the Yorkshire and Humber Assembly and Yorkshire Forward on those locations to be included in development plans. There will be a preference for meeting these site requirements from within existing employment land allocations. Additional guidance will be provided on where, if any, new land should be identified.

Single-user site

One location for a major single user capable of accommodating a development in the range 25-50+ ha, accessible by public transport from the major urban concentrations of South and West Yorkshire; no development permitted which does not require the whole site (including direct suppliers of the major user and expansion space).

Estuary-related sites

Major locations on the north and south banks of the Humber well related to the ports. These will comprise one site on the south bank of up to 100 ha and a limited number of key sites on the north bank which will in aggregate provide up to 100ha. The normal minimum individual development should be of 10 ha. These sites are part of the Humber Trade Zone initiative as proposed in Policy P1 and described in paragraphs 4.77-4.80.

Premium sites

Up to 12 general locations for major employment projects with a national or international choice of location, generally within the size range 15-40 ha, designed to meet the needs for high-tech products and processes and service sector growth. (An indicative distribution is for up to five relating to the South Yorkshire conurbation and four to the West Yorkshire conurbation, two in relation to Humberside and one in relation to Greater York.). The normal minimum individual

development should be 5 ha, including provision for later expansion.

d) Sub-Regional and Local Development

There will be a good (but not excessive) range of sizes and qualities of general employment land for sub-regional and local development, well integrated with urban industrial areas, their workforces and supply chains. These would not be subject to the minimum scale requirements of the regionally significant locations above, but will be the subject of development briefs to secure coherent layout and focus site preparation efforts.

5.31 The regional employment land survey proposed by Policy E3(a) is essential if the problems with the region's employment land portfolio are to be addressed. It will be the opportunity for categorising existing allocated land according to criteria such as its quality, accessibility and state of readiness. This in turn will help inform decisions about both allocating/de-allocating sites, categorising them, and putting resources in to bring forward an appropriate number of sites in the different categories (see Policy E5). The Yorkshire and Humber Assembly will need to work closely with the local authorities, Yorkshire Forward and other stakeholders to manage and co-ordinate this work.

5.32 It is important to place the proposed provision against each of the categories in the context of the 'continuous planning' philosophy outlined in Chapter 1 and further developed in Chapter 11. The total amount of land that will eventually be needed in the region in the period to 2016 is highly uncertain. What is critical is that the initial provision made by development plans is rigorously assessed and offers a range of choice in each appropriate sub-region, striking the right balance between sufficient choice and resolving the problem of over-allocation and uncertainty. The criteria for assessing employment land requirements and the numbers of sites specified in each of the categories provides a framework for

this. Existing major allocations of employment land may well provide suitable locations: all candidates should be reviewed against the criteria for sustainable development set out in Policy E4.

5.33 If the provision made is taken up faster than anticipated, additional land will need to be identified in future reviews of RPG and development plans; if slower, then programmes of site preparation should be adjusted to prevent scarce resources being tied up. In either case, it is absolutely critical that the temptation to permit less strategically significant development onto regionally significant sites is resisted.

5.34 Policy E3b) sets out the criteria for local planning authorities to use in estimating the overall amount of employment land that may be required in their area. This should also be informed by the findings of the regional employment land survey, and be co-ordinated with proposals by neighbouring authorities.

5.35 The distribution of land for economic development in the region is a core element of the spatial strategy. In terms of quantity, the majority of employment land will fall within the E3d) category and the location of this will be determined locally in the context of Policy E4. The number and distribution of the regionally significant sites set out in Policy E3c) is an indicative estimate based on the spatial strategy objectives of achieving a balanced and polycentric pattern of development in the region, steering development to regeneration priority areas and building on the success of the more economically dynamic parts of the region where this is sustainable and in accordance with the principles set out in P1. The spatial implications for each of the four sub-regions, including the location of employment land, are described in Chapter 4.

5.36 As soon as possible following the completion of the regional employment land survey (~~which should be undertaken as a matter of urgency and completed by Spring 2002~~), the Yorkshire and Humber Assembly should provide

further guidance on the broad location and number of premium sites, the numbers of which in Policy E3 are indicative estimates. This will feed into the preparation of the draft Regional Spatial Strategy that will replace RPG in due course ~~an early review of RPG (see Chapter 11)~~ and provide a clearer framework for the review of development plans and help to ensure that problems of over-supply are not perpetuated.

5.37 The characteristics of E3d) sites will vary considerably and it will be up to local planning authorities to ensure an appropriate portfolio taking into account the regional employment land survey. There will need to be a wide range of site sizes, types and qualities of land ranging from small-scale local opportunities for SMEs, low specification sites (e.g. for scrap recycling or open storage), small industrial estates to meet local needs, through to high quality sites of strategic significance in meeting sub-regional needs. As with E3c) sites it is important that there is not over provision of land in this category and this should be determined in accordance with E3b).

EMPLOYMENT SITE SELECTION AND DEVELOPMENT CRITERIA

5.38 As well as establishing long term provision on the lines set out in Policy E3, RPG should state locational principles for guiding specific studies to identify new sites (where these cannot be provided from within the existing employment land stock) and for discarding existing sites that do not conform to current policies in accordance with Policy P3. This is the purpose of Policy E4.

Policy E4 Employment site selection and development criteria

a) Locational Criteria:-

i) in making development plan provision for employment land and responding to development proposals, preference should be given to land within urban areas (particularly previously-

developed land), subject to being able to deliver a continuing supply of sufficient quantity and quality across the portfolio identified in Policy E3. Provision made should take account of preparation costs identified by the regional employment land survey (Policy E3a), the targets for availability (Policy E5) and the likely level of resources for site preparation purposes and infrastructure provision available to partners in the development process established by monitoring (Chapter 11);

ii) where land outside urban areas is required to ensure a balanced portfolio, preference should be given to land on the urban periphery ~~well-served by public transport~~ accessible by good public transport (Policy T2), but taking account of Green Belt constraints, followed if necessary by consideration of sites at nodes within public transport corridors. Subject to this, re-use of previously-developed land will be favoured.

b) Development type:

Major production industries

Provision should be made in locations with good access to the major north-south and east-west inter-regional transport corridors, within the terms of Policy E3c (single user and estuary related sites). Sites suitable for such uses will be protected from inappropriate or piecemeal development.

Business Clusters

High-value-added activities should be encouraged, including the location of such activities in business clusters where this is compatible with sustainable development principles. Development plans should analyse the functioning of any existing or emerging cluster in their area to identify and resolve any constraints on its development. To encourage science-based clusters, one or more of the 'premium' sites identified under E3c should provide for a science and technology park including incubator units in accordance with the 'centres of excellence' concept set out in the RES.

Business parks, offices and high tech uses

Development plans should ensure that wherever possible pure offices should be located in town and city centres in accordance with Policy E2. Where needs are anticipated for such uses that could not be accommodated in commercial centres under Policy E2, alternative locations within premium sites (E3c) or general industrial (E3d) land should be assessed against the following criteria (as part of the Sustainability Appraisal encouraged under Policy S1): -

- i) the likely effect on future private investment in town centres;*
- ii) the extent to which such development would put at risk the strategy for the town centre set out in the local plan;*
- iii) the accessibility of such sites to the workforce by a range of transport modes and accessible by good public transport (Policy T2);*
- iv) the impact of such development on travel patterns, including minimising journey distances and protecting the function of the strategic highway network.*

Business parks containing a mix of B1 uses will only be supported if they fall into the terms of Policy E3 and can be justified against the same locational criteria as for pure office uses above.

Warehousing and distribution

Provision should be made for activities with high goods volume and low labour content (within the terms of E3d) close to major inter-regional road/rail/water transport nodes, ports and airports, integrated wherever possible with freight access and transport improvements under Policies ~~T3~~T4 and ~~T10~~T11.

5.39 It is fundamental to the achievement of the strategic objectives and Policies S3 and P1 that in selecting employment sites local planning authorities rigorously apply the locational criteria set out in Policy E4a). E4b) provides further locational guidance on particular types of

economic development of regional significance and these are explained further below.

Major Production Industries

5.40 Cost, speed and reliability of transport are significant locational factors for the region's industries, particularly those engaged in exporting (and exporting industries, whether in manufacturing or service sectors, are the engine of the regional economy). There are economic advantages to the region in locating major new production industry investments where they can take most advantage of the major North-South and East-West inter-regional transport corridors, access to the Humber ports and to airports. This needs to be in the context of Policy T1. It should be emphasised that this policy relates to exceptional types of major development and is not intended to apply to the majority of B2 uses.

Business Clusters

5.41 This policy relates to clusters defined as "geographic concentrations of interconnected companies, specialised suppliers, service providers, firms in related industries and associated institutions (for example universities, standards agencies and trade associations) in particular fields that compete but also co-operate". Cluster organisations are linked to each other because they buy or sell from each other, and/or because they use the same infrastructure, customers or skills base. It is important that cluster development in the region is encouraged as a tool for ensuring economic growth and competitive advantage.

5.42 Research commissioned by DTI and published in February 2001 ("UK Business Clusters: A First Assessment") identifies the following clusters in Yorkshire and the Humber which are of regional or national significance: -

- Metals - steel processing and products (especially in Sheffield, Rotherham and Scunthorpe)

- Chemicals (especially on the Humber and in West Yorkshire)
- Woollens (especially in Kirklees and other parts of West Yorkshire)
- Agriculture/Food Processing
- Construction and construction products
- Furniture manufacturing (especially Leeds, Bradford and Kirklees)
- Finance (especially Leeds)
- Medical and Surgical Equipment manufacturing (especially Sheffield, Leeds and Harrogate)

5.43 Yorkshire Forward has initially identified the following key clusters: -

- food (including agriculture) and drink
- advanced engineering and metals
- digital industries
- chemicals
- bioscience

5.44 These, and in the future other, existing and potential clusters, should be explicitly considered during the preparation of development plans. In so doing, local planning authorities will need to take account of the factors that influence cluster development including interdependency of firms based on common supply chains or labour pools, the competitive and co-operative relationships that ensue, and the positive externalities that result. Possible constraints to cluster development may include shortage of suitable land but also transport difficulties, skills shortages and availability of housing and other social infrastructure. Local planning authorities should consider all such relevant factors.

5.45 Yorkshire Forward's RES proposes 'centres of excellence' clustered around higher education institutions to increase the commercial exploitation of this knowledge base. Encouraging the development of such research capability in locations accessible to the sectors they serve is also desirable. Access to a wide range of skills in the workforce is a critical success factor. Training and education have a major part to play, and so does the accessibility of employment locations. Policy SOC2 provides the strategic framework for the development of educational infrastructure.

Business Parks, Offices and High Tech uses

5.46 Uses falling within B1a of the Use Classes Order ("pure offices") in out-of-centre locations can undermine the vitality of existing main centres by inhibiting the growth of secondary services. They can also be highly car-dependent, favouring locations with good road access, and can raise land values beyond the level that can be supported by industrial development. Pure offices should therefore be located in town and city centres wherever possible. However, the high levels of anticipated growth in the private service sector in the region, including financial and computer services, may mean that some out-of-centre locations will be required and criteria are therefore set out to guide such development.

5.47 Preventing the leakage of pure office uses that could help reinforce the economic functioning of main centres requires pro-active policies. Imaginative strategic and local planning will be necessary to provide the distribution, space, environment and transport infrastructure required. Especially in the more economically depressed centres this is a valid use for support from public programmes for urban renaissance.

5.48 Yorkshire Forward's RES emphasises the importance of developing e-business. It is important that development plans both facilitate the growth of Information and Communication Technology (ICT) sectors, including broadband technology, and take account of the possible spatial implications of greater use of ICT in both

urban and rural areas. In terms of locational guidance, ICT uses should be subject to the same criteria as other employment uses.

5.49 Call centres are a particular manifestation of the use of ICT at the current time and the region has been successful in attracting this sector. The future of this form of service delivery is unknown as more transactions take place over the Internet. It is possible that in the future some down-sized and more specialist call centres could be accommodated in town and city centres, rather than in less central locations as has tended to be the case in the past. Development plans should encourage this, and there should be a general preference for such newer forms of activity to be located within the regeneration priority areas defined in Policy S2.

Warehousing and Distribution

5.50 The final part of Policy E4 deals with the location of major B8 uses particularly with regard to transport infrastructure, including rail and water. Policies T1 and ~~T3~~ T4 will also be relevant.

MANAGING THE EMPLOYMENT LAND PORTFOLIO

5.51 Considerations of longer-term certainty and infrastructure planning favour identification of employment locations well ahead: guidance for this purpose has been covered by Policies E3 and E4. However, while investment in preparation needs to be ahead of demand, it must not be out of touch with demand or resources will lie idle. The sequence of development is also critical to achieving sustainability. These considerations should guide the setting of priorities for economic development action programmes. Targets are proposed in Policy E5 for the amount of land that should be readily available at any time in each category. This will provide a spatial component to setting priorities for site preparation programmes of Yorkshire Forward, local authorities and others, so that there is a 'pipeline' for continuing delivery of sites in each category.

Policy E5 Managing the Employment Land Portfolio

Economic development strategies should ensure that:-

a) At any one time, one large single user site should be capable of development commencing within a year of a firm expression of interest.

b) Estuarial locations should be handled in a similar way. Other parts of the estuarial frontage should receive long-term environmental protection and enhancement, which whilst not precluding future development, will ensure that this only occurs where overriding need is proved.

c) A priority order should be established for premium sites at the sub-regional level. In the West and South Yorkshire areas there should be a choice of two such locations in state of readiness at any one time.

d) In the case of land for sub-regional and local development (E3d), prioritisation and advance preparation work should be based upon patterns of demand for the particular category of land in the locality. Reflecting the fact that larger and more significant developments are less frequent or predictable than small-scale, run-of-the-mill developments, there should be a greater forward supply of the best sites relative to take up rates. Between 2 years' supply readily available at the lower end and 4 years' supply at the upper end should provide a working baseline.

5.52 Agreement on which sites should be classified as "premium sites" and the priority order for developing these should be reached at a regional level as soon as possible following the completion of the regional employment land survey ~~(by Spring 2002)~~ and the sub regional spatial studies. The Yorkshire and Humber Assembly should publicise the process of categorisation and prioritisation of premium sites

so that interested parties are able to have an input. Once agreed, this will be implemented by targeting public and private sector resources into the development of the priority sites.

5.53 The 2-4 years supply of sub-regionally/locally significant land will be managed at the local level by local planning authorities and informed by the findings of the regional employment land survey. The policy is not intended to impose a limit on the number of sites that the private sector may wish to develop without public financial support. Moreover, it may to some extent be appropriate to alter the 2-4 years band in different parts of the region - more may be needed in areas where there is a dynamic process forcing the pace of change (whether driven by public policy, as in South Yorkshire, or by market forces) and less in areas of restraint. Also, because amounts are expressed in terms of "years supply" for the category of land in question, 2 years supply for small scale needs may well be a greater total area of land than 4 years supply for the less frequently demanded higher quality sites. The level of provision should be monitored and Policy E5d) kept under review.

TOURISM

5.54 Tourism is an important sector of the Yorkshire and Humber economy. The region has some significant assets in terms of attracting tourism on which it can continue to build its tourist sector, including highly attractive world famous landscapes (e.g. the Yorkshire Dales and North York Moors National Parks), historic town and city centres (e.g. York), coastal resorts (e.g. Scarborough, Bridlington and Cleethorpes), and national recreational routes (e.g. Coast to Coast, Pennine Way and Trans-Pennine Trail). There are also constraints on tourism, such as poor public transport in rural areas and the limited capacity of sensitive landscapes to absorb large visitor numbers. A fundamentally important issue is to seek to maintain the environment which people come to enjoy. The link between the environment of the region and the tourism sector has been highlighted in the recently completed

"Environmental Economy of Yorkshire and Humber" study (Yorkshire Forward, 2002).

~~5.55—The tourism industry in the region is important in economic terms: worth over £2bn annually, employing 135,000 people, over 15% of the workforce, accounting for 6% of the region's GDP. By 2003 the value of tourism in the region is estimated to increase by 40% (to £2.8bn). The Yorkshire Tourist Board's 'Regional Tourism Strategy for Yorkshire 1998—2003' is shaped by four key principles: competitiveness, sustainability, image and co-ordination.~~

~~5.56—A fundamental aspect is to seek to maintain the environment which people come to enjoy: the regeneration of urban and rural communities were dealt with in Chapter 4 and the conservation and enhancement of natural and environmental resources is dealt with in Chapter 9. A basic need of tourism as a "business" is an adequate supply of variety of accommodation types, appropriate visitor attractions and what might be termed a support structure—restaurants, entertainment facilities, including pubs and an attractive environment and open spaces and the public rights of way network whether this be in city, town, village or countryside. The contribution to tourism made by walking, cycling and horseriding is significant and should be encouraged.~~

~~5.57—Development plans are a vital element in responding to the needs of the tourism "business" regeneration policies in towns and cities are crucial, as is the need to respond to the changing rural economy and to provide an appropriate framework for the specific types of development and activity described above.~~

~~5.58—Recreation and tourism are making an increasingly important contribution to the rural economy, bringing in money and creating jobs. They can benefit local communities by helping to maintain local facilities and services such as shops and public transport as well as assist in diversifying local economies and regeneration areas. However, they can also cause local congestion, pollution and inconvenience and give~~

~~rise to environmental conflict and damage. Countryside stewardship and cross-compliance between agricultural and environmental support measures continue to be needed to promote improvements to local access and land management which benefit recreation and tourism.~~

5.55 There is also a need to grow the sector through improving the tourism potential of business and conference trips, industrial and archaeological landscapes, sporting events and retail and leisure attractions in large urban centres, market towns and smaller settlements. The contribution that walking, cycling, horse riding and water borne transport can make to tourism is important and should be encouraged. In all of these ways, there is an important link between strategies for tourism and cultural development at regional and local level that must be made.

5.56 The Tourism Action Plan for the region (Yorkshire Forward and Yorkshire Tourist Board, 2002) sets out a vision for tourism in Yorkshire and the Humber. The implementation of this vision to create a sustainable tourism sector in the region will be dependent upon a number of key factors that must be considered together, including the need to:

- protect and enhance the natural and built environment to maintain and improve its high quality;
- provide adequate infrastructure (such as a variety of accommodation types, quality visitor facilities and improved communications and support networks);
- develop a skilled and flexible workforce that can enjoy quality employment opportunities in the sector;
- improve access for day visitor and tourist activity in rural and urban areas for all, especially through non-car dependent modes (see Policy T8);

- take into account the needs of local communities and spread the benefits of tourist related developments

5.57 Local authorities and other bodies should take these factors into account when drawing up development plans and other strategies. Tourist-related developments can be particularly important in rural and coastal areas of the region. They can benefit local communities by helping to maintain local facilities and services, such as shops and public transport, as well as assist in diversifying local economies and regeneration areas. However, they can also cause local congestion, pollution and inconvenience and give rise to environmental conflict and damage. In these contexts, the carrying capacity and the potential conflicts between the factors listed above need to be carefully considered so as to ensure sustainable tourism. In rural and urban fringe areas, countryside stewardship and cross-compliance between agricultural and environmental support measures will continue to be needed to promote improvements to local access and land management which benefit recreation and tourism.

5.58 A spatial strategy for sustainable tourism will be drafted by the Yorkshire and Humber Assembly in partnership with key stakeholders in 2003-2004. This will consider the issues outlined here in more detail, assessing the opportunities for sustainable tourism in all parts of the region. This will feed into the review of the Tourism Action Plan in mid 2004 and will provide useful guidance for local authorities and other bodies.

Policy E6 Tourism

In preparing development plans, local transport plans, and rights of way improvement plans, local authorities should have due regard to the importance of tourism to the Region's economy and to its potential to assist economic and environmental regeneration and should include policies which enable tourism to develop in an

integrated and sustainable way and which:-

a) In partnership with other agencies:-

- i) identify the various assets and resources necessary for tourism in order to protect, manage, enhance and promote these;***
- ii) identify, review and introduce management measures for areas and environments which are under pressure from visitors with a view to ensuring that any additional development is compatible with the carrying capacity of the proposed location and where appropriate reducing pressure on designated landscapes by the identification of sustainably located alternative attractions;***
- iii) improve the quality and range of attractions and accommodation in the region, compatible in scale, design and nature with their setting and minimising traffic.***

b) Maintain a balance between the needs of visitors and the needs of host communities whilst protecting environmental quality and tranquillity.

c) Ensure effective management of visitor flows and activity and encourage greater use of alternative modes of transport to the car.

d) Identify measures to maintain and enhance the natural, man-made and cultural assets that attract tourists and visitors.

e) Encourage improved provision for visitors with disabilities.

development plans and local plans for their areas.

5.60 Much economic policy and action is within the remit of Yorkshire Forward. RPG takes account of the proposals contained in Yorkshire Forward's regional strategy, recognising that further joint work may be necessary to further clarify and develop closer linkages. Particular issues include:-

- Centres of excellence related to HEIs. RPG Policies E4(b)(iii) and SOC2 are relevant
- A Humber Trade Zone: this involves active promotion of port and related activities, together with targeted infrastructure investment, in and around the docks at Immingham, Kingston upon Hull, Grimsby and Goole. Chapter 4 provides more details. RPG Policies P1(g), E3(c), N1 and R1 are relevant
- A Dearne Valley Development Zone, extending and building upon the existing enterprise zone. Chapter 4 provides more details. RPG Policies S2 and P1(f) are relevant
- Ten new strategic sites to be established. ~~by 2001~~. RPG Policies E3, E4 and E5 will be relevant.

5.61 The principal roles and responsibilities for overseeing the implementation of the policies are summarised in Table 5.1

Responsibilities for Implementation

5.59 Many agencies - including industrialists, developers, infrastructure providers, Yorkshire Forward, the Government and the European Commission - have relevant concerns and responsibilities in relation to the regional economy. Local planning authorities will need to translate the land-use aspects of these proposals from regional level into structure plans, unitary

Indicators and Targets

Table 5.1 Implementation of Economy Policies

<i>Policy</i>	<i>Mechanisms</i>	<i>Lead Roles</i>	<i>Support Roles</i>
Town and City Centres (E1)	Development Plans Public Investment Programmes	Local Authorities	Yorkshire Forward
Rural employment opportunities (E2)	Development Plans ERDF programmes England Rural Development Plan	Local Authorities	Yorkshire Forward Countryside Agency DEFRA
Provision of employment land (E3)	Development Plans Regional Employment Land Survey	Local Authorities Y&HA	Yorkshire Forward
Employment site selection and development criteria (E4)	Development Plans	Local Authorities	Yorkshire Forward Police Service Architectural Liaison Officer
Managing the employment land portfolio (E5)	Economic Development Plans Regional Employment Land Survey	Local Authorities	Yorkshire Forward
Tourism (E6)	Development Plans Local Transport Plans Regional Tourism Strategy <u>Tourism Action Plan</u> Local Tourism Strategies Rights of Way Improvement Plans	Local Authorities Yorkshire Tourist Board <u>Yorkshire Forward</u>	Yorkshire Forward English Heritage <u>Countryside Agency</u>

5.62 Tables 5.2 and 5.3 set out output and contextual targets and indicators relating to the economy.

Table 5.2 Output Indicators and Targets for Sustainable Development Policies

<i>Policy</i>	<i>Indicator</i>	<i>Target</i>
Town and City Centres (E1)	Number of improvement and town centre management schemes. Vacancy rates in town centres and out-of-town centres. Number of operators seeking representation or more user-space in town centres.	
Rural employment opportunities (E2)	Number of permitted farm diversification schemes.	
Provision of emp land (E3)	Number of LA areas within which RELS has been completed.	100% by Spring 2002 <u>2003</u> .
Employment site selection and development criteria (E4)	% of employment allocations (land and floorspace) within urban areas. % of employment land allocations on previously-developed land. % of employment land well-served by public transport. Floorspace granted planning permission in major B1 office development in and out of town and city centres. Number and location of existing and emerging business clusters.	
Managing the employment land portfolio (E5)	Number and area of allocated regionally significant sites and the proportion that are a) readily available and (b) taken-up. Area of sub-regional and local allocations.	One large (25-50+ ha) single-user site capable of development within one year. One major Humber Estuary site capable of development within one year. 2 premium sites in West Yorks ready for development at any one time. 2 premium sites in South Yorks ready for development at any one time. 2-4 years supply of land for local and sub-regional development.
Tourism (E6)	Total and net change in tourism-related employment	

Table 5.3 Contextual Indicators and Targets for Economy Policies

<i>Indicator</i>	<i>Target</i>
Total output of the economy (GDP and GDP per head - regional average).	Higher in real terms and relative to UK and EU average.
% of employees in high-technology sectors.	Higher %.
Total employment and change in employment by sector.	
Unemployment rates.	Reduction in gap between regeneration areas and rest of Region. Lower regional unemployment relative to the national average.
VAT registrations as % of stock of businesses.	Increase business start ups.
% of new businesses surviving for 3 years.	Increase survival rates.
VAT registration as % of stock of businesses in Objective 1 and Objective 2 areas.	Increase in comparison to national average.
Total tourist visits to the region.	

CHAPTER 6

Housing

Figure 6.1 Housing - Policy Links

Chapter 6 contains the following policies on Housing:-

- H1** *Distribution of additional housing*
- H2** *Sequential approach to the allocation of housing land*
- H3** *Managing the release of housing land*
- H4** *Housing size, Type and Affordability*
- H5** *Making best use of existing housing stock*

Policies in other chapters that most closely relate to Housing policies are highlighted in bold below: -

- S1** *Applying the Sustainable Development Principles*
- S2 Regeneration Priority Areas
- S3** *Urban and Rural Renaissance*
- S4** *Urban and Rural Design*
- S5** *Climate Change*
- S6** *Sustainable Use of Physical Resources*
- P1** *Strategic Patterns of development*
- P2** *Green Belts*
- P3** *Review of Existing Commitments*
- E1 Town and City Centres
- E2 Rural employment opportunities
- E3 Planning the overall provision of employment land
- E4 Employment site selection and development criteria
- E5 Managing the Employment Land Portfolio
- E6 Tourism
- T1** *Land use and transport integration*
- T2 Public Transport Accessibility
- T3 Personal Transport
- T4 Freight Transport

- T5 Demand Management
- T6 Transport in Main Urban Areas
- T7 Transport in Rural Areas and Market and Coalfield Towns
- T8 Tourism-related transport measures
- T9 Improvements to the highway network
- T10 Airports
- T11 Transport Investment Priorities
- SOC1 Health
- SOC2 Education
- SOC3 Retail and Leisure Facilities
- SOC4 Open space, Sport and Recreation
- N1 Biodiversity
- N2 Historic and cultural resources
- N3 Landscape character
- N4 Forestry
- N5 Agriculture and environmental support measures for sustainable land management
- R1** *Integrated Coastal Zone Management for the East Coast and Humber Estuary*
- R2** *Development and flood risk*
- R3** *Water Resources and Drainage*
- R4 Mineral extraction
- R5a Waste Management Strategic Principles
- R5b Sub Regional Targets for Municipal Waste
- R5c Criteria for the Location of Waste Management Facilities
- R5d Waste Related Businesses
- R5e Residual Waste Treatment Capacity
- R5f Density of Public Recycling Facility Provision
- R6 Energy generation, transmission and supply

Introduction

6.1 Next to the quality of its centre, the housing it offers is probably the most important defining characteristic of a city, town or village. The quality of residential neighbourhoods and mixed use areas is basic to the quality of life people enjoy, and along with access to jobs, plays a large part in the choices people make about where to live. Quality of life and sense of place are central to both the vision of this RPG and the strategy for achieving it.

Objectives

6.3 The housing policies in this chapter are aimed at achieving the key objectives and pursuing the strategic aims set out in Chapter 3. Specifically they aim to:

- **ensure that development is focussed in the main urban areas and regeneration priority areas identified in the spatial strategy**
- **provide wider housing opportunity and choice and ensure that a decent quality of housing can be made available to the households likely to require accommodation in the region reflecting the diverse range of people's needs and aspirations**
- **support the contribution to this made by the existing stock, and specify the distribution of additional housing**
- **relate this to the broad spatial pattern of employment, to demand for services such as public transport, health, shopping and leisure, the need for infrastructure such as roads, water, gas and electricity supplies; and to environmental and other constraints**
- **further the principles of sustainable development**

Context

URBAN AND RURAL RENAISSANCE

6.4 Housing is the greater part of the store of social capital represented by existing settlements, and new housing is by far the largest user of development land. Most of the housing choice available to individuals is within the existing stock. The future of this stock is fundamental both to enlarging personal choice and to sustainable development of the region. This depends not just upon the maintenance, repair and improvement of individual dwellings, but on radically upgrading the attractions of urban living across the board.

6.5 Achieving such an urban renaissance offers a double benefit: not only does it underwrite the future of existing urban housing, but it also increases the attractions of new housing built in urban areas. Both effects act together to limit urban sprawl and impact positively on the countryside. Policy S3 makes urban renaissance central to the strategy for achieving sustainability, and provides the context to the policies which follow. The Government's proposals set out in the urban white paper "Our Towns and Cities" (November 2000) are aimed at achieving an urban renaissance. The rural white paper "Our Countryside: the Future" (November 2000) contains proposals to ensure that a higher proportion of housing in rural areas is affordable.

6.6 The approach to housing in the region is therefore critically important to the implementation of the overall spatial strategy based on urban and rural renaissance, a balanced and polycentric pattern of development, and a new rural-urban relationship.

MAKING THE MOST OF PREVIOUSLY DEVELOPED LAND AND EXISTING BUILDINGS

6.7 The national target is that by 2008 60% of additional housing should be provided on previously developed land and through

conversions of existing buildings. In order to achieve or exceed this target and pursue urban renaissance, an increasing proportion of housing in the region will need to be on previously developed land and through conversions.

Between 1996 and 1998 only 48% of housing development in the region was on previously developed land or conversions. The implications of the national target for planning authorities, land-owners and local communities are therefore far-reaching.

PLAN, MONITOR AND MANAGE

6.8 The population of the region is expected to increase by around 3% over the RPG period, and the average household size is expected to fall. There will therefore be a need to provide additional dwellings in the region, but the amount is difficult to predict. The Government's household projections represent the projected outcome of complex economic and social processes, and therefore carry a degree of uncertainty. Moreover the projections assume a continuation of past trends which are not wholly consistent with the spatial strategy.

6.9 In the light of the uncertainty referred to above it is appropriate to adopt a "plan, monitor and manage" rather than "predict and provide" approach to housing provision. Key features of the approach include:-

Plan for an overall annual rate and distribution of housing based on the key objectives and strategic themes set out in Chapter 3 and both need and capacity throughout the region.

Monitor the proposed provision against the targets and indicators set out at the end of this chapter.

Manage the process by publishing an annual monitoring report and reviewing RPG accordingly.

This will require a more sophisticated approach to planning for housing land than in the past, with

the information and institutional infrastructure to support it.

POPULATION DISTRIBUTION

6.10 The household projections imply considerable net movement of households between districts with by far the majority of moves being between neighbouring districts. However, it is important to note that these are not on a large scale compared with the normal 'churn' of people moving between areas that goes on all the time. The amount, timing and location of new housing development is important to this, but it is only a small part of the picture:-

- as households form and evolve through a 'lifecycle', they move through the total supply of housing - in particular, very few newly formed households occupy new housing. Around 90% of all housing choices take place within the existing housing stock, and the choice available to the least well-off is critically dependent on what happens to the most marginal existing housing
- the pattern of movement is influenced by a wider range of factors, such as access to jobs, income, the quantity and quality of the housing itself, the availability of services like education, health, shopping and entertainment and the social fabric and physical environment provided by the wider neighbourhood
- access to transport (public and private) plays a crucial role in housing choices, allowing tradeoffs between housing and neighbourhood characteristics and distance from facilities and jobs
- a large proportion of new households cannot afford to buy or rent housing which meets their needs in the open market. Even though property prices in the region are low by national standards, so are incomes

6.11 These processes play a central part in the changing social make-up of cities, towns, villages

and neighbourhoods, the need for services and the demand for transport. These affect all dimensions of sustainability - economic, social and environmental. RPG must therefore consider the whole housing stock, not just the provision of new housing.

Policies

POLICY APPROACH

6.12 The policy approach in this chapter is therefore to deal with issues surrounding the amount and distribution of land for new housing, and also the closely connected question of the ability of the existing housing stock to continue to meet people's needs. The larger strategic issues of urban form and quality and settlement pattern were dealt with in Chapter 4. The related questions of natural and human heritage are dealt with in Chapters 9 and 10, while transport implications are dealt with in Chapter 7.

REGIONAL HOUSING PROVISION

6.13 The proposed amount and distribution of future housing in the region is an important part of the overall spatial strategy based on urban and rural renaissance, minimising both the need to travel and greenfield development, and achieving a balanced and polycentric pattern of development and a new rural-urban relationship. It is informed by the following:-

- the key objectives and strategic themes set out in Chapter 3, the objectives set out in paragraph 6.3, and the locational principles of the regional spatial strategy set out in Policy P1
- 1996-based household projections
- needs of the regional economy
- capacity of urban areas
- environmental considerations

- capacity of existing and planned infrastructure

6.14 The Government's 1996-based household projections suggest that around 237,600 additional households could be formed in the region between 1998 and 2016 based on a continuation of past trends. These projections assume a small amount of net inward migration to the region, and no significant change to this is envisaged.

6.15 The RPG strategy, along with the Regional Economic Strategy and various other plans and programmes, aim to achieve improved economic performance in the region. This could lead to more households being able to afford housing and an increasing number aspiring to housing than has occurred in the past and assumed in the 1996-based projections. It is estimated that this could result in the need for around 5,000 additional dwellings between 1998 and 2016.

6.16 Additional dwellings may also be needed for households amongst the following categories: concealed and sharing households; would-be couples living apart, homeless families and singles living in hostels/bed-and-breakfast; squatters; and rough sleepers. There are difficulties in quantifying how many additional dwellings may be required to meet such possible needs and there are overlaps between these categories. However, it is proposed that provision ought to include around 6,000 dwellings to reduce the numbers of households in such categories by 2016.

6.17 As acknowledged by Policy H5, there will be a need for selective clearance of some existing stock and this will generate a need for additional dwellings. Local authority estimates used in preparing draft RPG suggested that around 20,000 dwellings may be demolished between 1998 and 2016. Clearance will provide opportunities for redevelopment and this will need to be considered in detailed local urban capacity studies. Policy H5 also sets a target for reducing the number of vacant dwellings in the region to an average of 3.5% by 2016. If achieved, this would

reduce the need for additional dwellings to be created by new building or conversion by around 5,000 over the 18-year period.

6.18 Whilst the overall extent of household growth is far from certain, allowance should be made for the regional scale of development suggested by consideration of the above factors in terms of average annual rates of provision. These will be monitored and if necessary reviewed.

DISTRIBUTION OF HOUSING

6.19 The distribution of additional housing within the region is a key component of the spatial strategy and is informed by the factors set out in para 6.13. Policy H1 and Table H1 deal with the distribution and the linked issue of targets for provision on previously developed land and through conversions of existing buildings.

Policy H1 Distribution of additional housing

a) Development plans should include appropriate policies and proposals so as to achieve the annual average additions to the housing stock set out in Table H1 over the period 1998-2016.

b) The regional target for the proportion of housing development taking place on previously developed land and through conversions of existing buildings is 60% over the period 1998-2016. Provisional targets for each strategic planning area are set out in Table H1. These targets should be reviewed in the course of preparing development plans in the light of up-to-date and comprehensive studies of urban potential conducted in accordance with regionally agreed standards.

Table H1: Housing Provision 1998-2016 and Provisional Targets for Previously Developed Land and Conversions

<i>Strategic Planning Area</i>	<i>Annual Average</i>	<i>Provisional Target</i>
Barnsley	810	49%
Doncaster	735	70%
Rotherham	800	68%
Sheffield	770	80%
<i>South Yorkshire</i>	<i>3,115</i>	<i>67%</i>
Bradford	1,390	57%
Calderdale	450	74%
Kirklees	1,310	65%
Leeds	1,930	66%
Wakefield	950	61%
<i>West Yorkshire</i>	<i>6,030</i>	<i>63%</i>
<i>York/North Yorks</i>	<i>2,500</i>	<i>53%</i>
Hull/East Riding	2,240	50%
N/NE Lincs	880	56%
<i>Humber</i>	<i>3,120</i>	<i>52%</i>
<i>Y&H Region</i>	<i>14,765</i>	<i>60%</i>

6.20 The housing figures are expressed as annual averages to provide benchmarks for annual monitoring. It is recognised, however, that annual rates may vary in some parts of the region over time and these are described in paragraphs 6.23-6.27 below. These rates of provision will be kept under review, and adjustments will be made if appropriate though a review of RPG.

6.21 The factors listed in para 6.13 are the basis for the proposed housing distribution in the region. How these relate to the sub-regions is discussed below. Issues of particular significance that have affected the distribution across the region are: -

- maximising the use of urban potential everywhere (based on estimates provided by the Regional Assembly - see paragraph 6.28)
- ensuring an appropriate relationship between the location of housing and employment

6.22 There is a considerable amount of land allocated in existing development plans, not all of which would necessarily accord with the regional spatial strategy. The distribution of housing proposed in Table H1 has not therefore been dictated by the location of existing allocations, and it will be necessary to review those in accordance with Policy P3.

South Yorkshire

6.23 The figures for South Yorkshire reflect the priorities for regeneration described in Chapter 3 and the Objective 1 and other initiatives taking place in the sub-region. The Barnsley figure reflects the aims of coalfield regeneration and is an integral part of the Dearne Valley Development Zone proposal. Doncaster has a good public transport system converging on the town, relatively high levels of public transport usage and will benefit from improvements to the East Coast Main Line. Rotherham has previously developed land which can serve the Sheffield market. The Sheffield figure reflects environmental constraints to outward expansion whilst allowing for

increases in the amount of city centre and inner-city living as urban improvement schemes take place through the Objective 1 programme and land values rise.

6.24 Because proposed housing provision is linked to major regeneration initiatives it is likely that annual rates, particularly in Barnsley but also Rotherham and Doncaster, will be below those in Table H1 for an initial period. However, it is envisaged that by around 2006 (the end of the Objective 1 programme) annual rates will reach the levels set out in Table H1 with higher rates being achieved after that.

West Yorkshire

6.25 The proposed figures for West Yorkshire are broadly in line with recent building rates. They reflect the need to support economic growth, and to achieve urban renaissance objectives for the larger towns and cities. This scale of housing should help to seek to reduce past trends of out-migration to North Yorkshire, and to achieve a better balance between the location of homes and jobs in the region, thereby helping reduce the need to travel. Much of West Yorkshire is relatively well served by public transport and new housing can be located within the sub-region accessible to jobs and a good range of services and facilities.

North Yorkshire

6.26 The figure is below past rates of development and is based on the strategic objective of reversing historic trends in dispersal from the West Yorkshire conurbation. The figure should give sufficient scope to encourage the renaissance of the main urban areas and build on the success of the York economy. It should also mean that growth at a scale in character with market towns can be accommodated, whilst restraining growth in rural areas and in the National Parks. It is accepted that the annual rate may continue at a slightly higher level than set out in Table H1 in the period to 2006 but after that it should be reduced so that the average over the RPG period to 2016 is not exceeded.

Humber

6.27 The level of provision should ensure sufficient provision to reflect the Humber Trade Zone, Objective 2 initiatives, the maximisation of urban potential and allow development to meet local needs in rural areas. Much of the sub-region is rural and the spatial strategy aims to minimise both the need to travel and the development of greenfield sites. This will require a reduction compared to past building rates in rural areas and the review of greenfield allocations particularly in North and North East Lincolnshire. Hull is the sub-regional service centre for the Humber and may be able to institute initiatives to increase city centre living as part of urban renaissance.

TARGETS FOR HOUSING ON PREVIOUSLY DEVELOPED LAND AND THROUGH CONVERSIONS

6.28 Table H1 sets a clear policy target for the region of 60% of housing to be on previously developed land and through conversions of existing buildings and provisional targets for strategic planning areas. These illustrate the diversity in the region and are based on initial work done by the Regional Planning Body on urban potential and analysing existing commitments. This work assumed an average density of 38 dwellings per hectare. These provisional targets will need to be refined in the light of more detailed local urban capacity studies and the aim must be for all parts of the region to maximise its contribution. This will entail co-operative working between neighbouring authorities in development plan preparation, an urgent and thorough review of Greenfield commitments, and significantly increased densities compared to the past (around 24 dph) based on good quality urban design. In accordance with Policy S4(d), there will be a need for development plans to set density standards having regard to the advice in PPG3 but being more specific to the local area. Housebuilding densities in the region should be monitored by the Yorkshire and Humber Assembly and reported in the annual monitoring report.

SEQUENTIAL APPROACH TO THE ALLOCATION OF HOUSING LAND

6.29 Local authorities must ensure that the way in which housing needs are met promotes urban renaissance and a sustainable pattern of development. It is important that all the land provided for under Policy H1 is not made available on the same terms, as this would be likely to result in the Greenfield component being taken up first. Achieving the concentration of new housing in or near urban areas required by Policies S3 and P1 requires that local authorities carefully manage both the order and rate of release of housing land. In many parts of the region, existing allocations will need to be reviewed in accordance with Policy P3(e) in order to achieve the spatial strategy and Policies H1-H3.

6.30 Policy H2 therefore proposes a sequential approach to the allocation of housing land while H3 sets the framework for monitoring and managing the release of sites. Policies H1, H2, H3 and H4 constitute an interlocking set of proposals which must be implemented and monitored together.

6.31 The urban areas referred to in this policy (i.e. main urban areas and market and coalfield towns) are those referred to in Chapter 4. The main urban areas referred to in H2a(iii) are shown on the key diagram. The market and coalfield towns to which H2a(iv) relates will be determined by local authorities and should be identified in development plans (those shown on the key diagram are examples only and not intended to be all inclusive). Part (b) of the policy supplements the sequential approach and provides a framework for considering appropriate housing development within small towns and villages.

6.32 Urban Capacity Studies should be undertaken by local authorities for the main urban areas, market and coalfield towns, and where appropriate, smaller towns and villages in order to implement Policy H2.

Policy H2
Sequential approach to the allocation of housing land

a) Subject to any overriding consideration of the relative sustainability of different locations and to the advice in PPG 3 (particularly paragraphs 31 and 70), the order of preference in the sequential approach to be applied through development plans to the allocation of land should be as follows:-

i) previously-developed land and conversions of existing buildings to housing use within urban areas subject to providing decent accommodation in an acceptable setting

ii) other infill within urban areas, subject to achieving appropriate standards of urban greenspace and conserving (and where possible, enhancing) the character of the area

iii) extensions to main urban areas where the land is accessible or capable of being made accessible to services and jobs by good public transport and other non-car modes; priority to be given to the use of previously developed sites and conversions before greenfield land

iv) extensions to market and coalfield towns where the land is accessible or capable of being made accessible to services and jobs by good public transport and other non-car modes; priority to be given to the use of previously-developed sites and conversions before greenfield land

v) other development that supports the regional spatial strategy and which provides, or has the potential to provide, good public transport and non-car mode links to a wide range of employment and services

b) In rural areas, the provision of housing should be to meet local needs and/or support local services, giving priority to the re-use of previously developed land or buildings and to conserving (and where possible enhancing) the character of the small town or village.

MANAGING THE RELEASE OF HOUSING LAND

6.33 Local planning authorities will need to ensure that their development plans include measures to manage the release of housing land in accordance with DTLRs good practice guide "Planning to Deliver". This will require effective monitoring. Policy H3 provides a framework for this. The Yorkshire and Humber Assembly will coordinate an annual housing study which will address both need and supply issues consistently across the region. This will involve the following:-

- planning authorities collect information on both housing need and supply (allocations, permissions and completions) in a consistent format in accordance with advice from Y&HA and in liaison with partners and stakeholders as appropriate
- local planning authorities compare the information on supply with the annual rates set out in RPG and development plans to ensure that adequate provision is being made without greenfield sites being released unnecessarily
- Y&HA use the information provided by local planning authorities to inform its Annual Monitoring Report and as a basis for RPG review

6.34 Further details on monitoring are provided in Chapter 11.

Policy H3
Managing the release of housing land

a) Development plans should include measures to manage the release of housing land taking account of advice from the Yorkshire and Humber Assembly and current best practice, local circumstances and the application of the sequential approach in Policy H2a). In so doing, local authorities should take account of the need to:-

i) control the pattern and speed of urban growth in accordance with the regional spatial strategy;
ii) ensure that the new infrastructure is coordinated with new housing development;
iii) deliver the local authority's recycling target;
iv) liaise with adjoining local authorities.

b) The Yorkshire and Humber Assembly should co-ordinate an annual housing study which should be undertaken to common standards across the region. This will monitor household needs and the likely amount of housing provision through urban capacity sources and on allocated sites. Y&HA should report its findings in an annual monitoring report.

HOUSING SIZE, TYPE AND AFFORDABILITY

6.35 The 1996-based household projections suggest significant changes in the size and type of household in the region. For example, between 1991 and 2016 the number of one person households in the region is expected to rise by nearly 50% and the average household size fall from nearly 2.5 to around 2.2. There is a need to widen the range of housing opportunities in the region to ensure that there is an appropriate mix of dwelling size, type and affordability taking account of new developments as well as the existing stock.

6.36 A significant proportion of projected growth is likely to be amongst households that will not be able to afford housing in the open market. Without a corresponding level of provision by local authorities, housing associations or others, land provided for this element of growth would have the same effect on dispersion as over-allocation of land for any other reason. In addition, of course, it would run counter to the aim of social inclusiveness. The phasing of land releases needs both to recognise this connection and to provide incentives for public/private partnership in provision of affordable housing.

6.37 An indicative estimate of the number of affordable dwellings which may be required in the region is 4,000 per year between 1998 and 2016. This represents 27% of the total requirement. It compares with a long run annual average completion rate of nearly 2,700 dwellings in the Local Authority and Registered Social Landlord sector and estimates of over 1,000 affordable dwellings being delivered though planning obligations. It should be used as a benchmark for annual monitoring.

6.38 Local authorities will need to set affordable housing targets for their areas. Needs will vary considerably in different parts of the region and the indicative estimate referred to above does not mean that 27% of dwellings will need to be affordable everywhere. Two issues of particular significance are:-

- The problems associated with areas of under-occupied housing e.g. in parts of the South Yorkshire, and to a lesser extent West Yorkshire, conurbations, and in Hull and other east coast settlements, associated in some cases with too much affordable housing of a particular kind. Policy H5 addresses this
- Localised shortages of affordable housing in high demand areas e.g. in parts of Harrogate, Leeds and York and the area between them; in accessible rural areas such as parts of Selby and Ryedale; and in the Yorkshire Dales and North York Moors National Parks (where the demand for second and holiday homes is high). Policy H4c addresses this by requiring a review of the circular 6/98 site thresholds in appropriate areas. Local authorities should also take account of the advice in circular 6/98 and emphasised in the rural white paper "Our Countryside: the Future" (November 2000) that thresholds do not apply to settlements of 3,000 or less and on use of the rural exceptions policy.

6.39 In setting targets for affordable housing, and taking action to implement them, local authorities will need to take account of contributions of both public investment

programmes and provision under planning obligations. Once targets are established, local planning authorities should monitor their attainment in the context of overall annual rates set out in Table H1.

6.40 Although some parts of the region are suffering from low demand for housing and unpopular properties, this contrasts sharply with the high demand areas, mainly around North Yorkshire, where supply of adequate and affordable housing, remains a key challenge. No single factor contributes to problems of affordability but underlying causes include: -

- high house prices
- net inward migration. Proximity to urban areas can intensify pressure on local housing markets from commuters and second home owners
- high development costs, including design and material requirements, especially in the National Parks
- low incomes within local areas, even within North Yorkshire, where the city of York raises the county average
- difficult access to services and high costs of service provision due to remoteness and diseconomies of scale

6.41 The Annual Yorkshire and Humber Regional Housing Statement sets out further contextual information and recommended actions to address these difficulties. Solutions to tackling these problems are by no means straightforward. However, Local Authorities should pay particular regard to PPG3 about mainstream affordable planning policies and use of rural exceptions policies where affordable housing needs cannot otherwise be met.

6.42 In addition to ensuring appropriate development plan policies to encourage a range of dwelling sizes, types and affordability, local authorities will need to work proactively with

Policy H4 Housing Size, Type and Affordability

a) Targets for the provision of affordable housing in each district (divided between local housing areas/settlements as necessary) should be developed through local housing needs assessments to common standards in consultation with housing authorities and other social and affordable housing providers.

b) Releases of land for housing in any area should take account of the need for different types and sizes of housing to meet all needs and be subject to delivery of an appropriate proportion of the affordable housing requirement for the area assessed under a).

c) In preparing development plans for high demand urban areas and accessible rural areas local authorities should consider whether there is evidence which would justify application of lower thresholds as set out in Circular 6/98 (i.e. down to developments of 15 dwellings or 0.5 ha), and if so include a justified policy accordingly.

partners to implement this policy. Measures may include:-

- preparing supplementary planning guidance to guide developers
- considering the potential for providing different types and sizes of dwellings in urban capacity studies (e.g. through sub-dividing properties or conversions)
- establishing mechanisms to ensure that both low cost market and subsidised housing for rent are kept affordable in perpetuity, for example through partnership with Registered Social Landlord and through the use of legal agreements

MAKING BEST USE OF THE EXISTING HOUSING STOCK

6.43 It is critical to the achievement of many of RPG's objectives and Policy S3 on urban and rural renaissance that the quality and attractiveness of some of the region's poorest housing areas are improved. The Regional Housing Statement provides the context for this, and it will require close partnership working between all parties with a contribution to make including local authority housing and planning departments, the Housing Corporation, Registered Social Landlords, the Empty Homes Agency and private developers.

6.44 Information provided by local authorities in the Housing Investment Programme 2000 suggest that 4.6% of dwellings were vacant in the region across all sectors. Rates vary significantly in different parts of the region - from around 2% in Craven, Ryedale and Selby to over 6% in Bradford, Hull and Scarborough. Despite positive action being taken by agencies covering the public and RSL stock, there are growing areas of low demand in parts of the region and increasing vacancy rates across all sectors with the largest being in the private sector. It is essential that every effort is made to tackle these problems and, whilst rates will continue to vary in different parts of the region, to achieve a reduction in the regional average vacancy rate to 3.5% or less by 2016.

Policy H5

Making best use of the existing housing stock

a) Development plans and other strategies should support and/or incorporate initiatives for improvements to both the public and private sector housing stock taking account of the Regional Housing Statement, and seek to reduce regional vacancy levels to 3.5% by 2016.

b) In making provision for additional housing, local planning authorities should take account of the availability of existing housing nearby,

including in nearby parts of adjoining districts, so that low demand is not exacerbated.

c) While the emphasis should be on making the best use of existing dwellings, selective clearance may need to take place as part of a regeneration strategy in areas of low demand where housing is unfit or unsuitable for modern living and has become stigmatised. Development plans should identify any such areas and set out the intended mechanisms for restructuring them, working with public and private sector partners and the community.

Responsibilities for Implementation

6.45 The principal roles and responsibilities for overseeing the implementation of Policies H1-H5 are set out in Table 6.1.

Indicators and Targets

6.46 Regional housing land monitoring arrangements should be established between local authorities and other key stakeholders to establish the current rate of provision of housing (including affordable housing) and housing land supply within each strategic planning area and relevant subdivisions, report on its adequacy to meet needs and provide for choice in each tenure and recommend action, as further described in Chapter 11.

6.47 Tables 6.2 and 6.3 set out output and contextual targets and indicators to inform this monitoring process. Reference should be made to the DETR publication "Monitoring Provision of Housing through the Planning System: Towards Better Practice" (October 2000).

Table 6.1 Implementation of Housing Policies

<i>Policy</i>	<i>Mechanisms</i>	<i>Lead Roles</i>	<i>Support Roles</i>
Additional housing (H1)	Development plans	Local Authorities	Y&HA Private housebuilders RSLs Infrastructure providers
Previously-developed land and conversions (H1)	Urban capacity studies	Local Authorities	As above
Sequential approach (H2)	Development plans	Local Authorities	As above
Managing the release of housing land (H3)	Development plans Housing land study	Local Authorities RSLs Y&HA	As above
Housing size, type and affordability (H4)	Development plans Local housing needs assessments Supplementary Planning Guidance	Local Authorities	As above Housing Corporation
Making best use of existing housing stock (H5)	Development plans Empty Homes Strategies	Local Authorities	As above Housing Corporation Community groups

Table 6.2 Output Indicators and Targets for Housing Policies

<i>Policy</i>	<i>Indicator</i>	<i>Target</i>
Additional housing (H1)	Number of dwellings provided for in development plans (annual average). Number of annual completions by SPA.	As set out in Table H1.
Previously-developed land and conversions (H1)	New homes on previously developed land and through conversions. Average density of new housing developments.	60% between 1998 and 2016. Average density of 38 dwellings per hectare for the region (indicative benchmark, not target).
Sequential approach and managed release (H2 and H3)	Number of dwellings provided for in development plans in each locational category set out in Policy H2. Housing completions in each locational category set out in Policy H2. Number of dwellings provided on windfall sites.	
Housing size, type and affordability (H4)	Annual provision of affordable housing. Number of local housing needs assessments completed to agreed standards. Number of new dwellings by size category and type.	4,000 affordable homes pa (1998-2016) (Indicative benchmark, not target)
Making best use of existing housing stock (H5)	Regional housing vacancy rate. Number of demolitions.	3.5% by 2016.

Table 6.3 Contextual Indicators and Targets for Policies

<i>Indicator</i>	<i>Target</i>
House prices	
Housing land prices	
Homes judged unfit to live in	Reduction in number and %
Numbers on local authority waiting lists	Reduce
Number of households claiming housing benefit	
Number of homeless	
Number of households in temporary accommodation	

CHAPTER 7

Transport

Figure 7.1 Transport - Policy Links

Chapter 7 contains the following policies on Transport:-

T1	Land use and transport integration
T2	Public Transport Accessibility
T3	Personal Transport
T4	Freight Transport
T5	Strategic Demand Management
T6	Transport in Main Urban Areas
T7	Transport in Rural Areas and Market and Coalfield Towns
T8	Tourism-related transport measures
T9	Improvements to the highway network
T10	Airports
T11	Transport Investment Priorities

Policies in other chapters that most closely relate to Transport policies are highlighted in bold below: -

S1	Applying the Sustainable Development Principles
S2	Regeneration Priority Areas
S3	Urban and Rural Renaissance
S4	Urban and Rural Design
S5	Climate Change
S6	Sustainable Use of Physical Resources
P1	Strategic Patterns of development
P2	Green Belts
P3	Review of Existing Commitments
E1	Town and City Centres
E2	Rural employment opportunities
E3	Planning the overall provision of employment land

E4	Employment site selection and development criteria
E5	Managing the Employment Land Portfolio
E6	Tourism
H1	Distribution of additional housing
H2	Sequential approach to the allocation of housing land
H3	Managing the release of housing land
H4	Housing size, Type and Affordability
H5	Making best use of existing housing stock
SOC1	Health
SOC2	Education
SOC3	Retail and Leisure Facilities
SOC4	Open space, Sport and Recreation
N1	Biodiversity
N2	Historic and cultural resources
N3	Landscape character
N4	Forestry
N5	Agriculture and environmental support Measures for sustainable land management
R1	Integrated Coastal Zone Management for the East Coast and Humber Estuary
R2	Development and flood risk
R3	Water Resources and Drainage
R4	Mineral extraction
R5	Waste Management Strategic Principles
R5b	Sub Regional Targets for Municipal Waste
R5c	Criteria for the Location of Waste Management Facilities
R5d	Waste Related Businesses
R5e	Residual Waste Treatment Capacity
R5f	Density of Public Recycling Facility Provision
R6	Energy generation, transmission and supply

Introduction

7.1 A vital element of an integrated transport policy response to transport needs is integration with land-use planning at national, regional and local levels. This supports individuals and businesses in making more sustainable travel choices, reduces the need to travel and allows major travel generating uses to be located where they can be effectively served by public transport.

7.2 PPG11 recommends the inclusion of the following elements in the Regional Transport Strategy, as an integral part of RPG:-

- Regional priorities for transport investment and management, across all modes, to support the regional strategy, including the role of trunk roads and local highway authority roads of regional or sub-regional significance
- A strategic steer on the role and future development of railways, airports, ports and inland waterways in the region, for both passengers and freight, consistent with national policy
- Guidance on measures to increase transport choice, including the better integration of rail and bus services
- Public transport accessibility criteria for regionally or sub-regionally significant levels or types of development, to be set out in development plans and local transport plans, to guide the location of new development and the provision of new transport services or infrastructure
- Advice on the approach to be taken to standards for the provision of off-street car parking
- Guidance on the strategic context for demand management measures such as road user charging and levies on workplace car parking

7.3 This chapter represents the Regional Transport Strategy (RTS) for Yorkshire and the

Humber, although in order to ensure the integration of land use and transport several policies in other chapters include transport criteria including S5, ~~S6~~, P1, E4, H2, SOC1, SOC2, SOC3, SOC4, R4 and R5. Further guidance on transport issues can be found in a variety of DETR/DTLR documents, notably the White Paper *A New Deal for Transport* and subsequent daughter documents, *Transport 2010 The 10 Year Plan*, PPG13 *Transport, and Guidance on Full Local Transport Plans*. Many of the measures required to support the RPG policy framework are likely to be capable of being addressed through Local Transport Plans (LTPs). ~~The RTS will need development as part of the next review of RPG in 2002/03, taking account of the outcomes of the Multi-Modal Studies, in order to inform the preparation of the next round of Local Transport Plans. In addition to any revised RTS, the Regional Assembly may wish to consider, as part of the next review, the preparation of supplementary guidance to inform the co-ordinated production and implementation of these plans. In doing so it will need to be consistent with the RTS as incorporated in RPG.~~

7.4 The inter-relationship between Yorkshire and the Humber and adjoining regions in transport terms is an important issue. There needs to be compatibility between policies within this and neighbouring regions to avoid inappropriate competition as a result of, for example, parking policies. Inter-regional issues requiring co-operation include:-

- Substantial public transport investment in inter-regional corridors such as the Trans-Pennine route
- Traffic and parking restraint measures
- Passenger and freight long distance rail services
- Through-ticketing arrangements intended to facilitate seamless travel by public transport
- Motorway and trunk road improvement and management

- Multi-modal studies
- Airports and air transport
- Water transport
- The development of Trans-European Networks
- Long-distance walking and cycling routes

7.5 The South Pennines Integrated Transport Strategy (SPITS) is a good example of inter-regional co-operation, covering three separate regions (East Midlands, North West, Yorkshire and the Humber) and adopting a multi-modal approach to transport problems. Key inter-regional transport issues are dealt with in the supporting text for the appropriate policies in the rest of this chapter.

Objectives

7.6 Primary objectives for the Regional Transport Strategy are derived from the key objectives for RPG as a whole, expanding on those aspects most open to influence by transport policies:-

To integrate transport and land-use planning, in particular:-

- **To support regeneration and economic growth and in particular facilitate development in the main urban areas and regeneration priority areas identified in RPG**
- **To support sustainable development**
- **To reduce the need to travel, especially by car**
- **To reduce the impact of traffic and travel on the environment**
- **To improve access to opportunities in a**

manner that is equitable and socially inclusive

Within the transport system itself: -

- **To integrate the operation of different transport modes and promote modal shift away from the car**
- **To make efficient use of transport resources**
- **To ~~promote~~ improve safety**
- **To maximise the use of more energy efficient modes of travel, including cycling and walking**
- **To assist in the achievement of the Government's local air quality targets**
- **To increase the provision of safe traffic free networks for access on foot or cycle within and between town and countryside**
- **To be affordable and achievable in practical terms**

Context

7.7 Yorkshire and the Humber stands at the crossroads of key north-south and east-west road and rail links (see Map 4). The former includes the M1, A1 and A1(M) strategic highways and the East Coast Main Line. The latter includes the M62/A63/A1033 and the M180/A180 corridors and Trans-Pennine rail routes.

7.8 The significance of these links in the European context is recognised by virtue of their inclusion in the Trans-European transport Network (TEN). The TEN has been designated under the European Treaty and provides a broad framework for the establishment of an integrated, multimodal infrastructure network.

7.9 Increasing congestion on these key links

poses a threat to the region's competitiveness, and has been exacerbated by the past trend of dispersal of development away from the main urban centres which this RPG aims to redress. Map 5 shows congestion on the trunk road network in the region. ~~Baseline forecasts for the Ten Year Plan suggest that traffic levels would be likely to grow by 22% on average by 2010 and the index of congestion deteriorate by 15% in the absence of significant new policy initiatives. Traffic and congestion is forecast under baseline assumptions to rise most rapidly outside urban areas, with congestion rising by 28% on the inter-urban trunk road network. Transport models being developed as part of the multi-modal studies of South and West Yorkshire and Hull will enable the impact of alternative policy options on traffic levels, congestion and pollution to be assessed. The results of these assessments will need to feed into an early review of the Regional Transport Strategy.~~

7.10 The Humber ports account for 12% of UK overseas trade, and are therefore of major national as well as regional significance. They are key nodes on the North European Trade Axis (NETA), linking Ireland to the Netherlands, Germany and the Baltic States. In ~~1999~~ 2002 freight handled by the Humber ports totalled 74 78 million tonnes, of which ~~nearly about~~ 50 56 million tonnes passed through Grimsby and Immingham and about 10 million tonnes through the port of Hull. The port complex of Grimsby and Immingham was the UK's second largest port in 1999 and the largest port for international freight traffic. The region has an extensive but underused resource in the inland waterways network.

7.11 The region has ~~three existing two~~ operational airports, at Leeds/Bradford, ~~Sheffield~~ and Humberside, but also relies heavily on Manchester, Teesside and East Midlands in the neighbouring regions. There is also ~~an as yet to be determined~~ a proposal to develop an airport at Finningley (immediately south-east of Doncaster) which received planning permission in April 2003.

7.12 Transport is one of the main sources of many significant pollutants, particularly in towns and cities. The transport sector is the third largest source of greenhouse gas emissions. But more importantly, it is the fastest growing source. In addition the growth of car-dependency adversely affects economic and social aspects of sustainability:-

- Growing congestion and unreliability of travel times are ~~is~~ adding directly to business costs and is particularly undermining the economic attractiveness of the major urban areas (the significance of this for regional economic dynamism has been discussed in Chapters 3 and 5)
- Increasing dispersion of homes, jobs and services to locations only accessible by car has sharply increased social polarisation and geographical isolation of those without access to a car

7.13 This situation has developed over a period of at least 50 years and is deeply embedded in patterns of economic activity and personal behaviour, as well as urban form and settlement pattern. Although it will take time to influence broader patterns of development, planning policies will have significant effects over the period covered by development plans on the location of activities such as retail, leisure and office development, reducing the need to travel.

~~7.14 A number of major investment schemes are currently underway, such as the £165 million Leeds Station improvement. Further details on proposed schemes and studies on the inter-urban network are provided below in relation to Policy T7 on investment priorities.~~

7.14 Since the publication of RPG12, work has been completed on two multi-modal studies in the region (South and West Yorkshire, and Hull) and also on two road-based studies (A1 Bramham to Barton and A66 Penrith to Scotch Corner). The findings and recommendations of these studies, where the Yorkshire and Humber

Assembly has endorsed them, are reflected in this RPG.

7.15 Local Transport Plans have a critical role to play in delivering integrated transport policies. Substantial increases in resources for smaller scale schemes have been agreed to support the first full Local Transport Plans. Many of these measures are aimed directly at improving public transport, cycling and walking and will be central to the achievement of the RPG transport objectives. This applies both in terms of supporting individuals and businesses in making more sustainable travel choices and in reducing reliance on the car, and in assisting the one in three households which currently do not have access to a car.

Policies

INTEGRATION OF TRANSPORT AND LAND USE PLANNING

7.16 The RTS is an integral part of RPG. It deals with the contribution of transport to the achievement of the region's aspirations for the economy, social cohesion and equity, a healthy and pleasant environment and, above all, sustainability. The strategic themes set out in Chapter 3 suggest that transport has important contributions to make to the economic, housing and environmental aspects of RPG, for example:-

- To support the distinctive and complementary roles of the conurbations, free-standing towns and rural areas
- To support urban renaissance by reducing the adverse impacts of traffic on safety, severance and living conditions in residential areas
- To guide a vigorous and committed approach to providing efficient and attractive public transport throughout the region:-

- to maintain the 'critical mass' of economic activity in the main urban areas

- to counter rural problems of economic decline, limited employment opportunities and social isolation

- To maintain a high quality of access for goods moving between the region's major concentrations of industry and national and international markets and suppliers (including via port, airports and railheads), especially in the main north-south and east-west corridors
- To support patterns of activity and development that minimise the need to travel and limit its environmental impacts by: -

- locating development within urban areas wherever possible

- where suitable sites cannot be accommodated within urban areas, integrating provision of transport, housing and industry within urban extension sites accessible by good public transport, and then if necessary around nodes in good quality 'public transport corridors' radiating from within main urban areas

- in rural areas to ensure that jobs, shopping, leisure facilities and services are primarily sited at the most accessible locations in the local area. In locations well away from large urban areas development should be focussed in or near to local service centres to help ensure it is served by public transport and provides some potential for access by walking and cycling

- To ensure that locations for major industrial investment are sufficiently well-connected to the major road and rail network to be attractive, whilst preventing lower priority uses from pre-empting limited capacity on key strategic routes
- To reduce the levels of congestion experienced on the motorways and trunk roads, and on many major local routes, particularly in the main urban area

7.17 Policies S56 and P1 call for ~~wise a~~ sustainable use of energy physical resources, 'lifetime standards' in new construction, urban renaissance, compact forms of urban and rural development and minimisation of travel needs. The locational strategy requires transport policies which influence travel behaviour and favour less car-dependent locational choices within existing housing and commercial stock, as well as influencing the pattern of new development (see Chapter 4). It cannot be stressed too strongly that the transport strategy comprises a very significant set of measures for the achievement of greater sustainability in patterns of activity and land-use as well as in the field of transport itself.

7.18 Policy T1 brings together the key locational criteria aimed at delivering the objectives of the RTS. In order to apply these criteria, it should be a requirement that development applications include a Transport Assessment. These should assess the impact of the proposed development on the adjacent road and public transport systems and identify the need for any improvements to these systems to accommodate new trip generations in the most sustainable manner and be consistent with supporting modal shift.

Policy T1 Land Use and transport integration

a) The following locational criteria should inform the identification of land use allocations:-

i) development that generates a large number of passenger movements should be located at or close to sites which provide, or as a result of measures included as part of the scheme or where there are firm proposals in the LTP will provide, ready and convenient access on foot, by cycle and public transport;

ii) development should be planned in such a way as to make best use of existing transportation networks and to have regard to strategic priorities. The function of the strategic network to provide efficient and convenient long distance travel by road should be protected by preventing

the location of development likely to generate high volume person movements close to junctions of the strategic highway network unless they are located within urban areas well served by public transport;

iii) development should be planned to enhance the viability of existing public transport services and facilitate the use of non roadbased freight carriage.

b) Development applications should be accompanied by a strengthened form of Transport Assessment.

b c) Development plans should identify and where appropriate protect sites and routes which could be critical in developing infrastructure for widening choices for passenger travel. They should also include policies to ensure that where a disused rail line, railway land or land adjacent to waterways have the prospect of reuse for transport purposes, it is not severed by new development.

€ d) Development plans should seek to protect and enhance the vitality and sustainability of existing local centres in both urban and rural areas in order to decrease the need to travel.

~~7.19 Further consideration should be given by local authorities to the use of public transport accessibility criteria in the implementation of Policy T1 through the development plan process. The Department is preparing good practice advice on the content and preparation of Transport Assessments to be submitted alongside applications for major development proposals. Transport Assessments will play a key part in ensuring that new development accords with Policy T1 and with associated Government planning and transport guidance as set out in PPG13, PPG3 and the Transport White Paper, in particular by facilitating good accessibility by public transport, walking and cycling. The good practice guidance will also provide advice on using accessibility considerations in both regional planning guidance and development plans.~~

PUBLIC TRANSPORT ACCESSIBILITY CRITERIA

7.19 In order to guide the location of new development and the provision of new transport services or infrastructure, RPG provides public transport accessibility criteria for regionally or sub-regionally significant levels or types of development. It is envisaged that these criteria would be applied to sites above the thresholds in Table 7.3 (Parking Standards).

7.19a Public transport accessibility measures should be used by local authorities to identify potential locations for development. Those locations with good public transport accessibility should be given a higher priority for development than those with less good accessibility. Accessibility measures should also be used to identify improvements to the public transport system that will increase accessibility to sites currently with poor public transport access.

7.19b Data sets of accessibility criteria should be made available to local authorities to assess the relative accessibility by public transport of alternative locations being considered for major allocations in development plan reviews.

7.19c Different Tables (7.1 and 7.2) are used depending on whether Tables 7.1 and 7.2 include guidelines for public transport accessibility standards and criteria for different types of developments and locations, and for whether the type of accessibility being measured is Destination (access to facilities, services and employment) or Origin (access from housing).

7.19d There may be a ~~The tables are accompanied by caveats that stress the~~ need to modify and develop the stated accessibility standards and criteria, depending on the precise nature of the development and on the local conditions. The aim is to provide the user with broad guidelines on the kinds of standards and criteria that should be applied, and how these differ depending on what accessibility is being measured for.

DESTINATION ACCESSIBILITY

7.19e Destination accessibility consists of measuring the accessibility of the population to facilities, services and employment by public transport. It is usually expressed in terms of the number of people who can reach a development site in a given time (i.e. the catchment). The guidelines show, for each type of destination and location, the minimum public transport accessibility standards and criteria that apply for a development or site. The most important factors to measure are:

- For developments with a local catchment, the population within walking distance or time of the development.
- For developments with a wider catchment, the population that has access to the development, taking into account walk distance to/from public transport services, the frequency of public transport services, the origin/destination of public transport services, the availability and ease of interchange, and the overall journey time.

Here are two examples:

- When measuring accessibility to an employment site in a main urban area extension, measure the number of people who can access the site within 45 minutes overall journey time, using a minimum 15 minute frequency service and a five minute walk to the site, either directly or also involving interchange at a major public transport interchange.
- When measuring accessibility to a hospital (a secondary health facility) in a main urban area extension, measure the number of people who can access the site via a minimum 15 minute frequency service and a five minute walk to the hospital, either directly or after interchanging in the urban centre. For a hospital in a market or coalfield town extension less importance should be placed on the frequency of the

service, as it is likely to be lower anyway; the focus should instead be on the timing of public transport services, to ensure that they correlate with factors such as visiting hours.

ORIGIN ACCESSIBILITY

7.19f Origin accessibility consists of measuring public transport accessibility from proposed housing developments to facilities, services and employment. It is usually expressed in terms of the number and size of facilities, services or jobs that can be reached from a housing development within a certain time. The guidelines show, for each type of destination and location, the minimum public transport accessibility standards and criteria that apply for a housing development or site. The most important factors to measure are:

- For developments with a local catchment, the number/size of facilities within walking distance or time of the housing development.
- For developments with a wider catchment, the number/size of accessible facilities, taking into account the walk distance to/from public transport services, the frequency of public transport services, the origin/destination of public transport services, the availability and ease of interchange, and the overall journey time.

Here are two examples:

- For access from housing developments to employment sites, the housing development should be within a 5 minute walk of a bus stop offering a minimum 15 minute frequency service to a major public transport interchange such as a town centre bus station or bus/rail interchange point. The maximum overall journey time should be 45 minutes.
- For access from a housing development in an urban area extension to colleges (tertiary education), the housing development should be within a 5 minute walk of a bus stop offering a

minimum 15 minute frequency service to an major public transport interchange such as a town centre bus station or bus/rail interchange point. The maximum overall journey time should be 60 minutes.

Policy T2 **Public Transport Accessibility**

Public transport accessibility criteria, as set out in Tables 7.1 and 7.2, should be used by local authorities to guide the location of new development and the provision of new transport services and infrastructure.

The Yorkshire & Humber Assembly should have overall responsibility for managing datasets for the purpose of measuring public transport accessibility, with the aim of contributing towards achieving greater harmonisation of public transport accessibility-related methodologies, standards, criteria and data.

POLICIES FOR THE TRANSPORT SYSTEM

7.20 The analysis undertaken for the RTS and further elaborated by the multi-modal studies indicates that 'business as usual' is not sustainable in economic, social, environmental or health terms. Investment in new highway infrastructure cannot keep pace with the growth in traffic:-

- Additional roads may encourage further traffic increases and less public transport use, leading to a vicious circle of dispersion, social polarisation, traffic growth and decline in public transport services. This in turn has serious environmental, social and health impacts, in addition to the economic disbenefits caused by congestion and loss of economic 'critical mass'
- Freight traffic on the roads has been increasing at a very rapid rate, driven by the needs of industry for 'just-in-time' deliveries to avoid stockpiling, and by the increasing accessibility

available on the highways, despite the congestion level.

7.21 These transport considerations reinforce the rationale of policies proposed in other chapters (on wider economic, social and environmental grounds) to change trends away from dispersal of land uses, towards concentration, urban renaissance and greater social interdependence. In transport terms this involves relying less on increasing ease of travel and more on attaining accessibility through proximity. It will mean more journeys can be accomplished by walking, cycling and local public transport, with consequent environmental and health benefits.

7.22 Greater social and environmental responsibility is required in the use of the car. This can be partially achieved through education and travel awareness but will also require: -

- Improved travel choices, through better public transport services, and better and safer facilities for pedestrians and cyclists, so that there are realistic alternatives to the car
- Locational and parking policies (including maximum parking standards for development) to encourage development in areas of high public transport accessibility
- New and improved public transport infrastructure (rail, bus and, in the corridors with heaviest demand, busways or light rail);
- Improved information and ticketing systems and the provision of park and ride facilities to supplement public transport
- Improvements to local, regional and national rail services, sufficient in terms of capacity and level of service, to persuade many car users to change their mode of travel.

7.23 In some circumstances road improvements may be necessary to facilitate economic regeneration. However, it will be essential to ensure that such improvements are set within an

integrated land use and transport strategy which will ensure that the benefits of such capacity enhancements are not undermined by general traffic growth. The proposals for sustainability and regeneration (Policies S1, S2, S3), compact forms of development (Policy P1), convenient location of personal services (Policy SOC3), reinforcement of main centres (Policy E1), and for the location and selection of employment and housing land (Policies E3, E4, H1 and H2) will help support public transport for the main flows of movement and to reserve the strategic network for economically important traffic. The interests of sustainability point in the same direction.

7.24 The reopening of a number of specific disused rail lines is currently being investigated, for example the reopening of the Woodhead route between Manchester and Sheffield ~~as part of the Central Railways proposals~~, and the reinstatement of the Malton-Pickering line. A comprehensive study of opportunities for re-opening a number of essentially rural railway lines in the region has also been carried out. The protection of areas of railway land that may be of use for the enhancement of services on existing routes, for example the re-opening of stations or the provision of Park and Ride sites, may also be important for the development of a sustainable transport system for both passengers and freight.

7.25 Whilst road freight movement will continue, it is vital to place greater emphasis for freight movements on the use of rail, inland waterways and coastal shipping. The region has considerable resources available at the Humber ports and on the inland waterways, and all efforts must be made to make greater use of these opportunities. Improved road and rail connections and intermodal facilities will facilitate this change of emphasis.

7.26 The region's airports provide important business and leisure links with the remainder of the country and the rest of the world, as well as direct and indirect employment. It is anticipated that there will be rapid growth of travel through the region's airports over the next 15 to 20 years.

To accommodate this growth without exacerbating road congestion will require surface access plans that set challenging targets for increasing the proportion of employee and passenger access by public transport.

7.27 Improving the quality of the urban environment and meeting air quality targets under the 1995 Environment Act will require restraints on car use, particularly in congested areas. Limits on parking provision in new development will have an important role to play, and this will need to be implemented consistently across the region to avoid simply displacing activity to less constrained locations. Complementary measures will be necessary to reduce pre-emption of limited parking in central areas by commuters and make more available to support centres' crucial commercial, cultural and civic roles.

PERSONAL TRANSPORT

7.28 Policy ~~T2~~ T3 of the RTS deals with a wide range of policies and priorities concerning the management, maintenance and use of the personal transport system, public and private, under four main themes:-

- increasing travel choice
- ~~parking~~
- reducing car dependency
- making the best use of existing infrastructure
- safety

7.29 A key aim of the measures included in Policy ~~T2~~ T3 is to improve integration within and between different types of transport, so that each contributes its full potential and people can move easily between them.

Walking and cycling

7.30 A high proportion of journeys are under two miles, distances which for most of the

population could be undertaken by walk or cycle modes, with consequent benefits for health and fitness. The principal barriers to walking and cycling are safety, security, lack of adequate parking and changing facilities, with an overriding issue of attitudes. Journeys to school, in particular, create considerable car travel because of fears of safety and security. Whilst this has been exacerbated to some extent by the widening of catchment areas and, in rural areas, the closure of local schools, there remain many short journeys which could be transferred to more sustainable modes if the barriers could be overcome.

7.31 The National Cycling Strategy (NCS), endorsed by the Government, provides a framework for co-operation between government, business and the voluntary sector to improve the role of cycling in the future. Local authorities are expected to produce/update a local cycling strategy as part of the LTP. The strategies are expected to contain a statement of the percentage increase in cycle trips which the authority expects to achieve by 2012, bearing in mind the average given by the NCS is a 300% increase on the 1996 level.

7.32 PPG13 Transport advises that local authorities should use their planning and transport powers to give greater priority to walking. Further advice is provided in other Government publications such as *Encouraging Walking: Advice to Local Authorities* (DETR March 2000). *Guidance on Full Local Transport Plans* (DETR March 2000) also requires authorities to prepare Local Walking Strategies (LWS), the main elements of which should be included in the LTP. Authorities should set targets relevant to the aim of encouraging more people to walk, linked to the local Health Improvement Programme. *The Countryside and Rights of Way Act 2000* has introduced a requirement for every local highway authority to prepare a rights of way improvement plan which should include an assessment of the extent to which local rights of way meet present and future needs.

7.33 It is consistent with national transport policy that local authorities and transport

operators should encourage greater use of cycling and walking as part of mixed-mode journeys, for example through the provision of facilities for the transport of bicycles on public transport, the provision of secure cycle parking at rail stations and the improvement of pedestrian routes to transport interchanges.

Public transport

7.34 Buses have a key role to play in the delivery of integrated transport. The Transport Act 2000 requires authorities to prepare bus strategies which set out their policies for making best use of their powers and duties in respect of buses. These bus strategies will form part of the LTP, and provide the focus for addressing the provision of bus services. Policy proposals for buses - set out more fully in *From Workhorse to Thoroughbred*, and now embodied in the Transport Act - need to be accompanied by effective traffic management measures at local level which, where possible, reallocate road space to buses and give them priority in congested areas. Other measures (e.g. better interchange and waiting facilities) will be more important in rural areas.

7.35 Under the Transport Act authorities have been given statutory duties with respect to the availability of passenger information, and powers to secure more flexible bus ticketing arrangements locally where this is needed. The key to bringing about improvements in many instances lies in effective partnership with operators, supported by appropriate consultation with user groups and the local community.

7.36 Improved rail services have an important contribution to make to increasing travel choice, reducing dependency on the car and tackling problems of congestion. The Government's 10 Year Plan set ambitious targets for the rail industry for the period up to 2010, including a 50% growth in passenger journeys overall, an 80% increase in patronage on inter-city lines, and frequent services on commuter lines. ~~The Strategic Rail Authority has set out the broad framework for rail investment in its Strategic~~

~~Agenda published in March 2001, and intends to follow this up with a number of strategies and the Strategic Plan. The Strategic Rail Authority (SRA) published its second Strategic Plan in January 2003. The status of a number of rail schemes in the region (as included in the Plan) are set out in the list of Transport Investment Priorities. The Assembly will work with regional partners to urge the SRA to give high priority to rail investment in Yorkshire & Humber, both to serve strategic routes and to support local efforts to promote increased use of public transport. In drawing up LTPs local authorities and PTAs/PTEs should take account of the potential contribution that heavy rail can make as part of an integrated transport strategy to improve public transport and reduce car use.~~

7.37 Light rail systems can have an important role to play in delivering integrated transport in major conurbations. Experience from existing light rail schemes shows that they can be effective in providing a high quality public transport option in densely used transport corridors and in encouraging motorists to switch from their cars. The Government gave approval to funding for Leeds Supertram in March 2001 and South Yorkshire PTE is investigating the potential for extensions to the existing South Yorkshire Supertram network.

7.38 It is important that there is an integrated approach to land use and transport planning in relation to public transport. The likely availability and use of public transport is an important factor in determining locational policies designed to reduce the need to travel by car. In planning for major development there needs to be early consultation with public transport operators to give them the best opportunity to plan their resources to deliver effective new or enhanced public transport services.

Parking

~~7.39 The overall approach on parking needs to complement and reinforce the spatial strategy set out in this guidance. In particular it needs to~~

support the commitment to urban renaissance so that development is concentrated in locations which are highly accessible, or will be highly accessible, by non-car modes.

7.40—Local authorities need to develop an integrated strategy on parking, utilising planning policies and transport powers. Parking is likely to be a key element in managing demand for car use. LTPs should set out how parking policies, including workplace parking levy charges, are to be used to encourage motorists to use alternative means of travel. Parking strategies will need to consider the appropriate number of total spaces for cars and motorcycles, the balance between short and longstay spaces and the level of charges.

7.41—There needs to be a consistent approach to the determination of parking standards across the region to avoid the destructive potential for competitive provision of parking between different locations to the detriment of sustainable development. The context for setting parking standards is set out in PPG13 *Transport*. This requires development plans to set maximum levels of car parking for broad classes of development to encourage sustainable transport choices and promote development in locations which are well served by public transport. PPG13 states that Regional Planning Bodies and local authorities may adopt more rigorous parking standards where this is considered appropriate.

7.42—In preparing development plans local authorities should take account of the parking standards set out in Table 7.4 at the end of this chapter. These are maximum parking standards, expressed as ranges, which provide a framework to enable local planning authorities to set out in their development plans more specific standards based on the particular characteristics of their areas. In urban centres where there is significant potential for the use of shared parking facilities the case for the application of more rigorous standards to individual developments will need to be considered. However, a balance has to be struck between encouraging new investment in town centres by providing adequate levels of

parking, and potentially increasing traffic congestion caused by too many cars. Where retail and leisure developments are located in a town centre, or on an edge-of-centre site as defined by PPG6, local planning authorities should consider allowing parking additional to the relevant maximum standards provided the local authority is satisfied that the parking facilities will genuinely serve the town centre as a whole.

7.43—In arriving at the appropriate standard for each land use type and for each location type, local authorities should take into account:—

- The size of the settlement—the larger the settlement the more likely it is to support a wide range of public transport facilities. The likely level and availability of public transport should be taken into consideration in determining the appropriate maximum parking standard. Areas which already or potentially have a high level of public transport accessibility should normally be expected to adopt more rigorous parking standards
- The relative economic strength of the area—the stronger the economy of the area the more capable it is of supporting a wide range of public transport facilities. In those parts of the region where traffic congestion is an important concern, authorities should consider the role that more rigorous parking standards might play in tackling these problems as part of an integrated transport system
- Proximity to competing areas both within and outside the region. Local authorities should take into consideration the context set by the standards adopted in adjoining and competing areas. In doing so, authorities should take into account the region-wide demand management strategy referred to in Policy T4 when this is available

7.44—The ranges in Table 7.4 at the end of this chapter are generally supportive of the principle of applying rigorous standards within the region for the following reasons:—

- ~~There would be benefit to business that, with high land values in urban centres, land would not need to be given over to low value parking~~
- ~~Businesses seeking town centre locations would no longer be expected to make commuted payments to provide communal parking~~
- ~~Those seeking locations with lower accessibility are likely to have to contribute to improving accessibility in accordance with other locational policies in the Plan, including T1 and SOC3.~~

~~7.45 However, the standards set out in Table 7.4 are significantly more restrictive than those that have applied in many locations in the region in the past. In addition, by taking into account the level of accessibility in setting parking standards in development plans, there is potential for the standards to create a perverse incentive for businesses to locate in less accessible locations. The Yorkshire and Humber Assembly should, therefore, carefully monitor the application of the parking standards in development plans and in decisions on planning applications to ensure that they do not undermine investment in central locations.~~

~~7.46 Standards can be tightened further to reflect the particular characteristics of individual local authority areas. Within rural areas local authorities should be able to apply thresholds below which these standards would not apply. These would normally be those set out in Table 7.4, which are based on those in draft PPG13.~~

Reducing car dependency

7.47 It will be important to complement and reinforce investment and car restraint policies through activities which inform travellers of environmental consequences of car use, encourage responsible car use and promote the use of alternative modes where these are appropriate (a mix and match approach). The regional Travelwise activity provides a sound basis for developing initiatives such as Green Travel Plans. Many authorities in the region have

participated in the TARGET project, funded through the INTERREG IIC programme, which has developed a range of initiatives including mobility management techniques and flexible working. It is expected that the evaluation of the TARGET project will inform future approaches to strategic and local planning. This work is being further developed as TARGET 2 through the INTERREG III Programme.

7.48 Further advice on the implementation of Travel Plans can be found in the following Government publications: *The benefits of Green Transport Plans - A Travel Plan Resource Pack for Employers* and specifically for schools, *School Travel Strategies and Plans - A Best Practice Guide for Local Authorities* (DETR 1999), a *School Travel Resource Pack* (DETR 2000) and *Increasing Bus Use for Journeys to School - a Guide to Best Practice within Existing Legislation* (DTLR 2001).

Making the best use of existing infrastructure

7.49 Measures to make the best use of existing infrastructure have an important role to play in the achievement of the RTS objectives. Local authorities in preparing Local Transport Plans need to consider in particular the contribution that local safety and traffic management strategies can make to achieving a range of objectives - environmental, social and economic. Preparation of reports under the Road Traffic Reduction Act 1997 should be an integral part of this process.

Road Safety

7.49a One of the principal objectives of the Regional Transport Strategy is to reduce the number and severity of road traffic accident casualties. However, engineering measures alone are not sufficient to reduce traffic accidents and attention will need to be focused on a long-term strategy to change the behaviour and attitude of road users.

Policy T2 T3 Personal Transport

Policies should be developed through development plans and local transport plans which increase choice between transport modes and ease of access to activities by public transport, cycling and walking, taking account of the needs of all users including disabled people and others with reduced mobility.

a) Travel choice should be widened through:-

- i) measures to encourage walking and cycling, e.g. by defining road user hierarchies and home zones, good access to developments, better walking and cycling conditions;*
- ii) provision for cycling at not less than the minimum standards set in the National Cycling Strategy and higher wherever possible;*
- iii) increased co-ordination and integration of public transport (bus and rail) and provision of seamless interchanges between services and modes;*
- iv) improved timetable and service information available in a variety of media including via internet and teletext;*
- v) design and implementation of all traffic and transport schemes to meet the needs of disabled and other mobility impaired people;*
- vi) the provision and continuity of safe traffic free routes and networks for access on foot and by bicycle or horse within and between the countryside to facilitate recreation and tourism;*
- vii) protection of disused rail lines and station sites not suitable for re-use for passenger or freight services, as busways, or as longer distance footpaths, bridleways or cycleways;*
- viii) protection and enhancement of the rights of*

way network (footpaths, bridleways and cycleways).

[Sub section b) now incorporated in policy T5]

e) b) Car dependency should be reduced, but without disadvantaging those disabled who rely on the car for mobility, through:-

- i) encouraging the production of Travel Plans for major travel generating activities, such as hospitals and schools;*
 - ii) requiring Travel Plans to be submitted with planning applications for development which is likely to have significant transport implications These should include specific targets for modal share, which work towards achieving travel patterns equivalent to those for urban centres;*
 - iii) encouraging the use of travel awareness campaigns;*
 - iv) providing secure cycle parking at public transport interchanges;*
 - v) encouraging telecommuting to reduce peak hour car travel, whilst monitoring the longer-term impact upon journey lengths and other locational decisions.*
- ⊕ c) Best use of existing infrastructure should be made through:-*
- i) local safety, traffic management and maintenance schemes;*
 - ii) improved information on the highway system, and in advance of travel, to avoid congestion spots and to reduce mileage lost in finding parking spaces;*
 - iii) encouragement of more flexible working and school hours with public transport provision to match need;*
 - iv) where appropriate, road space reallocation in*

favour of public transport and cycling, freight, and high occupancy cars, with simultaneous attempts to encourage car sharing, or other demand management measures.

d) The Highway Authorities in Yorkshire and Humber should seek to achieve a minimum target of a 40% reduction in the number of people killed or seriously injured in road accidents by 2010, compared to the average for 1994 to 1998. In addition, highway authorities should seek to achieve a minimum target of a 50% reduction in the number of children killed or seriously injured. The national target of a 10% reduction in the slight casualty rate should also be bettered. Local authorities should include in their Local Transport Plans proposals for action to improve and change driver behaviour through publicity, education and enforcement.

FREIGHT TRANSPORT

7.50 The movement of goods is of great significance to the economy of Yorkshire and the Humber 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 inward investment. In addition, efficient access for goods and services is a key factor in supporting the vitality of urban areas, although this must be reconciled with the need to make the region's towns and cities pleasant places to live and work, and attractive to visitors.

7.51 The Government's objectives and proposals for freight are set out in *Sustainable Distribution: A Strategy* (March 1999). It makes clear that land-use planning can have a significant impact on distribution, through policies and decisions on patterns of development and transport infrastructure. The aim of RPG in relation to freight transport should be to achieve an integrated and sustainable system of distribution

which makes the most efficient use of all modes through having regard to:-

- Improving the efficiency of distribution to the benefit of the regional economy
- Making better use of transport infrastructure
- Minimising the impact of freight distribution on the environment
- Maximising the use of rail and water, both inland and coastal in preference to road and air

7.52 Local authorities have a crucial role in the implementation of the strategy set out in *Sustainable Distribution*, and should seek to develop integrated freight distribution plans, promoting the efficient and effective use of all modes of transport, while recognising that road will continue to be the dominant mode of freight distribution for the foreseeable future. The strategy highlights the range of issues that need to be addressed. These range from the promotion of rail and water borne freight to detailed consideration of issues such as lorry routing, air quality, climate change, noise and disturbance of local communities.

7.52a The Government is proposing a new distance-based charging system for all lorries on UK roads, which is expected to use satellite positioning technologies.

7.53 Proposals for Freight Quality Partnerships were put forward in *Sustainable Distribution*. Local authorities, freight operators, businesses and developers should work together, within the context of Freight Quality Partnerships, to agree on lorry routes, loading and unloading facilities, reducing vehicle emissions and vehicle and delivery noise levels, to enable a more efficient and sustainable approach to deliveries in environmentally sensitive locations.

7.54 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. Further guidance on planning and transport policy in relation to ports, including the role of development plans, is set out in *Modern Ports: A UK Policy* (DETR November 2000).

7.55 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. The Government's 10 Year Plan, published in July 2000, envisaged a significant increase in rail's share of the freight market to around 10 % by 2010. This implies an additional 15 billion tonne km of rail freight (+ 80%) over a ten year period nationally. ~~The Strategic Rail Authority will work with Railtrack to invest in freight infrastructure, develop freight priority routes and to eliminate bottlenecks to enable such growth to be achieved. Central Railway proposes gaining Parliamentary approval for a lorries on trains freight railway which will provide a dedicated freight link between Yorkshire and the Humber and continental Europe.~~

~~7.56 Railtrack is carrying out a number of studies into freight routes in the region, including the East Coast Main Line and Trans Pennine routes, and the South and West Yorkshire and Hull Multi-Modal Studies are also considering freight issues. The results of these studies will feed into an early review of the RTS.~~

7.57 Consideration should be given to the potential use of Freight Facilities Grants and Track Access Grants to help businesses switch freight transport from road to rail or water by assisting with the extra costs. Freight Facilities Grant contributes towards the capital costs incurred by companies switching to, or re-investing in, rail or water freight transport. Track Access Grant helps rail goods service operators to meet the charges made by Railtrack for access to the rail network.

7.58 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.

7.58a There is a particular highway bottleneck on the A160 approach to Immingham and the rail network serving the South Humber Bank urgently requires a package of improvements to increase capacity by raising track speeds, improving junctions and providing an additional route for freight using the Wrawby-Gainsborough line.

7.59 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 Leeds Bradford Airport is looking at opportunities for air freight services to continental Europe. The measures that will form part of the common approach on freight are set out in Policy ~~T3~~ T4.

7.59a The Assembly proposes to take the lead in developing a comprehensive freight strategy for the region to be included in a future revision of RPG.

Policy ~~T3~~ T4 Freight Transport

In preparing development plans and local transport plans opportunities should be sought to deliver an integrated freight distribution system which makes the most efficient and effective use of road, rail and water (inland and coastal). In particular policies should be developed which:-

a) Seek to maximise the use of rail or water for freight movements from new developments and significant changes of use, as well as recognising the contribution these modes can make to the

transportation of bulk materials e.g. waste.

b) Seek to locate developments which generate high levels of freight and commercial traffic closest to intermodal freight facilities, rail freight facilities, ports and wharves or roads designed and managed as traffic distributors.

c) Where appropriate, identify and encourage the protection of rail freight connections and the development of new rail sidings in association with new freight oriented developments and in relation to quarrying and forestry sites.

d) Identify and protect existing and proposed sites for intermodal interchanges from road/rail, road/water, and road/rail/water. In South and West Yorkshire, in particular, seek improvements to road/waterway transfer facilities.

e) Identify and protect existing and proposed sites for rail freight facilities and operational development and encourage and protect rail freight connections to major industrial sites.

f) 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.

g) Where appropriate, encourage the implementation of gauge improvements on key rail freight routes.

h) Encourage the development of Freight Quality Partnerships between local authorities, the freight industry, business communities, residents and environmental groups to enable a more efficient and sustainable approach to deliveries, particularly in urban areas.

transport strategies requires a mechanism to coordinate data sources and indicators, and the production of a region-wide demand management strategy. Policy T4 sets a framework for this approach.

7.61 Tables 7.2 and 7.3 set out the indicators and targets that will be used for monitoring the transport policies in RPG. Much of the data required to undertake such monitoring will be generated by the systems that are being established by local authorities to monitor Local Transport Plans. In order to build a co-ordinated approach at the regional level it is important to undertake an audit of available data sources and indicators. The Government has issued guidance on the use of indicators in LTPs (*How to monitor indicators in Local Transport Plans*, DETR February 2001).

7.62 It has not been possible, in the current review of RPG, to fully address the requirement in PPG11 for the RTS to provide guidance on the strategic context for demand management measures. It is important that in the next review further work is undertaken to prepare a region-wide demand management strategy. This should integrate and co-ordinate the demand management strategies incorporated in LTPs, including the reports under the Road Traffic Reduction Act 1997.

7.63 This Act requires local traffic authorities to produce a report containing an assessment of existing levels of local road traffic and a forecast of expected growth in those levels. It should also contain targets for reducing the level of local road traffic in the area covered by the Plan or its rate of growth. First reports under the Act were submitted in July 2000 and were prepared without the benefit of a regional framework which addresses cross boundary issues that the RTS should consider. Further guidance on demand management and parking policy is included in Policy T5c) and d).

TRANSPORT STRATEGY CO-ORDINATION

7.60 The strong interaction across local authority boundaries in relation to land use planning and

STRATEGIC DEMAND MANAGEMENT

7.60 RPG should provide guidance on the strategic context for demand management measures. Congestion on the highway network is becoming worse each year and this is causing increasing impacts on economic regeneration, health and the environment.

7.61 RPG provides the opportunity to introduce demand management measures in a co-ordinated way across the region, minimising the risk of 'beggar my neighbour' competition for development. There are a number of measures available, but those of a particularly strategic nature are charging for use of the highway and parking policies.

Strategic demand management - road charging

7.62 The South and West Yorkshire Multi-Modal Study was centred on the urban conurbations in the region, but it had some important messages for those parts of the region outside the immediate study area. SWYMMS policy recommendations relate direct to areas having strong economic and transport linkages with South and West Yorkshire, but there will be a need to assess their impact on other areas (particularly in a rural context) before using them as a basis for defining policies across the entire region. The fact that the Hull Multi-Modal Study did not recommend road charging clearly demonstrates that policies must be developed appropriate to a local context.

7.63 SWYMMS has demonstrated that investment in new highway and public transport infrastructure would not be enough on its own to prevent serious impacts on economic regeneration, health and the environment.

7.63a The study recommended area-wide charging as the most effective way of reducing traffic levels generally, and on the motorways and A1 in particular. The preferred approach would be for a national scheme, with charges set at levels

which maximise the net benefits to society as a whole, ensuring a closer match between the social costs and private costs of motoring. A key issue is that the revenue stream created by charging would be used within the transport sector to benefit society.

7.63b Testing within SWYMMS focused on optimising a single rate charge on all roads in the study area, but limited testing of differential charging rates showed that significantly higher benefits could be gained compared to a flat rate of charge. A charging system should relate charges to the degree of congestion, enabling costs imposed on society to be reflected in the charging rate in use at a particular time and location.

7.63c In its formal response to Government on SWYMMS, the Assembly recognised the clear case demonstrated for the introduction of area wide charging, but noted the need for this to be introduced as part of a national framework and also that there are many unresolved matters of detail about how it would operate. To be worthy of implementation a charging system should yield a net benefit taking account of environmental and safety impacts, economic benefits and disbenefits, and the costs of implementation, operation and enforcement.

7.63d In the past, a policy of "predict and provide" has justified much of the provision of new highway capacity on a need to cater for new traffic arising from economic growth. If economic growth could be de-coupled from traffic growth this would make the economic future more sustainable. Area-wide charging appears to offer an opportunity to actively manage future traffic levels, and along with rigorous control of development, to abandon "predict and provide" without generating ever-greater levels of traffic congestion. However, given the weakness of some areas of the regional economy there are concerns about possible negative impacts of road user charging on the local economy. Yorkshire Forward sponsored research have indicated that charging introduced as part of a national scheme should overcome concerns regarding the loss of relative

competitiveness in the region, although further work will be necessary to determine a comprehensive assessment of impacts. Reducing congestion would improve economic efficiency through reduced journey times and increased reliability in the transport system.

7.63e Issues such as the actual level of charge and congestion thresholds for the application of charging, are very sensitive issues where local discretion may be exercised. Regional partners have already expressed to Government a willingness to be involved in suitable studies to inform the development of a national approach and its regional application.

7.63f Although any area-wide charging scheme in Yorkshire and Humber should be introduced as part of a national scheme, effective demand management has implications for land-use planning in terms of promoting high density mixed-use development in urban locations more easily served by public transport.

7.63g In terms of timescale, SWYMMS assumed that it should be practicable to implement an area-wide charging scheme by 2011 and this was used as the basis of plan development. The Government's planned scheme for distance-based charging for HGVs will make use of GPS technology and this may provide a lead for introducing this technology into the much larger fleet of cars on the UK's roads.

7.63h There is also a need to plan for significantly improved public transport in order to meet a higher proportion of the future demand for travel using sustainable modes. The Assembly, together with its principal regional partners, is developing proposals to enhance the strategic role of public transport to complement the SWYMMS recommendations for the strategic highway network in the Region. An important part of this work will be to prioritise improvements to public transport in order to meet extra demand created by modal transfer effected by charging. There is a particular issue of funding such improvements ahead of new revenue streams created by road charging and additional patronage.

Strategic demand management - parking policy

~~7.39~~ 7.63i The overall approach on parking needs to complement and reinforce the spatial strategy set out in this guidance. In particular it needs to support the commitment to urban renaissance so that development is concentrated in locations that are highly accessible, or will be highly accessible, by non-car modes.

~~7.40~~ 7.63j Local authorities need to develop an integrated strategy on parking, utilising planning policies and transport powers. Parking is likely to be a key element in managing demand for car use. LTPs should set out how parking policies, including workplace parking levy charges, are to be used to encourage motorists to use alternative means of travel. Parking strategies will need to consider the appropriate number of total spaces for cars and motorcycles, the balance between short and long-stay spaces and the level of charges.

~~7.41~~ 7.63k There needs to be a consistent approach to the determination of parking standards across the region to avoid the destructive potential for competitive provision of parking between different locations to the detriment of sustainable development. The context for setting parking standards is set out in PPG13 *Transport*. This requires development plans to set maximum levels of car parking for broad classes of development to encourage sustainable transport choices and promote development in locations which are well served by public transport. PPG13 states that Regional Planning Bodies and local authorities may adopt more rigorous parking standards where this is considered appropriate.

~~7.42~~ 7.63l In preparing development plans local authorities should take account of the parking standards set out in Table ~~7.4~~ 7.3 at the end of this chapter. These are maximum parking standards, expressed as ranges, which provide a framework to enable local planning authorities to set out in their development plans more specific standards

based on the particular characteristics of their areas. In urban centres where there is significant potential for the use of shared parking facilities the case for the application of more rigorous standards to individual developments will need to be considered. However, a balance has to be struck between encouraging new investment in town centres by providing adequate levels of parking, and potentially increasing traffic congestion caused by too many cars. Where retail and leisure developments are located in a town centre, or on an edge of centre site as defined by PPG6, local planning authorities ~~should~~ may consider allowing parking additional to the relevant maximum standards provided the local authority is satisfied that the parking facilities will genuinely serve the town centre as a whole. Also, there should be no adequate public parking within reasonable walking distance and the traffic impacts must be acceptable.

~~7.43~~ 7.63m In arriving at the appropriate standard for each land use type and for each location type, local authorities should take into account:-

- The size of the settlement - the larger the settlement the more likely it is to support a wide range of public transport facilities. The likely level and availability of public transport should be taken into consideration in determining the appropriate maximum parking standard. Areas which already or potentially have a high level of public transport accessibility should normally be expected to adopt more rigorous parking standards.
- The relative economic strength of the area - the stronger the economy of the area the more capable it is of supporting a wide range of public transport facilities. In those parts of the region where traffic congestion is an important concern, authorities should consider the role that more rigorous parking standards might play in tackling these problems as part of an integrated transport system.
- Proximity to competing areas both within and outside the region. Local authorities should take into consideration the context set by the

standards adopted in adjoining and competing areas. In doing so, authorities should take into account the region-wide demand management strategy referred to in Policy ~~T4~~ T5 when this is available.

~~7.44~~ 7.63n The ranges in Table ~~7.4~~ 7.3 at the end of this chapter are generally supportive of the principle of applying rigorous standards within the region for the following reasons: -

- There would be benefit to business that, with high land values in urban centres, land would not need to be given over to low value parking
- Businesses seeking town centre locations would no longer be expected to make commuted payments to provide communal parking, although they may still contribute to improving public transport
- Those seeking locations with lower accessibility are likely to have to contribute to improving accessibility in accordance with other locational policies in the Plan, including T1 and SOC3.

~~7.46~~ 7.63o However, the standards set out in Table ~~7.4~~ 7.3 are significantly more restrictive than those that have applied in many locations in the region in the past. In addition, by taking into account the level of accessibility in setting parking standards in development plans, there is potential for the standards to create a perverse incentive for businesses to locate in less accessible locations. The Yorkshire and Humber Assembly should, therefore, carefully monitor the application of the parking standards in development plans and in decisions on planning applications to ensure that they do not undermine investment in central locations.

~~7.46~~ 7.63p Standards can be tightened further to reflect the particular characteristics of individual local authority areas. Within rural areas local authorities should be able to apply thresholds below which these standards would not apply. These would normally be those set out in Table ~~7.4~~ 7.3, which are based on those in draft PPG13.

Policy T4 T5
Transport Strategy Co-ordination
Strategic Demand Management

a) An audit of available data sources and existing local transport plan indicators should be undertaken, led by the Yorkshire and Humber Assembly, in order to establish common data sets and baselines on which a focused set of regional indicators and targets can be based.

b a) Local authorities and others should contribute to the production of a regionwide demand management strategy, within which transport issues, including pricing and charging, will be taken forward in partnership, to ensure that inter- and intraregional issues are handled in a way which avoids unnecessary competition and duplication, but gets the best from existing and future resources. Such a strategy must include measures suitable for differing timetables- parking controls are already in use to influence demand, whereas area-wide charging is currently ruled out until the next decade. National policy on road charging is an issue for Central Government, but regional partners should participate fully in the detailed development of any future proposals.

b) A consistent approach to the formulation of parking strategies should be adopted across the region to assist in reducing road traffic through:-

i) the use of maximum parking standards through planning controls for new developments in step with location and land use type;

ii) progressive reduction in long stay parking and transfer of some spaces to short stay, subject to consideration of possible implications for traffic congestion

iii) reduction of on-street parking to maximise pedestrianisation with high quality walking and cycling networks and environmental improvements;

iv) park and ride facilities where appropriate - coupled with public transport improvements.

TRANSPORT IN THE MAIN URBAN AREAS

7.64 Policy T5 T6 sets out a range of transport measures for tackling transport needs in urban areas. Some of these measures are capable of implementation through the planning system e.g. parking policy, and some through Local Transport Plans e.g. Quality Bus Partnership corridors. Integrated Local Transport Plans (which have become statutory under the terms of the Transport Act 2000) have now replaced the scheme-by scheme approach under which resources were allocated for new local transport projects. They cover a five-year period offering greater certainty of future funding for local authorities. The first full Local Transport Plans, covering the period 2001-2005 were submitted in July 2000, and did not, therefore, have the benefit of a fully developed Regional Transport Strategy during preparation. It is important that the next round of LTPs in preparation in 2004 does have the benefit of a more developed RTS, taking on board the results of the multi-modal and other studies.

Public transport

7.65 Problems of perception and attitude create barriers to the use of public transport. There are examples, both within the region (such as Leeds Superbus guided busways in Leeds and Bradford and York Park and Ride) and elsewhere in the country, of recent improvements to bus quality and image which have resulted in increased ridership. These have most usually been achieved through partnership arrangements, with highway authorities providing bus priorities to improve run times and reliability and bus operators providing better vehicles and driver training. There are particular benefits to be derived from through-ticketing and multi-operator ticketing.

7.66 The Transport Act 2000 provides powers to give statutory backing to Quality Partnerships, so that all parties can invest with confidence, and to permit Quality Contracts, with the granting of exclusive rights to operators in return for guaranteed service levels and performance.

7.67 As a further measure to tackle social exclusion and help build sustainable communities the Government has introduced a new Urban Bus Challenge Fund to improve links to deprived urban areas. This will be based on the scheme already introduced for rural areas.

Demand management in urban areas

~~7.68 Investment in new highway and public transport infrastructure would not be enough on its own to prevent the highway network becoming more heavily congested in 15 to 20 years' time, with serious impacts on economic regeneration, health and environment. A set of demand management measures are available to local authorities including:-~~

7.68 In order to address the growing impacts of urban congestion on local economies, health and environment, a set of demand management measures are available to local authorities, including:

- Parking policy
- The use of travel plans and travel awareness campaigns
- ~~The possibility of~~ Road space reallocation e.g. the introduction of bus and cycle lanes and, possibly, freight or high occupancy vehicle lanes
- The use of safe routes to schools
- The possible introduction of road user charges or workplace parking levy charges

7.68a Leeds will host a Government-funded trial of charging technology in Autumn 2003.

involving up to 1,000 volunteers in a year-long trial. However, the demonstration project will not necessarily lead to the introduction of a permanent and full-scale scheme in Leeds. The City Council has stated that it will not consider introducing charging until major planned transport improvements are in place.

7.69 On the strategic motorway and trunk road network the Highways Agency is preparing a series of Route Management Strategies which will need to consider the case for the introduction of priority measures for particular types of traffic such as freight or high occupancy vehicles.

~~7.70 RPG provides the opportunity to introduce demand management measures in a co-ordinated way across the region, minimising the risk of 'beggar my neighbour' competition for development. These measures may include workplace parking levy and road user charging schemes. The Department for Transport has established a Charging Development Partnership with local authorities who have expressed an interest in using the new congestion charging powers in their local transport plans. These authorities will provide a source of practical advice and experience to others considering such schemes. In addition to being valuable traffic management tools these schemes also have the potential to be important sources of additional revenue for local authorities to invest in providing greater transport choice. The Government has said that local authorities introducing a scheme, at any point in the 10 years after the powers become available, will be able to keep all the net revenues for at least 10 years from the start of the scheme for spending on improvements to local transport. Where such schemes are to be introduced to a significant extent in any region, the RTS will have a role in advising on any regional priorities for the use of those monies in the interests of a co-ordinated approach across local transport plan boundaries.~~

~~7.71 In the West Yorkshire Local Transport Plan, Leeds City Council, which is a member of the Charging Development Partnership, has put~~

~~forward in conjunction with Metro outline proposals for the introduction of road user charging in the city centre. Leeds has also been selected as the site for the electronic road user charging demonstration project.~~

~~7.72 City of York Council has undertaken research on the potential application of charging schemes for York. Apart from Leeds and York, no other local authorities in the region are actively considering the introduction of charging schemes. However, It is important for these options for the introduction of charging schemes to be retained on the agenda as a potential way of tackling congestion. In some of the larger towns and cities in the rest of the region, the possibility of introducing some form of pricing, either workplace parking or road user charging should be reviewed. The actual mechanism, area covered and appropriate charging levels would need to be investigated closer to the time, however it is not expected that this would be in the early years of the strategy, but clearly any area-wide charging scheme as recommended by SWYMMS would have major implications for the main urban areas in the region. Member authorities need to be able to demonstrate that they have effective proposals to address the impacts of traffic growth on their transport and land-use policies.~~

Walking and cycling

7.73 A high proportion of journeys are under two miles, distances that for most of the population could be undertaken by walk or cycle modes, with consequent benefits for health and fitness. The principal barriers to walking and cycling are safety, security, lack of adequate parking and changing facilities, with an overriding issue of attitudes.

Policy T5 T6 Transport in the main urban areas

a) Investment in public transport measures should be promoted in development plans and local transport plans, including:-

i) investment in public transport infrastructure, particularly further Quality Bus Partnership corridors and improved interchanges and pedestrian links between bus/rail stations and commercial centres;

ii) provision of new rail stations, with park and ride facilities at existing and new stations;

iii) promotion of more intensive urban public transport developments (such as Light Rapid Transit and guided bus) where there is the potential for economic and financial viability;

iv) enhancements to rail (passenger and freight) and bus services, including enhancements that take advantage of infrastructure improvements and better service coordination;

v) fully co-ordinated regional ticketing and concessionary fares schemes.

b) Road investment should largely be concentrated on traffic calming, cycling, pedestrian and other safety measures (including central area pedestrianisation and traffic calming on main routes in local centres and associated lorry routes).

c) Parking policies should include:-

i) progressive reduction in long stay parking capacity (and transfer of some spaces to short stay);

ii) maximum parking standards for new developments in step with location and land-use type;

iii) park and ride facilities coupled with public transport improvements.

d) The need for demand management, including parking strategy, should be considered in a co-ordinated way across boundaries. Measures should include a mix (based on further study) of road user charging, road space reallocation, and workplace parking levy charges. Preconditions

for the implementation of local charging schemes would be a cost benefit assessment including social and economic impacts and cross-boundary effects and, where necessary, improvements to existing public transport to offer a choice of means of access. Such measures should be retained on the agenda in the main urban areas for potential longer-term introduction, even if they are not justified in the short term.

TRANSPORT IN RURAL AREAS AND MARKET AND COALFIELD TOWNS

7.73 The RTS policies for the development of transport systems in rural areas and market towns and in National Parks are contained in Policy ~~T6~~ T7. This relates to a wide variety of sub-areas: -

- Rural South Yorkshire
- The South and West Yorkshire Coalfields
- East Pennines moorland areas
- Rural areas of North and North East Lincolnshire
- East Riding
- North Yorkshire

7.74 These areas have a variety of problems and opportunities, and elements of strategy will be more relevant to some areas rather than others. However, the set of common measures identified in Policies ~~T2~~ T3 and ~~T3~~ T4 will generally be applicable throughout these areas.

7.75 The Government's Rural White Paper *Our Countryside: The Future* (November 2000) emphasised the lack of availability of public transport as a key problem in rural areas and stressed the importance of flexibility in providing for transport needs. The potential for using public transport, walking and cycling in rural areas is more limited than in urban areas.

7.76 The dispersed pattern of demand means

that it is very difficult to serve rural communities by conventional public transport. In recent years there have been considerable efforts made to co-ordinate the various transport services which serve such rural areas (e.g. postbus, school bus, car ambulance service, voluntary sector), in order to provide a basic level of service. Rural Bus Subsidy Grant and Rural Transport Partnership have provided money to be used as revenue support for more conventional types of services. Rural Bus Subsidy Grant has now been extended for a further three years to 2004. In addition, the Rural Bus Challenge Fund has been established to support cost-effective innovation in the provision or promotion by local authorities of rural bus transport. LTPs need to explain how Rural Bus Subsidy Grant and any funds from the Rural Bus Challenge competition are being used in the context of a wider strategy for improving travel choice in rural areas.

7.77 There are a number of towns which were formerly heavily dependent upon the coalfields, where regeneration is now the key concern and Policy S2 states that South Yorkshire and Coalfields, particularly the Dearne Valley, are the first priority for regeneration in the region. New jobs and improved transport links in these areas will be a priority providing that they can be shown to meet the sustainability requirements. Policy P1 identifies the Dearne Valley Development Zone as a regionally significant location and the implications of this, including the need for public transport improvements, are described in paragraphs 4.57 and 4.58.

7.78 In rural areas and market and coalfield towns in the short term consideration should be given to the introduction of the following types of measures:-

- Provision of bus and dial-a-ride type services for areas with identified transport needs;
- innovative measures, ~~such as those recently introduced in Grimethorpe~~, are required to address the particular problems of these rural areas

- Development of quality bus corridors such as those under consideration between Barnsley and Doncaster through the Dearne Valley
- Co-ordination of transport services, including community transport and health services transport, such as the Rural Transport Partnership scheme in North Yorkshire
- Improved waiting and interchange facilities for bus passengers
- Definition of road hierarchies to identify those roads suitable for through movement, and those reserved for limited access
- Cycling measures, such as cycling strategies for the East Riding and North Yorkshire, and measures to improve conditions for horse riders
- The introduction of a limited number of pilot rural telecentres, to allow access to services and facilities without necessarily travelling long distances
- Local safety and environmental schemes

7.79 ~~In the medium to longer term, consideration should be given to:-~~

- ~~• limited improvements to existing rail links, such as the Hull-Bridlington-Scarborough lines~~
- ~~• new stations serving rural settlements, for example on the York-Harrogate and York-Scarborough lines~~
- ~~• the potential for re-opening disused railway lines in rural areas, including the line between Malton and Pickering, the Harrogate-Ripon-Northallerton line and the Wensleydale railway~~
- ~~• the provision of village by-passes on major routes carrying heavy volumes of traffic (e.g. A65)~~

7.80 When considering the need for new road

schemes, including village bypasses, local authorities should explore the scope for alternative solutions that do not involve major new construction, and take account of the strong presumption against damaging sensitive environmental sites.

Policy T6 T7

Transport in rural areas and market and coalfield towns

a) Investment in public transport measures should be promoted in development plans, local transport plans and rights of way improvement plans including:-

i) improvements to existing rail links and new stations serving rural settlements; short term protection and study and longer term reopening where feasible (taking account of the potential for contributions from public resources under Policy S2) of key sections of disused lines;

ii) improved bus services between towns, including the use of Quality Bus Partnerships where appropriate;

iii) improved public transport interchange, other bus passenger facilities and pedestrian links in town centres, bus-based park and ride sites on the edge of larger market towns;

iv) improvements to public transport service levels through the subsidy of bus services where justified by economic, social and environmental benefits, provision of dial-a-ride type services, co-ordination of transport services such as community and health service provision;

v) participation in regionally co-ordinated ticketing and concessionary fares schemes.

b) Road investment should be largely concentrated on traffic calming, cycling, pedestrian and other safety measures (including central area pedestrianisation, traffic calming on main routes in local centres, associated lorry routes and

provision of quiet, safe roads forming green networks and, in rural areas, to support green tourism). Any new bypass should have the same physical capacity as the route being replaced and its construction should be accompanied by ~~traffic calming~~ complementary measures on town centre routes. Any safety and development related highway improvements should be in accordance with Policy ~~T8~~ T9.

c) Parking strategies should be developed for all the market and coalfield towns, which will take account of the availability of public transport services throughout the hinterland they serve and include consideration of :-

i) reduction of long term public car parking provision in favour of short term, subject to consideration of possible impact on traffic congestion;

ii) reduction of on-street parking in favour of pedestrian, cycle and environmental improvements;

iii) use of maximum standards for parking provision where there is a danger of displacement of development from larger urban centres, and the need to tighten these in step with regional public transport and demand management measures.

d) Innovative rural transport packages should be developed which tackle the problems of access to jobs and amenities, including community-based transport solutions exploiting the potential of Information and Communication Technology (ICT) and provision of rural tele-working centres where this will meet identified needs (in support of Policy E2).

the Yorkshire Dales and North York Moors National Parks, as well as other concentrated tourist locations such as historic cities like York and ~~at certain times of the year~~ in seaside towns. Policy ~~T7~~ T8 includes measures to address the associated transport issues.

Policy ~~T7~~ T8 Tourism-related transport measures

Initiatives should be promoted through development plans and local transport plans to maximise the use of public transport, cycling and walking in areas of high tourist demand (in addition to measures in Policies ~~T5 and T6~~ T6 and T7), including:-

a) Enhancements to bus-based infrastructure, new bus-based and rail-based park and ride facilities, improvements to existing rail links and new links to particular tourist attractions where provision can viably be made.

b) Cycling and pedestrianisation schemes.

c) Traffic calming in particular problem locations, for example on routes through the Yorkshire Dales and North York Moors National Parks.

d) Concentration of car parking at specific sites sensitive to their surroundings with shuttle buses to particular attractions where appropriate.

e) Increases in car parking charges at these locations to fund other measures, such as access buses.

f) Consideration of road visitor access charges at places and on routes of peak demand.

TOURISM-RELATED TRANSPORT MEASURES

7.81 Areas that receive high volumes of visitors may necessitate particular transport solutions. These areas include 'honeypot' locations within

IMPROVEMENTS TO THE HIGHWAY NETWORK

7.82 The Government's 10 Year Plan *Transport 2010* (DETR July 2000) stresses that tackling the problems of congestion faced on the strategic road

network requires integrated solutions as no single solution would be effective on its own. There are physical and environmental, as well as financial, limits to the amount of extra road space that can be built. Whilst providing extra capacity can provide real and immediate benefits, especially for congestion bottlenecks, it may also free-up suppressed demand and even generate new demand. Road building alone is not a sustainable long-term solution to the problems of traffic growth and congestion. This approach reflects that set out in the European Spatial Development Perspective (ESDP) which makes it clear that increases in traffic can no longer be managed by the expansion of road infrastructure alone.

7.83 Major improvements to the highway network must be appraised using the New Approach to Appraisal (NATA). This methodology was introduced in the Government's White Paper *A New Deal for Transport* and developed by the DETR during the 1998 Roads Review for: -

- Choosing between different options for solving the same problem
- Prioritising between proposals

7.84 The approach has been further developed to encompass multi-modal issues and further advice is available in *Guidance on the Methodology for Multi-Modal Studies* (DETR March 2000) and *Guidance on Full Local Transport Plans, Annex E* (DETR March 2000).

7.85 Policy ~~T8~~ T9 provides a framework for considering improvements to the highway network which aims to ensure that a strategic approach is taken to the assessment of proposals and that alternatives to an increase in road capacity are considered where appropriate.

7.86 In relation to highway improvements essential to regeneration or to delivering environmental enhancement (Policy ~~T8e~~ T9c), the way in which these are brought forward will depend on whether the schemes are on the trunk road or the local road network. Major schemes on

the trunk road network will normally be considered as part of the review of RPG, although *PPG11 Regional Planning* (Appendix B paragraphs 15-16) sets out a process for treating road schemes as additions/amendments to the RTS rather than requiring a review. Minor schemes, not of regional or sub-regional importance, would not warrant RPG consideration. In relation to the local highway network, *PPG12 Development Plans* (paragraphs 5.19 and 5.20) states that all transport proposals which have a regional or sub-regional significance will be considered in the context of the RTS. This will include consideration of options and priorities for new transport infrastructure. Any other transport proposals of strategic significance which have not been considered in the context of the RTS, will need to be specified in structure plans and UDPs. In these circumstances, the assessment of alternative options will be examined at the EIP or public inquiry.

Policy ~~T8~~ T9

Improvements to the highway network

There will be a general presumption against increases in the physical capacity of the highway network within the region with the following exceptions:-

a) Proposals endorsed by the Assembly following the outcome of the ~~DTLR~~ Government's Multi-Modal, Safety Road-based, or similar studies, in conjunction with sustainability appraisals encouraged under Policy S1.

b) Road improvements which result from Highways Agency Route Management Strategies.

c) Localised improvements where these are essential to regeneration or to delivering environmental enhancement or which arise as a result of development which is needed to meet the strategy of the Plan and where it can be demonstrated that there are no feasible alternatives to road investment, where proposals will be considered on their individual merits.

Instead improvements in the capacity of the highway network will be achieved by better management of existing road infrastructure and improvement in public transport and in accordance with Policy T1. All major improvements to the highway network must be appraised using the New Approach to Appraisal (NATA).

AIRPORTS

~~7.87— The White Paper A New Deal for Transport announced the Government's intention to prepare a new UK airports policy looking some 30 years ahead and to develop this within the framework of sustainable development principles. Work towards the preparation of a White Paper on air transport is currently underway and as part of this the Government published a consultation document on air transport policy, The Future of Aviation, in December 2000. This raised a number of key issues relevant to planning for airport development including integration with surface transport systems. A number of Regional Air Services Studies have been carried out to inform the preparation of a White Paper on air transport. The North of England study has been completed and is being audited and checked for consistency with other regional studies as part of the Regional Air Services Co-ordination Study (RASCO). The results of the studies are expected to be published for consultation in early 2002.~~

7.87 There are currently two airports operating in the region:

- Leeds Bradford Airport is located immediately north of the conurbation. It has a 2,250 metre main runway and in 2002 handled 1.6 million passengers. This figure is expected to increase to 2 million in 2003. In 2003 two new "no-frills" carriers started operations at the airport and this is expected to create a significant increase in usage. The airport is investigating options for investment in public transport infrastructure in order to achieve a significant modal shift for passengers and the workforce.

- Humberside Airport is sited south of the River Humber, near the M180 motorway at Barnetby. The airport has a 2,230 metre main runway and in 2002 it handled 502,000 passengers. In addition to scheduled and charter flights, the airport also supports specialist air services serving the North Sea.

7.87a In April 2003 planning permission was granted for the use of the former RAF Finningley, near Doncaster, as a civil airport. It has a 2,741 metre runway with permission to handle 2.33million passengers per annum. The site lies in the South Yorkshire Objective 1 area and is intended to create significant employment opportunities and commence air services in late 2004.

7.87b The Government has announced that it will produce an Aviation White Paper looking some 30 years ahead. Consultation is currently underway to meet this growth. The Assembly responded to the 2002 national consultation on possible scenarios for future growth and patterns of airport development. It noted that because unchecked growth in aviation has the potential to lead to rapid increases in carbon dioxide emissions and consequent impact on global warming, the Government's plans for the future development of aviation should be based on a demand management approach.

7.87c The future provision of air services for the region should increase travel opportunities while recognising infrastructure limitations locally. Any strategy needs to be based on an assessment of the relative strengths and weaknesses of the various airports and the existing predominance of Manchester as an airport serving the North of England. Direct services from the North of England, and in particular from Yorkshire and Humber, should reduce the length of surface journeys and boost local economies.

7.87d Manchester is the airport best placed to deliver new long-haul routes that might otherwise only be available from the London airports. However, this should be complemented by

growth at airports within Yorkshire and Humber which would develop their own strengths in European scheduled and charter operations. It is important that airports within Yorkshire and the Humber can both grow their existing business and also claw back some of these services from airports outside the region because this could help to boost economic benefits for the region.

7.87e A 'joined up' approach should be taken to air and rail strategy over the next 30 years. This could include promoting the development of inter-regional and near-continent rail services as part of a positive strategy to reduce the need for air travel within the UK and to the continent.

7.87f The Government should consider the important role that upgraded rail infrastructure, such as a new North-South high-speed line, could play in reducing inter-regional travel to the South East by both road and air travel.

7.88 Local authorities should take account of the following framework for the region's airports in preparing Development Plans:-

- the strategy should be based on enabling the people and businesses of the region to have good access to as full a range of airport facilities and air services as the market will support, in a way that best meets the principles of sustainable development
- the strategy should recognise that different airports can provide different packages and ranges of services, fulfilling different niche roles that, taken together, meet diverse needs
- the growth of air travel generally and the capacity limitations on airports at the top of the hierarchy will result in more rapid growth at the regional airports, as more direct short and medium haul destinations become viable from those airports, with a reduced dependence on hub and spoke operations in the South East or on the near- Continent
- in general, such growth will provide a positive

economic boost to the region, with increased jobs and associated development, and is to be encouraged

- however, airport development plans will need to be reviewed in the light of the effect they have upon:-
- the local environment, in terms of noise, air quality and pressures on the Green Belt
- the global environment in terms of overall levels of travel and its sustainability in an
- era of rapidly improving telecommunications
- the global environment in terms of overall sustainability of air vis-à-vis other modes
- the local road network in terms of delays and congestion, and the scope to which this can be relieved by improved public transport connections - noting the substantial critical mass required for an airport to justify fixed track connections

7.89 Surface access to airports is an important aspect of the effects which the large workforce and passenger numbers impose upon the surrounding infrastructure. The current access to the region's airports is almost wholly road-based, with ~~2~~ 3 % of travel by public transport. If airports are to continue to grow rapidly then a much higher target of 20% by public transport must be expected. ~~However, such a target would imply a 50 fold increase in the number of public transport passengers travelling to the airports.~~

7.90 Parking charges at the airports may play a dual role in influencing mode of access to the airport, whilst providing revenues to support the development of public transport alternatives.

7.91 The creation of an airport forum for each of the airports in the region will enhance the consideration of surface access mode shares. These may consider the potential for public transport access to the airports for various classes of travellers to the airport.

7.92 As well as being major transport interchanges and traffic generators, airports attract a range of related and non-related developments. In preparing their development plans local planning authorities should consider the extent to which development is related to the operation of the airport, and is sustainable given the prevailing and planned levels of public transport, taking into account the guidance in PPG13. Development which is not directly related to the airport should be assessed against relevant policy in RPG and national planning guidance.

Policy T9 T10 Airports

a) In preparing their development plans local planning authorities should use the following considerations in determining criteria to be applied to airport development and expansion proposals:-

i) compatibility with emerging national policy and the principles of the regional framework for air services and airports in this RTS;

ii) contribution towards an overall strategy of achieving better access for the people and businesses of Yorkshire and the Humber to the full range of types of airport facility and services that the market will support, including international long-haul opportunities;

iii) fully meets the principles of sustainable development as demonstrated through a sustainability appraisal under Policy S1 (which should be the subject of consultation with stakeholders and the public), setting economic and social benefits against local and global environmental impacts;

iv) fully responds to the key policy principles of reducing surface travel distances to air services and the maximisation of potential economic benefit to the region;

v) making best use of existing transport infrastructure (including an integral Travel

Plan for managing surface access, minimising generation of car-borne traffic and reviewing airport parking charges); and where possible improving or providing new access by public transport.

b) In their development plans and, where appropriate, local transport plans, local authorities should ensure that any development of airport surface access takes account of the wider transport strategy for the local area and provides for a wider choice of mode of travel. Airport operators should be partners through Airport Transport Fora in implementing should work to implement surface transport initiatives to ensure that access is less car dependent. Every effort should be made to achieve a target of 20% travel to the regions' airports by public transport by 2016.

TRANSPORT INVESTMENT PRIORITIES

7.93—One of the main aims of the RTS is to set out the regional priorities for investment and management, across all modes, to support the regional strategy. In doing so, the RTS should specify the immediate five year transport priorities within the longer term strategy. Investment proposals should be consistent with overall RPG policies, and in particular with Policies S1, S3 and P1, which reflect the need to achieve a more sustainable pattern of development.

7.94—Priorities for transport investment in the region are identified in Policy T10, but it is helpful to restate in general terms the key problems and issues on which their priorities are based:-

- Road congestion and the environment in urban areas, particularly the larger ones of Leeds and Sheffield
- Poor accessibility for the regeneration areas, such as the Dearne Valley
- The conflict between regeneration and

development and road congestion and the environment in urban areas, particularly the Don Valley

- Inadequate public transport accessibility in rural areas (such as North Yorkshire) for both residents and visitors (particularly in the National Parks)
- Road congestion on the major strategic road links of the M1 (between Sheffield and Leeds) and the M62 (west of the junction with the A1)
- Rail capacity constraints and speed limitations, particularly between Sheffield and Leeds, on the East Coast Main Line and Midland Main Line (for connections to London) on the Trans-Pennine routes, between Hull and Doncaster and between Sheffield and Doncaster
- Congestion and capacity constraints on road and rail access to the east coast, particularly the Humber ports
- Inadequate public transport access to the airports in the region and to Manchester and the South East airports

7.95 The RTS set out within this guidance will need to be subject to early review in order to further clarify investment priorities. The review will need to take on board the results of a number of studies currently underway and other work including:-

- the South and West Yorkshire and Hull Multi-Modal studies
- the A1 Bramham Barton and A66 road based studies
- the Northern Regional Air Services Study and the Regional Air Services Co-ordination Study (RASCO)
- investment proposals agreed as part of the rail franchise replacement process
- SRA review of Central Railway proposal

7.96 The policies and priorities for development of strategic transport links are closely related to policies for sustainability (Policies S1 and S2) and the pattern of settlement (particularly P1), and to the location of strategic economic development under Policies E1, E3 and E4. There is a strategic requirement to ensure that enhancements in road capacity are directed towards meeting priority economic needs, rather than simply facilitating longer distance commuting. There is also a strategic and environmental and social requirement: a sustainability appraisal under S1 would be required to balance these factors with the urban regeneration benefit.

Resources

7.97 It is not possible to be precise about the level of resources that will be available for transport investment in the region over the period covered by RPG. The Government's 10 Year Plan, published in July 2000, sets out the resources that will be committed to improving transport in the country as a whole up to 2010. The level of total private investment and public expenditure expected to be necessary over the ten year period is £180 billion. Within this total public and private capital investment of £121 billion is envisaged an increase of almost 75% in real terms compared with the previous ten years. Individual projects and programmes will flow from decisions taken by a variety of agencies, the private sector, and through Regional Transport Strategies and local transport plans. An indication of the likely level of resources and major schemes of regional or sub-regional significance expected to be undertaken in the next few years within Yorkshire and the Humber is given below for local transport, strategic roads, and the rail network.

Strategic roads

7.98 The strategic highway network to which Policy T10 applies is shown in Map 4. This network includes the core network of trunk roads identified in A New Deal for Trunk Roads published in June 1998. Map 4 also includes other roads considered to be of regional or sub-regional

importance. Improvements in the strategic highway network must be considered in the context of Policy T8 which sets out the limited circumstances in which increases in physical capacity would be considered. Major improvements to both the infrastructure and traffic management of the core network of trunk roads will in future be brought forward as part of the development of the RTS. As part of the New Deal for Trunk Roads a programme of investment in the trunk road network was identified which addressed the most immediate problems—the Targeted Programme of Improvements (TPI). Delivery of these schemes is consistent with the regional priorities for investment in transport infrastructure and will support delivery of the spatial strategy. Improvements on the ‘non-core’ part of the strategic highway network will only need to be addressed in RPG insofar as they raise issues of regional or sub-regional significance.

7.99—The schemes in the TPI and their actual or expected start dates are as follows:—

- A1(M) Ferrybridge Hook Moor
- A1(M) Wetherby Walshford (Both schemes to be taken forward as a DBFO project. Contract letting planned for 2002/03)
- A63 Selby Bypass (2001)
- A650 Bingley Relief Road (2001)
- A1033 Hedon Road, Hull (2001)
- A63 Melton Grade Separated Junction (Draft Orders published, next stage Public Inquiry)

7.100—Following the Roads Review in 1998 it was decided that the following schemes would be subject to further studies and/or consideration by the regional planning body:—

- M1 J31-32 widening
- M62 East—M606 Link Roads

- A1(M) Redhouse Ferrybridge
- A63 Castle Street, Hull improvement

The first three of these schemes are being considered as part of the South and West Yorkshire Multi-Modal Study, the Castle Street scheme is being reconsidered as part of the Hull Multi-Modal Study.

7.101—Consultants have completed a study of safety problems on the A1 between Bramham and Barton and recommended a number of possible solutions including upgrading the whole of the study route to motorway. The Government is currently considering the study report and the results of the consultation process.

7.102—Consultants have also studied safety problems on the A66 and is expected to report in the Autumn of 2001.

7.103—To the south of the region, the recently developed South Pennines Integrated Transport Strategy (SPITS) has implications for the management and improvement of the road network between Sheffield and Manchester, particularly the A628/A616 route. The A628 Mottram to Tintwistle scheme which was put on hold following the Roads Review is currently being re-assessed using the New Approach to Appraisal.

Rail

7.104—The Strategic Rail Authority (SRA) is expected to take account of the views of West and South Yorkshire PTA/PTEs and local transport plans within the region in determining its support for service, quality and capacity improvement on the rail network. In reaching decisions the SRA will work closely with Regional Planning Bodies and take into account rail infrastructure or service improvements considered to be important in supporting the regional strategy. The SRA will procure improvements, for example, from train operators when extending or replacing existing passenger franchises or by contracting with Railtrack for new infrastructure.

7.105—The Government announced on 18 July 2001 that it had invited the Strategic Rail Authority to seek new benefits for passengers on the East Coast Main Line by negotiating to extend the existing GNER franchise until April 2005. Work on further stages of the East Coast Main Line upgrade will continue to be driven forward by a project development group, lead by the SRA. Railtrack and the SRA plan infrastructure upgrades on the line in four phases. The upgrades are not dependent on a new franchise being agreed. The four phases are outlined below. These include work outside Yorkshire and the Humber but which has an important bearing on the quality of rail services to and from the region:

- Phase 1, which is expected to be completed in 2002, involves the upgrade of Leeds Station to enable a half hourly service between Leeds and London;
- Phase 2, includes the remodelling of Peterborough Station, a new platform at Kings Cross and the development of alternative freight lines to provide more capacity;
- Phase 3 includes two flyovers and various power and junction upgrades;
- Phase 4 due for completion in 2010 would involve four tracking between Hitchin and Peterborough.

7.106—The SRA and Railtrack are also considering the most appropriate way to tackle capacity bottlenecks affecting rail services elsewhere in Yorkshire and the Humber and between this region and other parts of the country. These include upgrading Trans Pennine routes, Sheffield area capacity improvements, the upgrade of the Midland Main Line and improvements to Sheffield Leeds services. The principal proposals were outlined in the Strategic Agenda published by the SRA in March 2001.

7.107—The Strategic Rail Authority (SRA) published its Freight Strategy in May 2001 which included a number of proposals for enhancing the

network to encourage the growth of rail freight. The SRA is developing regional strategies for each of the English regions. The key outputs of these strategies will be a framework within which Regional Planning Bodies can develop their transport and land use strategies, a strategic context for freight operators, developers, logistics companies and others to develop their individual business plans, and a delivery strategy for SRA to facilitate and contribute to network enhancement, interchange development and rail freight growth for the region.

7.108—The SRA, Railtrack and the rail freight industry are working closely to assess the costs and benefits of a variety of options to increase loading gauges (the maximum height, length and width of a freight vehicle that can travel on the network). In particular, consideration is being given to increasing the gauge on the North Trans-Pennine route to either W10w or W11. In addition, to provide sufficient capacity for forecast freight growth on the South Trans Pennine Route north east of Sheffield, infrastructure improvements would also be required. Further capacity works will be required between Doncaster and Immingham to accommodate forecast freight growth from the new Humberside International Terminal at Immingham and from traffic growth from any gauge enhancement. Central Railway intends to construct a new rail freight route between north west England and the Channel Tunnel which would involve the re-opening of the Woodhead Tunnel north of Sheffield. If the proposal is taken forward it would be subject to statutory procedures under the Transport and Works Act.

Local transport

7.109—The Local Transport Plan settlement in December 2000 announced block allocations of £364 million over the period 2001/02–2005/06 for integrated transport measures in Local Transport Plans in Yorkshire and the Humber. In addition a number of major schemes (over £5 million) have been accepted or provisionally accepted for funding:-

Accepted:-

- Leeds Supertram
- Leeds Inner Road Stage 7
- East Leeds Link Road
- South Bradford Integrated Transport Improvements
- Doncaster A638 Great North Road Quality Bus Corridor

Provisionally accepted:-

- Hemsworth/A1 Link Road
- Glasshoughton Coalfields Link
- Sheffield Inner Relief Road Stages 2 and 3
- Rotherham A631 West Bawtry Road Improvement
- Bradford City Centre integrated Transport Scheme

Further work is in progress on a number of other major schemes which may also be accepted for funding during this five year period.

7.93 One of the main aims of the RTS is to set out the regional priorities for investment and management, across all modes, to support the regional strategy. This should include definition in broad terms of specific priority transport proposals of regional and sub-regional significance. In doing so, the RTS should specify the.

7.94 Regional transport priorities should help deliver and inform the spatial strategy and be consistent with overall RPG policies, and in particular with Policies S1, S3 and P1, which reflect the need to achieve a more sustainable pattern of development.

Policy T10**Transport Investment priorities**

Investment in strategic road, rail, air, water and sea links should be consistent with overall RPG policies and help to deliver the regional spatial strategy. Priority should be given to making the best use of existing infrastructure by improving management and maintenance. Investment in new infrastructure should be based on a multimodal approach to establishing investment priorities which should focus on:-

a) Widening travel choice for people and freight by:-

i) improved rail links to the remainder of the UK and Europe; faster and more frequent rail links between major towns and cities in the region;

ii) the development of interchange facilities at stations, such as rail/bus, park and ride;

7.95 Priorities for transport investment and management in the region are outlined in Policy T11 and Table 7.4. These have been identified using a structured methodology developed from guidance and good practice advice on producing the RTS. A long-list of regionally significant proposals was drawn up, some grouping of proposals was carried out and then a NATA-style assessment framework was developed and used to assess each proposal against a set of objectives:

- delivering the wider objectives of RPG
- addressing the wider regional priorities
- addressing the regional transport issues
- addressing national and inter-regional transport and wider policies in the RPG, thereby ensuring that there is an integrated approach.

7.96 The resulting investment priorities are set out in Table 7.4, in three priority groupings:

- **First Priorities** are those considered of primary importance in tackling key transport problems in the region and delivering the spatial strategy
- **Second Priorities** are those which will help deliver the transport and spatial strategy in the longer term, but in most cases there is further work to do to develop these proposals
- **Third Priorities** are schemes which would also address the spatial strategy in the longer term, but where there are significant barriers to overcome to demonstrate their viability and affordability.

7.96a In addition to the main policy objectives and key problems and issues outlined below, there is also a need to include projects in the following categories:

- Committed projects of regional significance included in the relevant capital programmes (such as the Highways Agency Targeted Programme of Improvements):
- Transport projects and proposals recommended as an output from multi-modal studies and road-based studies that meet other criteria for regional significance, and have been endorsed by the Secretary of State; and
- Projects to deliver significant improvements in transport management on a strategic basis, including, demand management (in accordance with Policy T5), ticketing, and transport information.

7.96b It is helpful to restate in general terms the main policy objectives and key problems and issues on which the regional transport priorities are based:

1) Regionally Significant Locations and Regeneration Priority Areas. Improving access (in accordance with other RPG policies, and particularly Policy T9) to support the objectives identified for regionally significant locations in Policy P1:

- regeneration of the Dearne Valley Development Zone
- developing port and related activities in the Humber Trade Zone;
- the potential for the West Yorkshire / Barnsley area to accommodate plan-led growth; and

Regeneration Priority Areas identified in Policy S2 and on the RPG Key Diagram:

- South Yorkshire and the Coalfields (first); and
- the more deprived parts of the older industrial areas and the remote rural and coastal areas.

There is a need to improve access to regeneration areas within the context of wider policy objectives for locating new development at locations with high levels of accessibility by sustainable modes (Policies P1 and T1), reducing congestion on strategic networks and a general presumption against increases in the physical capacity of the highway network with various exceptions including schemes endorsed as a result of Multi-Modal Studies (Policy T9).

The need, potential and implications of plan-led growth in the West Yorkshire / Barnsley area will be assessed through the Leeds and Environs study. The results of this study will need to influence the preparation of the new Regional Spatial Strategy, to replace RPG in due course.

There is also inadequate public transport accessibility in rural areas for both residents and visitors (particularly in the national parks). This is most likely and appropriately to be addressed through packages of transport proposals that will be individually of only local significance. These should be taken forward in the context of and in accordance with Policies T7 and T8.

2) Strategic access to Main Urban Areas. Improving access and tackling congestion in the Main Urban Areas identified in RPG is important for delivering the spatial strategy set

out in Policy P1. This is likely to include some regionally significant transport proposals (specified in Table 7.4) as well as packages of measures, which individually will be of only local significance, to be taken forward in the context of Policy T6, T8 and T9.

3) Ports. Improving access to the Humber Ports is vital to deliver the objectives for the Humber Trade Zone outlined in Policy P1. There is a need to deliver transport proposals that significantly improve the performance of networks accessing the Humber ports in order to:

- relieve existing or future congestion and/or accommodate future port growth;
- achieve significant modal-shift from road to rail for freight traffic accessing the ports; and
- inter-modal freight interchange projects that support the roles of the ports (to be taken forward in accordance with Policy T3).

4) Airports. There is currently inadequate access, particularly by public transport, to key airports for the region. Planning permission was granted in April 2003 for a major new international passenger and freight airport at Doncaster Finningley. There is a need (in accordance with RPG policies) to:

- improve surface access (across all modes) to Leeds-Bradford Airport;
- provide a package of sustainable surface access measures to Doncaster Finningley Airport;
- improve strategic access by non-car modes from the region to major Airports in other regions; and
- take forward (in accordance with Policy T4) key inter-modal freight interchange projects that support the freight roles of the airports.

5) Leeds - Sheffield links and other strategic access between Main Urban Areas. There is a need to improve accessibility, journey time, frequency and quality between the centres of Leeds and Sheffield, the city centres of the Main Urban Areas identified in RPG12, and to the main centres in neighbouring regions.

6) Strategic North-South links. There is a need for improvements to the strategic national road and rail networks to significantly improve network capacity and performance on the rail network and performance on the road network, and journey times, safety, frequency and quality on strategic north-south routes within the region and between the region and key locations elsewhere. This includes addressing road congestion and safety issues on major strategic road links, and rail capacity constraints and speed limitations, particularly between Sheffield and Leeds, on the East Coast Main Line and Midland Main Line.

7) Strategic East-West Links. Improvements to the strategic road and rail networks are needed to improve network capacity and performance on the rail network and performance of the road network, and journey times, safety frequency and quality on strategic transpennine and other east-west routes within the region and between the region and key locations elsewhere.

8) Strategic Management Measures

Status and Timing of Measures

7.96c The RTS should clearly indicate the status of proposed schemes, and the following framework has been adopted in accordance with the good practice guidance published by Government:

- **'Committed'.** Schemes that have been fully appraised, approved by the Secretary of State, and included in the relevant funding programme (e.g. the Highways Agency Targeted Programme of Improvements) and

projects in the commitments list in the SRA Strategic Plan should be shown in the regional priorities as 'Committed'. This category should also include regionally significant local schemes being taken forward by local authorities that have been approved or provisionally approved by the Secretary of State through the LTP settlement process.

- **'Further appraisal work needed'**. This label should be used for schemes included in a multi-modal strategy where the Secretary of State for Transport has announced conclusions on the recommendations of a MMS and further detailed appraisal work is needed. The RTS should indicate the nature of this further appraisal work. Similarly, this label should be used for rail schemes which are identified in the SRA Strategic Plan but require further development and appraisal work.
- **'Under investigation'**. Where there is an identified problem subject to a MMS or another study or on which appraisal work is under way, the transport issues should be shown as 'under investigation' and potential solutions described as part of a range of options under consideration.
- **'Proposed for Investigation'**. The RTS should identify (in general terms) schemes or transport studies necessary to deliver the spatial strategy, but which are not yet clearly defined. These should be listed as 'proposed for investigation'. These might include schemes to be delivered towards the end of the 20-year period covered by RPG.

7.96d Many of the schemes in the priorities list require further investigative or appraisal work before they can be taken forward. Most of the major rail infrastructure projects are categorised as 'further appraisal work needed' because the revised SRA Strategic Plan does not provide any firm commitment to these projects. The schemes subject to Multi Modal Studies are categorised as 'Under Investigation' because, although the studies have reported, the Secretary of State is still

considering the study recommendations and related advice.

Resources

7.97 It is not possible to be precise about the level of resources that will be available for transport investment in the region over the period covered by RPG. Individual projects and programmes will flow from decisions taken by a variety of agencies, the private sector, and through Regional Transport Strategies and local transport plans. The Government's 10 Year Plan, published in July 2000, set out the resources that will be committed to improving transport in the country as a whole up to 2010. The level of total private investment and public expenditure expected to be necessary over the ten year period is £180 billion. Within this total public and private capital investment of £121 billion is envisaged - an increase of almost 75% in real terms compared with the previous ten years.

7.97a However there is uncertainty in relation to the availability of 10 Year Plan Resources owing to the financial pressures in relation to investment in the rail network following the Hatfield and Potters Bar disasters and the winding up of Railtrack. In identifying the regional transport priorities, an assumption has been made that short-term financial constraints will be overcome and funding for relevant significant rail infrastructure projects will be available in the medium to longer term. It is possible that significant benefits could be achieved in relation to key priorities for improvements to the rail network in the region with moderate levels of investment, or through delivery mechanisms such as franchising or capacity utilisation measures.

7.97b The list in Table 7.4 includes a range of projects that are considered to be likely to be realistic within the timescales indicated. Because RPG provides a long-term (15-year) strategy, there are several broad transport priorities or issues for which there is yet to be clarification or appraisal of detailed schemes. Where relevant, the list of priorities identifies clearly where the

feasibility and affordability of these schemes is yet to be confirmed. The inclusion and description of these projects in the priorities list will be kept under review as further investigation and appraisal work is taken forward. In these cases, the commitment in the list of priorities is to a package of measures, which at this stage is unspecific, to be developed once scheme viability and affordability have been established.

Strategic roads and Multi-Modal Studies

7.98 The strategic highway network to which Policy T11 applies is shown in Map 4. This network includes the core network of trunk roads identified in *A New Deal for Trunk Roads* published in June 1998. Map 4 also includes other roads considered to be of regional or sub-regional importance. Improvements in the strategic highway network must be considered in the context of Policy T9, which sets out the limited circumstances in which increases in physical capacity would be considered. Major improvements to both the infrastructure and traffic management of the core network of trunk roads will in future be brought forward as part of the development of the RTS. As part of the New Deal for Trunk Roads a programme of investment in the trunk road network was identified which addressed the most immediate problems - the Targeted Programme of Improvements (TPI). Delivery of these schemes is consistent with the regional priorities for investment in transport infrastructure and will support delivery of the spatial strategy. Improvements on the 'non-core' part of the strategic highway network will only need to be addressed in RPG insofar as they raise issues of regional or sub-regional significance.

7.99 The list of regional transport priorities includes proposals recommended in the reports of two Multi-Modal Studies, the recommendations of which are currently being considered by Secretary of State:

- The South and West Yorkshire Multi-Modal Study (SYMMS); and
- Hull Multi-Modal Study.

Options and issues for improving the A64 to Ryedale and the East Coast are currently under consideration through the A64 Broad-Based study.

Rail

7.100 The Strategic Rail Authority (SRA) is expected to take account of the views of West and South Yorkshire PTA/PTEs and local transport authorities within the region in determining its support for service, quality and capacity improvement on the rail network. In reaching decisions the SRA will work closely with Regional Planning Bodies and take into account rail infrastructure or service improvements considered to be important in supporting the regional strategy. The SRA will procure improvements, for example, from train operators when extending or replacing existing passenger franchises or by contracting with Network Rail for new infrastructure.

7.101 The SRA published its Strategic Plan 2 in January 2003. This reviewed and downgrading commitments included in the previous Strategic Plan, and does not provide firm commitment to many priority rail proposals in the region or relevant cross-boundary issues. There will be a need for further work to be undertaken to develop and make the case for these proposals with the aim to bringing them forward to committed status and implementation.

7.102 The SRA is currently undertaking a review of its proposals for upgrading the East Coast Main Line. The SRA have stated that many of the benefits of the original project can be delivered through a much-reduced scope of infrastructure work. This is unlikely to include improvements to allow increases of the current maximum speed limit of 125mph, but might include improvements to increase capacity and frequencies for passenger and freight services serving the region. A consultation document of the ECML upgrade strategy is expected from the SRA later in 2003.

Local Transport

7.103 The Local Transport Plan settlement in December 2000 announced block allocations of £364 million over the period 2001/02-2005/06 for integrated transport measures in Local Transport Plans in Yorkshire and the Humber. In addition a number of major schemes (over £5 million) were accepted or provisionally accepted for funding. The next LTP round (2006/07-2010/11) will provide an important source of investment for several projects in the list of regional transport priorities, as well as other projects of only local significance that support the regional strategy, and in particular policies T6 to T9.

Policy ~~T10~~ T11 **Transport Investment priorities**

Transport investment proposals for strategic road, rail, air, water and sea links should be consistent with overall RPG policies and help to deliver the regional spatial strategy. Priority should also be given to making the best use of existing infrastructure by improving management and maintenance. Investment in new infrastructure should be based on a multimodal approach to establishing transport priorities.

The Yorkshire and Humber Assembly will work with Yorkshire Forward and other regional partners, local authorities, the PTEs, the Highways Agency, the Strategic Rail Authority, operators of transport services and infrastructure providers, providers of freight infrastructure, and relevant business, community, regeneration and environmental bodies in the region to take forward and secure delivery of the priority transport proposals of regional significance outlined in Table 7.4.

Other specific transport proposals of local significance that address relevant RPG policies, (including Policies T3, T4, T6, T7, T8, T9 and T10) should be included in LTPs and Development Plans and be taken forward by local authorities, PTEs, public transport operators and other relevant bodies.

Responsibilities for Implementation

~~7.110~~ 7.104 The principal roles and responsibilities for implementation are set out below in Table ~~7.1~~ 7.5. Major improvements to transport infrastructure may take many years to deliver for a number of reasons, including the lengthy statutory procedures involved. There is, therefore, a need to begin early implementation of transport proposals where these are fundamental to the spatial strategy, notwithstanding the planned review of priorities. In developing a coordinated approach to land use planning and transport issues it is important that a realistic view is taken of the timescale for implementing major transport proposals, particularly major improvements to public transport facilities. This may have implications for decisions about the release of land which currently has inadequate transport access, or on which development would have unacceptable impacts on networks that are at or near capacity.

Implications for the Highways Agency

~~7.111~~ 7.105 The Highways Agency needs to:-

- Be involved in defining a hierarchy of the most appropriate users of the strategic network
- Control and manage to make best use of the existing strategic network
- Protect the strategic highway network in favour of the most appropriate users

Implications for Local Authorities

~~7.112~~ 7.106 Local authorities need to: -

- Implement locational and land-use policies which encourage urban renaissance and discourage dispersion
- Consider public transport alternatives to access to development by car

- Develop further Quality Bus Partnerships in conjunction with bus operators
- Allocate roadspace to the most appropriate user in particular circumstances, with the emphasis on pedestrians and cyclists in the central areas, local centres and residential areas
- Protect disused rail lines and station sites for potential reopening as rail passenger or freight services, or as busways
- Liaise with bus and rail operators to develop appropriate park and ride sites
- Lead, in rural areas, on the co-ordination of transport services operated by different agencies, such as health authorities, social services and community transport schemes
- Lead on the development of travel awareness campaigns to encourage greater social and environmental responsibility in the use of cars, and promote the use of more sustainable modes of transport
- Lead, in conjunction with bus and rail operators, on the provision of timetable and service information in a variety of media, including via internet and teletext
- Ensure that the needs of disabled people are taken into account in the design and implementation of all traffic schemes
- Ensure that new development sites have maximum parking standards and either conform to defined public transport accessibility criteria or draw upon a locally based workforce which can walk or cycle to work
- Prepare Rights of Way Improvement Plans

Implications for Railtrack and the Strategic Rail Authority and Network Rail

~~7.113~~ 7.107 The rail infrastructure authorities need to:-

- Work with train operators and local authorities to develop a partnership which pursues greater investment in rail infrastructure and services
- Advise local planning authorities whether sites and routes could be important in delivering strategic transport objectives

Implications for the train operators

~~7.114~~ 7.108 Train operating companies need to:-

- Liaise with bus operators to improve integration between bus and rail services
- Work with the Strategic Rail Authority, Railtrack Network Rail, the PTA/PTEs and local authorities to develop a partnership which pursues greater investment in rail infrastructure and services
- Liaise with local authorities and bus operators to develop appropriate park and ride sites
- Work in conjunction with local authorities and bus operators on the provision of timetable and service information in a variety of media, including via internet and teletext
- Liaise with each other, local authorities and bus operators, on the potential for developing regional ticketing and concessionary fares schemes.

Implications for bus operators

~~7.115~~ 7.109 Bus operating companies need to:-

- Develop further Quality Bus Partnerships in conjunction with local authorities
- Liaise with train operating companies to provide improved integration of bus and rail Services
- Liaise with local authorities and rail operators to develop appropriate park and ride sites

- Work in conjunction with local authorities and train operators on the provision of timetable and service information in a variety of media, including via internet and teletext
- Liaise with each other, local authorities and rail operators, on the potential for developing regional ticketing and concessionary fares schemes

Implications for freight operators

~~7.116~~ 7.110 Freight operating companies need to:-

- Develop further Freight Quality Partnerships in conjunction with local authorities
- Work with local authorities, infrastructure providers and other freight operators to improve integration between road, rail and water-based freight transport
- Contribute to the achievement of RPG objectives and targets in relation to safety, air quality and greenhouse gas emissions

Indicators and Targets

7.111 Regional transport monitoring arrangements will need to be established between local authorities and key stakeholders like the Highways Agency and the SRA, to enable the collection and interpretation of data.

7.112 A list of proposed indicators are included within Table 7.6, these include process, contextual and output indicators. Targets are only attached to process and output indicators as the RTS does not have direct influence over the descriptive contextual indicators.

7.113 The core LTP indicators are included as a supplement to the Table to provide a picture of regional LTP performance.

Table 7.1 [New Table] Destination Accessibility: Access to facilities, services and employment

This table provides supplementary guidance to locational policies in RPG for the development of employment and social infrastructure uses

Facility site location	Employment E2, E4	Primary Health/Primary Education SOC1, SOC2	Secondary Health/Secondary & Tertiary Education SOC1, SOC2	Retail Leisure SOC3, SOC4	Notes
Urban areas					Public transport accessibility is not assumed to be an issue of regional or sub-regional significance for development within urban areas
Extensions to main urban areas	Located within 5 min walk of a bus stop, offering a 15 min frequency service to a major public transport interchange. Population within 45 min overall journey time	Local population within 20 min walk	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 overall 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 20 min overall journey time	A major public transport interchange is a location such as a bus station or rail/bus interchange, where significant public transport interchange activity currently occurs
Extensions to market and coalfield towns	Located within 5 min walk of a bus stop offering a 30 min frequency service to a major public transport interchange. Population within 30 min overall journey time	Local population within 20 min walk. Site located within 5 min walk of bus stop offering local services. Population within 30 min overall journey time	Located within 5 min walk of bus stop/10 min of a rail station. Ensure that arrival and departure of services correlate with visiting/attendance hours. Population within 60 min overall journey time	Located within 10 min walk of a bus stop, offering a 30 min frequency service to a major public transport interchange. Population within 30 min overall journey time	
Nodes in good quality public transport corridors radiating from main urban areas	Located within 5 min walk of a node. Population within 30 min overall journey time	Local population within 20 min walk. Site located within 5 min walk of a node offering local services. Population within 20 min overall 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 20 min overall journey time	Good public transport corridors offer at least a 15 min combined frequently to a major public transport interchange. Nodes are locations where public transport interchange activity currently occurs
Rural areas	Located within 10 min walk of a bus stop. Ensure that arrival and departure of services coincide with working hours. Population within 30 min overall journey time	Located within 10 min walk of a bus stop. Ensure that arrival and departure of services coincide with visiting/attendance hours. Population within 30 min overall journey time	Located within 10 min walk of a bus stop. Ensure that arrival and departure of services coincide with visiting/attendance hours. Population within 60 min overall journey time	Located within 10 min walk of a bus stop. Population within 30 min overall journey time	

Acceptable walk times are quoted in minutes. 5 minutes is roughly equal to 300-500m, 10 minutes roughly equal to 600m-1000m. Very few trips on foot are made over 1600m (20 minutes), except for leisure purposes. Acceptable walk times will be lower where there is no dedicated footway. Walking distances will also be highly dependent on topography and other factors such as disability and personal safety. Careful consideration is needed for acceptable times for different qualities of facility. The 'overall journey time' refers to the time taken to access and egress public transport services, as well as travel and wait times.

Table 7.2 [New Table] Origin Accessibility: Access from Housing

This table provides supplementary guidance to locational policies in RPG for housing

Housing site location	To Local Services	To Employment	To Primary Health/ Primary Education	To Secondary Health/ Secondary and Tertiary Education	To Leisure and Retail	Notes
Urban areas H2aii						Public transport accessibility is not assumed to be an issue of regional or sub-regional significance for development within urban areas
Extensions to main urban areas H2aiii	Max 10 min walk	5 min walk to bus stop offering a 15 min frequency service to a major transport interchange. Max 45 min overall journey time	Max 20 min walk	5 min walk to bus stop offering a 15 min frequency service to a major transport interchange. Max 60 min overall journey time	5 min walk to a bus stop offering a direct service. Max 20 min overall journey time	A major public transport interchange is a location such as a bus station or rail/bus interchange, where significant public transport interchange activity currently occurs
Extensions to market and coalfield towns H2aiv	Max 20 min walk	5 min walk to bus stop offering a 30 min frequency service to a major transport interchange. Max 30 min overall journey time	5 min walk to bus stop offering a direct service. Max 30 min overall journey time	5 min walk to bus stop offering a 30 min frequency service to a major transport interchange. Max 60 min overall journey time	10 min walk to bus stop offering a direct service. Max 30 min overall journey time	
Nodes in good quality public transport corridors radiating from main urban areas H2av	Max 10 min walk	10 min walk to node offering a 15 min frequency service to a major transport interchange. Max 30 min overall journey time	5 min walk to bus stop offering a direct service. Max 20 min overall journey time	10 min walk to node offering a 15 min frequency service to a major transport interchange. Max 60 min overall journey time	5 min walk to node offering a direct service. Max 20 min overall journey time	Good public transport corridors offer at least a 15 min combined frequency to a major public transport interchange. Nodes are locations where public transport interchange activity currently occurs
Rural areas H2b	Max 20 min walk or 10 mins walk to a bus stop offering at least an hourly service	10 min walk to a bus stop offering a service via a major transport interchange, coinciding with visiting/attendance hours. Max 45 min overall journey time	10 min walk to bus stop offering a direct service. Max 30 min overall journey time	10 min walk to a bus stop offering a service via a major transport interchange, coinciding with visiting/attendance hours. Max 60 min overall journey time	10 min walk to a bus stop offering a direct service. Max 30 min overall journey time	

Acceptable walk times are quoted in minutes. 5 minutes is roughly equal to 300-500m, 10 minutes roughly equal to 600m-1000m. Very few trips on foot are made over 1600m (20 minutes), except for leisure purposes. Acceptable walk times will be lower where there is no dedicated footway. Walking distances will also be highly dependent on topography and other factors such as disability and personal safety. Careful consideration is needed for acceptable times for different qualities of facility. The 'overall journey time' refers to the time taken to access and egress public transport services, as well as travel and wait times.

Table 7.3 Proposed Maximum Parking Standards

<i>Use</i>	<i>Rural areas/market towns coalfield settlements</i>	<i>Urban Areas</i>	<i>Regional Centre</i>	<i>Thresholds above which standard applies</i>
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

Note: For housing, the standards in PPG3 should be used.

Table 7.4 [New Table] REGIONAL TRANSPORT INVESTMENT PRIORITIES

Priority	Specific Projects	Policy Objective	Delivery Mechanism	Lead Delivery Agencies	Status	Timescale for Delivery	
						2003-07 2012	2008-12 post
FIRST PRIORITIES							
Improving Access to the Humber Ports	Upgrading of the Wrawby Junction and Brigg-Gainsborough route	3, 7	SRA/Network Rail	SRA	Need for further appraisal work		
	Doncaster-Immingham-Scunthorpe mainline upgrade	3, 7	SRA/Network Rail	SRA	Need for further appraisal work		
	A160-A180 to Immingham Improvements	3, 7	TPI/LTP	HA with N. Lincs Council	Need for further appraisal work		
	A63 Castle Street Improvement (Hull)	2, 3, 7	TPI	HA	Under investigation (HUMMS report being considered by the Secretary of State)		
Improving Passenger and Freight Capacity, and Speeds on the Transpennine Rail Network	South Transpennine upgrade: additional rail capacity and improved speeds between Sheffield and Manchester	4, 7	SRA-led investment/ Refranchising/SRA Route Utilisation Strategy	SRA	Need for further appraisal work		
	North Transpennine upgrade: additional rail capacity and improved speeds between Leeds and Manchester	4, 7	SRA-led investment/ Refranchising/SRA Route Utilisation Strategy	SRA	Need for further appraisal work		
	Gauge clearance to W10 or W12 on the North Transpennine Route between Leeds and Manchester, including connections to ports and terminals	3, 7	SRA-led investment	SRA	Need for further appraisal work		

Priority	Specific Projects	Policy Objective	Delivery Mechanism	Lead Delivery Agencies	Status	Timescale for Delivery		
						2003-07 2012	2008-12	post
Improving Passenger and Freight Capacity, Speeds and Train Frequencies on the Strategic National North-South Rail Links	East Coast Mainline strategy - capacity utilisation, signalling, and junction improvements to allow train frequencies to be expanded to 5-6 tph - project subject to review by SRA.	5, 6	SRA ECML Route Utilisation Strategy	SRA	Need for further appraisal work (through SRA ECML Upgrade Strategy)			
	North-South High Speed Link - further investigative work on options and the feasibility of a new, dedicated TGV-standard high-speed rail link from London to North of England and Scotland.	5, 6	SRA Investigative Work on HSL	SRA	Under investigation		Implementation would be beyond 15-year timescale for RPG	
	Midland Mainline Upgrade - upgrade of MML to increase capacity and improve journey times, which would enhance access between Leeds-Sheffield, Sheffield to London, and to key centres in the East Midlands.	5, 6	SRA Route Utilisation Strategy	SRA	Under investigation			
A66 Improvements - Improving Northern Transpennine Links	A66 Greta Bridge-Stephen Bank Improvement	7	TPI	HA	Committed			
	A66 Scotch Corner-Carlin Moor Improvement	7	TPI	HA	Committed			
	A66- Stephen Bank-Carlin Moor Improvement - environmental issues to be addressed	7	TPI	HA	Need for further appraisal work			
A1 Improvements - Improving Capacity and Safety for Key North-South Road Link	A1(M) Ferrybridge-Hook Moor upgrade	6	TPI	HA	In HA TPI - TPI-DBFO contract let			
	A1(M) Bramham-Wetherby (including Wetherby Bypass) dual 3 lane motorway upgrade	6	TPI	HA	In HA TPI			
	A1(M) Leeming to Barton dual 3 lane motorway upgrade	6	TPI	HA	In HA TPI			
	A1(M) Dishforth to Leeming dual 3 lane motorway upgrade	6	TPI	HA	In HA TPI			
	A1(M) Wetherby-Walshford upgrade	6	TPI	HA	In HA TPI - DBFO contract let			

Priority	Specific Projects	Policy Objective	Delivery Mechanism	Lead Delivery Agencies	Status	Timescale for Delivery		
						2003-07 2012	2008-12	post
Leeds-Sheffield Rail Improvements - Improving capacity, Train Speeds and Journey Time and Reliability	Midland mainline Refranchising to provide 1 MML tph to Leeds	2, 5, 6	SRA - Refranchising/ Franchise Extension	SRA/MML	Committed			
	More frequent and faster services to the north of Sheffield to Leeds, Rotherham and Barnsley. Capacity improvements at key junctions and stations.	1, 2, 5, 6	SRA-led investment	SYLTE/ WYPTE/SRA/ Network Rail	Under investigation			
Improving Access to main Urban Areas	Packages of measures to improve access to main urban areas, including:	1, 2	LTPs/SRA/Developer Contributions	PTEs/Operator/ Objective I/LAs	Various			
	<ul style="list-style-type: none"> ● Major city centre station improvement/public transport interchange projects ● Intermediate mode (light rail or guided bus projects) - subject to value for money appraisal ● Quality bus corridor projects 							
Improving Surface Access to Airports	Integrated package of surface access measures (passenger and freight) to Doncaster Finningley Airport, to include consideration of the following schemes:	4	Various (SYLTP, TPI, SRA, Developer Contributions)	DMBC/DEA/ SRA/HA	Under investigation (A6182 and A6182-M18 schemes under investigation as part of SWYMMMS)			
	<ul style="list-style-type: none"> ● M18 to Finningley Airport Link Road ● A6182 White Rose Way ● Doncaster Interchange ● And new rail stations on Doncaster-Lincoln line Package of transport access improvements to Leeds Bradford Airport. To include consideration of potential for guided bus/LRT access, and new Southern Access Road.	2, 4	WYLTTP	Leeds Bradford Airport/Leeds City Council/ Metro	Under investigation			

Priority	Specific Projects	Policy Objective	Delivery Mechanism	Lead Delivery Agencies	Status	Timescale for Delivery 2003-07 2008-12 post
SECOND PRIORITIES						
Regional Demand Management Strategy	Regional strategy to consider a package of demand management measures at specific locations in the Region, e.g., parking standards and use of accessibility standards, area-wide charging, workplace parking charges, and road-user charging on the strategic network (in the context of a national policy framework)	2, 8	LTPs/LDFs/HA	YHA	Proposed for investigation	
Strategic Public Transport Improvements in South and West Yorkshire	Supertram extensions to Rotherham and the Dearne Valley and LRT in West Yorkshire	1, 2	SYPTE	SYPTE/PFI	Under investigation	
	Package of strategic rail improvements to improve rail capacity and journey quality on routes accessing main urban centres, regeneration areas and employment locations.	1, 2	SYPTE/SRA	SYPTE/SRA	Need for further appraisal work	
Improved Access to the Strategic Road Network for Locations in the South and West Yorkshire Coalfields	A628 Cudworth Bypass	1	SYLTP/SWYMMMS/TPI	Barnsley MBC/HA	Under investigation (as part of SWYMMMS)	
	A57-M1 (J31)-Todwick Link	1	SYLTP/SWYMMMS/TPI	Rotherham MBC/HA	Under investigation (as part of SWYMMMS)	
	Waverley Link Road	1	SYLTP/SWYMMMS/TPI	Rotherham MBC/HA	Under investigation (as part of SWYMMMS)	
	B6094 M18 to Denaby and new M18 junction 1a	1	SYLTP/SWYMMMS/TPI	Doncaster MBC/HA	Under investigation (as part of SWYMMMS)	
'Regional Express' - Strategic Public Transport Improvements	Package of region wide express rail/bus services, providing frequent high quality and fast links between regional centres.	2, 5, 6, 7	SRA/LTPs	SRA/PTEs long-term	Proposed for investigation	
Region Wide joint Ticketing and Travel Information Strategy	West and South Yorkshire Joint Ticketing	2, 8	LTPs	SYPTE/WYPTE	Under investigation	
	Region-wide joint ticketing strategy, building on S&W Yorkshire scheme	2, 5, 8	LTPs	SYPTE/WYPTE	Proposed for investigation	
	Region-wide travel information strategy	2, 5, 8	LTPs	PTE's/LAs	Proposed for investigation	

Priority	Specific Projects	Policy Objective	Delivery Mechanism	Lead Delivery Agencies	Status	Timescale for Delivery 2003-07 2008-12 post
THIRD PRIORITIES						
Accommodating Plan-led Growth in the Leeds Sub-Region	Packages of measures to support the spatial strategy for accommodating plan-led growth in the Leeds sub-region (strategy to be developed as a result of Leeds Environs study)	2, 5, 6, 7, 8	LTPs/TPI/SRA Strategic Plan	YHA/LAs in short-term, WYPTE/LAs/HA long-term	Proposed for investigation as part of the second phase Leeds Environs Study	
Improvements to Motorway Network in South and West Yorkshire	SWYMMMS M1 proposals: M1 J30 to J42 widening to 4 lane motorway standard; and J33, J34, J39 and J45 improvements.	1, 6	TPI	HA	Under investigation - recommended by SWYMMMS report, to be implemented alongside road user charging on the strategic network. SWYMMMS report currently being considered by Secretary of State.	
	SWYMMMS M18 proposals: M18 M1 to J3 widening and J3 improvements	1, 6	TPI	HA		
	SWYMMMS A1 proposals: A1(M) J34 to M18 widening and upgrade to dual 3 lane motorway standard	1, 6	TPI	HA		
	SWYMMMS M62 proposals: J25-J32 widening and J23 and J25 improvements	1, 6	TPI	HA		Note that the Assembly prioritised works in South Yorkshire which would support Objective 1.
Improving Access to Scarborough, Ryedale and the East Coast	A64 upgrade to minimum of modern single carriageway throughout, with possible dual carriageway option (subject to affordability and feasibility) to improve access to Scarborough and East Coast - environmental issues to be addressed. Investigation of other potential strategic transport improvements (across all modes) to improve access to the East Coast.	1, 7	TPI	NYCC	Under investigation (through A64 Broad Based Study)	
		1, 7	Various	YHA	Proposed for investigation	

Table 7.5 Implementation of Transport

<i>Policy</i>	<i>Mechanism</i>	<i>Lead Roles</i>	<i>Support Roles</i>
Land use and transport integration (T1)	Regional Transport Strategy Development Plans	Local Authorities	Government Office Highways Agency PTEs and PTAs Yorkshire Forward
<u>Public Transport Accessibility (T2)</u>	<u>Regional Transport Strategy Development Plans</u> <u>Local Transport Plans</u>	<u>Y&HA</u> <u>Local Authorities</u> <u>PTEs and PTAs</u>	<u>GOYH</u>
Personal transport (T2) (T3)	Development Plans Local Transport Plans	Local Authorities PTEs and PTAs	Government Office Highways Agency Strategic Rail Authority Countryside Agency Passenger transport operators
Freight transport (T4)	Development Plans Local Transport Plans	Local Authorities Network Rail British Waterways Associated British Ports	Strategic Rail Authority Freight operators Yorkshire Forward
Transport strategy co-ordination- Strategic Demand Management (T5)	Regional Transport Strategy Development Plans Local Transport Plans	Yorkshire & Humber Assembly Local Authorities PTEs and PTAs	Government Office Highways Agency
Transport in Main Urban Areas (T6)	Development Plans Local Transport Plans SRA Strategic Plan	Local Authorities PTEs and PTAs SRA/Network Rail	Government Office Strategic Rail Authority Passenger transport operators
Transport in Rural Areas and Market and Coalfield Towns (T7)	Development Plans Local Transport Plans	Local Authorities PTEs and PTAs SRA/Network Rail	Government Office Highways Agency Countryside Agency Passenger transport operators Strategic Rail Authority Yorkshire Forward
Tourism-related transport measures (T8)	Development Plans Local Transport Plans	Local Authorities PTEs and PTAs	Government Office Countryside Agency Passenger transport operators
Improvements to the highway network (T9)	National Road Programme HA Route Management Strategies Development Plans Local Transport Plans	Highways Agency Local Authorities	Government Office
Airports (T10)	Development Plans Local Transport Plans	Local Authorities PTEs and PTAs Airport operators	Government Office
Transport investment priorities (T11)	National Road Programme SRA Strategic Plan Rail franchises Local Transport Plans	Highways Agency Strategic Rail Authority Local Authorities PTEs and PTAs Passenger and freight transport operators	Government Office Yorkshire Forward British Waterways

Table 7.6 Draft RTS Indicators

Indicator ID	Indicator	Indicator Type	Timescale	Target	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	T11
					Land Use	Personal	Freight	Strategy co-ordination	Main Urban Areas	Rural and market towns	Tourism	Highway network	Airports	Investment Priorities	
RTS1	Number of authorities with a statement in their LTP relating UTP policies to RTS policies	Process	short	8 out of 8	a	a	a		a	a	a	a	a		
RTS2	Number (and %) of authorities who have adopted the RTS accessibility criteria in their development plans	Process	short	22 out of 22	a										
RTS3	Number (and cumulative %) of new housing developments (10+ dwellings) which meet RTS accessibility criteria	Output	LONG (2004)	100%	a										
RTS4	Number (and cumulative %) of new housing developments which are sited within 800m (walking distance) of a node on a strategic public transport corridor and/or are within the boundaries of strategic settlements	Output	short/med	100%	a										
RTS5	Number (and cumulative %) of major new industry, commerce and retail developments which meet RHC public transport accessibility criteria	Output	LONG (2004)	100%	a										
RTS6	Number (and cumulative %) of major new industry, commerce and retail developments (1000sqm+) which are located within 800m of a public transport corridor and/or are within the boundaries of strategic settlements (reporting site extensions separately)	Output	short/med	100%	a										
RTS7	Number (and %) of authorities who have adopted the RTS car parking standards in their development plans	Process	short	22 out of 22	a		a								
RTS8	Average number of parking spaces per dwelling for major housing developments (10+ dwellings)	Output	short/med	1.5 spaces	a										
RTS9	Average number of parking spaces per m2 for major industry, commerce and retail developments (1,000sqm+)	Output	short/med	RTS standards	a										
RTS10	Percentage of trips to work by foot, cycle, cars and public transport (total, urban and rural)	Contextual	short	n/a	a	a				a					
RTS11	Percentage of trips to and from school by foot, cycle, cars and public transport (total)	Contextual	short	n/a	a	a				a					
RTS12	Distance travelled per person per year by car (total, urban and rural)	Contextual	short	n/a	a	a				a					
RTS13	Number (and %) of publicly available car parking spaces (car parks & paid on-street) available for long stay parking (over 4 hours)	Output	short/med	tbc	a	a				a					
RTS14	Cost differential between long stay and short stay parking (car parking and paid on-street)	Output	short/med	tbc	a	a				a					
RTS15	Total parking stock: Number of short stay and long stay spaces (car parks and paid on-street)	Output	short/med	tbc	a	a				a					
RTS16	Number of people killed or seriously injured in road accidents	Contextual	short	tbc	a	a						a			
RTS17	Number of children killed or seriously injured in road accidents	Contextual	short	tbc	a	a						a			
RTS18	Development of a Regional Freight Strategy	Process	short/med	Yes/No	a		a								
RTS19	Inclusion of freight accessibility criteria in the Regional Freight Strategy	Process	short/med	Yes/No	a		a								
RTS20	Percentage of freight tonne kms in the region by sustainable modes (rail, water & pipeline)	Contextual	LONG (2004)	n/a	a		a								
RTS21	Cumulative percentage of capital LTP block funding identified as having been spent on public transport	Output	short	tbc	a					a					
RTS22	Number of (and % change in) vehicle kilometres on the region's roads (motorways, major roads (urban and rural), minor roads (urban and rural))	Contextual	short	n/a	a	a				a					
RTS23	Percentage of residents using non-car modes for trips to visitor attractions	Contextual	short	n/a	a					a					
RTS24	Number of bus passenger journeys on bus services in the National Parks (Moorabuses and Dalesbuses)	Contextual	short	n/a	a					a					
RTS25	Percentage of passengers to/from region's airports using non-car modes for surface access (domestic and international flights)	Contextual	short	n/a	a								a		
RTS26	Percentage of passengers to/from the region using non-car modes for surface access to Manchester Airport (domestic & international flights)	Contextual	short	n/a	a								a		
RTS27	Percentage of trips by air made by people from the Y&H region from the region's airports (domestic & international flights, business & leisure)	Contextual	short	n/a	a								a		
RTS28	Cumulative implementation of regional transport investment priorities	Output	short	tbc	a										a
RTS29	Average number of days of poor air quality (total, urban and rural)	Contextual	short	n/a	a										
RTS30	Percentage of regional population experiencing excessive levels of noise	Contextual	LONG (2005)	n/a	a										
RTS31	Percentage of population closing windows to reduce noise levels	Contextual	short	n/a	a										

NATIONAL CORE LOCAL TRANSPORT PLAN INDICATORS															
RTS1	Congestion	Contextual	short	TBC		a	a								
RTS2	Road Maintenance	Contextual	short	TBC								a			
RTS3	Number of bus passenger journeys	Contextual	short	TBC		a									
RTS4	Bus passenger satisfaction	Contextual	short	TBC		a									
RTS5	Number of cycling trips	Contextual	short	TBC		a									
RTS6	Number of KSI (all ages)	Contextual	short	TBC		a									
RTS7	Number of KSI (child)	Contextual	short	TBC		a									
RTS8	Light rail passenger journeys	Contextual	short	TBC		a									
RTS9	Percentage of rural households within 13 minutes walk of an hourly or better bus service	Contextual	short	TBC		a									

CHAPTER 8

Social Infrastructure

Figure 8.1 Social Infrastructure - Policy Links

Chapter 8 contains the following policies on Social Infrastructure:-

- SOC1** *Health*
SOC2 *Education*
SOC3 *Retail and Leisure Facilities*
SOC4 *Open space, Sport and Recreation*

Policies in other chapters that most closely relate to Social Infrastructure policies are highlighted in bold below:-

- S1** *Applying the Sustainable Development Principles*
S2 Regeneration Priority Areas
S3 *Urban and Rural Renaissance*
S4 Urban and Rural Design
S5 Climate Change
S6 Sustainable Use of Physical Resources
P1 *Strategic Patterns of development*
P2 Green Belts
P3 Review of Existing Commitments
E1 *Town and City Centres*
E2 Rural employment opportunities
E3 Planning the overall provision of employment land
E4 Employment site selection and development criteria
E5 Managing the Employment Land Portfolio
E6 Tourism
H1 Distribution of additional housing
H2 Sequential approach to the allocation of housing land
H3 Managing the release of housing land
H4 Housing size, Type and Affordability
H5 Making best use of existing housing stock

- T1** *Land use and transport integration*
T2 Public Transport Accessibility
T3 Personal Transport
T4 Freight Transport
T5 Strategic Demand Management
T6 Transport in Main Urban Areas
T7 Transport in Rural Areas and Market and Coalfield Towns
T8 Tourism-related transport measures
T9 Improvements to the highway network
T10 Airports
T11 Transport Investment Priorities
N1 Biodiversity
N2 Historic and cultural resources
N3 Landscape character
N4 Forestry
N5 Agriculture and environmental support measures for sustainable land management
R1 Integrated Coastal Zone Management for the East Coast and Humber Estuary
R2 Development and flood risk
R3 Water Resources and Drainage
R4 Mineral extraction
R5a Waste Management Strategic Principles
R5b Sub Regional Targets for Municipal Waste
R5c Criteria for the Location of Waste Management Facilities
R5d Waste Related Businesses
R5e Residual Waste Treatment Capacity
R5f *Density of Public Recycling Facility Provision*
R6 Energy generation, transmission and supply

Introduction

8.1 This chapter deals with regionally or sub-regionally significant issues associated with social infrastructure including health, education, retail, leisure, sport and recreation.

Objectives

8.2 The policies in this chapter are aimed at achieving the key objectives and pursuing the strategic themes set out in Chapter 3. Specifically they aim to:-

- **ensure that a good range of social infrastructure is accessible to all**
- **protect and enhance the vitality and viability of existing town and city centres in the region**
- **encourage the provision of open space, sport and recreation facilities**

8.3 The policies in other chapters that are most closely linked to the social infrastructure policies are highlighted in Figure 8.1.

Policy Approach

8.4 There are two key issues which need to be addressed in relation to the location of social infrastructure:-

- higher level, more specialised provision is becoming more concentrated: it is becoming increasingly important that such provision should be in town centres or well-related to public transport nodes to maintain accessibility across as many areas and social groups as possible
- there is a need to secure more widespread and accessible provision of local facilities and services in district and local centres across areas and social groups.

Community participation in decisions about the location of social infrastructure will play an important part in addressing these key issues in a sustainable way. To this end, key links need to be made between development plans and local initiatives such as Village Appraisals and Parish Plans.

HEALTH

8.5 The regional spatial strategy has an important influence on the health of the region's people which is a key factor in the RPG objective of seeking social equity and inclusion. Patterns of development, the quality of the environment and the use of transport all have health impacts. The approach to sustainable development set out in Chapter 3 and the overall spatial strategy set out in Chapter 4 aim to create the conditions for a healthier society and development plans prepared in accordance with it should therefore have a positive impact.

8.6 RPG also has an impact on the provision of health facilities. In order to promote social inclusiveness, it is important that inequalities in the provision of, and access to, health facilities are reduced.

8.7 The Government's White Paper "Saving Lives: Our Healthier Nation" identifies four priority health areas: heart disease and stroke, accidents, cancer and mental health, and has set targets to reduce death and disability from these causes by 2010. The White Paper also recognises health is affected by a range of factors, including provision of a safe, secure and sustainable environment; reducing pollution; adequate housing provision; access to leisure and recreation; reducing social exclusion and increasing employment opportunities. It proposes a contract indicating how national, regional and local bodies and individuals can participate in better health. In addition, it supports an increased role for health impact assessments in the context of national, regional and local policy development and planning. In July 2000 the Government

issued the National Health Service Plan setting out sustained increases in investment to enable modernisation of the service. This is expected to deliver major structural changes in health services over a period of about ten years. This may include:-

- increasing concentration of hospital specialities in fewer, more specialised centres
- increasing the scope of primary care, for example to include more routine treatments

8.8 The National Health Service Plan also gave a commitment to the setting of national health inequality targets for the first time ever. These were announced in February 2001 in the areas of life expectancy and infant mortality and their delivery will require concerted cross-sectoral and cross-Government action. Many of the factors referred to above will be relevant to meeting these targets.

8.9 The location of primary and secondary care facilities relative to the populations they serve will be critical to the quality of life enjoyed by people, and to the social inclusion of groups with particular health problems. Since many of these groups are less likely to have access to a car (for instance those who are young, chronically sick, disabled, elderly or mentally ill), this needs to be taken into account at the very start of the health planning process - hence it is essential for such facilities to be in locations well served by public transport such as town and city centres. Where communities are not served by good public transport links (as defined by the public transport accessibility criteria in the Regional Transport Strategy) efforts should be made to provide outreach facilities to improve their access to health care. These facilities can often be provided through the multi-use of one building and through support for initiatives such as Healthy Living Centres.

8.10 There is a significant opportunity for mutual reinforcement between Health Improvement and Modernisation Plans (HIMPs),

development plans and local transport plans. Partnership working between the NHS Executive, Health Authorities, and local care providers, including local authorities, will lead to the development of the HIMPs which set out the strategic programmes for health care and health improvement and local contribution to achieving national targets and objectives.

8.11 There are eight Health Action Zones (HAZs) in the region. These cover the whole of South Yorkshire, Hull/East Riding and Bradford, Leeds and Wakefield. HAZs target deprived areas with poor health status and significant pressure on services. Multi-agency partnerships operate in these zones to tackle the root causes of ill-health and modernise services in the most deprived parts of the region.

8.12 Policy S3 in Chapter 3 puts the issue of health in the context of urban and rural renaissance. Policy SOC below provides a framework to ensure that development in the region takes account of health issues and that health infrastructure is encouraged in locations so as to help reduce social exclusion.

Policy SOC1 Health

a) In preparing development plans and local transport plans, local authorities should liaise with the Health Authority and take account of Health Improvement and Modernisation Plans in order to have regard to the health impact on local communities of proposed developments. Sustainability appraisals carried out in the region in accordance with Policy S1 should consider health issues.

b) Development plans and Health Improvement and Modernisation plans should encourage the retention and development of primary and secondary health care facilities in locations that are well-served accessible by good public transport and in accordance with the locational criteria set out in Policies P1 and T12.

c) Development plans and Health Improvement and Modernisation plans should also take into account the need to secure the widespread provision of outreach facilities in areas not accessible by good public transport (as set out in policy T2) and should consider how the multi-use of buildings and facilities can help in this provision.

EDUCATION

8.13 The education infrastructure of the region consists of nurseries, schools, colleges, universities, ICT learning centres and other learning and training institutions. There are nine universities spread between each of the four sub-regions based in Bradford, Huddersfield, Hull, Leeds, Sheffield and York. There are also a number of general colleges and specialist institutions in the higher education sector, including Northern College, Barnsley specialising in adult education and Bretton Hall, Wakefield specialising in sculpture, drama and art. There are over 40 general and specialist further education colleges and hundreds of secondary and primary schools. These educational institutions, from primary schools through to universities, are crucial to the sustainable development of the region. Continual improvements to educational achievement at all levels will help to achieve economic growth and social inclusion, and this will require development of the educational infrastructure. This will need to be co-ordinated and planned along with economic and housing development and transport provision.

8.14 One of the three fundamental policy principles set out in the ESDP is securing parity of access to infrastructure and knowledge. Yorkshire Forward's regional strategy emphasises the importance of radical improvement in the development and application of education, learning and skills, including high-quality vocational skills. These issues are addressed in the Framework for Regional Employment and Skills Action (issued as part of the RES, Yorkshire Forward, 2003). The development of business

clusters in the region, as promoted in Policy E4, will also depend on good links with higher education facilities, meaning that the geographic proximity should be encouraged in locations which meet the criteria set out in Policies P1, E4 and T1. Where communities are not served by good public transport links (as defined by the public transport accessibility criteria in the Regional Transport Strategy) efforts should be made to provide outreach facilities to improve their access to education and training. These facilities can often be provided through the multi-use of one building and through support for initiatives such as Learn Direct.

8.15 Policy SOC2 below provides a framework for development plans to recognise the importance of the educational infrastructure as described above and to ensure that development is accessible by public transport in locations that support the overall spatial strategy, whilst recognising that some existing communities might need outreach facilities to boost their access to education and training in the light of poor public transport links. Policy T23 will also be particularly relevant in terms of addressing the impact that trips to school and other educational institutions can have on traffic congestion.

Policy SOC2 Education

a) Development plans should recognise the importance of the educational infrastructure in the region to promoting both social inclusion and economic growth and regeneration. This will include capitalising on the expertise in the region's universities, education and learning establishments and facilitating the linkages between all levels of learning provision and the other higher education facilities across the region to encourage the growth of modern knowledge based industries and business clusters.

b) Development plans should encourage the retention and development of educational education and learning facilities in locations that

are well-served accessible by good public transport and in accordance with the locational criteria set out in Policies P1 and T12.

c) Development plans and other relevant strategies should also take into account the need to secure the widespread provision of outreach facilities in areas not accessible by good public transport (as set out in policy T2) and the need to open up opportunities for the delivery of learning through ICT and should consider how the multi-use of buildings and facilities can help in this provision.

RETAIL AND LEISURE FACILITIES

8.16 Retailing is discussed here in the context of its key role in supporting urban and rural renaissance and the settlement pattern proposed in the spatial strategy described in Chapter 4. Its role in the functioning and development of the main commercial centres is dealt with in Chapter 5 and as an important generator of travel demands in Chapter 7. These provide strategic reasons for concentrating major retail developments in main centres and resisting out-of-centre retailing. Most other aspects of retailing will be matters for more local consideration. However, there is a broader strategic level of concern appropriate to RPG.

8.17 The increasing concentration of retailing in fewer, larger outlets permitted and driven by increasing car use has disadvantaged those groups without access to a car, and has left many smaller settlements in rural areas with no shops at all. PPG6 emphasises meeting communities' retail needs, consideration of the cumulative effect of out-of-centre development, and seeking sites for new forms of retailing that support rather than undermine the vitality and viability of existing centres.

8.18 The retail and leisure sectors are subject to significant change. However, the potential spatial impacts of new forms of shopping and services such as increased use of the Internet are

uncertain. Opportunities and threats that may arise include:-

- polarisation towards the major centres
- increased threat to the middle-ranking and smaller centres
- increased share of the market taken by large retailers
- further decline of traditional independents
- new opportunities to access a wider range of goods in rural areas
- increased threat to the well-being of small rural centres

Such issues should be considered during the preparation of development plans with the objective of minimising the threats and taking advantage of the opportunities.

8.19 Policy SOC3 provides a framework for consideration of all forms of retailing and leisure in the region.

8.20 Additional out-of-centre regional or sub-regional shopping facilities in the region would put at risk the continued vitality and viability of town and city centres which provide a full range of commercial, leisure, cultural and social facilities and are generally accessible by means other than the car.

8.21 Local planning authorities should identify in development plans the existing centres to which Policy SOC3a) applies based on the advice in PPG6. The two largest out-of-town centres in the region are Meadowhall and White Rose, but there are also other smaller facilities including the Freeport Designer Outlet (Wakefield) and McArthur Glen Designer Outlet (York). Development plans should make it clear that large-scale extensions (including the cumulative effect of smaller extensions) will not be allowed and define the relevant scale in terms of

floorspace (this will depend on local circumstances, such as the size and nature of the existing centre). Development plans should also set out policy towards smaller scale extension based on local circumstances, needs and relevant analysis.

8.22 In establishing a hierarchy of town centres in development plans, local planning authorities should adopt the basic principles of meeting the needs of the catchment areas whilst minimising the need to travel. This will ensure consistency across the region.

Policy SOC3 Retail and Leisure Facilities

a) No further out-of-centre regional or subregional shopping centres or large-scale expansion of those that exist, including Meadowhall and White Rose, should be permitted.

b) In developing strategies for retail and leisure development local planning authorities should undertake an assessment of need in their areas and apply the sequential approach set out in PPG6 to identify sufficient sites in or on the edge of existing town centres. This approach should apply equally to assessing any proposals to provide additional floorspace to existing edge-of-centre or out-of-town centre development and to new forms of retail and leisure development.

c) where major leisure development, for which there is a proven need, cannot be accommodated within or on the edge of town centres after having demonstrated flexibility in the search for more central sites as required by PPG6, development plan strategies should make it clear that improvements to public transport facilities and other non-car modes will be required as part of the development to ensure that sites are accessible by ~~means other than the private car~~ good public transport, on foot and by cycle.

d) In preparing development plans, local planning authorities should establish hierarchies

for the centres in their areas which should identify the regional, sub-regional and local roles of city and town centres and, in particular, those centres to which Policies SOC3a) and E1 should apply.

e) Local planning authorities should:-

i) maintain a good quality, level and range of provision for retail and service needs appropriate to serve the catchment area;

ii) minimise the need for travel especially by car;

iii) seek to encourage joint planning and collaborative action by public and private service providers to promote innovative ways of maintaining or re-introducing local services in town and village centres which are identified as having a weak or limited range having regard to the size and character of the catchment area;

iv) promote and support the local service centre role that certain towns and villages play for surrounding areas to retain essential services and facilities for rural communities.

8.23 A major new issue that has emerged in recent years concerns out-of-centre development for leisure uses. This can reduce the range of activities offered by town centres, further undermining their attractiveness, reduce the access enjoyed by those without a car, increase traffic levels and use land which would otherwise be particularly well-suited to industrial purposes. Local planning authorities should plan positively for leisure provision in or on the edge of existing centres. Any proposals for development outside existing centres will be required to demonstrate a proven need, that there are no more central locations and that they are accessible by means other than the private car a choice of means of transport.

OPEN SPACE, SPORT AND RECREATION

8.24 Open spaces of all sorts, including local

areas of greenspace, formal sports facilities, and the open countryside, meet a diversity of sport and recreational needs. Participation in sport and recreation is increasing in the region and this is beneficial to individuals and society in numerous ways, for example in improving health and promoting social inclusion. Sport can play a role in regeneration, for example through the Sport Action Zones in Bradford and South Yorkshire in conjunction with other initiatives such as the New Deal for Communities. It is important that facilities (ranging from local areas of greenspace to international stadia) are available in appropriate, accessible locations and that the wide range of sport and recreation needs are addressed. This means protecting what already exists and planning for additional facilities. By way of context it is relevant to note that in the late 1990's the region received the second highest number of applications for the loss of playing fields in England, and that there may be a need for major new sporting stadia in the various parts of the region. Policy SOC4 provides guidance on these matters.

Policy SOC4 Open Space, Sport and Recreation

The contribution which sport and recreation makes to the health and well being of the community in the region should be reflected in development plans. Local planning authorities should:-

- a) Carry out an audit of their local communities to establish the type and range of formal and informal recreational and sporting provision required in their area, in consultation, as necessary, with neighbouring authorities where recreational or sporting provision has wider significance and having regard to future trends including demographic changes and the needs of the operators/occupiers of future development.***
- b) Identify areas of deficiency of sport and recreation provision.***

c) Identify sites to meet the identified need, where appropriate, and provide policies to ensure that proposals for new or extended recreational and sports facilities:-

i) are located wherever possible within urban areas and in locations ~~which~~ that are accessible by good public transport and other non-car modes or, where these need to be located near to existing facilities which are not well related to public transport, seek measures to increase access to the site by sustainable transport modes and minimise the impact of traffic and car parking;

ii) make use of previously-developed land wherever possible;

iii) take account of the need for appropriate provision in rural communities;

iv) are of an appropriate scale to meet the particular need and avoid damaging environmental impacts;

8.25 Criteria (a) and (b) require local planning authorities to carry out thorough analysis of the need for open space, sport and recreation facilities in their area as part of the development plan process and (c) sets out strategic criteria for development. In terms of sports facilities, Sport England consider the key ones to be sports halls, swimming pools, synthetic turf pitches and natural turf playing fields and local authorities should take this into account in carrying out their audits. The involvement of local communities in identifying facilities and priorities will be valuable.

8.26 Criteria (d) refers to facilities of international, national, regional and sub-regional importance. There will be considerable overlap between these categories. They will include major stadia (e.g. Elland Road and Hillsborough football grounds; the Don Valley Stadium; and Headingley rugby league and cricket ground); indoor facilities (e.g. Ponds Forge international swimming pool and Sheffield Arena); major

countryside recreation features (e.g. Pennine Way, Wolds Way, Dales Way and Trans-Pennine Trail and the environment through which they pass); racecourses (e.g. Doncaster and York); and other facilities such as specialist sports colleges. Local authorities should consider including all Significant Areas for Sport (SASPs) and the English Institute for Sport National Centres. The Regional Sports Board's Regional Statement for Sport will provide relevant information about facility provision and participation in sport and should assist local authorities in implementing this policy.

Responsibilities for Implementation

8.27 The principal roles and responsibilities for overseeing the implementation of Policies SOC1-SOC4 are summarised in Table 8.1 below.

Indicators and Targets

8.28 Tables 8.2 and 8.3 set out output and contextual indicators relating to Policies SOC1-SOC4

Table 8.1 Implementation of Social Infrastructure Policies

<i>Policy</i>	<i>Mechanisms</i>	<i>Lead Roles</i>	<i>Support Roles</i>
Health (SOC1)	Development Plans Local Transport Plans Health Improvement and Modernisation Plans (HIMPs) Sustainability Appraisals	Local Authorities Health Authorities	NHS Executive Regional Office
Education (SOC2)	Development Plans	Local Authorities	Yorkshire Forward Educational institutions
Retail and Leisure Facilities (SOC3)	Development Plans	Local Authorities	Other partners in the development process
Open Space, Sport and Recreation (SOC4)	Development Plans Rights of Way Improvement Plans	Local Authorities	Sport England Regional Sports Board

Table 8.2 Output Indicators and Targets for Social Infrastructure Policies		
<i>Policy</i>	<i>Indicator</i>	<i>Target</i>
Health (SOC1)	Liaison between local authorities, health authorities and local communities in the preparation of development plans and local transport plans.	100% of development plans and local transport plans demonstrate that account has been taken of the impact of proposed major developments on the health of the local community and appropriate action taken.
	Access to primary and secondary care health facilities.	100% of development plans and Health Improvement and Modernisation Plans specifically encourage retention/development of primary and secondary care facilities in locations that are well served by public transport.
Retail and Leisure Facilities (SOC3)	New retail floorspace in town centres and out-of-centre. Number of centres improving, static or declining as measured through the PPG6 vitality and viability health checks.	
Open space, Sport and Recreation (SOC4)	Number of local authorities carrying out audits of open space, sport and recreation facilities. Amount and distribution of urban greenspace. Number of additional regionally or sub-regionally significant recreational routes provided or managed.	100%

Table 8.3 Contextual Indicators and Targets for Social Infrastructure Policies

<i>Policy</i>	<i>Indicator</i>	<i>Target</i>
Health (SOC1)	A narrowing of the health inequalities gap.	In health authority districts to reduce by at least 10% the gap between quintiles of areas with the lowest life expectancy at birth and the population as a whole. To reduce by at least 10% the gap in infant mortality between manual groups and the population as a whole. By 2010 to reduce the conception rate amongst under 18s in the worst quintile of wards by at least 60%, thereby reducing the level of inequality between the worst quintile and the average by at least 26% by 2010.
	Health Improvement	To reduce the death rate from coronary heart disease and stroke-related diseases in people under 75 years by at least 40% by 2010. To reduce the death rate from cancer in people under 75 years by at least 20% by 2010.
Education (SOC2)	Qualifications at age 19.	90% of 19 year olds to be qualified to NVQ level 2 or above
	Qualifications at age 21.	65% of 21 year olds to be qualified to NVQ level 3 or above.

CHAPTER 9

Built and Natural Environment**Figure 9.1 Built and Natural Environment - Policy Links**

Chapter 9 contains the following policies on Built and Natural Environment:-

- N1 Biodiversity**
- N2 Historic and cultural resources**
- N3 Landscape character**
- N4 Forestry**
- N5 Agriculture and environmental support measures for sustainable land management**

Policies in other chapters that most closely relate to the Built and Natural Environment policies are highlighted in bold below:-

- S1 Applying the Sustainable Development Principles**
- S2 Regeneration Priority Areas
- S3 Urban and Rural Renaissance
- S4 Urban and Rural Design**
- S5 Climate Change**
- S6 Sustainable Use of Physical Resources
- P1 Strategic Patterns of development
- P2 Green Belts**
- P3 Review of Existing Commitments
- E1 Town and City Centres
- E2 Rural employment opportunities
- E3 Planning the overall provision of employment land
- E4 Employment site selection and development criteria
- E5 Managing the Employment Land Portfolio
- E6 Tourism**
- H1 Distribution of additional housing
- H2 Sequential approach to the allocation of housing land
- H3 Managing the release of housing land

- H4 Housing size, Type and Affordability
- H5 Making best use of existing housing stock
- T1 Land use and transport integration
- T2 Public Transport Accessibility
- T3 Personal Transport
- T4 Freight Transport
- T5 Strategic Demand Management
- T6 Transport in Main Urban Areas
- T7 Transport in Rural Areas and Market and Coalfield Towns
- T8 Tourism-related transport measures
- T9 Improvements to the highway network
- T10 Airports
- T11 Transport Investment Priorities
- SOC1 Health
- SOC2 Education
- SOC3 Retail and Leisure Facilities
- SOC4 Open space, Sport and Recreation
- R1 Integrated Coastal Zone Management for the East Coast and Humber Estuary**
- R2 Development and flood risk**
- R3 Water Resources and Drainage**
- R4 Mineral extraction**
- R5a Waste Management Strategic Principles**
- R5b Sub Regional Targets for Municipal Waste
- R5c Criteria for the Location of Waste Management Facilities
- R5d Waste Related Businesses
- R5e Residual Waste Treatment Capacity
- R5f Density of Public Recycling Facility Provision
- R6 Energy generation, transmission and supply**

Introduction

9.1 The main levers of regional spatial strategy fall within the areas of economic development, housing and transport policy, dealt with in previous chapters. However, the effects of such actions on the natural and built environment are profound, and have therefore played a major part in policy formulation, particularly in relation to the framing of the policies for sustainability, settlement pattern and rural development, set out in Chapters 3 and 4. Moreover, the relationship works both ways: environmental actions are critical in supporting strategic economic, housing and transport policy. The importance of this relationship has been demonstrated in the recently completed “Environmental Economy of Yorkshire and Humber” study (Yorkshire Forward, 2002). The policies in this Chapter are therefore crucially important within the context of a sustainable approach to the development of the region.

9.2 This chapter deals with biodiversity, historic and cultural resources, landscape, agriculture and forestry. For all these subjects the principles of sustainable development provide a common underlying set of objectives. The sustainability appraisal which informed the spatial strategy of focussing development in the main urban areas and regeneration priority areas took full account of these subjects. Earlier, greater and better informed attention to urban design can help achieve those objectives. The vulnerability of natural and historic assets and the irreplaceable nature of many of them justify continuing to aim for a high level of protection. In addition, action is needed to provide for positive management and creation of new assets especially in those parts of the region where there is a need to compensate for past damage and lack of investment.

9.3 Aspects of the built and natural environment that people regard as important to their quality of life can often be overlooked when compared to social and economic aspects that can be more readily measured. To address this problem the Countryside Agency, English Heritage, English

Nature and the Environment Agency are jointly promoting the quality of life capital approach. This seeks not only to identify social, environmental and economic assets (or “capital”) but also to evaluate the benefits that are provided by these assets in terms of their scale and importance and to whom, their relative scarcity or abundance and whether they can be substituted or recreated if lost. In principle the approach is consistent with Government policy since evaluating the benefits in a holistic way facilitates development that maximises benefits in an integrated manner in accordance with sustainability objectives. However, it is not a proven methodology and the Government is still considering whether to endorse the approach as a tool to be used by local planning authorities in the absence of an integrated sustainability appraisal methodology at the local level. Further guidance on applying sustainable development principles in the context of Policy S1 is contained in paragraph 3.20.

Objectives

9.4 The policies in this chapter are aimed at achieving the key objectives and pursuing the strategic themes set out in Chapter 3. Specifically they aim to:-

- **protect and enhance the region’s biodiversity**
- **protect and enhance the region’s historic and cultural resources**
- **protect and enhance the quality, diversity and distinctiveness of the region’s landscape**
- **increase tree cover in the region**
- **encourage sustainable and integrated agriculture**

9.5 The policies in other chapters that are most closely linked to N1 to N5 are highlighted in Figure 9.1.

Policies

BIODIVERSITY

9.6 Biodiversity is a key part of the life support infrastructure of the region and is part of what gives the region its distinctive character. Stretching from the North Sea and the Humber Estuary in the east, to the high moors of the Pennines in the west and encompassing landscapes from the heart of rural England to the heart of the towns and cities, the region enjoys one of the finest arrays of wildlife habitats of any English region. Areas like the Pennines, the lowland peatlands of Thorne and Hatfield Moors, and the wetlands of the Lower Derwent Valley and the Humber estuary have an outstanding diversity of habitats justifying their international importance for wildlife. Whilst the built environment has fewer designated sites, Local Nature Reserves, pocket gardens, greenspaces and private gardens are the main contact that many people have with biodiversity. Many urban sites make an important contribution to the regional biodiversity resource. This region contains significant proportions of the total national resource of some habitats and contains species found nowhere else in the UK.

9.7 Map 7 shows the Natural Areas of the region. These have been defined by English Nature and are based on the distribution of wildlife and natural features, the land use patterns and human history of the region.

9.8 The conservation of biodiversity and natural features is a key test of sustainable development policy. With a self-evident role in the environment, biodiversity also has social and economic implications. It contributes to the cultural and recreational value of people's experience of the natural world and provides exploitable resources; high quality environments are now becoming attractive to business investors. The approach set out in Policy S1 is therefore fundamental to the protection of biodiversity and complementary to Policy N1.

9.9 National policy requires the conservation of sites considered to be of national importance for their biological interest (Sites of Special Scientific Interest). Notification of SSSIs underpins international designations under the Birds and Habitats Directives and the Ramsar Convention on Wetlands. All land-based Special Areas of Conservation (SACs) and Special Protection Areas (SPAs) for birds or Ramsar wetlands have been notified as SSSIs. The two directives have led to a European wide network of nature conservation sites known as "Natura 2000" which are afforded greater protection than that currently given to SSSIs. Development which will adversely affect the integrity of Natura 2000 sites will only be allowed if, in the absence of alternatives, there is an overriding public interest and compensatory measures are provided. Similar policies apply to Ramsar sites.

9.10 Local biodiversity action plans are a means of translating the national UK Biodiversity Action Plan into effective action at the local level. A Biodiversity Audit of Yorkshire and the Humber was published in 1999. It identifies national priority habitats and species which should be taken into account in the review of development plans.

9.11 Many parts of the ecological network have become seriously eroded and important connections are now often patchy and incomplete. New development, even outside statutorily designated sites, can contribute to further fragmentation of habitat and species isolation. To protect overall biodiversity requires us to address conservation, management and restoration of the wider countryside and urban areas to form ecologically coherent networks and corridors. This will require the identification of areas, in addition to nationally and internationally designated sites, where the prevention and reversal of habitat fragmentation should be a prime consideration in assessing development proposals. Such areas, including rivers, streams and other watercourses and their corridors, which are of great biodiversity value, may well cross planning boundaries and necessitate co-ordination

of policies. These biodiversity issues are addressed by Policy N1.

Policy N1 Biodiversity

In addition to internationally and nationally designated sites, local planning authorities should identify and develop policies for areas important to conservation of biodiversity (drawing on Local Biodiversity Action Plans and with reference to the Regional Biodiversity Audit and the National Species and Habitat Action Plans). This entails:-

a) Identifying areas important to the conservation of biodiversity, protected species and geological interest (including those with international, national or local designation for nature conservation) and protect them from direct or indirect damage. The level of protection provided should reflect the importance of the site as in the tiered approach recommended in PPG9.

Treatment of sites of international importance must take account of the tests in PPG9.

b) Identifying areas where the halting and reversal of habitat fragmentation should be a consideration in assessing development proposals.

c) Seeking the mitigation of adverse impacts of development on biodiversity where necessary and appropriate.

d) Seeking the enhancement of biodiversity through opportunities that arise in connection with development for the creation, extension or improvement of wildlife habitat, through the restoration of mineral and waste sites and the provision of habitat links to isolated areas of wildlife value.

e) Promoting the conservation management of habitats and avoiding the abandonment of, or inappropriate change to, management of habitats as a result of development.

9.12 There are 26 sites in the region with statutory protection (Special Protection Areas, Special Areas of Conservation or Ramsar sites) due to their international importance to biodiversity. These are indicated on Map 6 and listed in Table N1.

9.13 There are also 10 National Nature Reserves in the Region, the location of which are indicated on Map 6.

9.14 There are a total of over 370 SSSIs covering over 11% of the region's area.

9.15 In addition to these statutory designations there are hundreds of sites identified in development plans of local biodiversity value. Policy N1 provides a framework for dealing with the full range of sites in the region.

HISTORIC AND CULTURAL RESOURCES

9.16 The region is rich in ~~historic buildings, archaeological sites (including marine and maritime) and landscape features (see para 9.20 below) which give the region its character and identity and provide an important environmental, educational and economic resource. In addition to sites of international or national importance there are many of regional or local importance which ought to be protected and enhanced. Local planning authorities should seek to involve the local community in identifying buildings of historic interest which are important to the community as local knowledge and opinions about relative importance will be valuable.~~ historic and cultural resources. These resources include the biodiversity of the region (see paragraphs 9.6 to 9.11 and policy N1), its built environment (both historic and contemporary) and its landscapes (see paragraphs 9.21 to 9.31 and Policies N3, N4 and N5). The Regional Cultural Strategy and Action Plan highlight how important the region's culture is to its sustainable future and what barriers there are to culturally-related development being a catalyst for change. Drawing on the definitions used in the Regional Cultural Strategy, culture includes (amongst others)

archives, art, sport, creative industries, film, television and radio, heritage, libraries, museums and galleries, spirituality and belief and tourism. For policies relating to sport and recreation and tourism see Policies SOC4 and E6 respectively.

~~9.17— There are important links between the protection and enhancement of the region's historic and cultural resources and the implementation of the spatial strategy. For example, the restoration of historic buildings in the region will play an important part in securing urban and rural renaissance. On the other hand, efforts to maximise the use of previously-developed sites must not be at the expense of the historic and archaeological environment—rather such development should be used as an opportunity to secure protection and enhancement. Better attention to urban design offers a practical, holistic framework for helping ensure that all new development will respect and help to enhance and protect existing historic and cultural resources.~~

9.17 Local cultural strategies have started to address some of the issues identified in the Regional Cultural Strategy and are important for the local delivery of its priorities. Local authorities and others can help further by ensuring that their development plans and relevant strategies:

- recognise the importance of culturally-related developments and activities and their potential to be catalysts for change
- ensure that buildings and sites that are of international, national, regional and local importance are protected and enhanced as economic, social, environmental and educational resources
- maximise opportunities to facilitate the repair, restoration and reuse of historic buildings, sites and areas for new uses
- identify opportunities for the provision of new facilities, buildings, features or parks that can encourage culturally-related developments and activities

- encourage the provision of workspace for new cultural and creative businesses, potentially through the identification of 'cultural quarters'
- pay attention to the need for high quality, locally distinctive design (see Policy S4)
- improve access to cultural activities for all through better public transport and facilities for those with disabilities (see Chapter 7)

~~9.18— Strategy implementation needs to have access to up-to-date information about heritage in order that development can accommodate heritage interests. The maintenance of records and databases that identify and assess the historic and cultural resources of the region should continue to be supported.~~

~~9.19— A Regional Cultural Strategy is being prepared and this will provide a relevant context for the implementation of Policy N2. Detailed national planning guidance on the Historic Environment and Archaeology is set out in PPCs 15 and 16 respectively. Local planning authorities should take account of this, and Policy N2 below sets out the strategic approach to be taken in the region.~~

9.18 The region has many historic buildings, archaeological sites (including marine and maritime) and historic landscape features that need to be protected and enhanced. In addition to the sites of international or national importance that are listed in paragraph 9.20, there are many of regional or local importance which ought to be protected and enhanced. These could include urban parks that often contain buildings of historic significance. Local planning authorities should seek to involve the local community in identifying buildings of historic interest which are important to the community as local knowledge and opinions about relative importance will be valuable.

9.19 Strategy implementation needs to have access to up-to-date information about heritage in order that development can accommodate

heritage interests. The maintenance of records and databases that identify and assess the historic and cultural resources of the region should continue to be supported. The annual “State of the Historic Environment report for Yorkshire and the Humber” provides an important record of the historic environment that needs to be protected and enhanced through the implementation of Policy N2. Such information needs to be collated at a regional and local level and the resource implications of this process for local authorities and others are recognised. Partners will therefore need to continue to work together to assist with this process and its dissemination

9.20 The region’s rich historic heritage includes:-

- ~~one~~ two World Heritage Sites at Fountains Abbey and Studley Royal and at ~~with a second,~~ Saltaire ~~under consideration~~
- over ~~31,000~~ 31,400 Listed Buildings which represents about 8% of the national stock with ~~650~~ over 660 listed Grade I and ~~1,433~~ 1440 at Grade II*, ranging over time from medieval buildings of impressive quality to post war social housing
- over ~~2,251~~ 2,250 Scheduled Ancient Monuments which is 12% of the national total, although additions are being made as a result of a systematic programme of survey and enhancement. These range in time from Neolithic henges and Iron Age settlements to magnificent 18th and 19th century industrial structures. It is estimated that Scheduled Ancient Monuments represent only about 5% of the total number of sites of archaeological importance in the region.
- ~~750~~ 805 Conservation Areas representing some ~~9%~~ 13% of the national total
- ~~72~~ 103 Registered Parks and Gardens of historic interest (with 9 of international significance)

- 7 Registered Battlefields representing 16% of the national total

Policy N2 Historic and cultural resources

Local planning authorities should include in their development plans policies and proposals for the preservation and/or enhancement of the historic environment. In addition to those areas, sites and buildings identified either nationally or internationally as being of archaeological, architectural or historic importance, local planning authorities should:-

a) Identify areas, sites and buildings of regional or local historic or cultural importance and include policies for their preservation or enhancement.

b) Promote the appropriate management of areas, sites or buildings of historic or cultural importance, including where appropriate, improved access for education or recreation.

c) Ensure that new development reflects the need for good design in accordance with Policy S4, respects or enhances local character and distinctiveness and does not detract from the historic environment of the region.

d) Identify opportunities for the provision of new facilities, buildings, features or parks that can help to facilitate culturally-led renaissance

LANDSCAPE CHARACTER

9.21 The region has a rich and diverse landscape, including the Yorkshire Dales and North York Moors National Parks, Nidderdale and Howardian Hills Areas of Outstanding Natural Beauty, the Wolds, the Southern Pennines, the heritage coast, and numerous parks and gardens. This contributes to regional identity and the quality of life of residents, helps to stimulate mobile investment and tourism, supports nature conservation interests and is a major leisure resource.

9.22 National planning policy has long placed emphasis on defining and protecting landscapes which have special qualities. There are well established and effective policies to conserve and manage the finest landscapes which need not be reiterated in RPG. More recently the Countryside Agency, English Nature, English Heritage and the Environment Agency have promoted a move from concentration on the “special” to a concern for all landscapes and environments. A good example of such an initiative in the region is the approach taken in the South Pennines Heritage Area. This is a self-declared designation which has come about as a result of a local community with a strong sense of place and effective cross boundary co-operation.

9.23 The Countryside Agency and English Nature have categorised the region into locally distinctive countryside character areas and these are shown on Map 7. Local planning authorities may find this approach helpful in undertaking landscape character assessments to inform the preparation of development plans. This does not mean, however, that development plans should include local landscape designations. Indeed, many development plans in the region already include such designations and these should be reviewed as advised by PPG7. The purpose of carrying out landscape assessments is to inform such things as the location of different types of development, priorities for landscape enhancement, and design policies. Proper attention to urban design can help ensure that development responds appropriately to the context of the surrounding landscape and setting.

9.24 Across the region in both urban fringe and deeper rural locations, there are degraded landscapes of regional significance. The decline of the coal industry in particular has left a legacy of despoiled landscapes. Rural areas such as the Vale of York, Vale of Pickering and the Humberhead Levels have been subject to landscape decline through the intensification of agriculture. Improving such areas not only has the potential to improve both the quality of life of those living and working in these areas but it can also support economic regeneration by making them more

attractive to investment. Enhancement and restoration measures could include planting new woodlands and areas of heathland, restoration of field boundaries and reclamation of derelict sites.

Policy N3 Landscape character

The quality, diversity and local distinctiveness of landscape character throughout the region should be protected and enhanced. Development plans should:-

- a) Be informed by landscape character assessments which may be based upon the Countryside Agency’s regional report on landscape character* and summarised on Map 7.***
- b) Include strategies for the regeneration of areas of derelict or degraded landscapes, including current and proposed mineral workings and waste disposal landfill sites, which respect and develop the original character and/or provide community or environmental gain.***
- c) Encourage development that promotes the retention and practice of traditional skills and styles of local building and land management techniques, which play a major role in maintaining local character and distinctiveness.***

**as set out in ‘Countryside Character Vol 3: Yorkshire and Humber’ prepared by the Countryside Commission Agency, English Heritage and English Nature.*

9.25 In formulating policies and proposals to protect and enhance the landscape character of the area in accordance with Policy N3, local planning authorities should liaise if necessary with adjoining authorities and adopt a regional and sub-regional perspective. In particular, authorities should be aware of the importance of the environmental quality of key corridors and gateways to the region’s image and protect and enhance it. These include the main north-south and east-west transport corridors and also the Humber estuary which is a key environmentally sensitive gateway into the region from mainland Europe. In the priority areas for regeneration environmental

improvements could be targeted to such locations (e.g. Lower Don Valley which has a significant impact on the main north south transport corridor as it passes between Sheffield and Rotherham). Policy N4d is consistent with such an approach.

9.26 Local planning authorities should also consider identifying man-made and landscape features which give the region a particular identity such as the Humber Bridge and Pennine Moor landscape to the west which forms a distinctive gateway into the region from Lancashire.

FORESTRY

9.27 Tree cover in Yorkshire and the Humber is below the national average of 7% of land area, and in West Yorkshire it is significantly below at only 5.2% (in part due to the nature of enclosed farmland in the inter-urban Green Belt and also the extent of open moorland). The England Forestry Strategy puts increasing emphasis on the expansion and management of multi-purpose woodland, particularly the role of tree planting and forestry in land regeneration. In addition to its historic commercial role forestry is seen to play a part in sport/recreation, landscape enhancement, carbon sequestration, renewable energy, urban renaissance and the rural economy. Most woodland in the region is situated in North Yorkshire but economic and environmental policy can incorporate forestry targets in promoting regeneration involving a gradual increase in cover in West and South Yorkshire. The South Yorkshire Forest (one of twelve national community forest initiatives) is already playing a significant role in this. The White Rose Forest will contribute to an increase in woodland in West Yorkshire.

9.28 Further initiatives such as local community woodlands and woodlands alongside motorways need to be developed as the region seeks to use forestry as a tool of regeneration and implement national policy. The proposals in Policy N4 are designed to increase tree cover, using this as a means to support other RPG policies. Water

resources can be affected by the creation of new forests. In parts of the region water resources are over committed and any proposals for large scale forestry (over 100ha) should be discussed with the Environment Agency.

Policy N4 Forestry

Development plans and other strategies and programmes should encourage tree cover in the region to be increased in ways which reinforce and support the regional spatial strategy by:-

a) Creating larger multi-purpose woodlands (over 20 ha) and adapting management of existing woodlands to accommodate leisure and recreational opportunities (e.g. cycling and riding).

b) Including land use policies which facilitate implementation of the South Yorkshire Forest Plan in the development plans for Barnsley, Rotherham and Sheffield.

c) Including substantial woodland planting as part of comprehensive schemes for regeneration of previously used/derelict land.

d) Expanding the area of "woodlands by the motorway", concentrating on the motorways in South Yorkshire in the first instance. Opportunities should be taken for woodland planting on non-operational land associated with railways and any upgrading of sections of the A1 to motorway standard.

e) Promoting, in partnerships, agri environmental measures which provide opportunities for smaller broad-leaved woodlands (under 10 ha) to be planted or brought into management on land of lower conservation value, for rehabilitation of ancient woodland and for sustainable management of existing, particularly neglected, woodland. This is particularly important in National Parks and Areas of Outstanding Natural Beauty.

f) Providing 2,000 ha of land for short rotation coppice within 40 miles of the Project Arbre power station in North Yorkshire, with subsequent maintenance of a three-year cycle of short rotation coppice.

g) Designing new planting and woodland expansion so as to maintain the diversity and local distinctiveness of landscape character within the region.

h) Giving prominence to the multi-purpose benefits of woodland in preparing Local Biodiversity Action Plans.

i) Providing for increased tree cover in schemes for the restoration of mineral workings and waste disposal.

unavoidable, areas of poorer quality should be used in preference to higher quality unless sustainability considerations indicate otherwise. Such considerations may include importance for biodiversity, quality and character of the landscape, amenity value or heritage interest, accessibility to infrastructure, workforce or markets, and the protection of natural resources, including soil quality. In so doing local authorities should liaise with DEFRA and other relevant agencies, and should take account DEFRA's agricultural land quality predictive map (see Map 8). This map is intended to be a strategic tool and is not appropriate for use for site specific appraisals. The Agricultural Land Classification system is used to grade agricultural land and this forms the basis for classifying best and most versatile agricultural land; further guidance is provided in PPG7.

AGRICULTURE AND ENVIRONMENTAL SUPPORT

9.29 Most of the open land in the region is in agricultural use. Agriculture is undergoing processes of change with far-reaching effects on landscape, land-use, and rural occupations and incomes. The Government's Strategy for Sustainable Farming and Food, summarised in Chapter 2, sets out the new approach to the farming and food sectors, and their support mechanisms, that is being developed. This RPG reflects these changes, with diversification into other enterprises and local food chain development is encouraged by Policy E2, and the need for the environment to be protected and enhanced reinforced by policies N1 - N5.

9.30 In line with PPG7, development of greenfield land, including best and most versatile agricultural land, should not be promoted in development plans unless opportunities have been assessed for accommodating development on previously developed sites and on land within the boundaries of existing urban areas in accordance with the locational criteria set out in Policy P1, and also E4 for economic development and H2 for housing. Where such development is

9.31 Landowners and agricultural practices have an important role in the stewardship of the countryside and this needs to be supported. A range of agri-environmental measures are available which can have a significant effect in encouraging the uptake of more environmentally-friendly farming practices covering such areas as traditional management of hay meadows, reversion of arable land to grassland, conserving archaeological or historic features, protecting habitats, sustaining landscape and improving public access. Schemes operated by DEFRA in the region include Countryside Stewardship, Environmentally Sensitive Areas and Organic Farming Scheme. New schemes are currently being piloted to encourage more widespread uptake of environmental support measures and local authorities should be aware of the increased opportunities that these 'broad and shallow' schemes and 'higher tier' schemes will present for environmental protection and improvements in the region when they are introduced (most likely in 2005).

Policy N5
Agriculture and environmental support measures for sustainable land management

In preparing and implementing their development plans and other strategies, local authorities and others should:

(a) ensure that, if following application of the locational principles in Policies P1, E4 and H2, the development of agricultural land is unavoidable, local authorities should select sites in their development plans so that areas of poorer quality land are used in preference to that of higher quality except where other sustainability considerations suggest otherwise.

(b) Policies in development plans should promote and reinforce agri-environmental

support measures in order to encourage forms of sustainable land management that integrate wildlife, landscape, water and flood management, waste, renewable energy, historical, recreational and access objectives with agricultural objectives.

Responsibilities for Implementation

9.32 The principal roles and responsibilities for overseeing the implementation of Policies N1 to N5 are summarised in Table 9.1.

Indicators and Targets

9.33 Tables 9.2 and 9.3 set out output and contextual indicators and targets relating to Policies N1 to N5.

Table 9.1 Implementation of Built and Natural Environment Policies

Policy	Mechanisms	Lead Roles	Support Roles
Biodiversity (N1)	Development Plans Biodiversity Action Plans	Local Authorities English Nature	Landowners Environment Agency DEFRA
Historic and cultural resources (N2)	Development Plans Investment Programmes <u>Local Cultural Strategies</u>	Local Authorities English Heritage	Landowners Developers Yorkshire Forward
Landscape character (N3)	Development Plans	Local Authorities Countryside Agency English Heritage English Nature	Landowners
Forestry (N4)	Development Plans Community Forest Plans Planting programmes	Local Authorities Forestry Commission Community Forest Partnerships	Landowners Environment Agency
Agriculture and environmental support measures <u>for sustainable land management</u> (N5)	Development plans <u>ERDP</u>	Local Authorities DEFRA	Landowners Countryside Agency English Nature English Heritage Environment Agency

Table 9.2 Output Indicators and Targets for Built and Natural Environment

<i>Policy</i>	<i>Indicator</i>	<i>Target</i>
Biodiversity (N1)	Loss or damage to priority habitats identified in the Regional Biodiversity Audit including sites of importance at the international and national level. Loss or damage to habitats protected by local biodiversity designations.	Zero loss to priority habitats
Historic and cultural resources (N2)	Buildings of Grade I and II* at risk of decay. Number of Listed Buildings demolished as % of the total.	
Landscape character (N3)	% of development plans and reviews for which up-to-date countryside character assessments have been undertaken. Area of land designated for protection due to environmental value. Area of derelict or degraded land which has been regenerated as a result of schemes included within development plans.	100%
Forestry (N4)	Area of woodland cover. % of woodland which includes public access.	Increase woodland area in Y&H to 6.5% of land area by 2016. South Yorks Forest to achieve 12% woodland cover by 2016.
Agriculture and environmental support measures <u>for sustainable land management</u> (N5)	Change of land use from agriculture to hard development. Area under agreement under the Environmentally Sensitive Area and Countryside Stewardship agri-environment schemes.	Reduction in rate. <u>Increase in area</u>

Table 9.3 Contextual Indicators and Targets for Built and Natural Environment

<i>Indicator</i>	<i>Target</i>
Net change in natural/semi-natural habitats.	
Population of wild birds.	Maintain or increase bird populations.

CHAPTER 10

Resource Management

Figure 10.1 Resource Management - Policy Links

Chapter 10 contains the following policies on Resource Management:-

- R1** *Integrated Coastal Zone Management for the East Coast and Humber Estuary*
- R2** *Development and flood risk*
- R3** *Water Resources and Drainage*
- R4** *Mineral extraction*
- R5a** *Waste Management Strategic Principles*
- R5b** *Sub Regional Targets for Municipal Waste*
- R5c** *Criteria for the Location of Waste Management Facilities*
- R5d** *Waste Related Businesses*
- R5e** *Residual Waste Treatment Capacity*
- R5f** *Density of Public Recycling Facility Provision*
- R6** *Energy generation, transmission and supply*

Policies in other chapters that most closely relate to the Resource Management policies are highlighted in bold below:-

- S1 Applying the Sustainable Development Principles
- S2 Regeneration Priority Areas
- S3 Urban and Rural Renaissance
- S4 Urban and Rural Design
- S5** *Climate Change*
- S6** *Sustainable Use of Physical Resources*
- P1 Strategic Patterns of development
- P2 Green Belts
- P3 Review of Existing Commitments
- E1 Town and City Centres
- E2 Rural employment opportunities

- E3 Planning the overall provision of employment land
- E4 Employment site selection and development criteria
- E5 Managing the Employment Land Portfolio
- E6 Tourism
- H1 Distribution of additional housing
- H2 Sequential approach to the allocation of housing land
- H3 Managing the release of housing land
- H4 Housing size, Type and Affordability
- H5 Making best use of existing housing stock
- T1** *Land use and transport integration*
- T2 Public Transport Accessibility
- T3 Personal Transport
- T4 Freight Transport
- T5 Strategic Demand Management
- T6 Transport in Main Urban Areas
- T7 Transport in Rural Areas and Market and Coalfield Towns
- T8 Tourism-related transport measures
- T9 Improvements to the highway network
- T10 Airports
- T11 Transport Investment Priorities
- SOC1 Health
- SOC2 Education
- SOC3 Retail and Leisure Facilities
- SOC4 Open space, Sport and Recreation
- N1** *Biodiversity*
- N2 Historic and cultural resources
- N3** *Landscape character*
- N4 Forestry
- N5 Agriculture and environmental support measures for sustainable land management

Introduction

10.1 This chapter deals with spatial issues associated with coasts and estuaries, development and flood risk, the management of water and mineral resources; sustainable waste management and disposal; energy generation and transmission; and air quality.

Objectives

10.2 The policies in this chapter are aimed at achieving the key objectives and pursuing the strategic themes set out in Chapter 3. Specifically they aim to:-

- **ensure an integrated and sustainable approach in response to coastal and estuarine processes, including erosion and sea level rise**
- **prevent development which would be subject to, or increase the likelihood of, coastal, estuarine or fluvial flooding**
- **ensure an environmentally friendly and sustainable approach to mineral extraction, waste management/disposal and energy generation and transmission**

Policies

WATER

10.4 This section contains three inter-related policies which relate to coasts and estuaries; development in flood risk areas; and water supply and drainage. It will be essential that local authorities, in preparing development plans, liaise closely with the Environment Agency and water companies in order to implement these policies.

THE EAST COAST AND HUMBER ESTUARY

10.5 A sustainable and environmentally responsible approach to coastal management is essential in the region, which has over 150km of coastline in East and North Yorkshire and North East Lincolnshire and one of the UK's principal estuaries, the Humber. Parts of the coastline are amongst the fastest eroding in the country. ~~The effects of climate change are uncertain, but it is possible that sea levels could be 0.5m higher than today by 2080. About 700ha of inter-tidal habitat could be lost over the next 50 years.~~ The Climate Change Impacts Scoping Study for Yorkshire and the Humber (2002) identified that there could be a considerable sea level rise by 2080 and set out the main impacts of such a rise for the coastal zone. The prospect of a new configuration for the estuary and changing patterns of flood risk ~~also~~ have implications for the functioning of the Humber ports, and for the location of land for development. Much economic activity in the coastal and estuarine zones relies on the maintenance and enhancement of a high quality environment. The Humber Estuary is also an internationally recognised site important for its biodiversity. These processes therefore present fundamental challenges to the region which must be recognised and addressed in determining spatial patterns of development.

~~10.6 The Environment Agency's Shoreline Management Plan (SMP) for the Humber Estuary "Planning for the Rising Tides" sets out a vision for managing the estuary's flood defences. The SMP was published in September 2000 and is due to be refined in 2002. The SMP's overall flood defence strategy has three main features:-~~

- ~~hold the existing defences where there is no justification for moving them (e.g. around the city of Hull and existing towns)~~
- ~~identify sites where moving the defences will provide benefits, taking social, environmental and economic issues into account ("managed realignment")~~

- ~~support the creation of new inter-tidal habitat to maintain the estuary's conservation status~~

~~10.7 The SMP indicates broad locations along the estuary where these different approaches may be taken. These should be taken into account during the preparation of development plans.~~

10.6 An integrated approach to the management of the coast and estuary is vital. Due to the complex nature of coastal and estuarine processes and their impact on the natural and built environment and land use, a range of different types of plans and strategies have been developed. In this region, there are three existing Shoreline Management Plans or SMPs (Saltburn to Flamborough Head, Flamborough Head to Donna Nook, and the Environment Agency's Humber Estuary SMP), a Coastal Habitat Management Plan (CHaMP) for the Humber (in draft form) and an Integrated Coastal Zone Management Plan (ICZM) for the East Riding. Other plans such as Local Environment Agency Plans (LEAPs) and Biodiversity Action Plans (BAPs) are also relevant, although they are not coast-specific. All of these plans have particular functions and they should inform and reinforce each other. The links to development plans need to be particularly strengthened. Further guidance on these interrelationships can be found in "Shoreline Management Plans - A Guide for Coastal Defence Authorities" (Defra, June 2001).

10.7 The purpose of SMPs is to 'identify and implement the best ways to reduce risks to people and the developed, historic and natural environment' (Defra guidance, June 2001). In this regard, SMPs will propose one or more policy options for particular sections of coastline. These could include maintaining, moving or enhancing existing defences, managing retreat, or deciding that there is to be no active intervention. These decisions can have wide ranging impacts and it is vital that SMPs are taken into account in the preparation of development plans and that SMPs themselves are developed within the context of an integrated approach which takes into account the effect of policy approaches on other parts of the

coast line, within and beyond the region's boundaries. Decisions about large scale developments such as marinas, port development or minerals extractions must also consider their impacts on other parts of the coast line.

10.8 The concept of Integrated Coastal Zone Management (ICZM) should be adopted for the region's coastal and estuarine zones. ICZM is based on the following principles:

- taking a long term view
- adopting a broad holistic approach
- using adaptive management
- working with natural processes
- supporting and involving of all relevant administrative bodies
- using a combination of instruments
- facilitating participatory planning
- reflecting local characteristics

10.8a In this region, an integrated approach needs to be adopted based on the sustainable development principles as set out in Policy S1 and taking account of the effects on existing property and infrastructure; natural habitats and biodiversity (including "coastal squeeze"); the historic environment; and agricultural land. The framework for this is set out in Policy R1. Further work to inform a strategic, integrated approach to the management of the region's coast and estuary will be facilitated by the Assembly and taken forward through the preparation of Regional Spatial Strategy, to replace RPG in due course.

Policy R1
Integrated Coastal Zone
Management of for the East Coast
and Humber Estuary

a) In preparing their development plans, local authorities should ensure that their policies are consistent across and around the Humber Estuary for managing the estuary and its flood plain, for enhancing natural and historic environmental assets, and reducing flood risks.

b) Strategies should be prepared by the Environment Agency and others for responding appropriately to natural coastal and estuarine processes in the expectation of rising sea level, including the possibility of managed realignment and the identification of protection works in selected cases utilising input from the Humber Estuary Shoreline Management Plan.

c) Co-ordinated management mechanisms should be established between national conservation agencies, local authorities and others to inform development plans and gain effective integrated management of the coastal and estuarine zone.

Local authorities and others should take an integrated and consistent approach to the management of the East coast and Humber Estuary. In preparing and implementing their development plans and other strategies, local authorities and others should establish effective partnerships to bring together the wide range of different interests and powers in the coastal and estuarine zones and should take into account:

(i) existing Shoreline Management Plans and other relevant strategies and plans

(i) the likely impacts of climate change on sea levels and other coastal and estuarine processes

(iii) the need to maintain and enhance the zones' high quality natural and historic environmental assets

(iv) the likely knock-on effects of any changes either through development or management regimes, on coastal and estuarine processes

DEVELOPMENT AND FLOOD RISK

10.8a Much of the region comprises low-lying land and is therefore potentially vulnerable to tidal inundation and fluvial flooding, both of which can cause extensive damage and disruption. The Climate Change Impacts Scoping study for the region has established that the frequency of floods will increase. In order to maintain the region as a safe and prosperous place to live and work, it is essential that the region seeks to minimise flood risk and protect existing settlements and key infrastructure. This is particularly relevant in important locations such as Leeds, the Vale of York and the Humber Trade Zone. Whilst total investment in the region's flood defences has increased since 1999/2000, flood defences can at best only address the effects of flooding, rather than the causes, and can also restrict the functional flood plain. In addition, the protection of one place is only as good as that afforded within the whole catchment. It is important therefore that the Environment Agency and others take a strategic approach to flood risk and flood defence, and address the issue in an integrated, consistent and sustainable manner, encouraging integrated land uses in upland areas as appropriate. It is also important therefore, that the Environment Agency undertake Catchment Flood Management Plans.

10.9 Map 9 shows provides the Environment Agency's indicative flood plain map (2000) and shows the principal areas where flooding is likely to be of regional significance in physical and economic terms. This indicates areas that would be at risk from coastal, estuarine or fluvial flooding without some form of protection ie the map It does not differentiate between defended and undefended areas. Nor does it take account of the likelihood that food risk will be increased by climate changes. As can be seen from map 9, such

areas include large parts of the region, including extensive areas within many existing towns and cities. Many of the built up areas are and will continue to be protected in the context of Policy R1. Whilst the Environment Agency and others will continue to provide adequate protection of these areas, Map 9 should not therefore be interpreted as indicating areas where development should not necessarily be located. However, the regional spatial pattern of development needs to minimise the risk of new buildings being subject to flooding and ensure that development does not increase the likelihood of flooding. Policy R2 below sets out the strategic approach to ensure this is the case. Policy R1 addresses the coast in more details, and Policy R3 addresses the issue of sustainable drainage systems, which can help to reduce flood risk, is dealt with in Policy R3.

Policy R2 Development and Flood Risk

a) Managing Flood Risk

The Environment Agency, local authorities and others should adopt a strategic, integrated, sustainable and pro-active approach to catchment management to reduce flood risk within the region and protect existing regionally important locations, taking into account the latest information available from each other to ensure that they deal consistently with managing the risk from:

i) tidal flooding around the Humber Estuary and along the coast;

ii) fluvial flooding along river corridors and other significant watercourses resulting from catchments within and beyond the region.

b) Planning for Flood Risk

Development Plans should adopt a sequential risk-based approach to development and flooding as defined in line with PPG25. To enable the

risk from flooding to be appropriately managed in the region:

a) i) In functional floodplains* and washlands, and in undeveloped floodplain areas where the risk from tidal and fluvial flooding is high, development should be avoided.**

b) ii) In previously developed areas, and areas of undeveloped floodplain where the risk from flooding is lower, development should be of an appropriate type and design and will require the availability or provision of an appropriate standard of flood defence and the incorporation of flood mitigation and/or flood warning measures.

c) iii) Following application of the sequential approach, where other considerations in favour of the development, (for example the significant need for economic and social regeneration and the need to recycle previously developed land) outweigh the flooding issues in identified flood risk areas, development will only be permitted where it has been established, following consultation with the Environment Agency and other relevant organisations, that any necessary protection or management measures can and will be provided and are consistent with relevant management plans (e.g. the emerging Catchment Flood Management Plans). ~~(CFMPs) and, where relevant, the Humber Estuary Shoreline Management Plan (SMP).~~

d) iv) In liaison with the Environment Agency, local authorities should conduct flood risk assessments (FRAs), adopt a strategic and integrated approach to assessing the risk of flooding and the potential implications of development for flooding elsewhere, and ensure that those proposing development in flood risk areas also undertake FRAs. The Environment Agency and other bodies should provide information and advice to help prepare these FRAs.

e) ~~Those proposing development in flood risk areas should carry out Flood Risk~~

Assessments (FRAs). Where local authorities propose to allocate for development in the floodplain they will need to undertake FRA. The Environment Agency and other bodies should provide information and advice to assist in the preparation of these FRAs.

f) Local Authorities and the Environment Agency should take into account the latest information available from each other to ensure that their policies consistently deal with managing the risk from:-

i) Tidal flooding around the Humber Estuary and along the coast;

ii) Fluvial flooding along river corridors and other significant watercourses resulting from catchments within and beyond the region.

[*functional floodplains are the unobstructed or active areas where water regularly flows in time of flood. **washlands are areas of flood plain where water is stored in time of flood]

10.10 Local planning authorities will need to liaise closely with the Environment Agency at the earliest possible stage to ensure that different types of development are located in appropriate locations with regard to flood risk in accordance with Policy R2. This will entail a sequential approach, looking first at sites at lower risk of flooding which also fit with the overall regional spatial strategy including the locational criteria in Policy P1. This will need to be informed by the numerical assessments in use by DEFRA and the Environment Agency. To help apply the sequential test to the preparation of plans and consideration of planning applications, local authorities should undertake strategic flood risk assessments of their areas. This will help to inform the preparation of both development plans and the flood risk assessments accompanying planning applications, and also lead to cost savings in the long term. The 'planning for flood' risk manual prepared by the Yorkshire and Humber Assembly and the Environment Agency provides technical guidance for planning authorities preparing development plans and determining planning applications in the region. It is available from both the bodies concerned and is revised on a regular basis. It

contains maps showing the Indicative Flood Plain (with urban areas and key transport infrastructure) and River Catchment Management Areas (with administrative boundaries).

10.11 Local authorities will need to adopt a strategic approach based on river catchment areas rather than administrative boundaries. Many of the region's rivers cross local authority boundaries. Taking account of circumstances within entire catchments, development plans should identify opportunities to control and manage floodwater. Development plans They should pay particular attention to identifying the extent of functional floodplains, the potential for the extension of managed washlands and the possibilities for multi-functional uses of such land. Co-ordinated management mechanisms should be established by the Environment Agency and, so as to inform development plans and gain effective integrated management of areas at risk from tidal or fluvial flooding. Internal Drainage Boards should be involved in this process where appropriate.

WATER RESOURCES AND DRAINAGE

10.12 The provision of water supplies is not expected to be a strategic constraint on the location of new development in the region. The key issues for RPG are to provide an appropriate framework for the integration of the work of local planning authorities, water companies and the Environment Agency in the protection and efficient use of water resources.

10.13 However, at the local level, planning authorities should take account of the Environment Agency's Regional Water Resources Strategy, which provides details of possible supply constraints in some areas due to seasonal variations in water availability from particular rivers and sources of groundwater; the Agency's maps showing groundwater protection zones; and water resource plans produced by water companies.

10.14 The principal river systems in Yorkshire and the Humber flow into the Humber estuary. The Esk, Ribble (part) and Tees (part) catchments also fall geographically within the region. The Rivers Derwent, Ouse and Wharfe, together with Pennine Reservoirs and the Sherwood Sandstone and Wolds chalk aquifers, are the key sources of potable water. The supply grid operated by Yorkshire Water constitutes a major distribution network for most of the region and has operational flexibility to adapt to changing circumstances. This supply grid has recently been enhanced to improve reliability in dry periods. Supply reliability can still be a problem for small independent abstractors.

Water supply and quality

10.15 Maintenance of an adequate potable and industrial water supply of suitable quality from environmentally sound resources is necessary in order to allow continued development in the region. The planning of development needs to take account of water-related issues from an early stage, including the possible effects on the availability or quality of existing water supplies and sewerage/waste water treatment capacity.

10.16 The pattern and phasing of development proposed in development plans should take into account the short term ability of infrastructure to meet rising demand for water services, consider the measures needed to achieve long term security of supply and make due allowance for rising standards of waste water treatment and related river/coastal water quality improvements. In the longer term, regional growth may require attention to be given to the development of a major new supply source for Yorkshire and the Humber, but no new provision of this type is envisaged in the foreseeable future. This is something that will be considered further in future reviews of RPG.

10.17 In recent years low rainfall and the growth of urban centres has necessitated strengthening of the distribution network, particularly in the southern parts of the region. In order to avoid or defer the need for major new water resources

schemes, water companies are taking measures to manage demand and increase efficiency, especially by substantially reducing leakage, at least in accordance with mandatory annual targets set by OFWAT, minimising waste, exploring opportunities for re-use, contingency planning for unduly dry years and providing water-saving incentives to consumers. A strong start has been made on some of these matters.

10.18 Large urban areas and certain agricultural practices create pressure on water quality because of surface water run-off and effluent discharges. Industrial pollution can adversely effect water quality. Across the region major expenditure is required in order to achieve river quality objectives and Urban Waste Water Treatment Directive Requirements. Plans are in place (for example Local Environment Agency Plans to make major progress by 2005, particularly on the coast and those rivers and watercourses which experience unsatisfactory intermittent discharges of sewage from sewerage systems.

10.19 Policies and proposals should be sensitive to the need to protect groundwater. The location and design of new development (e.g. waste disposal sites) is a crucial factor. Compliance with the EU Bathing Directive will increase as present programmes are implemented and improve coastal water quality.

10.20 Local authorities should not use development plans to duplicate the statutory pollution control activities of other regulatory agencies (including local authorities in their non planning functions). Policies should take full account of the effects of land use on the water environment and seek to achieve integration with LEAPS. The ability to provide adequate sewerage and waste water treatment/disposal capacity before developments become operational is most important. The siting of developments, particularly industrial, should be considered with respect to the infrastructure to service the development, in respect of capacity and viability of treatment. This issue is of particular importance where a proposed development is likely to produce a trade effluent.

Water conservation

10.21 Renewable resources such as water need to be managed sustainably. The starting point for policy must be demand management so as to avoid unnecessary use, minimise waste, promote efficient consumption and generally make the best use of existing resources. However, it must be accepted that the durability of savings achieved by demand management is an area of uncertainty so a twin track approach to managing savings and supply expansion may need to be adopted.

10.22 Over abstraction and/or low flows are perceived to be causing environmental problems in some parts of the region. Review of abstraction licences may become necessary in certain areas and is already a requirement in respect of sites falling within the ambit of the Habitats Regulations. Sustainable water abstraction from all sources is a key ~~Yorkshire Water~~ objective and studies of the sensitive areas are underway eg the Lower Derwent Study and the Doncaster/Selby sandstone aquifer. For others the North Lincolnshire Chalk aquifer is over committed and drainage practice in the Thorne/Hatfield Moors area also requires review. A sustainable solution is being explored to address the issue of groundwater nitrate concentrations.

Sustainable Drainage

10.23 Development incorporating conventional drainage techniques can result in increased flood risk and poor river quality due to contaminated surface water run-off. A decrease in the water quality and changes in flow patterns can also have an impact on the ecological value of the receiving watercourse. These adverse effects can be minimised, and biodiversity actually enhanced, through good drainage design and practice. A range of techniques, known as Sustainable Drainage Systems (SUDS) is available to achieve this, including soft engineering such as natural flood meadows and washlands or saltmarshes and mudflats. Local planning authorities should work closely with the Environment Agency, water companies and developers to ensure that these are adopted in the region.

Policy R3

Water resources and drainage

In preparing development plans and where necessary other strategies authorities should:-

Water supply and quality

a) Take water-related issues (including the capacity of water and sewage treatment facilities) into account from an early stage in the process of identifying land for development, and should seek to avoid locations where water supply and/or drainage provision is likely to be unsustainable (e.g. where it might exacerbate low flows in rivers), and to encourage use of sites where past problems can be solved. In doing so local authorities should have regard to appropriate advice from the Environment Agency and ~~Yorkshire Water Services~~ water and sewerage companies.

b) Ensure that development which consumes large quantities of water is located where it will not prejudice supplies to other users or the water environment.

c) Encourage the provision of on-farm winter storage facilities for water, subject to other planning policies, for use in summer and provide a resource for wildlife and a recreational use.

d) Strive to manage the region's coasts, estuaries, rivers and other water habitats (including national and international designations) sustainably.

e) Advance the ecological and recreational value of water areas through partnership with Local Environment Agency Plans.

Water conservation

f) Promote the more efficient use of water in development through reuse and recycling measures, metering and leakage reduction.

Drainage

g) Promote the use and maintenance of sustainable drainage techniques.

MINERALS

10.24 Deep coal mining has declined, but the region still has a significant proportion of national coal capacity (increasingly from opencast production). Although Yorkshire and the Humber is a major producer of aggregates (sand, gravel and crushed limestone and sandstone) used for construction purposes, the nationally set targets (covering the period to 2006) allow for it to continue to be a net importer. Clay and brick earth is also extracted for construction materials and ceramics manufacturing, but there are no targets equivalent to those for aggregates. Peat is extracted, though this is subject to increasingly tough national conservation conditions. The region is the only source of potash in the UK. Other minerals produced for industrial purposes include salt, silica sand, limestone, dolomite and chalk.

10.25 There is the need to reconcile the requirement for an assured supply of different types of minerals as far ahead as is possible with the potential adverse effects that large-scale extraction over long periods can have on the natural environment. This can change the landscape in ways that even the best standards of reclamation cannot reverse and also inflict permanent damage on local communities suffering severe and continuous impact on their quality of life for extended periods.

10.26 Much of the wider impact of minerals extraction arises from the transport of the very large volumes of materials produced. While some sources benefit from rail and waterway access, much is transported by road with serious environmental, amenity and congestion costs. The shift from deepmined to opencast coal has exacerbated these trends. There is an issue arising of how far it is feasible for permissions for new extractions to be restricted to locations with more environmentally friendly forms of transport: because of the costs there may need to be trade-off with scale of extraction.

10.27 The Regional Aggregates Working Party will provide information and analysis of the production and supply (including potential future constraints) of minerals in the region and this will help inform the next review of RPG (see Chapter 11). Mineral extraction and the restoration of land following extraction is strongly controlled by national guidelines.

Aggregates

10.28 MPG6 (1994) sets out indicative apportionment figures for aggregate material from primary land sources in the region between 1992 and 2006. These are:-

- 60mt of sand and gravel
- 280mt of crushed rock

10.29 A review of MPG6 commenced in October 2000 with the publication of a consultation paper. Until the review is completed, mineral planning authorities in the region should continue to plan on the basis of the 1994 figures unless circumstances change significantly, for example if levels of actual demand are consistently different to levels of expected demand.

10.30 In 1989, an estimated 11% of aggregates consumption in the region came from secondary/recycled material. In assessing future demand for aggregate materials MPG6 states that in the period to 2006 65mt (15% of the total requirement) may be provided from secondary/recycled material.

10.31 One of the functions of the review of MPG6 will be to consider whether new targets should be set both for the supply of primary aggregates and for higher levels of recycling secondary and waste materials. When the MPG6 review is complete, RPG and development plans will need to set specific revised targets.

10.32 Mineral planning authorities should, however, encourage the efficient use of aggregates, the minimisation of waste, and the

maximum use of recycled and secondary materials. This should be facilitated by making adequate provision for suitable facilities for recycling, reprocessing and the transfer of materials such as demolition and construction waste. These steps towards minimising the demand for aggregates will be encouraged by the imposition of the Aggregates Levy from April 2000.

10.33 It is Government policy that major developments should not take place in National Parks or AONBs other than in exceptional circumstances. All minerals applications must be subjected to the most rigorous examination, and all developments should be demonstrated to be in the public interest before being allowed to proceed. Therefore new minerals operations in these areas are likely to be very limited. This will have implications for the identification of new sources of aggregates supply from outside the designated areas.

Coal

10.34 Whilst the region has experienced large scale reductions in the amount of deep mined coal activity over recent decades, there is still significant activity in certain parts of Yorkshire. Opencast coal working is concentrated in the coalfields area, which is also the focus for regeneration. Reflecting revised MPG3, opencast coal production will in future play a less significant role in providing for the nation's energy requirements. While coal extraction as a preliminary to restoration and development of derelict sites may assist the process at site level, the effect of a continuous succession of such schemes may be damaging to regeneration of the wider area unless carefully phased and sensitively managed. There are also the questions of the circumstances in which opencasting should be permitted in Greenfield locations, and whether such reserves should be protected from development.

10.35 Opencast sites provide one of the few viable sources of fireclay and every opportunity to

produce it from a proposed site ought to be examined.

Peat

10.36 Thorne and Hatfield Moor peatbogs represent the largest concentration in terms of area of peat resource in the country and planning permission exists to extract peat to 2023. However, the Moors represent a biodiversity resource of international significance which is reflected in their status as a Special Protection Area. Detailed guidance on peat extraction is contained in MPG13 (1995).

Policy R4 Mineral Extraction

a) Mineral planning authorities should make provision in their development plans for the supply of minerals, including both aggregates extraction and recycled and secondary materials, in accordance with current Government guidance. In particular:-

i) the contribution made by substitute materials should be maximised wherever possible and suitable facilities provided for recycling (including blending with primary aggregates), reprocessing and the transfer of materials;

ii) mineral planning authorities should indicate in general terms areas within which sites for land-won mineral extraction should be safeguarded. Sites in areas subject to international or national designations, such as National Parks, AONBs, Special Protection Areas, or Sites of Special Scientific Interest (SSSIs), should be considered only in exceptional circumstances (and after the most rigorous examination) and where they are demonstrated to be in the public interest.

b) Mineral planning authorities should seek a progressive reduction in the proportion and amount of aggregate production from National Parks and AONBs.

c) The environmental impact of minerals extraction should be minimised through:-

i) sound environmental management of extractive operations, including adopting a comprehensive and integrated approach to large scale resource areas likely to be worked over a long timescale;

ii) high quality restoration;

iii) aftercare of land affected by mineral extraction, where appropriate;

iv) promotion of the use of rail and water for the movement of minerals.

- the location and management of landfill sites, bearing in mind the effects on surrounding communities (especially where landfill follows mineral extraction)-
- waste to energy incineration in the context of an integrated approach to waste management which encourages waste minimisation, re-use and recycling. Where incineration with energy recovery is the best practicable environmental option, the potential for incorporating Combined Heat and Power (CHP) should always be considered in order to maximise the energy which is recovered (see Policy R6 below)

10.39 This work, and the preparation of waste management and waste local plans, should be informed by four overarching principles as set out in PPG10:-

- Best Practicable Environmental Option (BPEO)
- Regional Self-Sufficiency
- Proximity Principle
- Waste Hierarchy

WASTE MANAGEMENT

10.37 A co-ordinated regional approach to waste management in the context of PPG10 needs to be developed and further work is required to feed into an early review of RPG. A Regional Technical Advisory Body should be established to assemble relevant data and provide advice on options, strategies and targets to the Yorkshire and Humber Assembly. This needs to be done as a matter of urgency in view of the need to meet the targets set in the national waste strategy and so that it can be integrated into an early review of RPG (see Chapter 11).

10.38 Issues to be addressed in this further work on waste management and disposal include:-

- the setting of regional targets and indicators for waste management and disposal, including increasing recycling, minimisation of landfill, managing and using landfill gases
- the location of sites for transfer for bulking up of wastes prior to recycling or disposal to landfill, balancing the need for more sophisticated processing (implying fewer, more specialised sites) against the transport implications of longer journeys from waste origins

10.40 The waste hierarchy places minimisation of waste as the highest preference followed by re-use, recovery through recycling, composting and energy from waste and finally disposal of the residue through landfill. This should be seen as a theoretical framework to guide waste management when assessing the BPEO. The BPEO procedure establishes the option that provides the most benefits or the least damage to the environment, as a whole, at acceptable cost, in the long as well as the short term. The Environment Agency's life cycle methodology is a tool which can assist with determining the BPEO for a waste stream.

10.41 There may be tensions between some of these principles, especially at the boundary of the region where the proximity principle may conflict

with regional self sufficiency, and in National Parks and AONBs where environmental safeguards are of critical importance. Cross boundary working will be important with other regions to ensure that reconciliation of such issues is properly considered.

Policy R5 Waste management

a) In preparing waste development plans and waste management strategies the following principles should be applied:-

i) the need to minimise waste arisings; to maximise the value recovered from waste through increased recycling, composting and energy recovery; and to reduce the amount of waste sent to landfill;

ii) the need to make adequate provision for the management of the Region's waste within its own boundaries wherever possible and having regard to the relationship with neighbouring regions. Sites should be identified for waste treatment and disposal having regard to the Best Practicable Environmental Option (BPEO); regional self sufficiency; the proximity principle; and the waste hierarchy, in accordance with PPG10;

iii) the need to use the most sustainable form of transport. The location of sites should be integrated, wherever possible, with water and rail based transport systems.

b) Until such time as regional targets are available, the preparation of waste management strategies should have regard to the following national targets for better waste management:-

i) by 2005 to reduce the amount of industrial and commercial waste sent to landfill to 85% of that landfilled in 1998;

ii) by 2010 to reduce biodegradable municipal

waste landfilled to 75% of that produced in 1995, reducing to 50% by 2013 and 35% by 2020;
iii) to recover value from 40% of municipal waste by 2005, rising to 45% by 2010 and 67% by 2015. This to be achieved through recycling, composting, other forms of material recovery (e.g. anaerobic digestion) and energy recovery;

iv) to recycle or compost at least 25% of household waste by 2005, rising to 30% by 2010 and 33% by 2015.

SUSTAINABLE WASTE MANAGEMENT

10.37 This section sets out a framework for sustainable waste management. These policies originate from the Regional Waste Management Strategy (RWMS) "Let's Take it From the Tip". The partner-based Regional Waste Steering Group prepared the draft RWMS. A land-use planning focussed Regional Technical Advisory Body (or "RTAB") will advise the region on waste planning issues and will offer technical advice on the implementation of the RPG policies presented below.

10.37a In the region 2.6 million tonnes of municipal waste were produced in 1999/2000 and 2.2 million tonnes of this was total household waste. The average recycling rate was 7.2%, making Yorkshire and Humber the second worst performing region in England.

10.37b Government targets and information available on commercial and industrial waste are much less comprehensive. It is estimated by the Environment Agency that during 1998/1999 the region's industrial companies produced 9.5 million tonnes of waste, and commercial businesses produced 2.2 million tonnes. While the largest proportion of this material arose from the minerals industry, there is a need for detailed joint RTAB research with the Environment Agency. This will be carried out as a priority to inform the future preparation of Regional Spatial Strategy to replace RPG in due course.

Translating the Regional Waste Strategy into RPG advice

10.38 A significant change will be required to move towards the vision of sustainable waste management as set out in the RWMS and the National Waste Strategy 2000. RPG advice is formulated around this objective. It is not based upon a simple predict and provide style approach, but on *plan-monitor-manage*. The importance of general principles and the need to apply them is presented in the following policy.

Policy R5A **Waste Management Strategic Principles**

a) Priority should be given to initiatives and facilities which will encourage and promote waste reduction and the reuse of materials and products.

b) Local authorities should work with regional partners, including commerce, the Environment Agency, the waste industry and community groups to ensure the integration of strategies and proposals for waste management with the regional waste strategy's aims. Authorities should seek to identify the combination of facilities and other waste management options which best meets environmental, social and economic needs for their areas based on the following general principles:

- **the waste hierarchy;**
- **regional and sub-regional self-sufficiency;**
- **the proximity principle;**
- **the objectives and targets of the Regional Waste Management Strategy, and, where appropriate;**
- **consideration of the Best Practicable Environmental Option (BPEO)**

Targets for Municipal Waste Management in the Region

10.39 The recycling targets for the region set out in the National Waste Strategy 2000 are very challenging and progress towards achieving the targets will need to be monitored.

10.40 Policy R5B sets out, in terms of annual target tonnages, waste required to be recycled and composted to reach the recycling targets set out in the RWMS. This will require new infrastructure, such as Materials Recycling Facilities (MRFs) and composting plants (either windrow or in-vessel) in each sub region to deal with the increased quantities of waste being recycling and composted. Sub regional working arrangements will need to be set up in order to facilitate agreement over issues associated with these, and other sub regional apportionments. It should be noted that Government intends to review current targets in 2004, revised guidance will be provided in the forth coming development of a Regional Spatial Strategy.

Policy R5B **Sub Regional Targets for** **Municipal Waste**

In terms of municipal waste, facilities will be required to recycle or compost a minimum of 639,000 tonnes per annum (tpa) by 2005/6, 1,060,000 tpa by 2010/11 and 1,310,000 tpa by 2015/16. On this basis, local authorities should take into account the sub-regional needs set out in Table R1 for waste treatment generated by each sub-region.

Where appropriate, and in accordance with the principles of local Best Practicable Environmental Option and proximity, local authorities should seek agreement with neighbouring authorities to make provision in their plans to meet these needs.

Table R1 : Quantity of municipal waste to be recycled/composted (tonnes per annum)

<u>2005/6</u>	
<u>North Yorkshire</u>	<u>100,000</u>
<u>Humber</u>	<u>137,000</u>
<u>West Yorkshire</u>	<u>270,000</u>
<u>South Yorkshire</u>	<u>132,000</u>
<u>Y&H</u>	<u>639,000</u>

2010/11

<u>North Yorkshire</u>	<u>176,000</u>
<u>Humber</u>	<u>213,000</u>
<u>West Yorkshire</u>	<u>405,000</u>
<u>South Yorkshire</u>	<u>266,000</u>
<u>Y&H</u>	<u>1,060,000</u>

2015/16

<u>North Yorkshire</u>	<u>223,000</u>
<u>Humber</u>	<u>260,000</u>
<u>West Yorkshire</u>	<u>503,000</u>
<u>South Yorkshire</u>	<u>324,000</u>
<u>Y&H</u>	<u>1,310,000</u>

10.41 Table R2 gives an indication of the number of new facilities that will be needed in the region. The data in Table R2 are based on achieving targets maximising either dry recycling or composting. In practice, it is likely to be a mixture of both, but the Table makes the point that there will need to be a considerable increase in the number of treatment plants.

10.41a The scale of such facilities will be a balance between capital and operating costs on the one hand and proximity principle and size of catchment areas on the other. For the purposes of the Table, material recycling facilities (MRFs) are assumed to have a capacity of 40,000 tonnes, windrow composting 20,000 tonnes and in-vessel composting facilities 4,000 tonnes.

Waste Management Facilities - Locational Principles

10.41b RPG is not intended to be prescriptive, and local circumstances will provide local solutions. Need is expressed in waste tonnages and this draft guidance identifies the increase in capacity that will be needed in recycling reprocessing and/or composting. It does not prescribe the type/mix of waste facility; these are issues that should be determined locally or at the sub regional level to meet Best Practice Environmental Option (BPEO). The capacities and numbers of sites presented in table R2 must not be taken out of this context.

Policy R5C

Criteria for the Location of Waste Management Facilities

Development plans should include policies and proposals to set specific criteria for the location of waste treatment and recycling facilities. Wherever possible, site-specific proposals for new waste management facilities should be included in development plans.

Robust Market for Recyclates

10.41c A prime objective of the waste strategy is to assist the development of robust markets for recycled materials. It is vital to establish and retain new businesses (with facilities) to process waste suitable for recycling. Separation and collection of waste alone does not constitute recycling. It will be pointless to achieve the recycling targets without a viable market for that material. Markets will establish and grow if cost effective, and they receive right quantity and quality of separated waste. Sites for new waste-related businesses will be required to accommodate integrated facilities, where appropriate.

10.41d Detailed advice on the numbers and types of facilities will be offered via the RTAB following the completion of work currently underway on regional recycle market development. However, typical material recycling facilities require sites of 2-5 ha (depending on supplementary activities such as waste electronics or civic amenity site provision). Sites of 8-16 ha are typically required for recycling or "sustainable growth" parks.

Policy R5D

Waste related businesses

Development plans should identify sites for new waste related businesses (either on a grouped or individual basis) to encourage their establishment. There will be a range of facilities needed in terms of both the nature of the process and capacity.

Residual Waste

10.41e Landfilling has been the dominant method of dealing with residual waste in the region. While options to move towards a “zero waste” scenario have been considered, the need for residual waste disposal will not disappear during the period covered by RPG. It will continue to be needed, if only for residues from other processes or when it is no longer practicable to recover value from waste. Following feedback from the waste strategy consultation, no expansion in currently permitted levels of energy from waste capacity has been considered for modelling purposes.

10.41f Treatment facilities and final disposal will be required to deal with residual waste. While the region may have adequate landfill capacity in the short term, there will be local or sub regional landfill capacity shortages. There may be, therefore, the potential need for some additional landfill capacity at the local level.

10.41g The application of the following policy should be the subject of a plan-monitor-manage based approach supported by the RTAB. While this will be a dynamic process, it is possible to set out some indicative landfill requirements for **illustrative purposes**. It is also possible to reflect the possible use of Mechanical Biological Treatment (MBT) for residual waste. MBT is a technology that can a) reduce the quantity and degradability of waste going to landfill or b) can produce RDF pellets for use as a substitute fuel. A typical MBT plant would have a capacity of 60,000 tonnes per year.

10.41h Based upon the region meeting the strategy targets for recycling and assuming no further expansion of waste to energy, it is likely that the tonnages of waste set out in Table R3 will need to be landfilled per annum.

Policy R5E

Residual Waste Treatment Capacity

1. Landfill

Development Plans and Waste Local Plans should ensure that each of the sub regions should have the capacity to meet the need for landfill of residual waste arising. Plans should only promote new/expanded sites for landfill which are necessary to restore despoiled or degraded land, including mineral workings.

2. Waste to Energy

All waste to energy plants must include processes to remove recyclable material and compostable material to agreed performance levels where this has not been carried out elsewhere. Where waste local plans, local waste strategies or sub-regional waste strategies include energy recovery they should specify performance levels for recycling to avoid energy recovery acting as a disincentive to local recycling efforts, particularly in the long term. Thermal treatment without energy recovery will only be permitted in special cases or exceptional circumstances.

Design issues in general development

10.41i New building design and layout can contribute to effective waste management. Sustainable waste management initiatives may require on site infrastructure as part of new development. Businesses may require an additional plant, or a larger site area, in order to put waste minimisation plans into practice. Specific provision should be made for space to allow for the separation and collection of waste, consistent with the type of development in question, whether a housing development, employment, retail, leisure or mixed use.

10.41j While special care will need to be given to development in sensitive areas, good design aspects of waste management should be promoted. On this basis, guidance is provided amendment to Policy S6 “Sustainable use of physical resources”

10.41k There can be a perception that waste facilities can often be of low quality design, poorly maintained and (in the example of civic amenity sites) be off-putting by virtue of their environment. With the exception of major capital investments, waste management facilities are generally low-cost uses of land.

10.41l 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. The RTAB, in conjunction with the waste industry, will offer advice on this matter.

Provision of an Effective Network of 'Bring' Recycling Facilities

10.41m Targets for recycling and composting will only be achieved by the introduction of improved infrastructure. This should include both kerbside recycling collection services and recycling centres to which people can take their waste ("bring sites"). It has been demonstrated in the UK, Europe and overseas that high-density, accessible and well-managed networks of bring sites result in improved recycling rates. There are opportunities in this region to improve the provision of these sorts of sites to standards of established good practice.

10.41n A range of problems affects many bring sites, especially those located at Civic Amenity (CA) sites. They are often poorly located (typically at the entrance to completed council landfill sites) and have facilities for only a limited range of materials. Many sites are being refurbished, but this process needs to be extended. In Yorkshire and the Humber there is currently 1 CA site per 20,000 households. However, there are large variations. An initial target could be to raise regional performance as a whole to that of the best performing sub region. On this basis, there is a need for more than 40 new CA sites. Facilities should be locations which

are accessible. It may be likely that some exceptions to normal planning policies may need to be made in certain rural areas to achieve this goal.

10.41o The current provision of non CA bring sites (i.e. paper and bottle banks etc) in England is 1 per 1170 households. In Yorkshire and the Humber this figure is 1 per 1408 households. The Audit Commission recommends that good practice should involve the provision of one bring bank for every 750 households. This means that, in real terms, there should be an approximate doubling of the current regional provision. Notwithstanding this approach, in the more sparsely populated areas it will be appropriate to make provision in accordance with accessibility or travel distance criteria. In the North Yorkshire sub region there is already adequate provision on Civic Amenity sites on the basis of population, but the issue of additional provision in accordance with accessibility criteria still needs to be considered. Circumstances across the Region vary. No one standard approach to range of materials recycled or size of facilities is therefore considered to be universally appropriate to achieve these targets.

Policy R5F **Density of public recycling bring facility provision**

Local Planning Authorities should promote, and seek to make provision for the following densities of facility provision:

<u>Facility</u>	<u>Density</u>
<u>Civic Amenity Site</u>	<u>1 per 15,000 households</u>
<u>Non CA Bring Facility</u>	<u>1 per 750 households</u>

As an indicative guide, Local Planning Authorities should urgently take into account the needs outlined below for new civic amenity sites required by sub-region.

<u>Indicative Additional CA Site need by Sub-region</u>	
<u>West Yorkshire</u>	<u>21</u>
<u>South Yorkshire</u>	<u>16</u>
<u>Humber</u>	<u>4</u>

In North Yorkshire and other predominantly rural areas CA and bring sites should be provided in accordance with sub-regionally defined access criteria

Construction and Demolition waste

10.41p 8.1 million tonnes of construction and demolition waste were treated or disposed of within the region in 1999: 39% was reused or recycled, 33% was landfilled as waste and 35% was sent to sites exempt from waste management licensing for reuse or recycling. The proportion disposed of to landfill was the highest of all regions and significantly higher than the national average of 24%. There is an acute regional need therefore to promote the recycling and reuse of recycled aggregates.

10.41q Developments can be designed and constructed in ways as to minimise waste and maximise the use of recycled (or “secondary”) materials. This should be encouraged. The generation of Construction and Demolition wastes are closely tied to activity in the development industry. However, if financial incentives (landfill tax and the primary aggregates tax) and the principles set out below are applied aggressively, these wastes will fall significantly in volume as the recycling/reuse of these wastes in situ increases. On this basis, guidance is provided amendment to Policy S6 “Sustainable use of physical resources”

Special and Hazardous Wastes

10.41r Changes to licensing regulations will increasingly mean that special and hazardous wastes will be required to be processed separately at specialist facilities. It is therefore important that, where appropriate, adequate regional provision is available.

10.41s The Environment Agency can provide data on the types of wastes arising and the problems of disposal. There is a need for the provision of facilities for safe treatment and

disposal of specialised and hazardous waste streams. Additional facilities will be needed as the relevant EU Directives are introduced and implemented as these may well reduce the number of current facilities able to manage these wastes. There may need to be a sharing of facilities with adjoining regions for certain waste types. The RTAB will need to give ongoing consideration to special and difficult waste issues and advise the Regional Planning Body accordingly.

ENERGY GENERATION, TRANSMISSION AND SUPPLY

10.42 The Yorkshire and the Humber region is an important energy generator of electricity with several major coal fired power stations (representing 25% of UK coal-fired generation capacity), and newer gas turbines. as well as a range of renewable energy producers. Whilst it is important to sustain this source of power generation in order to maintain a secure and diverse power supply, and thereby help to protect the region’s economic stability, the region also needs to utilise its renewable energy resources to deliver the target in Policy S6 (i.e. renewable energy to meet 9.4% of the region’s electricity consumption by 2010 and 22.5% by 2020) and help the region to contribute to reducing the present over-supply in energy production from fossil sources.

10.42a To help local authorities and others in this regard, the Renewable Energy Assessment and Targets Study for Yorkshire and the Humber has quantified the renewable energy resource within the region, and considered the constraints relating to that resource. It has also taken into account the developing rate of renewable energy technological innovation. In 2001, renewable energy sources contributed less than 1.5% of the region’s total production of electricity. The Study estimated that the region could achieve a realistic increase in renewable energy production capacity from 53 Megawatts (MW) in 2001 to 674 MW in 2010 and 1850 MW in 2021. This increase would boost the proportion of electricity produced from

renewable sources in the region to 9.4% in 2010 and 22.5% in 2021. The study also proposed sub-regional targets for renewable energy generation capacity for the period up to 2010 as follows: 183 MW for North Yorkshire; 64 MW for West Yorkshire; 94 MW for South Yorkshire; 280 MW for the Humber. The figure of 280 MW for the Humber contains 160 MW to be produced from off-shore sources.

10.42b. Local authorities should work towards these sub-regional targets positively and as a matter of urgency by using the data sets in the Renewable Energy Assessment and Targets Study to identify preferred areas for renewable energy development, establish criteria for determining the acceptability of proposals and facilitate opportunities for community involvement in renewable energy technology. The Yorkshire and Humber Assembly will establish a regional renewable energy network to help and support local authorities progress work to achieve these targets. Policy S5 dealt with strategic issues associated with wise use of non-renewable resources including high level targets relating to greenhouse gas emissions and renewable energy production. Policy S6(e) provides the regional renewable energy target, and Policy R6 sets out provides guidance on detailed aspects of renewable sub-regional energy generation, supply and transmission. Policies N3 and S4 provide guidance on landscape and design issues.

Policy R6 Energy Generation Transmission and Supply

Renewable Energy

Development plans should include measures to:-

a) Secure the following sub-regional targets for renewable energy generation capacity by 2010:-

Humber 280 MW

North Yorkshire 183 MW

South Yorkshire 94 MW

West Yorkshire 64 MW.

a) b) Encourage Maximise proposals for the use of renewable energy resources, technologies including such as biomass, on and off-shore wind power, active solar systems, and small scale hydro-electricity schemes and energy from waste combustion and landfill gas, subject to them being in scale and character with their surroundings.

b) c) Identify locational and environmental criteria that will be applied in securing the sub-regional targets and to determining the acceptability of such related proposals, with supplementary design guidance as necessary.

CHP and Community Heating

e) Encourage the use of combined heat and power systems and district heating schemes for all new developments with significant energy demands, particularly major new mixed use developments.

d) Ensure that developers at all new major power stations comply with DTI guidance which requires the exploration of all opportunities to use CHP.

Community Heating Projects

Development plans should seek to:-

Maximise the use of community heating projects for all new development with significant energy demands, particularly mixed use development.

Combined Heat and Power

Development plans should seek to:-

Maximise the use of combined heat and power systems for all new development with significant energy demands, especially major new mixed use development, and ensure developers at all new major power stations comply with DTI guidance to explore all opportunities to use combined heat and power.

Embedded Generation and Transmission Infrastructure

Development plans should seek to:-

e) Provide for new efficient energy generation sites and transmission infrastructure close to or within areas of demand and restrict new overhead transmission lines particularly in areas where the environment has been accorded special statutory status and in areas close to residential properties.

Efficient methods of supplying local energy demands include the use of CHP and community heating schemes that provide affordable heat and power.

Fossil Fuel

Central Government should:-

*f) In the interests of maintaining a balanced fuel mix and a continued role for coal mining in the regional economy, facilitate the construction and upgrading of **Prioritise the use of fossil fuel power stations which incorporate clean coal technology, combined heat and power or significant emissions abatement measures in line with national policies for abatement at source.***

10.43 Renewable energy can play a substantial part in reducing greenhouse gas emissions as well as contributing to the regional economy. The Lancashire and Yorkshire Renewable Energy Study showed that there is considerable scope for the development of renewable sources of energy in the region. This will be the subject of further research to feed into the next review of RPG. The Regional Sustainable Development Framework identifies the need to develop a sustainable integrated energy strategy to cover renewable energy, provide demonstration projects and evaluate the potential contributions of energy crops, waste as fuel, integration of renewable energy into developments, combined heat and power (CHP) and good practice on clean coal technology. CHP brings social, economic and environmental benefits by reducing emissions and Policy R6 therefore encourages greater provision of it in relation to development in the region.

AIR QUALITY

10.44 Air quality is an important influence on the quality of life in the region. The Air Quality Strategy for England, Scotland, Wales and Northern Ireland sets out the Government's and the devolved administrations' framework for air quality in the medium term. It sets health-based standards and objectives which it is intended should be achieved by relevant deadlines, as prescribed in regulations, through national, local authority and other action. The system of local air quality management requires local authorities to review and assess the current and likely future quality of air in their areas and, where appropriate, to designate Air Quality Management Areas (AQMAs). Local authorities should therefore ensure that the land use planning system makes an appropriate contribution to the achievement of national air quality objectives. They should also ensure that air quality considerations are properly considered along with other material considerations in the planning process, particularly so where AQMAs have been designated. Furthermore, air quality considerations should also be taken into account at the development plan stage.

10.45 Road transport is one of the main sources of air pollution, particularly in towns and cities. Improvements in vehicle technology will have a major impact on this problem, but localised air pollution "hotspots" are likely to remain. Other serious impacts of traffic, such as noise, severance and social polarisation, will also still need to be tackled. Reducing the need to travel through urban renaissance and reducing car dependency can therefore help local air quality and assist in other sustainability objectives. Industrial installations are also a significant source of some of the main air pollutants. On a long term basis RPG provides the means of influencing the location of new development, the need for travel and the range of transport choices. These are the most important contributions at a strategic regional level, and have been dealt with in earlier chapters (particularly Chapters 3, 4 and 7).

10.46 In the context of the above RPG does not include a separate policy on air quality - the relevant spatial issues are dealt with in various policies and indicator/targets. However, in the next review of RPG further consideration should be given to whether there are any regionally specific air quality issues that need to be addressed by a specific policy.

Responsibilities for Implementation

10.47 Implementation of the Resource Management policies will, perhaps more than any other topic of RPG, require close working

between a number of agencies. The principal roles and responsibilities for overseeing the implementation of Policies R1 to R6 are summarised in Table 10.1.

Indicators and Targets

10.48 Tables 10.2 and 10.3 set out output and contextual indicators and targets relating to Policies R1 and R6. In many respects these are provisional due to the amount of work that is required and that will be ongoing in the area of resource management. This will inform future reviews of RPG.

Table R2

	Maximise dry recycling approach			Maximise composting approach		
	Number of MRFs composting facilities	Number of windrow composting facilities	Number of in vessel	Number of MRFs composting facilities	Number of windrow composting facilities	Number of in vessel
	@ 40,000 tpa	@ 20,000 tpa	@ 4,000 tpa	@ 40,000 tpa	@ 20,000 tpa	@ 4,000 tpa
2005/6	15	3	13	42	51	21
2010/11	25	4	16	5	44	219
2015/16	29	9	44	6	55	276

Table R3

Year	Recycled/composted	Quantity processed through EFW (residual 10%)	Quantity requiring landfill (no MBT)	Number of MBT plants @60,000 tonnes	Quantity requiring landfill after non-RDF MBT	Quantity requiring landfill after RDF MBT
2005/6	638,000	400,000	2,043,000	34	1,328,000	409,000
2010/11	1,060,000	400,000	2,514,000	42	1,634,000	503,000
2015/16	1,310,00	400,000	2,265,000	38	1,472,000	453,000

Table 10.1 Implementation of Resource Management Policies

<i>Policy</i>	<i>Mechanisms</i>	<i>Lead Roles</i>	<i>Support Roles</i>
<u>Integrated Coastal Zone Management of for the East Coast and Humber Estuary (R1)</u>	Development Plans Humber Estuary Shoreline Management Plans <u>Integrated Coastal Zone Management</u>	Local Authorities Environment Agency	Yorkshire Forward English Nature English Heritage DEFRA
Development and flood risk (R2)	Development Plans Flood Risk Assessments <u>Flood Catchment Management Plans</u>	Local Authorities <u>Environment Agency</u>	Developers Environment Agency Internal Drainage Boards <u>Y&H A and Partners</u>
Water resources and drainage (R3)	Development Plans LEAPs <u>Yorkshire Water's Plans</u> <u>Water and Sewerage Companies' Plans</u>	Local Authorities Environment Agency Yorkshire Water <u>Water and Sewerage Companies</u>	Developers Internal Drainage Boards
Mineral extraction (R4)	Development Plans	Local Authorities Mineral operators RAWP	
Sustainable Waste management (R5 A-F)	Development Plans Waste Management plans <u>Regional Waste Strategy</u>	Local Authorities <u>Waste Steering Group</u> RTAB <u>Waste Companies</u>	
Energy generation, transmission and supply (R6)	Development plans	Local Authorities	<u>GOYH</u> <u>Y&HA and Partners</u> <u>Yorkshire Forward</u> <u>Developers</u> <u>Countryside Agency</u>

Table 10.2 Output Indicators and Targets for Resource Management Policies

Policy	Indicator	Target
Integrated Coastal Zone Management for the East Coast and Humber Estuary (R1)	Area/length of coast covered by Integrated Coastal Management Plans.	
Development and flood risk (R2)	Number of planning applications permitted contrary to the advice of EA where the objection was made on flood defence grounds.	
Water resources and drainage (R3)	Number of developments incorporating sustainable urban drainage systems or water conservation measures.	
Mineral extraction (R4)	Amount of secondary/recycled aggregates used compared to virgin aggregates. Proportion and amount of aggregate production from National Parks and AONBs. Land covered by restoration and aftercare conditions. Amount of damaged or derelict land that has been reclaimed for economic and environmental purposes as a result of opencast coal extraction. Proportion of total aggregates from primary sources.	Reduce proportion and amount. Reduce.
Waste Management (R5)	Household waste and recycling. Materials recycling. Tonnage of waste imported and exported into and out of the Region. Waste arisings and management. Value added to waste.	
<u>Waste Management Strategic Principles (R5a)</u>	<u>Adoption of waste management strategic principles within new or reviewed plans and strategies</u>	<u>100% adoption</u>
<u>Sub Regional Targets for Municipal Waste (R5b)</u>	<u>Facilities to recycle/compost municipal waste</u>	<u>Achieve sub regional targets set out in policy R5b</u>
<u>Criteria for the Location of Waste Management Facilities (R5c)</u>	<u>Adoption of criteria for the location of waste management facilities in new or reviewed development plans</u>	<u>100% adoption of appropriate guidance</u>
<u>Waste Related Businesses (R5d)</u>	<u>Adoption of guidance to support waste related business in new or reviewed development plans</u>	<u>100% adoption of appropriate guidance</u>
<u>Residual Waste Treatment Capacity (R5e)</u>	<u>Adoption of residual waste treatment principles in new or reviewed development plans</u>	<u>100% adoption of appropriate guidance</u>
<u>Density of Public Recycling Facility Provision (R5f)</u>	<u>Improve regional densities/accessibility criteria of regional bring site provision</u>	<u>Achieve densities set out in policy R5f</u>
Energy generation, transmission and supply (R6)	Energy generated from renewable sources. Total energy consumption in the region. Energy generated from renewable sources.	10% of energy generation from renewables by 2010, expressed in absolute terms. Reduce. Sub-regional targets as follows: - -Humber 280 MW -North Yorkshire 183 MW -South Yorkshire 94 MW -West Yorkshire 64 MW

Table 10.3 Contextual Indicators and Targets for Resource Management Policies

<i>Indicator</i>	<i>Target</i>
<p>Water Sea level rise (m). Frequency and duration of low flows in rivers. Rivers of good or fair quality</p>	<p>National target to achieve a cut of 50% in river length which does not meet its long term quality objective by 2005. Total compliance with the quality objective by 2016.</p>
<p>Waste <u>Waste reduction and recycling</u></p>	<p><u>Assist in the achievement of targets set out in National Waste Strategy 2000 and demonstrate progress towards achievement of more challenging targets.</u></p>
<p>Estuarine water quality, marine inputs. Compliance with Bathing Water Directive.</p>	<p>National target to achieve 100% compliance with bathing water directive by 2005.</p>
<p>Energy CO2 emissions by end user.</p>	<p>Assist in the achievement of the UK domestic target of 20% cut below 1990 levels by 2010 <u>and 30% by 2020.</u></p>
<p>Air Quality Days when air pollution is moderate or higher.</p>	<p>Reduction in number of days.</p>

CHAPTER 11

Monitoring, Implementation & Review

Introduction

11.1 It is essential that RPG is regularly monitored and kept under review, both in terms of its implementation through development and local transport plans and other means, and its real world outputs. It is the responsibility of the Yorkshire and Humber Assembly to carry out this monitoring and review in liaison with GOYH and other stakeholders. It will be based around the policy output and contextual targets and indicators which are set out in each topic chapter including those relating most directly to RPG objectives set out at the end of this chapter. In respect of the next review of RPG, the Government has already announced that it wishes the Yorkshire and Humber Assembly to start work to prepare a new Regional Spatial Strategy (RSS) to replace current RPG for Yorkshire and the Humber. The indicative timetable for the preparation of RSS and implications of this are set out later in the Chapter.

11.2 Accordingly, ~~t~~This Chapter sets out:-

- the general philosophy and approach to implementation, monitoring and review
- details of the monitoring machinery and procedures that will be used
- factors that will effect the content of future reviews of RPG
- timetable for ~~review~~ the preparation of a full Regional Spatial Strategy to replace RPG

General Approach

11.3 RPG describes policies which, to be effective, require action from a wide range of agencies. Each of these has its own core functions and aims. The effectiveness of RPG rests on the extent to which it reflects (and where necessary reconciles) the views of the agencies concerned, how persuasive it is of the benefits to each of collaboration in the wider regional project and whether it can remain relevant by being responsive to changing circumstances, new opportunities and unforeseen problems. It is the last of these that is the subject of this chapter.

MANAGING UNCERTAINTY

11.4 RPG is not a 'blueprint' or 'masterplan' setting out a series of future amounts, projects, milestones and dates: such plans are rendered useless and even obstructive, when events do not conform to expectation (and they never do). There is a hierarchy of choice, from broad strategic orientation, through strategic policies to operational decision-making. Uncertainty is unavoidable at all levels and must be managed. RPG states a 'sense of direction' and a process for getting there. At this level policy can be broader in its range and less specific about time and place, but needs to be more stable. At the tactical level all decisions should be judged in terms of their contribution to strategic aims in the light of current information provided by the monitoring process. Such decisions must be sensitive to the current context, including the most up-to-date available forecasts of surrounding conditions.

11.5 Though uncertainties can never be eliminated, they can be reduced through information-gathering, research, consultation, public participation and political debate - in other words, monitoring and review. Management of change is a continuous and iterative process, involving strategic and tactical monitoring to manage uncertainty and reduce the risk of inappropriate decisions.

OBJECTIVES BEHIND THE APPROACH TO MONITORING

11.6 In the context of the above, the approach to monitoring in the region will ~~aim to be in accord with ODPM good practice on 'Monitoring Regional Planning Guidance' (published in November 2002) and the principles set out in supplementary guidance to PPG11 (published in March 2003).~~ It will:-

- provide a tool for the implementation of RPG, particularly for those policies which require the management of the release of land in a way that maintains a clear strategic direction but which is also responsive and flexible
- assess the extent to which the strategy and policies of RPG are being implemented through development plans, local transport plans, and other strategies and programmes
- evaluate the effectiveness of RPG in achieving more sustainable forms of development in the region
- provide warning of the need for adjustment of the strategy ~~therefore trigger a review of RPG~~ and provide input to the next review of RPG, which will be through the means of preparation of a new Regional Spatial Strategy (RSS)
- identify those external factors that are outside the scope of RPG, but which may have a bearing on its implementation
- set RPG in the context of other regional strategies and plans that have agreed mutual objectives

11.7 These objectives reflect the interconnections between monitoring, implementation and review of RPG.

KEY PRINCIPLES BEHIND MONITORING

11.8 In order to achieve the above objectives whilst adopting a realistic and practicable approach to monitoring, the following key principles should be applied:-

- monitoring RPG should, as far as possible, be integrated and co-ordinated with monitoring of development plans and other relevant regional strategies for the same topic
- monitoring should focus on a limited number of key indicators related to RPG objectives, policy outputs, and relevant context to concentrate effective use of resources on that monitoring which relates directly to significant regional planning issues
- development of targets and indicators will be "objective-led"
- an annual monitoring report ~~statement~~ will be published ~~annually~~ in a user-friendly format and feedback from stakeholders will be encouraged on it
- a monitoring manual and action plan will be prepared to provide guidance on definitions and the standards to be used and the quality of data required to secure accurate and efficient monitoring (see below)

MONITORING MANUAL AND ACTION PLAN

11.9 Effective monitoring at the regional level will be dependent upon the quality and consistency of data supplied by local planning authorities and other bodies. The Yorkshire and Humber Assembly will ~~should~~ therefore produce a monitoring manual and action plan to secure a reliable, accurate and cost effective approach. It ~~should~~ will cover the following matters:-

- what information needs to be collected (including types of data and indicator and the spatial scale or level for collection)
- how it should be collected (including definitions; consistency of format; standards of accuracy; and frequency of collection)
- who should provide the data (source and provide)

ANNUAL MONITORING REPORT AND IMPLEMENTATION

11.10 Supplementary Guidance to PPG11 (issued March 2003) confirms that appropriate arrangements for delivering an annual monitoring and implementation report should be in place by the end of December 2003. In addition, ODPM good practice guidance on 'Monitoring Regional Planning Guidance' has also been issued (ODPM, November 2002). Within this framework ~~the~~ Yorkshire and Humber Assembly will ~~should~~ produce an annual monitoring and implementation report to cover the following:-

- performance against the targets and indicators as set out in RPG
- results of the regional employment land survey, housing land study, and other relevant studies undertaken during the year
- a review of transport assessments of major development proposals to support the use of RPG locational criteria for integrating land use and transport
- updates on how key stakeholders' activities are contributing to the implementation of RPG
- implications of the above for RPG review, including the forthcoming preparation of a full draft Regional Spatial Strategy to replace RPG

11.11 In order to produce this, Y&HA will require an input from local authorities and key

stakeholders in the region. The annual monitoring and implementation report should be in a user-friendly format and be made publicly available with feedback on it encouraged. The Assembly will ensure that this report is the subject of discussion with both the Government Office and regional stakeholders both before and after publication.

11.12 Y&HA's first monitoring report ~~was~~ ~~should~~ be published in autumn 200~~1~~² and will be produced annually thereafter. The production and publication of the annual monitoring ~~statement~~ and implementation report, and the monitoring manual and action plan, will help test how useful the selected targets and indicators actually are and the findings can be taken on board both in terms of subsequent annual reports and in the forthcoming review of RPG through its replacement by a draft Regional Spatial Strategy ~~future reviews of RPG~~. Furthermore, some indicators do not have specific targets set for them. It may be possible to set targets once baseline data and trends have been established. The annual monitoring and implementation report can be used as a means of consulting on possible revisions to indicators and targets, although these can only be formally set through RPG review.

Implementation and Monitoring

11.13 RPG policies must continually be interpreted into specific planning and programming decisions. These will depend for their content on up-to-date information obtained by monitoring. A very wide range of agencies is involved in implementation of relevant programmes, for example Yorkshire Forward, commercial and industrial firms, the development industry, housebuilders, the Strategic Rail Authority, Network Rail, ~~Railtrack~~, train and bus operating companies, water, gas, electricity and telecommunications providers, the NHS, and local authorities as providers of local transport

infrastructure, housing, education, economic development and land-use planning services.

11.14 The following sub-sections discuss the tactical issues of monitoring and implementation in a few areas where the link with RPG has particular significance: Development Plans, economic development, housing, and transport. Review of the larger strategic uncertainties is a matter for the review process, dealt with later in this chapter.

DEVELOPMENT PLANS

11.15 A large part of the function of the regional spatial strategy that RPG represents will be implemented by means of land allocations and policies and controls that the planning system provides.

11.16 RPG provides principles for deciding the amount and distribution of employment land, for the controlled release of a stated amount of housing land, for urban renaissance and a regional approach and priorities for transport. Turning these principles into development plan provisions will require:-

for employment land: projection of locally generated employment land needs, work with neighbouring authorities to identify sites to contribute to the balanced portfolio for the relevant sub-region, consideration of re-allocation of other sites to alternative purposes, establishment of planning criteria for responding to employment proposals.

for housing provision: conduct of local urban capacity studies to produce district-specific estimates of capacity; reconsideration of Greenfield allocations and permissions where these, taken with urban potential, would exceed RPG requirements; phasing and sequential development policies for responding to development proposals in accordance with RPG; needs for affordable housing, developed with social housing providers, and planning obligation policies for contributing to them.

urban and rural renaissance: taking account of the particular character of the area, proposing policies for renewal, regeneration, design standards and conservation.

transport: while Local Transport Plans will provide a 5-year programme for transport within the wider policy context of RPG and RTS, the Development Plan remains the essential link between transport and land-use policy at the local level

11.17 Monitoring of development plans should be carried out in a way that is integral with the monitoring of RPG for the same topics. As far as possible, the same information should be used for both local land release and for rolling forward RPG and development plans. As well as offering the potential for significant resource savings, this will ensure that regional data is exposed to local scrutiny and local data is subject to checks on regional consistency.

ECONOMIC DEVELOPMENT

11.18 In most parts of the region public intervention may be necessary to secure strategic employment locations, since the combination of high front-end cost and relatively infrequent and 'lumpy' demand is not very commercially attractive. Similarly, at the other end of the scale, the small scale recycling of brownfield land for local needs may be unattractive because of the risks associated with contamination and the relatively low values.

11.19 In the past some retail, leisure and office uses have been used to generate value which could be used to overcome these funding problems, but the indiscriminate use of this approach is recognised as having had unsustainable wider consequences. As the main conduit for public regeneration resources, Yorkshire Forward will play an important role in the movement of employment sites of all kinds through the supply pipeline. The relationship between Yorkshire Forward and local authorities is crucial to implementation:-

- the local authority will be aware of the overall supply situation, and able to advise on opportunities and social and economic priorities
- they will be able to identify where there are gaps in the portfolio that are beyond their resources, requiring Yorkshire Forward action
- the local planning authority can advise where a contribution from higher value development would be acceptable in terms of impact on wider sustainability
- as providers of local transport infrastructure (including, with the PTE/PTA, public transport), the local authority can facilitate access arrangements

REGIONAL EMPLOYMENT LAND SURVEY

11.20 The Yorkshire and Humber Assembly will be responsible for co-ordinating the preparation of a regional employment land survey which is critical for the monitoring, implementation and review of Policies E3 to E5. This will categorise the supply of employment land throughout the region according to the categories in Policy E3 and will require input from all local authorities, Yorkshire Forward and employment landowners. Y&HA must ensure that the regional employment land survey is kept up-to-date, and its findings should be included in the annual monitoring report. This will mean that as well as providing baseline information the regional employment land survey will be a tool for managing change in accordance with Policy E5. This may require local planning authorities to supplement the regional employment land survey with more detailed information on employment land in their area, but this should be in a format consistent with the regional survey. This will then form the basis for controlling the supply of employment land in accordance with Policy E5.

11.21 The initial regional employment land survey will ~~should~~ be completed ~~by Spring 2002~~

in time to fit in with the timetable for the preparation of draft Regional Spatial Strategy to replace ~~an early review of~~ RPG (see below) and assist in the implementation of Policies E3-E5.

HOUSING

11.22 A more intensive approach to monitoring than in the past is essential if the plan, monitor and manage approach to housing is to be effectively operated in the region. Unitary authorities, and districts and county working together in two-tier areas, will need to bring together the most up to date information on housing needs and supply of land and buildings for conversion on a regular and frequent basis.

11.23 It is important that the process is carried out to common definitions and timescales across the region (in accordance with the manual and action plan to be produced by Y&HA), but this leaves a good deal of room for variation in arrangements to take account of local circumstances. The basic components are:-

Housing needs: an assessment of future housing needs and comparison of these with annual rates in RPG. As time goes on it will be able to draw on increasing understanding derived from strategic studies of the kind discussed below and monitoring of local housing conditions (such as prices, rents, waiting lists and vacancy). The proportion likely to represent affordable housing needs and their ability to support provision of additional housing will need to be discussed with social housing providers.

Housing provision: a thorough review of the supply and take-up of land and buildings for conversion along with improved use of existing stock in collaboration with housing providers and other interested parties. This will allow quantification of the housing actually provided, distinguishing affordable housing and market sector housing (by price bands and tenure if thought desirable); the rate of use and forward supply of previously developed and greenfield land, distinguishing urban and non-urban

locations. The incidence of windfall sites (of all sizes) and conversions that have come forward in the course of the year will provide the basis for estimating the potential for future contributions from this source (and a check on the results of urban capacity studies). The results will also provide a check on the progress of programmes for recycling previously developed land, and highlight the need for changes in process, focus or funding.

11.24 Relevant guidance is set out in DETR publication "Monitoring Provision of Housing through the Planning System: Towards Better Practice" (October 2000).

11.25 Y&HA should co-ordinate the production of annual housing land studies by local authorities and publish the findings in its annual regional monitoring report. The annual monitoring report should include a review of the success to which the distribution of new dwellings and the release of housing land is helping to implement the regional spatial strategy.

TRANSPORT

11.26 The need to establish a mechanism to coordinate data sources and indicators for the monitoring of transport issues is covered in Chapter 7. ~~in relation to Policy T4~~

11.27 Achievement of many of the transport objectives will be critically influenced through the planning system. It is important therefore that process operational indicators should largely measure how far the key principles within the RTS are incorporated in individual development plans. Key contextual indicators in relation to transport issues will be measured and reported through local transport plans, and these can be aggregated to the regional level to indicate the overall success of policies. Output indicators are directly related to and can be influenced by transport policies in the RTS and are used to measure the success or otherwise of individual policies. Further information on data sources can be found in *Guidance on Full Local Transport Plans*

Government guidance on 'How to Monitor Indicators for Local Transport Plans and Monitoring Regional Planning Guidance'.

11.28 There is a very wide range of organisations involved in the provision of transport infrastructure and services, including private sector operators, local authorities, the Highways Agency and the Strategic Rail Authority. Because of this complex structure, the Yorkshire and Humber Assembly should consider the best way of involving a wide range of public and private sector partners to monitor trends in travel patterns across the region and to provide advice on future reviews of the Regional Transport Strategy, including as part of the preparation of draft Regional Spatial Strategy to replace current RPG/RTS.

Review

~~11.29 It is essential that all appropriate steps are taken from now onward to implement the strategy and policies set out in this version of RPG, for example through the preparation and implementation of development plans, local transport plans and other strategies and programmes. However, it is also recognised that in some senses this is a transitional document. The Regional Assembly commenced work on it before draft PPG11 was published in February 1999. Further work is needed in a number of areas to more fully inform the policy framework. Monitoring of targets and indicators at a regional level as proposed is something that is new for the region and this will provide information that may necessitate change. A number of studies are underway and strategies in the course of preparation or implementation that will also have a bearing on the content of RPG. All of these things mean that an early review of this RPG will be required. This is likely to need to address the following topics to build on the policy framework within the context of the overall spatial strategy set out in this version of RPG:—~~

- The need for policies to be more regionally specific
 -
 - additional sub-regional detail in the spatial strategy, including quantitative information on population, employment and transport (paragraphs 4.20 to 4.84)
 - the potential for the West Yorkshire/Barnsley area to accommodate plan-led growth (paragraphs 4.40-4.42)
 - more comprehensive consideration of interregional issues
 - more comprehensive consideration of social inclusiveness
 - adjustment of time period for forward land supply for general employment land if appropriate in the light of the regional employment land survey (Policy E5)
 - the development of a more coherent tourism strategy in the light of current consultation documents (Policy E6)
 - consideration of quantified public transport accessibility criteria (paragraph 7.19)
 - review of initial maximum parking standards (Table 7.4)
 - findings of the multi-modal and road safety studies (paragraph 7.95)
 - more explicit identification of future transport investment priorities (Policy T10)
 - consideration of the need and options for the provision of major new sports and physical recreational development having regard to any needs audit (Policy SOC4)
 - more consideration of the regional cultural heritage following the publication of the Regional Cultural Strategy (Policy N2)
 - development of the concept of environmental gateways and corridors (paragraphs 9.25-9.26)
 - further consideration of the issue of flood risk following refinement of the Shoreline Management Plan (Policy R2)
 - revision to the minerals policies in the light of the publication of revised MPG6 (Policy R4)
 - the development of a more regionally specific waste policy framework following the work of the RTAB (Policy R5)
 - additional locational guidance in relation to renewable energy schemes (Policy R6)
 - further consideration of air quality (paragraphs 10.44-10.46)
 - further consideration of the output and contextual indicators in the light of annual monitoring and development of regionally specific targets
- 11.30 The extent to which the early review will need to address the housing and employment policies will depend on the findings of the regional employment land survey and housing land studies, local urban capacity studies and initial results from the regional monitoring system.
- 11.29 It is essential that all appropriate steps continue to be taken from now onwards to implement the strategy and policies set out in this RPG, for example through the preparation and implementation of development plans, local transport plans and other strategies and programmes. However, this RPG is a transitional document. Assuming that the Planning and Compulsory Purchase Bill is passed, the final version of RPG12 will be recognised as the first Regional Spatial Strategy (RSS) for Yorkshire and the Humber. But the RPG in its present form does not meet all the requirements for the form or content of new style RSS as set out in the ODPM supplementary guidance to PPG11

(issued in March 2003). Accordingly, the Government has already asked the Yorkshire and Humber Assembly to prepare a full, replacement RSS in draft form for submission to them by the end of 2004. This will mean that work to meet this deadline has to start during the Summer of 2003.

11.30 The Yorkshire and Humber Assembly will work to ensure that the forthcoming RSS should:

- set out a spatial strategy for the region - to inform and take account of other strategies and programmes that have a bearing on land-use activities.
- be more concise than current RPG
- avoid unnecessary repetition of national policy
- address specific regional and sub-regional planning issues
- continue to include and set out a Regional Transport Strategy
- be consistent and supportive of other regional strategies and statements in delivering sustainable development
- be outcome-centred and focused on delivery mechanisms
- be carefully co-ordinated with the three other key regional strategies: the Regional Economic Strategy, the Regional Housing Strategy (that is to replace the Regional Housing Statement) and the Regional Cultural Strategy.

11.31 An indicative timetable for the preparation of a Regional Spatial Strategy (RSS) to replace an early review of RPG is set out below. The Yorkshire and Humber Assembly should will work closely with the Government Office and other stakeholders to

- consider in more detail the scope of the review way in which the RSS should be developed

- define the areas or issues for which a sub-regional approach will be needed as part of RSS with planning authorities, Government Office and other stakeholders
- agree with strategic planning authorities and Government Office a programme of studies, where appropriate, to deal with sub-regional issues
- clarify how the review should address the specific issues and policy areas that should be addressed in the RSS listed in paragraph 11.31
- establish a more detailed timetable to ensure that the a review is completed so that a revised RPG is in place in time to inform the next round of local transport plans which will be prepared by local authorities during 2004/5 draft RSS is submitted to the First Secretary by the end of 2004.

The Yorkshire and Humber Assembly ~~should~~ will agree a project plan for the ~~review~~ preparation of the new Regional Spatial Strategy with the Government Office.

~~11.32 The next review of RPG, whilst needing to cover a significant number of issues, should be selective and is unlikely to need to fundamentally review the key objectives and basic spatial strategy. The timetable for completion of this review should be somewhat shorter than that set out in PPG11 which relates to a full scale review. For example, stages 1 and 2 as set out in PPG11 (identifying issues and developing the strategy) should take considerably less than 15 months. Whether a Public Examination will be required will be determined in accordance with the advice in PPG11 (paragraph 16.10). If it is not, the timetable below would be shortened. Sustainability appraisals should be carried out at key stages:~~

Table 11.1 Indicative Timetable for review of RPG through the preparation of a Regional Spatial Strategy.

Summer 2003 to Autumn 2004	YHA to identify issues, carry out technical work, consider options, prepare draft RSS
end December 2004	Submission of draft RSS to First SoS
Spring 2005	Consultation on draft RSS
Autumn 2005	Public Examination
Summer 2006	RSS Issued by First SoS

Targets and Indicators

11.33 Output and contextual indicators and targets are set out in the topic chapters of RPG and Table 11.2 contains a range of high level indicators and targets 'top sliced' from the topic chapters and using monitoring results from other

agencies most relevant to land use. ~~This is the first time that a comprehensive set of regional indicators for RPG has been proposed.~~ It is acknowledged that further work will be required on some of these, particularly in terms of agreeing targets. This should be done ~~in the early review of RPG~~ as part of the preparation of the new Regional Spatial Strategy.

Table 11.2 Monitoring the Achievement of RPG Objectives

<i>RPG Objectives</i>	<i>Indicators</i>	<i>Target</i>
Maintenance of high and sustainable levels of economic growth and employment	Total output of the economy (GDP and GDP per head - regional average). % employees in high technology sectors. Unemployment rate	Higher in real terms and relative to UK and EU average. Higher % Lower regional unemployment relative to national average. Reduction in gap between regeneration areas and rest of region. Increase business start ups.
	VAT registrations as % of stock of businesses. % of new businesses surviving for 3 years	Increase survival areas.
Social progress that recognises the needs of everyone	Homes judged unfit to live in. Numbers on local authority waiting list. Annual provision of affordable housing.	Reduction in number and % Reduction in numbers and on waiting lists. 4,000 affordable homes pa (1998-2016) (Indicative benchmark). Reductions in longterm rates
	Level of crime. Indicators of success in tackling poverty and social inclusion Expected years of a healthy life	
Effective protection of the environment	New homes built on previously developed land and provided through conversions. % of employment allocations on previously- developed land Change from agricultural land to hard development Area of woodland cover Net change in natural/semi-natural habitats. Emissions of greenhouse gases	60% on previously developed land and by conversion (1998-2016)
	Carbon dioxide emissions by end-user	Reduction in rate Increase woodland area to 6.5% land area
	Rivers of good or fair quality	Reduced by 12.5% below 1990 levels over period 2008-12. Reduce by 20% below 1990 levels by 2010, and by 30% below 1990 levels by 2020 100km of rivers to be improved by one quality grade by 2005
	Populations of wild birds	Maintain or increase wild bird populations Reduce proportion and amount
	Proportion and amount of aggregates productions from National Parks and AONBs	
Prudent use of natural resources	Road traffic	Set some targets when data allows (already set in some LTPS).
	Traffic Congestion	Reduce road traffic congestion on the inter-urban network and in urban areas below the current levels by 2010
	Passenger travel by mode	50% increase in rail use, measured by passenger kilometres by 2010 10% increase in bus passengers journeys by 2010
	Freight transport by mode	Increase in rail freight share of the freight market to 10% by 2009/10
	Proportions of Y&H air passengers using airports within the Region. Waste arisings and management. Energy generated from renewable sources.	Increase Reduce % of waste disposal to landfill. <u>Increase percentage of municipal waste recycling</u> 10% of energy generated from renewable sources by 2010 expressed in absolute terms <u>At least 9.4% of regional energy consumption by 2010 and 22.5% by 2020</u>

Glossary

Affordable Housing	Both low-cost and subsidised housing (irrespective of tenure, ownership or financial arrangements) that is available to people who cannot afford to rent or buy houses generally available on the open market.
Agricultural Land Classification	Classification system developed by DEFRA which allows agricultural land to be classified from best (Grade 1) to worst (Grade 5) in a way which is consistent across the country.
Annual Monitoring Report	Report prepared by the Yorkshire and Humber Assembly to cover performance against targets and indicators set out in RPG.
AONB	Areas of Outstanding Natural Beauty - Site with statutory national landscape designation to provide special protection of the area's natural beauty. There are 2 wholly within Y&H: Nidderdale and Howardian Hills; also 2 that straddle the regional boundary: Forest of Bowland and Lincolnshire Wolds.
AQMA	Air Quality Management Area - Designated under Environment Act 1995 as Local Authority 'areas' where action plans will be required to enable them to achieve national air quality objectives by 2005.
Biodiversity	The richness and variety of plants, insects, birds, mammals and all living things in the world.
Biodiversity Action Plan	UK's initiative to maintain and enhance biodiversity.
Biological Treatment	Any biological process that changes the properties of waste (e.g. anaerobic digestion, composting).
BPEO	Best Practical Environment Option (BPEO) - The BPEO procedure establishes the waste management method, or mix of methods, that provides the most benefits or the least damage to the environment, at acceptable cost, in the long term as well as the short term.

Brundtland Report	'Our Common Future' - Report of the World Commission on Environment and Development (1987).
CAP	Common Agricultural Policy - European Union policy, primarily designed to improve productivity in the agriculture sector but currently under review to shift emphasis away from productivity subsidies.
Catchment Flood Management Plan	Emerging DEFRA/Environment Agency developed plans providing a vehicle for considering holistic approaches to flood management at the catchment scale.
Charging Development Partnership	Forum of Local Authorities and Government set up to look at congestion problems and issues of local road user charging and workplace parking levies.
CHaMPS	Coastal Habitat Management Plans. One is being prepared for the Humber which will set out how internationally protected sites will be managed.
CHP	Combined Heat and Power - use of the waste heat from power generation to provide heating for a building or neighbourhood.
Civic Amenity Sites (CA Sites)	Sites, provided by local authorities, to which the public can bring household waste. CA sites usually provide facilities for recycling, garden waste and bulky items such as beds and cookers.
Clusters	Geographic concentrations of interconnected companies, specialised suppliers, service providers, firms in related industries and associated institutions (for example universities, standards agencies and trade associations) in particular fields that compete but also cooperate.
C02	Carbon Dioxide.
Coalfields	Most of South Yorkshire and parts of Wakefield, Leeds and Selby (Coalfields Taskforce definition). Coalfields Taskforce Body set up in October 1997 with the vision " To set the framework which will empower coalfield communities affected by pit closures and job losses to create their own new start, forging their own sustainable and prosperous future, and to engage the active support of all partners, particularly the Government, in its delivery". The Taskforce's report 'Making the Difference - A New Start for England's Coalfield Communities' was published in June 1998.

Commercial Waste	Waste arising from premises used wholly or mainly for trade, sport, recreation or entertainment.
Community Forest	Part of a national programme of major environmental improvements, shaped by local partnerships which use multipurpose forestry to improve countryside around towns and cities by restoring areas scarred by industrial dereliction, creating sites for recreation and forming new wildlife habitats. There are currently 12 in the country including one in the region: the South Yorkshire Community Forest.
Composting	The process that converts biodegradable material (such as garden and kitchen waste), in the presence of oxygen in the air, into a stable granular material.
Construction and demolition waste	Waste produced from the construction, repair, maintenance and demolition of buildings and structures, including roads. It consists mostly of brick, hardcore and soil.
Countryside Agency	Government Agency set up on 1 April 1999 by the merger of the Countryside Commission and Rural Development Commission.
Countryside Character Areas	Areas of distinctive landscape, wildlife and natural features as defined by Countryside Agency, of which there are 24 in the Y&H region.
Countryside Stewardship	DEFRA scheme-making payments to farmers to enhance and conserve English landscapes, their wildlife and history, and to help people enjoy them. This scheme operates outside Environmentally Sensitive Areas only.
DCMS	Department of Culture Media and Sport.
DEFRA	Department for the Environment, Food and Rural Affairs.
DETR	Former Department of the Environment, Transport and the Regions (1997-2001).
DfT	Department for Transport.
DTLR	Former Department of Transport, Local Government and the Regions (2001-2002).
dph	Dwellings per hectare.
Dearne Valley Development Zone	Regionally significant location as proposed in Policy PI and Yorkshire Forward's RES.

Employment Land	Land allocated in development plans for business, industrial and storage/distribution uses (B1, B2 and B8 uses).
Empty Homes Agency	Independent housing charity whose aims are to tackle the problems of empty, wasted and under-used homes.
England Forestry Strategy	Government strategy, published in December 1998, committed to increasing the quantity of woodland through new planting initiatives and also conserving existing forests and woodlands.
Environment Agency	Government Agency set up with the aim of protecting or enhancing the environment, taken as a whole in order to play its part in attaining the objective of sustainable development.
Environmental Impact Assessment (EIA)	Procedure and management technique which ensures that the likely effects of new development on the environment are fully appraised and taken into account before the development is allowed to go ahead.
Environmentally Sensitive Areas	DEFRA scheme offering farmers incentives for adopting agricultural practices which will safeguard and enhance designated areas of the country of particularly high landscape, wildlife or historic value. The Pennine Dales is the only ESA in this region.
ERDP	England Rural Development Programme - A programme to protect and improve the countryside and to encourage sustainable enterprise and thriving rural communities.
ERDF	European Regional Development Fund.
ESDP	European Spatial Development Perspective.
EU	European Union.
EU Bathing Directive	Directive aimed at the reduction of pollution in coastal bathing water.
Flood plain	Land adjacent to a watercourse over which water flows in times of flood or would flow but for the presence of flood defences where they exist.
Flood Risk Assessment	Assessment of risk of flooding within a defined area for forward planning or development control purposes

Freight Facilities Grants	Grants made generally available to help with the extra capital costs of moving freight by water or by rail.
Freight Quality Partnership	Local partnerships whereby local authorities, freight operators, businesses and developers work together to agree on sustainable approach to freight transport issues.
GDP	Gross Domestic Product.
Green Belt	Land designated in development plans to be kept open in accordance with PPG2.
ha	Hectares.
Habitat Action Plan	English Nature led action plan for protection of endangered habitats.
Health Action Zone (HAZ)	Partnerships between NHS, Local Authorities, Community, Voluntary and Business Sectors.
Health Improvement and Modernisation Plans (HIMPS)	Local strategy, bringing together statutory and voluntary bodies, for improving health and healthcare and modernising services within a Health Authority area.
HEI	Higher Education Institution.
Heritage Coast	Designation by Countryside Agency of scenic coastal areas managed so that their natural beauty is conserved and accessibility is improved. Includes much of the North Yorkshire and East Riding Coast.
Highways Agency	Executive Agency of DfT who manage and maintain the motorway and trunk road network in England.
Household Waste	This includes refuse from household collection rounds, waste from street sweeping and public litter bins, bulky items collected from households, waste taken to CA sites and waste collection separately for recycling or composting or taken to recycling sites.
Housing Corporation	Non-Departmental Public Body sponsored by ODPM, who fund and regulate Registered Social Landlords in England.
Humber Trade Zone	Regionally significant location as proposed in Policy PI and Yorkshire Forward's RES.
ICT	Information and Communications Technology.

ICZM	Integrated Coastal Zone Management - process that brings together all those involved in the development, management and use of the coast. Can result in preparation of an ICZM plan.
Indicators	<p>Output - factors to be monitored to assess the effectiveness of RPG policies. They relate to matters where RPG is likely to have a significant effect as implemented through the actions of other bodies, principally local planning and highway authorities.</p> <p>Contextual - factors to be monitored to help assess whether the RPG vision, objectives and overall strategy is being achieved and to provide an understanding of the evolving context in which RPG is operating. They relate to matters which are only partially affected by RPG policies.</p>
Industrial Waste	Waste from any factory or industrial process (excluding mines and quarries).
Integrated Development Plan (IDP)	Documents produced as part of the EU Objective 1 and 2 Programmes providing a strategic framework for focusing resources to achieve the overall objectives of the programme.
INTERREG	European Union initiative to promote trans-national co-operation in spatial planning within the context of the European Spatial Development Perspective.
Kerbside Recycling	Collection of recyclable or compostable wastes usually from the pavement outside premises, most commonly from households but also from businesses.
Landfill Sites	Licensed facilities where waste is permanently deposited from disposal.
LEADER+	European Union initiative to promote rural development.
LEAPS	Local Environment Agency Plans - set out a vision for the quality of the environment in a particular area (particularly with regards to water resources) and how that may be achieved through appropriate management.
Listed Buildings	Buildings of special architectural or historic interest protected under the Planning (Listed Buildings and Conservation Areas) Act 1990.

Local Nature Reserve	A designation under S21 of the National Parks and Access to Countryside Act 1949, often used by Local Planning Authorities in Development Plans to protect sites with local biodiversity value.
Local Walking Strategy	Local Authority strategy to encourage walking as a safe, healthy, pleasant and convenient way of getting about. The strategy should reflect government objectives for walking and the aims of the Local Transport Plan.
LPA	Local Planning Authority.
LTP	Local Transport Plan.
Main Urban Areas	Main cities and towns of the region shown on the key diagram.
Market and Coalfield Towns	Variety of towns outside the main urban areas which act as local service centres. Examples are shown on the key diagram.
Materials Recycling Facilities (MRF)	A facility for sorting and baling recyclable waste.
Mechanical biological treatment	This is the treatment of residual waste using a combination of mechanical separation and biological treatment.
MPA	Mineral Planning Authority.
MPG	Minerals Planning Guidance Note - prepared and issued by central Government as advice to minerals planning authorities and the minerals industry.
mt	Million tonnes.
Multi-Modal Studies	Transport Studies in which consideration is given to problems and solutions affecting all modes of travel. The initial programme of Studies was identified during the course of the 1998 Roads Review. These include South and West Yorkshire Multi-Modal Study and Hull Multi-Modal Study.
National Nature Reserve	Site with statutory protection. They were established to protect the most important areas of wildlife habitat and geological formations in Britain.
National Park	Site with statutory national landscape designation to provide special protection of the area's natural beauty and which also offers significant opportunities for open-air recreation. There are two national parks covered by this RPG: the Yorkshire Dales and North York Moors.

Natura 2000	Title for a network of areas designed to conserve natural habitats and species of plants and animals which are rare, endangered or vulnerable in the European Community. The term Natura 2000 comes from the 1992 EC Habitats and Species Directive which symbolises the conservation of precious natural resources for the year 2000 and beyond.
Natural Areas	Natural Areas are sub-divisions of England, each with a unique identity resulting from the interaction of wildlife, landforms, geology, land use and human impact.
Navigable Waterways	Functional classification used by British Waterways for canals and rivers with a minimum width of 7 feet at its narrowest structure for narrow navigable, with broad navigable being any waterway with a width of 14ft 3in and above.
NCS	National Cycling Strategy - A set of measures designed to increase the number of trips made by cycle in the UK. Launched in 1996, the Strategy set a target to double bicycle use by 2002 and double use again by 2012.
New Approach to Appraisal (NATA)	Methodology introduced in the Government White Paper A New Deal for Transport, used in appraising major transport improvements. Details of the methodology are set out in "Guidance on the Methodology for Multi-Modal Studies".
NETA	North European Trade Axis - transnational spatial planning across Ireland, Northern England, Netherlands and Germany.
Network Rail	Company responsible for the management of the rail network including stations.
Northern Regional Air Services Study	Study following on from the White Paper, A New Deal for Transport, into the economic impacts of regional airports and air services.
Objective 1	ERDF Objective to support development and structural adjustment of regions whose development is lagging behind. In this region - South Yorkshire.
Objective 2	ERDF Objective to support Economic and Social conversion of areas facing structural difficulties. Eligible areas in this region include parts of rural and coastal North and East Yorkshire, and parts of West Yorkshire, North and North East Lincolnshire and Hull.
ODPM	Office of the Deputy Prime Minister

OFWAT	The Office of Water Services - the economic regulator of the water industry.
Organic Farming Scheme	Scheme offering aid to farmers converting from conventional to organic farming methods, so reducing the use of artificial fertilisers and pesticides.
Parish Plans	An initiative supported by the Countryside Agency to fund Parish Councils to draw up plans for the future development of their area.
Plan, Monitor and Manage (PMM)	Approach to housing provision involving: Plan for an overall annual rate and distribution of housing, Monitor the proposed provision against targets and indicators, Manage the process.
PPG	Planning Policy Guidance - documents produced by central Government setting out its policies on different areas of planning.
Previously Developed Land	As defined in Annex C of PPG3 i.e. Land which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated infrastructure.
Proximity Principle	Principle of waste management as defined in Box 1 of PPG10 i.e. waste should generally be managed as near as possible to its place of production, because transporting waste itself has an environmental effect.
PTE/PTA	Passenger Transport Executive/Passenger Transport Authority.
Quality Bus Partnership	Partnership between local authority and bus operators aimed at pursuing a programme of measures to promote and improve bus use.
Railtrack	Former company responsible for the management of the rail network including stations.
Ramsar Sites	Sites listed under the Convention on Wetlands of International Importance. All sites are designated as SSSIs, some will also be SPAS and/or SACs
RASCO	Regional Air Services Co-ordination Study.
RAWP	Regional Aggregates Working Party - Partnership of members of Mineral Planning Authorities, Aggregates Industry and Government, set up to prepare guidelines on the provision of aggregates in the region.

RAYH	Former Regional Assembly for Yorkshire and Humberside - Combined with RCYH in October 2001 to form the Yorkshire and Humber Assembly.
RCYH	Former Regional Chamber for Yorkshire and Humberside - A voluntary partnership of the 22 Local Authorities plus partners including CBI, TUC, TECS, education, social and environmental partners. Combined with RAYH in October 2001 to form the Yorkshire and Humber Assembly.
RDA	Regional Development Agency - Yorkshire Forward. Represents the region to Central Government as a non-departmental Public Body. Responsible for RES, regeneration and inward investment.
Recycling	Reprocessing of wastes, either into the same material or different material.
Reduction	Reducing the quantity of Waste production.
Regional Biodiversity Audit	'A Biodiversity Audit of Yorkshire and the Humber'- published in 1999 by the Yorkshire and Humber Biodiversity Forum. A comprehensive review of the most important habitats and species in the region.
Regional Cultural Strategy	Strategy prepared by Yorkshire Cultural Consortium, a partnership of regional cultural interests, with backing from DCMS.
Regional Economic Strategy (RES)	Yorkshire Forward's 10 year strategy for sustainable economic growth in the region.
Regional Employment Land Survey	Survey to be carried out and kept up to date by Y&HA. Its findings will be published in Y&HA's annual monitoring report.
Regional Housing Statement	Annual statement produced jointly by GOYH and the Housing Corporation, looking at housing in Yorkshire and the Humber and setting out priorities for investment and activity. To be replaced in 2003 by the Regional Housing Strategy, produced by the Regional Housing Board.
Regional Self -Sufficiency	Principle of waste management as defined in Box 1 of PPG 10 i.e. most waste should be treated or disposed of within the region in which it is produced. Each region should provide for sufficient facilities to manage the quantity of waste expected to be dealt with over a period of at least 10 years.

Regional Spatial Strategy (RSS)	Proposed in the Planning and Compulsory Purchase Bill to be a further development of RPG, which it is intended to replace. RSS will be part of the statutory development plan.
Regional Sustainable Development Framework	A strategic framework providing the context for regional activity, which sets targets and indicators, identifies necessary regional action and sets out a sustainability appraisal mechanism.
Regional Tourism Strategy	Yorkshire Tourist Board strategy setting out a vision and direction for tourism in Yorkshire and the Humber for period 1998-2003. Replaced by Tourism Action Plan in 2002, produced by Yorkshire Tourist Board and Yorkshire Forward.
Regional Water Resources Strategy	Environment Agency strategy for the management and protection of water resources in the Agency's NE region.
Residual Waste	Waste remaining after materials for re-use, recycling and composting have been removed.
Re-use	Using materials or products again, for the same or a different purpose, without material reprocessing.
Route Management Strategy (RMS)	Highways Agency strategy aimed at serving the interests of all those who use or are affected by a particular route.
RPB	Regional Planning Body - the institution responsible for monitoring and preparing draft revisions to RPG. From October 2001 the RPB is the Yorkshire and Humber Assembly.
RPG	Regional Planning Guidance.
RSL	Registered Social Landlord.
RTAB	Regional Technical Advisory Body - advise on waste management and disposal issues.
RTS	Regional Transport Strategy (Chapter 7 of this document).
Rural Bus Challenge Fund	Government fund supporting innovative, cost-effective promotion by local authorities of rural bus transport.
Rural Bus Subsidy Grant	Government grant to local authorities to improve rural bus routes.

Rural Transport Partnerships	Government funded partnerships between local authorities, transport operators, community groups etc, aimed at developing a range of solutions to transport related problems in rural areas.
SAC	Special Area of Conservation - site with statutory protection of international importance to biodiversity. Designated under EC Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora. Also covered by Natura 2000.
Scheduled Ancient Monument	Nationally important archaeological sites statutorily protected under the Ancient Monuments and Archaeological Areas Act 1979, requiring owners to obtain consent from DCMS before carrying out works to them.
SEZ	Strategic Economic Zones (within Objective 1 SPD).
SME	Small and Medium Sized Enterprises.
SMP	Shoreline Management Plans identify and implement the best ways to reduce risks to people and the developed, historic and natural environment. There are three existing SMPs that cover the coastline and Humber Estuary in the region - Saltburn to Flamborough Head, Flamborough Head to Donna Nook and the Environment Agency's Humber Estuary SMP.
Social infrastructure	The retail, sport, recreation, health and education facilities of a particular place.
SPA	Strategic Planning Area i.e. area covered by a Unitary Development Plan (produced by the Metropolitan Districts in South and West Yorkshire) or Structure Plan (i.e. North Yorkshire/York Joint Structure Plan; Hull/East Riding joint Structure Plan; and North/North East Lincs Joint Structure Plan).
SPD	Single Programme Document (Objective 1 and 2 areas).
Special Protection Area (SPA)	Site with statutory protection of international importance to biodiversity. Classified under EC Directive on the Conservation of Wild Birds. Also covered by Natura 2000.
Species Action Plan	English Nature led action plan for the protection of endangered species.
SPITS	South Pennines Integrated Transport Strategy.

SRA	Strategic Rail Authority.
SSSI	Sites of Special Scientific Interest - site with statutory protection of national or international importance to biodiversity.
Strategic Flood Risk Assessment	Assessment of risk of flooding within a defined area for forward planning purposes only
Strategic Highway Network	Core network of trunk roads together with other roads of regional or sub-regional importance, as shown on the key diagram.
SUDS	Sustainable Urban Drainage System - environmentally friendly way of dealing with surface water run-off in developments, which avoids the problems associated with conventional drainage practices.
Sustainability Appraisal	Appraisal of plans, strategies and proposals to test them against the four broad objectives set out in the Government's sustainable development strategy "Better Quality of Life: A Strategy for sustainable development for the UK" (published in 1999) and the aims of the Regional Sustainable Development Framework.
Sustainable Development	Development that meets the need of the present without compromising the ability of future generations to meet their own needs.
TARGET	Travel Awareness Regional Groups for Environmental Travel - project led by West Yorkshire PTE on behalf of Y&H Travelwise.
Targets	<p>Output - desired changes which RPG policies are intended to achieve. Where possible they are defined in terms of a measurable change in a specified period of time, or, if not, in terms of a desired direction of change. They relate to matters where RPG is likely to have a significant effect as implemented through the actions of other bodies, principally local planning and highway authorities.</p> <p>Contextual - desired changes which would be likely to occur if the RPG vision, objectives and overall strategy is being achieved. Where possible they are defined in terms of a measurable change in a specified period of time, or, if not, in terms of a desired direction of change. They relate to matters which are only partially or indirectly affected by RPG policies.</p>

Targeted Programme of Improvements	Government programme of trunk road and motorway improvement schemes to be started within the 7 year period from July 1998, subject to the satisfactory completion of statutory procedures.
TEN	Trans European Network - strategic rail and road routes and airports designated by the European Union because of their importance for the future development of Europe.
The State of the Region	Annual Report produced by Yorkshire Forward.
Track Access Grants	Grants to help goods service operators meet the charges made by Network Rail for access to the rail network.
Travelwise	National campaign to promote more sustainable travel.
UDP	Unitary Development Plan.
Urban Design Frameworks	Non-statutory documents that inform preparation of development plan policies, in particular areas, where there is a need to control, guide and promote change to the design of buildings within that area.
Use Classes Order	Town and Country Planning (Use Classes) Order 1987 which permits certain changes of use without the need for planning permission from the local authority.
Village Appraisals	Analysis of local needs, often carried out by Parish Councils, to feed into the development of Village Design Statements, Parish Plans or similar documents.
Village Design Statements	Non-statutory documents produced by communities to ensure new development in their village fits comfortably with their surroundings and in keeping with local character and distinctiveness.
Washland	Areas specifically set aside to hold floodwater until it can be safely released.
Waste Hierarchy	Principle of waste management as defined in Box 1 of PPG10 i.e., a theoretical framework which acts as a guide to the waste management options which should be considered when assessing the BPEO.
Waste Management Licensing	The system of permits operated by the Environment Agency under the Environmental Protection Act to ensure activities authorised to recover or dispose of waste are carried out in a way that protects the environment and human health.

Windfall Sites	Sites which have not been specifically identified as available in the local plan process. They comprise previously developed sites that have unexpectedly become available.
World Heritage Site	UNESCO designation - A site of cultural or natural heritage considered to be of outstanding universal value and worthy of special protection. In this region there are two, Fountains Abbey and Studley Royal.
Yorkshire Forward	The RDA - see above.
Y&HA	Yorkshire & Humber Assembly. Formed in October 2001 following the merger of RAYH and RCYH. The Regional Planning Body.

Produced by:
Yorkshire and Humber Assembly
18 King Street
Wakefield
WF1 2SQ

website: www.yhrpg.info
or
www.yhassembly.gov.uk

Any comments on this document should be sent by
Friday 26th September 2003 to:

Panel Secretary
The Government Office for Yorkshire and the Humber
City House
New Station Street
Leeds
LS1 4US

website: www.goyh.gov.uk/rpg
email: panelsecretary.goyh@go-regions.gsi.gov.uk