

Policy framework



Section A



2 Policy framework

This chapter provides an overview of key international, national, regional and local policy guidance and initiatives, which provide the context for preparing and subsequently implementing the Plan.

International context

2.1 Since the *Humberside Structure Plan* was prepared, an international focus on achieving **sustainable development** has emerged. The World Commission on Environment and Development in 1987 defined sustainable development as 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs'. This definition (commonly referred to as the Brundtland definition) is widely accepted as a fundamental principle for managing the competing demands on the world's resources.

2.2 The **Earth Summit**, held in Rio de Janeiro in 1992, highlighted the scale of the environmental issues facing the world. The concept of Agenda 21 emerged with national and local governments, in partnership with other organisations, taking action to tackle environmental issues and promote sustainable development. Conventions on biodiversity and climate change sought to conserve and sustain species and habitats, and reduce greenhouse gas emissions, principally carbon dioxide. The **Kyoto Protocol** in 1997 raised the targets for reducing emissions over the period 2008 to 2012. The recent **Johannesburg Summit** (2002) reaffirmed sustainable development as a central element of the international agenda and gave new impetus to global action to fight poverty and protect the environment.

European context

2.3 The *European Spatial Development Perspective* (ESDP), published in 1999, seeks to achieve long term, balanced and sustainable development in the territories of the European Union (EU). Economic and social cohesion, balanced competitiveness and the conservation of natural resources and cultural heritage are highlighted as the fundamental goals of European policy. The ESDP promotes a polycentric (multi-centred) model of development and regeneration, with urban and rural areas networked by economic, social and physical activity, at a regional and local level.

2.4 A number of **EU initiatives and programmes** have spatial implications for the JSP area and provide grant assistance to facilitate **economic growth, regeneration and social integration**. European Structural Funds help to bridge the gap between more and less developed regions. The European Regional Development Fund promotes the development and structural economic adjustment of under-performing areas. Hull and the coastal parts of the JSP area qualify as Objective 2 areas for the period 2000-2006. European funding is available in these areas to overcome structural problems in the local economy. Areas to the north and west of Hull are also identified as Objective 2 Transitional Areas, where projects started under the 1997-1999 programme can be completed. Within the JSP area, a number of Integrated Development Plans (IDPs) have been prepared, focussing on the Humber Trade Zone and Key Employment Zones including Hull City Centre, coastal and market towns. IDPs have been developed as a way of determining where and how EU funds are to be delivered.

2.5 Other examples of EU assistance and support in the JSP area include:

- the Trans-European Network (TEN) programme, comprising the E20 corridor which runs through the JSP area, as part of a transport corridor promoting more sustainable economic growth from Ireland to mainland Europe;

- the Leader+ programme, which supports rural communities in the more coastal and northern parts of the JSP area;
- the *Common Agricultural Policy*, the *Financial Instrument for Fisheries Guidance*, and the *European Agricultural Guidance and Guarantee Fund* which regulate and subsidise when appropriate agriculture and fishing industries; and
- the European Social Fund and Objective 3 funding which aim to support a wide range of measures including the promotion of active and accessible labour markets.

2.6 The *Environmental Impact Directive* currently aims to ensure that decisions about development projects are taken in the knowledge of any significant effects on the environment (a *Strategic Environmental Assessment Directive* is to be implemented by July 2004). Other directives reflect the EU’s commitment to environmental protection and resource management. For example:

- the *EU Birds Directive* and the *Habitats and Species Directives* which provide protection for rare or endangered birds, habits and species across the EU; and
- the *Water Framework Directive*, which seeks to protect coastal, underground and inland waters, aquatic environments and ecosystems.

National context

2.7 Sustainable development underpins national guidance through *A Better Quality of Life – A Strategy for Sustainable Development in the UK* (1999). This strategy is based on the principle that achieving sustainable development is fundamental to maintaining and improving our **quality of life**. Four key national objectives for sustainable development are set out in Table 2.1. These are to be achieved together in a mutually reinforcing way.

Table 2.1: UK Sustainable Development Objectives

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|---|
| <ul style="list-style-type: none"> • social progress which recognises the needs of everyone • effective protection of the environment • prudent use of natural resources • maintenance of high and stable levels of economic growth and employment. |
|---|

2.8 The *Sustainable Communities – Delivering through Planning White Paper* published in 2002 set out the planning reforms which the Government intended to introduce in order to achieve a more effective and better respected service. Key points of reform included the preparation of Regional Spatial Strategies, the replacement of Structure Plans and Local Plans with a single tier of Local Development Frameworks (LDFs) and the introduction of a range of measures designed to improve the development control process.

2.9 The Government’s drive to achieve the **renaissance** of our urban and rural areas is set out in the *Urban and Rural White Papers*, both published in November 2000. The spirit of the renaissance agenda is captured in the following quotation from the *Urban White Paper*:

“Wherever we live in towns, cities, suburbs or rural areas, we want the same things: jobs, a healthy economy, decent houses, good public services and an attractive and safe environment. In most areas there is much that is good that we want to preserve and enhance. In some areas

there are major problems – a failing local economy, inadequate services and serious social problems. These need to be addressed so that all can share in and contribute to our growing prosperity as a nation.”

2.10 The *Urban White Paper* includes new initiatives, such as Local Strategic Partnerships and Urban Regeneration Companies (URCs). City living, high quality design, the recycling of previously-developed land and buildings and efficient and reliable public transport are all prominent issues in the *Urban White Paper*. National attention has recently begun to focus on the major problems of abandoned homes and blighted housing areas. The *Rural White Paper* sets out a vision of a living, working, protected and vibrant countryside. Other key themes within the *Rural White Paper* include creating a diverse rural economy, promoting the role of market towns as service centres, encouraging more flexible and responsive public transport systems and retaining and improving essential services and facilities.

2.11 The 1998 *Competitiveness White Paper* sets out the Government’s objective to improve economic performance and enhance prosperity. Entrepreneurship, innovation, business learning and modern competitive markets are key aspects. The paper highlights the need to make the most of our distinctive and valuable assets, which competitors find hard to imitate, including knowledge, skills and creativity, land and natural resources.

2.12 The *Transport White Paper – A New Deal for Transport: Better for Everyone* (1998) calls for major improvements to national and local transport systems. *Transport 2010* – the Government’s ten-year plan, sets out priorities, targets and an investment programme to bring about better buses and trains, improved levels of accessibility, better maintained roads, more freight transported by rail and on waterways, and safer and more secure transport systems.

2.13 The emphasis on tackling **social deprivation** is reflected by the *New Commitment to Neighbourhood Renewal: A National Strategy Action Plan* (2001). The Government’s vision is to narrow the gap between the most deprived neighbourhoods and the rest of the country. Concerns such as poor housing, pollution and poverty are recognised as being inextricably linked with issues such as poor health, crime and low educational attainment.

2.14 International priorities for environmental protection and prudent resource management are developed at a national level. For example:

- the *UK’s National Biodiversity Action Plan* seeks to develop and enhance biological diversity within the UK;
- the *National Air Quality Strategy* and the *Climate Change Programme* address concerns over the effects of global warming and pollution; and
- the *England Forestry Strategy* looks to continue the steady expansion of woodland and promote sustainable management practices.

2.15 There are many other strategies and regeneration initiatives that support sustainable development, through tackling social, economic and environmental issues. Table 2.2 highlights the main programmes and initiatives that are underway in the JSP area.

Table 2.2: National initiatives in the JSP area	
National initiatives	Relevance to JSP area
<p>Urban Regeneration Companies About 12 URCs are being created, to lead and co-ordinate redevelopment and new investment in declining urban areas across England</p>	<p>Citybuild in Hull forms one of these URCs, with a primary role to deliver significant development opportunities</p>
<p>Single Regeneration Budget Streamlined regeneration assistance to support deprived areas and groups</p>	<p>6 rounds of SRB funding have supported communities across Hull, Bridlington, Driffield, Goole, Withernsea and South West Holderness</p>
<p>New Deal for Communities Promoted by the Social Exclusion Unit to tackle the most deprived neighbourhoods in the country</p>	<p>Preston Road Estate in Hull is 1 of the 17 NDC pathfinder neighbourhoods and partnerships</p>
<p>Housing Market Renewal 9 pathfinder areas identified in England for intervention to develop new and innovative solutions to the problems of low demand and abandoned housing</p>	<p>Hull and East Riding is one of the pathfinder areas, initial research on local housing markets is being funded through the Capital Modernisation Fund</p>
<p>England Rural Development Programme Department of Agriculture and Rural Affairs funding to support social and economic projects that will diversify and strengthen the local economy and encourage community regeneration</p>	<p>Targeted on rural areas across the East Riding</p>
<p>Multi-Modal Studies National programme of studies to address major transport problems, such as access to ports and airports</p>	<p><i>Hull East-West Multi-Modal Corridor Study (HUMMS)</i> recently completed for the A63/A1033 through Hull and its surrounding area</p>
<p>Assisted Areas Department of Trade and Industry direct financial assistance for businesses to create or safeguard jobs in areas that have structural economic weaknesses</p>	<p>Tier 2 Assisted Area status covers most parts of Hull and adjoining East Riding areas, and in and around Goole; and Tier 3 status covers the whole of Hull and rural priority areas in the East Riding</p>
<p>Education Action Zones Identified in disadvantaged urban and rural areas to address difficulties of high social and economic deprivation</p>	<p>2 zones established in parts of Hull and Southern Holderness, along with a Sure Start initiative in North Hull</p>
<p>Health Action Zone Established by the Department of Health in areas of deprivation and poor health</p>	<p>7-year programme across the JSP area to tackle health inequalities and modernise services</p>

Regional context

2.16 The Government places an increasing emphasis on the regions, to bring decision making closer to the people. The Yorkshire and Humber Assembly was established in 2002, bringing together the largely business led Regional Chamber and the Regional Assembly of Local Authorities. The overarching strategic vision for the Yorkshire and the Humber region is set out in *Advancing Together into the Millennium: A Strategic Vision* (1998) as:

‘A world class region, where the economic, environmental and social well-being of all our people is advancing more rapidly and more sustainably than our competitors’

2.17 This vision is soon to be merged with the *Regional Sustainable Development Framework* (RSDF), to provide an overarching vision and direction for a more sustainable region. The framework recognises that sustainable development cannot be achieved by any single organisation or activity in isolation. It needs to be integrated into every policy, plan, and project and taken into account in every decision. The aims of the current RSDF are set out in Table 2.3.

Table 2.3: Regional Sustainable Development Framework aims

- good quality employment opportunities available to everyone
- conditions which enable business success, economic growth and investment
- education and training opportunities which build the skills and capacity of the population
- safety and security for people and property
- conditions and services which engender good health
- culture, leisure and recreation opportunities available to all
- vibrant communities which participate in decision making
- local needs met locally
- a transport network which maximises access whilst minimising detrimental impacts
- a quality built environment and efficient land-use patterns that make good use of derelict sites, minimise travel, and promote balanced development
- quality housing available to everyone
- a bio-diverse and attractive natural environment
- minimal pollution levels
- minimal greenhouse gas emissions and a managed response to the effects of climate change
- prudent and efficient use of energy and natural resources with minimal production of waste

2.18 *Regional Planning Guidance (RPG) for Yorkshire and the Humber* establishes a spatial strategy for the region and provides a key source of guidance for the JSP. RPG, which incorporates the *Regional Transport Strategy*, establishes the need for all major spatial strategies, proposals and programmes in the region to be designed to achieve sustainable development objectives. Social inclusion, urban and rural renaissance and the wise use of non-renewable resources are key themes of the guidance.

2.19 The overall objectives of RPG are set out against national sustainable development objectives in Table 2.4. Subsequent chapters in this Plan address the more specific implications of RPG on the JSP area. Regional Spatial Strategies (RSSs) will be replacing RPG, and will mean that regional planning policy has a statutory basis in the future. A selective review of the existing RPG has been undertaken and an agreed version of this document was published in December 2004. Under the provisions of the new Planning Act, this document fulfils the role of RSS pending completion of a new RSS. The review sets out an updated Regional Transport Strategy and provides more guidance on rural regeneration, coastal planning, renewable energy production, waste management, climate change, cultural heritage, tourism and development and flood risk.

Table 2.4: UK sustainable development and Regional Planning Guidance objectives	
UK sustainable development objectives	RPG objectives
Maintenance of high and stable levels of economic growth and employment	<ul style="list-style-type: none"> • regeneration of areas damaged by past industrial decline, as well as capitalising on economic growth points • seeking social equity and inclusion
Social progress which recognises the needs of everyone	<ul style="list-style-type: none"> • protecting rural communities and recognising their particular needs • seeking wider housing opportunity and choice
Effective protection of the environment	<ul style="list-style-type: none"> • making full use of urban land and minimising the loss of greenfield land • protecting and enhancing natural resources • tackling urban traffic congestion and reducing transport related emissions • making urban areas attractive, high quality, safe places where people choose to live • minimising the loss of rural landscapes, maintaining and where possible enhancing its diverse character
Prudent use of natural resources	<ul style="list-style-type: none"> • limiting pollution to what is compatible with health and biosphere capacity • reducing energy consumption and encouraging use of renewable energy

2.20 Yorkshire Forward, the Regional Development Agency (RDA) for this region sets its objectives through the *Regional Economic Strategy* (RES). This 10-year strategy to transform the regional economy across all parts of the region is being reviewed. The basic objectives for the region are to:

- grow the region's businesses;
- achieve higher business birth and survival rates;
- attract and retain more investment;
- target community based regeneration programmes; and
- get the best from the region's physical and environmental assets.

2.21 Hull is recognised by Yorkshire Forward as one of five **key cities** in the region, alongside Leeds, Bradford, Sheffield and York. The importance of market towns as local service centres is recognised through the joint Yorkshire Forward and Countryside Agency Market Towns Initiative (which includes Market Weighton and Hornsea in the JSP area). Funding is directed to rural parts of the JSP area under Yorkshire Forward's rural renaissance theme. Coastal areas also benefit from Yorkshire Forward support for the Coastal Tourism Initiative, run by the Yorkshire Tourist Board.

2.22 The *Regional Housing Statement (Update and Sub-Regional Statements 2002)* sets out the main regional and sub-regional housing issues and priorities. It demonstrates great diversity across the region, from very weak to over-heated housing markets. Significant problems of disrepair, particularly in the council house sector and pre-1919 private sector terraced housing, contrast with affordability issues. The Humberside statement highlights Hull, Goole (and its hinterland), together with the coastal areas, as having low average prices and low demand. Demand in certain parts of the East Riding, particularly areas west of Hull, in Beverley and towards York and North Yorkshire, is recognised as being much stronger.

2.23 Future Regional Housing Strategies will set out housing investment priorities in the region. The *Yorkshire & Humber Housing Strategy* takes into account the role of planning in the delivery of housing objectives and plays a role in the preparation of the future Regional Spatial Strategy.

Sub-regional context

2.24 The RES recognises the diversity of the region and its implementation is taken up through sub-regional action plans, which are more responsive to local circumstances. The *Regional Economic Strategy, Humber Area Plan* (RESHAP) (2001) brings together the JSP area with the two south bank areas of North and North-East Lincolnshire. RESHAP priority actions are listed in Table 2.5. The plan builds on work undertaken through the Humber Forum's *Strategic Framework for Economic Development in the Humber Sub-Region* (1999), which is currently being reviewed.

Table 2.5: Regional Economic Strategy Humber Area Plan - priority actions

- capitalising on the sub-region's unique asset of the Humber Estuary through the Humber Trade Zone initiative
- achieving rural renaissance, by encouraging the diversification and growth of the rural economy as well as implementing market town initiatives
- transforming our main urban centres to help achieve urban renaissance
- developing specific programmes focused on regenerating the local economies affected by the decline in our fishing industry
- developing our 'e-business' environment by making more effective use of new technologies and maintaining the lead that we have recently established in broadband technology
- overcoming economic exclusion by developing and implementing locally targeted initiatives, such as community development finance schemes, creating sustainable neighbourhoods and developing a social economy
- developing the workforce to ensure that we have the skills and capacity available to implement the above priorities
- encouraging innovation and business growth

2.25 The Humber Estuary and the coast also provide a particular focus for sub-regional working with adjoining authorities and relevant agencies and interests. Shoreline Management Plans (SMPs) have been prepared for the Holderness Coast (Flamborough Head to Sunk Island) and the Humber Estuary, setting out long term coastal and flood defence approaches. The *Southern North Sea Sediment Transport Study* recognises that sediment flow and erosion issues link areas from the Thames to Flamborough Head. This highlights the national significance of these issues. The *Integrated Coastal Zone Management (ICZM) Plan* for the East Riding provides a coastal management approach addressing environmental, economic and social issues, facing coastal areas and communities.

Local context

2.26 Local Strategic Partnerships (LSPs) form a key aspect of the Government's modernisation and renaissance agenda. These cross agency partnerships have a commitment to improving the quality of life and governance of an area. Community strategies have been prepared with the concerted efforts of all agencies, organisations and communities that have a stake in the future of Hull and the East Riding, through the respective partnerships.

2.27 Cityvision (the LSP in Hull) establishes a 15-year community vision in the *Hull Community Strategy* as 'a confident, dynamic and inclusive city, where people want to live, learn, work, visit and invest'. The need for urban renaissance is high on the agenda for the LSP. The *East Riding Community Plan* is a 5-year plan developed by Community Partners, who have evolved to form the LSP. It sets out priorities and targets to improve the quality of life in the East Riding under five community aims. Table 2.6 lists the strategic themes and community aims from both of these documents. These provide the focus for action groups to implement the community plan.

Table 2.6: Community aims and themes	
Hull Community Strategy Strategic themes	East Riding of Yorkshire Community Plan Community aims
<ul style="list-style-type: none"> • maintaining and improving community safety • improving health and social welfare • rejuvenating the City's economy • protecting and enhancing the environment • enhancing image and raising aspirations • creating a learning City • reinvigorating the housing market • improving transport 	<ul style="list-style-type: none"> • improved health • greater prosperity • reduced crime • lifelong learning • a healthy environment

2.28 Both authorities have developed Local Agenda 21 strategies, within the framework of their respective community plans. These demonstrate local commitment and action to achieving more sustainable development. Other local strategies set out more specific policies, strategies and projects on particular issues or for certain geographical areas in both Hull and the East Riding. These address, for example, issues such as housing, transport, biodiversity and economic development and are referred to where appropriate in relevant chapters throughout the Plan.

Cross cutting themes

2.29 The range of guidance outlined in this chapter provides a summary of the many policies and strategies within which the JSP has been prepared and in some cases which the Plan will work alongside. Table 2.7 explains where the JSP sits in relation to these guidance and/or strategy documents. There are many other policy documents that have not been included. This chapter has also started to identify some of the key issues facing the JSP area, particularly problems and opportunities that are recognised at a European, national and regional level. Chapter 3 continues to develop and expand on these issues.

