ECONOMY

INTRODUCTION

14.1 The management of the regional economy is addressed by the Plan and the Regional Economic Strategy (RES). These combine to set out a clear economic strategy for Yorkshire and Humber. Their roles are defined, yet complementary. Both aim to create a sustainable and competitive economy. The Plan has particular strengths in addressing specific spatial issues, and compliments the measurements to support businesses and promote skills which are a key role for the Regional Development Agency through the RES.

14.2 In terms of the specific economic topic areas covered, the "Headlines of the Plan approach" for the economy are as follows:

- Securing more competitive economic conditions by promoting the characteristics of a modern and successful economy (Policy E1)
- Strengthening the role of existing city and town centres by making them the main focus for office, retail, health, education, leisure, cultural, public/business services and other intensive uses (E2)
- Providing sufficient land in sustainable locations to meet the needs of a modern economy (E3)
- Supporting for the delivery of RES objectives for the growth of priority economic sectors and clusters (E4)
- Safeguarding employment land from loss to other use such as housing in specific locations (E5)
- Promoting the role and development of tourism in the region in a sustainable manner (E6)
- Supporting the diversification and strengthening of the rural economy (E7)

POLICY E1	CREATING A SUCCESSFUL AND COMPETITIVE REGIONAL ECONOMY

In order to create a more successful and competitive regional economy, all plans, strategies, major investment decisions and programmes in the Region will aim to:

A Support and help deliver the economic growth targets set out in the Regional Economic Strategy and support the restructuring and diversification of the economy

B Guide investment to locations where it will have maximum benefit and secure competitive advantage, recognising the role of the Region's cities and urban areas as key drivers of productivity

C Facilitate the spatial links between job opportunities, skills development (and needs), business productivity and investment, and the needs of excluded communities

D Promote the development of the knowledge-driven economy by supporting the potential of higher and further education institutions, hospitals and research institutions and other knowledge-intensive industries, including the cultural sector and links with the provision of 'incubator' units, science parks and innovation centres

E Support the development of a more entrepreneurial region with the aim of achieving higher rates of business start-ups and survival, and a larger number of small businesses, including the provision of low cost and smaller incubator units for small and medium-sized enterprises and micro businesses

F Promote important sector or cluster related development (Policy E4), RDA Cluster Development Plans or individual employers important to the local economy, including creative/digital industries, where they have specific property requirements

G Recognise the role of airports and ports as significant economic drivers

H Recognise and support the potential of the non-business class sectors, including health, sport, leisure, tourism and education as key economic and employment generators

I Promote opportunities for business relating to the Region's unique environmental assets and challenges, including sustainable construction, renewable energy, resource and waste efficiency and environmental technologies and the 'low carbon economy'

J Promote the coverage of ICT infrastructure and take-up of broadband, particularly as a priority in rural and peripheral areas of the Region

CONTEXT AND DIRECTION

14.3 Policy E1 seeks to supplement the Plan's Core Approach, with guidance on more region-wide economic issues necessary for creating a modern and successful economy. This policy is intended to support the implementation of RES and Advancing Together objectives.

14.4 A clear example of a modern economic characteristic is the links with the knowledge economy. As set out in the Government's Competitiveness White Paper, Our Competitive Future: Building the Knowledge Based Economy, the importance of promoting the expansion and creation of clusters or networks of knowledge/ innovation driven companies cannot be overstated. The main drivers of innovation are knowledge of markets and technologies, and investment to convert this knowledge into new products, services and processes.

14.5 The Regional Economic Strategy places great emphasis on developing links between business and the regions universities to support these aims. Though knowledge-based resources may be dispersed around the Region, there are significant economic advantages to promoting the 'critical mass' of activity provided by attractive, multi-functional city and town centres.

OUTCOMES BY 2021

- Economic growth of the Region has been consistent with the Plan's vision and core objectives
- The region has developed a modern and successful economy which is entrepreneurial, competitive and knowledge driven and based on a modern sectoral mix
- Economic restructuring and diversification of the Region through upskilling of the workforce
- Cities and urban areas have developed as key drivers of regional productivity
- Airports and Ports have been sustainably integrated as regional economic drivers
- There has been a growth in businesses related to the Region's unique environmental assets and challenges
- There has been a significant improvement in access from rural areas to economic opportunities

MONITORING AND IMPLEMENTATION

Table 14.1 MONITORING INDICATORS

	INDICATOR	TARGET	TYPE	KEY POLICY LINKS	INDICATOR LINKS
28	Total output of the economy (GVA and GVA per head – regional average) compared to UK and European Region	year on year increased in GVA growth above the EU average	cont-extual	YH1,	HC4
29	Upskilling of the workforce		cont-extual	Y1,	HC9, HC10, HC11
30	Total employment and change in employment by sectors	tbc	cont-extual	YH1	HC6
31	Claimant unemployment rate as a % of resident working age population		cont-extual	YH1	
32	% of employees in high technology sectors		cont-extual	YH1	
33	% of businesses remaining registered for Vat after 3 years registration		cont-extual	YH1	HC12
34	Contribution to the economy from cities and urban areas: GVA/ regional centre, sub regional service centre and principal centre as a % of total regional GVA		cont-extual	YH1, YH5, YH8, E2	Amount of land (hectares) developed for port-related uses
35	% of regional workforce employed in non-business class sectors		cont-extual	YH1	

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	INDICATOR	TARGET	TYPE	KEY POLICY LINKS	INDICATOR LINKS
36	% of employment sites/residential areas to have full broadband coverage in rural areas		cont-extual	YH1, YH7, E7	
37	% change in economic activity and employment rates in rural areas		cont-extual	YH1, YH7, E7	

Table 14.2 MONITORING INDICATORS

128, 129

14.6 Businesses in the Region have a fundamental role in achieving the Region's vision and core objecctives. Local authorities should work with Yorkshire Forward, other agencies and sub-regional and local economic partnerships to include measures in Local Development Documents and in strategies, plans and programmes to achieve these aims. The role of people in this vision is critical – there needs to be a ongoing focus on education, skills, training and developing entrepreneurship by all partners.

Table 14.3 IMPLEMENTATION MECHANISMS

LEAD ROLES	MECHANISMS	SUPPORT ROLES
Local Planning Authorities Local Strategic Partnerships Business	Private investment, Local Development Documents, Regional Economic Strategy, other investment plans	YHA Yorkshire Forward Sub Regional Economic Partnerships

POLICY E2 | TOWN CENTRES AND MAJOR FACILITIES

The role and performance of existing city and town centres will be strengthened.

A City and town centres will be the main focus for office, comparison shopping, health, education, casino, leisure, recreation, entertainment, cultural, public services, business services and other uses which generate a high level of people movements. These uses should not be located outside of these centres if they would undermine the delivery of the Plan's Core Approach (YH1 – YH8)

B Development, environmental enhancements, accessibility improvements, and town centre management and promotional activities should take place to create a distinctive, attractive and vibrant sense of place and identity for each centre. Priority will be given to addressing the worst performing centres as identified through the regular monitoring by Local Planning Authorities. In terms of regionally and sub regionally significant development locations:

i No further development or large-scale expansion of out-of-centre regional or sub regional shopping centres, including the Meadowhall and White Rose centres, should be permitted

ii Sheffield and Leeds will be the preferred locations for any future regional casinos and related development – any proposals should demonstrate support for the health of the city centre including its night-time economy

iii Sub-regional centres will be the preferred locations for any large or small casinos

CONTEXT AND DIRECTION

14.7 The Plan's core approach includes strengthening the role and performance of the Region's main towns and city centres. Despite the recent growth in employment in these areas, many of the Region's main towns and city centres still require an economic, social and environmental "renaissance". These centres need to be regarded as the logical focus of local communities and efficient hubs of connected activity, accessible by public transport.

14.8 On this basis, this crucial role in achieving sustainable economic growth and investment in the Region requires that these centres be made the prime focus of development. This focus must apply to all used which generate large numbers of people movements, not just those traditionally associated with economic regeneration. The most competitive cities and regions are doing the most to improve the quality and distinctiveness of their places and infrastructure.

14.9 Policy E2 should be seen as an integral component of the overarching direction of the Plan:

- It forms a key expression of the central sequential test that applies through PPS 6 and is supplemented by Policy YH8 and the Sub Area approaches
- While driven by considerations of improving economic performance, it is a key means of implementing the core aspiration of Advancing Together and Policy YH1 which seeks to optimise the benefits of connecting sustainable development to excluded communities
- It should be seen as the central spatial vision underpinning employment land Policies E3-E4
- This strengthened emphasis on the urban centres supports the aims of the Regional Transport Strategy, in terms of ensuring that development is accessible by a range of transport modes particularly public transport, cycling and walking
- Urban renaissance is a key objective for the Region, this policy, and YH 5 Urban Focus and YH6 Better Towns, are critical to the delivery of wider renaissance objectives

14.10 The findings of a Regional Casino Study have been used to develop the specific recommendations set out in Policy E2 Bii). The Study was carried out in response to changes to UK Gaming Legislation and examined the impact that major new casino developments may have on the regional economy. The Study recommends that regional casino development would be most advantageously located in the urban areas of Leeds and Sheffield. This type of development has the potential to cause a displacement effect on existing centres, therefore precise locations will need to be subject to robust sequential testing.

14.11 Government guidance set out in PPS6 "Planning for Town Centres" suggests that the Plan could set out the need for additional floorspace within the hierarchy of towns and cities. It is proposed that this work will be developed to inform a review of the Plan in the future and will reflect the findings of a regional retail and leisure study.

OUTCOMES BY 2021

- City and town centres have been the focus for the services and activities which generate a high level of people movement
- Vibrant and successful town centres have been developed in the Region

MONITORING AND IMPLEMENTATION

Table 14.4 MONITORING INDICATORS

	INDICATOR	TARGET	TYPE	KEY POLICY LINKS
HO4a	4b Percentage of completed retail, office and leisure development respectively in town centres	Tbc	output	YH1, YH3, YH5, YH6, YH8, E3, E5
HO4b	4a Amount of completed retail, office and leisure development respectively: by local authority area	Tbc	output	YH1, YH3, YH5, YH6, YH8, E3, E5
38	No of LA to have completed town centre health checks	Tbc	process	YYH1, YH3, YH6, YH8
39	Improvements to Town Centre Health	Tbc	process	YH1, YH3, YH6, YH8

14.12 Local authorities should work with Yorkshire Forward, other agencies and sub-regional and local economic partnerships to include measures in Local Development Documents and in strategies, plans and programmes to achieve these aims.

Table 14.5 IMPLEMENTATION MECHANISMS

LEAD ROLES	MECHANISMS	SUPPORT ROLES
Local Planning Authorities Local Strategic Partnerships	Local Development Documents, Regional Economic Strategy, other investment plans	YHA Yorkshire Forward Sub Regional Economic Partnerships

POLICY E3	THE SUPPLY OF LAND AND PREMISES FOR ECONOMIC DEVELOPMENT
	All plans, strategies, and programmes in the Region will seek to support the availability of sufficient land in sustainable locations to meet the needs of a modern economy.
A	The pattern and scale of provision of allocated employment land should be determined by local employment land reviews informed by Policy E1 & E2 and specifically take account of:
i)	The strategic regional employment and employment land forecasts set out in Table 14.6 and 14.7, unless more detailed sub regional or local forecasts or more up-to-date data are available, and the spatial guidelines in Table 14.8
ii)	The regional pattern of projected growth in floorspace demand for office, retail and leisure uses – and the considerable scope for this to be accommodated mainly in or adjacent to city and town centres
iii)	The regional pattern of projected decline in the need for land for extensive general industrial uses
iv)	The need for land and extended premises to support the development of the non-business class employment sectors, including public services, health, sport and leisure, tourism, cultural industries and education as key employment generators and the contribution of mixed use development to employment supply
v)	The need for joint working on employment land provision where commercial property markets cross administrative boundaries
B	Local Authorities in partnership with Yorkshire Forward, developers, private businesses, sub regional and local partnerships and other organisations should critically review existing employment sites on a 3-year rolling basis so as to ensure that they continue to perform against the above criteria and will meet current or longer term need for economic development. A portfolio of the best sites, representing at least a five-year supply of market-ready sites, should be identified and protected for those purposes. Sites that would undermine the delivery of the Core Strategic Approach of RSS (YH1 – YH8) should be considered for alternative uses/allocations in the following sequences:
i)	For employment generating uses other than for business class development
ii)	For mixed-use development, including residential uses, taking account of the potential for higher employment densities
iii)	For residential uses only
iv)	De-allocation

CONTEXT AND DIRECTION

14.13 Allocation of sufficient employment land is a key economic role of Development Plans. PPS 11 indicates that the RSS should set out policy for the general locations and criteria for sites, including major inward investment sites, so that sufficient sites are made available to meet business needs, while ensuring that unsustainable sites are not released unnecessarily as part of a process of competition between local authorities. The economic spatial policy for the Region must provide an employment land bank that will enable the delivery of the Plan's Core Approach.

14.14 The three Regional Econometric Model (REM) scenarios were used to calculate the demand forecasts for employment floorspace and, subsequently, employment land, at a regional and district level. This process is described more fully in separate reports available form the YHA.

14.15 At a simplistic level, comparing current additional employment land requirements with the results of the 2003 Regional Employment Land Survey (RELS) identifies that the Region has more employment land than is likely to be required in the future. This is not discounting the importance of providing the market with choice and flexibility in their site selection, and also to allow for a certain amount of 'churn' as sites necessarily stay vacant for a period of time. In addition, it is also acknowledged that at a Local Authority level, where an oversupply of land is expected, this does not mean that further employment land does not need to be provided; it will always be necessary to ensure that new developments come forward with new requirements to avoid stagnation in the market.

14.16 The forecast change in the amount of new jobs and additional employment land expected to be in use in 2016 as compared with 2006 is summarised in the tables 14.6 and 14.7. The figures represent a range of additional land forecasts (expressed in hectares) drawn from the three econometric scenarios. Table 14.8 sets out a district-by-district commentary on specific strategic employment land issues.

14.17 It should be noted that these figures have been prepared in order to provide a strategic overview of forecasted economic change. This gives a forecast of how structural economic change may manifest in the Region. An alternative, more traditional approach would have been to compile job creation aspirations on a district-by-district basis. However, using this approach there would be a risk of generating unrealistically high aggregate employment figures for the Region. Notwithstanding this issue, it is recognised that more up to date or detailed local or sub regional studies will supplement this evaluation in order to implement policy E3.

Table 14.6 FORECAST CHANGE IN TOTAL EMPLOYMENT LAND IN USE 2006-16 (HECTARES)

	B1	B2 / B8	TOTAL EMP LAND RANGE FORECAST
Regional Total	**85 to 242**	**-206 to 307**	**-121 to 549**
Bradford	10 to 24	-25 to 20	-15 to 44
Calderdale	10 to 18	-20 to 1	-10 to 19
Kirklees	6 to14	-6 to 29	0 to 43
Leeds	27 to 65	0 to 102	27 to 167
Selby	1 to 3	4 to 11	5 to 14
Wakefield	6 to 14	-10 to 21	-4 to 35
York	5 to 12	-11 to 9	-6 to 21
Craven	3 to 4	-1 to 4	1 to 8
Hambleton	0 to 2	5 to 14	5 to 16
Harrogate	4 to 9	8 to 23	12 to 32
Richmondshire	1 to 2	1 to 4	2 to 6
Ryedale	1 to 3	7 to 14	8 to 17
Scarborough	0 to 2	2 to 10	2 to12
East Riding of Yorkshire	9 to 17	-4 to 22	5 to 39
Kingston Upon Hull	0 to 7	-13 to 15	13 to 22
North East Lincolnshire	2 to 6	-30 to -6	-28 to 0
North Lincolnshire	3 to 7	-2 to 13	2 to 20
Doncaster	-3 to 4	-30 to -2	-33 to 2
Rotherham	-9 to –3	-16 to -8	-25 to –11
Sheffield	9 to 26	-73 to - 21	-64 to 5
Barnsley	2 to 7	0 to16	1 to 21

14.18 It is important to note that the above figures are net employment land figures; i.e. they include the take up of land to accommodate new employment, against the loss of existing employment land to other land uses.

Table 14.7 FTE EMPLOYMENT FORECASTS 2006-2016

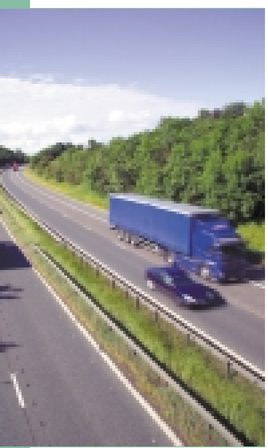
	2005/6	2010	2016
Regional Total	2,109,000	2,130,000-2,188,000	2,143,000 –2,297,000
East Riding of Yorkshire	123,198	123,600 – 126,700	124,800 – 132,800
Kingston Upon Hull	108,987	108,600 – 111,600	107,600 – 116,000
North East Lincolnshire	61,727	60,500 – 62,200	58,300 – 62,600
North Lincolnshire	65,422	63,700 – 65,400	63,800 – 68,500
Craven	23,061	23,400 – 24,000	23,500 – 25,200
Hambleton	39,486	39,900 – 40,900	40,100 – 42,900
Harrogate	69,402	71,200 – 73,000	72,200 – 77,400
Richmondshire	20,327	20,400 – 21,000	20,400 – 21,800
Ryedale	25,268	25,500 – 26,200	25,800 – 27,700
Scarborough	38,366	38,500 – 39,500	38,300 – 41,200
Selby	32,546	32,500 – 33,400	31,700 – 34,000
York	88,253	88,400 – 90,900	87,300 – 93,700
Barnsley	72,801	73,000 – 75,000	73,200 – 78,600
Doncaster	109,750	109,900 – 112,800	109,300 – 118,400
Rotherham	99,432	98,000 – 100,600	95,000 – 102,600
Sheffield	231,382	232,200- 238,300	232,900 – 251,000
Bradford	181,240	185,100 – 190,000	189,400 – 204,300
Calderdale	78,490	79,800 – 81,900	82,100 – 89,000
Kirklees	138,127	141,000 – 144,800	143,100 – 153,800
Leeds	375,015	388,000- 399,000	398,200 – 430,000
Wakefield	127,137	127,100 – 130,600	125,800 – 138,800

14.19 It needs to be noted that these forecasts only provide for an estimation of the net increase in employment land likely to be in use. It does not take account of the need to provide available supply to allow movement in the employment land market. It is vital that the Region has access to a range of sites to meet employment and investment opportunities in a sustainable manner in order to meet its aspirations. There is a need to ensure that new developments can come forward to avoid stagnation in the market.

14.20 Policies E1 to E3 provide a generic context for the provision of employment land and the carrying out of reviews. These guidelines apply to the Region as a whole. The following table draws together some spatially specific messages from the econometric modeling, the 2003 RELS survey and the Plan's Regional/Sub Area spatial policy approaches. These comments therefore should be regarded as a summary of the significant spatial variations across the Region.

Table 14.8 DISTRICT BASED SPATIAL CONTEXT

AREA	KEY MESSAGES
LEEDS	To support the role of Leeds there should be an evaluation of the provision of sites for purely office uses in accordance with the Core Approach of RSS, informed by the findings of the West Yorkshire Office Space Study. This will require a specific city centre appraisal based on a more detailed split between business and office uses and their different locational requirements. This evaluation can justify special protection of sites by Policy E5.
BRADFORD	There should be a significant sustainable supply of land for all employment uses given the strong growth forecast and to reflect the emphasis on Bradford in the sub area
CALDERDALE	The land portfolio will need to be focussed on providing both quality sites for office uses and, subject to proper appraisal, B2/B8 uses to help spread the benefits of growth in the Leeds economy and to ensure that a package of new homes and local jobs is delivered in this area.
KIRKLEES	A balanced portfolio of sites will be needed in the future to ensure that the area benefits and it fulfils its role in the Leeds City Region.
WAKEFIELD	The need for sites suitable for warehousing, distribution and the logistics cluster should be reflected in the overall review of sites.
YORK	A full range of sites, including a significant supply of quality land suitable for B1 uses, over forecast trend will be required. The review will need to support the needs of developing initiatives such as York Science City and the role of York as a key component of both the York and Leeds City Region Sub Area approaches.
NORTH YORKSHIRE DISTRICT / GENERAL ISSUES	All of the NY Districts will require employment land portfolios based upon small-medium, high quality, specialist sites located in accordance with the RSS Core Approach.
SELBY	Long term provision for a full range of employment sites will be required to meet forecasted growth and to support the role of Selby in the Leeds City Region and the York sub area. The review will need to specifically consider the implications of the York Science City initiative.
RICHMONDSHIRE	A balanced portfolio of small-medium, high quality, specialist sites should be provided. These should be located in accordance with the Core Approach.



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AREA	KEY MESSAGES
HAMBLETON	There should be an investigation of the need to provide a limited range of quality general employment sites to meet local expansions and relocations that may otherwise be drawn into Teesside and County Durham.
CRAVEN	There will need to be additional provision for small-medium, high quality sites, particularly those suited to accommodate small businesses. An investigation should take place on the ability of Skipton to accommodate new sites suitable for distribution/warehouse uses.
RYEDALE	There should be an evaluation of the land use implications of growth generated the York sphere of influence, specifically the Science City initiative.
SCARBOROUGH	The review should reflect the focus on Scarborough for strategic economic development in the coastal sub area. There will be increasing demand from local expansions and inward investment for general employment sites.
BARNSLEY	Land above historic trend should be provided in and around Barnsley Town Centre, in order to meet needs arising from the economic growth of the Leeds City Region and South Yorkshire
SHEFFIELD	To support the role of Sheffield in South Yorkshire and the wider Sheffield City Region there should be an evaluation of the provision of sites for office/business uses in accordance with the Core Approach of RSS. This evaluation can justify special protection of sites by Policy E5. Specific consideration of the need for general employment land will be needed in light of the growing South Yorkshire Advanced Manufacturing Cluster and the Masterplans for the Upper and Lower Don Valley.
DONCASTER	The review will need to consider the specific implications of the emphasis on Doncaster in the sub area strategy for South Yorkshire, including the requirements of the logistics cluster and in response to the findings of the Robin Hood Airport Masterplanning exercise.
ROTHERHAM	Specific consideration of the growing South Yorkshire Advanced Manufacturing Cluster will be needed, particularly in response to the development and spin-offs from the Waverley-Orgreave complex in order to support the regional and sub area importance of the Advanced Manufacturing Park concept.

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AREA	KEY MESSAGES
HUMBER/ESTUARY RELATED	All of the Humber Districts will need to ensure that their employment land portfolio offer seeks to capitalise on opportunities from the Humber Ports HTZ and the port logistics cluster. Large estuary related sites will need to be reserved for specific port/estuary related development.
HULL	The review will need to specifically consider the sub-area focus of Hull for regeneration and the need to safeguard port related sites.

OUTCOME BY 2021

- A continuous and adequate supply of appropriate employment land has been provided in the region to support regional economic development

MONITORING AND IMPLEMENTATION

Table 14.9 MONITORING INDICATORS

	INDICATOR	TARGET	TYPE	KEY POLICY LINKS
HO1D	1d – employment land supply/LA/strategic employment sites e.g. Airvale	tbc	output	YH1, YH8, E1, E5, T7
40	Has an ELS been completed/updated for each LA.		process	YH1, YH8, E1, E5, T7
41	% of employment land allocations on PDL	tbc	output	YH1, YH8, E1, H1
42	Amount of land (ha) allocated for general industry uses	reduction in industrial land	output	YH1, YH8, E1
43	Employment land supply in accordance with District based key messages		process	YH1, YH8, E1, E5, T7
44	Employment land allocations - Has the allocation occurred as a result of the completion of the ELR?		process	YH1, YH8, E1, T7

14.21 Local Authorities, working in partnership with Yorkshire Forward, other agencies and sub-regional and local economic/investment partnerships should ensure that there is a suitable range and choice of employment land, sites and premises. This needs to be available over realistic timescales to meet the needs of businesses, both for locally generated growth and 'inward' investment.

14.22 The Plan establishes a strategic context and methodology to assist Local Authorities and other bodies update employment land portfolios. Seeking to align the supply of employment land with the Plan's strategy and addressing the current over-provision of sites is a key sustainability challenge for the Plan. However, it is recognised that the strategic role of employment land is only one issue in an important local debate. The strategic evaluation does not give a maximum amount of employment land to be planned for, as the need to maintain a flexible landbank will result in a large portfolio than simple need-assessments would suggest. On this basis, LPAs will need to develop, from this picture of net need, a gross requirement for their areas.

14.23 In addition to these generic issues, employment land reviews will need to consider, on a case-by-case basis, special land use requirements. These issues, while having a particular spatial pattern of distribution, need to be considered across the Region. These issues include, for example, land for airport and port-related development and other inter-modal freight terminals or wharves, the need for specialist waste facilities identified under Policy W3 and the contribution mixed use development can make to employment supply. In certain circumstances, LPAs will need to consider the provision of replacement sites for 'bad-neighbour' and 'low value' industrial uses, which may be displaced from existing sites.

14.24 Policy E3 sets out the strategic context for reviewing employment land. This advice is not intended to be comprehensive, instead it should be seen as a supplement to the more general guidance on reviews in the December 04 ODPM guidance "Employment Land Reviews".

14.25 In locational terms, the Plan's core approach necessitates changes to historical approaches to the provision of employment land. This can be exemplified in the approaches to business parks and the knowledge economy. For example, "business parks" are a concept often characterised by locations outside the main urban areas. It is fundamental to the achievement of the Plan's strategic objectives of that in selecting employment sites Local Planning Authorities rigorously apply the sequential test set out in Policy YH8.

14.26 The locational needs of knowledge-driven employment, including proximity of links to existing research and science related uses at existing University campuses, should be a key consideration in carrying out reviews. While this issue needs to be prioritised in order to meet modern economic policy set out in Policy E1 and to support cluster development as set out in Policy E4, the Plan's sequential test must also so be applied as set out in RSS.

14.27 Local Authorities should carry out employment land reviews based, at a minimum, on the evaluation of the considerations set out in Policy E3 & E4. Additionally, It will be vital to maintain an up-to-date evidence base of the supply chain of and need for employment land and sizes and types of unit for their particular area. Yorkshire Forward and other economic stakeholders will be critical in helping to provide evidence to ensure that the right types of provision are brought forward in the places in response to identified needs.

Table 14.10 IMPLEMENTATION MECHANISMS

LEAD ROLES	MECHANISMS	SUPPORT ROLES
Local Planning Authorities	Allocations in Local Development Documents	YHA Yorkshire Forward Sub Regional Economic Partnerships

POLICY E4 SUPPORT FOR REGIONAL PRIORITY SECTORS AND CLUSTERS

Local Development Documents will support regional priority clusters identified by Yorkshire Forward and seek to assist the implementation of the Cluster Development Plans. Specifically, they will:

A **Support the sustainable growth of clusters, in accordance with the Plan's core approach**

B **Make specific provision to address the need for accommodation and allocation of sites immediately adjacent to or close to key regional assets including higher education and university facilities**

C **Ensure that employment land reviews include consideration of the need to provide sufficient quantity, quality and choice of a range of sites, including incubator units, expansion space and larger facilities for priority clusters**

D **Recognise that support for cluster development encompass a wide range of topics, including property needs, infrastructure, access to quality labour pools and supply chain/trading links.**

CONTEXT AND DIRECTION

14.28 The Government's Competitiveness White Paper, Our Competitive Future: Building the Knowledge Based Economy, clearly emphasises the importance of promoting the expansion and creation of clusters or networks of knowledge driven companies. Given the emphasis in the RES on the development of key business 'clusters', it is essential that the Plan provides a supportive framework to facilitate 'cluster' growth, and that this should also be reflected at the local level in LDFs.

14.29 A cluster is a group of organisations in related industries that are linked together because they buy or sell from each other or because they use the same infrastructure, customers or skills base. However, a cluster is more than an industry sector. Clusters encompass a broad range of organisations linked by a common element. For example, the 'Food and Drink' cluster would include food producing companies, logistics and freight providers, financiers, research institutions, distributors etc. It would be made up of every part of the chain from raw ingredients to packaging designers and retailers.

14.30 Companies who are part of an active cluster have been shown to be more competitive and profitable. They benefit from the following advantages:

- An infrastructure designed to meet specific business needs
- Greater access to specialised information such as research and development and best practice ideas
- Increased availability of financial and legal services who are well equipped to deal with the needs of their business

- Better access to employees and suppliers who are attracted to the region by the concentration of jobs, customers and range of employers
- Increased motivation and innovation, as competition is created within the cluster by the proximity of businesses in the same sectors.

14.31 These advantages will result in higher rates of innovation, more new business formation, greater productivity and a generally stronger regional economy. All of these are vital components of the Regional Economic Strategy for Yorkshire and the Humber. The Region has identified seven key clusters that have this potential to deliver significant economic growth in the future. They are:

- Advanced Engineering and Metals
- Bioscience
- Chemicals
- Digital Industries
- Food and Drink
- Healthcare Technologies
- Environmental Technologies

14.32 Local Development Documents and other plans need to be supportive of 'clusters' and recognise that they encompass a wider range of topics, including property needs, infrastructure, access to quality labour pools and supply chain/trading links.

14.33 Policy E4 therefore reflects the importance of clusters to the Region's economy and delivery of RES. It recognises that support for clusters encompasses a range of topics, including property needs, infrastructure and access to quality labour. However, it is accepted that the current classification of businesses that is used in planning (set out in the 'Use Classes Order') is broad brush as each Use Class covers a range of types of business. This limits the ability of the planning system to target or limit development on particular sites to the particular (and much more specific) types of businesses that may constitute a 'cluster' in RES terms.

14.34 In this Region, Yorkshire Forward are preparing/reviewing a series of Cluster Development Plans that seek to put the RES policy into effect. However, the RES and the Cluster Development Plans have few, if any, strategic 'spatial' propositions that could easily be picked up in the Plan as references are largely to site-specific projects.

OUTCOME BY 2021

- Successful, sustainable clusters have developed and these have been integrated with a knowledge driven economy

MONITORING AND IMPLEMENTATION

Table 14.11 MONITORING INDICATORS

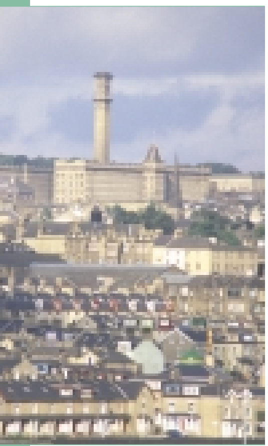
	INDICATOR	TARGET	TYPE	KEY POLICY LINKS
45	Growth of regional industry clusters	GVA growth higher than average sectoral growth	contextual	YH1, E5, E1, E3

14.35 If Local Development Documents are to contain distinctive spatial policies for individual clusters, this requires some degree of clarity in terms of distinctive 'geographic concentration' of cluster activity and differing spatial requirements of cluster related businesses. This is problematic. However there should be recognition of the spatial distribution of cluster businesses in the Region, where these can be identified, (e.g. advanced engineering & manufacturing in South Yorkshire, food in Humber and North Yorkshire, chemicals in West Yorkshire/Humber, bio-science in York, digital in urban centres) and that Local Development Documents in those areas should provide policy support

14.36 Spatial references in Yorkshire Forward's cluster plans are limited. However, it is possible to summarise some spatially distinguishing features and difference between clusters as shown below.

Table 14.12

CLUSTER	EXAMPLES OF SPATIAL ISSUES
Advanced Engineering	Accessible locations Connections to labour supply Connections to research facilities RES references to the Advanced Manufacturing Park at Waverley (Rotherham)
Chemical	Cluster based around Humber and West Yorkshire
Bio-Science	Largely focussed around York Research strength recognised at York, Leeds and Sheffield Universities
Digital	Growing emphasis in many urban locations/masterplans. Key projects include: E.campus, Sheffield city centre E-HQ, Leeds Thorpe Park and centre Listerhills Science Park, Bradford centre Digital City, Hull centre York Science City Digital & IT cluster



14.37 While some spatial patterns are evident, Yorkshire Forward has confirmed that, in practical terms, the Plan's policy requirements are likely to be the same for each cluster. They require a supportive and flexible policy framework within which a range of physical investments to support cluster development can be delivered. However, it will be vital that LDF support for clusters does not prejudice the Plan's sequential approach or environmental protection provisions and should not be at the expense of other economic sectors in Yorkshire and Humber.

Table 14.13 IMPLEMENTATION MECHANISMS

LEAD ROLES	MECHANISMS	SUPPORT ROLES
Local Planning Authorities Yorkshire Forward	Local Development Plans, Sub Regional Investment Plans	YHA Sub Regional Economic Partnerships

POLICY E5 SAFEGUARDING EMPLOYMENT LAND

Local Development Frameworks should define criteria or areas where it is considered necessary to offer special protection to designated employment sites. This approach should be applied when it can be shown that:

A **It is necessary to safeguard employment land/sites on the basis of the demonstrable level of competing demand from other land uses**

B **The employment land/sites so identified are necessary to support Policies YH5, YH6 and YH7**

C **A review of employment land has been carried out in accordance with Policies E1-E4 or the sites are part of an area subject to an agreed masterplan.**

CONTEXT AND DIRECTION

14.38 On the basis that Policies E3 and E4 require LPAs to rationalise their employment land portfolios, there may be pressures from competing land uses on reduced employment land portfolios. In certain parts of the Region, it is considered necessary to offer protection to employment sites. Policy E5 will assist Local Authorities safeguard employment land in **specified** areas where employment sites are being lost to other uses, principally housing. This is likely to be a significant issue in Leeds/Sheffield City Centre and areas of high demand in some market towns. There is a real concern that high-density housing can displace employment to more unsustainable locations.

14.39 The Policy also seeks to address concerns that land/premises are being lost to other uses **and** that blighting effects are impacting other businesses (e.g. on the development of the night time economy). Established employment activities cannot be considered in isolation from their surrounding uses (whether other employment activity or alternative land uses). Other long established clusters of employment activity might be subject to piecemeal erosion by redevelopment in the face of pressures for change of use, or the demise of individual enterprises. Over time, such pressures can result in a material aggregate loss of employment sites, to the detriment of local economic development. Consequently, consideration needs to be given to the identification of such sites as locally important sites to be protected (or safeguarded) for employment use.

14.40 This approach is therefore necessary in order to retain and develop a vibrant mix of uses in our towns and cities. This will help to strengthen the vitality of places, provides local job opportunities and will consequently help to reduce people's need to travel to work.

OUTCOME BY 2021

- The strategic employment sites necessary to support the Plan's core strategy have been safeguarded and delivered

MONITORING AND IMPLEMENTATION

Table 14.14 MONITORING INDICATORS

	INDICATOR	TARGET	TYPE	KEY POLICY LINKS
46	Safeguard employment sites	Sites in Sheffield and Leeds Centre and other areas where justified have been safeguarded by 2011	process	YH1, YH8, E1,E3, T7, H1

14.41 This is an enabling policy. Areas where Policy E5 will be applied will need to be identified and established in LDDs, either by site-specific proposals or criteria. Masterplans may facilitate and support this approach. However, this Policy **should not** be used as a means to hoard employment land and should be reviewed during the 2nd round of LDFs.

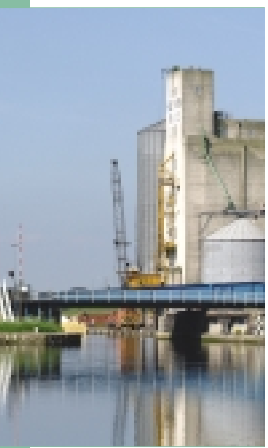


Table 14.15 IMPLEMENTATION MECHANISMS

LEAD ROLES	MECHANISMS	SUPPORT ROLES
Local Planning Authorities	Allocations/criteria in Local Development Documents	YHA Yorkshire Forward Sub Regional Economic Partnerships

POLICY E6 SUSTAINABLE TOURISM

Local Authorities, Yorkshire Forward, Yorkshire Culture, the Yorkshire Tourist Board, and other agencies will promote, support and encourage tourism in accordance with the following principles.

A All plans, strategies, investment decisions and programmes in the Region will aim to adopt an overall approach which:

i) Recognises the sustainable growth of tourism as an integral contributor to the economy and makes best use of indigenous resources and existing tourism infrastructure

ii) Promotes responsible investment in the quality of the tourism and related services in order to provide a high quality experience, throughout the year, for all segments of the market

iii) Secures investment in local people skills and capacities in Yorkshire's tourism industry, making full use of the local labour supply to fill a range of existing and new high quality jobs in the tourism sector

iv) Supports local cultural distinctiveness and contributes to the quality of life in the communities of the Region

v) Conserves and enhances the built and natural environment through effective visitor management

vi) Integrates tourism activity with a viable transport infrastructure that enables a realistic choice of travel mode to and within the region, supported by a management regime that encourages greater use of public transport by visitors

B In terms of spatial priorities across the Region, Local Development Documents should set out policies and proposals that place particular priority on tourism related development that;

i) Promotes opportunities to diversify the economic base of the Region's coastal resorts, while consolidating and upgrading tourism facilities in ways which promote higher value activity, reduce seasonality and support urban regeneration

ii) Supports opportunities to promote tourism and recreation-based rural diversification where they provide jobs for local residents and are of a scale and type appropriate to their location.

iii) Realise the potential of the heritage and cultural assets of rural and urban areas by promoting their roles as modern, varied and colourful destinations of choice in the regional tourism offer. Local distinctiveness should be promoted, for example by encouraging use of local produce and services by businesses and visitors

CONTEXT AND DIRECTION

14.42 Tourism is a key component of regional economic activity and it needs to be recognised in relation to the culture, quality of life and environment of the Region. In 2003, it contributed an estimated £4.2 billion to the Yorkshire and Humber economy. Tourism is a major contributor to the regional economy. Economic benefit varies across the Region and the balance of tourism in the region is shifting. However, all parts of the Region would gain from further economic benefit from tourism and most areas could cope with more visitors. In the traditional tourism areas of North and East Yorkshire, the coastal and some rural parts of the Region need specific support. In the major cities, urban tourism is maturing based on day visits and business.

14.43 Many spatial components of tourism are addressed in the sub area components of the Plan. They include the internationally renowned visitor destinations of York, the North York Moors and the Yorkshire Dales; seaside resorts; major business destinations; market and event venues and a relatively undeveloped area around the Humber. Intra-regional tourism is a significant feature in the Region, with about one third of domestic tourists originating from within the Region, and off-peak tourism is relatively strong. The emerging Regional Rural Delivery Framework seeks to promote the wider rural areas as high quality sustainable tourism destinations.

14.44 The key spatial messages can be summarised as expanding the role of tourism in South Yorkshire and enhancing tourism throughout the Region.
A more spatially specific characterisation of the Region is:

- West Yorkshire now generates the highest level of tourism expenditure, with Leeds as the major attractor. North Yorkshire is the most important destination in terms of the volume of domestic overnight trips – accounting for 37% of the total domestic overnight trips to the Region in 2003.
- York is in many ways the icon of the Region for tourism and it is a major rail hub and destination. Harrogate attracts an important and essentially business-based, niche market.
- The Dales, and also the Moors/Wolds/Coast, offer high quality and varied landscape, and opportunities linked into sustainable outdoor activity, heritage and culture, with distinctive local hubs; despite this distinctiveness, their market share is declining and they face real challenges
- There are also significant issues and opportunities in South Yorkshire, which can be seen as an emerging destination; in Hull and Humber, where there is potential for the tourism product to evolve; and, perhaps to a lesser degree, in North Lincolnshire.

OUTCOMES BY 2021

- Tourism has been recognised and valued as a key component of regional economic activity making a significant contribution to the local and regional economy.
- A diverse and sustainable tourism industry has developed in the Region
- Tourism has contributed to improving the local skills base and employment opportunities in the Region.

MONITORING AND IMPLEMENTATION

Table 14.16 MONITORING INDICATORS

	INDICATOR	TARGET	TYPE	KEY POLICY LINKS	INDICATOR LINKS
47	Contribution of Tourism to the Regional economy		contextual	YH1, YH7,	
48	Tourism employment		contextual	YH1, YH7,	
49	Tourism VAT registrations per 10,000 population/ Vat registrations by region		contextual	YH1, YH7	33
50	Tourist visits to the region by amount of spend per visitor/LA		contextual	YH1, YH7, T6, T5	
51	Increase in visits to specific tourist destinations by seasonality		contextual	T6, T5, YH1, YH7	
52	Number % of new rural diversification projects based on tourism or recreation.	tbc	output	ENV7, YH1, YH7	

14.45 Regionally specific issues related to the "tourism offer" in the Region that should be reflected in local and sub regional strategies include:

- The need for more good quality serviced accommodation, supplemented by conference and meeting facilities, especially in urban areas and in the coastal resorts
- Evidence that there is generally an adequate supply of self-catering accommodation across the Region
- Evidence that the visual and environmental capacity for static caravans has been reached in most areas, so that priority could now be on enhancement rather than expansion of these types of accommodation
- The need for key hotel sites within defined areas of resorts to be retained or protected
- The need for priority to be given to the enhancement of existing attractions and for applications for new attractions to be treated on their own merits, with applications for non-footloose, small rural attractions especially to be considered within the context of visitor management studies and capacity analyses
- The need for priority to be given to developing and promoting outdoor activities (walking, riding, cycling, water sports) in rural areas

- Evidence that environmental capacity is not often breached in the region (key pressure points identified as film locations, resorts on peak summer days and York city centre) but that all areas require proper visitor management

14.46 Transportation is a key issue in providing for and supporting sustainable tourism. The Regional Transport Strategy (RTS) contains policies for the promotion of multi-modal choice of access from the main visitor catchment areas (including Trans Pennine and north-south links).

14.47 The RTS also supports the spatial objectives for tourism development in rural, coastal and urban areas of the Region through enhancing key linkages from major tourism drivers and gateway points including rail hubs, airports and seaports to the different sub area destinations.

Table 14.17 IMPLEMENTATION MECHANISMS

LEAD ROLES	MECHANISMS	SUPPORT ROLES
Local Planning Authorities Local Strategic Partnerships Yorkshire Forward	Local Development Documents, Regional Economic Strategy Reg Rural Delivery Framework Reg Strat. Tourism Framework Other investment plans	YHA Sub Regional Economic Partnerships Yorkshire Culture Yorkshire Tourist Board Natural England

POLICY E7 RURAL ECONOMY

The diversification and strengthening of the Region's rural economy will be supported through spatial planning and investment measures to facilitate the development of rural industries, businesses and enterprises in a way that:

A Supports towns as hubs for the local economy, transport and services

B Ensures that rural towns provide the main focus for employment development

C Promotes complementary roles for different towns

D Allows for essential development for agriculture or forestry purposes in the countryside

E Encourages the use of information technology and telecommunications

F Supports farm diversification schemes which bring economic, social and environmental benefit

G Gives priority to the re-use of existing buildings

H Supports and protects an attractive and high quality rural environment

I Ensures appropriate scales and types of development and levels of traffic generation

CONTEXT AND DIRECTION

14.48 This Policy supplements the Plan's Core Approach, generic economic guidance set out in this section and advice provided on the role and development of rural areas in the Environment Section.

14.49 The rural areas of the Region are important not only for those living and working there, but also for the economic, environmental and social contribution they make to the well-being of those living in towns and cities. Over three-quarters of land in the Region is rural, the vast majority being used for agriculture.

14.50 Rural areas have a distinctive character and they are under specific and serious pressures from deep-seated problems of economic decline, limited employment opportunities and isolation as the result of changes in the structure of agriculture and the decline of public transport. Some areas are simultaneously under great pressure for commuter housing, which has, and will continue to exacerbate the problem by raising the prices of both existing and new accommodation beyond the reach of local people.

14.51 The Rural Strategy (2004) maintains the vision first set out in the Rural White Paper (2000). This seeks to ensure that there is a living, working, protected and vibrant countryside. The Region is developing the Yorkshire & Humber Rural Delivery Framework that will set out regional priorities and delivery structures.

14.52 On this basis, Policy E7 seeks to support diversifying and strengthening the Region's rural economy in a sustainable manner. While the policy follows the Plan's Core Approach of focussing on the role of towns as economic/service hubs, it allows for rural diversification and essential development for agriculture/forestry purposes in the countryside.

OUTCOME BY 2021

- The Region has supported the development of a strong and diverse rural economy

Table 14.18 MONITORING INDICATORS

	INDICATOR	TARGET	TYPE	KEY POLICY LINKS
53	Rural employment rate		contextual	YH1, YH3, YH7, YH6
54	Rural income deprivation		contextual	YH3, YH7, YH1, YH6
55	GVA from rural towns as % of LA GVA and regional GVA		contextual	YH1, YH3, YH7, YH6
56	Number of LA with LDFs containing policies to safeguard the distinctive rural character of the rural towns e.g. building height and scale restrictions, scale and type of development		process	YH1, YH3, YH7, YH6, ENV10

Table 14.19 OTHER INDICATOR LINKAGES

HO4b, HC12

Table 14.20 | IMPLEMENTATION MECHANISMS

LEAD ROLES	MECHANISMS	SUPPORT ROLES
Local Planning Authorities Yorkshire Forward	Local Development Documents Regional Economic Strategy Regional Rural Delivery Framework	YHA Sub Regional Economic Partnerships Countryside Agency Yorkshire Tourist Board Natural England

MONITORING AND IMPLEMENTATION

14.53 In addition to the Plan's guidance, a major tool will be developing the final version of the Yorkshire & Humber Rural Delivery Framework. This key strategy will set out a series of regional priorities and proposed delivery structures. Future review of the Plan will need to translate these priorities in to spatial policies.