



PRE-DRAFT



**REGIONAL SPATIAL STRATEGY
(RSS)**



TOPIC PAPER 1:

**INTRODUCTION TO PRE-DRAFT
RSS**



**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 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

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 25 February 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

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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 1 - Introduction to Pre-Draft RSS

Introduction

1. The 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.
2. The Assembly is committed to making the preparation of the RSS as open a process as possible. The RSS Project Plan ('Shaping the Future', January 2004) emphasises the need for the continual involvement of key partners (local authorities and others) throughout the process. The participatory approach to preparing the RSS means that many partners are being continually involved in the development of ideas and the identification of issues that RSS needs to address. This has been possible through the different task groups that have been set up and by partner organisations leading on pieces of work to feed into the policy preparation process.
3. In addition, the RSS Project Plan provides for two periods for consultation with regional stakeholders before a draft RSS is prepared and submitted to Government. The first of these consultation periods took place between July and September 2004, when comments were invited on the 'Draft Spatial Vision and Strategic Approach' consultation document. A second period of consultation is allowed for between December 2004 and February 2005, in order to enable stakeholders to make further comments at the 'pre-Draft' stage and to allow for those comments to be taken into account before the final preparation of the Draft RSS takes place.
4. It is this second stage of consultation that we have now reached. The material prepared for this consultation is drawing the outputs of many different studies together and exposing the challenges for RSS that are emerging from them. This consultation stage should therefore be seen as another opportunity for local authorities and other regional partners to engage positively in developing the RSS. As part of an ongoing process, the documents that we are now making available for consultation should not be considered as final documents, nor providing fully worked-through solutions, but more as 'working papers': documents that present emerging ideas and work in progress.
5. To help structure these emerging ideas, this consultation phase is built around a number of topic papers. Across these papers, all of the topics identified in the RSS Project Plan are covered - Annex A of this paper shows how this has been done.
6. This first topic paper provides an introduction to the other Pre-Draft RSS topic papers. It sets out the building blocks for RSS that are already in place and how we are developing the ideas set out in the 'Draft Spatial Vision and Strategic Approach' consultation document in light of the

comments received and the results of the Strategic Environmental Assessment/Sustainability Appraisal. It provides an introduction to all of the other Topic Papers and sets out the next steps in the preparation of the RSS.

Building blocks for the new RSS

7. Many of the foundations upon which the development of a new RSS should be based have already been laid. The RSS Project Plan ('Shaping the Future', January 2004), stated that *'Advancing Together'*, the Region's integrated framework, should provide the vision upon which the RSS is based – with RSS being the spatial and land-use expression of *'Advancing Together'* - setting out 'where' and 'in what form and scale' development should take place to help deliver that regional vision.
8. The Project Plan also stated that the core development principles (key objectives, locational principles and strategic themes) of existing RSS (based on Selective Review of Regional Planning Guidance note 12 – December 2004) should be retained and used to provide the broad development objectives of the new RSS – albeit that they should be presented in a less complex manner than in existing RSS.
9. The 'Draft Spatial Vision and Strategic Approach' (upon which consultation and appraisal took place during the summer of 2004) has also provided a broad spatial structural framework and context for developing the overall approach and policies of the RSS – particularly the concept of distinctive sub-areas.

Each of these building blocks is explored briefly below.

Advancing Together

10. The new Regional Spatial Strategy will take as its starting point 'Advancing Together', the Region's integrated framework and vision. The 'Draft Spatial Vision and Strategic Approach' document explained how Advancing Together provides the vision upon which the RSS will be based – with RSS being the spatial and land-use expression of 'Advancing Together'. The objectives of Advancing Together are set out in Box 1.

Box 1 - Advancing Together

Vision for the Region

'Yorkshire and Humber will be a recognisably world class and international region where the economic, environmental, and social well being of all our region and its people advances rapidly and sustainably'

Objectives

Yorkshire and Humber will

- have a world class, prosperous and sustainable economy
- have physical infrastructure and communications that meet the needs of people, businesses, places and the environment
- have high quality natural and man-made environments
- have exceptional education and training, widespread learning and skills, and a healthy labour market without skills gaps and shortages
- be a socially cohesive and inclusive region – our people will have the capacity, resources and equitable access to quality services needed to live well
- possess and portray the highest standards of governance in all sectors and at all levels, and the highest levels of civic participation in decision making and community life

Existing RSS (based on the Selective Review of RPG12)

- 11.** The recently issued 'Regional Spatial Strategy' (December 2004) represents a selectively reviewed and redrafted version of Regional Planning Guidance Note 12 (RPG12). It retains the original objectives, strategic themes and locational principles of RPG12. These locational principles are embodied in the Strategy ('S') and Locational ('P') policies, which reflect a focus on urban areas, urban and rural renaissance, a sequential approach and the need to use physical resources sustainably and respond to climate change. These are set out in Box 2.
- 12.** These different layers of objectives, themes and principles do need to be simplified. Collectively though they provide a recently agreed spatial direction and basis of objectives for the new RSS. Their applications though could manifest in quite different spatial patterns of development, depending on the emphasis that was placed on their interpretation and the definition of terms such as 'main urban areas'.
- 13.** This second stage of consultation therefore importantly enables us to explore what these different emphases could be and the different spatial patterns of development ('spatial options') that could result. It is important that these are explored before decisions are made on the strategy and on the detail of policy to be included in the new RSS. The development of these options is introduced below and covered in detail in Topic Paper 2.

Box 2 – Existing RSS (based on Selective Review of RPG 12) objectives and strategic themes

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 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 resource consumption and encouraging use of renewable energy
- promoting the sustainable management of waste

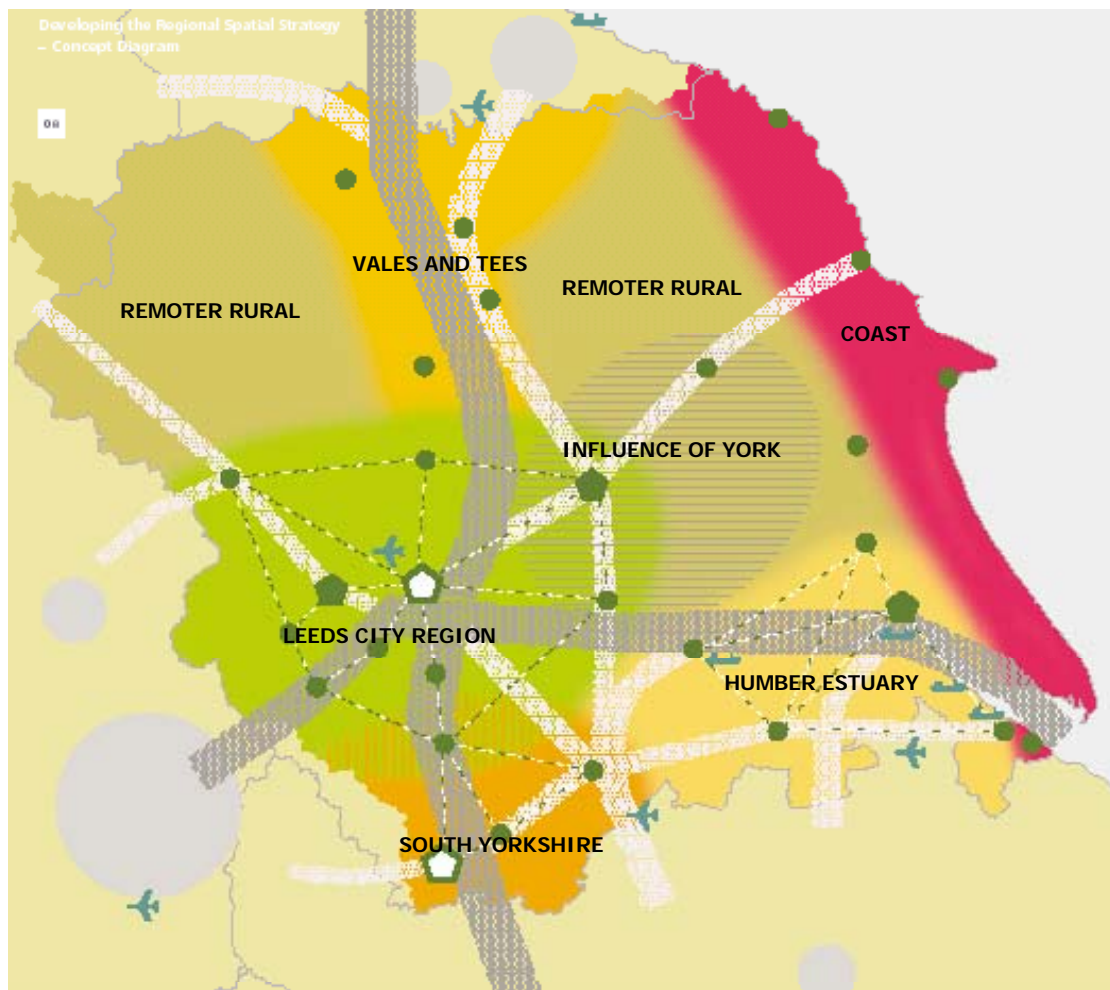
Four strategic themes are mapped onto these objectives:

- economic regeneration and growth
- promoting social inclusion
- urban and rural renaissance
- conserving and enhancing natural resources

Strategic approach

- 14.** The 'Draft Spatial Vision and Strategic Approach' consultation document and resulting responses have provided a broad spatial structural framework and context for developing the overall approach and policy direction for the new RSS.
- 15.** In particular, the 'Draft Spatial Vision and Strategic Approach' consultation document set out an approach to developing the new RSS that suggested the use of distinctive sub-areas to help us to understand what we already had in the region (to be 'analytical') and to suggest how we might want the region to develop (to be 'aspirational'). The sub-areas being used are shown in Map 1 below. There was widespread support for the use of these areas amongst the consultation responses (so long as they were set within a clear region-wide strategy and the policy implications were fully understood) and work on developing the RSS has therefore continued to use this sub-area approach.

Map 1 RSS Sub Areas



Options and scenarios

16. Given the building blocks described above, it is clear at this stage in the RSS preparation process that there are still a range of alternative development and policy choices that could be made in order to achieve the general vision and broad principles that are provided by Advancing Together, the current RSS and the spatial framework provided by the sub-areas.
17. The need to identify choices (or 'options') is also a requirement of the Government's policy advice on developing an RSS (set out in Planning Policy Statement (PPS) 11), not least because the consideration of options and alternative approaches is fundamental to meeting the requirements for Strategic Environmental Assessment and Sustainability Appraisal.

The investigation of these choices ('spatial options') is at the core of Topic Paper 2.

Topics

18. Across the Topic Papers prepared for this Pre-Draft Consultation, all the issues identified in the RSS Project Plan ('Shaping the Future', January 2004) are covered. Annex A sets out how this has been done.
19. Many of these Topic Papers are reporting on research and other technical work that has been carried out to inform the preparation of the new RSS. This has been led by officers of the Assembly or by partner organisations. At this stage, it has been possible to identify the issues and challenges for the new RSS that have arisen from this work and, in some cases, to suggest how they might be tackled. The questions for consultation therefore largely concentrate on getting your views about these key issues and how you think they could be addressed.

Evidence base

20. The Yorkshire and Humber region is a diverse region – a wide range of trends, issues and characteristics have and will continue to shape the future of our region. Information on all these factors collectively forms an 'evidence base' which helps us all to have a better understanding of the region, make informed decisions and assess the likely implications of those decisions.
21. The research and technical work that has been carried out in relation to all of the topic areas now means that a more comprehensive evidence base is starting to develop upon which we will be able to base the new Draft RSS. This is adding to the evidence that we have already had from:
 - 'Annual Monitoring Reports' prepared for RPG 12
 - 'Progress in the Region' – which measures progress against Advancing Together indicators
 - The 'Information Baseline' set out for the Strategic Environmental Assessment (SEA) of RSS
 - The information base developed for the 'Regional Settlement Study'
23. Much of the above evidence base contributed to the preparation of the 'Draft Spatial Vision and Strategic Approach' consultation document, which painted a picture of each of the sub areas in terms of the key characteristics of that area and the key issues that the new RSS needs to address. These descriptions have been further boosted by the consultation comments received that have fed into this stage of work.

Next steps

24. The comments that we receive as a result of this round of consultation will allow us to further refine, and develop in more detail, the key issues that the new RSS will have to address. They will also start to pinpoint how they could be addressed in more specific spatial and locational ways – a key attribute of the new RSS.

25. At this stage, many of the topic papers are really identifying challenges that other policy topic areas will have to address – the issues set out show how many of the policies in the new RSS will be inter-related. The next stage in the development of the RSS, when policies will be drafted, will therefore have to clearly show how these inter-relationships have been identified and responded to.

26. The next steps in the preparation of the new RSS are:

Policy drafting in the light of consultation responses	February – March 2005
Assembly to agree Draft new RSS	April 2005
Submit Draft new RSS to Government	April 2005
Formal consultation on Draft new RSS	May – July 2005
Public Examination into Draft new RSS	Winter 2005/06
Secretary of State issues new RSS	By end of 2006

Annex A

Topic identified in RSS Project Plan (January 2004)

Regional Context

Revised regional context
EU issues & ESDP
Inter-regional issues
Spatial vision

Strategic patterns of development

Settlement strategy
Leeds & Environs
S Yorks Spatial Study

Economy

Regional Employment Land Survey (RELS)
SEZs, HTZ, BPZs etc

Housing

Transport

Freight strategy
Strategic public transport
Accessibility Criteria
Demand Management
Parking standards
Aviation policy
European policy
Investment priorities

Covered in Pre-Draft RSS topic paper(s):

Topic Paper 2 - Spatial Options

Background briefing paper on European issues prepared – available from Assembly Planning Team
Highlighted where appropriate in different topic papers

Topic Paper 2 - Spatial Options

Topic Paper 2 - Spatial Options

Topic Paper 2 - Spatial Options

Topic Paper 2 - Spatial Options

Topic Paper 4 - Economy

Topic Paper 4 - Economy

Topic Paper 3 - Housing

Topic Paper 5a - Freight

Topic Paper 5b - Strategic Public Transport

Topic Paper 5c - Public Transport Accessibility Criteria

Topic Paper 5d - Demand Management

No new policy issues that require consideration

Topic Paper 5e - Aviation

Background briefing paper on European issues prepared – available from Assembly Planning Team

Topic Paper 5f - Investment Priorities

Transport indicators
Rural transport
Tourism issues
Ports & waterways

Rural

CAP reform research
Identification of typologies
Roles of rural areas

Vision for rural areas

Energy

Renewable energy
Other energy issues

Coast

Vision for coastal areas
Integrated management

Tourism

Spatial strategy for sustainable tourism

Environment

Forestry Framework
Biodiversity
Water Framework Directive
Climate Change

Topic Paper 18 - Monitoring

Topic Papers 2 - Spatial Options, 5a – Freight and Strategic Public Transport - 5b

Topic Paper 9 - Sustainable Tourism

Topic Paper 5a - Freight

Topic Paper 6 - CAP reform

Topic Paper 2 – Spatial Options

Topic Paper 2 – Spatial Options; see also emerging work on Regional Rural Framework – www.goyh.gov.uk/yhruralframework

Topic Paper 2 – Spatial Options; see also emerging work on Regional Rural Framework – www.goyh.gov.uk/yhruralframework

Topic Paper 7 - Energy

Topic Paper 7 - Energy

Topic Paper 2 - Spatial Options

Topic Paper 8 - Water

Topic Paper 9 – Sustainable Tourism

Topic Paper 10 – Forestry

Topic Paper 11 – Biodiversity

Topic Paper 8 - Water

Covered under range of different topic papers, including **Topic Paper 2 – Spatial Options, Topic Paper 7 – Energy and Transport Topic Papers**

Air Quality

Flood Risk

Culture & heritage

Cultural issues

Built heritage

Sport

Health

Education

Minerals

Crushed rock

Sand and gravel

Other minerals

Waste

Hazardous & special

Industrial & commercial

Construction & demolition

Facilities analysis

Retail and leisure

Monitoring

Work taken forward by Regional Environment Forum (REF) to help with environmental baseline work; Phase 1 scoping report available from REF

Topic Paper 8 - Water

Topic Paper 12 - Culture

Topic Paper 12 - Culture

Topic Paper 12 - Culture

Topic Paper 13 - Health

Topic Paper 14 - Education and Skills

Topic Paper 15 - Minerals

Topic Paper 15 - Minerals

Topic Paper 15 - Minerals

Topic Paper 16 - Sustainable Waste Management

Topic Paper 16 - Sustainable Waste Management

Topic Paper 16 - Sustainable Waste Management

Topic Paper 16 - Sustainable Waste Management

Topic Paper 17 - Retail and leisure

Topic Paper 18 - Monitoring