

# SOUTH YORKSHIRE



## INTRODUCTION

- 7.1 The South Yorkshire (SY) sub area includes the unitary authorities of Barnsley, Doncaster, Rotherham and Sheffield, with the largest settlement of Sheffield located in the south of the sub area. The sub area has good north-south connections running down its centre. However, significant structural problems and social disadvantage are prevalent throughout the sub area. A fundamental transformation of the economy and urban environment is needed. The approach addresses the spatial, historic and structural economic problems of South Yorkshire together and responds to the needs of disadvantaged communities.

- 7.2 The South Yorkshire sub area has tied in to the preparation of the Sheffield City Region Development Programme (SCRDP) for the Northern Way and the two aim to be mutually supportive. The SCRDP builds on the same core principles as the Plan emphasising the roles of the core city and towns as the key drivers of social and economic growth and development of the wider City Region, which incorporates five East Midlands local authorities alongside those in South Yorkshire. The South Yorkshire sub area is that part of the Sheffield City Region that lies within the Region.

#### SETTLEMENTS, THE ECONOMY AND HOUSING

- 7.3 The sub area's economy was historically primarily industrial, providing direct employment to 187,000 people in 1971. However, by 1997 60% of these jobs had been lost. The steel/coal sector alone shrank from 121,000 to 15,000 jobs. GDP per head across SY fell against the EU average every year between 1979 and 1995, when it was 74.4% of the EU average, qualifying SY for European Objective 1 status. 2003 data indicates an improved GDP of 78% of the EU15 average.
- 7.4 The sub area's population is growing slowly after years of decline associated with downturns in the sub area's major industrial sectors. The total population of the sub area should rise modestly over the Plan period to 2021 with a shift in population towards the larger settlements.
- 7.5 Sheffield is the sub area's main centre of economic activity and as a large core city of an extended city region it provides for a range of high-order services for a wide area. Doncaster is rapidly developing as a logistics centre of regional and national importance because of its strong relationship to the national rail and motorway network. Rotherham lies between the two and has strong labour and housing market links with both. Barnsley lies to the north of the others. It is a significant market town and sub regional service centre between Sheffield and Leeds, with further potential for developing strong housing, labour market and employment land supply connections with Sheffield and Wakefield and with the wider Leeds City Region. Developing these centres and their complimentary roles will be at the heart of the renaissance of the sub area.
- 7.6 The historic spatial pattern has left a significant dilemma for the spatial management of the sub area's smaller settlements. Some have become increasingly attractive for housing development, despite their limited prospects of local economic growth, but others face continued decline. This challenge is most evident in the Dearne Valley.
- 7.7 A key aspect of the sub areas spatial potential is its location and logistical network. The newly opened Robin Hood International Airport is located near Doncaster and provides a significant opportunity for economic development and regeneration.

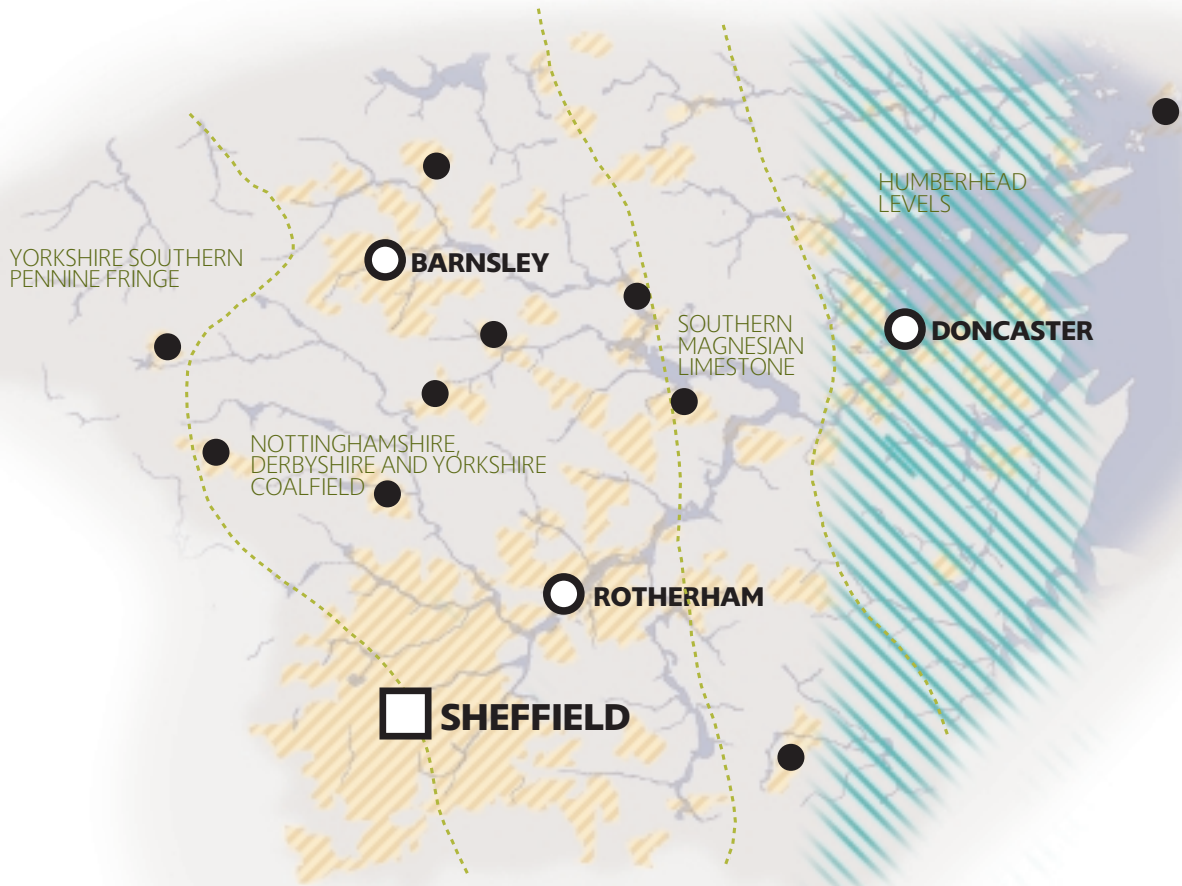
- 7.8 Despite significant long term regeneration interventions, the sub area has some of the Region's worst levels of multiple exclusion. As with other parts of the Region, features of exclusion including poor health, disability, limiting long term illness, fuel poverty and crime are focused on larger cities and towns, but in the sub area, these conditions characterise many of the smaller and relatively remote settlements.
- 7.9 The historical settlement pattern is reflected in widespread areas requiring housing stock renewal improvement to meet modern housing needs. A range of initiatives; including Transform South Yorkshire (the Housing Market Renewal Pathfinder), is meeting this challenge and helping to achieve the range of housing types and locations to supply a robust housing market.
- 7.10 The Plan seeks to address the housing needs of the sub area and support the objectives of the Regional Housing Strategy. As well as securing an appropriate level of new house building (related to forecasts of household growth and economic performance), there are particular issues concerning the need to support market renewal initiatives in areas of low demand. These will require close working between Local Planning Authorities and Transform South Yorkshire, for example, on shared evidence bases.

#### ENVIRONMENT

- 7.11 The South Yorkshire sub area comprises a variety of landscape types. These range from, in the north and east, the Humberhead Levels, then moving east to west part of the Magnesium Limestone Ridge, which bisects much of the Region, the Nottinghamshire, Derbyshire and Yorkshire Coalfield area (the 'Coal Measures') and in the west and south, the Yorkshire Southern Pennine Fringe. Consequently, the sub area includes a wide variety of topography and landscape. This includes much of the nationally important designation area of the Humberhead Levels. Much of the rest of the sub area is characterised by rolling countryside.
- 7.12 The sub area's topography and geology have shaped its local economy and particular settlement patterns. There is strong evidence of pre industrial age landscape and buildings, but the sub area's major unique feature is the legacy of the Industrial Age. This includes a unique pattern of metal manufacture and mining and associated settlements, as well as, canals and cities and towns and civic buildings from the nineteenth century. As with other parts of the Region, the nature of the sub area and its particular landscapes and settlement patterns create a powerful local identity.
- 7.13 Parts of the sub area are subject to high flood risk. Much of the area around Doncaster is at risk from river and inland tidal flooding. In addition some of this area overlies the Sherwood Sandstone aquifer that is subject to summer water scarcity. Several town centres below the upland areas are at risk from river flooding. Areas adjacent to high concentrations of traffic, particularly alongside the M1 and M18 motorways and within city centres, have the poorest air quality levels in the Region.



Fig.7.1 | ENVIRONMENT MAP



- | SETTLEMENTS   |                     | ENVIRONMENT   |                             |
|---|---------------------|---|-----------------------------|
|  | Regional Centre     |  | Countryside Character Areas |
|  | Sub Regional Centre |  | Aquifer Depletion           |
|  | Main Town           |  | High Flood Risk Area        |
|  | Built-up Areas      |   |                             |

- 7.14 Much of the sub area forms part of the South Yorkshire Forest. This is evidence of the positive role that woodlands can make in restoring post-industrial landscapes. New tree planting can mitigate river flooding and can help to improve excluded communities.
- 7.15 Climate change will put increased pressure on urban drainage and water supply systems, especially in Sheffield and Rotherham and lead to the loss of montane heathland in parts of the South Pennines.

### TRANSPORT

- 7.16 South Yorkshire faces a mixture of transport challenges arising from its rapid transition from reliance on traditional heavy industrial sectors to a prosperous modern economy offering a new mixture of economic, social and employment opportunities with new requirements for transformed internal and external transport. South Yorkshire's Local Transport Plan (LTP) is geared towards supporting the sub area's role within the Northern Way Growth Strategy, reflecting its place within the Leeds-Manchester-Sheffield economic triangle and balancing the requirements of local communities against the four themes of the Transport Shared Priority agreed between national and local government in 2003.
- 7.17 The key elements of the recommended approach are to pursue a vision for the transport network for 2010, initially through the five years of the next LTP (ie to 2011), that supports the sub area's economic regeneration and the renaissance of its core towns and city, linked to addressing the four themes under the national Government/LGA Transport Shared Priority of accessibility, congestion, road safety and air quality. The Plan projects this vision beyond the current LTP review period. The vision for transport is to secure:
- Excellent road, rail and air links from SY that build on the county's relatively strong position on the motorway network, and on crucial north-south and Transpennine rail routes
  - High quality public transport, based primarily on improved bus networks and operations but including the possible extension of Supertram and the use of other appropriate technologies, giving good access to jobs and services and feeding into the four main urban centres
  - High quality, car competitive, public transport giving good access to jobs and services and feeding into the four main centres. This would be based primarily on improved bus networks and operations but could also include the extension of Supertram and/or the use of other appropriate technologies
  - A road network in good condition, managed and enhanced, in conjunction with car parking policies and other appropriate demand management measures to maximise the use of existing road space, minimise congestion and facilitate the free movement of goods
  - A safe transport system for both road and public transport users
  - Improved air quality and reduced energy consumption through improved use of public transport, reduced congestion and the encouragement of cycling and walking



- 7.18 Part of this vision will be achieved by aligning approaches to land use planning. For example, the local authorities are attempting to achieve consistent development stances on sub regional transport issues. This is particularly essential in terms of accessibility planning and public transport contributions, which require cooperation from neighbouring authorities to achieve greatest benefit. These agreed approaches will need to be supported within LDFs.
- 7.19 These spatial approaches will be supported by appropriate non-spatial policies including demand management measures to maximise the use of existing road space, minimise congestion and facilitate the free movement of goods, and deliver a safe transport system for all users including Yorcard and the Yorkshire Bus Project. The main spatially significant transport investments identified in the Local Transport Plan are:
- Finningley and Rossington Route Regeneration Scheme, Doncaster
  - A61 Penistone Road/Upper Don Valley QBC, North Sheffield
  - M1 to Town Centre Link Road, Barnsley
  - Sheffield Supertram Extension (to Royal Hallamshire Hospital and Rotherham Parkgate)
  - Waverley Link Road, Sheffield

#### OVERALL APPROACH

- 7.20 The sub area approach aims to transform the economic sectoral structure and increase the number and quality of new jobs. The approach is focused on strengthening the existing main urban areas in order to improve their competitiveness and sustainability and to address social disadvantage. This reflects the Plan's core approach and supports the implementation of the agreed South Yorkshire Spatial Vision.
- 7.21 The main urban areas will confirm and advance their roles in the settlement hierarchy. That they currently under-perform is a direct legacy of the former economic structure of the sub area. However, Sheffield, Rotherham, Doncaster and Barnsley represent major physical and social investments and capital, which are being comprehensively enhanced through distinctive urban renaissance programmes. Continuing to develop the main urban areas is essential. They will continue to be the focus of development and the engines of growth for the sub area as a whole.

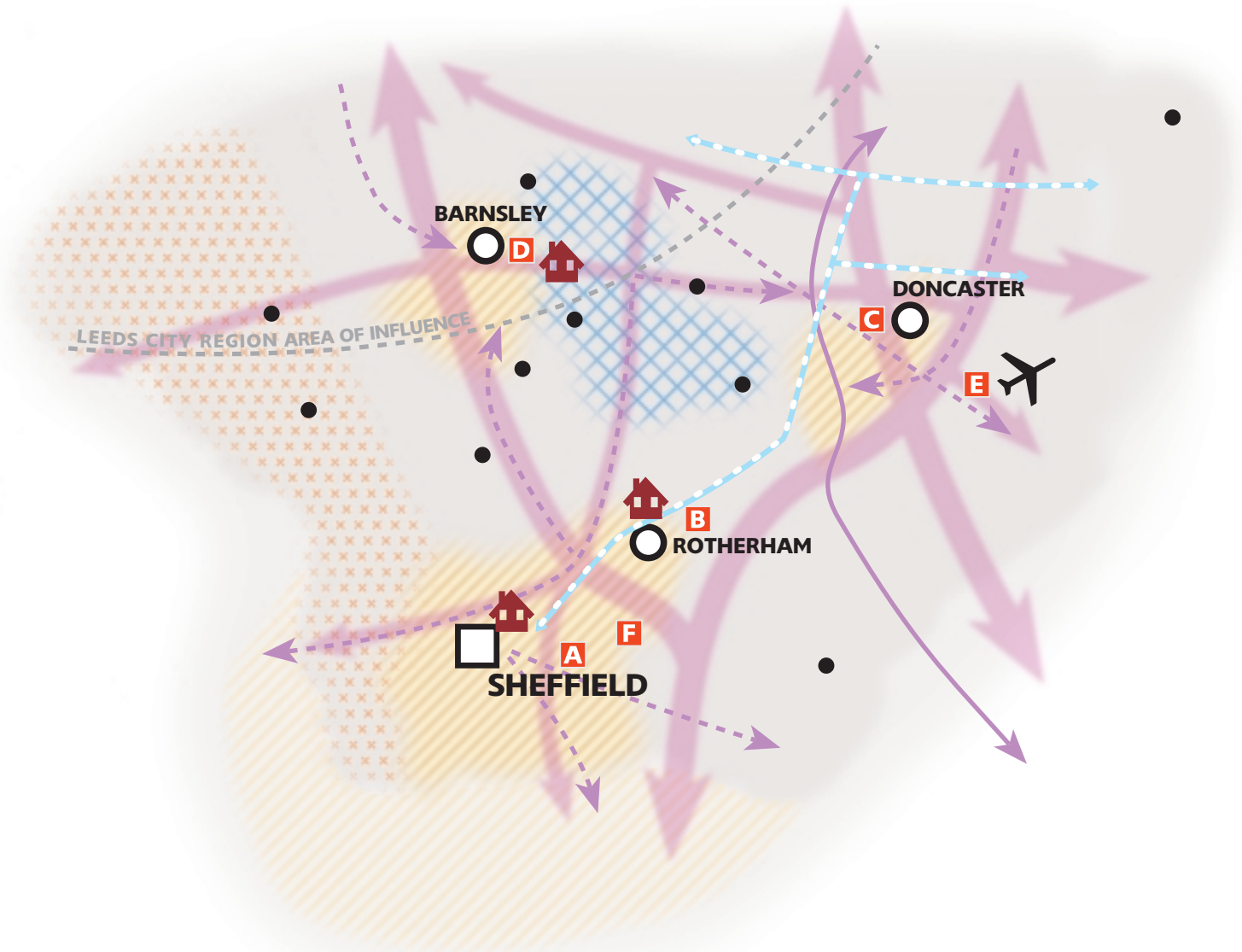


OUTCOMES BY 2021

- Urban centre focussed regeneration has transformed the structure of the economy and addressed housing market failure with high quality new jobs and housing
- The roles of Regional and Sub Regional Centres and Main Towns have been strengthened, particularly in terms of their competitiveness, sustainability, complimentary functions and ability to address social disadvantage
- The wider Sheffield City Region is recognised as a key driver of a better performing North of England with strong links with both the Manchester and Leeds City Regions
- Connectivity within the sub areas and to other sub areas and adjoining regions has been radically improved
- Environmental quality of the sub area has been enhanced

<b>Table 7.1</b>	<b>POLICY AND INDICATOR LINKS</b>
<b>KEY POLICY LINKS</b>	
YH1, YH2, YH3, YH4, YH5, YH6, YH8, YH9, E1, E2, E3, E4, E5, H1, H2, H3, ENV1, ENV2, ENV5, ENV6, ENV9, T1, T2, T3, T4, T6, T8, T9	

Fig.7.2 | CONTEXT DIAGRAM



- |                    |                        |   |   |
|--------------------|------------------------|---|---|
| <b>SETTLEMENTS</b> |                        | <b>DEVELOPMENT PATTERNS</b>                                   |   |
|                    | Regional Centre        |   | Dearne Valley area  |
|                    | Sub Regional Centre    | Regeneration/Investment Opportunity of Sub Area Significance: |   |
|                    | Main Town              | <b>A</b>  | Sheffield Centre  |
|                    | Main Urban Area        | <b>B</b>  | Rotherham Centre  |
|                    | Linkages               | <b>C</b>  | Doncaster Centre  |
| <b>TRANSPORT</b>   |                        | <b>D</b>  | Barnsley Centre   |
|                    | Main Railway           | <b>E</b>  | Finningley Area   |
|                    | East Coast Main Line   | <b>F</b>  | Waverley AMP  |
|                    | Main Inland Navigation |   | Area of High Environmental Quality                                    |
|                    | Airport                |   | Influence of Sheffield City Region beyond Yorkshire and Humber Region |
|                    |                        |   | Pathfinder Initiative   |

**POLICY** SOUTH YORKSHIRE SUB AREA POLICY  
**SY1**

All plans, strategies, major investment decisions and programmes for the South Yorkshire sub area will, where relevant seek to:

**A** ROLES AND FUNCTIONS OF PLACES

- Develop Sheffield as a major Regional Centre offering high order shops and services, as well as jobs and homes needed to serve its extended city region
- Develop the role of Doncaster, Barnsley and Rotherham as Sub Regional Centres
- Support the roles of Cudworth, Goldthorpe, Hoyland, Penistone, Wombwell, Mexborough, Thorne, Dinnington, Chapeltown and Stocksbridge as Main Towns

**B** ECONOMIC DEVELOPMENT

- Support the role of Sheffield as a major provider of jobs and the regeneration of much of Sheffield City Centre, with a range of quarters and further regeneration of the Don Valley
- Develop Barnsley's urban core to offer residents, visitors, investors and employees high quality attractions
- Develop Doncaster so that it offers a standard and quality of retail and commercial variety and convenience appropriate to an expanding transport and logistics centre
- Develop Rotherham Town Centre and the South Yorkshire Navigation Canal area with good cultural and leisure facilities and an affordable high quality option for businesses and urban living
- Support significant airport related development linked to Robin Hood/ Doncaster Sheffield Airport and advanced manufacturing related development at the Waverley/Orgreave Advanced Manufacturing Park (AMP)
- Support initiatives to improve the skills and capability of the sub area potential workforce

**C** ENVIRONMENTAL QUALITY

- Develop and enhance woodland planting in line with South Yorkshire Forest Plan
- Minimise development likely to exacerbate air quality in the A1/M1 corridor
- Transform town and city centres and enhancing the environment of former coalfield settlements
- Encourage planting for biomass in Doncaster, Barnsley, and Rotherham
- Adapt to climate change by helping to alleviate flood risk, particularly in the upland areas of the South Pennines; ensuring compensatory sites for biodiversity and species migration, especially in the South Pennines; increasing and enhancing urban planting, green space and biodiversity networks in Sheffield, Rotherham, Barnsley and Doncaster; and avoiding water-intensive uses along the Sherwood Sandstone aquifer in Doncaster
- Safeguard and harness industrial heritage
- Protect and enhance the biodiversity and landscape character of the Southern Pennine Fringe, Humberhead Levels, Southern Magnesian Limestone and Coalfield landscape character areas
- Maintain the strategic extent of the South Yorkshire Green Belt


**POLICY SY1** SOUTH YORKSHIRE SUB AREA POLICY (continued)

**D** TRANSPORT CONNECTIONS

- Develop and implement the South Yorkshire Local Transport Plan and its themes of improving accessibility (particularly to the former coalfield settlements), road safety and air quality and reducing congestion
- Secure excellent road, rail and air links between the sub area and the rest of the UK and beyond
- Develop high quality public transport – based mainly on improving bus networks – but also through the possible extension of ‘Super-Tram’ and other new technologies, especially to improve access from excluded communities to areas of employment opportunity
- Develop a sub area transport system that is safe for all users and secures air quality improvement and reduces energy consumption

**E** STRATEGIC PATTERNS OF DEVELOPMENT

- Focus most new development at Sheffield and the Sub Regional Centres of Doncaster, Barnsley and Rotherham – with particular emphasis on city centres and inner areas
- Promote development at the Main Towns (identified at A) to support their regeneration and strengthen their service centre roles
- Allow limited development in Local Service Centres, identified by using the South Yorkshire Settlement Assessment and particularly where this helps to regenerate former coalfield settlements in the Dearne Valley
- Adopt a development restraint policy in rural areas, particularly in the western area adjoining the Peak District National Park and in the Pennine fringe and ensure that development mainly addresses local needs for affordable housing and small scale commercial development to diversify local economies

**F** REGIONALLY SIGNIFICANT INVESTMENT PRIORITIES

- Investment in large-scale regeneration and master planning in Sheffield and the Sub Regional Centres
- Developing the Waverley – Orgreave AMP site and realising the economic potential of the Robin Hood/Doncaster/Sheffield Airport

**G** JOINED UP WORKING

- Support the delivery of the Sheffield City Region Development Programme and the South Yorkshire Vision
- Develop the complementary roles of Barnsley, Doncaster, Rotherham and Sheffield
- Manage the release of land for housing in a manner that will support interventions to address both fragile and failing housing markets and affordability
- Develop public transport systems and services across and beyond the sub area