



PRE-DRAFT



**REGIONAL SPATIAL STRATEGY
(RSS)**



TOPIC PAPER 2:



SPATIAL OPTIONS



**Consultation
Winter 2004/05**



Foreword

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

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

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

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

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

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

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

Your comments

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

We need to hear from you by **Friday 25 February 2005** so that your views and ideas can be taken into account as we prepare the new draft RSS to submit to Government.

Please send your comments to

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

Strategic Environmental Assessment/Sustainability Appraisal

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

Any queries

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

Topic Paper 2 – Spatial Options

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PART A: BACKGROUND

Section 1 Introduction

This section explains the purpose of this topic paper.

Context

1. This Spatial Options topic paper provides a basis for discussion about future change and development of the region and allows us to explore what choices can be made before detailed policies and proposals are prepared. The new Regional Spatial Strategy (RSS) needs to be clearer about where and how development takes place in the region, without unduly constraining decisions that should be made at the local level.
2. Examining options helps us to identify and assess the likely impacts and implications of different approaches to shaping the core strategy and overall direction for the future planning of the region through the new RSS. It also provides for wider involvement in this process. The consideration of spatial options focuses on developing a clear rationale for making decisions on strategy and policy and asks the fundamental question:

What are we trying to achieve for and across the region through the core strategy of RSS?

3. This involves important and difficult questions about 'how much' and 'where' development generally takes place in the region. These are critical aspects of preparing a more locationally-specific RSS for Yorkshire and Humber: an RSS that is clearer about what it means for particular parts of the region and specific towns and communities.

Requirements

4. The need to look at different strategic options choices is a requirement of Government policy advice on developing an RSS (set out in the Government's Planning Policy Statement PPS11), not least because the consideration of options and alternative approaches is fundamental to meeting European Directive requirements for Strategic Environmental Assessment and Sustainability Appraisal as an RSS is developed.

Local options and choices

5. The RSS and local development plan documents now both form part of the 'development plan' for an area: jointly providing the framework for planning decisions on the development or use of land. RSS has a key remit to set regional direction, establish regional priorities and identify and address cross boundary issues: it is not about making decisions that are more appropriately made at the local level.

6. The preparation of Local Development Frameworks (comprising local development documents) and the strategies of Local Strategic Partnerships provide the means to develop further thinking about options and alternatives for the future planning of local areas.
7. For example detailed 'Settlement Appraisal' work can provide a helpful means to inform and develop local thinking about the roles and functions of places, within a regional context. It is important that spatial planning approaches at both the regional and local levels move forward in partnership – the approach of plan, monitor and review requires this to be a continuous process.

Section 2 Methodology

This section explains the methodology used to examine spatial options, including the use of scenarios, 'sub areas' and 'strategic choice' areas as tools for identifying and assessing spatial options.

Use of scenarios

8. The spatial options for the new RSS set out in this paper have been underpinned by the use of distinct 'scenarios' as a frame of reference: so that the principles and reasons behind each of the choices of spatial options can be made clear. The use of scenarios provides the means to explore differences (and similarities) that might emerge from pursuing different policy approaches.

9. In developing the scenarios we have sought to make sure that each of them is:

Sustainable To be able to meet the aims of the Regional Sustainable Development Framework (ruling out extremes of approach).

Responsive To the specific economic, social and environmental challenges facing the region.
To both the regional and sub-area level.

Meaningful To set out different ways in which the broad policies of existing RSS could be interpreted.
To outline different approaches to the Northern Way growth agenda.

10. Three scenarios have been developed that show how a different policy emphasis (even within the context of meeting sustainable development principles) could lead to different patterns of development emerging in the Yorkshire and Humber region. They have evolved from the summer 2004 consultation on the 'Draft Spatial Vision and Strategic Approach', and the sustainability appraisal of that summer consultation document. The Yorkshire and Humber Assembly's Regional Planning and Infrastructure Commission, its supporting Technical Advisory Group and the RSS SEA/SA Steering Group have all helped to test and develop the three scenarios.

11. These three scenarios and their possible outcomes 'on the ground' would represent further, more locationally-specific, developments of the principles already set out in current RPG (now RSS). The exploration of the scenarios also provides an opportunity to test these principles to make sure they are still appropriate for meeting the sustainability issues facing the region.

12. The *three RSS spatial scenarios* are:

Scenario A - 'Responding to market forces'

Scenario B - 'Matching need with opportunity'

Scenario C - 'Managing the environment as a key resource'

13. Table 1 sets out a broad comparison of each scenario by outlining the main emphasis of each scenario and highlighting the differences in spatial patterns of development that could emerge from pursuing the different scenarios. For comparison, the first column of the Table suggests what the current principles set out in current RPG (now RSS) imply. This enables a comparison to be made between current policy guidance and the three scenarios.

14. It is important to note that because all three scenarios are built within the context of sustainable development principles, each of them has economic, social and environmental dimensions. In addition:

- they do not offer 'extreme' approaches (for example, the 'market forces' scenario does not suggest that economic progress should be at the expense of the environment).
- they serve to highlight different emphases to the way in which economic, social and environmental progress can be achieved.
- policy interventions (through the RSS and at local level) would be required under all scenarios.

15. The scenarios are not mutually exclusive:

- it is important to note that these different scenarios should not be seen as being distinct 'options' from which a choice of scenario 'A' or 'B' or 'C' has to be made.
- they are a tool to help illustrate (and assess and appraise) the impact of a range of policy choices that exist.
- they will help to inform the choice of policies at the next and final stage of RSS drafting that will take place from February 2005 onwards.

Table 1 - Summary of comparative elements of different scenarios

	Current RPG(RSS)	Scenario A	Scenario B	Scenario C
<i>To achieve the objectives of sustainable development, intervene by putting emphasis on...</i>	<i>...continuing existing RPG (RSS) policies</i>	<i>...responding to market forces</i>	<i>...matching need with opportunity</i>	<i>...managing the environment as a key resource</i>
Would result in...				
Economic aims	support growth & tackle regeneration priorities	raise regional Gross Value Added (GVA - a measure of regional output) to reduce current inter-regional disparities	reduce intra-regional disparities	promote growth within environmental constraints, promote environmental economy & low carbon economy
Environment aims	protect areas of environmental importance & improve quality	safeguard special features & national designations	improve quality, particularly to benefit disadvantaged communities	manage resource consumption to minimise adverse environmental effects
Social aims	recognise need for regeneration	wealth spreads out with benefits of growth	support intervention to address inequalities	social benefits from improved quality of environment
Movement aims	reduce need to travel & maximise mobility to increase accessibility where needed	maximise mobility & ease of movement to support growth of market	increase accessibility & manage movement to reduce its adverse impacts	minimise movement through providing for local needs locally
Housing aims	meet needs where they are identified & support regeneration	support economic growth through scale & location of provision	support growth, address market failure & inequality of access to housing	location driven by need to minimise resource use AND environmental impact
Settlement patterns	reinforce existing patterns of development	growth pole locations	well connected places with complementary roles	focus on the settlement pattern that minimises resource use AND maximises environmental enhancement

Use of sub-areas

16. The RSS July 2004 Draft 'Spatial Vision and Strategic Approach' consultation document identified functional **sub areas** within the region, reflecting that economic, social and environmental characteristics and issues overlap administrative boundaries. The sub areas provide an analytical tool to help develop strategy and policy for our large and diverse region.
17. On this basis the sub areas are also used in this topic paper as a spatial framework for considering spatial options – although it is recognised that much of the policy delivery of RSS will take place on a local authority area basis (such as through Local Development Frameworks and Local Transport Plans). The sub areas have been defined for analytical purposes (they help us understand the region). They are not about changing any administrative arrangements in the region, nor are they about imposing any new structures or delivery mechanisms.

Strategic choice areas

18. At the level below the sub-areas a number of 'strategic choice' areas have been identified. These have been identified from the analysis work outlined below, the Draft Vision and Strategic Approach document and from discussions with local authority officers across the region.
19. The purpose of the strategic choice areas is to highlight areas across the region where strategic decisions will need to be made about development and change in the future. They are areas, in addition to specific settlements, where policy choices seem to 'come to a head'. Identifying these areas allows the scenarios to be applied to illustrate what different outcomes would result if the three different RSS scenarios were followed. This approach illustrates the implications of the choices we have.
20. The strategic choice areas do involve cross boundary issues but provide a focus for the regional spatial strategy and policy framework that will be required to shape the approaches of Local Development Frameworks, Local Transport Plans and other sub-regional and local strategies and plans.

Settlements

21. As existing RSS and the Project Plan for the new RSS make clear, settlements need to be a key focus for RSS policy. There is a range of settlement sizes and types across the region and we need to understand their roles if we are to plan effectively for their future. This paper therefore also explores a settlement classification for the region and suggests what the implications of the different scenarios might be for the development of settlements across the region.

Analysis

22. Sections 3-5 of this topic paper provide three inter-related ways of looking at the Yorkshire and Humber region – from different perspectives and at different spatial levels. Collectively these sections identify factors that need to be taken into account as we make decisions about development and land use change:

- Section 3 provides a regional analysis – which compares the Yorkshire and Humber region with other regions and examines differences in trends and issues between different parts of the region
- Section 4 looks on a sub area basis at key economic, needs and environmental factors that will influence decisions about future development in different parts of the region
- Section 5 examines the roles and functions of individual settlements across the region

Strategic Development Patterns

23. Building on the analysis in sections 3-5, sections 6-8 of this topic paper look at possible future strategic development patterns in the region – the spatial options. The options are based around the three RSS scenarios, identifying strategic choice areas and settlements as building blocks. The options are responsive to the analysis in sections 3-5.

- Section 6 looks at options for a different relative focus of growth and change in the region – based on the inter-relationship and balance of development between sub areas - to see how a different distribution of development could result.
- Section 7 identifies where some of the key choices for development in the region might be focused by looking at 'strategic choice areas'.
- Section 8 examines options about the future relative roles, functions and inter-relationships of settlements across the region.

24. It is important to note that the scenarios help to show the choices that arise about matters such as the relative roles of settlements, distribution of housing, priorities for employment, regeneration and transport. More specific issues around housing numbers and employment land requirements, that RSS will need to cover, are considered in Topic Papers 3 (Housing) and 4 (Economy). Transport issues are covered in more detail in Topic Papers 5a-f.

PART B: ANALYSIS

Section 3 Regional Analysis

This section sets out key regional issues, trends and features that will collectively influence decisions about the future of the region.

Wider Picture

25. *'Progress in the Region 2004'* (a report from Yorkshire Futures, monitoring key regional statistics) highlights the wide range of actions (see Table 2) that the region needs to take to achieve its shared vision of being world-class. These implications help to show the diverse agenda of issues facing all regional strategies. The RSS is just one response to these issues. Its key role is to address the resulting spatial implications: that is, the way in which these issues impact on places, people and movement within and beyond the region.
26. RSS is just one of the regional strategies that seek to address these challenges faced by the region – for example the Regional Economic, Housing and Cultural strategies and the 'Northern Way' all have roles to play.

Spatial planning issues

27. The way in which we manage change and distribute and accommodate growth across the region is an important means by which RSS can make a difference in tackling the issues facing the region.
28. As a means of providing regional context (rather than a full evidence base) to decisions about future development and change, the information set out over the following pages serves to highlight some of the key needs, characteristics and past and possible future regional trends that the RSS needs to consider.
29. The first set of information (included as Table 3) focuses on **how the Yorkshire and Humber region compares with the other eight English regions**. It does this by setting out 'Regional Quality of Life Indicators' (Defra, 2004). Overall these portray a picture of a lagging region. *'Progress in the Region 2004'* does highlight significant improvements in the region's performance but, overall, much remains to be done to improve social, environmental and economic conditions in the region.
30. Government policy aims to reduce regional disparities and the 'Northern Way' initiative embodies the Government's commitment to improve the economic performance of the North. The question facing the RSS and other regional strategies is how these national objectives can best be achieved in this region.

- 31.** Table 4 uses published information sources to provide a **summary of key past, current, and possible future housing and employment trends and characteristics within the region.** This information is set out at the local authority level to provide a regional picture (although it is acknowledged that this can serve to mask local circumstances and variations within local authority areas). Annex 1 also helps to supplement this information by highlighting in map form different economic, deprivation and transportation conditions evident across the region. If these trends continue within the region, an overall picture emerges of a region with:
- Depopulation or relatively static population growth in urban areas
 - Significant population and housing growth in more rural areas.
 - Varied economic conditions and progress around the region.
 - Likely 'winners' and 'losers' in terms of future economic success.
 - Different relative shares of new housing development across the region compared to shares of housing and population (see bold figures in Table 4).
 - An unbalanced quality of life across the region, with evident exclusion and inequalities.
 - Increasing demands on our transport networks, services and infrastructure
 - Continued pressure on our environmental resources, assets and climate
- 32.** Most of these particular trends are not desirable and they do highlight the need to consider what action and choices can be made in the new RSS to intervene in these trends.

Table 2 – Progress in the Region Policy Implications

Progress in the Region	Key policy implications arising (The region needs to....)
Advanced economy	<ul style="list-style-type: none"> • Improve productivity to stay competitive • Encourage new high growth businesses • Encourage R&D and innovation • Focus on reducing high economic inactivity in certain areas
Excellent infrastructure	<ul style="list-style-type: none"> • Increase transport investment • Facilitate better public transport, maintain access and reduce travel growth and congestion • Tackle housing issues of low demand, affordability and the quality, quantity and sustainability of the region’s housing offer • Link the economic fortunes of communities to their physical and social development and environment
High quality environments	<ul style="list-style-type: none"> • Consolidate improvements in water quality and biodiversity • Tackle urban air pollution • Take action to get on course to meet its targets on climate change • Continue to increase recycling rates and reduce waste arising
Educated and skilled people	<ul style="list-style-type: none"> • Build upon recent improvements to educational attainment • Improve on lagging basic skills • Address a deficit of people with higher level skills • Heighten the link between workforce supply and employer demand
First class quality of life	<ul style="list-style-type: none"> • Address hotspots of deprivation and economic inactivity • Tackle increasing obesity problems • Address increasing levels of crime • Stimulate greater activity in sport
Good governance and civic participation	<ul style="list-style-type: none"> • Encourage greater civic participation • Share best practice to improve the quality of service delivery • Extend corporate social responsibility

TABLE 3 - REGIONAL 'PERFORMANCE INDICATORS'	Yorkshire & Humber	England	Regional Rank *
1. GVA £ per head (2002)	13,209	15,646	8
2. Total Manufacturing Investment as a % of manufacturing output (1998 – 2001 average)	4.4%	4.4%	6
3. % of working age people in work (2003)	74.4	75.0	6
4. % of working age people in workless households (2003)	12.5	11.2	6
5. % of 19 year olds with at least 5 GCSEs at grade C or above or an NVQ Level 2 (Autumn 2003)	75.9	76.3	6
6. Average Life Expectancy at birth in years (2000 – 2002)	Males 75.4 Females 80.2	Males 76.0 Females 80.6	7
7. % of total dwelling stock not meeting 'Decent Homes' standard (tenures, private and social housing)	37	33	8
8. % of new homes built on previously developed land 1999 – 2002 average	56%	59%	6
9. All burglary per 10,000 household (2002/3)	704	..	9
10. Emissions per head (kg carbon)	4700	2,300	9
11. % Increase in road traffic on all roads: 1993 to 2002	19	18	5
12. River length of good or fair chemical and biological quality (%) 2002	Chemical 90% Biological 90%	Chemical 94% Biological 95%	8 7
13. Household waste recycled or composted (kg/person/year) 2002/03	58	76	7
14. Population indices of woodland and farmland bird species 2002 (1994 = 100)	Woodland species 122 Farmland 100	Woodland species 94 Farmland 95	3 (out of 8) 2 (out of 8)

Source publication: Regional Quality of Life Counts, published June 2004 (Defra)

*Unless stated, the rank is the Yorkshire and Humber region's ranking out of the 9 English regions (including London as a separate 'region'), with values ranked from highest to lowest

TABLE 4 – KEY TRENDS AND CHARACTERISTICS													
	Current picture						Past Trends			Future Trends - Projections			
	Population (2003)		Jobs (2002)		New Housing (02/03)		% Pop. Change 82 - 02	Employment Rate Change 99 - 03 (%)	% Dwelling Stock Change 98 - 03	Population		Employment	
	No. 000	% region total	No. 000s	% region Total	No.	% region Total				ONS % change 03 -23	ONS % Change 04 - 13	Yorkshire Forward % Change 04 - 13	Yorkshire Forward % Change 04 -14
Craven	53.7	1.1	28	1.2	235	1.4	+12.6	1.7	5.5	8.9	3.2	0.14	2.74
Hambleton	84.9	1.7	49	2.0	265	1.6	+13.1	-0.5	10.2	7.3	3.3	2.9	6.06
Harrogate	152.8	3.1	85	3.5	572	3.5	+10.2	2.4	4.8	9.2	3.9	3.81	4.03
Richmond	49.9	1.0	28	1.2	243	1.5	+10.1	5	6.8	17.4	8.2	2.1	2.36
Ryedale	51.2	1.0	2	1.2	171	1.0	+17.1	-5.5	2.9	6.4	2.5	0.44	2.58
Scarborough	106.7	2.1	47	1.9	824	5.0	+4.3	-1.6	3.2	5.1	1.7	2.1	-3.95
Selby	76.8	1.5	32	1.3	292	1.8	+25.2	5.3	5.6	13.3	5.6	6.38	-1.06
York	183.1	3.7	110	4.5	844	5.1	+10.3	3.1	5.9	10.1	4.7	3.18	1.46
Barnsley	220.2	4.4	84	3.5	945	5.8	-3.6	-2.7	2.7	6.8	2.9	-0.75	1.74
Doncaster	288.4	5.8	117	4.8	553	3.4	-1.1	-0.8	5.7	1.6	0.4	-1.77	-0.42
Rotherham	251.5	5.0	101	4.1	890	5.4	-1.5	7.3	2.5	4.6	1.9	-2.19	-4.37
Sheffield	512.5	10.2	264	10.8	2136	13.0	-6.4	3.6	0.2	2.1	0.8	0.65	3.55
Bradford	477.8	9.5	219	9.0	1234	7.5	+1.9	2.1	-1.3	17.0	7.2	2.73	3.32
Calderdale	193.2	3.9	93	3.8	499	3.0	+0.3	-1.1	0.9	4.4	1.5	-0.86	1.19
Kirklees	391.4	7.8	172	7.1	497	3.0	+3.2	-0.7	1.9	6.6	2.8	2.33	3.02
Leeds	715.2	14.3	436	17.9	2257	13.8	-0.2	-1.2	2.6	3.1	1.2	1.95	4.48
Wakefield	318.3	6.4	136	5.6	1165	7.1	+0.6	2.7	3.9	7.5	3.1	-2.01	-1.38
East Riding	321.3	6.4	129	5.3	1359	8.3	+16.9	-0.1	5.6	14.8	6.8	2.56	3.26
Hull	247.9	4.9	129	5.3	625	3.8	-11.8	3.1	0.4	-10.9	-6.4	1.70	-3.36
NE Lincs	157.4	3.1	71	2.9	245	1.5	-2.1	6.9	3.0	-2.0	-1.4	-7.48	-6.99
N Lincs	155.0	3.1	75	3.1	552	3.4	+1.8	1.7	4.9	7.3	3.2	-3.23	-3.05
Yorkshire & Humber	5009.3	100%	2434	100%	16403	100%	+1.3	1.3	2.7	6.1	2.5	0.76	1.50

Notes: Population (2003) sourced from ONS 2003-based Sub-national Population Projections (released 25/11/04); Jobs (2002) sourced from NOMIS Labour Market profile – total number of jobs is a workplace-based measure and comprises employees, self-employed, government support trainees and HM Forces; New Housing (02/03) sourced from YHA AMR2003; Population Change (82 – 03) sourced from ONS Region in Figures Summer 2004; Employment Change Rate (99 – 03) sourced from NOMIS (Local Labour Force Survey data); Dwelling Stock sourced from ODPM HIP reports; ONS 2003-based population projections have been used for the data on future trends along with data from Yorkshire Forward's Econometric Model, which has similarly been used to provide change in employment data

Regional Sustainability Issues

33. Given the overriding need to ensure that the new RSS contributes to sustainable development it is also important to analyse key sustainability trends and issues. Scoping work undertaken so far for the Strategic Environmental Assessment and Sustainability Appraisal of RSS has identified key sustainability issues that are of relevance to the emerging RSS. These are set out in Table 5 below, which helps to draw together and summarise the key sustainability issues that set the context for spatial planning in the Yorkshire and Humber region.

Table 5 - Key Sustainability Issues in Yorkshire and the Humber

<ul style="list-style-type: none">• Social inequalities – health inequalities, growing disparities, income levels, social exclusion• Lifestyles – increasing mobility for people who own cars, increasing dispersal between places where people live, work and shop and increasing patterns of consumption• Regional economic prosperity – slower economic growth and lower levels of prosperity compared to regions in other parts of the country• Climate change – reducing emissions of greenhouse gases and adapting to impacts of change• Biodiversity – significant decline in the 20th century and further threats from climate change• Waste and resource consumption – increasing levels of consumption and waste production• Rural and urban landscapes – protecting and enhancing the unique sense of place and character of the region's settlements and rural areas.• Demographic trends – the changes and demands arising as the region's population grows older
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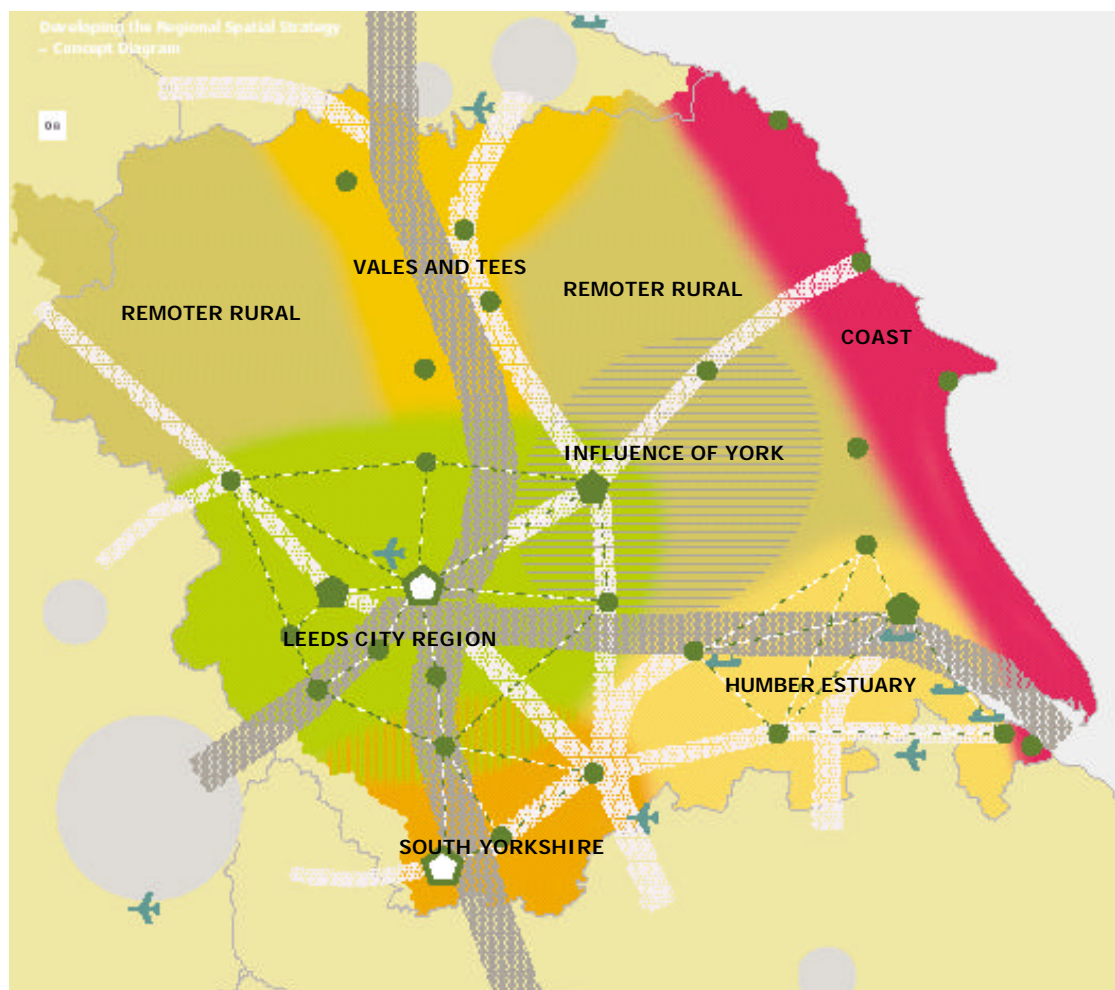
Section 4 Sub Area Analysis

This section sets out at a sub area level key factors that will influence decisions about future development and change across the region.

Introduction

34. A range of different factors will influence the decisions we need to make about a spatial planning approach for the region. The July 2004 Draft Spatial Vision and Strategic Approach consultation document identified spatial planning issues and possible responses for each of the RSS sub areas shown on Map 1. Annex 2 summarises key issues identified in the July 2004 consultation document for each sub-area and also draws out for each sub-area additional key issues that were raised by respondents to the consultation exercise and also by its sustainability appraisal. [It should be noted that the names of the sub-areas are working titles only].

Map 1: Sub-areas identified to help develop the new RSS



35. Responses to the July 2004 consultation exercise demonstrated broad support for the concept and use of sub areas. Some

respondents highlighted concerns about the make-up and extent of some of the sub areas:

- Cleethorpes should be included in the Humber estuary rather than coastal sub area
- Hull has a greater sub-regional influence which is not reflected by the current northern boundary of the Humber estuary sub area
- the sub areas do not reflect differences between upland and lowland rural areas
- York has an important and perhaps greater 'area of influence' that overlaps other sub areas that needs to be reflected

- 36.** These comments have been taken into account as the issues arising in each sub-area that RSS needs to tackle have been further developed.
- 37.** The following tables summarise for each sub area key influences on development - under the headings of economic, needs and environmental influences. This broad picture of influences helps to set out important factors that need to be taken into account in decisions about future development and change in the region. The factors identified build on those set out in the July 2004 consultation document, the responses received and the appraisal results (see Annex 2).
- 38.** Some of the factors could sit under more than one of the three headings used, for example environmental factors could equally be viewed as economic assets. Under different approaches some of these influences could represent either a constraint or an opportunity for development. Similarly, some factors could be a driver for growth or create a particular need for development.

Humber Estuary Sub Area – Development Influences		
Economic	Needs	Environmental
<ul style="list-style-type: none"> • Urban areas of Hull, Scunthorpe and Grimsby as critical masses of activity • Humber Ports as a global trade gateway and related key clusters • International links from Humberside Airport • E/W Multi modal transport links • Links to Doncaster & Robin Hood Doncaster Sheffield Airport • Role of Hull as a regional key city • Hull University 	<ul style="list-style-type: none"> • Economic diversification • Tackling deprivation, particularly in Hull and Grimsby • Improved standards of education & health • Affordable housing • Housing market renewal 	<ul style="list-style-type: none"> • Flood risk • Water Resources already over committed • Humber estuary, Ramsar site • Managed realignment & retreat of shoreline • Landscape/ topography – the Wolds • Air quality • Nitrate vulnerable areas • Image/market demand
South Yorkshire sub area – development influences		
Economic	Needs	Environmental
<ul style="list-style-type: none"> • The role of Sheffield as a core city • The roles of Barnsley, Doncaster and Rotherham • ‘Spin offs’ from universities and key clusters • Robin Hood Doncaster Sheffield Airport • Links to adjoining sub regions and the East Midlands. • Demand for out of town/centre locations • Areas of high housing demand 	<ul style="list-style-type: none"> • Economic transformation, diversifying the employment base. • Improvements to areas of multiple deprivation • Holistic regeneration of the former coalfield areas including Dearne Valley • Improved internal and external connectivity • Housing market renewal • Affordable housing in some areas 	<ul style="list-style-type: none"> • Poor air quality • Flood risk, particularly related to River Dearne and River Don • The need to improve connectivity, in some areas by private transport • Some major areas of brownfield land in unsustainable locations • Over committed groundwater resources and limited additional surface water resources • Nitrate vulnerable Areas

Leeds City Region sub area – development influences		
Economic	Needs	Environmental
<ul style="list-style-type: none"> • Scale and potential of the City of Leeds economy • The potential regional role of Leeds city centre • The multi-centred nature of the area (with distinct cities and towns – Barnsley, Bradford, Dewsbury, Halifax, Harrogate, Huddersfield, Wakefield and York) • Extensive areas with high demand for housing • High investment levels in business • A critical mass of services for local communities and for business • Good quality ‘high density’ urban and inter urban public transport links • City region is at the intersection of key inter regional road and rail links • International links from Leeds Bradford Airport • York’s environment and the particular influence it has in surrounding areas (both within and outside the city region) 	<ul style="list-style-type: none"> • Further economic diversification • Improvements to significant areas of deprivation • Areas of both low and high demand for housing • Housing market renewal • Improvements to areas of degraded environment in coalfield and urban fringe areas • Improving economic performance to match comparable European cities • Reduced congestion and improved connectivity/access • Needs of distinct communities and centres of the main urban areas of Bradford, Halifax, Huddersfield, Barnsley, Leeds, Wakefield and York and towns such as Dewsbury, Harrogate, Skipton and Selby 	<ul style="list-style-type: none"> • Flood risk • Contaminated land • Poor air quality • Heritage – particularly the setting of York and the character of historic market towns • Environmental designations (SPA/SCA) in west • Areas of steep topography and areas of landscape which cannot accommodate significant development

Remoter Rural sub area – development influences		
Economic	Needs	Environmental
<ul style="list-style-type: none"> • Tourism • Agricultural diversification • High quality environment • Forestry • Market towns renaissance • Housing demands • Influence of York 	<ul style="list-style-type: none"> • Local employment • Sustaining local services • Improving access to local services • Improving access to larger centres • Affordable housing • Differing needs in upland and lowland areas • For improved public transport • Links with adjoining service/employment centres 	<ul style="list-style-type: none"> • National Parks • AONBs • Flood risk and catchment management • Relative isolation, high access deprivation • Topography, particularly its impact on communication links • No additional groundwater resources available and additional surface water resources only available in west

Vales and Tees sub area – development influences		
Economic	Needs	Environmental
<ul style="list-style-type: none"> • Demand for housing from commuters from Tees city region and Leeds City Region • Key strategic transport corridors including A1, A19 and East Coast Mainline • Tourism • High quality environment 	<ul style="list-style-type: none"> • Economic diversification with reliance on traditional industries • Affordable housing in the north and east of the sub-area, and fringe of Leeds City Region • East-West transport links and relationship with rural areas 	<ul style="list-style-type: none"> • Localised floodplain constraints • Air quality – A1 corridor • Local heritage significance at Richmond and Ripon • Geological constraints at Ripon • Adjoining National Parks and environmental designations (SPA, SCA, SSSI's) • Nitrate vulnerable areas

Coast sub area – development influences		
Economic	Needs	Environmental
<ul style="list-style-type: none"> • Attractive environment & settings • Potential for offshore energy • Potential for more conference trade • Linkages between Scarborough and York • Linkages between Bridlington and Hull • Potential for more outdoor recreation • Influence of Hull Humber City Region Concept in Northern Way • Agriculture 	<ul style="list-style-type: none"> • Economic diversification – structural decline of traditional industries • Connections with the wider region: Limited road and particularly rail access • Need for affordable housing • Improved health in northern part of the sub area • Isolation of the area – need for improved and innovative public transport 	<ul style="list-style-type: none"> • Coastal erosion • Flood risk • Managed retreat • National Park and environmental designations (SPA, SCA and SSSI's) • Heritage coast • Ramsar site in south • Nitrate vulnerable areas in south

Consultation question 1

Are any key strategic development influences missing for any of the sub areas?

Section 5

Settlement Analysis

This section sets out the current roles and functions of settlements across the region.

Introduction

39. North Yorkshire County Council was commissioned by the Yorkshire & Humber Assembly to undertake a Regional Settlement Study to establish an information base for the development of the settlement strategy in RSS and for Yorkshire Forward's Renaissance Market Towns Programme. The study had four aims:

- to identify, map and collate key information for all settlements in the Yorkshire and Humber region;
- to develop criteria for the functional classification of settlements in the region, including the definition of market towns;
- to develop and utilise criteria for prioritising the market towns to be included in the Renaissance Market Towns programme; and
- to suggest how the information collected could be further analysed and applied (alongside that collated through Urban Capacity Studies and the Regional Employment Land Survey) to help develop the settlement strategy of the RSS

40. A final 'Regional Spatial Strategy Settlement Study Report' (Regional Settlement Study) was published in June 2004. The report sets out the methodology adopted in the preparation of the study, identifies a functional classification of settlements in the region and highlights areas where further work. It is supplemented by a CD, which includes the data collected, relevant analyses and maps. This report is available from the Assembly.

Settlement study approach

41. A prime purpose of the Regional Settlement Study was to develop a functional classification of settlements in the region, so that this could help with the development of appropriate policies in the new RSS that reflected the distinct characteristics of different settlements in the region. A review of work undertaken elsewhere at the national, regional and local levels suggested that there was no common approach to settlement classification. Several common features did, however, emerge with service role, size and accessibility forming the basis of a number of classifications. The differing circumstances and purposes of these studies suggested that none would be directly applicable to this project.

42. The Regional Settlement Study considered options in approach and the range of settlements in the region - it was concluded that no single classification would provide the comprehensive understanding

of the current characteristics, roles, functions and inter-relationships of settlements required to inform the development of a regional settlement strategy. Rather than limit the scope of the study by attempting to classify settlements in terms of a single set of criteria, an alternative approach was adopted which considered each settlement in terms of **four key areas** - its location or physical relationship to other settlements, its service role, its functions and its prosperity. Each of these was divided into several categories as shown below:

Location

- linked settlements
- 'stand alone' settlements within an urban hinterland
- 'stand alone' settlements outside an urban hinterland
- remote settlements

Service role

- sub-regional centres
- principal service centres
- local service centres
- basic service centres

Functions

- commuter settlements
- employment centres
- tourist centres
- settlements with no dominant role

Prosperity

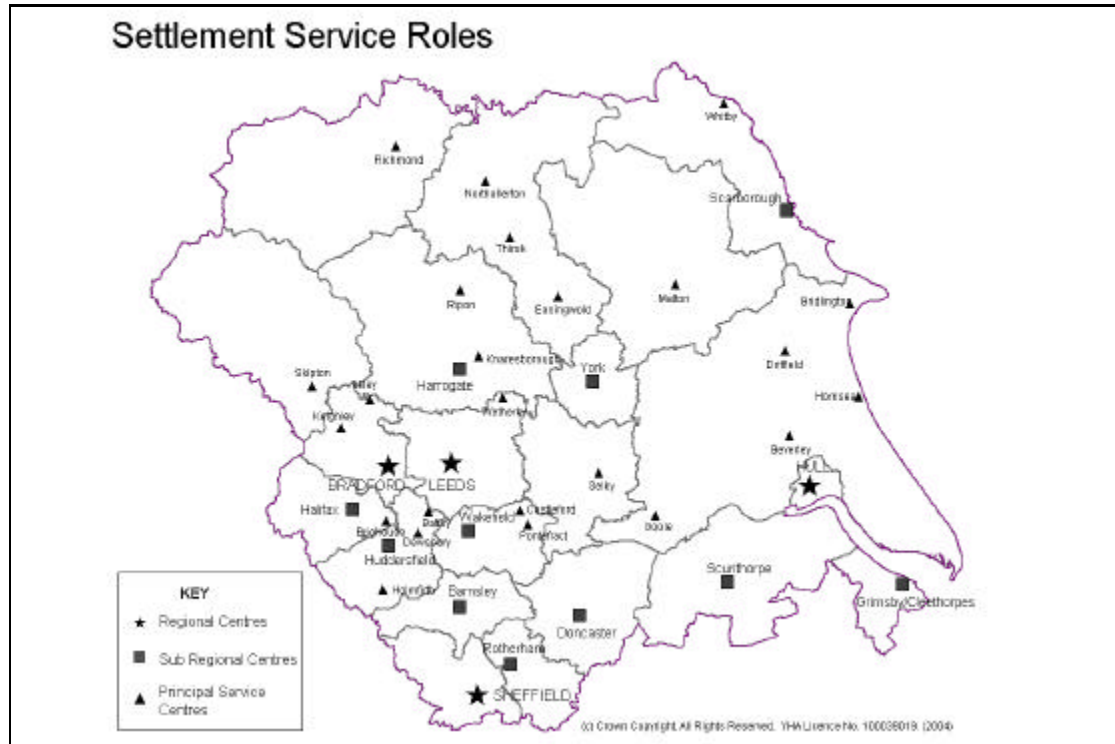
- prosperous
- stable
- less prosperous

43. Criteria were developed for each category based on the data that had been collected. In relation to the classifications the location categories are based solely on physical location, notably on distance and do not take account of accessibility factors. The service roles used in the analysis exclude the larger regional centres as a category (because Leeds, Sheffield, Hull and Bradford had been excluded from the study).
44. Each settlement was considered in the context of the study criteria and classified in terms of its location, service role, function (which could cover more than one category) and prosperity. In classifying settlements the study adopted a best-fit approach, taking into account the performance of the settlement across the range of criteria.

Settlement study results

45. Detailed results of the Settlement Classification are included at Annex 3. These provide an initial understanding of the characteristics of settlements across the region and identify linkages, where this has been possible. Map 2 presents the 'service' classification of settlements across the region:

Map 2



46. Some of the main points arising from the Regional Settlement Study are summarised below under the headings of the four key study areas:

Service role

- the study identified 11 sub-regional centres - Barnsley, Doncaster, Grimsby/Cleethorpes, Harrogate, Halifax, Huddersfield, Rotherham, Scarborough, Scunthorpe, Wakefield and York
- of the 24 principal service centres identified in the study, 15 are in the more rural parts of the region, in North Yorkshire and the East Riding.
- there are relatively few settlements with the level of services required to meet the principal service centre classification within the conurbations of South and West Yorkshire. This may well reflect the degree to which larger rural towns in North Yorkshire and East Riding act as the focus for the delivery of many key public and private services and the relative accessibility of the higher level service centres (i.e. larger towns and cities) in South and West Yorkshire.

Function

- settlements that have a dominantly 'commuter' role are focused in West Yorkshire around Leeds, Bradford and Huddersfield, around York and Scunthorpe, to the south of Teesside and along the A1 corridor in North Yorkshire. Accessibility to the main employment centres and the physical and social environment appear to be key factors. However, relatively few settlements in South Yorkshire were identified as having high levels of commuting elsewhere.
- settlements identified as employment centres are found across the region, although relatively few settlements in South Yorkshire have been identified as meeting the criteria.
- as might be expected tourism is focused on the coastal and rural settlements.
- settlements with no dominant characteristics are concentrated in South Yorkshire and may reflect the changes in the role of settlements that have occurred in recent years and issues surrounding regeneration and renaissance.

Prosperity

- the analysis suggests a major divide within the region between the more and less prosperous areas. The economic problems facing South Yorkshire and the coastal area are evident from the analysis.
- the more prosperous areas are concentrated in the rural parts of the region and in settlements in west Yorkshire. There appears to be a strong link between prosperity and commuting.

Location

- the analysis of settlement location has been based on the distance of settlements from each other rather than on accessibility and journey times. Although further work needs to be undertaken in this area, particularly in relation to public transport, the study data has highlighted the differing degrees to which settlements are accessible in journey times by car from major service centres.
- few settlements in the North Yorkshire and Humber sub-regions are within a 30 minute drive-time of more than two settlements with a population of 20,000 or more (including those in adjoining regions). This contrasts markedly with those settlements with good access to the motorway network, particularly along the M1/M62 corridors in South and West Yorkshire, where many settlements are within a 30 minute drive time of 10 or more settlements with 20,000+ population. This has important implications in terms of access to services and employment, the function of settlements and their relationships.

Consultation question 2

Do you have any comments on the main points arising from the Regional Settlement Study?

PART C: STRATEGIC DEVELOPMENT PATTERNS

Section 6 Regional growth and change

This section applies the three RSS scenarios to demonstrate how a different relative focus of growth could result across the region.

Introduction

- 47.** This section looks at the broad distribution of development that could result between the sub areas identified in the region under the three different scenarios.
- 48.** The tables include a brief rationale for the identified relative focus of growth. This rationale reflects some of the key influences identified in sections 3-5. The tables use the following scale of 1 to 5 squares to indicate what the relative growth focus would be:

Limited - Moderate - Major



- 49. Scenario A – responding to market forces** puts a greater lead emphasis on the strength of market interest and the role of particular regional strengths as the driving forces for future development and change – along the lines of a ‘growth poles’ approach. Policy interventions would be prioritised to make the most of the market and regional strengths. Under this scenario balancing growth across the region may spread it too thinly and not help to close the performance gap with other regions. The relative growth focus that could result from this scenario is highlighted below.

Sub area	Relative growth focus	Rationale
Leeds City Region	■ ■ ■ ■ ■	- Very strong market interest/growth prospects - Largest critical mass of people and activity - National E-W & N-S transport corridors
South Yorkshire	■ ■ ■	- Major centres of people and activity - National N-S transport corridor - Need for economic transformation
Humber Estuary	■ ■	- Relatively low market demand - Projected poor economic growth prospects - International trade gateway/corridor
Vales & Tees Links	■ ■ ■ ■	- National N-S transport corridor - Market demand from Y&H and North East - High quality living environment
Coast	■	- Relatively low market demand/peripheral - High environmental quality of the coast - Limited communication links/infrastructure
Remote Rural	■ ■	- Remoteness from main centres - High quality living/working environment - Topography constraints on communications

50. Scenario B – matching need with opportunity has an emphasis on meeting needs – which could be social, economic or environmental. Policy interventions would aim to tackle these needs, influence the market and share benefits in order to prioritise to areas in regeneration need and avoid overheating in parts of the region. The relative growth focus that could result from this scenario is highlighted below.

Sub area	Relative growth focus	Example factors
Leeds City Region	■ ■ ■	- Significant multiple deprivation - Major location for existing/future jobs - Areas of low and high demand housing
South Yorkshire	■ ■ ■ ■	- Significant multiple deprivation - Need for major economic restructuring - Need to achieve housing market renewal
Humber Estuary	■ ■ ■	- Significant multiple deprivation - Need for major economic restructuring - Need to achieve housing market renewal
Vales & Tees Links	■ ■	- Need for affordable housing - Need for economic diversification/local jobs - Reduce rural isolation
Coast	■ ■ ■	- Need for economic diversification/local jobs - Need for improved access - Peripheral location and isolated settlements
Remote Rural	■ ■	- High access deprivation - Need for affordable housing - Need for economic diversification/local jobs

51. Scenario C – managing the environment as a key resource places a greater recognition on the significance of our environment to our future, including to our economic and social well-being. Policy interventions would be prioritised by environmental considerations to safeguard important environmental assets and scarce resources, reduce resource consumptions and minimise risks to people and our environment. The relative growth focus that could result from this scenario is highlighted below.

Sub area	Relative growth focus	Example factors
Leeds City Region	■ ■ ■ ■	- Enhancement of industrial/colliery areas - Co-location of housing with greatest concentrations of jobs - Pressures on settings and character
South Yorkshire	■ ■ ■ ■	- Enhancement of industrial/colliery areas - Need for more jobs to reduce travel - Flood risk and water resource constraints
Humber Estuary	■ ■	- Large area at risk from flooding - Internationally important estuary habitats - Water resource constraints (south bank)
Vales & Tees Links	■ ■ ■	- Local heritage/character of towns - Commuting pressures - Localised floodplain and air quality concerns
Coast	■ ■	- Coastal erosion and flood risk - National park and heritage coasts - Environmental economy opportunities
Remote Rural	■ ■	- National Parks - Protected landscapes and environments - Environmental economy opportunities

52. Overall – the three RSS scenarios would result in a different balance of development between each of the sub areas. This comparative picture is shown in the table below.

Sub area	Relative growth focus		
	Scenario A	Scenario B	Scenario C
Leeds City Region	■ ■ ■ ■ ■	■ ■ ■	■ ■ ■ ■
South Yorkshire	■ ■ ■	■ ■ ■ ■	■ ■ ■ ■
Humber Estuary	■ ■	■ ■ ■	■ ■
Vales & Tees Links	■ ■ ■ ■	■ ■	■ ■ ■
Coast	■	■ ■ ■	■ ■
Remote Rural	■ ■	■ ■	■ ■

Consultation question 3

Which scenario, or combination of scenarios, do you think would provide the best relative growth focus across the region?

Section 7

Strategic choice areas

This section identifies strategic areas across the region where key decisions and choices will need to be made – and highlights different outcomes that could result through different approaches that follow the RSS scenarios.

Introduction

53. The scenarios provide a basis for looking at different patterns of development that could be encouraged across the region. The principles underpinning each scenario suggest different spatial planning approaches that could be taken.

Development patterns

54. The rest of this section is based on the identification of a number of 'strategic choice areas' across the region. In looking at how the different scenarios could impact on the distribution of development across the region, these are the 31 locations where development choices seem to 'come to a head'. In some cases the strategic choice areas are focused on particular settlements, in others they are wider areas. Section 8 picks up more particularly how the role of settlements might develop under the different scenarios.

55. For each strategic choice area different outcomes are considered under the three RSS scenarios. The focus on 'outcomes on the ground' in each strategic area is intended to help show the implications of each scenario – rather than just consider the scenarios as abstract concepts.

56. Overall, the information relating to areas and settlements in South Yorkshire is more developed than in other parts of the region. This reflects the work already undertaken to prepare the South Yorkshire Spatial Strategy and agree the South Yorkshire Vision. The preparation of the new RSS provides the opportunity to further develop thinking and priorities for strategic patterns of development across the whole of the region. Responses to this consultation document will help us to develop this thinking and shape the strategy and policies of new RSS.

57. The map below identifies the strategic choice areas across the region. The number they have been allocated is not significant.

Strategic Choice Areas Map

Table 6: Strategic Choice Areas

Strategic Choice Area	Scenario A	Scenario B	Scenario C
1 Grimsby/Cleethorpes	Strategic development focus linked to the A180/M180, rail corridor and tourism potential	Focus on addressing regeneration and meeting local needs in urban area	- Urban development focus with scope to reduce travel needs, re-use land and buildings, and realise environmental improvements
2 Immingham/South Humber Bank	- Developing the port to its full potential, maximising landside development opportunities & improving transport links	- Developing the port, improving transport links and encouraging landside development that meets regeneration needs in Grimsby/Cleethorpes	- Restricting further port and landside development to safeguard internationally important habitats & to reduce flood risk
3 Humber Ports	- Prioritising investment to Immingham as the largest port with greatest scope for landside development & increasing regional movement of goods	- Developing complimentary niche roles for all 3 ports	- Restricting any further expansion of port facilities on the Humber to safeguard internationally important habitats & to reduce flood risk
4 Humberside Airport	- Supporting a major development focus around the airport for non-airport related business - Improving surface access from across the sub area (particularly Hull) to support a function as a "City Airport" for the city region	Focussing airport related uses only around the airport - Improve surface access by public transport particularly from the urban areas	Focussing airport related uses only around the airport - Improve surface access by public transport
5 Wider Hull Area	- Directing major growth and development across the area as a broad 'City region' focus to achieve regeneration, renewal and overall growth	- Focussing major development on the Hull urban area to meet regeneration needs, <i>balanced with</i> - Meeting local needs across the wider area	- Avoiding development on the floodplain by directing development to higher ground along the Wolds & to the better defended urban area of Hull
6 Goole to Hull	Focussing major development along a corridor to capture strong market interest to the west of Hull and exploit the multi-modal transport links to the rest of the region along the corridor	- Focussing major development at Hull and Goole as nodes in the corridor to meet regeneration needs - Meeting local needs elsewhere along the corridor and improving accessibility to the above nodes	- Promoting multi-modal movement along the corridor - Restraining development along the corridor with a development focus on Hull & Goole as defended urban areas in the floodplain and protecting the estuary as a Ramsar site
7 Scunthorpe to Doncaster/Finningley	- Focussing major development along a corridor to capture strong market interest and links to the new airport and South Yorkshire	- Focussing major development on the urban area of Scunthorpe to meet regeneration needs, <i>balanced with</i> - Meeting local needs along the corridor	- Restraining development due to water resource constraints, flood risk & air quality issues in the corridor.
8 Robin Hood Doncaster Sheffield Airport	Supporting a major development focus around the airport for airport and non-airport related business Improve surface access to support a function as a major intercontinental airport for SY, the wider region and neighbouring regions.	Focussing airport related uses only around the airport Improve surface access by public transport particularly from the urban areas to enable the development of a major regional airport serving the needs of SY and adjoining sub regions	Focussing airport related uses only around the airport Improve surface access by public transport from the urban areas

<p>8a</p> <p>Doncaster/Robin Hood/Scunthorpe Corridor</p>	<p>- Focussing major development along this corridor to capture strong market interest and links to the new airport</p>	<p>Focussing major development on the urban area of Doncaster to meet regeneration needs, <i>balanced with</i></p> <p>- Meeting affordable housing needs along the corridor</p>	<p>Restraining development due to water resource constraints, flood risk & air quality issues in the corridor</p>
<p>9</p> <p>Doncaster</p>	<p>Focus business/office enterprises on Doncaster urban centre.</p> <p>Direct business/logistic enterprises to selected sites on main settlement corridors with easy access to motorway network for freight.</p> <p>Examine implications of emergence of Sheffield-Rotherham-Doncaster corridor.</p> <p>Housing development focussed on main urban area. Potential for housing growth in some smaller high demand settlements.</p>	<p>Focus business/office enterprises on Doncaster urban centre. Benefit from knowledge based components of the Education city initiative</p> <p>Direct business/logistic enterprises to selected sites on main settlement corridors with easy access to residential areas by public transport and to motorway network for freight.</p> <p>Housing development focussed on main urban area. No significant housing growth in smaller high demand settlements, examine potential to improve sustainability of certain low demand settlements.</p>	<p>Focus business/office enterprises on Doncaster urban centre. Benefit from knowledge based components of the Education city initiative</p> <p>Specifically focus on regeneration of major areas of previously developed land such as the Waterfront urban renaissance project.</p> <p>Focus on smaller scale but significant high value /high growth uses in these areas such as digital enterprises.</p> <p>Housing development focussed on main urban area. No significant housing growth in smaller high demand settlements, examine potential to improve sustainability of certain low demand settlements.</p>
<p>10</p> <p>M1 & M18 motorways</p>	<p>Support for B1, B2, B8 development on sites located close to motorway junctions</p>	<p>Limited development of B1, B2, B8 sites close to motorway junctions particularly where these sites are well advanced and where they are well linked to urban areas and will support developments that could not be accommodated in centres.</p> <p>Support for improved public transport connections with settlements.</p>	<p>Restricting development of new sites close to motorway junctions to avoid use of greenfield sites, to concentrate development in more sustainable locations and to minimise car use.</p>
<p>11</p> <p>Rotherham</p>	<p>Focus major developments on the Rotherham-Sheffield corridor, Town Centre, Manvers, Dinnington, Rother Valley Country Park and Waverley.</p> <p>Examine implications of emergence of Sheffield-Rotherham-Doncaster corridor.</p> <p>Particular emphasis placed on the advanced manufacturing park at Waverley, with additional supporting mixed-use developments. Further develop strategic tourism in location such as Rother Valley Country</p>	<p>Focus major developments on the Rotherham-Sheffield corridor, Town Centre, Dinnington and Waverley.</p> <p>Ensure that role of centre compliments Sheffield City role.</p> <p>Particular emphasis on delivering Town Centre renaissance to re-establish quality residential and commercial role with improved links to Parkgate via light rail.</p>	<p>Focus major developments on the Rotherham-Sheffield corridor, Town Centre, Manvers, and Dinnington, and Waverley.</p> <p>Particular emphasis on delivering Town Centre renaissance and improvements to pathfinder areas.</p>

	Park to strengthen SY tourism offer.		
12 Sheffield	<p>High quality core city role, supported by knowledge/university based services and high tech manufacturing focussed on the Sheffield-Rotherham Corridor.</p> <p>Enhance strategic transport links to London, Leeds, Manchester and international air services.</p> <p>Priority for housing in main urban area, but settlements close to city, within and outside its borders (including parts of E.Midlands) to play part.</p> <p>Continued high-density housing in city centre.</p>	<p>High quality core city role, supported by knowledge/university based services and high tech manufacturing focussed on the Sheffield-Rotherham Corridor.</p> <p>Prioritise strategic regeneration of Upper Don Valley northwest of the centre.</p> <p>May be needed to restrict loss of employment sites to housing in city centre.</p> <p>Priority for housing in main urban area, but settlements close to city to play part of meeting housing need.</p>	<p>High quality core city role, supported by knowledge/university based services and high tech manufacturing focussed on the Sheffield-Rotherham Corridor.</p> <p>Prioritise strategic regeneration of transitional areas north of the centre.</p> <p>Priority for housing in main urban area, but certain settlements close to city to play part in meeting needs.</p> <p>Continued high-density housing in city centre.</p>
12a Sheffield – Meadowhall	Only limited expansion of Meadowhall Shopping Centre.	No significant expansion of Meadowhall Shopping Centre.	No significant expansion of Meadowhall Shopping Centre.
13 Dearne Valley and (other Former Coalfield Settlements)	<p>Support continued provision/investment in sites capable of attracting viable economic development.</p> <p>Support major scheme such as Manvers Lakeside to improve facilities and maintain wider economic sustainability.</p> <p>Use the settlement viability appraisal to determine location of housing investment, with focus on development where market is strongest and on urban extensions</p>	<p>Support schemes to improve facilities and to improve community sustainability.</p> <p>In the settlements supported by viability appraisal, seek to meet local housing & employment needs, i.e. focus development in settlements where such investment will maintain or enhance sustainability.</p> <p>Strong emphasis on public transport connections with surrounding town centres</p>	<p>In the settlements supported by viability appraisal, seek to meet local housing needs. Support schemes to improve facilities and to improve community sustainability.</p> <p>Maximising urban housing potential within settlements.</p> <p>Strong support for economic interventions to reduce need to travel</p> <p>Avoidance of urban extensions</p>
14 Barnsley	<p>Developing Barnsley as a vibrant 21st century market town.</p> <p>Major developments will be focussed Barnsley town & urban centre. Improve external transport connectivity both north-south and east-west.</p> <p>New housing in Town Centre, Urban Barnsley and certain towns. Potential for housing growth in some smaller high demand settlements.</p>	<p>Developing the Barnsley as a vibrant 21st century market town.</p> <p>Major developments will be focussed Barnsley town & urban centre, adjacent settlements along the line of the Dearne Town Link Road and in sustainable settlements in the east of Barnsley.</p> <p>New housing in Town Centre, Urban Barnsley and certain towns. No housing growth in smaller settlements.</p>	<p>Developing the Barnsley as a vibrant 21st century market town.</p> <p>Major developments will be focussed Barnsley town & urban centre.</p> <p>New housing in Town Centre, Urban Barnsley and certain towns. No housing growth in smaller settlements.</p>
15 Selby Wakefield Barnsley Coalfield	Encourage development which makes best use of transport and infrastructure. Encourage development	Focus on economic activity and training to support local communities. Encourage house building which	Focus development in larger settlements and locations accessible by public transport

	which makes use of new transport infrastructure e.g. Hemsworth-A1 link. Take advantage of the areas proximity to both Leeds and York	diversifies the housing mix. In the north and east of the area support and develop links with York e.g. York Selby road and rail corridor. In all cases seek locations which can be served by public transport	
16 South and east of Leeds	Direct economic activity to the area encourage high value uses to reduce public money costs of site constraints. Large scale green field releases for housing in locations well served by public transport facilities and not in environmentally sensitive locations. Car based developments require improvements to the motorways – widening	Direct economic activity to the area in conjunction with training for local people. Greater emphasis on urban areas – Wakefield, Castleford & Pontefract. More public resources required to implement necessary infrastructure and sustainable development. New housing to support regeneration and diversify the mix.	Ensure the scale of development and uses are appropriate and less dependent on motorway access. Reduced housing requires no green field sites. Greater efforts to match homes and jobs
17 Urban areas West of Leeds	Allow employment land to be recycled for housing focus on small scale high value businesses. Market interest in developing in the urban areas of Halifax, Huddersfield and Dewsbury limited. Greater pressure on the smaller settlements	Encourage businesses by selling the convenience of access to 2 city regions, reduce loss of employment land and buildings to other uses. Develop the roles of the urban areas of Halifax, Huddersfield and Dewsbury	Support local business and encourage the reuse of redundant employment space for housing. Greater emphasis on developing the local roles of the urban areas of Halifax, Huddersfield and Dewsbury
18 Aire Valley Skipton to Leeds	Allow employment land to be recycled for housing focus on small scale high value businesses. Potential for more green field housing	Increase provision of affordable housing. Protect the supply of employment land and buildings. Focus development on the main settlements	Focus on reuse of land and locations which are very accessible. Avoid areas of flood risk, greater recognition of topographic constraints
19 A65 and Skipton Settle Bentham railway corridor	Encourage the provision of market housing and employment at selected nodes in a corridor.	Encourage a balance of market and affordable housing local employment opportunities at selected nodes in the corridor	Encourage a balance of market and affordable housing local employment opportunities at selected nodes in the corridor
20 Fringes of Leeds city region	Limited additional market housing in locations where there is a choice of transport mode	Limited provision of housing to meet local needs and stimulation of local economic activity	Limited provision of housing and employment whilst recognising the limits arising from national designations
21 Selby York Harrogate Skipton crescent	Strong market interest in housing provision focus on rail corridors to allow choice of transport mode. Develop Harrogate conference offer, York science industry and tourism offer.	Greater emphasis on the provision of affordable housing and supporting the retention of employment sites. Develop Harrogate conference offer. Seek to spread the benefits of York's economic success - science industry and support its service centre role.	Limited development to meet local needs focussing on urban previously developed land, avoiding areas of attractive landscape and heritage value. Support service centre role of York
22 M62/M1/A1M corridors and parallel rail links	Attractive employment and housing location with space in the east for extensive land user business such as logistics. Housing development pressures in the smaller settlements	Direct economic activity to the area in conjunction with training for local people. Housing for local needs. Focus on the larger settlements e.g. Wakefield, Huddersfield, Pontefract, Dewsbury etc	Aim to achieve a balance between housing and jobs but need to reduce rate of increase in congestion and improve air quality.

23 York to Driffield to Bridlington Corridor	Encourage the provision of market housing at selected nodes in a corridor. Seek employment provision at Driffield	Encourage housing and employment to meet local needs at selected nodes in the corridor.	Encourage a balance of market and affordable housing at selected nodes in the corridor if genuine modal choice can be provided
24 York hinterland	Encourage the provision of market housing at nodes in the transport corridors radiating out from York. Develop job opportunities in the York area.	Encourage a balance of market and affordable housing. Seek to spread the economic benefits of York to the major settlements within the hinterland and reduce in commuting to York	Encourage a balance of market and affordable housing. Seek to spread the economic benefits of York to the major settlements within the hinterland whilst recognising constraints arising from factors such as flood risk and heritage
25 York to Malton to Scarborough Corridor	Encourage the provision of market housing at selected nodes in the corridor. Encourage employment opportunities at Malton	Encourage a balance of market and affordable housing at selected nodes in the corridor e.g. Malton. Provide opportunities for local economic activity	Encourage a balance of market and affordable housing at selected nodes in the corridor e.g. Malton. Provide opportunities for local economic activity
26 Ripon Thirsk	Use Thirsk's position on the road and rail network to attract investment. Develop the market strand of the Ripon renaissance agenda	Develop the service role of both Ripon and Thirsk, provide housing to meet local needs and address the wider renaissance agenda	Develop the service role of both Ripon and Thirsk, provide housing to meet local needs and address the wider renaissance agenda within environmental constraints.
27 Richmond & Catterick Garrison	Catterick Garrison proximity to the A1 creates opportunities for investment in both homes and jobs	Develop Richmond's role as a service location and provide more affordable housing Diversify the housing offer at Catterick Garrison to create a more diverse community	Focus more on Catterick Garrison with development to serve local needs and safeguard the setting of Richmond
28 Northallerton & Tees city region	The areas proximity to the Tees city region leads to additional market housing	Focus more on affordable housing and creating job opportunities to reduce out commuting	Focus more on affordable housing and creating job opportunities to reduce out commuting
29 Whitby Tees	Provision of market housing and improving connectivity to Tees city region.	Provision of affordable housing to meet local needs. Stimulating local economic activity reducing out commuting to Tees city region	Provision of affordable housing at nodes on the rail corridor. Reduce out commuting to Tees City region
30 Scarborough to York Corridor	Develop opportunities of Scarborough's local economy conference facilities, new industries and its service role. Emphasise connectivity with York and the economic benefits that could bring	Develop opportunities of Scarborough's local economy conference facilities and new industries and its service role. Reshape the housing stock to meet local needs and encourage in migration	Develop Scarborough's local economy conference facilities, new industries and service role. Limited growth of the town
31 Bridlington	Maximise potential of Bridlington's location and attributes for sea based leisure activity. Emphasise links to Hull and related development opportunities along the corridor	Take advantage of Bridlington's location and attributes for sea based leisure activity. But look to diversify the economy and develop the service role. Reshape the housing stock to meet local needs and encourage in migration	Take advantage of Bridlington's location and attributes for sea based leisure activity. But look to diversify the economy and develop the service role.

Consultation question 4:

Which scenario, or combination of scenarios (based on their outcomes in the strategic choice areas) do you think would represent the most appropriate spatial planning approach across the region?

Consultation question 5:

Are there any other strategic choice areas that you think should have been identified because there is a need for a strategic planning approach to guide local decisions?

Green Belt Issues

58. The designation of Green Belt is a policy tool to regulate the growth of main urban areas and the settlements which surround them. Current designations of Green Belt in the region cover extensive areas of West and South Yorkshire, adjacent areas of North Yorkshire and the setting of the City of York. The existing RSS (based on the selective review of RPG12) sets out in Policy P2 that the general extent of the Green Belt should not be changed.
59. The different scenarios set out above suggest different ways in which the spatial strategy for RSS could encourage development to take place across the region. In some instances, it might seem that if one of the scenarios were chosen when policy is drafted for RSS, it would lead to changes in the Green Belt being suggested. However, current evidence on the scale of development needs in the region suggests that there would not be a case for RSS to promote a strategic review of the Green Belt to accommodate development, no matter what policy approach was developed.
60. For this reason, it is proposed that RSS policy will be developed on the assumption that a review of the Green Belt, at a strategic level, will not be necessary.

Consultation question 6:

Do you agree that RSS policy should be developed on the assumption that a strategic review of the Green Belt will not be necessary?

61. Current RSS also states that there may be local circumstances which could require a review of the Green Belt at local level to promote more sustainable patterns of development.

Consultation question 7:

Do you agree that new RSS policy should continue to give discretion to local planning authorities to look at Green Belt reviews if they are needed?

Section 8

Relative Roles of Settlements

This section raises questions about the future roles and functions of settlements in the region.

Future settlement roles and functions

- 62.** The Regional Settlement Study (see section 5) identifies current characteristics, conditions, roles and functions of settlements across the region. A more locationally-specific RSS is likely to focus more on settlements than the current regional planning framework. It is therefore important to consider the role that settlements can play in the future in the region and to agree what role RSS should play in setting out this policy framework.
- 63.** The tables below set out how the different scenarios used in this paper could lead to a different emphasis being placed on the roles of settlements across the region. The sub-areas are used to help group settlements together at this stage of the work. The scenarios suggest that different policy emphases would focus on the development of settlements in different ways by, for example, promoting the development of one or two centres or encouraging a more multi-centred strategy to emerge.
- 64.** The RSS Project Plan suggests that the RSS should include a 'settlement strategy'. The tables below start to raise issues about the direction this policy could take and your views on these possible different approaches will be important before the work is progressed further. It will also be important to agree what level of detail the RSS should go into at a settlement level. This issue is therefore also raised in the consultation questions that follow.

Humber Estuary Sub Area			
	Scenario A responding to market forces	Scenario B matching need with opportunity	Scenario C managing the environment as a key resource
Role of settlements	<ul style="list-style-type: none"> - Directing major development to the urban areas, with their critical mass of people & activities and to other areas of high demand - Restraining development outside these areas. 	<ul style="list-style-type: none"> - Focussing major development on the urban areas to address their concentration of major economic, social & environmental problems. - Meeting local housing (especially affordability) & employment needs. - Improving accessibility to urban areas and enhance local service centres. 	<ul style="list-style-type: none"> - Focussing major development on the urban areas to reduce the need to travel, re-use land/buildings & realise environmental improvements. - Restraining development elsewhere due to flood risk, water resource constraints & landscape character. - Improving public transport links to urban areas.

Coast Sub Area			
	Scenario A responding to market forces	Scenario B matching need with opportunity	Scenario C managing the environment as a key resource
Role of settlements	Scarborough plays to its strengths – being the largest settlement north of the Humber. Whitby may benefit from policies which emphasise the Tees link (with better public transport). The other settlements may find it difficult to attract market interest but play an important service role	Devise complementary roles for the sub regional, principal and local service centres. Ensure local service centres maximise their service role. Improve accessibility to key service functions	Greater recognition of the environmental constraints which will limit the growth and change of some settlements. Giving a stronger main centres such as Scarborough and Bridlington.

Vales and Tees Links			
	Scenario A responding to market forces	Scenario B matching need with opportunity	Scenario C managing the environment as a key resource
Role of settlements	Northallerton uses its prime role in the north of the sub area to draw in investment and development Thirsk uses its position on the road and rail network to attract investment Ripon and Richmond may find it difficult to attract investment	Northallerton plays the lead role in service provision in the north of the sub area but opportunities to develop the role of the other settlements are also realised. The aspirations of local renaissance partnerships become more important.	Northallerton plays the lead role in service provision in the north of the sub area but opportunities to develop the role of the other settlements are also realised. But within the resource constraints such as the impact on the built heritage of towns.

Remoter Rural Sub Area			
	Scenario A responding to market forces	Scenario B matching need with opportunity	Scenario C managing the environment as a key resource
Role of settlements	Use the attraction of the York hinterland to grow the settlements which function as principal and local centres Develop the role of settlements with good communication links to the main urban areas In locations with poor communication links seek to attract investment in the local service centres	Develop complementary roles for settlements in the York hinterland Develop the service role of the local centres within the sub area to maximise local service availability Give particular attention to enhancing the service role of settlements in locations with poor communications links	Develop complementary roles for settlements in the York hinterland Develop the service role of the local centres within the sub area to maximise local service availability, particularly in areas with poor communications, whilst recognising the limits for those settlements within areas with national designations

Leeds City Region Sub Area			
	Scenario A responding to market forces	Scenario B matching need with opportunity	Scenario C managing the environment as a key resource
Role of settlements	Leeds city economy draws in investment and people as does York through its Science city successes and the ECML. The main urban areas – Wakefield, Bradford, Huddersfield and Halifax become more overshadowed by Leeds. Towns in attractive locations see growth in housing e.g. Otley, Skipton etc. Rural areas north of Leeds face further growth in market housing. Areas south of Leeds in the main transport corridors see growth in commuter housing.	Direct some development away from Leeds, particularly economic activity seek to reduce in-commuting to Leeds. Encourage investment in main urban areas (York, Wakefield, Bradford, Huddersfield and Halifax) recognising their distinctive roles whilst improve their connectivity with Leeds. Provision of housing to meet local needs and encourage economic diversification in rural areas. Improve accessibility to urban centres and enhance local services. Support development in Towns such as Keighley, Dewsbury Sowerby Bridge Castleford etc. and the rural towns e.g. Harrogate, Selby Skipton etc.	Direct some development (primarily economic) away from Leeds maximise opportunities from previously used land in other urban areas. Opportunities in York are reduced because of its setting and built heritage. Seek to bring the locations of jobs and population more into balance reducing the need to travel. Encourage development in the main urban areas and towns including Dewsbury, Castleford, Sowerby Bridge and Keighley. Restrain development in areas of flood risk and high landscape quality. Improve public transport links to urban areas.

SOUTH YORKSHIRE SUB AREA			
	Scenario A responding to market forces	Scenario B matching need with opportunity	Scenario C managing the environment as a key resource
Role of Main Urban Areas	Four main urban areas will be the main focus for economic development. Maximise appropriate investment by capitalising on the specific critical masses of people & other activities.	Major development focussed on the urban areas to address their concentration of major economic, social & environmental problems.	Major development focussed on the main urban areas to reduce the need to travel, re-use land/buildings & realise environmental improvements elsewhere.
Role of Urban Areas	Main focus for new housing development particularly in areas where the market is strong and through urban extensions.	Main focus for new housing development based on maximising urban potential through infill opportunities and through the renewal of areas of housing market failure. Potential for limited urban extensions where necessary to meet housing targets and where sustainable patterns of development can be achieved.	Main focus for new housing development based on maximising urban potential through infill opportunities and through the renewal of areas of housing market failure – precluding urban extensions.
Role of Dispersed Settlements	Support appropriate development in high demand areas or corridors. Strong support for	In settlements supported by viability appraisal meet local housing (especially affordability) & employment needs.	In settlements supported by viability appraisal meet local housing (especially affordability) & employment needs.

	<p>housing development in and around existing market towns and small settlements. Strong support for leisure developments</p> <p>Restraining development outside these areas.</p>	<p>Improving accessibility to urban areas and enhance local service centres.</p>	<p>Avoidance of development outside existing settlement boundaries to protect environment & landscape and minimise flood risk. Main focus on improving transport connections to larger settlements to improve access to jobs & services</p>
Connectivity issues	<p>Better connect the four main urban centres and Robin Hood Airport to each other and to London, Leeds, Manchester and the national transport network via improved rail/express coach links and strategic road improvements to the national motorway network.</p>	<p>Better connect the four main urban centres and Robin Hood Airport to each other and to London, Leeds, Manchester and the national transport network via improved rail/express coach links</p> <p>Provide a high quality public transport system across the sub region to enable attractive alternatives to travel by private car whenever feasible, Recognising that there may some increased private movements from some settlements as their residents seek new employment and life opportunities.</p>	<p>Better connect the four main urban centres to each other and to Leeds, Manchester and the national transport network via improved rail/express coach links</p> <p>Provide a high quality public transport system across the sub region to enable attractive alternatives to travel by private car between settlements.</p>

Consultation question 8:

Which scenario, or combination of scenarios, do you think would best help to develop the role of settlements across the region?

Consultation question 9:

Are there particular settlements that you would identify to play specific roles in the future development of the region under these different scenarios?

Consultation question 10:

Do you agree that RSS should identify, and set out the policy context for, the development of settlements to the level of regional centres, sub-regional centres and principal service centres (as identified on Map 2)?

PART D: CONSULTATION QUESTIONS

Your views are important

65. In preparing the new RSS, we need to be clear about what has underpinned the choices that will need to be made about the core strategy and the more locationally-specific policies that will need to be included. This paper has used scenarios and different spatial levels to demonstrate what choices are available in developing policy in the RSS.
66. Your views on the issues set out in this paper will be important as we move into the stage of drafting policies for the RSS. You can answer the questions raised in the paper – as set out below – or you can send us your general comments.

Consultation questions

1. *Are any key strategic development influences missing for any of the sub areas?*
2. *Do you have any comments on the main points arising from the Regional Settlement Study?*
3. *Which scenario, or combination of scenarios, do you think would provide the best relative growth focus across the region?*
4. *Which scenario, or combination of scenarios, (based on their outcomes in the strategic choice areas) do you think would represent the most appropriate spatial planning approach across the region?*
5. *Are there any other strategic choice areas that you think should have been identified because there is a need for a strategic planning approach to guide local decisions?*
6. *Do you agree that RSS policy should be developed on the assumption that a strategic review of the Green Belt will not be necessary?*
7. *Do you agree that new RSS policy should continue to give discretion to local planning authorities to look at Green Belt reviews if they are needed?*
8. *Which scenario, or combination of scenarios, do you think would best help to develop the role of settlements across the region?*
9. *Are there particular settlements that you would identify to play specific roles in the future development of the region under these different scenarios?*
10. *Do you agree that RSS should identify, and set out the policy context for, the development of settlements to the level of regional centres, sub-regional centres and principal service centres (as identified on Map 2)?*

Annex 1

Regional Analysis Maps

**GVA
Deprivation
Transport**



GVA Map

Deprivation Map

Transport – Journeys to Work Map

Annex 2

Development Influences

Humber estuary sub area – development influences

Summer consultation document highlights the following strategic Issues in the Humber Estuary Sub Area:

- the international economic and environmental significance of the estuary
- the importance of the Humber ports to the UK and regional economy
- risks from flooding and threats to habitats with sea level rise
- the need to diversify and develop the employment base
- pressures on local housing markets from commuting to outside the sub area
- problems of housing market failure, poor educational attainment and health
- need for improved east-west and north-south transport links

The consultation responses to the summer consultation document highlighted:

- broad support for the identification of the sub area
- whilst the sub area has unifying features the north and south bank areas also have different needs and characteristics with the estuary acting as a barrier between the areas
- the presence and needs of rural communities in the sub area needs to be better recognised
- stronger recognition is required for the area's environment, including the estuary and other assets such as the Wolds and woodlands
- a greater emphasis is required on the vulnerability of the area to sea level rise and flood risk
- the sub-regional and regional role of Hull and its centre should have greater recognition

The sustainability appraisal of the summer consultation document commented that:

- Development of Humberside and Finningley airports are likely to be key issues
- How effective will improved transport infrastructure be in achieving social, economic and environmental objectives
- Should peripherality be seen as an opportunity and not a constraint
- Opportunity for sustainable freight transport centres
- The Humber estuary area is particularly vulnerable to flooding

South Yorkshire sub area – development influences

The summer consultation document highlighted strategic issues in the sub area. These issues were primarily drawn from the draft Spatial Strategy Vision for South Yorkshire 2006-2021. The South Yorkshire Leaders Group approved an amended final version of the Spatial Strategy Vision on 26 November 2004. Copies of the vision are available from the SY Partnership.

Some of the key strategic issues facing South Yorkshire are:

- The role and relationship of the four main urban areas; Barnsley, Doncaster, Rotherham and Sheffield
- The importance of improvements to internal and external connectivity
- The need to diversify and develop the employment base, particularly in relation to key clusters and sectors
- Defining the role and emphasis placed upon the holistic regeneration of the Dearne Valley
- The need to transform dispersed settlements in to communities which are attractive and sustainable places to live. The role of settlement viability appraisal.
- The strategic role and future development of the Robin Hood Finningley Airport

Some of the key issues arising from consultees responses to the summer consultation were:

- Better balancing consideration of the economy with wider sustainability issues
- Needs to be acknowledgment of the links with neighbouring sub areas and regions.
- Many of the characteristics of SY identified are largely historic - greater emphasis should be placed on the large catchment population, the new airport and the universities.
- The core city role of Sheffield needs to be emphasised more at sub-area and regional level and be better balanced with the role identified for Leeds.
- There could be a clearer vision and strategy for Rotherham. It should be encouraged to develop its own economic base and not rely upon Sheffield.
- RSS needs to consider how to prioritise development in the Housing Market Renewal Pathfinder area at the same time as allowing necessary house building elsewhere.

The sustainability appraisal of the summer consultation document commented that:

- Focus is primarily on economic issues, concern over attention to environmental constraints or opportunities
- Need to clarify what improving connectivity means
- Use of rail and optimisation of current infrastructure would have less environmental impacts than building new roads

Leeds City Region sub area – development influences

Summer consultation document highlights the following Strategic Issues in the Leeds City Region Sub Area:

- City region needs to be more successful to compete with European rivals
- Distinctive mix of rural and urban areas in close proximity
- Cities and towns form a functional city region
- Concentrations of prosperity and poverty in close proximity
- Need to improve connectivity
- Addressing housing – market failure and high demand
- Improving understanding of roles and relationships between settlements

Some of the key issues arising from consultees responses to the summer consultation were:

- Over-emphasis on economic role of the sub area
- General support for the city region concept (but a few respondents appear to be philosophically opposed to the City Region concept)
- Should be greater emphasis on spreading the benefits
- The need to respond to the distinctive needs of different communities and centres across the sub area
- The distinctive role and influence of York

The sustainability appraisal of the summer consultation document commented that:

- Focus is on economic growth with at best a passing nod to social/equity issues
- Lack of reference to flood risk issues around Selby, high quality agricultural land, Special Protection Areas, Air Quality management Areas and high rate of car related accidents
- Need to identify and take on board environmental and social issues for this sub area
- Concern over transport approaches having significant impacts on air, climate change and noise

Remoter Rural sub area – development influences

Summer consultation document highlights the following Strategic Issues in the Remoter Rural Sub Area:

- York sphere of influence
- Dispersed settlement patterns and weaker communications infrastructure exacerbated by the topography of large parts of the area.
- Seasonal and low wage employment
- High levels of out commuting
- Affordability of housing

Some of the key issues arising from consultees responses to the summer consultation were:

- The question of whether Greater York should have its own sub area received a mixed response and was fairly balanced for and against.
- Respondents felt that this influence needed to be recognised in developing the RSS
- If a York sub area were to be defined (or if its area of influence remained) the following settlements within the sub area are recommended for inclusion: Malton/Norton, Selby, Haxby, Easingwold, Stamford Bridge and Market Weighton
- need to strengthen east west links in this sub area, which are essential to link rural settlements with the principal regional or sub regional centres and are important to the economic and social development of the sub area.
- Establishment of linkages between the western part of the sub area and the Leeds City Region sub area and adjoining regions would be of greater significance in terms of local economic activity and social cohesion
- Developing locally based employment opportunities and improving connections to and developing the role of York.
- The role of market towns as important local centres offering employment opportunities, services to the wider hinterland and as public transport hubs providing connections between rural and interurban public transport and services to major cities

The sustainability appraisal of the summer consultation document commented that:

- Questions arise over the inclusion of York as part of the Leeds City Region or as a sub area of its own – sustainable planning will depend on the relative location of jobs and housing
- Need to consider the revitalisation of farming including tourism
- Missing issues of ageing farming population, second homes and poor service provision

Vales and Tees sub area – development influences

Summer consultation document highlights the following Strategic Issues in the Vales and Tees Sub Area:

- Links to the Tees city region
- A1 East Coast Mainline corridor
- A19 Middlesborough corridor
- Economic needs reliance on traditional industries
- Potential of a Food and Drink Cluster
- Renaissance towns investment programme links to the role and function of the settlement

Some of the key issues arising from the summer consultation were:

- Northallerton is centrally located in the 'gap' between Leeds and Darlington offers greatest potential for growth because of its central location on the East Coast Main Line and its links to the A1 and A19 between York and Darlington.
- Reduce out commuting to Leeds and York
- Growth of Northallerton needs to be balanced with complimentary development in Thirsk, Ripon and Catterick.
- Support for development at Catterick

The sustainability appraisal of the summer consultation document commented that:

- Is it more important to capitalise on transport infrastructure or reduce long distance commuting
- Should there be an emphasis on excellent public transport between the "rural capitals"
- Reducing flood risk could be achieved in different ways

Coast sub area – development influences

Summer consultation document highlights the following Strategic Issues in the Vales and Tees Sub Area:

- Challenge presented by the characteristics of the local economy
- Poor transport links
- Different physical characteristics along the length of the coast

Some of the key issues arising from the summer consultation were:

- Develop thriving resort towns and broaden the economic base of the sub area while protecting the high quality coastline.
- Differences in this sub area to warrant a targeted policy approach at the pre-draft RSS stage.
- The role of Scarborough in the sub area and the focus on this town for regeneration and economic growth,
- Economic development should also focus on Bridlington and Whitby and the role of Filey, Hornsea and Withernsea as useful subsidiary centres to the main towns should not be ignored.
- Strengthen north-south links between Hull and Middlesbrough.

The sustainability appraisal of the summer consultation document commented that:

- Need to acknowledge the peripheral nature of the sub area
- Protection of the coastal natural environment may be inconsistent with new infrastructure to protect the coast from erosion
- Wind and wave energy protection provide an opportunity to diversify the economy of the area
- The coastal area has huge agricultural potential
- Can global warming be used as an opportunity to promote coastal tourism

Annex 3

Classification of Settlements

Authority	Settlement	LOCATION				SERVICE				FUNCTION				PROSPERITY		
		Linked settlement	Stand alone settlement within urban hinterland	Stand alone settlement outside urban hinterland	Remote settlement	Sub regional centre	Principal service centre	Local service centre	Basic service centre	Commuter settlement	Employment centre	Tourist centre	Settlement with no dominant role	Prosperous	Stable	Less prosperous
Craven	Bentham			●			●					●		●		
	Crosshills/Glusburn/Sutton		●				●			●			●			
	Grassington/Threshfield				●		●		●	●			●			
	Settle				●		●			●	●		●			
	Skipton			●			●			●	●		●			
Hambleton	Bedale				●		●		●	●			●			
	Easingwold			●			●		●	●			●			
	Great Ayton			●			●		●				●			
	Northallerton				●		●			●			●			
	Stokesley			●			●		●	●			●			
Harrogate	Thirsk				●		●		●	●			●			
	Boroughbridge			●			●		●	●			●			
	Harrogate					●			●	●			●			
	Knaresborough		●				●		●				●			
	Masham				●		●			●	●		●			
	Pateley Bridge			●			●		●		●		●			
Richmondshire	Ripon			●			●		●	●			●			
	Catterick Garrison				●		●		●	●				●		
	Hawes				●		●		●	●			●			
	Leyburn				●		●		●	●			●			
Ryedale	Richmond			●			●			●	●		●			
	Helmsley				●		●			●	●		●			
	Kirkbymoorside				●		●			●	●		●			
	Malton					●				●	●		●			
	Norton				●		●			●	●		●			
Scarborough	Pickering				●		●			●	●		●			
	Filey			●			●			●	●				●	
	Hunmanby			●			●			●	●			●		
	Scarborough			●		●				●	●				●	
Selby	Whitby				●		●			●	●				●	
	Selby					●				●	●				●	
	Sherburn in Elmet			●			●		●	●			●			
City of York	Tadcaster			●			●		●	●			●			
	Bishopthorpe		●				●		●	●			●			
	Copmanthorpe		●				●		●	●			●			
	Dunnington		●				●		●	●			●			
	Haxby/Wigginton		●				●		●	●			●			
	Strensall/Towthorpe		●				●		●	●			●			
	Upper/Nether Poppleton		●				●		●	●			●			
	Wheldrake			●			●	●	●	●			●			
York			●		●			●	●			●				
South Lakeland	Sedburgh			●				●	●			●				
East Riding of Yorkshire...	Beverley			●			●			●			●			
	Bridlington			●			●			●	●				●	
	Driffild			●			●			●			●			
	Elloughton/Brough			●			●		●	●			●			

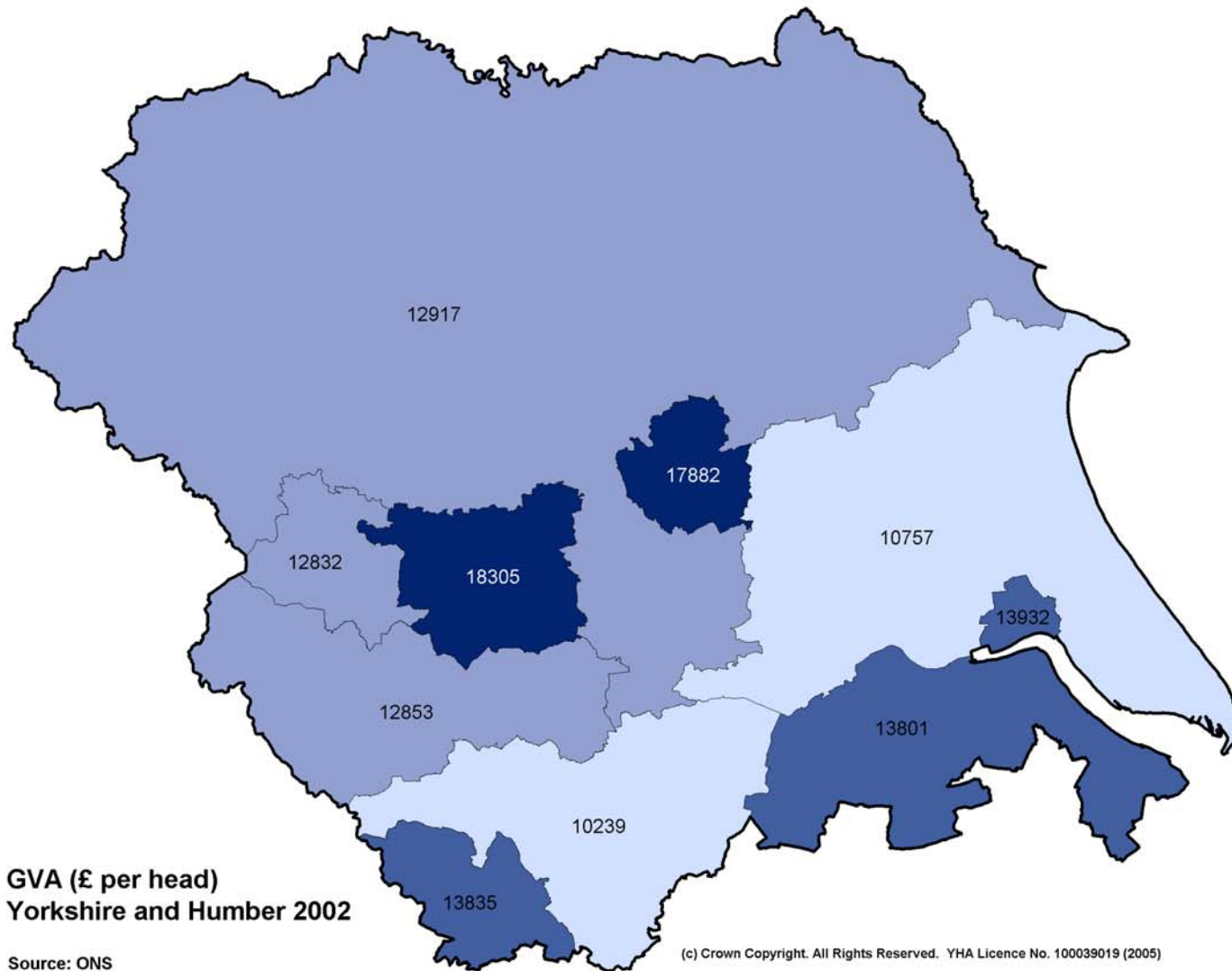
Authority	Settlement	LOCATION				SERVICE				FUNCTION				PROSPERITY			
		Linked settlement	Stand alone settlement within urban hinterland	Stand alone settlement outside urban hinterland	Remote settlements	Sub regional centre	Principal service centre	Local service centre	Basic service centre	Commuter settlement	Employment centre	Tourist centre	Settlement with no dominant role	Prosperous	Stable	Less prosperous	
	Goole			●		●						●			●		
...East Riding of Yorkshire	Hedon		●				●		●	●			●				
	Hornsea			●		●						●	●				
	Howden			●			●			●			●				
	Market Weighton			●			●		●	●			●				
	Pocklington			●			●		●	●			●				
	Snaith			●			●		●	●			●				
	Withernsea			●			●					●			●		
North Lincolnshire	Barton-upon-Humber		●				●					●			●		
	Brigg			●										●			
	Broughton		●					●		●	●		●				
	Crowle			●			●					●			●		
	Epworth			●			●		●				●				
	Kirton in Lindsey			●			●		●				●				
	Messingham		●				●		●				●				
North East Lincolnshire	Scunthorpe/Bottlesford			●	●							●			●		
	Winterton		●				●		●				●				
North East Lincolnshire	Grimsby/Cleethorpes			●	●					●					●		
	Immingham			●			●		●	●					●		
Barnsley	Barnsley		●			●				●					●		
	Bolton-upon-Deane			●			●					●			●		
	Cudworth		●				●					●			●		
	Darfield		●				●					●			●		
	Darton	●					●					●			●		
	Dodworth	●					●				●		●				
	Goldthorpe			●			●					●			●		
	Grimethorpe		●				●					●			●		
	Hoyland		●				●					●	●				
	Penistone			●			●			●				●			
	Royston		●				●			●					●		
	Shafton		●				●	●				●			●		
	Thurnscoe			●			●					●			●		
Wombwell		●				●					●			●			
Doncaster...	Armthorpe	●					●					●			●		
	Askern			●			●					●			●		
	Barnby Dun	●					●					●			●		
	Bawtry			●			●		●		●		●				
	Carcroft		●				●					●			●		
	Conisborough		●				●					●			●		
	Denaby Main		●				●					●			●		
	Doncaster		●			●				●					●		
	Dunscroft		●				●	●				●			●		
	Dunville		●				●	●				●			●		
	Edenthorpe	●					●					●	●				
	Edlington		●				●					●			●		
	Hatfield			●			●				●				●		
	Kirk Sandall	●					●	●				●	●				
	Mexborough		●				●					●			●		
Moorends			●			●					●			●			

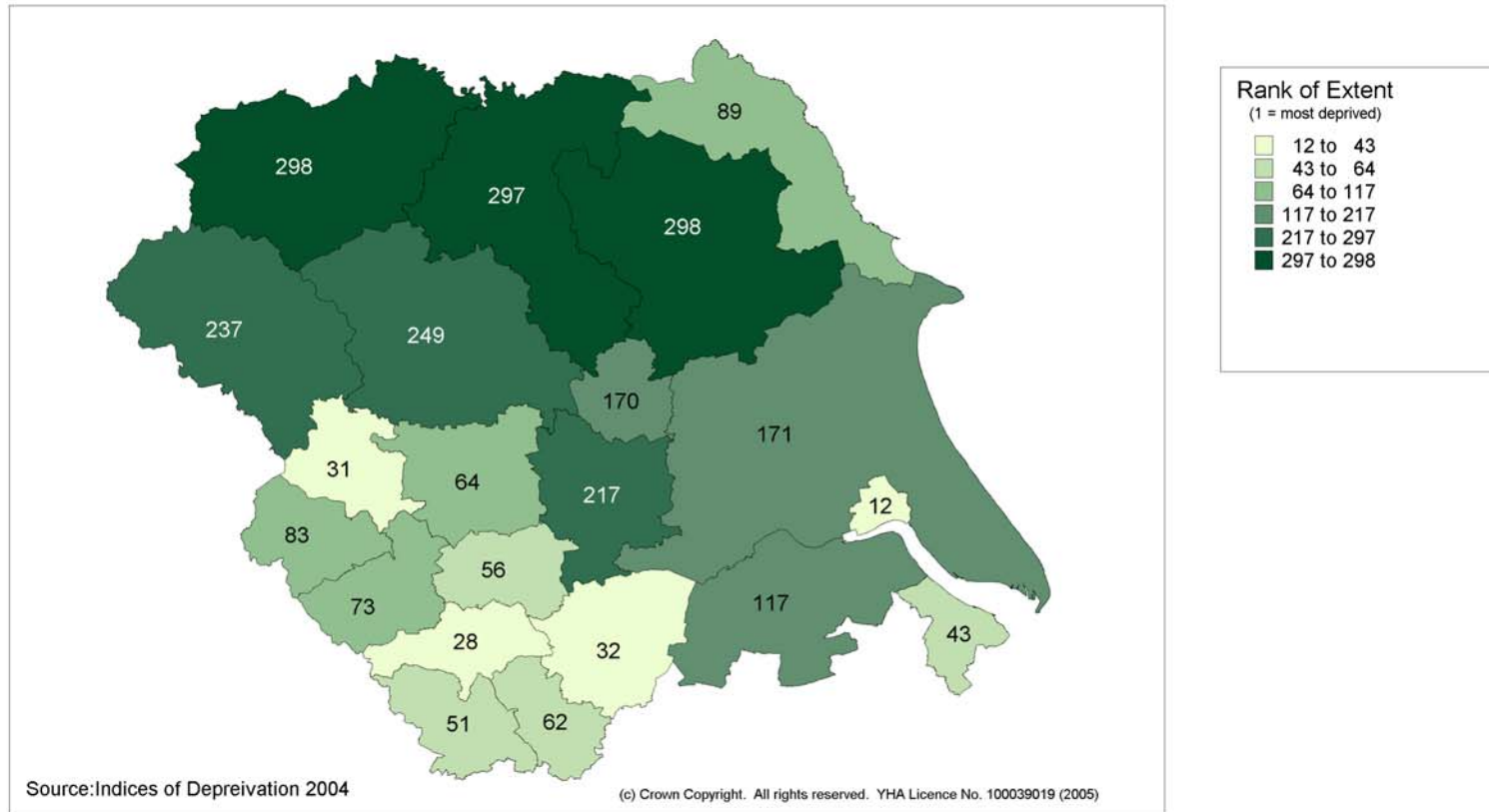
Authority	Settlement	LOCATION			ERVICE			FUNCTION			PROSPERITY				
		Linked settlement	Stand alone settlement within urban hinterland	Stand alone settlement outside urban hinterland	Remote settlements	Sub regional centre	Principal service centre	Local service centre	Basic service centre	Commuter settlement	Employment centre	Tourist centre	Settlement with no dominant role	Prosperous	Stable
Doncaster	Rossington		●				●					●			●
	Skellow		●					●			●				●
	Sprotborough	●					●		●				●		
	Stainforth			●			●					●			●
	Thorne			●			●					●			●
	Tickhill			●			●		●				●		
	Warmsworth	●					●				●				●
Rotherham	Woodlands		●				●					●			●
	Aughton/Ashton/ Swallownest	●					●					●	●		
	Blackburn	●					●	●				●			●
	Bramley/Wickersley	●					●					●			●
	Brampton/West Melton		●				●					●			●
	Brinsworth	●					●					●			●
	Greasbrough	●					●					●			●
	Kimberworth	●					●					●			●
	Kimberworth Park	●					●					●			●
	Maltby		●				●					●			●
	Rawmarsh/Parkgate	●					●			●					●
	Rotherham		●			●				●					●
	Swinton/Kilnhurst		●				●					●			●
	Thorpe Hesley		●				●					●			●
	Throapham/Dinnington/ N&S Anston			●			●			●				●	
	Thrybergh	●					●					●			●
	Thurcroft		●				●					●			●
Wales/Kiveton			●			●		●	●				●		
Wath upon Dearne			●			●					●			●	
Whiston	●					●		●		●				●	
Sheffield	Chapelton/High Green		●				●		●			●			
	Stocksbridge		●				●			●			●		
Bradford...	Addingham		●				●		●	●			●		
	Bingley		●				●			●			●		
	Burley in Wharfedale		●				●		●				●		
	Cottingley	●					●		●	●			●		
	Cullingworth		●				●	●	●				●		
	Denholme		●				●		●				●	●	
	East Morton		●				●		●	●	●			●	
	Harden		●				●		●				●		
	Harwood/Crossroads/ Lees		●				●				●			●	
	Ilkley		●				●		●	●	●			●	
	Keighley		●				●			●					●
	Menston		●				●		●				●		
	Oakworth		●				●		●				●		
	Oxenhope		●				●		●				●		
	Queensbury		●				●					●			●
Silsden		●				●		●	●			●			

Authority	Settlement	LOCATION				SERVICE				FUNCTION				PROSPERITY		
		Linked settlement	Stand alone settlement within urban hinterland	Stand alone settlement outside urban hinterland	Remote settlement	Sub regional centre	Principal service centre	Local service centre	Basic service centre	Commuter settlement	Employment centre	Tourist centre	Settlement with no dominant role	Prosperous	Stable	Less prosperous
Bradford	Steeton with Eastburn		●					●		●			●			●
	Thornton	●						●				●				●
	Wilsden		●					●	●				●			●
Calderdale	Brighouse		●			●				●	●					●
	Eiland		●				●			●						●
	Halifax		●		●					●						●
	Hebden Bridge		●				●					●				●
	Hipperholme/Lightcliffe		●				●		●	●			●			
	Luddenden/Luddenden Foot		●					●				●		●		
	Mytholmroyd		●					●						●		
	Northowram		●					●	●				●			
	Rastrick		●				●			●				●		
	Ripponden		●				●		●	●			●			
	Shelf		●					●	●	●			●			
	Southowram		●					●				●				●
	Sowerby Bridge	●						●		●						●
	Stainland/Holywell Green		●					●	●	●			●			
	Todmorden			●				●				●				●
West Vale/Greetland		●					●		●			●				
Kirklees...	Batley		●			●				●						●
	Berry Brow/ Armitage Bridge	●						●				●				●
	Birkenshaw		●					●	●	●			●			
	Birstall	●						●		●						●
	Brockholes		●					●	●				●			
	Cleckheaton		●					●		●				●		
	Crossland Moor	●						●				●				●
	Denby Dale			●				●	●				●			
	Dewsbury	●					●			●						●
	Golcar	●						●				●		●		
	Gomersal	●						●	●	●		●		●		
	Heckmondwike	●						●		●				●		
	Highburton/Kirkburton		●					●		●		●		●		
	Hightown		●						●	●	●		●			
	Holmfirth	●					●			●		●		●		
	Honley		●					●		●				●		
	Huddersfield		●			●										
	Lepton		●						●	●				●		
	Linthwaite	●							●			●				●
	Liversedge	●						●				●				●
	Marsden			●				●				●				●
	Meltham		●					●		●			●			
	Mirfield	●							●			●				●
Nethererton/South Crossland		●						●	●			●				
Norristhorpe	●							●	●	●			●			
Roberttown/Hartshead	●							●		●			●			

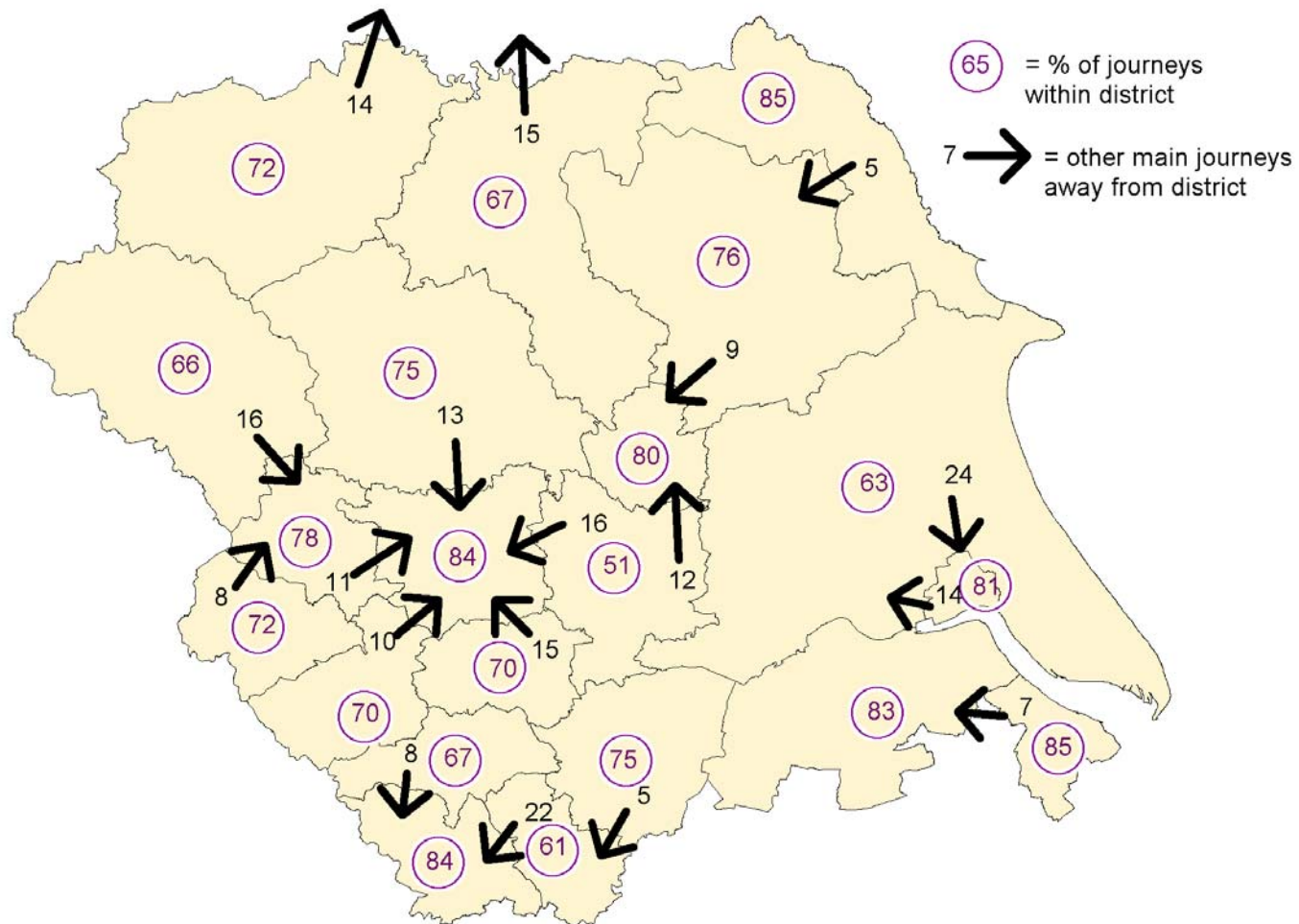
Authority	Settlement	LOCATION				SERVICE				FUNCTION				PROSPERITY			
		Linked settlement	Stand alone settlement within urban hinterland	Stand alone settlement outside urban hinterland	Remote settlement	Sub regional centre	Principal service centre	Local service centre	Basic service centre	Commuter settlement	Employment centre	Tourist centre	Settlement with no dominant role	Prosperous	Stable	Less prosperous	
Kirklees	Scholes (Spennings)		●					●				●					
	Shelley		●					●	●				●				
	Shepley		●					●	●				●				
	Skelmanthorpe/Scissett/Clayton West			●			●		●				●				
Leeds	Slaithwaite	●					●		●						●		
	Allerton Bywater		●				●		●			●		●	●		
	Boston Spa			●			●		●	●			●				
	Bramhope		●					●	●	●	●		●				
	Calverley	●					●		●	●	●		●				
	Drighlington		●					●	●	●			●				
	East Ardsley		●					●		●			●				
	Garforth		●				●		●				●				
	Great Preston		●					●	●		●			●			
	Gildersome		●					●		●			●				
	Guiselby/Yeadon		●				●		●	●			●				
	Kippax		●				●		●				●				
	Lofthouse/ Robin Hood		●				●		●						●		
	Mickelton/ Methley		●				●		●					●			
	Morley		●				●			●				●			
	Otley		●				●			●			●				
	Rothwell/Woodlesford/Oulton	●					●		●					●			
	Swillington		●				●		●		●			●			
	Tingley/West Ardsley		●					●	●	●			●				
	Wetherby			●			●		●	●			●				
Wakefield	Ackworth (Moor Top)		●				●		●				●				
	Castleford		●				●			●					●		
	Crofton		●				●		●				●				
	Darrington		●					●	●		●		●				
	Featherstone		●				●				●				●		
	Fitzwilliam/ Kinsley		●				●		●			●			●		
	Hemsworth		●				●				●				●		
	Horbury	●					●		●				●				
	Knottingley (inc. Ferrybridge)		●				●			●					●		
	Middlestown		●				●		●		●		●				
	Netherton		●					●	●				●				
	Normanton (inc. Altofts)		●				●				●				●		
	North Featherstone		●				●				●				●		
	Ossett	●					●		●	●	●		●				
	Pontefract		●				●			●					●		
	Ryhill/Havercroft		●				●				●			●			
	Sharlston		●					●				●			●		
	South Hiendley		●					●			●				●		
	South Kirby/ South Elmsall		●				●				●				●		
	Stanley/Outwood	●					●		●	●			●				
Streethouse		●					●				●			●			
Upton/North Elmsall		●				●					●			●			

Authority	Settlement	LOCATION				SERVICE			FUNCTION			PROSPERITY			
		Linked settlement	Stand alone settlement within urban hinterland	Stand alone settlement outside urban hinterland	Remote settlement	Sub regional centre	Principal service centre	Local service centre	Basic service centre	Commuter settlement	Employment centre	Tourist centre	Settlement with no dominant role	Prosperous	Stable
	Wakefield	●				●				●			●		●
	Walton	●							●	●	●		●		





Yorkshire and Humber districts ranked according to the proportion of district population living in the most deprived SOAa (Super Output Areas) in England.



Distribution of journeys to work per district (%)