

Regional Spatial Strategy:
Scoping Education and Skills Issues

FINAL REPORT

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1. EXECUTIVE SUMMARY

1. This report sets out findings from a scoping study commissioned by the Yorkshire and Humber Assembly (YHA) to identify key education and skills issues and their spatial implications which the Regional Spatial Strategy (RSS) should consider. RSS will form the spatial expression of Advancing Together and will address the questions of how much, how big and where?
2. On the development of RSS, guidance indicates RSS should set out policies and proposals “governing the future distribution of regionally or sub-regionally significant activities”. RSS should also, “inform and take account of other strategies and programmes that have a bearing on land-use activities”. Whilst some education and skills issues may be “regionally or sub-regionally significant activities” which RSS should consider, many issues do not impinge on the development planning system and have their own institutional and policy arrangements in place. This raises questions as to what RSS can and should usefully say about these issues, and whether it should be concerned with issues already dealt with through other strategies and programmes.
3. There are many different domains of activity within the education and skills arena, each of which may serve different catchment areas, have different institutional arrangements and face different issues. These issues may also have different spatial implications which may, or may not, be sub-regionally or regionally significant.
4. Given the objectives of national and regional policy to raise educational attainment and increase participation in education and training at all ages, everyone in the region needs access to good quality learning provision from early years to higher education and community-based provision. Whilst increasing access does not necessarily imply the need for more physical development i.e. the use of e-learning and delivery of HE through FE, access issues need to be considered in relation to wider housing, transport and economic developments.
5. Access can also become increasingly relevant when considering more specific education and skills issues, such as: the location of specialist provision (where there may not be a neat fit between supply and local demographics); the travel to work patterns of teaching and support staff; the location of student accommodation; provision in disadvantaged communities and target groups and different employer demands.
6. A key issue which RSS needs to consider is that whilst many education and skills issues have spatial dimensions e.g. inequalities in educational attainment and skills levels, these issues do not always require a development planning response, or a regional response. It may be that there is a role for RSS in developing policies that influence the spatial distribution of resources, and in making choices about spatial priorities. Framing such policies on prioritisation will need to be undertaken with the agencies concerned.
7. Some issues may also be better dealt with at a local level through Local Development Frameworks rather than the RSS, particularly given that it can be difficult and sometimes misleading to generalise about issues at a regional level.
8. With this in mind, the development of spatial policies in RSS should also consider how these may impact on education and skills provision to ensure they do not inadvertently hinder access to

provision or the abilities of providers to develop and improve the quality, scope and scale of provision.

9. It may be that rather than being an issue to be dealt with through town and country planning, development planning policies may instead need to be subject to “education and skills proofing” while they are being developed to ensure all issues and implications are considered, and that education and skills development and economic development (including planning considerations), along with inclusion and environmental considerations, are progressing in the same direction.
10. The RSS consultation on six sub-areas within the region suggests unifying concepts for each area. Subject to consultation responses, it may be that it is at the level of these sub-areas and concepts that education and skills proofing can best occur for the purposes of formulating RSS.

2. INTRODUCTION

Background

- 2.1 This report sets out findings from an education and skills scoping study commissioned by the Yorkshire and Humber Assembly (YHA). The research has involved drawing together existing information about education and skills issues and their possible spatial implications, and identifying key issues which the Regional Spatial Strategy (RSS) could consider.
- 2.2 Commissioned in July 2004, the research has been undertaken throughout August 2004 by John Trinnaman and Sarah Garner from mtl, and overseen by a steering group comprising Karen Hill and Jenny Poxon from YHA. The draft report was also discussed by the Education and Skills Commission¹. Particular issues which the research needs to consider include:
- the spatial implications of skills and education issues raised in RES/FRESA and the regional and sub-regional action and investment plans;
 - the spatial implications of the Regional Emphasis Document (RED);
 - Government guidance on the RSS;
 - linkages to other aspects of RSS;
 - spatial implications of LLSC strategic area reviews;
 - the spatial implications of education and skill infrastructure geographical coverage and access to facilities;
 - local labour clauses and the use of section 106 agreements.
- 2.3 This research forms a small component of a much wider review of regional and local planning. At the regional level, Regional Planning Guidance (RPG) will be replaced by RSS, whilst locally, Unitary Development Plans (UDPs) and Structure and Local Plans will be replaced by Local Development Frameworks.
- 2.4 The new RSS will include consideration of a broader range of issues compared to the existing RPG, with education and skills being one of the new issues to be considered. The RSS will contribute towards meeting the objectives of Advancing Together which sets a vision for the region to have, “exceptional education and training, widespread learning and skills and a healthy labour market without skills gaps or shortages”. RSS will form the “spatial expression” of this overarching document. The key questions to be addressed by the RSS will be “how much”, “how big” and “where” in the region?
- 2.5 Whilst the RSS will take over from RPG, many of the principles adopted in RPG will remain relevant. Some issues for consideration are:
- The European Spatial Development Perspective (ESDP) which advocates a polycentric pattern of development i.e. the development of urban growth centres, in a way which ensures parity of access to infrastructure and knowledge. Access to learning infrastructure is clearly vital in raising achievement and participation.
 - National Targets for Education and Skills (NVQs).
 - The influence of EU Structural Funds, particularly Objective 1 in South Yorkshire which provides additional funding to address education and skills issues.

¹ At the Economy and Skills Commission meeting on the 17th September 2004

- Relationships with other regions, particularly labour and learner mobility and flows.
 - The diversity of the region and characteristics of different areas e.g. coalfield areas, rural areas, urban centres which may influence dominant education and skills issues and needs.
 - Key changes in the region (and outside it) can have a significant impact on education and skills issues e.g. the changing industrial structure, population dynamics, performance of housing markets, patterns of settlements, policy shifts etc.
- 2.6 The concept of spatial planning, being wider than traditional land use and development planning, allows a broader range of policies that go beyond the use of land or its change of use. Guidance points to RSS setting out policies and proposals “governing the future distribution of regionally or sub-regionally significant activities”. Delivering education and the acquisition of skills may be regarded as “activities” in these terms.
- 2.7 Guidance goes on to say that “RSS should also inform and take account of other strategies and programmes **that have a bearing on land-use activities**” (our emphasis), and cites education as one of several examples. Policies should have a spatial dimension to help to guide activity (i.e. locational emphasis). The policies need not be expressed in town and country planning system terms. Current RPG for this region, for example, has a policy establishing spatial priorities for regeneration which, by implication, seeks to achieve a geographic distribution of resources.
- 2.8 But, then, the guidance says that policies and proposals must be linked to the achievements of objectives concerning the use and development of land. Any policies that cannot be delivered through the development plan or local transport process should be clearly identified and the means of delivery clarified with the bodies concerned.
- 2.9 In the domain of education and skills there will be a great deal of “activities” which occur across the region in institutions, communities, the home, workplaces etc which do not involve use of land or transport and which do not impinge on the planning system. Conceivably, RSS in this region could seek to regard such activities as similar to the RPG treatment of regeneration priorities. Were this to be so, RSS could establish policies and proposals for the spatial distribution of resources for education and for skills acquisition. This would imply policies which affect, for example, LEAs, LSCs, HEFCE, Sector Skills Development Agency and Sector Skills Councils, Yorkshire Forward, employers etc on what they do, where and how.
- 2.10 In trying to scope the education and skills issues for RSS, we have wrestled with the ambiguities of spatial perspectives on these topics and the extent to which spatial planning has a locus and a competence to provide locational specificity on education and skills within the region. Ultimately this will be for the Assembly (as Regional Planning Body) to determine in consultation with relevant stakeholders. A key consideration here is that guidance seeks a clear link between objectives, policies and implementation programmes, with targets and clarity on their delivery. RSS will want to draw a line somewhere on what it embraces in order to avoid a clutter of baggage from other programmes which have their own statutory, institutional and policy arrangements.
- 2.11 A further consideration for RSS and its planning purpose is that its policies are meant to be futures-oriented, with a time frame extending to 2020. This does not involve, necessarily, a “predict and provide” approach. It does however indicate a need to contemplate the kinds of education services and skills likely to prevail in the future, to anticipate their spatial dimensions and to explore strategic policy implications.

- 2.12 This points to a need to go beyond the rhetoric of distance learning over the Internet and of skills in a knowledge-based economy. Foresight-based approaches may be a useful means to explore possible directions of change in a more sophisticated manner that enhances strategic capacity in the region. Policies derived from current baselines may be more akin to policies of management for today. Policies derived from foresight exercises are much more like policies for planning the region's future.

3. SCOPING EDUCATION AND SKILLS

- 3.1 The importance of education and skills for the region is apparent through any review of policy and strategy documents. Education and skills have risen up the policy agenda for their contribution to economic competitiveness and growth as well as to social inclusion, and therefore underpin the success of wider regeneration, neighbourhood renewal and renaissance efforts.
- 3.2 Education and skills cut across a wide range of issues such as planning, transport and economic development; the notions of advancing together and sustainable development are therefore vital, with the relevance of education and skills issues for RSS largely lying in their connections to other spatial features.
- 3.3 Education and skills are quite distinct features and domains of activity. Education is the process through which personal development, socialisation skills and knowledge can be acquired, and can include either taught formal and accredited learning or informal/non-accredited (including experiential) learning. Education and learning can also take place in a number of different settings including pre-schools, primary and secondary schools, FE colleges, HE institutions, prisons, military establishments, community settings, the home and the workplace, and is generally divided into:
- pre-16 compulsory education (early years, primary and secondary);
 - post-16 learning (FE, HE, work based learning etc).
- 3.4 There is however some overlap between pre and post-16 education particularly through the 14-19 agenda which is seeking to increase retention and participation between pre and post-16 stages. The key elements of the 14-19 strategy are more individualised learning and more work-related learning including enterprise education, vocational options and increasing partnerships between schools, colleges and employers.
- 3.5 Levels of education and learning can be measured using a number of different indicators, however, the most commonly referred to are levels of attainment and levels of post-16 participation in learning.
- 3.6 Unlike education, skills are human attributes acquired through training, experience as well as formal learning. However, “skill” is quite a difficult concept to define. Over time it has moved away from being associated with specific technical abilities or expertise in a field of knowledge, to include personality traits and behaviour such as motivation and social skills. Measuring skills levels can therefore also be a difficult exercise. NVQ (or equivalent) attainment is the nationally recognised measure of qualification level which also implies an equivalent level of skill. Similarly the composition of the workforce by occupation (using SOC) can also be used as an indicator of general skill levels. However neither of these indicators tell us anything about specific skill attainment, but instead offer an indicator of general and generic levels of competence and ability.
- 3.7 There are therefore education issues which relate to young people in compulsory education, the spatial manifestations of which will be tied to the resident based population. There are also adult skills issues which in turn include 2 distinct elements; workforce development and social inclusion. Workforce development needs are influenced by the workings and influences of the labour market and economy, and may also include consideration of labour mobility. Education and skills development to promote social inclusion on the other hand will be more area and resident based, and (in relation to skills) is concerned with increasing access, participation and attainment in the most deprived areas.

- 3.8 Education and skills also tend to be tackled through separate policy fields with young people's education the domain of DfES through the National Curriculum, 14-19 framework, whilst workforce development and the skills agenda is more the domain of the DTI and RDAs through the National Workforce Development Strategy, National Skills Strategy, RES, FRESA and the cluster skills agenda. The social inclusion agenda is tackled through DWP, ODPM and the Neighbourhood Renewal Unit and includes consideration of lifelong learning and basic skills.
- 3.9 Broader aspects of capacity, citizenship, cohesion etc tend to feature as Home Office responsibilities, whilst the rural dimensions of education and skills are within the remit of Defra. These broad policy fields set out key education and skills related issues, the implications of which are then addressed through objectives and targets set out in strategies and action plans.
- 3.10 Advancing Together also distinguishes between education and skills, with education related indicators including:
- percentage of 19 year olds with 5 or more GCSEs at A*-C or NVQ level 2 qualification;
 - percentage of pupils achieving level 4 at Key Stage 2 in English in maintained schools (as an indicator of basic skills);
 - percentage of pupils achieving level 4 at Key Stage 2 in Maths in maintained schools (as an indicator of basic skills);
- and skills indicators including:
- percentage of economically active adults qualified to NVQ 3 or equivalent;
 - percentage of working age population without qualifications;
 - percentage of economically active adults receiving job related training in the last 4 weeks;
 - percentage of economically active adults qualified to NVQ 4 or equivalent.
- 3.11 Clearly, achieving the targets set out above is a worthwhile exercise in itself. Learning does not have to be undertaken for any other reason than for fun, to broaden horizons, personal development and hopefully have some impact on quality of life. However there is still a rationale for intervention in education and skills and a reason why we are striving to increase attainment and skills levels. The rationale is largely an economic one. People with higher skills levels are generally more employable, more productive and earn higher wages. Having a highly skilled workforce also helps to attract more high value added businesses thereby raising business competitiveness, but such people are highly mobile and may migrate to areas/regions where there are more high value added businesses.
- 3.12 Ensuring skills development and economic development/regeneration (including planning considerations) are progressing in the same direction is therefore an important consideration for policy and strategy. High standards of educational attainment will be precursors to the formation and acquisition of skills.
- 3.13 It is well documented, regionally, sub-regionally and locally, that, on average, the region is not fulfilling its economic development potential, not maximising its human potential and, thereby, falling short of the Advancing Together vision and objectives. As we show in this scoping paper, there are spatial dimensions to this. As with all averages and their spatial composition, this immediately gives rise to policy choices about spatial priorities. A regional average could be uplifted by focusing on the highest performing areas on a particular measure (e.g. key and core cities) or, as in the case of RPG and regeneration, by prioritising lagging areas.

- 3.14 The existing approach to education in RPG identifies 2 key issues relating to the location of social infrastructure which are:
- that higher level, more specialised provision is becoming more concentrated and it is therefore important that such provision should be in town centres or well-related to public transport nodes to maintain accessibility across as many areas and social groups as possible; and
 - that there is a need to secure more widespread and accessible provision of local facilities and services in districts and local centres across areas and social groups.
- 3.15 The current RPG recognises the links between education and economic growth and social inclusion, and that “development of the educational infrastructure should be planned along with economic and housing development and transport provision”. RPG emphasises the importance of ensuring parity of access to infrastructure and knowledge and also acknowledges the importance of linkages between education facilities and business clusters if RES objectives are to be met.
- 3.16 Reflecting on remarks in the introduction, one certainty about education and skills in 2020 is that they will be unlike those of today. Drivers of change will include demographics (and the uncertainties to attach to these). Primary school pupils in 2020 (assuming primary schools exist then in the same manner as now) have not yet been born. University undergraduates of 2020 are currently in nurseries and play groups (or not!).
- 3.17 Derived, at least in part, from demographics will be consumer demands and needs for services, goods and pastimes and which may need an economy with a different workforce composition in terms of skills from those of today. Some may be “knowledge-based” but others will be person-centred.
- 3.18 Other key drivers will be technology and, most likely, further globalisation of economies. Applications of technologies will require new and different quantities of skills and will replace some of today’s skills. Globalisation may “hollow-out” some forms of regional economic activity which are tradable internationally, but economies of localities may still persist where markets and public services meet local demands and needs. In these instances, how society seeks to organise itself e.g. in terms of roles of families, caring, community services and safety, every day consumer needs may mean dimensions to the economy, workforce and skills that are less to do with clusters, technology, knowledge etc and more to do with human interaction and its qualitative value.
- 3.19 Public policy will be a driver (of sorts and subject to democratic processes). By setting targets for educational attainment and participation, and for employment, qualifications and productivity, policy establishes a short to medium term narrative stance which cascades down from Europe, Parliament to regions and localities. RSS has a role in the examination and interpretation of targets to assess their regional spatial significance and, where this is evident, framing facilitating policies which assist with target attainment.
- 3.20 A rather “drier” method for assessing possible futures is to draw upon econometric projections (which can be scenario based). The Yorkshire Forward Experian BSL model projects population, employment, output, occupations and qualifications over a 10 year (or so) period.
- 3.21 The results measure net rather than gross change and so may underplay the significance of the constancy of “churn” over shorter time horizons. The results (of the base projections) also are heavily influenced by historic trends (i.e. where we have come from largely determines what we arrive at now and which conditions likely futures). Using scenarios enables some “what if?” testing although the model’s sensitivity to moderate (rather than drastic) changes to assumptions is fairly marginal.

- 3.22 Like demographic cohort survival and household formation projections, econometric projections are just that, i.e. projections rather than forecasts. They serve to illustrate possible futures, not to predict them and can be used to illuminate strategic thinking processes.
- 3.23 The models are reasonably robust at regional level and, to a lesser degree at sub-regional level, but become less so at a local authority level and over lengthier projection periods.
- 3.24 As work progresses on RSS in the domains of skills and of education, the Assembly may wish to devote attention to the futures implications of Advancing Together's vision and objectives. Doing so is beyond the remit of this scoping study, but for RSS to be outcome-centred, there is a necessity for a foresight dimension to help the future proofing of RSS.

4. KEY ISSUES

- 4.1 This section provides an overview of education and skills issues based on statistical indicators and policy documents.

Population Distribution and Dynamics

- 4.2 Covering such a large area, Yorkshire and Humber (Y&H) is incredibly diverse. There are currently around 5 million people living in Y&H 41% of which live in West Yorkshire, 25% in South Yorkshire, 17% live in Humberside and, despite covering the largest geographical area, only 15% live in North Yorkshire.
- 4.3 In 2001, 20.4% of the population were under 15 years of age, 5.1% were 16-19, 6.1% were 20-24, 49.7% were 25-64 and 18.6% were over 65. Up to 2021 it is expected that there will be a higher proportion of people in the older age groups, and a slight decline in the proportion of people aged 19 and under. Whilst it is unlikely that there will be significant changes in the overall size of the population, the population is ageing slightly.
- 4.4 The geographical distribution, size and composition of the regional population and its mobility will clearly have implications for the distribution of demand for education and skills provision across the region. Population distribution is however a feature of the region which needs to be taken into consideration when looking at education and skills issues, but is not an issue in itself which requires a policy response that is solely determined by education and skills considerations. While RSS policies may seek to influence spatial demographics, effects will be largely at the margins unless a very radical settlement structure is envisaged. So, people needing education and skills in the region in the future will largely be where they are now, but, on average, a little older.

Spatial Inequalities in Education and Skills Attainment

- 4.5 Appendix I shows key indicators which give a feel for the pattern of education and skills attainment across the region. In most cases, only North Yorkshire performs in line with the national average, while South Yorkshire usually has the lowest sub-regional average alongside parts of the Humber. Looking at the GCSE attainment of 15/16 year olds for instance, the Humber and South Yorkshire have a lower proportion of people attaining the highest GCSE grades, although West Yorkshire performs marginally better. It is only North Yorkshire which exceeds the regional average.
- 4.6 A similar pattern is evident when looking at other key indicators, with South Yorkshire regularly dragging down the regional average, North Yorkshire consistently performing well above average and parts of the Humber and West Yorkshire having more mixed fortunes. Adult participation in learning for instance is higher in York and North Yorkshire than South Yorkshire districts.
- 4.7 Employment by SOC also gives an indication of qualification and skill levels within the workforce. Table 6 in the appendix shows that in South Yorkshire a higher proportion of people are employed in low-skilled occupations than higher level managerial and professional occupations. The Humber also has a high proportion of people employed in elementary and machine operative occupations. The distinction between South Yorkshire/Humber and West/North Yorkshire is also evident when looking at local authority scores on the Index of Multiple Deprivation (IMD). Table 9 in Appendix I shows that with the exception of the East Riding and North Lincolnshire, the highest ranking districts i.e. least deprived are in North Yorkshire and West Yorkshire.

- 4.8 Looking in more detail within sub-regions, other patterns are evident. Within North Yorkshire the coastal area of Scarborough, the former coal mining area of Selby and the rural districts of Richmondshire and Ryedale on average do not perform as well as other districts. In the Humber, Hull and North East Lincolnshire tend to drag down sub-regional averages with Hull in particular having high concentrations of deprivation.
- 4.9 In West Yorkshire sub-regional patterns are not as easy to identify with each local authority district being influenced by a number of different factors. Leeds for instance has pockets of quite significant deprivation, but this is often masked by the performance of more affluent areas and the drive of the city centre economy. Similarly whilst Wakefield is an important commuter city for Leeds and has some very affluent areas, areas to the east of the city have been affected by coalfield closures and industrial decline.
- 4.10 In South Yorkshire, although the sub-region consistently performs below regional averages, Sheffield and Rotherham have been the main centres of growth, whilst the former coalfield areas of Barnsley and Doncaster have been less successful in their regeneration.
- 4.11 At a more local level therefore there is a correlation between social composition, wealth and the economy and levels of educational attainment and skills levels. Indeed looking at table 7 in the appendix, the data shows that across the region, people with higher level skills are more likely to be in employment than those with no qualifications. Barnsley in particular has 83.8% of people of working age qualified to level 4 or above in employment compared to only 36.6% of people with no qualifications. It is the sum total of these disparities which contributes to the region's structural deficit and which gives the imperative to National and Regional policy on education and skills and informs the setting of targets.
- 4.12 Addressing these inequalities has also been the focus of neighbourhood renewal and the wider regeneration and social inclusion agendas. The Regional Emphasis Document, for instance, identifies a key aim of national and regional government is to reduce inequalities and levels of deprivation. The IMD clearly identifies key areas of multiple disadvantage which includes consideration of education and skills attainment. These are areas of greatest need and therefore should be prioritised for regeneration, renewal and support for education and skills development. 29% of the region's wards feature in the country's worst 20% in the IMD. The education and skills domain within the IMD provides an indication of attainment across the region for Super Output Areas. GIS plotting of this data would provide a good overview of spatial patterns and features.
- 4.13 It may be that consideration is given to the potential use of planning agreements as a way to link new developments to local employment opportunities, particularly in disadvantaged communities. An evaluation of New Deal for Communities found that in some areas planning agreements had been used successfully to provide local jobs and training and therefore raise skills levels. This instrument is, however, a complex one, and Local Planning Authorities will consider in what circumstances it can be used without creating hurdles to what may be much needed development.
- 4.14 As a consequence, there are many geographical dimensions to RES/FRESA objectives. RES seeks to ensure that links are made between economic development and communities so that geographical location does not disadvantage anyone. Geographic adaptation is also a cross-cutting theme of RES which seeks to ensure that the differing needs and characteristics of places are recognised in delivery of RES/FRESA i.e:

- ensuring strategies and actions consider the needs of, and impacts on, rural communities and link to key programmes;
 - facilitating urban renaissance through promoting high quality development in towns and cities, and making them more attractive places to live, work and invest;
 - responding to identified needs in the four sub-regions and shaping action to fit with sub-regional action plans and local community plans.
- 4.15 Considering in more detail the implications of RES for the four sub-regions, South Yorkshire needs to undergo significant economic restructuring to deliver RES/FRESA objectives. This will be focused on the four urban centres and strategic economic zones. Workforce development will form an important component of raising competitiveness with funding targeted on inward investment to diversify the business and skills base, and IT literacy and skills campaign to tackle low basic skills and support for lifelong learning.
- 4.16 In West Yorkshire efforts will be focused on continuing to develop a diverse economy with Leeds as the driver of economic growth. However addressing 2-speed economies in the sub-region will be a priority issue. The focus of LSC activity in the sub-region will be on removing barriers to employability and strengthening equal opportunities through employment support, workplace learning and widening participation in learning.
- 4.17 In the Humber developing the Humber Trade Zone and activity around the Humber ports will be a priority issue. Rural renaissance and overcoming high unemployment and economic exclusion in urban centres will also be important. Looking at skills issues, workforce development activity will be linked to the needs of the Humber Trade Zone and tourism and construction sectors. Increasing over 50's participation in the workforce and support for university spinout businesses started by graduates will also be key issues.
- 4.18 In North Yorkshire delivery of RES/FRESA will focus on developing York as a driver for the sub-regional economy and to build a new economic base in coastal and former coalfield areas. The University will play an important role in developing the "Science City York" concept and market towns will be supported as drivers of the rural economy. Skills development will concentrate on providing the skills base to support these developments.
- 4.19 There are therefore geographical patterns of education and skills levels across the region and at the sub-regional level. At a regional level, this results in North Yorkshire and West Yorkshire performing better than South Yorkshire and the Humber. Whilst this spatial pattern may have some implications for policy e.g. the targeting for additional resources, the reasons for this spatial pattern and solutions to it, are not necessarily planning related and therefore may not require a planning response other than to ensure all people have access to education and skills provision.
- 4.20 YHA's PLANet Yorkshire and Humber consultation document proposes a sub-area approach to developing overall policy drivers for the RSS. This approach will allow the different characteristics of parts of the region to be identified and the key issues which need to be taken into consideration in policy development. Six sub-areas have been identified. These include the coast, the Humber Estuary, the Vales and Tees links, the remoter rural areas, Leeds city region and South Yorkshire. Greater York is also being considered as a seventh sub-area.
- 4.21 For each sub-area a "unifying concept" has been suggested based on the aspirations of the area. These are:

- The Coast: Capitalising i.e. ensuring the region capitalises on the area's environmental and cultural assets and develops the potential of the sub-area whilst retaining its unique characteristics. This will include expanding existing educational centres, prioritising investment in physical communications and communication technology and providing opportunities to up-skill the existing workforce.
- The Humber Estuary: Strengthening i.e. strengthening the role of the centres and ports, the multi-modal links and the environment. This will include developing universities (sub-regional campus), improving access to a range of education opportunities and providing facilities to promote up-skilling within the workforce.
- Vales and Tees Links: Connecting i.e. ensuring communities are connected to economic development opportunities, social infrastructure and their environment to ensure the creation of sustainable communities. This will include improving educational links with Teesside and York, providing colleges/training in key areas and responding to opportunities provided by new technology to fill skills gaps.
- Remoter Rural: Integrating i.e. ensuring the need to diversify the economic base is integrated within objectives of environmental management and that the strengthening of local communities is an integral part of this change process. This will include boosting links to HEI provision in York, Leeds, Hull, North West and North East regions, up-skilling the existing workforce and retaining those with high educational attainment through housing and employment opportunities.
- Leeds City Region: Sustaining Growth: to sustain and enhance the growth potential of the city region, capitalising on the benefits of the prosperous city of Leeds at its centre in order to realise competitive success and re-distribute wealth through the city region. This will include promoting the development of a transport system without barriers to daily movements to work and linking educational, research and development facilities.
- South Yorkshire: Transformation i.e. contribute to the economic and social transformation of the area to create a thriving sub-region by 2020. This will include prioritising education facilities to contribute to the growth of knowledge clusters in the main urban centres, making full use of increasing knowledge based activity being developed around the Doncaster Education City project and promoting the development of a transport system without barriers to daily movements to work.

4.22 The elaboration of spatial dimensions of education and skills could best occur through integration with work on sub-areas.

Segmenting Education

4.23 At the first stage of education provision, pre-school facilities are vital in removing the barriers to parents participating in education and the labour market as well as being an important part in a child's own development. Childcare is often cited as one of the main barriers preventing parents moving into education or work, therefore supporting provision of pre-school facilities is an important part of the economic and social inclusion agenda. The significance of pre-school provision at a regional level is that where new FE/HE facilities are being developed and where new areas of business development occur, potential workers and learners need to be able to access pre-school provision. Criteria based policies for use of employment land or for locational choices may need to be framed accordingly.

- 4.24 If we consider the issues within compulsory education, supply and demand issues are relatively easy to determine being largely based on local population distribution and dynamics. The catchment areas of maintained primary and secondary schools tend to be very local so the scale of provision required varies as the local population structure and distribution changes and as parental choice has an effect. Private schools and other specialist schools e.g. faith schools and special needs may have larger catchment areas, but will still serve a predominantly local market. The distribution and scale of learning infrastructure is therefore primarily a LEA-level decision based on local population characteristics and statute, but with consideration of transport and housing patterns. Areas of housing market renewal or Greenfield embargoes on housing may affect local demographics, need for and viability of schools.
- 4.25 Pre-16 education is therefore more of a feature of the local landscape rather than an issue with wider implications. There are inequalities across the region in terms of educational attainment at Key Stages and GCSE level, which gives an indication as to areas which need to be prioritised for additional support. However until and unless greater choice and flexibility for parents is introduced, pre-16 education is unlikely to have regionally significant wider spatial implications. If greater choice in pre-16 education is introduced, this may impact on the travel patterns of pupils and the need for capital investment, particularly where different schools opt to specialise in particular subjects and new facilities are required. The location of new facilities may be determined by land availability and subjected to sequential testing. A secondary school developed close to the boundaries of adjoining LEAs where one has high attainment and one has lower attainment may have several spatial implications.
- 4.26 The Building Schools for the Future investment programme for instance is in place to provide funding for the renewal and rebuilding of secondary schools across the UK. This initiative is to adopt a more strategic area-based approach to investment which includes focusing attention on a spatial area which may include a group of schools not necessarily within one LEA. In order to access funding therefore a clear strategic business case needs to be presented to transform secondary school provision. Planning considerations will be material but may not be of regional significance requiring a RSS policy.
- 4.27 To date Sheffield and Bradford have been selected as pathfinder areas and Leeds has been successful in the first investment round. LEAs will need to consider how many schools are needed within an area and how schools can link to and support the wider community and employers. Barnsley for example, is embarking on a “Re-Thinking Education” process where facilities may depart from conventional notions of a school. Providing a new modern school building may not, necessarily, lead to increased participation and attainment.
- 4.28 The need to consider transport issues in planning school provision is clearly important, not only in ensuring easy access to provision, but also with the rise in use of the car, to meet sustainable development objectives. The Draft School Transport Bill published by the DfES calls for a review of school transport provision to take account of changes in, for instance, car use and the number of parents unable to accompany children to school. LEAs are being encouraged to review transport arrangements and aim to provide a range of different schemes which could include car sharing, cycling or extending bus services. In allowing LEAs to pilot new schemes, greater flexibility is given to allow local responses to local problems to be found and to charge for these facilities. This in turn may give LEAs greater flexibility in planning school provision.
- 4.29 When considering access issues, the rural dimension is clearly important. Ensuring adequate local services is a key ingredient in sustainable communities, but this requires a critical mass of pupils and service users in order to be viable. Travelling to provision therefore becomes inevitable in some remote areas.

Post-16 Provision - Sixth Form and FE

- 4.30 Both sixth form and FE Colleges provide academic courses, but through their vocational education content also support skills development. FE colleges generally serve local markets but tend to be more centralised than pre-16 provision and serve a wider catchment area.
- 4.31 Looking in more detail at FE provision, the take-up of post-16 education is voluntary and open to all people of all ages. It can include individual learning as well as employee training. With the Government drive to increase lifelong learning, widen participation, increase the retention of 16 year olds in formal education as well as promote workforce development and regenerate disadvantaged communities, planning issues within the post-16 market are more difficult to determine than compulsory education and are made increasingly complex by the wide range of non-accredited learning also taking place and different modes of learning such as self-taught distance learning and online provision.
- 4.32 As with compulsory education, the distribution of infrastructure for post-16 learning is still largely based on population distribution with local people needing reasonable access to facilities, although the scale of infrastructure and provision will be more influenced by levels of demand and market influences rather than just the age structure of the local population. There are currently around 40 general and specialist FE colleges across the region. Again as with compulsory education the planning of post-16 provision is tied to housing and transport issues as these will impact on the distribution of population and their ability to access facilities.
- 4.33 The existing location therefore of most pre-16 and post-16 learning provision is based on the location of their markets and is more of a feature of the regional landscape rather than something fluid and easily changed. The main issue for the region therefore is about ensuring access to these facilities. This needs to include consideration of transport issues and patterns, but we are seeing that increasingly in a drive to widen participation, the expansion of provision is not necessarily a physical expansion.
- 4.34 The location of FE provision tends to be based on historical development and land availability. They are where they are and where provision needs to be extended, this can often be achieved through online learning and the utilisation of existing buildings and infrastructure. However, where additional development of facilities are required, this may raise a number of issues, particularly about the use of Greenfield or heritage sites. Being located in urban centres can act as a constraint on the development of provision. How and where provision develops is an important consideration, particularly if we are to raise quality and increase research and development capacity.
- 4.35 More specialist forms of provision however have slightly different catchment areas. CoVEs for instance will attract “out of area” learners and people from across LSC and regional boundaries. In these instances there will not be a neat fit between supply and local demographics, nor of learners, having attained skills in the region, necessarily applying their knowledge within Yorkshire and the Humber.
- 4.36 Some forms of more specialist provision may also require a location which does not necessarily facilitate access. Bishop Burton and Askham Bryan colleges for example focus on developing agriculture and land-based skills. They therefore require a location in the countryside, forming part of the food and agriculture cluster. These facilities may not however be easily accessible for students. A RSS “superficial” policy on locational criteria for education facilities presumably would not want to prevent these colleges responding to needs.

- 4.37 A further feature of FE provision is the delivery of HE through FE facilities. Partnerships between FECs and HEIs have developed in many parts of the region to provide foundation degrees and increase access to HE (i.e. Aimhigher Programme). This helps build learning networks and a learning region (which may be important for regional competitiveness). Choices are made freely by institutions on who to link up with e.g. Huddersfield University with Barnsley College; Hull University with Doncaster College. Would RSS want to frame policies/proposals that influence such choices (based on for instance RSDF considerations)?
- 4.38 It is also worth considering the significance of FECs which are in/adjacent to urban centres and their potential contribution to urban regeneration and renaissance. Education City in Doncaster and the Queens Garden Campus in Hull for instance have been key catalysts to renaissance as well as being centrally located and accessible. These developments do however require substantial capital funding, perhaps more so than an edge of town campus development.

Higher Education Institutions

- 4.39 There are eight universities in the region in Bradford, Huddersfield, York, Hull, Leeds (x2) and Sheffield (x2) as well as York St. John, Trinity and All Saints College, the Northern School of Contemporary Dance, the Open University and the presence of the University of Lincoln in Hull. The region's HEIs play an important role in knowledge development through learning, research and outreach activities. They form a vital component of the region's cluster agenda, providing a research capability to attract and support new businesses. The strength and profile of the White Rose Consortium for instance, is facilitating North Yorkshire's bid for a major European scientific research centre.
- 4.40 Nationally, targets have been set to increase participation in HE with the Government aiming for 50% of young people to continue into HE. Whilst the rising costs for students could have implications for the geographical pull of HEIs with more students opting to study at local institutions, the growth in part time courses is also having a significant effect on the catchment areas of HEIs with more people studying locally. Determining the geographical pull of HEIs is however very complex as it can include international as well as national and local students. Patterns can also vary between institutions.
- 4.41 The impact of student numbers on HEI cities is worthy of consideration. Whilst they can have a positive impact on the local economy, the impact often fluctuates throughout the academic year which can affect the sustainability of local businesses and services. Student populations also tend to be concentrated in particular parts of the city. A statistical analysis of cities and their surrounding areas needs to take this into consideration as student concentrations can impact on the social and economic profile of an area e.g. by reducing employment rates.
- 4.42 The choices HEIs therefore make relating to their student accommodation can have a spatial impact. Increasingly HEI students are opting not to live in halls of residence as they tend to be more expensive than privately rented accommodation and are often located in peripheral areas. As demand for halls of residence decreases, universities can have access to substantial sites. Similarly, if they choose to purchase inner city housing which may be more appealing to students, this can reduce house prices and lead to conflict with existing residents.
- 4.43 The spatial distribution of students in cities, and the implications of this are important considerations. Patterns do however vary between institutions and the dominant issues HEI face may be patchy and influenced by local contexts. The need to retain graduates is also an important regional goal and a major part of the Graduates Yorkshire programme.

Whilst this presumably includes graduates studying in the region as well as those who live in the region but study elsewhere, we have to question whether the economy is structured in a way which demands, to the fullest extent, graduates and their knowledge and also whether some areas are able to offer graduates the quality of life they demand.

- 4.44 Whilst there has been increased investment in vocational skills development throughout the region as a supply side intervention in order to address the low skill equilibrium, research suggests that this has yet to feed through to the demand side, and that the solution to this issue may now be in stimulating demand rather than increasing supply. Research suggests that being able to offer the employment opportunities currently available in London and the South East would improve graduate retention.
- 4.45 However, the RES wants to put HEIs “at the forefront of regional economic development”, and continuing to improve the qualification levels of labour supply remains a regional objective. It is therefore perhaps necessary to examine what this statement actually means and whether this has spatial implications. It could involve campus-based development e.g. science parks and incubators. It could also involve Centres for Industrial Collaboration which are more concerned with business competitiveness and technology transfer than education and skills. However, if the “forefront” sentiment implies a degree of RES prioritisation over, for instance, “general” employment land, and given the profile of the White Rose Consortium and York Science City etc, this introduces spatial development considerations (e.g. campus development into Green Belt) that become material considerations (in relation to RSDF) and regionally significant for RSS. Research and technology development for instance around Cambridge University was felt to be of such significance at a national level that this had an impact on local planning decisions.
- 4.46 For all types of provision (schools, colleges and HEIs) consideration also needs to be given to the travel to work patterns of teaching and support staff. Schools, Colleges and HEIs in particular can draw staff into an area impacting on local transport networks. Staff access is therefore as important a consideration as student access. Schools, Colleges and HEIs can also provide facilities for the wider community rather than just their students e.g. leisure and recreational facilities. The role of Schools, Colleges and HEIs in their surrounding communities should also be considered.

Lifelong Learning and Community-Based Learning

- 4.47 Lifelong learning and community learning are important aspects of education which may draw on the services of schools, colleges and HEIs (and therefore involve issues of access), whilst being delivered in some instance, in non-traditional settings. This type of education however goes beyond institutional dimensions and includes a range of modes of learning (e.g. sport, play, culture, enjoyment of natural and built heritage) and particularly the use of e-learning technology.
- 4.48 This type of learning may not have many spatial dimensions, although some considerations may include:
- access to Internet/Broadband and e-learning material, especially in remote/upland areas;
 - promoting neighbourhood learning in deprived communities, taking into consideration the role of the voluntary and community sector in delivery;
 - dual and multi-use of facilities.
- 4.49 These are likely to be issues for consideration by LSPs through Community Strategies and LDFs rather than RSS.

4.50 Clearly education is a human right as well as a significant industry in Yorkshire and the Humber. Education provides a rite of passage enabling people to fulfil their potential. Therefore its supply need not be geared solely to regional needs for educated and skilled people. Its planning is not solely determined by indigenous regional needs. Regional educational institutions meet learning needs of people from outside Yorkshire and the Humber, and their experiences as learners here may help give substance to the world class and international reputation of the region in line with the Advancing Together vision. RSS policies may therefore want to be framed to facilitate these sentiments.

Skills and the Economy

- 4.51 There is a clear emphasis within national and regional policy that skills development is a key factor in raising business competitiveness and productivity and, as such, appropriate links need to be made between the two. This is highlighted in the UK's National Skills Strategy which seeks to ensure employers have the right skills to develop their businesses, and individuals have the right skills to secure employment. Regionally, skills development has an important role in achieving the visions and objectives of Advancing Together and RES and key partners, particularly in relation to developing skills for priority clusters, supporting inward investment and addressing the low-skills, low-value added jobs issue which is dragging down the contribution of some areas to regional GVA. Skills have indeed been identified by the Treasury as a key factor holding down regional productivity and therefore perpetuating regional variation. Further analysis by the Whitehall task group on productivity drivers has discovered that they are all heavily inter-connected and that policy levers for one driver (in this case skills) need to link across to the other drivers e.g. enterprise, innovation, and capital investment.
- 4.52 Regional policy clearly reflects these national priorities. The skills issues facing the region are well known and well documented, and set out in the FRESA. Whilst there are some more specific issues, the key structural issues the region faces are:
- increase the skills levels of the workforce;
 - improve educational attainment and vocational skills amongst labour market entrants;
 - improve the responsiveness, flexibility and quality of provision;
 - increase learning amongst disadvantaged groups;
 - reduce barriers to labour market mobility.
- 4.53 Looking more closely at demand, there are demands of policy which are framed in analysis, goals and targets, but there are also demands of the economy and employers where effective economic demand (i.e. what employers do) may not be the same as prescribed (policy driven) needs.
- 4.54 There are also demands of individuals which may not match policy/employer demands and where a responsive supply side is caught in dilemmas and which may not represent needs (e.g. barriers to acquisition of skills).
- 4.55 These demands are mediated by market forces and by intermediaries e.g. LSC, Business Link, SSCs, Connexions, IAG Partnerships. This is what the Yorkshire and Humber Regional Skills Partnership is aiming to reconcile, setting itself the challenge of “dare to be different”.
- 4.56 There will be spatial dimensions to these demands derived from locality based baselines revealing gaps compared to targets, and where these gaps may result in spatially differentiated allocation of resource e.g. under ABIs or other programming vehicles. Other spatial dimensions are economic, as expressed

by employer recruitment and commitment to workforce development. These will interplay with human and social geography, access to opportunity and effects of distance/mobility.

- 4.57 From a policy and employer perspective a key issue for the region is to address skills gaps and shortages which are affecting the competitiveness and productivity of businesses. Skills needs are well documented. Progress in the Region for instance states that 22% of firms have skills problems. These predominantly include generic skills needs such as basic and key skills.
- 4.58 The most frequently cited skills needs at a regional level are in management, teamwork, communications and IT technical support. Many small firms also cite selling and marketing skills. Employer representative bodies like the CBI regularly emphasise a need from the supply-side of employability skills rather than vocational skills e.g. communication skills, generic problem solving skills etc rather than vocationally-specific skills required by construction or engineering sectors for instance.
- 4.59 It is perhaps worth reflecting on the differences between skills gaps, shortages and hard to fill vacancies. Skills gaps arise when the skills of a business' existing workforce are not those required to meet the business' objectives, whilst skills shortages arise when employers are unable to recruit people with the skills they need i.e. supply does not meet demand. Although hard to fill vacancies may be due to skill shortages, they can also arise due to other factors such as low wage levels or the strategy of the recruiter. Despite variations in economic and employment conditions across the region, the NESS findings for the region's LSCs have not revealed statistically significant variations on these aspects of skills within Yorkshire and the Humber nor with national findings.
- 4.60 In relation to more sector specific and vocational qualifications, these vary significantly between sectors. In order to address skills shortages and develop skills in priority sectors, a range of measures have been introduced to better match supply and demand and move towards a demand-led system of skills development. The Regional Skills Alliance, Sector Skills Councils, CoVEs, sector and cluster skills brokers and Better Deal for Business initiatives for instance are all about meeting the needs of sector specific skills and linking the education/skills and economic/business development agendas.
- 4.61 Addressing skills needs and shortages within the region is clearly a key structural issue which is tied to the working and performance of the economy – we need to provide the skills required by the current and emerging business base and which would enable people to fulfil their potential. The extent to which this issue has regional spatial implications is determined by the geographic baseline conditions and the resource allocation decisions that follow. Their regional spatial development implications for the formation and acquisition of skills may be rather more elusive.
- 4.62 mtl's scoping the economy report gave a good feel for key economic issues and as with education and skills, economic performance varies geographically across the region, following a similar pattern. Looking at GVA per head, South Yorkshire and the Humber are dragging down regional GVA whilst West and North Yorkshire perform relatively well. This pattern of economic performance is well documented within the region and evident in a number of different indicators. South Yorkshire and parts of the Humber require significant restructuring if they are to attract new investment and become more competitive, with education and skills development being an important aspect of this. Economists tend to regard skills as a second or third order consideration i.e. a derived demand from employing organisations' business strategies. Some compete on low cost, basic quality, low price and low skills. If there are a lot of these organisations, the skills in the area may match what is sought after. The mobility of labour is therefore an important consideration. Labour will travel to an area which will provide the

greatest economic opportunity for their skills. This results in some areas being net importers of skills while others are net exporters.

- 4.63 In areas where there are predominantly low skilled jobs and low wage levels, there also tends to be low skill levels amongst the local population as the employment opportunities do not offer enough financial incentive to attract workers from further afield nor do they create the demand conditions which encourage the existing workforce to acquire higher skills and, perhaps, travel to or migrate elsewhere.
- 4.64 Areas, such as many parts of South Yorkshire therefore get stuck in cycle whereby new businesses which may be able to offer higher skilled jobs and better wage levels are attracted to other areas where there is a better skilled workforce. Grant incentives and economic development policies seek to overcome this.
- 4.65 In addition, where there are more highly skilled and better paid jobs, people with higher level qualifications are more prepared to travel to these jobs and graduates and professionals are more likely to be attracted to and retained in the area. The region needs to continue to support the retention of both home-grown and incoming graduates through programmes such as Graduate Retention Programme. Compared to other regions, Yorkshire and the Humber is successful in retaining graduates who move into the region to study, Progress in the Region still suggests that just under 3,000 people are lost each year to other regions upon graduation, particularly London and the South East. People with degree level qualifications and above tend to be more mobile and willing to travel and migrate for job-related reasons, therefore retaining and attracting these highly skilled mobile workers through more and better job opportunities is vital for the region. Associated with this, the region also needs to increase participation in HE/higher level skills by raising aspiration and attainment amongst residents in the region to increase the number of “home-grown” graduates (e.g. Aimhigher).
- 4.66 We can therefore see a pattern developing whereby inequalities between areas develop. Without a skilled workforce, “better” jobs (and workers) are not attracted to an area and without the opportunity to access “better” jobs, there is little incentive to increase skills levels and little incentive for more skilled workers to stay in the area. Economic development and skills/education interventions therefore need to go hand in hand.
- 4.67 Looking at the economic development objectives of the region, it is clear that some of these have a spatial focus, particularly cluster activity. Activity within the five regional clusters tends to be focused and more relevant for particular geographical areas. Activity within the food cluster for instance is predominantly concentrated in part of North Yorkshire and the Humber; chemical industries are concentrated in the Humber; South Yorkshire has the main concentration of Advanced Engineering and metals, and parts of South and West Yorkshire in particular have been seeking to develop their expertise in digital industries. York is also the regional focus for activity within the bio-science sector. In addition, with Objective I status, South Yorkshire has also identified its own sub-regional clusters.
- 4.68 The concentration of particular cluster activity may therefore suggest that some areas are more likely to demand particular skills, and in order to promote links between training providers and employers and the cluster concept, the provision of these skills may be better undertaken within relatively close proximity to cluster employers. From a regional planning perspective however we have to question the extent to which the spatial focus of economic development activity has spatial development implications for education and skills. There may be examples where RSS policies, inappropriately framed, could, however, have unintended effects. If we take the example of the AEM cluster, the original mapping work identified, amongst other things, a necessity to upgrade and modernise technical

skills. Securing high level research and technology development institutions e.g. at Waverley AMP is fundamental for this to occur. A policy for the use of employment land that restricts uses to conventional B1, B2, B8 etc employers could put undesired process hurdles in the way of such investment.

- 4.69 Clearly as outlined above, looking at the neighbourhood renewal agenda, skills development will also have an area-based focus where additional resources may need to be targeted. This is not necessarily however a spatial development planning issue, it is more a funding planning issue. Similarly looking at wider economic restructuring, regionally South Yorkshire and the Humber have been the focus for attention, and skills issues are more acute in these areas.
- 4.70 However whilst this may suggest the need for programme and project activity to be focused on these areas, the development planning issues are the same as other areas across the region and are concerned with ensuring there is adequate provision to meet demand and that this is accessible and of good quality. Giving priority to needs of lagging areas implies this is at the expense of the needs of more vibrant areas. If, for example, economic dynamism and growth driven from Leeds and York key cities generates a demand for skills, then RSS prioritisation in policy terms may not want to prevent this.
- 4.71 We may need to consider therefore what this practically means and to think about how skills are acquired and formed. Individual learning and workforce development can happen in a range of settings particularly given the use of e-learning, and it may need rather more thought, analysis and consultation to establish what RSS could meaningfully say in spatial policy terms about skills and their formation.
- 4.72 With the region clearly needing to raise educational attainment and skills levels, being inadvertently restrictive on the development of providers could have significant implications for the quality and availability of provision. Learning provision needs to be able to respond to changes in need and demand and it is worth considering the extent to which inadvertently framed spatial policies could hinder this process. This suggests that policies may need to be subject to education and skills “proofing” while they are being framed.
- 4.73 Sustainable development principles also need to be integrated into education and skills related policies. One of the 15 aims for sustainable development specifically relates to education and skills; “education and training opportunities which build the skills and capacity of the population”. In addition, ensuring local needs are met locally is also of relevance in the planning of education and skills provision. Appendix 2 sets out the 15 sustainable development aims and highlights their relevance for education and skills issues. Several RSDf aims have no direct impact on education and skills. They remain, however, as relevant considerations in the development of education or training facilities, as they do for all forms of development.

5. CONCLUSIONS

- 5.1 Improving educational attainment and increasing skills levels is a strategic objective of RES/FRESA and a vital component of regional economic and social development. Raising the qualification levels of the population supports social inclusion as well as providing a workforce able to meet the needs of existing and future businesses and raise regional productivity. Ensuring economic development (including planning implications) and skills development are progressing in the same direction is vital.
- 5.2 Whilst it is important to raise attainment at all ages and amongst all sections of the population, there are geographical variations in attainment with a strong correlation between economic wealth and prosperity and higher skills levels/educational attainment. This is due to the mobility of labour. People will move to areas where they are best able to meet their economic potential. This results in some areas where there is a demand for skilled workers attracting people with skills. These areas are also able to offer the opportunities to retain these skills and in turn attract more businesses and more skilled workers. We therefore see a pattern where some areas are net importers of skills and others are net exporters and the spatial distribution of skills is linked to the spatial dimensions of economic activity.
- 5.3 The key issue for the region therefore, is raising general levels of attainment across the board whilst also striving to narrow the gap between the best and worst performing areas. How this is done and at whose expense represents a policy choice with spatial/distributional implications.
- 5.4 In addition to spatial inequalities, there are a number of education and skills issues which have spatial dimensions, particularly the location of specialist provision, student housing issues, different employer demands and meeting the needs of deprived communities.
- 5.5 Reducing inequalities and considering some of these other spatial dimensions however does not necessarily imply the need for a development planning response other than ensuring all people have access to education and skills provision. Learning provision is a statutory function, determined by local population distribution and composition. RSS may therefore want to avoid getting too involved in issues and programmes which have their own statutory and policy arrangements. Strategic Area Reviews (StARs) for instance being undertaken by LSCs will include a thorough assessment of provision including both supply and demand considerations. There are therefore already measures in place within education and skills domains to examine and address the how much, how big and where questions.
- 5.6 We need to consider therefore, in the education and skills domain, what and how RSS can influence. As such a vital component of regeneration and regional development, education and skills providers need to be able to respond to needs and be flexible and adaptable. This is also important if providers are to contribute to key sustainable development principles of meeting local needs locally, supporting the conditions which enable business success and providing education and training opportunities to build the skills and capacity of the population. The development of spatial policies therefore needs to take into consideration how these may impact on education and skills provision to ensure they do not inadvertently hinder access to provision or providers' abilities to develop and improve the quality, scope and scale of provision.
- 5.7 Therefore rather than being an issue to be dealt with through town and country planning, development planning policies may instead need to be subject to education and skills "proofing" while they are being developed to ensure all issues and implications are considered. It may be that work into sub-areas is the best place to apply "proofing".

- 5.8 There may also be a role for RSS in developing policies which influence the spatial distribution of resources for education and skills acquisition and making choices about spatial priorities. Whilst prioritising lagging areas, particularly in South Yorkshire and the Humber may raise regional averages, this will be at the expense of more economically vibrant areas where skills and education development may have a more immediate economic impact but also increase regional inequalities. Framing such policies on resource distribution priorities in RSS needs to be done with the agencies concerned.
- 5.9 In contemplating possible policies that express a 'priority', it is necessary to examine just what such a sentiment may entail. Some possibilities are:
- priority may convey a timing sequence where something is to be done first and before something else and where, therefore, the framing of a policy on priority is exclusive;
 - priority may convey a sense of importance or significance for a particular activity in preference to another activity and where relative scales of resources measure the degree of priority;
 - a spatial dimension to priority could indicate that, in a particular part of the region, accessible childcare (for example) is a greater priority than expanding higher education, ie activities within one domain or even and across domains that basic skills is a greater priority than (say) flood protection.
- 5.10 For any one of these forms of priority (or for a combination) it will be necessary to be able to substantiate the reasoned justification, with evidence, on symptoms, causes, effects and the practical consequences of the policy being implemented. The mandate for RSS to frame such prioritising policies will need to be established. The policies would need to be capable of withstanding examination in public.
- 5.11 So the seductive appeal of framing policy priorities for education and skills in RSS is far from a trivial matter. Applying some of the above considerations to the RPG policy on priority for regeneration enables a forensic analysis of its utility and meaning, and reveals that it is (in practice) a contestable policy whose meaning and application could be questioned.
- 5.12 With RSS to extend to 2020, it will be important to take into consideration future patterns of education and skills needs as these may change considerably. Drivers effecting future skills needs and educational demand will include demographics, changes in consumer demand and the economy as well as technology and globalisation. Some consideration of foresight is also important as provision is relatively less mobile than labour and not always able to respond to changes in spatial priorities and needs over night. The Assembly may therefore like to consider implications of changing skills and education needs over time and to contemplate foresight-type approaches which elaborate on scenarios.
- 5.13 The education and skills domains for consideration in RSS are, however, not readily amenable to spatial policy perspectives beyond the fairly generic statements of principles in most instances. In terms of the planning of developments, most of the issues may be more appropriate for treatment in LDFs than in RSS. And, given the requirement of RSS to be clear on outcomes that are attributable, it will remain a moot point if RSS can directly influence the attainment of national targets for education and qualifications.
- 5.14 In terms of seeking to steer resources for education and skills spatial priorities, the Assembly may wish to consider if RSS is the best or most appropriate vehicle and to do so in consultation with other agencies.

APPENDIX 1: BASELINE STATISTICS

Table 1: Key Stage 2 Attainment (2003)

LEA	KS2 English Level 4+ (%)	KS2 Mathematics Level 4+ (%)
England	75	73
Barnsley	64.8	65.2
Doncaster	72.2	70.5
Rotherham	69.4	68.2
Sheffield	69.3	67.1
Bradford	68.3	65.3
Wakefield	72.9	72.2
Calderdale	75.3	73.9
Kirklees	72.5	70.1
Leeds	76.0	74.7
East Riding	76.1	74.4
Hull	66.2	71.2
NE Lincolnshire	72.3	71.7
N Lincolnshire	73.2	69.8
North Yorkshire	80.2	77.0
York	75.3	73.7

Source: DfES, Performance Tables

Table 2: GCSE Attainment of 15/16 Year Olds

	5+ A*-C	5+ A*-G	No Passes
England(*)	47.9	89.6	5.1
Y&H	42.9	88.4	5.8
Humberside	39.9	88.2	5.8
South Yorkshire	40.6	87.2	6.6
North Yorkshire	57.5	92.8	3.3
West Yorkshire	40.9	87.6	6.1
Barnsley	35.1	84.4	7.0
Doncaster	39.9	87.5	7.0
Rotherham	43.1	89.6	4.9
Sheffield	42.0	86.7	7.3
Bradford	34.3	84.8	7.7
Calderdale	48.7	89.2	4.8
Kirklees	44.2	89.6	5.5
Wakefield	44.8	90.6	4.4
Leeds	39.7	86.5	6.6
East Riding of Yorkshire	50.1	91.5	4.9
Kingston upon Hull	27.5	80.6	9.6
North East Lincolnshire	36.5	88.7	5.0
North Lincolnshire	42.4	92.8	2.7
NY (ex York)	58.3	93.3	3.0
York	54.2	90.8	4.2

Source: Progress in the Region 2003

(*) All figures are averages

Table 3: 16-17 Year olds Participating in Post-Compulsory Education (by LEA, 2000/01)

	16 Year Olds in Education		17 Year Olds in Education	
	Full Time	Part Time	Full Time	Part Time
UK	73	-	58	-
Y&H	67	9	53	10
Barnsley	56	4	42	7
Doncaster	63	15	50	9
Rotherham	70	6	58	8
Sheffield	60	7	47	9
East Riding	74	7	61	9
Hull	57	5	42	8
NE Lincolnshire	65	5	51	9
N Lincolnshire	73	7	57	10
Wakefield	67	5	54	6
Bradford	63	25	51	13
Calderdale	70	7	54	10
Kirklees	70	6	55	9
Leeds	66	10	52	11
NY	78	10	62	12
York	72	7	61	7

Source: Region in Figures

Table 4: % Population Aged 16-60 with Basic Skills Needs

	Poor Literacy Skills	Poor Numeracy Skills
England	24.0	24.0
East Riding of Yorkshire	22.8	21.8
Kingston Upon Hull	29.6	31.7
North Lincolnshire	25.0	26.5
North East Lincolnshire	26.1	27.7
Craven	25.5	23.9
Hambleton	22.1	20.5
Harrogate	20.7	19.4
Richmondshire	24.3	21.3
Ryedale	27.2	24.4
Scarborough	26.8	25.7
Selby	22.4	22.2
York	23.4	23.8
Barnsley	28.3	30.6
Doncaster	27.3	29.3
Rotherham	27.6	28.9
Sheffield	26.0	26.7
Bradford	27.7	28.8
Calderdale	26.3	27.6
Kirklees	26.8	27.8
Leeds	25.1	25.8
Wakefield	27.0	28.6

Source: Progress in the Region 2003

Table 5: Highest Qualification Level of 16-74 Year Olds

	No Quals	NVQ1	NVQ2	NVQ3	NVQ4/5	Other Quals
England	28.9	16.6	19.4	8.3	19.9	6.9
Y&H	33.2	17.2	18.0	7.2	16.4	7.6
NY SR	26.4	16.8	20.8	7.4	20.9	7.7
Craven	25.5	16.4	20.1	7.2	23.0	7.8
Hambleton	24.9	16.0	20.8	7.1	23..7	7.5
Harrogate	21.7	16.0	22.2	8.9	24.8	6.4
Richmondshire	24.6	18.5	22.4	7.4	19..1	8.0
Ryedale	30.5	16.4	19.7	6.5	19.3	7.6
Scarborough	32.4	16.7	18.8	6.7	16.1	9.3
Selby	28.2	18.9	20.9	6.4	17.5	8.1
York	24.6	14.8	18.4	11.3	23.6	7.3
East Riding	29.2	17.6	19.7	7.0	18.1	8.5
Hull	41.2	17.4	16.4	7.7	9.9	7.4
NE Lincolnshire	27.1	19.1	19.5	5.3	10.5	8.5
N Lincolnshire	33.1	20.4	20.3	5.5	12.9	7.9
Barnsley	41.1	18.0	16.7	5.4	11.1	7.8
Doncaster	38.1	18.6	18.5	5.4	11.8	7.5
Rotherham	36.8	19.2	18.8	5.5	11.5	8.2
Sheffield	32.0	15.9	16.0	10.4	18.8	6.9
Bradford	35.1	16.8	17.6	7.4	15.9	7.2
Calderdale	31.2	17.8	19.1	6.8	17.1	8.0
Kirklees	32.9	16.7	17.8	7.5	16.9	8.2
Leeds	30.9	15.9	16.8	10.3	19.2	6.8
Wakefield	39.1	17.9	16.8	5.6	12.5	8.2

Source: Census 2001

Table 6: Selected Occupations

	% ALL IN EMPLOYMENT				
	Managers and Senior Officials	Professionals	Associate Professional and Technical Occupations	Process, Plant and Machine Operatives	Elementary Occupations
Barnsley	10.8	9.8	9.7	10.9	14.9
Doncaster	12.7	8.4	7.8	10.6	17.5
Rotherham	10.1	-	10.6	12	10.9
Sheffield	11.4	11.8	11.3	7.7	13.7
Bradford	13.1	12.6	11.5	8.6	12.5
Calderdale	14.1	12.4	16.5	-	13.4
Kirklees	15.1	13.7	17.4	7.3	12.7
Leeds	14.4	11.3	14.8	7	12
Wakefield	12	8.3	8.7	10	22
Craven	-	-	-	-	-
Hambleton	20.6	-	-	-	-
Harrogate	17.4	18.1	13.1	-	-
Richmondshire	-	-	-	-	-
Ryedale	-	-	-	-	-
Scarborough	-	-	-	-	-
Selby	-	-	-	-	-
York	11.8	18	10.6	-	-
East Riding	14.2	12.8	13.4	9.3	9.9
Hull	-	-	9.5	18.6	15.3
NE Lincolnshire	-	-	-	18.4	16.2
N Lincolnshire	-	-	11.9	17.9	15.6
	13	11.1	12.1	9.4	13.2

Source: Labour Force Survey (quarterly unadjusted)

- indicates sample size to be too small for statistical reliability

Table 7: Working Age Employment Rates by Qualification Level

	No. of people (000s)	Level 4 and above	Level 3	Level 2	Below Level 2	No Quals.
Barnsley	133	83.8	76.7	74.7	70.4	36.6
Doncaster	172	88.3	76.5	77.5	68.0	41.8
Rotherham	152	84.8	79.8	77.4	72.7	45.8
Sheffield	318	86.7	74.0	80.2	70.9	51.5
Bradford	281	83.4	79.5	70.0	65.0	43.4
Calderdale	118	88.2	85.2	74.8	78.1	56.4
Kirklees	238	86.1	84.2	80.0	69.1	50.6
Leeds	447	85.2	69.3	78.7	73.3	57.7
Wakefield	194	88.0	82.2	74.2	73.8	51.7
York	144	85.1	78.8	83.1	80.2	57.6
North Yorkshire	334	85.0	84.3	76.6	83.3	61.8
East Riding	188	87.4	82.9	74.2	75.2	53.8
Hull	147	87.1	72.4	71.8	68.7	40.2
NE Lincolnshire	92	85.8	79.3	76.0	68.9	49.2
N Lincolnshire	92	85.9	78.8	79.7	66.5	42.7

Source: Labour Force Survey 2002/03

Table 8: Learning Participation

	ANY TYPE OF LEARNING		TAUGHT LEARNING ONLY	
	% Participation		% Participation	
	2002/03	Change	2002/03	Change
Barnsley	66.2	3.4	50.8	4.5
Doncaster	72.4	0.4	55.5	2.1
Rotherham	69.9	-3.6	55.3	-1.1
Sheffield	73.4	4.9	58.8	5.1
Bradford	74.5	2.6	56.5	1.6
Calderdale	79.7	4.3	61.2	0.5
Kirklees	75.9	5.6	59.5	5.1
Leeds	75.1	0.3	59.7	1.4
Wakefield	67.7	-2.7	52.8	-3.8
York	80.9	2.5	68.3	3.4
North Yorkshire	75.5	2.2	59.7	1.7
East Riding	75.4	-1.6	60.7	-1.5
Hull	71.2	0.7	55.4	0.3
NE Lincolnshire	80.5	0.6	61.4	-2.4
N Lincolnshire	78.6	1.4	59.2	2.6

Source: Labour Force Survey 2002/03

Table 9: Indices of Deprivation 2004

	Rank of Average IMD Score
Hambleton	285
Harrogate	277
Craven	262
Richmondshire	251
Ryedale	242
Selby	239
York	219
East Riding	208
N Lincolnshire	121
Scarborough	91
Calderdale	86
Kirklees	77
Leeds	68
Rotherham	63
Sheffield	60
Wakefield	54
NE Lincolnshire	52
Doncaster	40
Bradford	30
Barnsley	28
Hull	9

Source: IMD 2004 (rank out of 354 Districts where 1 = most deprived)

APPENDIX 2: SUSTAINABLE DEVELOPMENT AIMS

	Impact	Comment
Good quality employment opportunities available to all	++	The provision of education and skills will increase employment opportunities available to target groups
Conditions which enable business success, economic growth and investment	++	Maximising local skills
Education and training opportunities which build the skills and capacity of the population	+++	Promote lifelong learning and widen participation, increase skills base and individual capacity
Conditions and services which engender good health	-	No direct impact although there is a correlation between better qualifications, better employment and better health levels
Safety and security for people and property	-	No direct impact
Vibrant communities which participate in decision making	++	Skills and education can increase the capacity of individuals to participate in decision making and support more local facilities.
Culture, leisure and recreation activities available to all	-	No direct impact (other than modes of learning)
Local needs met locally	++ and --	Supporting the provision of local services and connecting communities through the use of ICT in learning (particularly in remote and disadvantaged areas) Possible negative effects where "world-class" facilities attract non-learners and displace local learners
A transport network which maximises access whilst minimising detrimental impacts	+	The planning of education and skills provision needs to take account of local transport facilities, whilst improving access for all groups
A quality built environment and efficient land use patterns that makes good use of derelict sites, minimise travel, and promote balanced development	+	The planning of provision should contribute towards the development of sustainable communities and a quality built environment
Quality housing available to everyone	-	No direct impact
A bio-diverse and attractive natural environment	-	No direct impact
Minimal pollution levels	-	No direct impact
Minimal greenhouse gas emissions and a managed response to the effects of climate change	-	No direct impact
Prudent and efficient use of energy and natural resources and minimal production of waste	-	No direct impact

Key:

+, ++, +++ extent of positive impact where +++ most positive

-, --, --- extent of negative impact where --- most negative