

**Project Write-up:**

**Mapping Policy Implications of LDF Core Strategies**

Yorkshire and Humber Assembly

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## Background

NLP was commissioned by the Yorkshire and Humber Assembly (YHA) to undertake a strategic level review of emerging Local Development Framework (LDF) Core Strategies in the Yorkshire and Humber Region. The purpose of the report was to provide information to help evaluate current policy approach to accommodating growth within each of the Sub-Areas of the Regional Spatial Strategy (RSS) and contribute to the evidence base for the review of the RSS (Update 2009).

The study used GIS to analyse LDF Core Strategies to assess how the relevant RSS Sub-Area approach was being interpreted and implemented. The outputs of the analysis have been collated into a table that enables mapping of the final outcomes. This table is attached to this report as Annex A. The table format also allows the RPB to carry the project on as LDF preparations are advanced.

At the time of the initial study, 13 of the 21 LPA's in the region were at or beyond the Preferred Options Stage. Preferred Options is the stage at which potential approaches to growth begin to emerge. The status of each authority at the time of the study is found in Table 1 – Core Strategy progress of districts within Yorkshire and Humber – Source: Development Plans/LPAs

**Table 1 – Core Strategy progress of districts within Yorkshire and Humber**

<b>LPA</b>	<b>Current Core Strategy Status</b>	<b>Core Strategy – Next Stage and Timelines</b>	
Leeds	Issues & Options	Preferred Options	May/June 2008
Bradford	Further Issues & Options	Preferred Options	Sept/Oct 2008
Calderdale	N/A	Issues & Options	Mid 2008
Kirklees	Preferred Options	Further Preferred Options	September 2008
Wakefield	Submission Draft	Examination	August 2008
Craven	Preferred Options	Submission Draft	July/August 2008
Harrogate	Submission Draft	Examination	April 2008
Barnsley	Preferred Options	Further Preferred Options	January 2008
Sheffield	Submission Draft	Examination	April 2008
Rotherham	Preferred Options	Submission Draft	Sept/Oct 2008
Doncaster	Further Options	Amended Preferred Options	Sept/Oct 2008
Hull	N/A	Issues & Options	Spring 2008
North Lincolnshire	Preferred Options	Submission Draft	Aug/Sept 2008
North East Lincolnshire	Preferred Options	Further Preferred Options	September 2008
East Riding	Issues & Options	Preferred Options	March/April 2008

Selby	Issues & Options	Preferred Options	May 2008
Ryedale	Issues & Options	Preferred Options	Apr/May 2008
York	Issues & Options	Preferred Options	Apr/May 2008
Hambleton	Adopted		
Richmondshire	Preferred Options	Submission Draft	July 2008
Scarborough	Preferred Options	Submission Draft or Further Preferred Options	September 2008

Source: Development Plans/LPAs

Key
Core Strategy Current Status
Issues and Options Published
Preferred Options Published
Submission Draft Published
Core Strategy Adopted

The purpose of examining the developing LDF's is to identify if any patterns to accommodating growth are emerging at the Sub-Area level. Below is a brief summary by sub-area of the findings of examining the LDFs. The information is also contained in the Excel Table found at the end of the report.

### Leeds City Region Sub-Area Commentary

Within the Leeds City Region Sub-Area there is concern that there is overall shortfall of housing unit delivery. Whilst some authorities have identified a modest increase in delivery against RSS targets some authorities have proceeded with a significantly lower delivery plan. This may be due in part to the point in time when the work was completed. Earlier completion may well have been based on an earlier version of the RSS that had lower growth figures.

Transportation remains a key infrastructure concern, identified in both the RSS and in the emerging LDF documents. Specifically improvements to rolling stock and transport interchange development were highlighted as infrastructure needs. Both the 2009 Update, Implementation Action Plans and the Regional Funding Priorities will need to research how transportation may be constraining sustainable development options within the sub-area.

Additional areas of growth were identified as possibilities in the issues and options stage that may need to be re-visited in light of the increased housing requirements. These options include growth areas in both North and South Kirklees, the Five Towns in Wakefield and Esholt and Holmewood in Bradford. Along with growth areas, possible additions to the RSS defined settlement network were also identified. These included: Silsden, Burley, Menston,

Bingley (Bradford), Cross Hills, Glusburn (Craven), and Featherstone, Knottingley and Normanton (Wakefield).

Whilst the identified growth areas and additions to the settlement network may have now been discarded in favour of options more closely aligning with the current core approach of the RSS there is the potential to re-examine these options. This would require identifying whether growth could be supported within these locations but also that there is a demand and capacity for the growth and that there would not be an adverse impact on delivering the LDF and RSS overall aims.

It should also be noted that Kirklees identified growth in Huddersfield may be constrained due to the greenbelt. If growth were to occur to the levels outlined in the RSS a greenbelt review might be required in the future. Policy YH9 of the RSS recognises this point.

### **South Yorkshire Sub-Area Commentary**

Several patterns have emerged from analysing the LDF results at the Sub-Area level.

All four of the local authorities have identified key growth areas that lie outside the current RSS settlement network. Whilst at the local level growth beyond the settlement network might not have an adverse impact on delivering the core strategy of the RSS there is concern over the cumulative effects at the sub-area level.

If development is too dispersed there is the possibility that the larger centres identified in the strategy will no longer play the regionally or sub-regionally significant role that they currently do and would possibly not make best use of the infrastructure. Moreover dispersed development may put additional strains on infrastructure delivery and could be seen as less sustainable.

Another pattern that emerged from the analysis is the under-delivery of housing units as compared to the targets set out in the RSS. As the 2009 Update is seeking to increase delivery the under delivery against current targets may prove to be problematic.

Additional areas for expansion of the current settlement network that have been considered include Darton, Thurscoe, Bolton on Dearne (Barnsley), Brampton/West Melton (Rotherham), Adwick/Woodlands, Armthorpe, Askern and Conisbrough (Doncaster), and Mosborough/Woodhouse (Sheffield). Waverley in Rotherham has also been identified as a site being able to deliver approximately 3500 new homes.

However the first pattern of identifying additional locations for development may in fact prove to be beneficial to the second pattern of under-delivery of

units. This is because locations for potential growth have already been identified, and therefore they may be able to accommodate further growth than that already allocated.

Infrastructure issues continue to focus on transport related matters. Public transport improvements within larger urban centres are noted as necessary as well as connections to the airport and developing strategic rail freight interchange.

### **Humber Sub Area Commentary**

The Humber Sub-Area analysis is limited due to limited progress on development of the LDFs in East Riding and Hull.

However both North Lincolnshire and North East Lincolnshire have identified potential housing delivery which both fall short of the targets identified in the RSS. There has been an identification of Immingham as being promoted to Principal Service Centre status and for a major growth area (Lincolnshire Lakes) west of Scunthorpe. It should be noted that the EA has expressed concerns about this proposal. Discarded options for growth also included Barton on Humber, Brigg, Crowle and Epworth.

Transport infrastructure was identified as being needed to improve connectivity between Scunthorpe, Immingham, Grimsby and Cleethorpes. Local public transport projects were also noted.

### **York Sub-Area Commentary**

Within the York Sub Area there has been limited progress on developing LDFs. However Ryedale has identified being able to deliver housing at a higher rate than in the RSS, although delivery is only allocated till 2021. York has been identified as being the main focus for growth for the Local Authority but have identified potential settlements for development. These include Haxby, Wiggington, Dunnington, Upper and Nether Poppleton, Copmanthorpe and Strensall/Townthorpe. However preferred options have not yet been set out.

Selby's Issues and Options Report in 2006 set out different options for the distribution of new development. Alongside a focus on the town of Selby the options include the possibility of a larger proportion of development being distributed between the Local Service Centres of Tadcaster and Sherburn-in-Elmet/South Milford based on employment opportunities.

In terms of transportation there is a focus on reopening the Malton to Pickering rail line and on the public transport interchange at Selby. York also notes a need to improve accessibility in the City Centre through increased use of park and ride services. Flood infrastructure was also noted as need within York.

### **Vales and Tees Link Sub-Area Commentary**

The Vales and Tees Link Sub-Area focuses on the LDFs of Hambleton and Richmondshire. Both authorities have identified housing delivery as being able to meet (or modestly increase) the RSS targets. Transportation infrastructure is noted as being needed within Northallerton and to build a Northern Link Road in the Town. Richmondshire District Council identified a potential triangle of growth opportunity around Catterick Garrison which includes the Local Service Centres of Brompton and Catterick Village. Harrogate has not promoted growth at Ripon due to its lack of public transport connectivity.

### **The Coast Sub Sub-Area Commentary**

The Coast sub-area is composed of areas from both Scarborough and East Riding of Yorkshire. Scarborough has not identified enough housing delivery to meet the RSS target, falling short of 504 units until 2021. One option for further growth at Filey was discarded due to sustainability reasons. Infrastructure improvements to the A64 and rail links to the surround area have been identified.

### **Remoter Rural Sub-Area Commentary**

No specific analysis has been undertaken for the Remoter Rural Sub Area. However it can be noted that Craven did discard the option of further growth in Settle. These locations may provide opportunities to meeting the needs of some of the remoter rural residents to the west of the region.

### **Summary**

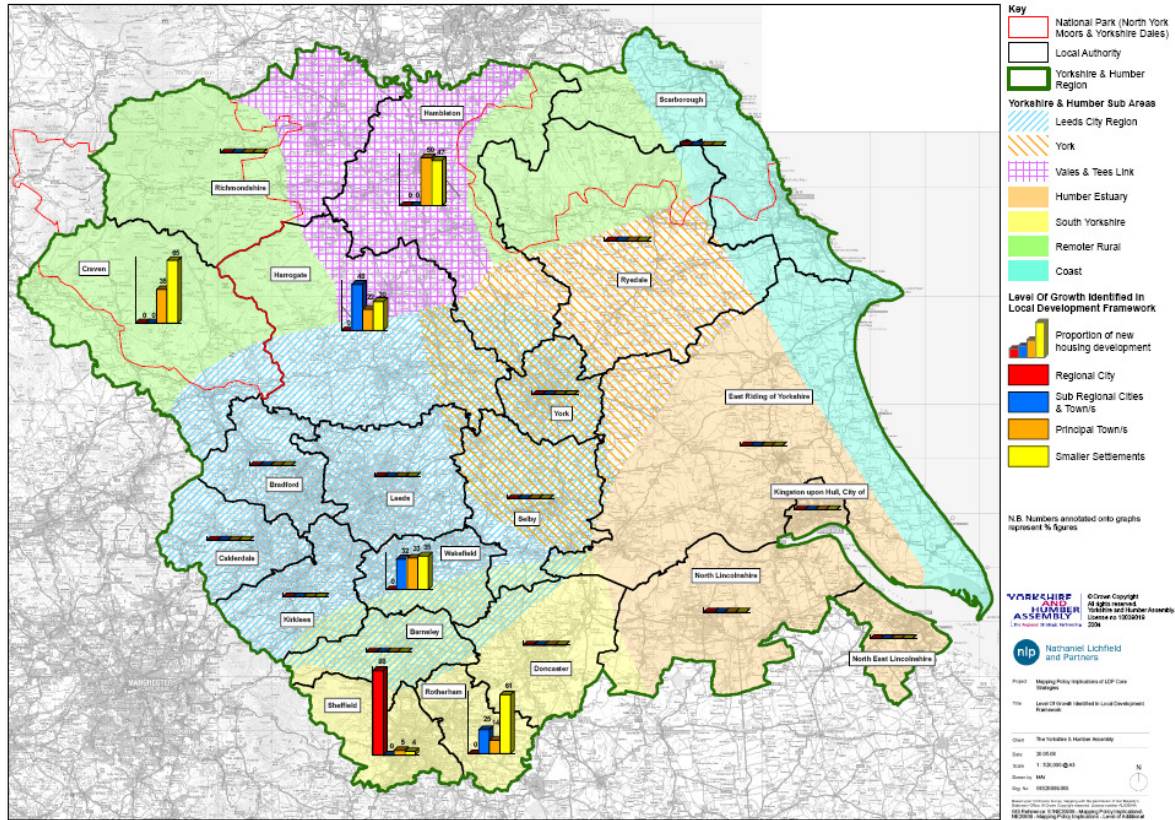
Overall there is a shortfall of delivery against the RSS housing targets. As the 2009 Update is seeking to identify further locations for growth to accommodate increased housing provision it is of concern that the current round of LDF preparation has not yet been able to provide for the current targets. Re-examining options that have been discarded in the past may provide options for accommodating further growth, although there may be a need to look at new options not yet examined.

One of the key outputs of the study was to use GIS to show levels of growth. Figure One shows the Level of Growth identified in the LDF documents using the Settlement Network. This figure highlights the patterns of growth being proposed at the Local Authority level. It is important that these patterns remain consistent with the core approach of the RSS to ensure its successful delivery.

Infrastructure requirements have focused on the transportation investment. Whilst this is helpful in determining what may be hindering the development of an area, further infrastructure needs should also be identified along with capacity to accommodate development. Flood risk remains a strategic

constraint to growth in the region and should be examined more closely. Additionally the opportunities, or lack thereof, that green infrastructure might offer for development, should also be more closely examined.

Figure 1: Level of Growth Identified in Local Development Framework



## Annex A: Summary Table from Mapping Policy Implications of the Local Development Frameworks within the Yorkshire and Humber Region Report

SUB AREA	LPA	SETTLEMENT NAME	SETTLEMENT TYPE	LDF CORE STRATEGY STATUS	VERSION OF RSS UPON WHICH CORE STRATEGY BASED	RSS / LDF VARIATION?	DISCARDED OPTIONS	LEVEL OF GROWTH IDENTIFIED IN LOCAL DEVELOPMENT FRAMEWORK	LEVELS OF GROWTH IN SMALLER SETTLEMENTS	LEVEL OF GROWTH REQUIRED BY RSS
Leeds City Region	Bradford	Bradford	District	Further IO	PC RSS		Silsden, Burley and Menston identified in the IO CS as well located larger settlements with for potential growth (option A-Focused dispersal).	Approximately 50000 (2008-2026) (Further Options CS 4.9). <a href="#">2778 p.a</a>	Options range from 5% to 20% of total development outside of the Sub-Regional cities and Principal Towns	54840 (2004-2026) <a href="#">2492 p.a</a> 48600 (2008-2026) 2700 p.a
		Bradford	Regional City	LPA submitted representations to RSS seeking Regional City status.		Sub-Regional City (in all Options). Main focus for housing.		Options Range from <b>50% to 70%</b> in the Sub-Regional City		27420 (2004-2026) <a href="#">1246 p.a</a> 24300 (2008-2026) 1350p.a
		Keighley	Principal Town			Principal Town (In all Options).		Options range from <b>10% to 30%</b> of total development in Principal Centres		
		Ilkley	Principal Town			Principal Town (In all Options).		Options range from <b>10% to 30%</b> of total development in Principal Centres		

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	Calderdale	Calderdale	District	Not commenced						14060 (2004-2026) 639 p.a
		Halifax	Sub-Regional Town							
		Brighouse	Principal Town							
	Craven	Craven	District	PO (Submission July-Aug 08)	PR RSS		At IO stage, Cross Hills, Glusburn and Settle were identified as 'settlements for growth' in some options. Preferred option was to downgrade these as 'local service centres' due to physical constraints.	3300 (2006-2021) (3648 inc. 348 already built-para 6.38) 220 p.a	2145 (2006-2021) (Core Strategy 6.42) 2730 (2004-2026) <b>65%</b>	5500 (2004-2026) 250 p.a 3740 (2006-2021) 250p.a
		Skipton	Principal Town			Principal Service Centre	Not mentioned.	1155 (2004-2021) <b>35% of total.</b>		



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		Holmfirth	Principal Town			Not recognised in LDf				
		Batley	Principal Town							
		Dewsbury	Principal Town							
	Leeds	Leeds	District	IO (PO expected May/June 2008)	PCRSS			73800 (2007-2026) 3884p.a.	Core Strategy not sufficiently progressed.	86400 (2004-2026) 3927 p.a. 79660 (2007-2026) 4192p.a.
		Leeds	Regional City							43200 (2004-2026) 1964 p.a. 39830(2007-2026) 2096 p.a.
		Wetherby	Principal Town							

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	Wakefield	Wakefield	District	SD (Examination expected Aug 2008)	PCRSS	Urban Areas, Local Service Centres, Villages (Core Strategy Table 2).	Five towns' approach of Castleford, Pontefract, Normanton, Knottingly, Featherstone (CS IO p. 20). This was rejected on the basis of sustainability, brownfield land and employment opportunities.	33480 (2004-2026) (CS table 4) <b>1522 p.a</b>	11718 (2004-2026) (CS table 4) <b>35%</b>	33480 (2004-2026) <b>1522 p.a</b>
		Wakefield	Sub-Regional Town			Sub Regional City		10960 (2004-2026) (CS table 4). <b>32%</b>		16740(2004-2026) <b>761 p.a</b>
		Castleford	Principal Town			Principal Town		7110 (2004-2026) (CS table 6) <b>21%</b>		
		Pontefract	Principal Town			Principal Town		4300 (2004-2026) (CS table 4) <b>12%.</b>		
		Leeds City Region	Possible Eco Town							

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South Yorkshire	Barnsley	Barnsley	District	PO (Further PO expected in June July 08).	Sub-regional Spatial Strategy Vision for South Yorkshire		At the IO and initial PO stages, the following were classified as 'main towns' (second in hierarchy) Wombwell, Thurnscoe, Goldthorpe, Hoyland, Darton, and Bolton on Deane. Cudworth and Penistone were 'small towns' (Para 187). Uncertain as to whether these will have same status in Further IO, as this version pre-dates the RSS.			21630 (2004-2026) <a href="#">983 p.a</a>
		Barnsley	Sub-Regional Town							10815 (2004-2026) <a href="#">492 p.a</a>
		Cudworth	Principal Town							
		Goldthorpe	Principal Town							
		Wombwell	Principal Town							
		Hoyland	Principal Town							
		Penistone	Principal Town							



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		Thorne	Principal Town			Principal town				
		Rossington (Inland Port)	Possible Eco Town			Potential growth settlement				
		Adwick/Woodlands	Additional LDF Category			Principal town				
		Armthorpe	Additional LDF Category			Principal town				
		Askern	Additional LDF Category			Principal town				
		Conisborough	Additional LDF Category			Principal town				

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	Rotherham	Rotherham	District	PO (Submission Sep/Oct 08)	SDRSS	Settlement as a key focus for change (parts of Rotherham urban area comprising the town centre, Herringthorpe, East Herringthorpe/Dalton, Canklow, Masborough, East Dense and St Ann's) and Settlements with a high potential for change (parts of Rotherham urban area comprising Blackburn, Kimberworth, Kimberworth Park Greasborough/Wingfield) (Core Strategy policy PD1).	Responding to market forces, matching needs with opportunities, managing the environment as a key resource- rejected in favour of a hybrid option (Figure 6).	17 411 (2006-2021) (including Waverly and Windfalls) <a href="#">1160 p.a</a>	7025 (2006-2021) <b>40%</b>	23880 (2004-2026) <a href="#">1085 p.a</a> 18080 (2004-2021) <a href="#">1064 p.a</a>

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		Rotherham	Sub-Regional Town			Settlement as a key focus for change (parts of Rotherham urban area comprising the town centre, Herringthorpe, East Herringthorpe/Dalton, Canklow, Masborough, East Dense and St Ann's)		3087 (2006-2021) <sup>1</sup> <b>18%</b>		4776 (2004-2026) <sup>2</sup> <a href="#">17p.a</a> 9040(2004-2021)432p.a
		Dinnington	Principal Town			Dinnington/North Aston Settlements as a key focus for change (Core Strategy policy PD1).		Anston/Dinnington 1711 (2006-2021) (table 6) <sup>1</sup> <b>10%</b>		
		North Aston	Additional LDF Category			Dinnington/North Aston Settlements as a key focus for change (Core Strategy policy PD1).		as above		

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		Brampton/West Melton	Additional LDF Category			Settlements as a key focus for change (Core Strategy policy PD1).		389 (2006-2021) <b>2.2%</b>		
		Waverly Development	Additional LDF Category			Not mentioned		3500 (2006-2021) <b>20%</b>		
	Sheffield	Sheffield	District	SD (Examination Apr 08).	PR RSS	CS does not set out a settlement hierarchy		28550 (2004-2026) (CS table 8.1) <a href="#">1298 p.a</a>	2100 (2004-2021) (SH2) <b>7%</b> (based on 'rural settlements' and Mosborough/Woodhouse )	RSS 29750 (2004-2026) <a href="#">1352 p.a</a>
		Sheffield	Regional City			Not classified in CS.		city centre only - 10600 (2004-2021) (CS policy SH1) <b>37%</b> All urban area 25100 (2004-2021) (CS Policy SH1) <b>88%</b>		14875 (2004-2026) <a href="#">676 p.a</a>
		Chapelton	Principal Town			District Centre (CS Policy CC2)		Chapelton/Ecclesfield 500 (2004-2021) (CS policy SH1) <b>2%</b>		



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	North East Lincolnshire	North East Lincolnshire	District	PO (Further PO Sep 08)	SDRSS	Major Urban Area (Grimsby and Cleethorpes). Principal Service Centre (Immingham), Local Service Centres, other settlements (Core Strategy policy KP1).	Do nothing, growth based on economic strengths, growth based on enhancing the environment, growth based on sustainable communities (CS IO).	4900 (2004-2016) <a href="#">408 p.a</a> Core Strategy Policy CP3.	Not defined	10420 (2004-2026) <a href="#">474p.a</a> 5320 (2004-2016) 443p.a
		Grimsby/Cleethorpes	Sub-Regional Towns			Major Urban Area (CS policy KP1).		Exact figure not given in Core Strategy.		5210 (2004-2026) <a href="#">237 p.a</a> 2660 (2004-2016) 166p.a
		Immingham	Additional LDF Category							
	North Lincolnshire	North Lincolnshire	District	PO (Submission Aug/Sep 08).	SDRSS	Major Urban Area, Market Towns, Rural Service Centres, Villages in the Countryside (Core Strategy policy p25).	At IO stage option to significantly develop market towns of Barton on Humber, Brigg, Crowle and Epworth (p. 28).	10900 (2004-2021) (Core Strategy policy CS3) <a href="#">641 p.a</a>	Not defined	15700 (2004-2026) <a href="#">714p.a</a> 11950 (2004-2021) 703p.a

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		Scunthorpe	Sub-Regional Town			Major Urban Area.	Option to maintain Scunthorpe's role as a sub-regional centre was discarded in favour of expansion of its role as a major sub regional centre (Core Strategy p.26).	Exact figure not given in Core Strategy (Allocations DPD at IO).		7850 (2004-2026) <a href="#">356 p.a</a> 5975 (2004-2021) 351p.a
		Scunthorpe (Lincolnshire Lakes)	Growth Point			Urban extension (Core Strategy policy CS10).				
York	Ryedale	Ryedale	District	IO (revised) (PO Apr/May 09)	SDRSS	Proposed hierarchy - principal service centre, local service centre, service villages, non-service villages (CS 3.3).		3500 (2005-2021) <a href="#">218 p.a</a>		4520 (2004-2026) <a href="#">205 p.a</a> 3290 (2005-2021) 206 p.a
		Malton	Principal Town			Principal Service Centre (Malton and Norton).				
	Selby	Selby	District	IO (PO May 08)	SDRSS	Not defined.				9480 (2004-2026) <a href="#">431p.a</a>

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		Selby	Principal Town							
	York	York		IO (PO Apr/May 08)	PR RSS					17860 (2004-2026) 812p.a
		York	Sub-Regional Town			All options refer to York as Main Urban Area (CS p15).				8930 (2004-2026) 406 p.a
		York Central and York North West	Growth Point			Major Development Site.				
Vale and Tees Link	Hambleton	Hambleton	District	Adopted.	SDRSS		Concentration in service centres and dispersal between towns and other settlements (IO Spatial Strategy Paper). Settlement categories and % of distribution align with SDRSS, but not PCRSS	4990 (2004-2021) (Core Strategy policy CP5) 294 p.a	2345 <b>47%</b> (‘other’ settlements are Bedale, Esingwold, Stokesley service villages etc)	6320 (2004-2026) 287 p.a 4920 (2004-2021) 289 p.a
		Thirsk	Principal Town			Principle Service Centre.		1124 (2004-2021) <b>23%</b>		

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		Northallerton	Principal Town			Principle Service Centre.	Development will be focussed in North Northallerton. Other development directions were discarded.	Northallerton - 1422 (2004-2021) <b>28%</b>		
	Richmonds hire	Richmondshire	District	PO (Submission July 08)	PC RSS	Principal Towns, Local Service Centres.	Focus growth on Catterick Garrison, or allow market forces to define growth were discarded in favour of promoting Catterick garrison and Richmond as the main town.	4400 (2004-2026) (CSP3) <a href="#">200 p.a</a>		4400 (2004-2026) <a href="#">200 p.a</a>
		Richmond	Principal Town	As above.		Principal Town (jointly with Catterick Garrison).	Key Service Centre.	This will be defined in Richmond and Catterick Garrison Area Action Plan.		
<b>Coast</b>	East Riding	East Riding	District	See row 71		See row 71	See row 71	See row 71	See row 71	RSS 25300 (2004-2026) <a href="#">1150 p.a</a>
		Bridlington	Principal Town	IO Mar 08.		Principal Town.	N/A.	880-1100 (2005-2016) <b>8-9%</b> Exact requirement to be set out at Allocations PO Stage.		

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	Scarborough	Scarborough	District	PO (Further PO Spring 08)	SDRSS	Sub-regional centre, principal service centre, local service centre, service villages, non-service villages.	Allow new development in all settlements, concentrate development in towns only and concentrate development in certain towns were rejected in favour of allowing new development in towns an selected key 'service' villages. Discarded Options propose development in Scarborough, Whitby and Filey. Options were rejected on the basis of sustainability.	7960 (2004-2021) <a href="#">468 p.a</a>		10720 (2004-2026) <a href="#">487p.a</a> 9000 (2004-2021) <a href="#">529p.a</a>
		Scarborough	Sub-Regional Town			Sub-Regional Centre and Growth Area (Preferred Options Core Strategy p18).	No change.	Not defined in Core Strategy.		
		Whitby	Principal Town				Principal Service Centre (CS p.18).		Not defined in Core Strategy.	

SUB AREA	LPA	SETTLEMENT NAME	SETTLEMENT TYPE	LDF CORE STRATEGY STATUS	VERSION OF RSS UPON WHICH CORE STRATEGY BASED	RSS / LDF VARIATION?	DISCARDED OPTIONS	LEVEL OF GROWTH IDENTIFIED IN LOCAL DEVELOPMENT FRAMEWORK	LEVELS OF GROWTH IN SMALLER SETTLEMENTS	LEVEL OF GROWTH REQUIRED BY RSS
Remoter Rural	North Yorkshire Moors National Park			SD						
	Yorkshire Dales National Park			Local Plan						