

SPATIAL VISION



INTRODUCTION

- 3.1 This section sets the international and national context to preparing the Plan and develops a spatial vision and spatial objectives for the Region. Over recent years international summits of world leaders have established sustainable development as a central and international concern. The World Commission on Environment and Development, in 1987, defined sustainable development as 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs' (the Brundtland definition). This has been widely accepted as the fundamental basis for managing the increasing demands on the world's resources.

INTERNATIONAL DIMENSION

- 3.2 Decisions made about the Region do, in a small but important way, influence global conditions and will affect the quality of life for future generations. There is a widening global commitment to tackle climate change and pollution but the growth of the world economy poses huge challenges. The provisions of the 1997 Kyoto Protocol are binding on all EU Member States, this commits the EU to reducing its greenhouse gas emissions to below 1990 levels during the period 2008-2012. Local economic fortunes are increasingly affected by global economic and environmental issues and by international trade agreements.

EUROPEAN DIMENSION

- 3.3 Legislation and policies of the **European Union** (EU) have a growing influence on national and regional spatial policy. Around two thirds of legislation in the UK comes from the EU, and in the environment policy area the figure is over 80%. Therefore it is vital that all the Region's strategies take account of the EU policy dimension.
- 3.4 The **European Spatial Development Perspective** (ESDP 1999) is the EU framework for developing regional spatial policy across the Member States. It aims to improve the coordination of national policies in spatial planning. The ESDP, although non-binding, does inform the preparation of regional spatial strategies. It seeks to secure balanced and sustainable development in the interests of economic and social cohesion. ESDP policy aims focus on:
- *Polycentric spatial development, with:*
 - Multi-centred and balanced models of development
 - Dynamic, attractive and competitive cities and urban areas
 - Diverse and productive rural areas
 - *Parity of access to infrastructure and knowledge, with:*
 - An integrated approach to achieve improved transport links and access to knowledge
 - A polycentric approach to achieve better accessibility and connections
 - Efficient and sustainable use of infrastructure
 - *Wise management of natural and cultural heritage.*
- 3.5 These policy aims are centred on fostering polycentric and balanced development across urban and rural areas. They promote improved accessibility and intelligent management of the built and natural environment. This provides a strong steer and basis for developing the RSS approach of the plan.
- 3.6 The ESDP also stresses the importance of co-operative approaches. The Yorkshire and Humber Region forms part of two current 'EU Trans-national Co-operation Areas', North West Europe and the North Sea Region as shown on Figure 3.1. In these areas funding is available under INTERREG initiatives to foster co-operation. Current projects include the North European Trade Axis (NETA) and Spatial Planning and Emerging Communication Technology in the Regions of Europe (SPECTRE).
- 3.7 EU Structural Funds, particularly the European Regional Development Fund (ERDF), have been of great significance to the Region. Currently, Objective One funding is

available in South Yorkshire and Objective Two for other parts of the rest of the Region. In addition, the whole of the Region is eligible for support under Objective Three (funded by the European Social Fund). Whilst the future of EU regional policy after 2006, when the current programmes end, is not determined the European Commission has proposed three main priorities for 2007-2013:

- 'Convergence' – focussing on least developed regions and replacing Objective 1
- 'Regional Competitiveness and Employment' – replacing Objective 2 & 3
- 'Trans-national Co-operation' – similar to INTERREG initiatives.

- 3.8 All regions not funded from the 'Convergence' priority will be eligible for support under the 'Regional Competitiveness and Employment Priority'. The Commission regards the Regional Spatial Strategies as an important regional policy document because all regional strategies need to be aligned to the European Commission's thematic approach to facilitate the best access to EU funds after 2006.
- 3.9 Common Agricultural Policy reforms have (and continue to have) major implications for the rural parts of the Region. Further reforms of funding to the EU rural areas are being considered so that financial support for rural development will be carried out under one single investment. This will likely be part of the Common Agricultural Policy with EAGGF (Guidance and Guarantee) and LEADER+ being merged.
- 3.10 The Plan has been subject to a Strategic Environmental Assessment (SEA) as part of its sustainability appraisal. This provides a good example of the increasing effect of EU legislation, as the requirement for SEA stems from the EU Directive on Environmental Impact Assessment. Section 15 of this Plan illustrates the strong influence of EU Directives on habitats and water. The EU's 6th Environment Action Programme (EAP) outlines the environmental areas to be improved by 2010. These are: Climate Change; Nature and Diversity, Environment, Health and Quality of Life; and Natural Resources and Water.
- 3.11 The EU is increasing its focus on transport. One of its main initiatives is to encourage creating Tran-European Transport Networks (TENs). This programme aims to derive maximum benefit from the single market by expanding across border links such as motorways, railways, telecommunication networks and energy links. This Region lies at the intersection of two Trans-European corridors.

NATIONAL DIMENSION

- 3.12 The UK Government published an updated sustainable development strategy, 'Securing the Future', in March 2005. It defined the **goal of sustainable development:**

'to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations'.

- 3.13 This goal is to be pursued in an integrated way through a sustainable, innovative and productive economy that delivers high levels of employment, and a just society that promotes social inclusion, sustainable communities and personal well being.

Fig.3.1 | EUROPEAN CONTEXT



- Yorkshire and the Humber Region
- European Union Countries / EU INTERREG Programmes
- Other countries
- North West Europe Area
- North Sea Area
- Trans European Networks and the Region
- Baltic Links

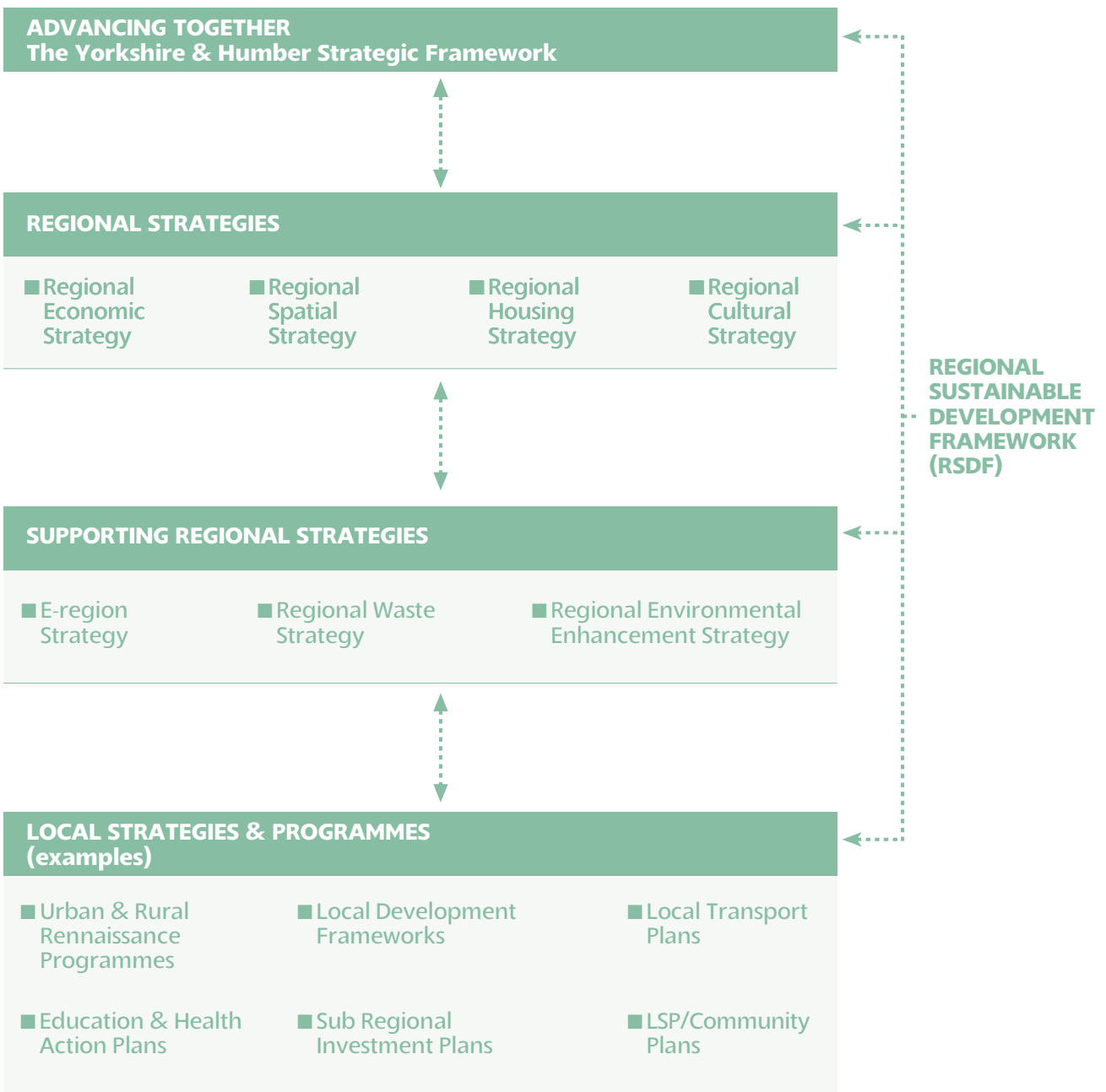
- 3.14 These wide ranging economic and social aims are to be progressed alongside protecting and enhancing the physical and natural environment and using resources and energy as efficiently as possible. Five guiding principles for sustainable development are set out in 'Securing the Future':
- Living within environmental limits
 - Ensuring a strong healthy and just society
 - Achieving a sustainable economy
 - Promoting good governance
 - Using sound science responsibly
- 3.15 In terms of delivering 'Sustainable Communities' the Government's approach is channelled through the 'Sustainable Communities Plan'. A key part is the 'Northern Way Growth Strategy' which aims to establish the North of England as an area of exceptional opportunity, combining a world-class economy with a superb quality of life. This strategy aims to bridge the £29 billion output gap between the North and the rest of the UK by 2025. Three broad types of action are proposed:
- Investments that are pan-northern and add real value by operating across all three regions
 - Activities which need to be embedded into mainstream programmes in each region
 - Potential investment for which further evidence must be developed to demonstrate the long-term benefits which will accrue to the North's economy, such as major transport infrastructure.
- 3.16 The Plan is a key delivery vehicle for the Northern Way Growth Strategy. It provides an opportunity to test, refine and develop the Northern Way approach to ensure that competitive and sustainable economic growth is beneficial to the whole of the Region. The Plan reflects the direction of the 'Northern Way' which seeks to realise the potential of city regions, as the main motors of economic growth, and focus on cross-boundary transport issues to achieve improved connectivity. The Northern Way Growth Strategy's key priorities are to:
- Bring more people into employment and away from benefits
 - Strengthen the North's knowledge base and drive innovation
 - Build a more entrepreneurial North
 - Capture a larger share of global trade
 - Meet employer skills needs
 - Prepare a Northern airports priorities plan and improve surface access to key airports
 - Improve access to the North's sea ports
 - Create premier transit systems in each city region and create stronger linkages between regions
 - Create truly sustainable communities
 - Market the North to the world

REGIONAL DIMENSION

3.17 The Yorkshire and Humber Region has, through 'Advancing Together', agreed a regional vision that:

'Yorkshire and Humber will be a recognisably world class and international Region where the economic, environment and social well being of all our Region and its people advance rapidly and sustainably'.

Fig.3.2 | ADVANCING TOGETHER



- 3.18 As shown in Figure 3.2 'Advancing Together' (AT) provides a framework to pro-actively achieve regional strategy alignment. The vision of AT is shared by all key regional partners. It provides the framework within which Yorkshire Forward (the Regional Development Agency) has prepared the Regional Economic Strategy and the Regional Housing Board has prepared the Regional Housing Strategy.
- 3.19 'AT' has provided a starting point, a framework and high-level vision within which the Plan has been prepared. The Plan thereby provides the spatial expression of 'Advancing Together' – setting out how and where in spatial terms the six objectives of AT (listed in Table 3.1) can be delivered.

Table 3.1 | ADVANCING TOGETHER OBJECTIVES

YORKSHIRE AND HUMBER WILL:

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

PLAN'S SPATIAL VISION

- 3.20 As part of developing the Plan, a spatial options topic paper (2005) outlined three scenarios. Each scenario showed how a different policy emphasis (within the context of achieving more sustainable development) could lead to different patterns of development emerging in the Region. The three scenarios stemmed from 'Advancing Together', Draft Spatial Vision and Spatial Approach (2004) and its sustainability appraisal. The three scenarios were:

Scenario A – responding to market forces

Scenario B – matching need with opportunity

Scenario C – managing the environment as a key resource

- 3.21 Both the early 2005 public consultation exercise, and the sustainability appraisal process showed strongest support for the Plan to place a greater emphasis 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), it was recognised that it was imperative that the Plan should support improving the economic performance of the Region and meeting Northern Way objectives.

- 3.22 To achieve a more sustainable spatial strategy elements of all three scenarios are included in the Spatial Vision. 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 compared to the other scenarios. The policies in the core approach (section 4) and in the sub area frameworks (sections 6-12) have a strong emphasis on addressing these different needs.
- 3.23 The Plan's Spatial Vision set out in Table 3.2. reflects the Scenario B approach and aims to address economic, social and environmental needs, influence (rather than just be directed by) the market and seek to try to share the overall benefits of regional growth. Scenario C involves the placing a greater emphasis on the significance of our environment to our future, including to our economic and social well-being. The policies in the core approach, sub area frameworks and, particularly Section 15, give much more weight to environmental issues.

Table 3.2 THE PLAN'S SPATIAL VISION

In delivering the overall vision for the Region that:

'Yorkshire and Humber will be a recognisably world class and international Region where the economic, environment and social well being of all our Region and its people advance rapidly and sustainably'.

The Regional Spatial Strategy will:

'Achieve a more sustainable pattern and form of development, investment and activity in the Yorkshire and Humber Region – putting a greater emphasis on matching needs across the Region with opportunities and managing the environment as a key resource'.

By the end of the Plan period, in 2021, the Yorkshire and Humber will be a Region:

1. Continuing to change and adapt to meet new economic, social and environmental challenges
2. Where all its cities, towns and rural areas are working together to the benefit of the whole Region
3. With lively cities and vibrant towns and rural areas, fit for purpose in terms of 21st century living, working and movement
4. With an even stronger regional identity, whose special character and distinctiveness has been protected and improved
5. With safe, attractive and high quality places offering a wide range of living, working and investment opportunities
6. That is adapting to the threats and opportunities caused by climate change and is moving to a low carbon economy
7. That has optimised the use of its land and infrastructure, offering a clear competitive advantage over the South of England
8. That has reduced inequalities across its area
9. Whose economic performance is closer to the UK average, with more and better jobs
10. That is collaborating internally and externally to deliver a more sustainable, competitive and better performing North of England



3.24 Table 3.2 sets out the Spatial Vision and represents its flow and links from Advancing Together and the Plan scenarios. The objectives set out Table 3.3 develops the Spatial Vision and focuses on matters with a spatial dimension, which can be significantly influenced by the Plan's policies.

Table 3.3 | PLAN OBJECTIVES

- A** Regenerating areas damaged by past industrial decline as well as capitalising on economic growth points
- B** Seeking social equity and inclusion
- C** Recognising and responding to the needs of urban and rural communities
- D** Seeking wider housing opportunity and choice
- E** Making full use of urban land and minimising the loss of greenfield land
- F** Protecting and enhancing natural, historic and cultural assets and resources
- G** Tackling traffic congestion and reducing transport related emissions
- H** Making urban areas attractive, high quality, safe places where people choose to live
- I** Minimising the loss of the rural landscape, maintaining and where possible enhancing its diverse character
- J** Making the best use of existing infrastructure and services
- K** Addressing the causes of and responding to the effects of climate change
- L** Minimising travel needs and maximising use of energy efficient modes
- M** Limiting pollution to what is compatible with health and bio-sphere capacity
- N** Reducing resource consumption and encouraging use of renewable energy
- O** Promoting the sustainable management of waste