



PRE-DRAFT



**REGIONAL SPATIAL STRATEGY
(RSS)**



TOPIC PAPER 12:

CULTURE



**Consultation
Winter 2004/05**



Foreword

The Yorkshire and Humber Assembly has reached another crucial stage in the development of 'PLANet Yorkshire and Humber' - the new Regional Spatial Strategy (RSS). A draft of the new RSS is to be submitted to Government by the end of April 2005.

In preparing the new draft RSS the Assembly is committed to involving as wide a range of organisations and individuals as possible. The preparation process for the new draft RSS therefore provides for two specific periods of public consultation *before* a new draft RSS is prepared and submitted to Government. This is in addition to the continual involvement of many partners in the technical work for the new RSS.

The first consultation document - 'Draft Spatial Vision and Strategic Approach' (July 2004) - considered the overall approach that should guide the preparation of the new RSS (particularly the role of sub-areas), key issues facing different parts of the region and possible responses to these issues.

We have now reached the second stage of consultation. This is based on the need to consider in more detail how we can develop a clear spatial strategy for the region that takes into account all of the issues identified in the RSS Project Plan ('Shaping the Future', January 2004). This second stage of consultation is therefore structured around a series of 'topic papers', of which this is one. The full list of topic papers is:

Topic paper 1:	Introduction to Pre-Draft RSS
Topic paper 2:	Spatial Options
Topic paper 3:	Housing
Topic Paper 3a:	Distributing the Housing Requirement
Topic paper 4:	Economy
Topic paper 5a:	Freight
Topic paper 5b:	Strategic Public Transport
Topic paper 5c:	Public Transport Accessibility
Topic paper 5d:	Demand Management
Topic paper 5e:	Aviation
Topic paper 5f:	Transport Investment Priorities
Topic paper 6:	CAP reform
Topic paper 7:	Energy
Topic paper 8:	Water
Topic paper 9:	Sustainable Tourism
Topic paper 10:	Forestry
Topic paper 11:	Biodiversity
Topic paper 12:	Culture
Topic paper 13:	Health
Topic paper 14:	Education
Topic paper 15:	Minerals
Topic paper 16:	Sustainable Waste Management
Topic paper 17:	Retail and Leisure
Topic paper 18:	Monitoring
Topic paper 19:	Climate Change

Please bear in mind that these topic papers are raising many challenges that policies in the new RSS will need to address. The topic papers do not include draft policies and there will need to be a great deal of integration across topic areas before the policies are drafted. The purpose of this stage of consultation is to receive feedback on what direction you think RSS policy should take.

Please note that these topic papers have not been endorsed by the Assembly, or its advisory body the Regional Planning and Infrastructure Commission. They do not represent Assembly policy but give an important opportunity for a wide range of stakeholders to feed in to the further development of the new RSS for the Yorkshire and Humber region.

Your comments

We would like your comments on these topic papers. You can answer the questions that we ask in the papers or you can send us your general comments.

We need to hear from you by **Friday 18th March 2005** so that your views and ideas can be taken into account as we prepare the new draft RSS to submit to Government.

Please send your comments to

Chris Martin
Regional Planning and Transport Team
Yorkshire and Humber Assembly
18 King Street
Wakefield
WF1 2SQ

Or email them to: emma.hunt@yhassembly.gov.uk

All the topic papers and accompanying documents can be found at www.yhassembly.gov.uk

Strategic Environmental Assessment/Sustainability Appraisal

At each stage of the development of the new RSS, a Strategic Environmental Assessment/Sustainability Appraisal (SEA/SA) is being carried out. At this stage, this appraisal has particularly concentrated on Topic Paper 2 – Spatial Options. The report of this appraisal is also available from the Assembly.

Any queries

If you have any queries about the topic papers, or any aspect of RSS, please call the Regional Planning and Transport team on 01924 331590.

Topic Paper 12 - Culture

Introduction

1. The Project Plan for the preparation of the new RSS ('Shaping the Future', January 2004) identified a number of topics that needed to be looked at that fall under the broad heading of 'culture' – historic environment (built and natural), culture and sport. Having identified these issues, the Assembly has worked with partners – English Heritage, Yorkshire Culture and Sport England – to jointly fund studies into the different aspects of culture that the RSS needed to consider. Land Use Consultants were commissioned to lead work on the heritage and culture topics and Turnberry Consulting Ltd worked with Sport England on the specific sport-related issues for RSS.
2. This topic paper brings together these different areas of work. It draws directly on a paper prepared by LUC that 'joined up' the findings of the different studies, with input from Turnberry Consulting Ltd.
3. The briefs for the work carried out by LUC and Turnberry Consulting Ltd and copies of their final reports are available at www.yhassembly.gov.uk as part of the Planning and Transport library. Turnberry Consulting Ltd drafted a 'Background Paper on Sport' to feed into the LUC work and this is also available in the Library.

Background

4. Current RSS (December 2004, based on the Selective Review of RPG12) includes Policy N2 – Historic and Cultural Resources - and SOC4 – Open Space, Sport and Recreation (see Annex A). These are in addition to the strategic policies of RSS that recognise the role that culture, heritage and sport play in the social and economic as well as environmental well-being of the region.
5. The paragraphs accompanying Policies N2 and SOC4 highlight particular areas of the region that are significant because of their historic and cultural resources and their sports facilities. The policies themselves are not very specific, however. They do not, for example, identify areas that might be under particular threat, that offer particular opportunities or that could benefit from new developments.
6. A particular challenge for the Assembly in drafting the new RSS is the need for the Strategy and its policies to be more regionally and spatially-specific than in current RSS. Policies such as N2 and SOC4 (that are quite generic in nature) need to be reviewed in the light of this challenge to consider whether they can be more regionally and spatially-specific than they are at present. In developing the new RSS it is also necessary to think about how cultural, historic environment and sports opportunities can be maximised to help implement the objectives and policies of the RSS as a whole.

7. For this reason, the Assembly has worked with English Heritage, Yorkshire Culture and Sport England to jointly fund studies into the heritage, culture and sport issues for the new RSS to consider. This Topic Paper draws directly from the final LUC report, which includes the main points from the sport study carried out by Turnberry Consulting Ltd.

Study process

8. The aim of the work carried out by LUC and Turnberry Consulting Ltd was to identify the contribution that culture, the historic environment and sport can make to realising the aims of the RSS, and in turn to define the ways in which the RSS can support culture, sport, and the historic environment. In line with national guidance on the preparation of RSSs, the studies were founded on the need to define regionally distinctive features and characteristics.
9. The heritage aspects of the work were steered by a group with officers from English Heritage, National Trust, Leeds City Council, the Heritage Lottery Fund and the Assembly. The culture aspects of the work were steered by a group with officers from Yorkshire Culture, Arts Council, English Heritage, Sport England and the Assembly. At the end of the study processes, these two groups worked together to help LUC to prepare their final report.
10. During the preparation of the studies and reports, seminars were held with stakeholders from the different sectors to enable them to feed in their knowledge of the region as well as their perspectives on how the RSS might respond to the challenges being identified.
11. It is important to note from the outset that, although the two LUC studies ran in parallel, with culture and the historic environment initially being distinct and quite separate considerations, there is considerable overlap between the two. In addition, work on tourism was also being undertaken at the same time (see Topic Paper 9: Sustainable Tourism). The findings of these studies have therefore been considered in relation to that topic area where possible and appropriate.
12. LUC prepared a final paper which aimed to synthesise the findings of their work (and that carried out by Turnberry Consulting Ltd) and identify the most important recommendations by:
 - defining the most significant cultural, sporting, and historic characteristics of Yorkshire and the Humber.
 - exploring the benefits which can be provided and identifying the ways in which the RSS could potentially respond to the problems and opportunities of culture, sport, and the historic environment.
 - giving further consideration to the key challenges which these policy aspirations present to assist with the RSS development process.
 - considering further linkages which can be made between these aspects of the RSS and other policy sectors.

13. This Topic Paper is a further synthesis of the LUC work, providing an overview of the research carried out and its key findings. It draws directly from the LUC report, which incorporated comments from Turnberry Consulting Ltd.

The Distinctive Culture of the Yorkshire and Humber region

14. The work undertaken provided a detailed analysis to identify the cultural, historic and sporting features that are regionally significant. The analysis showed that this is a complex region, and that its identity has formed over many centuries. Within the region, there are also distinctive areas and places which each form a part in the overall jigsaw which defines the culture of the area. While many of these features are important in their own right, their cultural, historic and sporting value (and the social and economic benefits that derive from these values) amounts to far more than simply the sum of the parts. It is important to recognise the richness which is introduced by this diversity, and to recognise that the region's culture can in no way be represented by a single set of values or resources.
15. The table in Annex B sets out some of the locations where the studies concluded that the cultural, historic and sporting environment makes the most significant contribution to the character and distinctiveness of the region. It includes references to areas and resources which are not necessarily formally designated as sites of national, regional or even local importance, but which are nevertheless significant in regional terms. Many of these areas and resources can make a significant contribution to the economic and social well being of communities, from those living in urban areas to the more dispersed rural population. The analysis was structured around the sub-areas identified to help with the development of the RSS and it is these areas that are referred to in the table in Annex B. The content of these tables was 'tested' and amended in the light of information gleaned from the seminars that were held during the study processes.

Key recommendations and challenges for the RSS

16. Whilst the culture, sport, and historic environment sectors are recognised as having their own needs, to which the RSS must respond, the work also looked at how the key cultural characteristics and assets of the region (as identified in Annex B) can help in the implementation of all RSS policies. The work therefore identified:
 - key RSS **recommendations** for culture-related issues around a number of topic areas
 - key **challenges** for RSS to arise from these
 - **policy proposals** related to how the RSS could respond the challenges identified
17. Annex C summarises the key recommendations put forward in the report.

18. Annex D summarises the key challenges and policy proposals put forward from the work that the study suggests need to be considered in drawing up the new RSS.

Responding to the challenges

19. The next stage in the preparation of RSS will need to consider these challenges and proposals. Your comments on them will therefore be important in helping the Assembly to decide how they can be taken on board in the preparation of the Draft RSS. Questions for consultation are set out below. Respondents might feel that they would benefit from reading the full LUC report before answering these questions.
20. One of the key challenges for RSS will be to strike the balance between, on the one hand identifying more regionally and spatially-specific issues for which it should provide policy direction and, on the other hand, not becoming too detailed in nature. Comments on the level of detail to be included in RSS would therefore be particularly welcomed at this stage.

Questions for consultation

1. *Do you agree with the significant cultural characteristics of the region that are identified in Annex B? If not, are there others that you would identify as being important for setting the context for the preparation of the new RSS?*
2. *Do you agree with the key recommendations for RSS that are set out in Annex C? If not, do you think that there are other ways in which the RSS needs to reflect the cultural issues and opportunities identified?*
3. *Do you agree with the key challenges and policy proposals for the new RSS that are set out in Annex D? Do you think that some of the proposed policy responses are more appropriate for local development documents, due to the level of detail included in them? If so, how would you suggest the balance between the RSS and LDFs is developed?*

References

The briefs for the studies that fed into the work summarised in this topic paper can be found at www.yhassembly.gov.uk as part of the Planning and Transport library.

The full reports from the research can be found at www.yhassembly.gov.uk as part of the Planning and Transport library

Annex A

Heritage, Culture and Sport policy in current RSS (December 2004, based on a Selective Review of RPG12)

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

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 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;

v) are designed to take account of efficient energy use.

d) Include policies which aim to safeguard and enhance existing sport and recreation facilities of national, regional, and sub-regional importance.

Annex B

Regionally Distinctive Culture of Yorkshire and the Humber as identified in LUC report

Remoter Rural

- influence of geology and landform on settlement and land use
- often slow pace of change in the upland areas
- prehistoric, Roman and medieval remains
- ecclesiastic influence with abbeys and priories
- some ancient field systems
- remains of mining landscapes in the uplands
- former wetland areas with internationally important prehistoric sites
- internationally significant landscape of regular stone walled fields, barns, tracks and stone villages dating back to parliamentary enclosure
- Yorkshire Dales and North York Moors of particular importance for sport, active recreation, and tourism – less so within Yorkshire Wolds, Howardian Hills and lower lying areas
- Long distance walking routes, cycling trails, and bridleways such as the Pennine Way form important recreational assets
- interaction of physical and historic environments reflected in designation of National Parks
- country houses set in parks and designed landscapes, particularly in Howardian Hills
- influence of agriculture reflected in local products, agricultural shows
- wealth of cultural and media associations (Bronte sisters through 'Herriot Country' to Emmerdale, Heartbeat and Last of the Summer Wine) reinforcing identity and contributing to the economy
- performing arts projects including The Shed and the Pied Piper Project

Vale and Tees Links

- more continuous history of settlement and land use
- regular field patterns created by parliamentary enclosure
- former wetland areas with internationally important prehistoric sites
- many settlements with ancient origins, reflecting influence of Romans, Vikings and the Church
- country houses set in parks and designed landscapes. A number provide the venue for concerts and other arts based events
- dense network of villages and market towns
- battlefield sites such as at Stamford Bridge and Marston Moor
- distinctive vernacular based on brick, some local stone and pantiles
- farming remains central to the culture of lowland areas
- rural culture predominates with markets, village cricket and traditional rural skills and crafts.
- potential of market towns in providing focus for services, formal sports provision, and culture such as the Ripon International Festival and Thirsk Festival.

The Coast

- historic importance of maritime and fishing industries reflected in built heritage of small coastal villages, and ports such as Whitby and Grimsby, museums and events such as the Whitby Regatta
- distinctive seaside resorts stimulated by growth of railways and holidaymaking in Victorian period – Scarborough, Withernsea, Hornsea, Bridlington, Cleethorpes. This is reflected in amusements, visitor attractions and nightlife but also includes local festivals and theatres
- coastal erosion threatening existing historic sites, and reflected in rich marine archaeology
- challenges resulting from changing patterns of holidaymaking, fishing and trade, and the effects of climate change. Natural, historic and cultural heritage offers the potential for economic and social renaissance that plays to the coast's strengths
- The Heritage Coast designation is an acknowledgement of the importance of the quality of the Region's coast in a national context. It provides a significant resource for a range of sports, including sailing, surfing, and diving, as well as walking and cycling

The Humber

- former wetland areas along the Humber and in the Humberhead Levels with internationally important prehistoric sites
- the Isle of Axholme forming the most extensive example of a medieval landscape in England
- influence maritime shipping and trade on the development of ports such as Hull and Goole, and reflected in maritime museums and maritime quarter in Goole
- influence of fishing industry and food processing in Grimsby (including smokehouses) and northern Lincolnshire
- under recognised built environment of Hull including its medieval core distinctive civic buildings and institutions
- Hull has nationally distinctive history of local telephony, reflected in the town's current role as a centre of excellence for telecommunications and local broadcasting
- a varied cultural base with music festivals, carnivals, theatres in Goole, Hull and Grimsby and arts centres in Scunthorpe, Hull and Grimsby and associations with contemporary and literature (Philip Larkin and the Hull Literature Festival)
- Significant sporting facilities include the Kingston Communications Stadium, the cycling facility at Scunthorpe and the sports facilities at Hull University

Leeds City Region

- rapid phase of industrial development from the eighteenth century with textiles industry developing around the availability of water power
- major urban expansion, creating Victorian towns and cities and networks of canals and railways
- rich and often coherent built heritage with mills, chimneys, canals and railways sitting alongside terraced housing (including back to backs), Victorian schools, parks, non-conformist chapels and grand town halls and railway stations
- specialist industries such as chocolate and brewing
- towns such as Leeds and Bradford continue to be centres of population, though with altered economic and social bases. Cultural and digital industries growing in place of traditional manufacturing
- a number of significant sports facilities located within the sub area, including, football, cricket, and rugby league stadia, along with good provision for athletics and swimming. These provide venues for high profile major international events
- sport has been successfully used as a catalyst for regeneration, for example as in Halifax town centre
- re-use of many former industrial, commercial or religious buildings for wide range of cultural, leisure and retail uses. Many other examples and opportunities
- industrial towns and cities provide backdrops for TV and film, reinforcing local cultural identity
- cultural diversity of these areas creates challenges and opportunities for the way the past is interpreted and the way that contemporary cultural facilities develop. 70 different languages are spoken and the ethnic diversity of the area is reflected in a wide range of festivals and arts projects. The Arts Council recognise the potential value which the promotion of cultural diversity offers in such areas, and the need to ensure that resources for the arts truly reflect the identity of people living in the area.
- wide range of arts programmes, galleries, locally, regionally and nationally significant festivals. Opera North is located in the Leeds Grand, and the city also has the Yorkshire Playhouse.
- City of York with its Roman, Viking and Medieval history, strong administrative and ecclesiastic influences, and its influence over surrounding hinterland, contrasts with the industrial settlements. Key elements including the Minster, city walls. Medieval core and associations with the railway industry, all reflected in the scale and importance of the tourism economy and the city's role as one of the most important elements of the region's (if not the UK's) cultural resource

South Yorkshire

- rapid phase of industrial development from the eighteenth century with specialist steel and cutlery industry developing around the availability of raw materials
- major urban expansion, creating Victorian towns and cities and networks of canals and railways
- rich and often coherent built heritage with canals and railways sitting alongside terraced housing (including back to backs), Victorian schools, parks, non-conformist chapels and

- grand town halls and railway stations. Under-recognised legacy of steelworks and forges.
- towns such as Sheffield, Rotherham and Barnsley continue to be centres of population, though with altered economic and social bases
- Sheffield has been a focus for significant investment in performance sport, following the establishment of an English Institute of Sport hub site, This opportunity has resulted in the development of a cluster of sports-based industries in the Lower Don Valley
- re-use of many former industrial, commercial or religious buildings for wide range of cultural, leisure and retail uses. Many other examples and opportunities
- industrial towns and cities provide backdrops for TV and film, reinforcing local cultural identity
- cultural diversity of the these areas creates challenges and opportunities for the way the past is interpreted and the way that contemporary cultural facilities develop
- visual arts and theatre, festivals including the Rotherham Dhow and the Sheffield Off the Shelf literature festival
- Sheffield Theatres represent a key regional cultural resource and continue to be a focus for Arts Council investment
- The Arts Council have also recognised the importance of investment in this area outside of Sheffield, and are progressing initiatives such as the new Centre for Creativity (the Civic) in Barnsley, with the aim of developing key landmark projects which play a role in inspiring further regeneration.

Region-wide characteristics

- influence of geology and landform on settlement and land use
- ecclesiastic influences with many abbeys and priories having influence on surrounding areas. Churches, abbeys and priories provide focal points within the region's villages, towns and cities and increasingly accommodate a range of cultural activities
- strong links between place and local culture, reflected in building materials, styles, settlement forms, village festivals, local beers, traditions of cricket and football and other sports such as horse-racing, snooker, theatre, dance and new digital and media industries
- transport routes and infrastructure, reflecting the historic pre-eminence of York, the establishment of major Roman routes through the region, the importance of north-south routes (rail and road) and, particularly since the growth of major industrial settlements, the development of trans-Pennine routes. Association with railways industry in York and railway structures such as the Ribbleshead Viaduct. Canals including the Leeds Liverpool Canal
- twentieth century military associations including Catterick Garrison, a series of airfields, radar and early warning sites and defensive sites along the coast
- sport has played a key role in helping define the identity of the region, being the birthplace of rugby league, and has a long tradition of playing and watching cricket and football, as well as a high profile in newer sports such as kabaddi, surfing and mountain biking;
- notwithstanding this, the current level of participation in sport amongst adults in region is below the national average, and within this there is, a wide disparity between different groups within the population. Participation levels are lowest amongst those with a disability, people aged over 45, women, and people from socio-economic groups D and E;
- strong regional focus on performance sport with a major cluster of world-class facilities, associated services, and related industries focused around Sheffield around the English Institute of Sport hub-site

Annex C

Key recommendations for RSS as identified in LUC report

Regional characterisation, quality of life and the environment

RSS policies should reflect the special identity of the region, by reflecting the way in which its historic development and cultural values have changed over time. Initial sections of the RSS must feed culture and the historic environment into broader character descriptions. This will help to ensure that the RSS fully reflects the sense of place of the area.

RSS policies should also safeguard and enhance the resources which make the region culturally special and distinctive, particularly those defined in the previous section. This can be achieved by making culture and the historic environment key development control considerations and at a broader level by, for example, taking into account the historic evolution of settlements in order to identify the broad locations for future development and to provide and context for its design.

The RSS should identify priority areas for continuing regeneration and development which respects and reinforces the value of the historic environment and builds in and on cultural strengths of cities, towns and villages.

Rural Areas

RSS policies should seek to safeguard the historic, cultural and sporting identity and traditions which help to define rural Yorkshire and the Humber.

RSS policies relating to rural areas should recognise the value of culture and sport as a new economic opportunity for rural settlements and encourage future investment in the sector within rural areas by providing premises and sites where possible, and raising awareness of the quality environments which can help to attract and retain a suitable workforce to support the sector.

The RSS should encourage the use of historic buildings within the countryside, including country houses and agricultural buildings as cultural venues, where other opportunities are limited or less viable.

Economic Development

Culture and sport should continue to be recognised as key economic sectors, with the RSS helping to target investment and stimulate growth by providing appropriate locations and premises, a regional commitment to infrastructure development (transport and IT based) which supports cultural and sporting activities, encouraging cultural developments in areas which are being regenerated, and safeguarding and maintaining existing resources and facilities. Maintaining and supporting higher and further education could be viewed as part of this.

The impacts of new economic developments on culture and the historic environment should be taken into account when considering plans or applications for economic investment. The RSS should seek to promote this as a part of strategic development control guidance.

Housing

The historic housing stock should not be overlooked as a key cultural asset, particularly where it is not designated as being listed or within a conservation area, and therefore potentially most vulnerable. The RSS should identify and protect housing, such as that associated with the industrial past of the area, and seek to improve it to meet the needs of today's residents where possible, thereby helping to retain its heritage role within communities. .

In providing recommendations on housing related regeneration, the RSS should note the potential role of sport and culture in stimulating public involvement, and seek to encourage other activities of this nature.

The reuse of historic buildings should be encouraged in order to help meet the needs of the housing market in a way which allows for continuity within the historic built environment. Where this is not possible, recycling of materials such as brick and stone which were historically used in housing developments, should be encouraged. The historic environment should provide the context for new housing areas which should in turn help to reinforce the individual identity of areas.

As with economic development, the impacts of new housing developments on cultural resources and facilities and the historic environment should be taken into account when considering plans or applications for economic investment. The RSS should seek to promote this as a part of strategic development control guidance.

Transport

The RSS should aim to safeguard historic or culturally significant transport resources so that they can potentially be reused in the future.

The RSS should give further consideration to the accessibility of cultural and sports facilities as part of the process of location specific planning. Where accessibility is restricted at present, the RSS could play a role in promoting initiatives which encourage the decentralised delivery of resources.

Tourism

The RSS should explicitly recognise the role of culture, sport and heritage in attracting visitors to the region, and seek to support this by safeguarding existing resources, and improving and raising awareness of others. The RSS should take into account the sustainability of the distribution of historic and cultural tourism within the region as a whole, and identify where pressure should be removed from some areas and diverted to others. This includes consideration of the merits of continuing to promote access within the two National Parks on an equal basis and the potential role of tourism as part of the cultural regeneration of historic areas.

Integrated Coastal Management

The RSS should play a role in protecting coastal resources, to ensure that their natural and built heritage value is not lost. In particular, some historic remains on the coast, including World War 2 defences, are at risk from erosion and development, and as a result the RSS can help to ensure that their value is fully recognised and understood. Such protection will require balancing with other coastal aims and initiatives, including flood and erosion management and development more generally.

The RSS should support continuing efforts to raise awareness about the value of coastal resources, and should seek to co-ordinate such efforts where appropriate as part of integrated coastal planning.

Minerals

The RSS should play a role in helping to enable the reopening of small quarries to provide sources of material for the continued repair and maintenance of existing historic buildings and to provide a local source of materials for new developments in historic areas.

Scope for interpretation and education associated with the region's minerals sites should also be encouraged where possible, particularly where it helps to raise awareness of their cultural significance and emphasises their role within the region's history.

Waste Management

The RSS should help to ensure that the impacts of any large scale proposals for waste management and disposal on the historic or cultural environment are taken into account as part of the consideration of planning applications.

The RSS should also encourage the reuse of historic materials in order to support waste recycling proposals

Natural and Built Environment

The RSS should aim to safeguard the historic and cultural values which underlie environmental resources by recognising these values and ensuring that they are respected by new development proposals.

Good design within the cultural sector, and examples of new development, which respects and responds positively to the historic environment, should be used to inspire high quality design in new building or redevelopments.

The cultural significance of natural heritage should be recognised and reflected in the RSS, with the conservation of species or habitats being accompanied by interpretation or promotion which helps to reinforce and raise awareness of these values. This will help to achieve sustainable and mutually reinforcing policies.

Climate Change and Flood Risk

The RSS should help to ensure that the impacts of climate change on the historic environment or cultural resources is understood and mitigated against where possible through appropriate adaptation strategies.

Where flood management proposals are being devised, their impacts on the historic and cultural environment should be taken into account, and where possible traditional patterns of settlement or historic structures should be used to inform new developments.

Health

The role of culture, sport and the historic environment in supporting good physical and mental health should be recognised, and further initiatives to stimulate this positive relationship should be encouraged.

The RSS should help to identify where cultural environments or communities which have severed their links with the past, are also potentially at risk of social exclusion and poor health. Policies should aim to address this through environmental improvements, culturally based regeneration and restoration of links with the historic environment.

Scope for re-using historically important or high quality health facilities and institutional buildings should also be supported at a strategic level.

Education

RSS policies should promote skills development, training and education which can be used to maintain and enhance the historic environment, whilst generating employment and income for the region's population.

Education and interpretation which help to raise awareness of the value of the historic environment, or the cultural significance of resources within the region, should be encouraged through the RSS.

The RSS should encourage investment in education and training to develop skills which will support the historic environment and cultural industries and resources within the region, as well as encouraging the region's population to reach their own physical and mental potential.

Retail and Leisure

RSS policies should be based on a robust assessment of existing and future needs and opportunities for sport and cultural activities to ensure that planning is effective;

The RSS should provide a framework within which the setting of local standards for the provision of open space and sport and recreational facilities in the region is encouraged.

The RSS should consider how best an adequate supply of open space and sports facilities to meet local and regional needs can be achieved, including ways of planning proactively for the provision of new open space and other recreational and sporting facilities.

The RSS should consider further ways of using planning obligations creatively to secure benefits for sport and culture.

The potential of the historic environment in providing new and interesting premises for retail and leisure developments should be noted within the RSS

and supported by policies which encourage appropriate and imaginative reuse of the historic building stock.

The role of culture as an integral part of leisure and retail based developments and regeneration should continue to be supported, with the RSS playing a role in identifying where further investment of this type could provide greatest benefits.

Any new proposals for retail and leisure developments should be considered in terms of their potential effects on the historic environment and cultural resources. The historic environment and high quality design within the cultural sector should be used to positively inform the design of new developments within these sectors, where possible.

Annex D

Key challenges and policy proposals suggested for new RSS as identified in LUC report

Key challenge 1: *Where are the priority areas for cultural, sports-based, and/or historically grounded regeneration – as defined by both need and opportunity?*

Policy Proposals

- continue to reuse and regenerate the industrial historic environment of towns such as Halifax, Dewsbury and Keighley to promote environmental enhancement and accompanying investment.
- prioritise further cultural and sports-based regeneration in areas prioritised by the RES including the region's major cities (Leeds, Sheffield, Bradford, Wakefield and Hull), and the renaissance towns of Barnsley, Rotherham and Doncaster. This can be achieved in a number of ways including through the provision of new venues – such as investment planned by the Arts Council in Doncaster. Extend these further to reach towns such as Hornsea and Selby where major restructuring is likely to introduce new challenges.
- draw on ethnic diversity to inspire and enrich further regeneration and investment. Bradford should be recognised a 'flagship' initiative of this type, with experiences there being used to inform wider action.

Key challenge 2: *Where and how has culture already supported rural development (and vice versa) and what other areas could this usefully be extended to?*

Policy Proposals

- reflect the distinctive culture and history of different parts of the region, including the Yorkshire Dales, North York Moors, Yorkshire Wolds, Howardian Hills, lowland vales, and coastal areas such as the Isle of Axholme.
- highlight the commitment to market town based rural regeneration and note the role of cultural and sporting facilities as an integral part of this.
- emphasise the particular historic value and quality of key rural settlements and seek to ensure that this is used to draw people from the cities into rural areas, as well as attracting visitors from further afield, as they in turn can help to sustain local facilities and services. This is likely to be most effective in towns such as Thirsk, Benthams, Malton, Whitby and Pateley Bridge, but could also be extended to towns such as Selby and Hornsea.
- note the effectiveness of some projects which aim to achieve decentralisation of facilities, such as the reuse of National Trust countryside properties for theatrical and arts performances and encourage other partners to continue to deliver culture in this way.
- recommend that LDFs relating to rural parts of the region explore levels and types of provision of cultural and sporting facilities in more detail through consultation and geographic analysis incorporating drive times and user perspectives on appropriate journey times.

- encourage the exploitation of cultural and historic assets in parts of the region where this potential is not currently widely recognised. Examples of such areas include areas such as the Howardian Hills, which are of historic and cultural interest but not included within the boundaries of the national parks and therefore currently subjected to less interest. This in turn should help to increase the income of rural communities and businesses in these areas.

Key challenge 3: *Where are premises and facilities needed to support the cultural and sports sector? Which areas could most usefully provide a focus for regeneration?*

Policy Proposals

- note the potential benefits of specifically providing sites for the cultural sector within LDFs, and emphasise the particular benefits which this might provide if it is targeted in areas where investment has been limited
- seek to support existing plans for cluster development, such as those for digital industries in South Yorkshire, in order to reinforce existing policies and help to achieve the benefits which can arise from concentrating sectoral growth.
- other initiatives which the RSS should continue to support include the West Yorkshire New Technology Institute, Leeds Internet Quarter, Wakefield Media and Creativity Centre, Kirklees Creative Sector. Ongoing work in Calderdale to better understand and develop the creative industries should also be used to inform better targeting of sites and premises.
- new facilities and premises should be integrated with the regeneration and renaissance of coastal settlements, such as Scarborough, Grimsby and Hull.
- where appropriate development of premises and sites for the cultural sector should also be focused within the region's market towns, in order to support the employment needs of rural populations and provide facilities for local people and visitors to these areas.

Key challenge 4: *How can the impacts of new developments be managed to maximise benefits for the historic environment, sport and culture?*

Policy Proposals

- emphasise the importance of considering the impacts of large scale developments on cultural and sporting resources and the historic environment. This could be particularly beneficial in areas where large scale regeneration is already planned.
- propose that the percent for arts scheme is broadened to incorporate other parts of the cultural sector and the historic environment. The RSS should also encourage the use of planning agreements to secure cultural and sporting benefits. The cultural sector should be consulted in more detail to highlight where and how such funds could be spent.
- ensure that cultural activities are rooted in the history of smaller rural settlements, and should encourage the re-use of historic buildings in market towns such as, Todmorden, Malton, Hornsea, Whitby and Thirsk.

Key challenge 5: *What housing stock within the region provides potential for future investment?*

Policy Proposals

- include strategic development control guidance which requires that the cultural, sporting, and heritage impacts of new housing should be taken into account in determining planning applications.
- note the potential which the reuse of residential properties above retail outlets in market towns has for contributing to a more diverse and affordable supply of housing within rural areas. Specific towns where this could bring benefits should be identified, and are likely to include those which were substantially developed during the Victorian period such as Leeds, Sheffield, Rotherham, Hull and areas of York.
- encourage the use of disused historic buildings to provide new housing. English Heritage has already been working with partners to achieve this, for example collaboration in Bradford has led to the reuse of Manningham Mills to provide housing, offices and community space. Such examples should be used to inspire further development of this type. This should be a key priority for former industrial settlements of West and South Yorkshire.
- emphasise the importance of some historic areas and buildings which are not necessarily listed or within conservation areas, and which could be lost through redevelopment. For example, the value of back to back terraced housing should be emphasised as a key part of the townscape of the region's towns and cities and protected and appropriately regenerated as a result. This will be a priority in the former industrial settlements of West and South Yorkshire as well as settlements such as Hull and Grimsby.

Key Challenge 6: *Where is access to facilities a problem within the region and what priorities could the RSS aim to address?*

Policy Proposals

- give particular consideration to the rural dimensions of accessibility to cultural and sporting resources as discussed previously, balancing decentralisation and geographic distribution with providing accessible opportunities for local communities. This is a particular issue in more remote rural areas such as the two national parks and parts of the coast where north-south links remain limited. The market towns and areas where a cultural renaissance has already begun to emerge could play a key role in meeting demand for cultural and sports facilities.
- include strategic development control policies which emphasise the need to ensure that the provision of new cultural resources is considered in relation to the public transport network. This should complement existing policies which require the application of public transport accessibility criteria at a local level. It is likely that wider commitments of the RSS, such as focusing development in market towns would be beneficial.
- be inspired by previous initiatives which aim to bring facilities to where people live, as opposed to requiring them to access facilities.

Key Challenge 7: *Are some historic or cultural tourism attractions or areas at capacity in some parts of the region? In which areas might the cultural sector and historic environment provide opportunities which would reduce pressure upon those tourist areas which are at/approaching capacity?*

Policy Proposals

- encourage the diversification of tourism resources in areas such as Goole and Cleethorpes where benefits from this sector have previously been limited but there is scope for income generation partly as a result of the historic interest of these areas. Make use of planned Arts Council projects such as the Gate Theatre in Goole to help achieve this.
- focus on managing visitors in the two national parks, seeking to encourage additional visits only in areas where there is capacity. Initiatives such as the Dales Bus scheme which aims to alleviate congestion due to visitors accessing the park by car should continue to be supported by the RSS. Ongoing projects which aim to promote the culture of these areas, such as promoting local customs or festivals within the parks should also help to diversify the cultural tourism product in these areas.
- continue to support the revival of coastal tourism as part of regeneration initiatives in coastal towns such as Scarborough, Whitby, Hull and Grimsby.
- emphasise the need to improve visitor facilities in the more industrial areas of South and West Yorkshire, as a means of supporting tourism development founded on the area's cultural associations with mills and mining.
- develop York as a gateway to less visited rural areas such as the Howardian Hills and Yorkshire Wolds.

Key Challenge 8: *What integrated coastal planning is likely to take place? Are different responses proposed for different parts of the coast and how do important historic and cultural resources fit within that?*

Policy Proposals

- consider coastal zone management in relation to the sustainability of natural and historic resources which are culturally significant and/or important for sport. For example, East Riding's ICZMP notes that archaeological remains located in the intertidal zone should be safeguarded from damage or development. This is particularly important in areas such as the Humber Estuary, where there are significant remains, but these may not have been recognised or formally designated for protection.
- the RSS should raise awareness of other coastal areas and resources which are culturally significant, and should be safeguarded at the local level, including world war two remains and natural heritage resources. Positive promotion and interpretation of these resources as an integral part of the management of the coastal zone would also be useful, particularly if better co-ordinated for the coast as a whole.
- where initiatives such as coastal realignment due to erosion are planned or there are projects relating to shoreline management there is a particular need to take into account all of the impacts of such works including effects

on cultural resources. This is likely to be important in areas such as East Riding and Holderness, where the coast is particularly vulnerable to erosion and work is being actively undertaken to achieve safe and managed rollback.

Key Challenge 9: *How can reuse of minerals sites be balanced with conservation of their historic value?*

Policy Proposals

- identify areas such as the Yorkshire coalfields where there are concentrations of minerals sites and associated remains, which could potentially be reused to provide a range of policy benefits. There are concentrations of disused mines around Sheffield, Leeds, Doncaster, Barnsley and Rotherham. These sites also raise challenges for the development sector, with gas emissions and instability making them brownfield sites which are particularly difficult to redevelop partly due to problems managing coal mine and coal bed methane. The RSS should take this into account when weighing up options for redevelopment of disused sites.
- provide guidelines on the sporting, recreational, and cultural reuse of minerals sites such as mines and quarries and raise awareness of the issues which can arise if such developments do not recognise the cultural significance of these resources.
- use examples of sites where reuse for recreation and/or nature conservation have provided cultural benefits without eroding the historic significance of the site, such as Rifle Butts Quarry in East Yorkshire, or abandoned coal heaps throughout West Yorkshire where plant life has naturally regenerated. It should also refer to examples of where the reuse of historic mines has provided other benefits such as renewable energy generation from methane gas, as achieved at the derelict Wheldale Coal Mine in West Yorkshire.

Key Challenge 10: *What traditional materials are available through recycling or particularly needed in the region?*

Policy Proposals

- encourage the re-use of buildings wherever possible, particularly in the former industrial areas of West and South Yorkshire.
- encourage local planning authorities to support new developments and regeneration proposals which make use of recycled materials and resources. Key resources which are already recognised as being of value include wrought iron, limestone and slate.

Key Challenge 11: *What examples of good design exist? What can they teach us about future development?*

Policy Proposals

- draw from these and other regional examples to encourage high quality design, as part of urban and rural regeneration. Historic settlements

including the region's market towns and more rural landscapes have previously had difficulty in accommodating new or contemporary buildings, and it is in these areas which the RSS should target in order to change perceptions of the ways in which the vernacular and historic environment should influence, but not dictate the form of new development.

- continue to make use of high profile 'flagship' buildings to stimulate regeneration in areas where investment may have previously been limited. This could be achieved through design competitions and there could be a role for the cultural sector to play in investing in such initiatives.

Key Challenge 12: *Will climate change have any particular spatial or resource based concentrations within the region?*

Policy Proposals

- note that climate change could have particular impacts on the North York Moors, the Pennines, the Humber Estuary and the Coast, and take into account the implications which changes in these areas could have on cultural heritage resources.

Key Challenge 13: *Where might cultural, sports or historic initiatives be most usefully targeted to help address combined concentrations of poor health and low quality cultural environments?*

Policy Proposals

- aim to make use of cultural resources and initiatives in order to tackle spatial concentrations of poor health within the region. This could include stimulating the use of urban parks and open spaces for exercise within the region's main cities, or using sport and performance arts as a means of inspiring public participation in health initiatives.
- given that there are concentrations of poor health within the region's urban areas, the populations of South and West Yorkshire as well as towns along the coast and at the Humber Estuary, these areas should continue to provide a focus for health initiatives. The LDFs should explore the spatial concentrations of health issues and types of problem which might exist in these areas in more detail, as a means of targeting sport and culturally related health initiatives within the region.

Key Challenge 14: *What types of skills education and training are most needed within the region to support sport, the historic environment and culture?*

Policy Proposals

- note that the cultural and sports sectors and historic environment require support through education, skills development and training.
- emphasise the particular shortfall in these skills within rural parts of the region, and support a spatial approach which builds in opportunities for education, training and ultimately employment within these sectors. Such an approach should take into account the distribution and types of education establishments and training providers within the region.

Key Challenge 15: *How can other RSS policy areas support the realisation of national and regional objectives for sport, and in turn, how can sport help deliver the other policy objectives? Where can cultural, sports-based and historic regeneration be most effectively combined with retail and leisure investment to provide greatest environment, economic and social benefits without displacing demand for existing resources of this type?*

Policy Proposals

- seek to identify and protect those sites, areas and facilities of regional, national and international importance for sport; including strategic open spaces;
- provide a framework for the provision of major new sports facilities, including those of regional and sub-regional significance;
- ensure that sport is considered as an integral part of the decision-making process in respect of major areas of new development;
- consider ways of facilitating opportunities for sport and active recreation in designated areas, the urban fringe, countryside and the coast, recognising the differing needs of both visitors and local communities whilst respecting the natural and cultural resources of these areas
- emphasise the success of existing leisure and retail developments relating to the historic environment and use examples of this to inspire similar cross sectoral developments.
- highlight areas where such developments would be most usefully targeted within the region: such as the further development of city centres including Sheffield and Leeds to further diversify resources and make use of economies of scale associated with clustered development, or other towns which have not previously had such developments, but where investment is most needed. The RES notes that this is already being achieved through regeneration in places such as Bradford and Barnsley, but there may be scope for focusing on other areas and towns.