

# CORE APPROACH



## INTRODUCTION

- 4.1 The Plan's spatial vision set out in Section 3 places a greater emphasis on meeting social and economic needs across the whole of the Region and on managing the environment as a vital resource. Widespread support has been evident for this approach, which requires a major strengthening of the existing regional planning strategy. Policies YH1 to YH9 in this section provide a set of overall regional policies to give cohesion and direction to the Yorkshire and Humber Plan.



- 4.2 Along with the spatial vision these 'YH policies' seek to answer the question of: 'what (in spatial planning terms) are we fundamentally trying to achieve for the Region?' – through the way in which we plan for different parts of the Region and seeks to meet housing needs, support a more competitive economy, manage the environment and address pressures on our transport systems.
- 4.3 Policies YH1 to YH9 set out a 'high level' policy approach to deliver the Region's spatial vision. The Plan will help shape physical change and activities across the Region over the next 15-20 years, looking to 2021 and beyond. The challenges facing the Region (outlined in section 2) require co-operation and action amongst many individuals and organisations with an interest in the future of the Region. Section 5 explains how the Plan's core approach is delivered through both sub area frameworks (Sections 6-12) and thematic policies (Sections 13-16).
- 4.4 The policies set out in this section draw on the findings of the Regional Settlement Study (June, 2004). This study developed a functional classification of the Region's settlements in terms of location/physical relationships to other settlements, service roles, functions and levels of prosperity. The service role classification has been used as a key input to the Core Approach policies. Over 230 settlements were included in the study. The four largest cities in the Region, Bradford, Hull, Leeds and Sheffield were excluded.
- 4.5 At a regional level, the co-ordinated approach of the Regional Economic Strategy, Regional Housing Strategy and Regional Spatial Strategy provide the regional framework and direction for local and sub-regional plans, strategies and private and public investment decisions. In playing its part in the joined-up picture of regional strategies, the Yorkshire and Humber Plan (including the Regional Transport Strategy) has a fundamental role to play in shaping decisions about development and investment in terms of 'what goes where' in the Region, 'how much' takes place and 'in what place'.
- 4.6 The '**headlines of the core approach**', embodied by policies YH1 to YH9, are to:
- Reverse the long term trend of population and investment dispersal away from the Region's cities and major towns
  - Transform cities and major towns in the Region as attractive places where people want to live, work and invest in
  - Support the roles of market towns as the local development and service focus for meeting needs in rural areas
  - Diversify urban and rural economies and help deliver a better performing and more competitive economy
  - Achieve a focus of development and investment to better connect with excluded communities and areas requiring regeneration
  - Improve accessibility and increase the use of public transport
  - Raise environmental quality and pro-actively respond to the global and local effects of climate change
  - Maintain the existing strategic extent of Greenbelts in the Region.

**POLICY  
YH1****OVERALL APPROACH**

**Growth and change will be managed across places and communities in the Yorkshire and Humber Region in order to:**

- Reverse the long term trend of population and investment dispersal away from cities and major towns
- Transform cities and major towns as attractive, cohesive and safe places where people want to live, work, invest and spend time in
- Better connect excluded communities with the benefits and opportunities arising from growth
- Raise environmental quality, increase biodiversity and enhance natural and built heritage assets
- Improve people's accessibility to housing, employment, shopping, cultural, health, education and leisure facilities and services
- Diversify urban and rural economies to help retain, attract and create more and better jobs in the Region
- Facilitate fewer and shorter journeys with less reliance on the car and increased opportunities for using public transport, cycling and walking.

## CONTEXT AND DIRECTION

- 4.7 Section 2 demonstrates a wide range of conditions and issues across the Yorkshire Region. Many of the trends and features are neither acceptable nor desirable and 'business as usual' will not achieve the objectives of 'Advancing Together' and the Plan.
- 4.8 Most of the Region's major urbanised areas have suffered from population decline over recent decades. This along with significant economic change has contributed to more concentrated levels of deprivation. There is major opportunity to further strengthen and renew the Region's cities and major towns as the prime focus of activity. Much remains to be done to create more attractive living and working environments.
- 4.9 The Region has some of the UK's highest levels of crime and fear of crime. Low levels of education attainment and lack of basic skill requirements are also evident. Nationally, significant levels of deprivation are concentrated in many of the urban parts of the Region. In rural and coastal areas, isolation and peripherality also generate significant issues. Overall, there is a need for a more interventionist based approach to connect people in need with opportunities and reduce exclusion and inequalities. Studies show that accessibility to opportunities, facilities and services has a key influence on people's quality of life.
- 4.10 A good quality environment is critical to the social, economic and environmental well-being of the Region. Pressures on our environmental assets and resources are likely to increase with the demands for growth. Positive, responsible environment management will be vital to safeguard and improve our environment.



- 4.11 The Region’s economy has grown recently, but dynamics of change in global, national and local economies means that growth and productivity gains remain key regional priorities. The major loss of manufacturing jobs and the growth of the service based economy has produced disparate economic conditions and prospects around the Region.
- 4.12 Patterns of growth in the past have contributed to congestion, pollution, isolation and urban disinvestments. More efficient and environmentally friendly movement patterns will be required to support a competitive economy, healthier lifestyles and a quality environment.
- 4.13 The purpose of Policy YH 1 is to state in a simple way what the Plan, at its very core, is seeking to achieve. This provides a basis for all organisations and individuals to integrate with and deliver the Plan. All plans, strategies, major investment decisions and programmes for the Region will help deliver this policy. This will involve all the Region’s communities, businesses, developers and public agencies.

OUTCOME BY 2021

- A more sustainable pattern of growth and movement will have been achieved across the Region.

Table 4.1 | POLICY AND INDICATOR LINKS

KEY POLICY LINKS	HEADLINE INDICATOR LINKS
YH2, YH4, YH5, YH6, YH7, YH8, H1, H2, H3, H4, H5, E1, E2, E3, E7, ENV6, ENV8, ENV9, ENV10, T1, T3, T8	HC1, HC4, HC22, HC23, HO4a, HO4b, HO1d, HO2a, HO2d, HO8

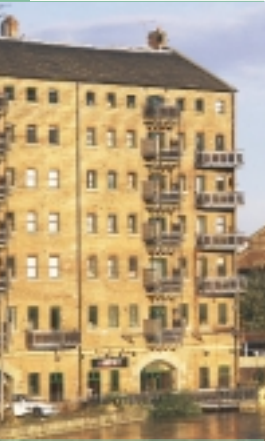
**POLICY YH2** CLIMATE CHANGE AND RESOURCE USE

All plans, strategies, investment decisions and programmes in the Region should:

- A Help to meet the Region's target to reduce greenhouse gas emissions by at least 20% below 1990 levels by 2010 and 25% below 1990 levels by 2015 by:
- i) Increasing urban density
  - ii) Encouraging better built homes and energy efficiency
  - iii) Reducing traffic growth and promoting competitive alternatives to the car
  - iv) Promoting walking, cycling and use of public transport
  - v) Minimising resource demands from development
  - vi) Encouraging redevelopment of previously developed land
  - vii) Facilitating effective waste management
  - viii) Increasing renewable energy capacity and carbon capture
- B Plan for the successful adaptation to the predicted impacts of climate change by:
- i) Minimising threats from and impact of coastal erosion, increased flood risk, increased storminess, habitat disturbance, increased pressure on water resources supply and drainage systems;
  - ii) Maximising opportunities from: increased growing season; greater tourism potential; and warmer urban environments.

## CONTEXT AND DIRECTION

- 4.14 Clear evidence shows that greenhouse gas emissions (particularly CO<sup>2</sup>) from domestic, industrial and transport-related energy uses are causing climate change, and will continue to do so for decades to come. This has potentially devastating consequences to the global environment, and poses a significant threat to social cohesion and economic systems.
- 4.15 The UK Government has therefore agreed to reduce GHG emissions by 12.5% below 1990 levels over the period 2008 – 2012 and move towards a 20% cut in CO<sup>2</sup> below 1990 levels by 2010 (and aiming towards a 60% cut by 2050). The Region has committed itself to the challenging target found in YH2. Achieving the Region's target for reduced greenhouse gas emissions will require a wide range of actions in line with the Regional Climate Change Action Plan. Many of these actions are outside the scope of the Plan.
- 4.16 Studies by Cambridge Econometrics identify current greenhouse gas emissions produced in the Region by source. It shows how power generation from the power stations (Drax, Eggborough, Ferrybridge) account for at least half of the Region's emissions, and also shows projected estimates by source. It shows how power generation will still account for most of the Region's greenhouse gas emissions, and that, at present, the Region itself is unlikely to meet its reduction targets. This necessitates a greater prioritisation on reducing greenhouse gas emissions.



- 4.17 Although spatial policy can influence transport, economic development, housing, energy, waste and infrastructure, the Plan has little direct influence over emissions from existing housing, power generation infrastructure, industry and commerce. However, other plans, strategies, programmes and investment decisions (especially in the Regional Economic Strategy) have an opportunity to influence these issues, and should therefore also find ways to reduce emissions.
- 4.18 Perhaps the greatest impact the Plan can have on greenhouse gases is through increased urban density and related public transport networks, especially in the Leeds City Region. (See Section 6). This will have the added benefits of making public transport more viable, and helping to achieve a transformation of urban areas.
- 4.19 The Climate Change Impacts Scoping Study for the Region establishes climatic scenarios for the 2020s, 2050s and 2080s, and shows that the climate will get warmer, with winters becoming wetter and summers drier. It also shows that there will be increases in rainfall intensity, and that extreme events, such as droughts and floods, will become more frequent, leading to impacts with varying consequences for quality of life.
- 4.20 Specific threats to the Region from climate change include: continued erosion of the east coast; increased flood risk and loss of inter-tidal habitats in the Humber Estuary; loss of montane heathland in the Pennines; loss of peat bogs in the North Yorks Moors and Humberhead Levels; increased winter flood risk in the Vale of York and Aire/Calder river catchments; increased pressure on urban water supply and drainage systems; summer water scarcity along the Sherwood Sandstone aquifer. General opportunities include: increased growing season, greater tourism potential; and warmer urban environments.
- 4.21 The challenge to local authorities and others in the Region is therefore to take a “twin-track” approach to climate change. This entails reducing emissions and adapting to impacts, and planning for future development accordingly. The sub area sections (6-12) address this in more specific spatial terms. Issues such as flood risk, water, energy and modal shift are addressed in more detail in sections 15 and 16.

4.22 Reducing greenhouse gases is a very important issue for the Region. Other strategies, such as the Regional Economic Strategy, and regional investment programmes, have significant opportunities to influence progress. YH2 addresses issues relevant to the Plan, and will lead to the following benefits:

- Policy YH2 A (i) will help reduce emissions from domestic, commercial and industrial energy use and reduce transport emissions to reduce the need to travel
- Policy YH2 A (ii) will help constrain emissions although emissions mainly from domestic sources
- Policy YH2 A (iii) and (iv) will help to reduce the need to travel and constrain road transport emissions
- Policy YH2 A (v) will help to reduce emissions from industrial, commercial and domestic developments
- Policy YH2 A (vi) will help to conserve natural carbon sinks
- Policy YH2 A (vii) will help to reduce emissions from domestic, industrial and commercial operations
- Policy YH2 A (viii) will help to shift energy generation in the Region away from centralised carbon intensive power stations and in the long term ensure major reductions in emissions

4.23 Further policies in the Plan address more specific issues (including implementation and monitoring), as to how the Region should address climatic change this in terms of spatial planning for: transport, economic development, design/better towns, housing, waste, water, energy, health, infrastructure, agriculture, forestry and biodiversity.

4.24 Greenhouse gas emissions from the Region are modelled and monitored each year. The methodology used is accurate, but does not provide detailed information on emissions by local authority area. In addition, it cannot take account of small-scale renewable energy schemes. More detailed annual monitoring of emissions at a regional, sub-regional and local level is desirable and is being pursued through the Regional Sustainable Development Framework.

OUTCOME BY 2021

- Greenhouse Gas Emissions will have been reduced and the Region will continue to adapt successfully to the predicated impacts of climate change.

Table 4.2   POLICY AND INDICATOR LINKS	
KEY POLICY LINKS	HEADLINE INDICATOR LINKS
YH8, H1, ENV1, ENV2, ENV5, W12, W13T1, T3, T8	HC13, HC14, HC15, HC16, HC17, HC18, HC22, HC23, HO1c, HO2c, HO6a, HO6b, HO7, HO9

**POLICY  
YH3** KEY SPATIAL PRIORITIES

**All plans, strategies, major investment decisions and programmes in the Region will, where relevant, aim to:**

- i) Transform economic, environmental and social conditions in the older industrialised parts of South Yorkshire, West Yorkshire and the Humber**
- ii) Manage and spread the benefits of continued growth of the Leeds economy as a European centre of financial and business services**
- iii) Optimise the opportunities provided by the Humber Ports as an international trade gateway for the region and the country**
- iv) Support towns as hubs for the rural economy and as service centres**
- v) Enhance the environmental character and qualities of the Region's coast and countryside including for economic and social development**

## CONTEXT AND DIRECTION

- 4.25 Many parts of the Region continue to need to be restructured and the legacies left by past industrialisation addressed. The industrial age has provided a rich and distinctive character and heritage to the Region and had a marked effect on communities and the physical environment. The Northern Way initiative reflects the need for the Region's cities to act as the powerhouses of new economic growth in the UK. This will be a key means to achieve economic transformation.
- 4.26 The Region needs, over the long term to capitalise on existing strengths and unlock potential and to improve the quality of life, prosperity and health of current and future generations. Economic, social and environmental progress has been uneven across the Region. Continued unbalanced development will threaten the future quality of life and competitiveness of the Region – with 'overheating' of already successful areas (through congestion, and reduced environmental quality) and a 'failure to capitalise' on the latent strengths of under-performing areas.
- 4.27 The recent growth of the regional economy has been fuelled by the significant expansion of knowledge, business and financial services industries as part of the 'Leeds Economy'. Maintaining and sharing out the benefits of this growth is a key regional challenge.
- 4.28 The Humber Ports are a national asset and a unique resource for the Region. This port complex includes access to deep water facilities and the UK's most inland port. The Humber Ports enable the Region to access national and international markets. The Region is large and diverse, in terms of land area it is mainly rural in character. Market, coastal and other towns need to provide a strong focus for local communities, in terms of service provision and employment and housing opportunities. This will help to promote greater self-sufficiency in rural areas.

- 4.29 The Region offers a high quality environment, including National Parks, Heritage Coasts and Areas of Outstanding Natural Beauty. The character and qualities of the countryside and coast needs to be protected and enhanced in their own right. It also offers a key opportunity to stimulate new economic activity, particularly for more isolated and peripheral areas.
- 4.30 Policy YH3 establishes key priorities for capitalising on and addressing the ‘most strategic’ strengths and issues across the Region. These high level priorities are further developed through the sub areas.

OUTCOME BY 2021

- The Region’s strengths will have been successfully capitalised on and key needs will have been addressed

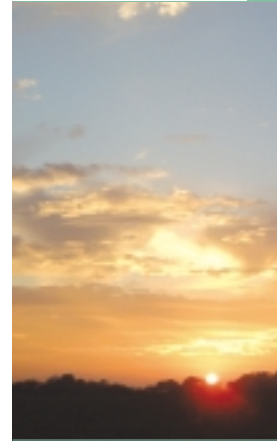


Table 4.3   POLICY AND INDICATOR LINKS	
KEY POLICY LINKS	HEADLINE INDICATOR LINKS
YH1, YH4, YH6, YH7, H2, H3, E1, E2, E3, E4, E5, E7, ENV9, ENV10, T7, T9	HC1, HC4, HC5, HC6, HC7, HC8, HC9, HC10, HC11, HC12, HC19, HC20, HC21, HO1a, HO1d, HO2a, HO2b, HO2d, HO4a, HO4b, HO8

**POLICY  
YH4** WORKING TOGETHER

All plans, strategies, major investment decisions and programmes in the Region will, where relevant, seek to achieve:

- A Effective collaboration between areas within the Region, particularly to:
- i) Support the renewal and regeneration of urban and rural areas
  - ii) Meet low and high housing demand
  - iii) Balance housing with current and future employment opportunities
  - iv) Promote networks of different places with complementary roles, based on their own strengths and characteristics
  - v) Realise the potential of City Regions and ensure that benefits are spread across them
- B Effective collaboration between areas in adjoining regions, particularly to:
- i) Manage development to support urban regeneration and housing market renewal in the Tees Valley and South Yorkshire
  - ii) Make the best use of inter-regional road and particularly rail and water transportation links
  - iii) Achieve effective coastal, landscape and environmental management and enhancement

## CONTEXT AND DIRECTION

- 4.31 Realising the Plan's policies requires wide-ranging collaboration and co-operation. Policy YH4 identifies key issues and opportunities for joint working in and beyond the Region.
- 4.32 Regeneration and the need to address frail and fragile housing markets provides a key impetus for joint spatial planning. Similarly an approach of balancing homes and jobs will require cross-boundary analysis and working.
- 4.33 Within the Region, there are many different and distinctive urban, coastal and rural settlements – a multi-centred (or polycentric) model of managing change and development offers a framework for planning the Region's future. On the basis that not everywhere can offer every service or meet every need, it is important that places across the Region are well connected and recognise inter-dependencies so that complementary, rather than competing roles are developed. City Region Development Programmes provide a key mechanism for collaborative working to fully realise the economic value of the Region's cities and their hinterlands. This issue transcends regional boundaries given the close relationships of parts of the Region with the North East, North West and East Midlands regions.

- 4.34 This focus on co-operation rather than competition does not support the domination of one area over others. It seeks to overcome the concept of core and peripheral areas, which is relevant to this Region given the remoteness of many parts of the Region to larger centres and the pattern of city regions.
- 4.35 There are very strong functional linkages with adjoining regions which influence how people, live, shop, work and access leisure and cultural facilities. Spatial planning in the Yorkshire and Humber Region has an important role to play in realising regeneration and renewal objectives elsewhere. These links are further developed in the Plan’s sub area frameworks.
- 4.36 Transport routes in the Region form parts of key national and Trans European network -including the East Coast and Midland mainline railways, many canals, the M1, A1 (M) and M62 motorways and access to ports and airports. Transport is a key opportunity area for improving the economic competitiveness of the North of England creating the need for joint management and planning approaches and requires effective collaboration between regions. National Parks, Special Protection Areas, Areas of Outstanding Natural Beauty, river catchments, coastal systems and flood risk areas also cross regional boundaries.



OUTCOME BY 2021

- All plans, strategies and investment decisions have collectively achieved identified regional priorities and there has been successful collaboration with adjoining regions to achieve a better performing North of England.

Table 4.4   POLICY AND INDICATOR LINKS	
KEY POLICY LINKS	HEADLINE INDICATOR LINKS
YH1, YH3, H2, E6, ENV2, T9	HC1, HC4, HC22. HC23, HO1d, HO2a, HO2b

POLICY YH5	URBAN FOCUS
A	<p><b>Regional and Sub Regional Centres will be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities in the region.</b></p>
B	<p><b>The transformation of Regional and Sub Regional Centres as attractive and safe places where people want to live, work, and invest in will be achieved through spatial planning and investment measures to:</b></p> <ul style="list-style-type: none"> <li><b>i) Achieve a radically more modern and wider range of housing and employment premises</b></li> <li><b>ii) Develop a strong sense of place with a high quality of public realm and well designed buildings within a clear framework of routes and spaces</b></li> <li><b>iii) Create new and improve existing networks, corridors and areas of green space, including the urban fringe to enhance biodiversity and recreation</b></li> <li><b>iv) Strengthen the identity and roles of city/town centres as accessible and vibrant focal points for high trip generating uses</b></li> <li><b>v) Improve public transport systems and services and increase opportunities for walking and cycling</b></li> </ul>

#### CONTEXT AND DIRECTION

- 4.37 The Regional Settlement Study identified eleven sub regional centres across the Region. These places, along with the cities of Bradford, Hull, Leeds, and Sheffield provide the main focus of employment, shopping and health, leisure, business and public services in the Region (see Figure 4.1 on page 52).
- 4.38 Focusing development, investment and activity on these cities and major towns offers the greatest scope to: re-use land and buildings; make the most of existing infrastructure and investment; reduce greenhouse gas emissions and related impacts by reducing the need to travel; maximise accessibility between homes, services and jobs; foster wide-ranging inclusion and, encourage the use of public transport.
- 4.39 The Region has major unfinished business to achieve urban renaissance. The Region's industrial legacy presents both major opportunities and significant constraints. Over the last century, urban areas have often been neglected, with a relatively slow pace of renewal and change. Much progress has been made over recent years, such as increased city centre living and more brownfield development. However, much of the physical fabric of urban areas remains outmoded for modern day living and working and meeting the needs of the 21<sup>st</sup> century.
- 4.40 It is vital that the momentum of urban renewal is not only maintained but increased. Major 'step change' is required to deliver high quality urban places. Comprehensive and co-ordinated action will be required to counter negative images, deal with social exclusion, reduce high crime rates, raise education standards and provide for better amenity. This will help to foster cohesive communities and retain families.

- 4.41 The Region’s legacy from the industrial age remains a powerful influence on the nature of its people and community. It has shaped the fundamentals of many of the Region’s cities and towns. Alongside a legacy of fine civic buildings and parks and gardens, there are often less welcome stocks of older houses and industrial buildings, which can not really be adopted to today’s and tomorrow’s needs. Where markets for housing and business premises are weak, this has often led to concentrations of physical decline and under-investment often with high levels of exclusion.
- 4.42 Greater emphasis needs to be placed on the design and management of the public realm. Well-designed places, buildings and public places are essential to achieving and sustaining urban renaissance.
- 4.43 Open spaces have a vital role to play. Parks, squares, greens and wildlife areas can all help create a stronger and more attractive identity – with more opportunities for leisure and recreation, increased biodiversity and healthier lifestyles.
- 4.44 Cities and large towns are key drivers of the economy and their centres have a key role to play in realising opportunities in the more serviced based and knowledge driven economy. The focus on 15 regional and sub regional centres (and the follow through in the Sub Area Frameworks) provides for a balanced range of investment to take place across the Region to foster a strong network of places.
- 4.45 Compact places, designed to increase the use of public transport, walking, and cycling will help to make the Region’s cities and towns livelier, more attractive and more environmentally friendly.



OUTCOME BY 2021

- The Region’s cities and towns will provide a high quality of place and will be desirable places to live, work and visit.

Table 4.5 | POLICY AND INDICATOR LINKS

KEY POLICY LINKS	HEADLINE INDICATOR LINKS
YH 1, YH6, YH7, YH8, E1, E2, E3	HC3, HC4, HC12, HC22, HC23, HO2a, HO4a, HO4b,

**POLICY  
YH6** BETTER TOWNS

- A** Away from the Region's Regional and Sub Regional Centres and across the Region's rural areas Principal Service Centres will be the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.
- B** The enhancement of the roles of Principal Service Centres as accessible and vibrant places to live, work and invest in will be achieved through spatial planning and investment measures to:
- i) Improve accessibility from surrounding areas and improve the function of towns as hubs for transport services and interchange
  - ii) Improve public transport links between Principal Service Centres and with Regional and Sub Regional Centres
  - iii) Ensure that towns provide the main focus for employment development in rural areas
  - iv) Enhance the vitality and viability of town centres
  - v) Achieve a high standard of design that protects and enhances local settings, character, distinctiveness and heritage.

## CONTEXT AND DIRECTION

- 4.46 The Principal Service Centres across the Region vary in size and function but fulfil a regionally significant role as service, employment and transport hubs for their surrounding areas. In overall terms Policy YH6 requires a local development focus on 32 such service centres in the Region. These settlements will provide an important focal point for services, facilities and employment – complementing and supporting the roles of the regional and sub-regional centres. This focus supports a pattern of service centres to meet the needs of rural areas and support a balanced pattern of development across the Region. Relative to the overall number of settlements in the Region, it also provides an efficient and concentrated focus for investment and service delivery.
- 4.47 The Regional Settlement Study identified 24 Principal Service Centres across the Region. The study found relatively fewer centres in South and West Yorkshire. This was generally due to the relative proximity of nearby larger towns and cities. The Centres identified in the Leeds City Region are set out in Section 6. Whilst no such Centres were identified in South Yorkshire, the 'South Yorkshire Settlement Assessment' study (2005) has identified 10 'main towns' which, in a more specific South Yorkshire context, perform a similar role to Principal Service Centres. The 10 main towns in South Yorkshire are identified in Section 7 and are treated as Principal Service Centres. In the sub-area frameworks set out in Sections 9 and 11, Easingwold and Hornsea have been designated as Local Service Centres rather than the 'Principal' role identified in the Regional Settlement Study, reflecting the specific circumstances of these settlements.
- 4.48 It is important that public transport services enable local communities to access services, facilities and employment opportunities in the Region's service centres.

Transport is fundamental in enabling settlements to function as a network of different places fulfilling different roles and providing different opportunities.

4.49 In rural areas, market towns have a key role to play as hubs for the rural economy and as service centres, providing locally based employment opportunities. Town centres provide a key focus for commercial, service and cultural activity. Improving the performance, management and attractiveness of town centres is important to the future roles of towns across the Region.

4.50 The recent growth of many of the Region’s market towns has placed considerable pressures on local character, environment, infrastructure and services. It is important that the character and distinctiveness of towns is protected and enhanced – for economic, environmental and social reasons. Open spaces within settlements, edges and settings and historic buildings, areas and street patterns all have a strong influence on the character and distinctiveness of many of the Region’s towns.



OUTCOME BY 2021

- Principal Service Centres will have been strengthened as the main focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.

Table 4.6 | POLICY AND INDICATOR LINKS

KEY POLICY LINKS	HEADLINE INDICATOR LINKS
YH1, YH5, YH7, YH8, E1, E2, E3, E7	HC1, HC3, HC4, HC22, HC23, HO2a, HO3, HO4a, HO4b


**POLICY**  
**YH7** | **VIBRANT RURAL AND COASTAL AREAS**

The enhancement and protection of rural and coastal areas as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource, will be achieved through spatial planning and investment measures to:

- i) Achieve a high standard of design that protects and enhances settlement and landscape diversity and character
- ii) Manage land and river catchments for flood mitigation, renewable energy generation, bio-diversity restoration/enhancement and increased tree cover
- iii) Support innovative means of accessing and delivering services
- iv) Retain and improve local services and facilities, particularly in Local Service Centres
- v) Support economic diversification
- vi) Meet locally generated housing need

**CONTEXT AND DIRECTION**

- 4.51 The Region's rural areas are very diverse. There are remote rural areas in the north and east parts of the Region, more accessible rural areas to the west and south and a large expanse of coastal land to the east. As identified in the Index of Multiple Deprivation, there are also key rural areas that are particularly 'lagging' in terms of income, health, education and environment. These are concentrated in the South Pennines, coastal and some South Yorkshire coalfield areas.
- 4.52 The Yorkshire and Humber Rural Framework has identified the Region's rural priorities. Many of the issues that affect rural areas also affect the Region's urban areas. Addressing common issues of exclusion and deprivation requires a range of actions – one size will not fit all. Rural areas contribute to the prosperity of the whole Region, therefore it is key to recognise and improve the relationships between our rural and urban areas.
- 4.53 80% of the Region is described as rural in nature and home to 20% of the Region's population. It is important that we harness the strengths and resources of rural areas to the benefit of the Region as a whole and to develop a viable future for rural communities. There is a need to ensure that the countryside is enhanced and provides a 'functional landscape' where development draws on and sustains the natural, cultural and built heritage of the Region. Using appropriate materials and a good quality of design is important to safeguarding and enhancing local character.
- 4.54 Effective environmental stewardship is vital in terms of economic restructuring in rural areas and addressing climate change issues. Ensuring that local people have access to local services is important to the quality of life experienced by rural communities.

- 4.55 The Regional Settlement Study identified over 200 Local Service Centres. In thinly populated rural areas these are often significant centres for fairly extensive catchments. Section 5 explains the scope for local planning authorities to identify Local Service Centres. The Regional Settlement Study provides a starting point for this. Local Service Centres include a wide range of settlement types and sizes including small towns and large rural villages. They provide important local facilities that help to meet the essential needs of local communities.
- 4.56 The number of people directly employed in agriculture is expected to continue to decline. There is a key need to address the loss of employment in traditional industries and meet the challenges provided by the reforms to the European Union’s Common Agricultural Policy (CAP). The Rural Evidence Base for Yorkshire and Humber 2005 highlights how rapid in-migration (particularly by families) into rural areas is causing an acute problem in terms of affordable housing, related infrastructure and services and a net loss of young people. This creates key needs to provide affordable housing and to generate employment opportunities through new activities.

OUTCOME BY 2021

- Coastal and rural areas will have been enhanced and protected, and will provide an excellent environmental, economic and social framework to meet needs.

Table 4.7 | POLICY AND INDICATOR LINKS

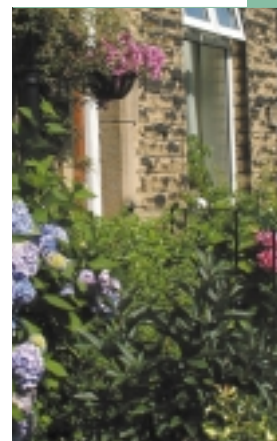
KEY POLICY LINKS	HEADLINE INDICATOR LINKS
YH1, YH5, YH6, YH7, YH8, H3, E7, ENV1, ENV6, ENV8, ENV9, ENV10	HC1, HC3, HC4, HC6, HC14, HC21, HO2a, HO2d, HO4b, HO7, HO8

POLICY YH8	LOCATION OF DEVELOPMENT
A	<p>In distributing land for development Local Planning Authorities in support of policies YH5, YH6 and YH7 will:</p> <ul style="list-style-type: none"> <li>i) Concentrate the majority of new development and redevelopment on the Regional and Sub Regional Centres</li> <li>ii) Provide for sufficient development at Principal Service Centres to enable them to fulfil their service centre role</li> <li>iii) Allow limited development to take place in Local Service Centres with a focus on meeting local needs for affordable housing and economic diversification.</li> </ul>
B	<p>In accordance with the above distribution approach local planning authorities, in allocating specific sites for development and in determining planning applications, will adopt a sequential approach which gives:</p> <ul style="list-style-type: none"> <li>i) First priority to the re-use of previously developed land and buildings and the more effective use of existing developed areas within these centres</li> <li>ii) Second priority to other suitable infill opportunities within these centres</li> <li>iii) Third priority to planned growth areas, on the periphery of or well related, in public transport route terms, to these centres</li> </ul>
C	<p>In identifying sites for development local planning authorities will adopt a transport-orientated approach to ensure that development:</p> <ul style="list-style-type: none"> <li>i) Makes the best use of existing transport infrastructure and capacity</li> <li>ii) Is focused along existing or planned public transport corridors</li> <li>iii) Maximises accessibility by public transport, walking and cycling</li> <li>iv) Maximises the use of rail and water for uses generating large freight movements</li> </ul>

#### CONTEXT AND DIRECTION

- 4.57 Policies YH5, 6, and 7 require a more concentrated pattern of development across the Region focused on the places shown on Figure 4.1 (page 52). Policy YH8 provides the starting point for decisions about the locating development. Applying this policy and the core approach is further explained in Section 5. A concentrated approach ties into existing infrastructure networks and existing investment plans. In terms of meeting future demands for gas, electricity and water, no strategic network constraints have been identified in the Region.
- 4.58 In distributing land for development local planning authorities will also need to take into account other policies in the Plan. It is important that the Core Strategies of Local Development Frameworks deliver a concentrated approach to development in line with Policy YH8. There is a need to have stronger control over the level of development coming forward in often small and relatively remote towns and villages. The requirements of other Plan policies (such as on flood risk), local characteristics and practical issues, such as existing commitments, will have an appropriate influence on the approach adopted locally.

- 4.59 A sequential approach is fundamental in allocating specific sites for development and assessing the merits of particular planning applications and will:
- Deliver the development focus of policies YH5 and YH6
  - Make better use of underused land and buildings and existing infrastructure and services
  - Strengthen the commercial and cultural roles and vibrancy of cities and town centres
  - Minimise both the need to travel and to develop greenfield sites
- 4.60 There has been a significant focus on re-using 'brownfield sites' in the Region over recent years. Policy YH5 promotes transforming urban areas. This will require a more radical approach of re-engineering and re-modelling existing urban areas. Continued economic change will provide new opportunities to think about how we make the best use of land and buildings within our cities and towns.
- 4.61 Section 5 explains a three-phased approach used in the Plan to manage change over time. This seeks to maximise the opportunities provided by the first two priorities identified at YH8 b i) and ii). This will determine the extent to which the third priority (Y8 b iii) will be brought into operation later in the the Plan period.
- 4.62 It is important that valuable habitats and open spaces are retained within settlements and that a vibrant mix of land uses is maintained – the application of the sequential approach should not be at the expense of driving out important employment and community uses from the hearts of towns and cities. The sequential approach needs to be applied alongside the direction provided by the Plan sub area strategies and policies, to ensure that development takes place in sustainable locations. Avoiding significant adverse environmental impacts and promoting the integration of transport and land use are key factors in achieving more sustainable development.
- 4.63 Policy YH1 requires a greater role for public transport, walking and cycling for movement within and beyond the Region. Policy YH2 seeks to tackle congestion and lower energy consumption. Policy YH8c requires a more transport orientated approach to development, whether sites are in inner or peripheral areas. This approach places an emphasis on public transport (planned or existing) routes as a key factor for locating or intensifying development. This also provides the scope to foster 'walkable' neighbourhoods clustered along corridors.
- 4.64 Public transport corridors should radiate from within settlements to link into main centres of activity and provide the scope for prioritised, high quality and efficient public transport services. Railway stations, park and ride sites and locations along bus routes can all act as 'nodes' for development to encourage a greater use of public transport. In terms of any peripheral growth areas public transport routes can provide a structure to safeguard or create green wedges of open space or countryside. The transport orientated approach does not seek to 'eliminate' the car – but balance and reduce its use. Dual careers, the decentralisation of activities and greater specialisation and increased leisure time are all inducing growth in the need to travel. This Plan's policies, including the Regional Transport Strategy, seek to ensure that more of these journeys are made by public transport, foot and cycle.



4.65 Policy YH8 also provides a framework for existing development plan allocations and lapsed planning consents to be reviewed to ensure that sites are confirmed, de-allocated or re-allocated, for the most suitable use. This will ensure that:

- The scale and location of future development supports and delivers the strategy and policies of the Regional Spatial Strategy
- Re-allocation takes place for land for which is allocated in a development plan, for a purpose for which there has been no interest in the past or is likely to be forthcoming unless there is a strategic basis to retain the existing allocation
- Confirmed development commitment should be accessible by a range of transport modes and maximise opportunities to achieve environmental, social, and economic benefits for local communities.

#### OUTCOME BY 2021

- A more concentrated and transport orientated pattern of development will be realised, which makes best use of land, buildings and infrastructure.

Table 4.8 | POLICY AND INDICATOR LINKS

KEY POLICY LINKS	HEADLINE INDICATOR LINKS
YH1, YH5, YH6, YH7, H1, T1, T3, T4	HC22, HC23, HO1c, HO1d, HO2b, HO4a, HO4b,

Fig.4.1 THE REGION'S SETTLEMENT NETWORK



- District & Unitary Authority Boundaries
- REGIONAL CENTRES**
  - Leeds
  - Sheffield
- SUB REGIONAL CENTRES**
  - Barnsley
  - Bradford
  - Doncaster
  - Grimsby
  - Harrogate
  - Halifax
  - Huddersfield
  - Hull
  - Rotherham
  - Scarborough
  - Scunthorpe
  - Wakefield
  - York
- PRINCIPAL SERVICE CENTRES**
  - Batley
  - Bridlington
  - Beverley
  - Brighouse
  - Castleford
  - Dewsbury
  - Driffield
  - Goole
  - Holmfirth
  - Ilkley
  - Keighley
  - Knaresborough
  - Malton
  - Northallerton
  - Pontefract
  - Richmond
  - Ripon
  - Selby
  - Skipton
- MAIN TOWNS IN SOUTH YORKSHIRE**
  - Thirsk
  - Wetherby
  - Whitby
  - Chapeltown
  - Cudworth
  - Dinnington
  - Goldthorpe
  - Hoyland
  - Mexborough
  - Penistone
  - Wombwell
  - Stocksbridge
  - Thorne

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POLICY YH9	GREEN BELTS
A	<p>The Green Belts in North, South and West Yorkshire have a valuable role in supporting urban renaissance and concentration, as well as conserving countryside, and their general extent should not be changed.</p>
B	<p>More localised review of Green Belt boundaries may be necessary in some places through Development Plan reviews, but only if justified by exceptional local circumstances. Any such review should clearly demonstrate, having regard to the Plan's policies, that release of land:</p> <ul style="list-style-type: none"> <li>i) Is necessary to meet the wider principles of sustainable development in comparison with other available options</li> <li>ii) Is justified by reference to the capacity of the existing urban area, and the need to enable development to proceed to achieve economic regeneration or to maintain a buoyant economy or to meet housing requirements</li> <li>iii) Does not materially harm the fundamental aim of national Green Belt policy in the area concerned.</li> </ul>
C	<p>Localised reviews should also consider whether exceptional circumstances exist to include additional land as Green Belt.</p>

- 4.66 The general extent of the Green Belts in the Region is shown on Figure 4.2. In general the Region's Green Belts have helped to achieve the aims set out in paragraph 15 of PPG2, although in themselves they have not been fully able to prevent the dispersion of development and activity. The boundaries of these Green Belts have been fixed in adopted development plans, except in the case of the York green belt. To ensure that the Plan retains the general extent of the York Green Belt, Policy E8 of the adopted North Yorkshire Structure Plan is saved.
- 4.67 Implementation of the Plan should not require any change to the general extent of Green Belt, unless the outcome of the further studies described in paragraph 13.43 provide the exceptional circumstances to justify strategic changes to the general extent of the Green Belt. However, there may be a more specific and localised need to reconsider the extent of Green Belt to meet identifiable development needs for which urban locations are not available and for which alternative sites would be significantly less sustainable. Any such changes ought to be considered first on the edge of the urban areas and should only be proposed in development plan reviews following the completion of urban capacity studies and considering strategic options, where appropriate in consultation with adjoining local planning authorities.
- 4.68 Any proposal to alter an established Green Belt boundary should be related to a longer-term timescale than other aspects of the development plan. Therefore, if land

is to be taken out of the Green Belt to meet identifiable development needs, consideration should also be given to designating safeguarded land related to it in accordance with the advice in Annex B of PPG2. Other than in such circumstances, it will not be appropriate to change established Green Belt boundaries in order to provide safeguarded land – to do so would undermine the long term strategy for urban renaissance and would not comply with the criteria set out in Policy YH9.

OUTCOME BY 2021

- The general extent of the Region’s Green Belt has not changed.

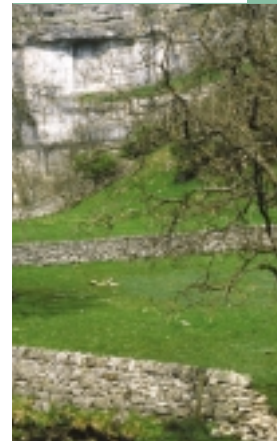


Table 4.9 | POLICY AND INDICATOR LINKS

KEY POLICY LINKS	INDICATOR
YH8	1 How many Local Authorities have undertaken a Green Belt Review and why
	2 Net change in Area of Green Belt in the Region

Fig.4.2 | GREEN BELT

