

Appendix G. Documents supporting changes to RSS in response to SA/SEA identified in Ch. 3

Appendix E1. Excerpts from notes to RPIC meeting, 14 October 2004

AGENDA ITEM: 5

**REGIONAL PLANNING &
INFRASTRUCTURE COMMISSION (RPIC):**



14 OCTOBER 2004

DEVELOPING THE REGIONAL SPATIAL STRATEGY

The Draft Vision and Strategic Approach has been appraised through a Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA) framework. A report of this process and its findings was available for consultation at the same time as the RSS document. The key messages from this appraisal are that:

- The sub-area approach seems a reasonable way forward, as it takes into account social and economic as well as (to a lesser extent) environmental characteristics;
- The impact of many aspects of the Vision will depend on how they are implemented;
- The wording of individual sub-area proposals vary slightly and the way in which the word 'sustainable' is used differs throughout the document;
- At the moment, several topics are addressed only in a limited manner in the sub-area studies;
- A key issue for the RSS that has already come to light is whether York should have its own sub-area. This question is probably less important sustainability-wise than how the strategies that affect York are implemented.

The Draft Strategic Vision and Approach generally is:

- strong on economy, with a focus on external links and good marketing, although it is not clear that all of the proposals are appropriate and / or deliverable for each of the sub-areas
- is not reflective enough of environmental constraints; the Draft Strategic Vision and Approach's emphasis on "connectivity" is likely to lead to significant air, noise and health impacts
- deals with social issues in an indirect manner

The evolving RSS may wish to consider strategic alternatives that integrate these three components more thoroughly, or else suggest alternative ways of improving the environmental and social components without reducing the economic benefits.

The visions for the Leeds city region and South Yorkshire area are so economically focused that they are unlikely to be sustainable even if interpreted “sustainably”.

The findings of this appraisal need to be taken into account in developing the RSS further. It is important to note that the Draft Spatial Vision and Strategic Approach was quite a difficult document to ‘appraise’ in the formal sense, since it was more about concepts and tools to help to develop policy than about setting out policy itself. There are clearly, however, important messages about the direction of policy development that need to be taken into account in the next stages of work.

The next stage of policy development will also need to demonstrate how alternatives have been considered so that these can be appraised through the SEA/SA process...

Proposed way forward

In light of all of the above, the proposed way forward is to:

- a) Develop the core strategy and locational/spatial principles by drawing on those set out in existing RPG12 (as the project plan made clear) and by developing the themes in the consultation document (taking into account the consultation responses)
- b) Identify separately what are ‘strategic development control’ policies (eg those concerned with good quality design and particular types of development)
- c) Use the sub-areas to develop policy details within the overall framework and generate options/alternatives for spatial patterns of development (economic development, housing, transport and settlement patterns) AND see if using different sub-areas (such as those based on upland/lowland analysis and a separate York area) would lead to different alternatives; there will be important cross-boundary linkages to make here in respect, for example, of housing market issues
- d) Worry less about the ‘one word unifying concepts’ and ‘straplines’ and more about how they reflect the overall intent of policy in that area, and develop them accordingly so that it is clear what the objectives are for each area
- e) Set out policy direction (and options where appropriate) for all the topic areas identified in the project plan as this will demonstrate how the ‘gaps’ identified are to be filled (the latest update on this work is set out in the PLANet newsletter)

Jenny Poxon

October 2004

AGENDA ITEM 6



REGIONAL PLANNING AND INFRASTRUCTURE COMMISSION (RPIC) AND REGIONAL TRANSPORT FORUM (RTF)

25 MAY 2005

The purpose of this report is to outline the main issues and next steps to develop the spatial strategy chapter of the draft revised Regional Spatial Strategy (RSS). This will take into account key messages/implications from topic papers, pre-draft consultation, sustainability appraisal, policy audit and RSS evidence base. ...

Messages from RSS Workstreams

The sustainability appraisal of the pre-draft RSS spatial options topic paper notes that many of the RSS's impacts will depend on how the scenarios are implemented on the ground. Overall though the appraisal concludes that overall Scenario A seems less sustainable than scenarios B and C in every RSS sub area. Overall scenario B seems to have the most positive elements, a combination of scenarios B and C is seen as probably being the most sustainable. The sustainability appraisal findings on each scenario are further summarised below.

Scenario A is most likely to promote investment and expansion, and lead to more jobs and housing with the least need for public intervention. It is probably the most 'implementable' of the scenarios. However, by focusing on those areas and types of development that are already doing well, it would probably increase social inequalities. Scenario A is likely to have negative impacts on biodiversity, risk of flooding and climate change. Mitigation measures such as congestion charging to reduce traffic impacts and improving the skills of local residents to help them take up the new jobs could help to improve Scenario A.

Scenario B is oriented to providing housing and jobs for those who need it, and improving local services and access to them. It would help to meet local needs locally, improve access to services, improve health and reduce inequalities. By improving locally-accessible services, Scenario B would help to reduce the need to travel, with benefits for health and the environment. Scenario B also does well economically because it focuses on providing jobs for local people, providing a diversity of jobs, and supporting existing businesses. Employment and housing numbers would probably rise less quickly than under Scenario A because they would require more intervention and public subsidy, but they would fulfil local needs better. More emphasis on

protecting sensitive landscapes and environments could further improve Scenario B.

Scenario C focuses on protecting environmental assets and minimising the need to travel. This is beneficial in terms of biodiversity, pollution levels, and climate change. The scenario's growth focus on the central urban areas and its general 'environmental' theme would help to minimise the need to travel and live within environmental constraints. Reducing the need to travel should also bring social benefits, such as providing for local needs locally, and the long-term health benefits of a cleaner environment. On the other hand, a strong protection of environmental assets could at times constrain economic development and the provision of housing, particularly in areas where this may already necessitate considerable public intervention and funding. A greater emphasis on meeting local needs could improve Scenario C. ...

There are six 'early decision areas' where a steer from the Commission is required to shape the more specific spatial strategy required for the new RSS...

c) The RSS spatial strategy should seek to place a greater emphasis on matching need with opportunity and managing the environment as a key resource (scenarios B and C).

Both the consultation exercise and the sustainability appraisal work have shown strong support for a regional spatial strategy that places a greater emphasis particularly on matching need with opportunity (scenario B) and also on managing the environment (scenario C). Whilst there has been less support for scenario A (responding to market forces), this should not mean that the RSS should not seek to improve the economic performance of the region and meet Northern Way objectives. The important issue is about the way in which this is done.

To achieve a sustainable spatial strategy elements of all three scenarios will need to be included. However, as highlighted through the spatial options topic paper there is scope for a different emphasis in approach.

Scenario B places an emphasis on meeting the needs of the whole of the region – including areas experiencing growth or decline. It has a stronger interventionist basis than the other scenarios. Policy interventions would aim to tackle the economic, social and environmental needs, influence (rather than just go with) the market and seek to try to share the overall benefits of regional growth. Taking scenario C on board will involve RSS placing a greater recognition on the significance of our environment to our future, including to our economic and social well-being.

Richard Wood
Yorkshire and Humber Assembly
May 2005

Appendix E3. RSS policy preparation approach (26 April 2005)

Four stage approach:

- a) **Reviewing messages from RSS work to date**
- b) **Defining what's spatial and regional about the issue/topic**
- c) **Policy direction, content and justification**
- d) **Cross cutting review**

All to be "answered" in bullet points under the following headings

Sections b) and c) above will then form the standard RSS text for the "bullet point style draft RSS document" for reporting in July (no matter what the overall style and structure is).

Section d) will provide key input to the early RSS chapters re joining up and demonstrating how different policy areas collectively address key issues.

TOPIC: e.g. Transport

ISSUE: e.g. Freight

a) Reviewing messages from RSS work to date

- 1 What are the key messages from the two RSS consultation exercises
 -
- 2 What are the implications from the topic paper work
 -
- 3 What are the key messages from the policy audit
 -
- 4 What are the key messages from the sustainability appraisal work to date
 -
- 5 What lessons/messages have been identified from the SEA Information Baseline and the RSS annual monitoring report or from other studies/sources of trend based information (i.e. evidence base links)
 -

b) Defining what's spatial and regional about the issue/topic

- 1 Scoping the need for a policy:
 - a) What national policy applies to this topic/issue and what does it require RSS to address:
 - do we have any choice
 - is there a value in doing this in our region and why, or

- is national policy sufficient for this region and why
- b) What's spatial about this topic/issue
- c) What's regionally specific with this topic/issue
- d) How well developed is the existing policy

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- 2 In the context of the above – what can RSS address – and what falls under/links with the remit of other RSS policies and the remit of other regional strategies

-
- 3 What's the regional/local split – the fit with LDFs, DPDs and LTPs

-
- 4 What are the cross-boundary links with neighbouring regions

-
- 5 Is there a need for an RSS policy, what value will it add

-

c) Policy direction, content and justification

1 What's the direction of new RSS policy – what are we trying to achieve (i.e. policy objectives)

-
- 2 What's the justification for the above direction – evidence base links, tie back to the spatial strategy, links with other policy areas (or is it a technical/stand alone justification)

-
- 3 What is the draft policy – in outline terms

-
- 4 How can we measure/monitor/review performance – how does this link back to the SEA baseline (i.e. any targets should be set in the context of the SEA baseline or other relevant baseline information)

-
- 5 What are the implementation mechanisms (who, what, where, how), what commitment is needed from others and are there any cost implications/demands

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d) Cross Cutting Review

1 'Proofing'/'joining up' RSS on key issues that matter to people and picking up on the broader themes coming out from our discussions (e.g. public health, jobs, quality of life, accessibility, climate change, rural areas). Using and responding to the Sustainability Appraisal work to date – so using the key sustainability issues identified through the SA that set the context for spatial planning in our region. *How does this policy contribute to addressing:*

- 1 **Social inequalities** – health inequalities, growing disparities, income levels, social exclusion
 -
- 2 **Lifestyles** – increasing mobility for people who own cars, increasing dispersal between places where people live, work and shop and increasing patterns of consumption
 -
- 3 **Regional economic prosperity** – slower economic growth and lower levels of prosperity compared to regions in other parts of the country
 -
- 4 **Climate change** – reducing emissions of greenhouse gases and adapting to impacts of change
 -
- 5 **Biodiversity** – significant decline in the 20th century and further threats from climate change
 -
- 6 **Waste and resource consumption** – increasing levels of consumption and waste production
 -
- 7 **Rural and urban landscapes** – protecting and enhancing the unique sense of place and character of the region's settlements and rural areas.
 -
- 8 **Demographic trends** – the changes and demands arising as the region's population grows older
 -

Any other strategic linkages/effects that could be flagged up:

AGENDA ITEM 5

REGIONAL PLANNING AND INFRASTRUCTURE
COMMISSION (RPIC)
AND REGIONAL TRANSPORT FORUM (RTF)



25 MAY 2005

This report provides an overview for members on progress to date with the preparation of RSS and sets out the next steps in the preparation process. As an overview this report also explains and sets the context for the subsequent reports on the agenda.

The focus of technical work on the RSS is building up to the submission of a 'heads of terms' draft RSS document to the July Commission meeting. This outline/ bullet point style RSS document will set out the direction and main justification of the overall RSS strategy and across specific RSS policy areas.

Current and recent work on preparing RSS has been focussed **five inter-related 'workstreams'**, which have been reported previously as:

- Workstream 1:** Collating and analysing the responses to the pre-draft consultation exercise on topic papers.
- Workstream 2:** Overviewing and assessing the implications of all the topic work.
- Workstream 3:** Reviewing and auditing the nature and basis of existing RSS policies.
- Workstream 4:** Summarising and pulling together the key findings emerging from all the RSS Sustainability Appraisal work to date.
- Workstream 5:** Identifying any monitoring messages emerging from the RSS Annual Monitoring Reports.

There is a need to ensure that the messages emerging from all of these workstreams are taken on board and actively shape the RSS preparation process. A standard approach to policy development is being put into practice by the Assembly team, which uses the outputs from the five workstreams as its starting point.

The subsequent items on the agenda report emerging messages from all the five current workstreams. Rather than report each workstream separately the five reports 'weave together' their respective 'story' under the headings of:

- Spatial Strategy
- Housing
- Economy
- Transport
- Environment

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In terms of moving from the consultation exercise to the July 'heads of terms' draft RSS document the above reports convey where we have got to and what further work is underway. **Importantly each report identifies early decisions required from the Commission - to effectively steer the RSS preparation process through to July. ..**

Workstream 4: Sustainability Appraisal Work

A summary report is being prepared by the RSS Sustainability Appraisal consultants. The purpose of this report is to clearly identify the main messages emerging from the significant amount of work already completed through the appraisal process. A first draft summary report was considered by the Commission's Technical Advisory Group in terms of the clarity and effectiveness of the report. The identification of key messages from this workstream is important to ensure that the sustainability appraisal work pro-actively influences RSS preparation work...

Richard Wood
Yorkshire and Humber Assembly
May 2005

Appendix E5. Excerpts from notes to full YHA meeting, 21 July 2005

AGENDA ITEM: 11

YHA ANNUAL GENERAL MEETING: 21 JULY 2005



This report:

- Provides a **progress update** on preparation of the draft RSS.
- Informs a **debate** and seeks **Assembly Members views** on the strategic direction of further work on the RSS.
- Seeks **endorsement** of the next steps in the process.

Subject to Ministerial agreement on the timetable, the aim is to bring the Draft RSS to the YHA meeting in November for endorsement for submission to Government.

Progress to Date on the RSS

Considerable progress has been made on preparation of the Draft RSS:

- Assembly Members at meetings in November 2003 and July 2004 agreed the strategic direction for work on the RSS and that '*Advancing Together*', should provide the vision for RSS – RSS setting out 'where' and 'in what form and scale' development should take place to deliver that vision. Members also suggested a large number of issues that should be looked at as the RSS is developed.
- Close liaison and partnership working with local authorities and other regional stakeholders and a large amount of technical work continues to inform the development of emerging strategy and policy.
- Strategic Environmental Assessment/Sustainability Appraisal is an integral part of the process...

Providing a 'Strategic Steer' for the Preparation of the Draft RSS

...

Sustainability Appraisal

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A sustainability analysis has been undertaken by consultants on the emerging content of the 'Heads of Terms document', specifically on the suggested 'ten point vision' for RSS; the spatial development principles and each of the sub-area approaches. **Full copies of the appraisal document can be made available on request. A summary of the findings are attached in Annex D.** It is proposed that these points will be considered during further development work on the spatial strategy and its policies. **Assembly Members comments are invited.**

Chris Martin, Director of Planning and Transport, July 2005

ANNEX D. SUMMARY OF INITIAL SUSTAINABILITY APPRAISAL

THE PROPOSED RSS 'TEN POINT VISION'

Although implied by points 4 and 7 respectively, not one point focuses on the environment (particularly sustainable resource use), nor on sustainable forms of transport.

Some of the points seem to overlap and repeat slightly, but otherwise seem to portray a balanced set of high level objectives that are commensurate with other regional strategies (need to check how it relates to the Regional Sustainable Development Framework).

PROPOSED RSS SPATIAL DEVELOPMENT PRINCIPLES/OVERALL COMMENTS

Overall the principles are fine in giving a balanced set aims for the RSS, though some of the phraseology is still a little 'fluffy' in places and the current sequence of 'connectivity' priorities still seems to reflect a Scenario A approach: flip them around?

Little direct effort to tackle lifestyles, waste production, resource consumption (this could change once the environment section is fleshed out)

Demographics – the ageing of the population – is hardly mentioned.

South Yorkshire only directly really considers one of these 7 issues

Consider alternative approaches to dealing with peripheral towns (particularly on the coast); dealing with declining S. Yorks. Villages; and with the growth of Robin Hood and Humberside airports

Much work still to be done to ensure that connectivity is dealt with a holistic and sustainable way – accessibility within areas is just as important (if not more so) than connectivity which can imply longer distance journeys, unless intrinsic to the settlement hierarchy approach to improve amenities at key hubs serving a rural or urban hinterland

Much work still to be done in relation to the balance between housing and jobs.

The Proposed RSS Approach to 'Sub-Areas'

Nicely oriented towards different contexts and issues of sub-areas, and much more spatially specific than vision. Generally good characterisation of areas.

Considerable repetition from vision (e.g. coastal sub-area uses a lot of the same words as original vision) – does not deal with some issues identified in the SA/SEA of the vision

Some fluffy words, e.g. "develop unique assets of south bank site" (Humber); "build on sub-area assets" (V+T); "convenient socially and economically-linked locations" (S Yorks)

Humber: more needed on conservation value of Humber and water quality; connectivity is most unsustainable aspect (e.g. increasing capacity of E20 and A15)

Coastal: nice focus on revitalisation and preservation of environmental assets; problems re. dealing with peripheral areas/ 'connectivity' where

towns are far apart; more roads and conference facilities in peripheral areas not environmentally sustainable

Vale and Tees: fluffy wording which could be tightened up for more sustainable implementation; ‘connectivity’ is most risky aspect – greater emphasis on local amenities, accessibility and connectivity required

Remoter rural: needs better links to policies of surrounding areas; policies on economy and infrastructure could be more explicitly framed

South Yorkshire: Takes tough and innovative decisions (spatial development hierarchy, some villages will not get employment-related spatial investments, focus on connectivity through public transport); different approach from the other sub-area; still looks very economically focused and could stress social and environmental benefits more; role of small villages not clear; Robin Hood Airport likely to be good economically but poor environmentally

York: “significant new housing and infrastructure provisions” will have significant sustainability effects on the York and adjacent sub areas – robust, holistic studies will be required to ensure that these effects are fully assessed, impacts mitigated against and the wider benefits quantified and managed effectively to achieve sustainable development

Leeds: good attention to linking housing with jobs, but overall too much emphasis on transport corridors, strategic land releases and flexibility of the labour market without corresponding explicit reference to sustainable mobility and particularly accessibility *within* the city region so as to reduce social inequalities/economic disparities.

Appendix 6. Key Issues arising from the Consultation on the Stage 1 Scoping Report

Recommendations from consultation responses	How these will be addressed
1. Quantify impacts where possible	This will be done where appropriate and information available.
2. Appraise fit with key regional strategies (esp. RES, RHS)	This will be done by the SA (and RSS) as the RSS develops
3. Focus more on need for RSS to address use of natural resources and environmental protection: energy use, waste production, transport use	More detailed and rigorous appraisal for the subsequent appraisal stages and use of baseline information to quantify impacts may address these concerns.
4. Give more weight to business success and economic growth	More detailed and rigorous appraisal for the subsequent appraisal stages and use of baseline information to quantify impacts may address these concerns.
5. Better recognise burdens faced by the socially and economically marginalised	More detailed and rigorous appraisal for the subsequent appraisal stages and use of baseline information to quantify impacts may address these concerns.

6. Include additional baseline information suggested by EA	This will be included
7. revise aims to take better account of architectural and archaeological heritage	Aim 7 for the next stages of the appraisal will be amended.
8. Highlight links between job growth in Leeds and transport, housing in York	Matter for RSS, not SA to deal with although sustainability issues will be picked up
9. Discuss what to do if there are problems with monitoring	The next stages of the appraisal will consider monitoring in more detail
10. Clarify how emerging RSS will take on board the SA findings	The next stages of the appraisal will include sections on how the RSS had addressed appraisal findings

Several respondents providing conflicting responses in the following areas:

Specificity or flexibility

- SA correctly highlights need for RSS to be clear about what is being proposed (2 responses)
- RSS should maintain flexibility about what is being proposed (1 response)

One of the purposes of sustainability appraisals is to evaluate the risk that a proposal will result in more or less sustainable outcomes. Terms or phrases that could be interpreted in a variety of ways, some more or less sustainable than others, should be highlighted. It is recommended that the sustainability appraisal of the RSS should continue to seek increased specificity.

Sub- area approach and role of sustainability appraisal

- SA accurately reflects the potential impacts on each sub-area (bearing in mind strategic nature of vision): these should be taken into account in evolving RSS (2 responses)
- SA incorrectly implies that alternative spatial strategies for Leeds would be achievable and more sustainable (1 response)

The next stage of the RSS will propose options for the sub-areas this will enable the sustainability appraisal to evaluate alternative spatial strategies for the sub-areas.

Balance of emphasis

- SA places too little emphasis on environmental constraints (2 responses)
- SA places too little emphasis on economic issues (1 response)

These responses (naturally) reflect the interests of the respondents. Sustainability appraisals must adopt an approach that deals with social, environmental and economic interests in a balanced and integrated way and with equal rigour. The next stages of the appraisal will be more in depth than the first so should help to deal with these concerns.

Appendix E6. Excerpts from notes to Regional Planning and Infrastructure Commission, 22 September 2005

AGENDA ITEM 6

REGIONAL PLANNING AND INFRASTRUCTURE COMMISSION (RPIC)



22 SEPTEMBER 2005

DEVELOPING DRAFT RSS – OVERALL REGIONAL POLICIES

For Discussion and Decision:

- (a) **To agree** the Overall Regional Policies (set out in the appendix) for inclusion in the emerging Submission Draft RSS document that will be subject to Sustainability Appraisal in October 2005.

Background

1. The 'Heads of Terms' document considered at the last Commission meeting in July 2005 set out important elements of the proposed RSS spatial strategy. These included:
 - A ten point 'vision' – as a means of generating a simple statement of what the RSS is trying to achieve by 2021
 - A set of 'spatial development principles' - which provide the basic 'underpinning' of RSS strategy and policies (and particularly structure and direction to the policy approaches set out for each of the RSS sub areas)
 - Sub area sections – setting out spatial strategy proposals for each RSS sub area
2. It was proposed in July that this 'vision' and the 'spatial development principles' would be used as a basis for simplifying the complicated approach of existing RSS - which uses a number of layers of higher level objectives and strategic themes. It was also acknowledged that further work was required to develop effective overall regional policies. A draft set of overall regional policies is now attached at the Appendix.

...

Sustainability Analysis Findings

14. The brief sustainability analysis of the initial draft overall regional policies summarised that the *initial* draft policies:
 1. Clearly support scenarios B and C which underpin the RSS approach (B-matching need with opportunity and C - managing the environment as a key resource)
 2. Provide a clear and mutually reinforcing role for urban areas, towns, and rural areas

3. Are good about promoting more sustainable forms of transport and environmental enhancement
 4. Include safety considerations
 5. Promote business success through a clear allocation of land uses and accessibility to services
 6. Include little or nothing on education and training, efficient land use patterns and energy efficiency/design/sustainable construction
 7. Could possibly say something about high density and sustainable construction materials
 8. Say nothing directly about renewal and regeneration
 9. Involve repetition in Policy YH8 (formerly YH7 for the appraisal)
- 15.** Points 1- 5 are supportive of the policies. The Sustainability Analysis also raised a number of detailed points of clarification – the majority of which have been actioned in the draft policies set out in the Appendix.
- 16.** In terms of points 6 and 7 these concerns (apart from education and skills) have been addressed by the new Climate Change policy YH2. The Education and Skills agenda was also raised at the last YHA meeting. Accessibility to education is included in policy YH1 and policy YH8 refers to the sequential approach applying to all major and high trip-generating uses. The Education and Skills agenda is principally, but not exclusively, a key issue for Regional Economic Strategy (RES) review, which will include the FRESA (Framework for Regional Employment and Skills Action) in the future. It is important that the supporting text in draft RSS explains how different policies impact on cross cutting issues like education and health.
- 17.** In terms of point 8 renewal and regeneration are considered to be inherent, particularly in policies YH1, YH3 and YH5. Further reference has now been made in policy YH4. The sub area sections provide a regeneration context for all parts of the region. In response to point 9, Policy YH8 importantly explains how policies YH5-YH7 should apply to development.

Richard Wood
Yorkshire & Humber Assembly
September 2005