

**East Riding Local Plan  
2012 - 2029**

**Strategy Document**

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**Adopted April 2016**

*"Making It Happen"*



**EAST RIDING**  
OF YORKSHIRE COUNCIL





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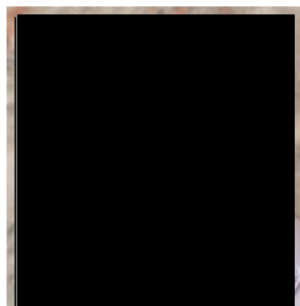
It is the role of the planning system to help make development happen and respond to both the challenges and opportunities within an area. The task of the East Riding Local Plan is to make sure that the right scale and type of development takes place in the right locations at the right time. The Local Plan must be prepared in accordance with national planning policy but be sensitive to locally identified needs and priorities.

We face a number of challenges including the risk of flooding and problems relating to the remoteness of some of our settlements, but there are also many strengths and opportunities. We need to respond to these to ensure that sustainable development benefits as many people as possible. We have a growing and increasingly ageing population and whilst the majority of our communities enjoy a high quality of life, deprivation is evident in some areas. Making new housing affordable is a key challenge, and ensuring people have access to services, particularly in our rural areas, remains a priority. Yet, we have a rich, diverse and distinctive landscape, with communities of different sizes where people enjoy living and spending their leisure time. We also have fantastic businesses and workers, and a once-in-a-lifetime opportunity to transform the local economy into a leading centre for renewable energy.

This Strategy Document is a key part of the East Riding Local Plan which aims to respond to these challenges and capitalise on the opportunities. It is a long term plan providing the over-arching strategic planning framework for the East Riding to 2029. It sets out a vision for the East Riding and includes a number of objectives for bringing forward sustainable development. The policies in the document are forward looking and flexible, allowing us to respond to new opportunities as they arise, supporting growth whilst protecting those characteristics that make the East Riding special.

We have developed strong relationships with communities as well as businesses and other stakeholders during the preparation of the Local Plan. This has enabled us to produce a document reflecting the needs and aspirations of communities as well as the priorities of the East Riding Community Plan.

We would like to take this opportunity to thank all those involved in the preparation of the Local Plan. We look forward to working with you in the future to ensure that the policies and proposals in the plan are delivered and that together we create a sustainable future for the East Riding.



Cllr Symon Fraser

Portfolio Holder for Asset Management, Housing and Environment





# I. Introduction

## The East Riding Local Plan

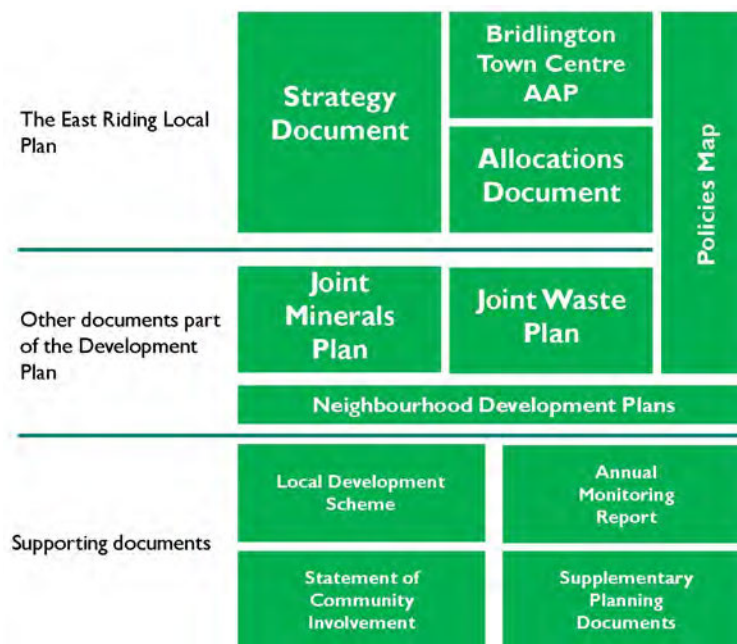
- 1.1** The **East Riding Local Plan** is the name for the portfolio of planning documents, that together provide the framework for managing development and addressing key planning issues in the East Riding. Once individual documents are adopted they will be used to guide investment decisions and determine planning applications.
- 1.2** A number of documents make up the *Local Plan*. These are listed below and illustrated by Figure 1.
- **Strategy Document** – sets the overall strategic direction for the *Local Plan*, providing strategic policies to guide decisions on planning applications.
  - **Allocations Document** – allocates sites for development (such as housing, retail, or industry) or protection (such as open space or land for transport schemes).
  - **Bridlington Town Centre Area Action Plan (AAP)** – provides specific policies to guide development and contribute to the urban renaissance of Bridlington Town Centre.
- 1.3** In addition, a **Joint Waste Plan** and **Joint Minerals Plan** are being prepared with Hull City Council. These will set out the policies used to provide for future waste management needs and mineral extraction, and will be used to make decisions on new waste and minerals development in the East Riding.
- 1.4** The documents listed above are complemented by a **Policies Map**. It shows designations, such as areas of open space or biodiversity assets, and allocations for particular land use(s), which relate to specific policies in the *Local Plan*.
- 1.5** Once complete, the *Local Plan* will replace previous planning policies that cover the East Riding. These are set out in the *Joint Structure Plan for Hull and the East Riding*, the four *Local Plans* for the former boroughs of Beverley, Boothferry, East Yorkshire and Holderness, and the *Joint Minerals and Waste Local Plans*. Appendix A lists those policies that are superseded by the *Strategy Document*.

## Other documents

- 1.6** The *Local Plan* will be supported by **Supplementary Planning Documents (SPDs)** that add further guidance to the interpretation and delivery of policies within the documents listed above. These are not subject to independent testing and do not have 'Development Plan' status.
- 1.7** The Council's **Local Development Scheme (LDS)** provides an outline of the various *Local Plan* documents and a timescale for their preparation. The **Annual Monitoring Report (AMR)** sets out performance against local indicators and targets from the *Local Plan* and the **Statement of Community Involvement (SCI)** outlines how the Council will involve the local community, stakeholders and statutory bodies in the preparation of the *Local Plan*.
- 1.8** A Town or Parish Council can prepare a **Neighbourhood Development Plan (NDP)** to set out a shared vision and planning policies for their area. Once adopted by East Riding of Yorkshire Council, *NDPs* form part of the statutory Development Plan and would be used to make decisions on planning applications.



Figure I - The East Riding Local Plan Structure



## The Strategy Document

**1.9** The *Strategy Document* sits at the heart of the *Local Plan* and includes policies on how growth and development will be managed in the East Riding to 2029. It sets out a collective 'vision' for the East Riding and individual 'place statements' to highlight how the larger settlements will grow and develop.

**1.10** Community involvement has been an essential part of its preparation. Extensive and early consultation with residents, Town and Parish Councils, local organisations, businesses and statutory consultees has taken place throughout the preparation of the document.

- **Issues and Options** (April 2008) marked the first stage in the process and presented a number of issues and alternative options that would be considered.
- **Preferred Approach** (May 2010) presented a number of proposed policies and alternative approaches for managing development.
- **Further Consultation** (October 2011) focused on the number of new homes to be built and the amount of land required for employment development in the future, and policies on affordable housing and open space.
- **Draft Strategy** (January 2013) presented a complete set of revised policies.
- **Proposed Major Changes** (August 2013) set out a limited number of changes to the *Strategy Document*.
- **Proposed Submission** (January 2014) set out the version of the document that was subsequently considered by an independent planning inspector through an examination in public, and was subject to additional consultation on a number of modifications.

**1.11** A collection of documents, including studies, research and data make up the *Local Plan* evidence base, which has been used to inform the development of policies within the *Strategy Document*. It covers the economic, social and environmental characteristics and prospects of the East Riding, and provides a thorough understanding of the needs and opportunities of East Riding communities.

## Sustainability Appraisal and Habitats Regulation Assessment

- 1.12** The preparation of the *Strategy Document* has been informed by a *Sustainability Appraisal (SA)*, incorporating *Strategic Environmental Assessment (SEA)*, and a *Habitats Regulations Assessment (HRA)*. The SA assesses the potential impacts of policies in relation to economic, social and environmental considerations alongside other alternative options that were considered during the preparation of this document.
- 1.13** An *HRA Stage 1 Screening Report* has considered whether the policies and proposals in the *Strategy Document* are likely to have significant effects upon European sites of nature conservation interest. This is complemented by a *Stage 2 Appropriate Assessment* that focuses on employment development at Hedon Haven. Where a potential impact has been identified, it specifies those mitigation measures that would need to be considered through the *Local Plan*. In addition, any development proposal that could have an adverse impact on a European site will need to comply with the requirements of the *Habitats Regulations (Conservation of Habitats and Species Regulations 2010 as amended)*.

## National planning context

- 1.14** The *National Planning Policy Framework (NPPF) (2012)* sets out planning policies for England and is a key part of the Government's reform of the planning system, which seeks to make planning more accessible. It is supplemented by national *Planning Practice Guidance (PPG)* and together these provide a framework of economic, environmental and social planning policies, setting out what sustainable development means in practice and how the planning system can contribute to its achievement. The *Strategy Document* seeks to support sustainable development in accordance with policies in the *NPPF*, which have been reflected in a locally distinctive framework that will help meet the future needs of the East Riding.
- 1.15** The Marine Management Organisation (MMO) is responsible for implementing marine planning under the provisions of the *Marine and Coastal Access Act 2009*. Marine planning aims to ensure a sustainable future for coastal and offshore waters through managing and balancing the many activities, resources and assets in the marine environment. It overlaps the terrestrial planning system, which is covered by the *Local Plan*, between the mean high and mean low tidal ranges. Therefore, it will apply to the East Riding coastline, Humber Estuary, parts of the River Hull and other tidally influenced inland rivers. Marine activities can have both landward and offshore impacts, therefore, the *Strategy Document* takes into account the *Marine Policy Statement*, and the *East Inshore and East Offshore Marine Plans*.

## Local planning context

### The East Riding Community Plan

- 1.16** An important role of the *Local Plan* is to help deliver the *East Riding Community Plan - Our East Riding: 2006-16 (2013 update)* (the '*Community Plan*'). This is the long term vision for the area which, with its supporting action plans, articulates the ambitions, needs and priorities of the local community. The *Community Plan* is prepared by the Local Strategic Partnership (LSP), which is a partnership of approximately 140 organisations from the public, private and voluntary/community sector.

- 1.17** The most challenging issues in the *Community Plan* have helped to shape the Council's own *Business Plan* and spending priorities. In turn the various strategies and plans being prepared by the Council, including the *Local Plan*, are being aligned with the *Community Plan* to help implement and address these key priorities. The way in which the *Local Plan* will help to deliver these priorities and the vision for the area is outlined throughout this document.

### **Duty to Cooperate**

- 1.18** A Duty to Cooperate was introduced by the *Localism Act (2011)* and requires the Council, in preparing the *Local Plan*, to cooperate with certain other bodies. This includes neighbouring authorities where a particular issue, such as the provision of infrastructure, could have a significant effect on the preparation of the *Local Plans* for both authorities. It also requires the Council to have regard to the work of a number of statutory bodies that have been prescribed by the Government, for example the Environment Agency, Historic England and Highways England, as well as any relevant Local Enterprise Partnership (LEP).
- 1.19** LEPs have been designated by Government in order to create or improve the conditions for economic growth within a particular area. The Council is part of both the 'Humber' and 'York, North Yorkshire and East Riding' LEPs, which bring together local authorities and local businesses. These partnerships play a central role in determining local economic priorities and undertaking activities to drive economic growth and the creation of local jobs. As reflected in the *Strategy Document*, the Council has a relationship with a number of local authorities, public, voluntary and private sector organisations. These bodies have been actively engaged throughout the preparation of the *Local Plan*.

### **Neighbourhood Planning**

- 1.20** The *Localism Act* also introduced the opportunity for local residents and business to prepare community-led *Neighbourhood Development Plans (NDPs)* and *Neighbourhood Development Orders (NDOs)*. These provide a basis for detailed decision making at the local neighbourhood level. *NDPs* enable local communities to set out a vision and planning policies that are specific to their Neighbourhood Area. *NDOs* can grant planning permission for certain types or classes of development as specified in the order. In the East Riding, Town and Parish Councils can prepare a *NDP* and/or a *NDO*. The *Strategy Document* includes provision for the preparation of *NDPs* and the Council will support those local communities wishing to prepare a Plan.
- 1.21** A *NDP* must be in 'general conformity' (align) with the strategic policies set out in the *Strategy Document*, as well as conform with other legal requirements and the *NPPF*. Once adopted by the Council, *NDPs* form part of the statutory *Development Plan*, and would be used to make decisions on planning applications. At the time of publication, the Council is actively supporting seven Town and Parish Councils who have formally expressed an interest in preparing a *NDP* (Allerthorpe, Cottingham, Market Weighton, Pocklington, Sutton upon Derwent, Woodmansey and Wawne). Further expressions of interest are expected over the plan period and will be supported by the Council.







## 2. Key Spatial Issues

### A spatial portrait

**2.1** The East Riding is one of the largest local authorities in the country in terms of population and area, covering over 930 square miles. It has a population of approximately 335,900 people and comprises over 300 individual settlements. The largest town is Bridlington with around 35,000 people. The other major settlements are Beverley (30,500), Goole (19,500), Driffield (13,000) and the Major Haltemprice Settlements to the west of Hull: Anlaby/Willerby/ Kirk Ella (23,500); Cottingham (17,500) and Hessle (14,500). Around half the population live in rural communities.

**2.2** Geographically, the East Riding is bounded to the east by the North Sea and lies north of the Humber Estuary. The Holderness coastline begins at Spurn Point at the mouth of the Humber Estuary and extends north to the chalk cliffs of Flamborough Head. Between these two points are the seaside resorts of Bridlington, Hornsea and Withernsea. The coastline is mostly composed of boulder clay and in parts is the fastest eroding coastline in northern Europe.

**2.3** Holderness itself forms the eastern strip of the East Riding. It is low-lying, undulating countryside and includes the River Hull which flows south from Driffield. The Yorkshire Wolds, which are rolling hills curving north from near Hessle and spreading out through the centre of the East Riding before ending abruptly at the cliffs of Flamborough and Bempton, form the middle ridge of the authority area. On the edge of the Wolds are the market towns of Driffield, Pocklington and Market Weighton. To the west is the Vale of York and Humberhead Levels area. This is a flat, low-lying area which includes the towns of Goole and Howden. The River Derwent forms much of the East Riding's western boundary.



### The wider context

**2.4** The East Riding shares borders with a number of other local authority areas and there are many flows of people, goods, information and trade between them (Figure 2). Some relationships are stronger than others, for example, the East Riding has strong ties with the cities of Hull and York, which is reflected in the extension of these cities' economic and housing markets into the East Riding. There are movements of people on a daily basis between these places for employment, entertainment, education and shopping purposes. Hull's 'travel to work area' covers a large part of the East Riding and its influence and role are important issues for the *Plan*. The city remains a prime focus for development and regeneration activity and a successful city will bring a number of benefits to the East Riding.




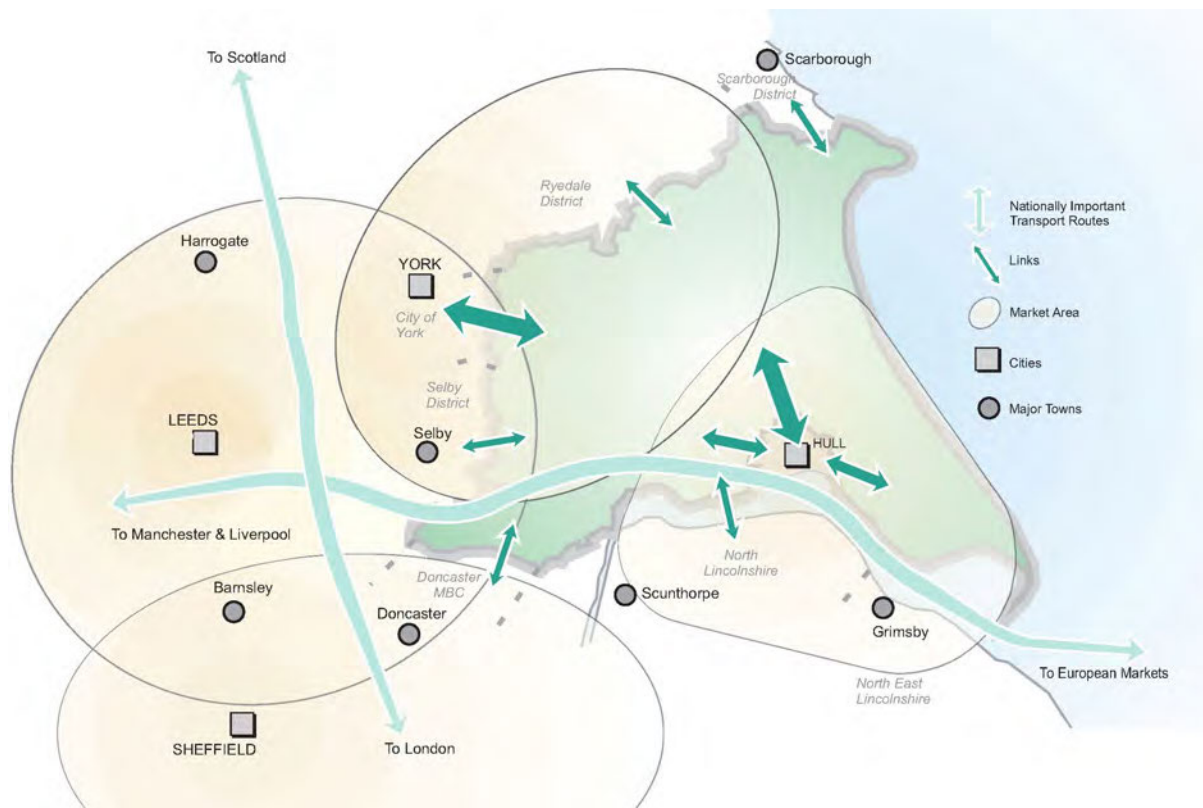
- 2.5** There has been a strong history of joint working between the Council and Hull City Council, particularly through former regional plans, the *Joint Structure Plan (JSP) (2005)* and the Hull and East Riding Housing Market Renewal Pathfinder (*Gateway*) initiative. More recently, the longstanding strategic approach that was adopted through those plans and initiatives has been re-affirmed by both Councils through the preparation of their respective Local Plans, especially in light of the revocation of the *Regional Spatial Strategy (RSS) (2008)*. This includes commitment to: the regeneration and transformation of Hull; realising the potential of the Humber Ports alongside the growth of the renewable and low carbon energy sector; and protecting the integrity of the internationally important environmental and biodiversity designations around the Humber Estuary. These principles are reflected through this document, as well as Hull's emerging Local Plan, and have been agreed through the preparation of a *Joint Planning Statement*.
- 
- Humber Bridge and Estuary  
Copyright Zoe Walker (Creative Commons Licence)
- 2.6** Additionally, York is a powerful economic driver for the region and a destination for many East Riding workers. It is also a popular retail and visitor destination. Movements between East Riding and York are on a lower scale than those between Hull and the East Riding, but its presence presents a number of planning challenges and opportunities such as traffic management, affordable housing provision and economic development. The City of York Council's emerging Local Plan sets out a strategy based on meeting the City's needs within its own area. Employment growth is matched by housing provision, which includes a significant increase in the proposed level of housing growth, in an attempt to become a more sustainable city and potentially reduce in-commuting from other areas, such as the East Riding.
- 2.7** Elsewhere, the links between the East Riding and other local authorities are less prominent, but naturally, those settlements on the edges of the East Riding may look to other areas when accessing services and facilities.
- 2.8** There are also environmental features that cross boundaries and which require a coherent approach from each of the respective local planning authorities. For example, the Yorkshire Wolds extend into Ryedale and Scarborough, the Lower Derwent Valley spans the boundaries of the East Riding, York and Selby, and Thorne Moor extends into Doncaster and North Lincolnshire. Equally, the challenge of managing flood risk and development in the River Hull basin will require, where necessary, cross-boundary delivery.
- 2.9** The Humber Estuary is an important nature conservation asset in its own right and also supports the Humber Ports complex, which comprises significant employment sites on both banks of the Humber. Although the Estuary physically divides the two banks, the presence of the port complex provides the area with a powerful economic focus and identity.

Figure 2 - The East Riding in its wider context



**2.10** Planning for, and managing development in, the East Riding requires consideration of a wide range of factors from global challenges to local issues. This section details some of the key aspects of East Riding life that the *Local Plan* will need to influence, address or facilitate.

### People and places

**2.11** The East Riding is a collection of different places, each with its own unique **identity and character**. There are coastal resorts, market towns, estate villages, port towns and suburban areas, and their character is shaped by their role and history. It is also influenced by a number of elements including the architecture, street patterns, presence of green spaces and the form of the landscape. At an East Riding wide level the area is rich in character and quality. There are more Conservation Areas than in any other local authority in the country and a wide variety of habitats, from the ancient flood meadows of the Lower Derwent Valley to the chalk grasslands of the Yorkshire Wolds.

**2.12** These features, alongside the rural nature of the area, make the East Riding a desirable place to live. As a result, **population growth** is projected to continue over the plan period. Most of this growth is driven by net **in-migration** particularly from Hull. Although this projection is based on past trends and does not take account of future planning policy, particularly through this *Local Plan*, it is clear that the number of people living in the East Riding will increase over the plan period. The challenge for the *Local Plan* is to recognise these trends and work with neighbouring authorities.

**2.13** Within the broad trend of population growth, the East Riding's age profile shows an increasingly **ageing population**. There are far more people over the age of 50 within the East Riding compared with the national and regional averages. Conversely, younger age

groups, particularly the 20-34 year age ranges, are under-represented. Both of these trends have an important impact on spatial planning, the local economy and the way services are delivered.

**2.14** The growth in population and the trend for residents to live in smaller households places pressure on the **demand for new housing**. Local evidence also highlights a high need for more **affordable housing**, with particular affordability issues in rural parts of the authority. The Plan, therefore, needs to make provision for increasing the **supply of land for housing** which can, amongst other objectives, help deliver more affordable housing, balancing the needs and demands derived from demographic change with other policy objectives.

**2.15** Population growth and economic activity increase the demand for development. In turn, this puts pressure on the East Riding's physical infrastructure as well as its character. Managing the **scale and distribution of development** in response to this development pressure is a significant challenge for the *Local Plan*. In line with the national policy approach, such development will need to be sustainable in nature, ensuring that the economic, social and environmental impacts are carefully balanced.

**2.16** The pressures of population growth and an attractive environment creates considerable **pressure for development in rural areas**. The attraction of living in a rural area creates a level of demand which can fuel house price rises and significantly affect the affordability of housing for local people. This barrier to housing is one element of **rural deprivation**. Another element includes a **lack of access to services** where the vitality of rural areas suffers greatly as people use services close to their place of work as opposed to their place of residence. As services and facilities in rural areas retract, because of market pressures and as the cost of fuel rises, it means that there are those who can afford to access services elsewhere and those who cannot. The challenges for spatial planning in rural areas can be summarised as:

- Supporting the vibrancy of settlements;
- Delivering more affordable housing;
- Helping to maintain a network of key local services and facilities;
- Supporting existing public transport provision and improving accessibility through a variety of means;
- Supporting rural enterprises and rural diversification; and
- Protecting and enhancing the countryside, and managing different uses for land (e.g. biodiversity, tourism, agriculture, energy).

**2.17** Outside rural areas, there are parts of the East Riding's towns which exhibit features of **deprivation and disadvantage**. For example, parts of Bridlington, Goole and Withernsea are affected by high levels of unemployment, low levels of skills and educational attainment, and particular health challenges. Here, there is a need to support a wider transformational agenda to address issues of market failure and deprivation.

**2.18** However, it remains important to recognise that the majority of the East Riding's residents enjoy a **high quality of life**. There are many areas of relative affluence, particularly in Beverley, to the west of Hull and close to the City of York boundary. Life expectancy levels are higher than the Humber and national averages, whereas the proportion of children eligible for free school meals, and the overall rates of crime are lower than that of the Humber and the country as a whole.

**Selected statistics: People & places**

- Approximately 335,900 residents (about half live in rural communities of less than 5,000)
- Much higher than average proportion of older people (23% of pensionable age compared with 17% nationally)
- High proportion of White British residents (96% compared with 80% nationally)
- Parts of Goole, Bridlington and Withernsea within 10% most deprived areas of the country
- High levels of owner occupancy housing (75% compared with 63% nationally)
- House prices higher than the regional average (£169,300 compared with £160,600)

**The environment**

**2.19** Changes to the climate over the plan period are likely to increase and this is particularly important for the East Riding as the consequences are potentially severe. Some of the predicted changes include: more intense rainfall and varied groundwater recharge rates; increased flooding and coastal erosion from rising sea levels; and more extreme temperatures in Winter and Summer months. The area may also experience an increase in the likelihood of periods of drought.



**2.20** With the exception of the Yorkshire Wolds, the East Riding is a predominantly low-lying area. The presence of the rivers Hull, Derwent, Ouse, Aire and Trent, as well as the Humber Estuary, means that a large proportion of the East Riding is at risk from various forms of **flooding**. Many towns and villages are within high risk 'flood zones', comprising around 40,000 households in total. One of the key challenge for planning in the East Riding is to support sustainable development and balance this against the risks associated with flooding.

**2.21** The East Riding's **rich and diverse landscape**, open spaces and coastal areas are a source of great pleasure to local people and visitors alike. This includes an extensive (1,600 km) Public Right of Way network, which includes the Yorkshire Wolds National Trail and the Trans Pennine Trail. There are also areas of high landscape quality that are of local importance, including parts of the Yorkshire Wolds and the Lower Derwent Valley, and nationally designated Heritage Coast at Flamborough Headland and Spurn Head. Much of this landscape is shaped by **agriculture** and there are significant areas of high quality agricultural land across the East Riding. These areas make a valuable contribution to the nation's food production capacity as well as providing employment for people living in the area. The use of agricultural land for food production faces competition from other land uses such as housing, employment, flood management schemes and energy crops.

**2.22** There are many sites that are designated because of their international, national or local **ecological importance**. These include sites such as Hornsea Mere, the Humber Estuary and Thorne Moor, which should be protected and, where possible, enhanced. In addition, parts of the area lie within the Humberhead Levels Nature Improvement Area, specifically the area around Goole and the River Foulness corridor. The East Riding is home to a wide



variety of habitats such as lowland heath, saltmarshes and flood meadows. There are also important fisheries within the Plan area, some of which are internationally renowned. The River Hull, for example, is the most northerly chalk stream in the world, and its status as a Site of Special Scientific Interest (SSSI) reflects its importance. Outside of designated areas, the East Riding has a rich biodiversity with important species such as water voles, kittiwakes and great crested newts. Habitats and ecological areas are intrinsically important, but they also provide ecosystem services such as flood alleviation, carbon capture and recreational opportunities.

- 2.23** The East Riding also has an **important and diverse historic environment**. It has the second highest number of designated historic assets in Yorkshire and the Humber with over 2,500 Listed Buildings and 350 Scheduled Monuments. Additionally, there are over 100 Conservation Areas illustrating the East Riding's rich historic character. Unfortunately, some of the East Riding's historic assets are 'at risk'.

#### Selected statistics: The environment

- Over 2,500 Listed Buildings (100+ Grade I)
- Two Ramsar sites, five Special Protection Areas, five Special Areas of Conservation, two European Marine Sites and a Biogenetic Nature Reserve
- Over 50 Sites of Special Scientific Interest
- A quarter of the land area is within the high risk flood zone, covering around 40,000 properties
- Erosion rates along much of the Holderness Coast can reach an average of 1.5-2.5m each year
- Nearly half of the East Riding comprises high quality Grades 1 and 2 agricultural land

### The economy

- 2.24** The planning system is a key tool in promoting and safeguarding **sustainable economic growth and jobs**. This is particularly important in the East Riding where the economy is relatively diverse, but heavily dependent on small businesses, a limited number of major employers (mainly in manufacturing) and the public sector. These factors contribute to a low 'productivity' rate which is not keeping up with the national average. There are, however, a number of opportunities for fostering sustainable economic growth in the East Riding. This includes supporting the East Riding's **key sectors**: renewable energy; manufacturing and engineering (including chemicals); agriculture/food and drink; tourism; ports and logistics; transport equipment; digital and creative industries; finance and business services; construction; public administration, defence, health and education; and retail. The *East Riding Economic Development Strategy 2012-16* (the '*Economic Development Strategy*') identifies that in the short term the emphasis may be on supporting the **resilience** of the key sectors as national growth is expected to be limited.

- 2.25** A number of these sectors place increasing demands on land. Local evidence has been prepared which highlights the need to identify sufficient **employment land** to accommodate the predicted growth and shift in employment over the plan period. The evidence also highlights where the greatest potential for economic growth exists and where the Plan should make provision and enable employment activity. For example, it notes the attraction of the A63/M62 corridor, and Goole in particular, to investors in the warehousing and distribution sectors.

**2.26** **Agriculture** in the East Riding is an important sector and is primarily arable with cereals, particularly wheat, making up the bulk of crops. Oilseed rape, potatoes and peas are also important. Production levels and efficiencies are high in the area's horticultural industry with the East Riding contributing significantly to the nation's cucumber, tomato and pepper production. Elsewhere, pig rearing remains an important asset for the area with a population of over 400,000 pigs recorded in the East Riding as part of the 2010 agricultural census. Trends in agriculture include larger farms which require larger buildings for storage and 'industrial processes', and decentralised energy provision on site such as wind turbines and biomass facilities.



**2.27** The emerging **renewable and low carbon energy sector** is a significant and rapidly growing sector in the UK economy. With its estuary, ports and associated marine assets, the Humber is uniquely placed to benefit from this growth. Current infrastructure within the East Riding provides capacity for up to 20% of the UK's peak gas demand through the Langedale Pipeline. The existing ports complex is the UK's largest by tonnage (and the fourth largest in Europe) and is located within 12 hours sailing of 80% of all of the North Sea offshore wind farms zones, and potentially 60% of the entire European market. Due to the high transport costs associated with transporting offshore wind turbines, this gives the Humber a significant competitive advantage over other locations.

**2.28** The East Riding is a member of two Local Enterprise Partnerships (LEP), which reflects the scale and diversity of the area's economy. This enables the area's businesses and workforce to benefit from a broad range of support. The Humber LEP<sup>(1)</sup> has expressed its aspirations for the area to be a British and European centre for this sector and is prioritising its work to support the development of a '**super cluster**' of renewable energy businesses. The leading role that the Humber will play in the emerging renewable energy sector has also been recognised by the Government, who have designated the Humber as a Centre for Offshore Renewable Engineering (CORE)<sup>(2)</sup>.

**2.29** Priorities of the York, North Yorkshire and East Riding LEP include driving growth in agri-tech and bio-renewables, with a focus on being a world-renowned area for these sectors and food manufacturing. The Partnership recognises the key role small and medium-sized enterprises will play in the success of the area and it seeks to support these businesses and the people working within them.

1 The Humber LEP covers the administrative areas of the East Riding of Yorkshire, City of Hull, North Lincolnshire and North East Lincolnshire.

2 COREs are partnerships between Central and Local Government, and LEPs, which ensure that any businesses looking to invest in manufacturing for the renewables industry receive the most comprehensive support possible.

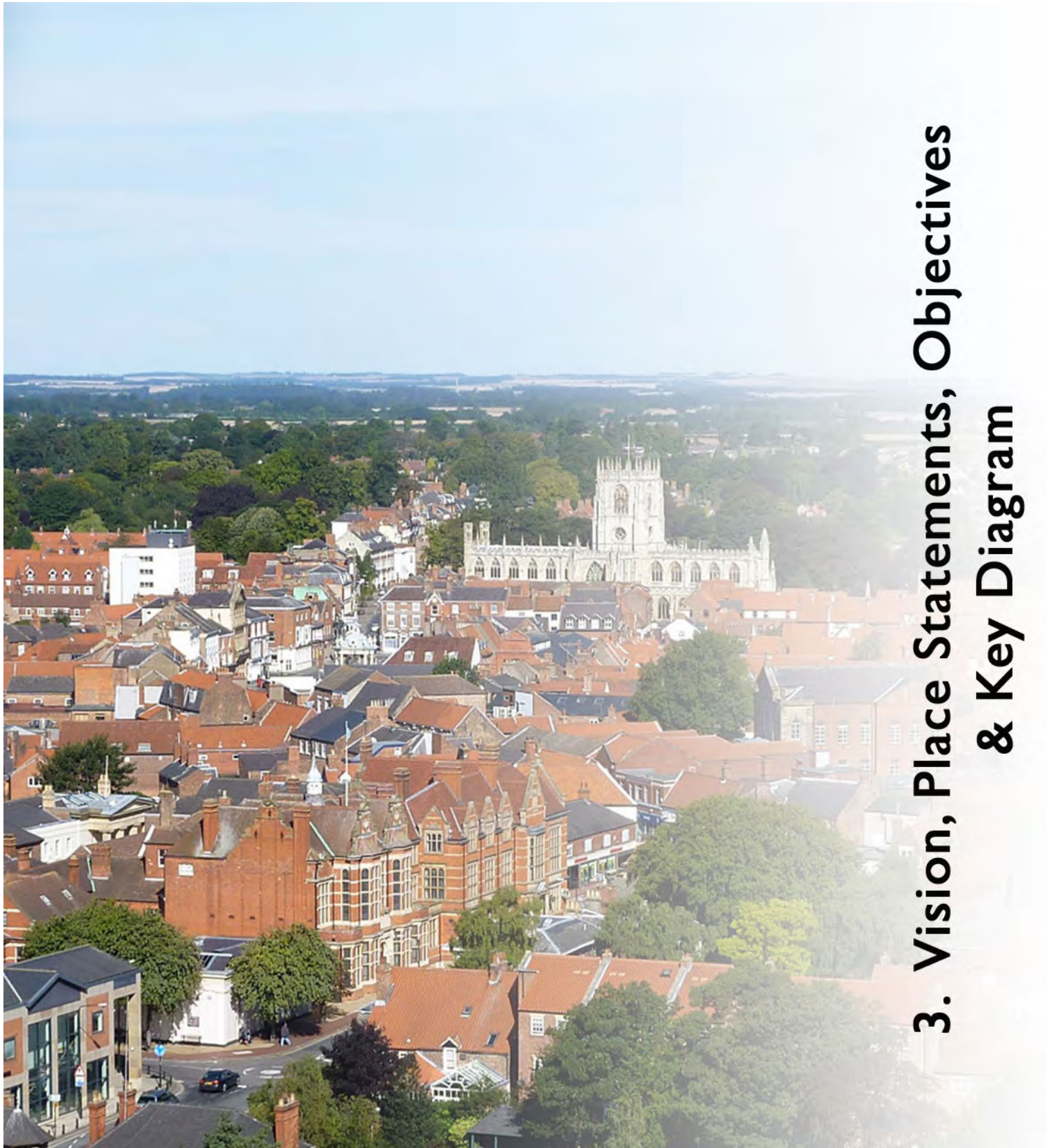


- 2.30** 'Enterprise Zones' have been designated by the Government, which include a variety of sites across the Humber area. Five sites in the East Riding have Enterprise Zone status at Elloughton-cum-Brough, Melton, Goole, Salt End and Hedon Haven. A series of financial incentives have been put in place alongside simplified planning approaches that will attract and support businesses in the renewable and low carbon energy sector.
- 2.31** Despite the current economic circumstances, the East Riding remains an attractive location for businesses. The towns and villages offer a picturesque setting for small businesses, whilst the relatively unconstrained transport network provides a competitive advantage for many operators. There has also been significant inward investment, particularly along the East-West Multi-Modal Transport Corridor, that has created new employment opportunities. This places the area's ports at the gateway to and from global markets.
- 2.32** Whilst the **highway network** is generally unconstrained, there are stretches that are under 'stress' in terms of traffic volume and speeds, or which may become stressed without intervention. Localised congestion issues also exist in some of the major settlements including Goole, Beverley and Bridlington. These are some of the consequences of relatively high car ownership and usage in the East Riding. Development in parts of the East Riding will connect to sections of highway in neighbouring local authorities, particularly the City of York and Kingston upon Hull, that experience congestion.
- 2.33** Public transport provision is reasonable in the larger settlements, but is not a suitable option for many people in the rural parts of the East Riding. Managing **accessibility** and widening transport choice is therefore a major challenge for the Plan.
- 2.34** A range of different **mineral deposits** are present in the East Riding and there are important sources of sand and gravel, chalk and crushed rock. Mineral development is different from other forms of development because minerals can only be worked where they naturally occur. There is, therefore, often a balance to be struck between the importance of the mineral deposit and non-minerals surface development that may prevent extraction of the mineral resource in future.

#### **Selected statistics: The economy**

- Relatively high employment rate (74% compared with 71% nationally)
- Around 135,000 jobs in the East Riding - a ratio of 0.66 jobs per person of working age (compared with 0.78 nationally)
- Levels of pay for East Riding residents are higher than those of people working in the East Riding (£499 per month compared with £450)
- Significant net outflows of people for employment to Hull (21,100), York (3,400) and Leeds (1,400)
- A higher than national average of people employed in agriculture, manufacturing and the public sector. Low proportion of people employed in finance and business sectors
- Over 11,500 VAT-registered businesses (343 businesses per 10,000 people compared with 317 nationally)





### 3. Vision, Place Statements, Objectives & Key Diagram



- 3.1** A crucial aspect of managing development and responding to the many challenges set out in the previous chapter is to consider what the area will be like in the future. The *Strategy Document* includes a vision and a set of objectives that outline a number of guiding principles for planning policies and investment decisions.

### The Community Plan and a vision for the Local Plan

- 3.2** The *Local Plan* complements, and is a spatial expression of, *Our East Riding* - the East Riding Local Strategic Partnership's (LSP) *Community Plan*. The LSP brings together organisations from all sectors to work towards a goal of ensuring that the East Riding is a place where;

- *Children and young people are happy, healthy, confident, safe and reach their full potential*
- *Older people enjoy a healthy, independent lifestyle*
- *Communities are healthy, thriving, prosperous and safe*
- *Regeneration transforms deprived areas and reduces health and other inequalities*
- *We value and care for the diverse character of the area.*

- 3.3** The *Strategy Document* establishes the principles for managing development so that it helps to achieve the *East Riding Community Plan: Our East Riding's* overall ambitions for the area. It provides the planning approach to enable the LSP to deliver programmes and address local priorities through partnership working and service delivery. The *Local Plan* vision supports the ambitions of the *Community Plan* and sets out what the *Local Plan* aims to achieve.

- 3.4** The East Riding *Local Plan* vision reflects the key spatial issues, challenges and opportunities for the East Riding that are identified in the preceding chapter. It describes, in broad terms, what the East Riding will be like by 2029 and how growth and development will have been managed. This vision sets the context for the *Local Plan*, and is the driver of the objectives and policies of the *Strategy Document*.

- 3.5** As a large and diverse area, it is very challenging for the overarching *Local Plan* vision to express the aspirations for individual settlements. In order to address this, Place Statements have been prepared for the settlements that will be a focus for development over the plan period.

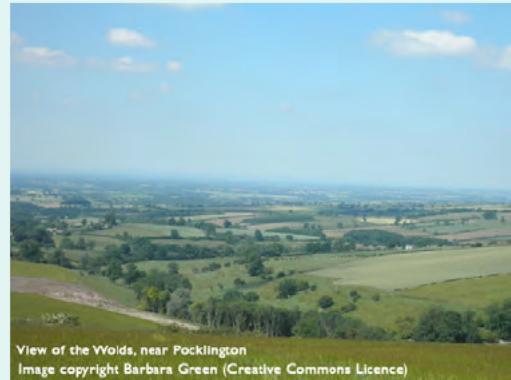
- 3.6** The vision and place statements have been developed taking into account information from a number of sources, including the *Community Plan*, *East Riding Economic Development Strategy*, York, North Yorkshire and East Riding LEP, Humber LEP, individual town and renaissance strategies and the plans of neighbouring Local Authorities. A number of specific consultation events and workshops have been held to inform the vision and place statements, which have been refined following each stage of consultation on the *Local Plan*. This has sought to ensure that the vision and place statements reflect the distinctiveness of the East Riding and the aspirations held for the area over the period to 2029.

- 3.7** *Neighbourhood Development Plans* prepared for individual areas in the East Riding are likely to expand upon the Local Plan vision and place statements, and will also help to deliver the aspirations and policies of the Plan. It is also possible that local communities could, through a *Neighbourhood Development Plan*, seek to establish place statements for other settlements in the East Riding.

### East Riding Local Plan Vision

By 2029, the East Riding will be characterised by economically prosperous, vibrant and distinctive urban and rural communities in which residents and visitors can enjoy a high quality of life and businesses can thrive. The economy will have grown, and the varied towns and villages, and the rich and diverse landscapes, heritage assets, countryside, coastal areas and habitats that give the East Riding such character will continue to be valued by residents and visitors alike. Growth and new development will have been delivered in a sustainable manner, making the most efficient uses of land, buildings, resources and infrastructure. Investment in infrastructure will have taken place as required to support this growth, benefiting both new and existing residents. Overall, development will have ensured that people are connected to housing, services, facilities, high quality public transport services and economic opportunities to meet their everyday needs, and will have complemented and supported regeneration initiatives underway in both the East Riding and City of Hull.

Most new development will have been delivered in the Major Haltemprice Settlements and the East Riding's Principal Towns and Towns, supporting their role as the key centres for population, employment, services and facilities. Key Employment Sites along the M62/A63 East-West Multi-Modal Transport Corridor will have also continued to develop, providing opportunities for indigenous businesses and inward investment, and supporting the growth of key sectors such as the renewable energy industry. In the more rural parts of the East Riding, more limited development, including new services and facilities, employment and housing, will have occurred in Rural Service Centres and Primary Villages with Rural Service Centres acting as small service hubs for their rural catchments. Very limited development will have been promoted in Villages and uses appropriate to a rural location supported in the Countryside. The loss of important community facilities will have been resisted. This will have helped to meet the needs of their local communities and maintain the vibrancy of rural areas. Across the East Riding, the network of settlements will have a choice of homes and the services to sustain their communities and catchments to meet present and future needs, thereby minimising the need to travel.



View of the Wolds, near Pocklington  
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New development will have minimised the risk from climate change, particularly flooding, coastal erosion and sea level rise. High standards of design will reinforce local identities across the East Riding and the distinctiveness of the area's settlements and landscapes, whilst also ensuring efficient use of energy. The opportunities presented by the renewable and low carbon energy sector will have been embraced and maximised, creating employment opportunities, helping to reduce carbon emissions and increasing fuel security.

The Council will have worked closely with communities, stakeholders and developers to protect and enhance the diverse natural, built and historic assets of the East Riding. Town and Parish Councils will have been supported to develop *Neighbourhood Development Plans* to guide the development of their areas. There will have been a net gain in biodiversity, and enhanced networks of green infrastructure and valued green spaces will have brought people closer to nature and supported the wide range of recreational opportunities, wildlife species and habitats across the East Riding.

### Place Statements

- 3.8** The Place Statements complement the overarching *Local Plan* vision for the East Riding and clarify the role of the larger settlements in meeting the vision. They will be used to help guide the development of these settlements over the plan period through both the *Allocations Document* and decisions on individual planning applications.

### The Major Haltemprice Settlements

#### Anlaby, Willerby and Kirk Ella

By 2029, Anlaby, Willerby and Kirk Ella will have each maintained their character and identities, while supporting the regeneration and development of the City of Hull. The high quality of life that residents of these areas enjoy will have been safeguarded and reinforced. Development of the most suitable sites in and around the settlements, incorporating a mix of housing, will have helped meet housing demand.

Important and valued green spaces that separate Anlaby from Hessle, and Willerby from Cottingham, and which reduce the risk of flooding to these communities, will have been maintained, and where possible enhanced, to improve the network of green infrastructure and support biodiversity. Flood alleviation schemes will have been implemented to reduce the risk of flooding, and the quality of drinking water supplied by the Springhead borehole protected.

The distinct centres of Anlaby and Willerby Square will have been strengthened through small-scale retail, community and leisure developments. This will have enhanced their ability to serve the needs of their communities. In the centre of Kirk Ella, the village feel will have been maintained.

Enhanced walking, cycling and public transport routes will have strengthened the excellent transport links between the settlements and the City of Hull. The continuation of employment uses at the Great Gutter Lane Industrial Estate and along Springfield Way, and new employment development in Anlaby and at Willerby Hill, will provide jobs close to home and units suitable for businesses to thrive.

#### Cottingham

By 2029, Cottingham will have strengthened its role as a desirable and sustainable place to live and work, while supporting the regeneration and development of the City of Hull. The development of the most suitable sites in and around the village will have helped meet housing demand and provide new employment opportunities. Its character will have been maintained with the new buildings reflecting local distinctiveness.

The centre of the village will continue to thrive, with a healthy mix of businesses, shops and services that meet many of the local population's needs. Cottingham's strong links with the University will continue to bring students into the village, contributing to the diversity and vibrancy of the settlement.



The excellent links that Cottingham has to the City of Hull and connections to other Haltemprice Settlements by sustainable modes of transport will have been enhanced, reducing the need to rely on the private car. The train station will continue to be a particular asset for the village, while opportunities for walking and cycling will have also been increased.



Cottingham, King Street  
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Important and valued green spaces that separate Cottingham from Hull and Willerby will have been maintained and, where possible, enhanced to improve the network of green infrastructure and support biodiversity. They will continue to serve an important role in reducing the risk of flooding to the village itself, helping to ensure the health, safety and well being of residents and property. Flood alleviation schemes will also have been implemented to reduce the risk of flooding, and the quality of drinking water supplied by the Cottingham borehole will have been protected.

### Hessle

By 2029 the town-like qualities and character of Hessle will have been strengthened, while supporting the regeneration and development of the City of Hull. It will continue to serve an important role as a district centre, with shops and services that meet many of the local population's needs. Its position on the A63/M62 East-West Multi-Modal Transport Corridor will have helped drive economic growth, and the Humber Bridgehead employment site will have been sensitively developed into a unique business and office park, attracting significant inward investment to the area and supporting the growth and diversification of the economy. This will have been complemented by other employment areas which will continue to support the growth of the local economy.

Housing demand will have been met through the re-use of previously developed land and on new allocations on the most suitable greenfield sites in and around the town. These will continue to maintain the integrity and separate identity of the town.

The risk of flooding from the Humber Estuary will have been minimised, and important and valued green spaces between Hessle and Anlaby will have been maintained and, where possible, enhanced. This will support networks of green infrastructure and biodiversity and, in certain parts, continue to lessen the risk of flooding in the town and so help to ensure the health, safety and well being of residents and property. The Foreshore and Country Park that lie at the foot of the Humber Bridge will also continue to attract visitors and serve an important role for recreation and biodiversity.

Transport investment will have responded to the planned growth and ensured a variety of viable transport options, particularly for walking, cycling and public transport, are available for people and businesses travelling between Hessle, the other Haltemprice Settlements and the City of Hull. The train station will continue to be a particular asset for the town.

#### Principal Towns

##### Beverley

By 2029 Beverley will have strengthened its role as an attractive, thriving and prosperous historic market town and visitor destination. The elements that contribute to Beverley's distinctive character and historic fabric, such as its Conservation Areas and numerous Listed Buildings, will have been protected and enhanced. It will have been ensured that development complements and protects the town's attractive built character, landscape setting and key views of the Minster and St Mary's Church. The housing demands of the growing population will have been met through the re-use of previously developed land and on greenfield sites in suitable locations, focusing particularly on the south of the town. These developments will be designed to minimise the risk of flooding from the River Hull, the Beverley and Barmston Drain and Beverley Beck.



Beverley's already thriving and prosperous town centre will have been further improved, and enhancements to public spaces will have increased the town's attractiveness as an outstanding visitor destination and focal point for retail, leisure, community, cultural and recreation facilities. A mixed use development will have taken place north of Flemingate, including retail, office, education, leisure facilities and housing uses, and contributed to strengthening the role of the town.

The town's economy will have been strengthened by the development of new and existing employment sites, which enable existing businesses to expand and attract new, high value knowledge-based businesses. This will have been complemented by modern education and training facilities. Tourism will continue to be an important part of the economy, with the town's racecourse, churches, historic markets and buildings, Beck, ancient common lands and diverse range of leisure facilities, continuing to support its unique tourism offer. These will be enhanced by high quality visitor facilities.

The common lands surrounding the town, and the River Hull Corridor, contribute to biodiversity and have an important recreational role, which will have been maintained and, where possible, enhanced. The train station will continue to be an important asset, and major transport schemes, including a Southern Relief Road, park and ride scheme, coach park, improved public transport facilities and new cycling and pedestrian routes, will have been developed. This will have further improved accessibility and connectivity, particularly between the town centre and the new urban extension to the south of the town, helping to alleviate congestion.

## Bridlington

By 2029 Bridlington will have been the focus of most new development in the northern and coastal area of the East Riding. Its role as a premier East Coast resort will have been cemented and complemented by a stronger and more diverse economic base and range of tourism facilities. The town's population will have grown and housing demand met through a combination of adapting the existing housing stock, re-using previously developed sites and greenfield sites in suitable locations. The important open spaces between Bridlington and Bessingby and Sewerby will have been maintained, and the quality of drinking water supplied by the Mill Lane borehole protected.

The need for new retail space in the town will have largely been met in the town centre, which will have been radically redeveloped and reinvigorated by greatly improved shopping, employment, town centre facilities, tourist accommodation and public realm improvements. The town centre will benefit from enhanced links and better integration with the working harbour and its new high quality marina, which will cater for a wide range of water-based activities including sailing and fishing. This will have created a high quality setting for the Spa and surrounding related new development. The stylish town centre will include significant new residential uses. Other seaside attractions will have been improved and added to within the town centre's seafront area.

Those elements which contribute to the distinctive character of the outstanding 'Old Town' area will have been preserved and enhanced, and it will have strengthened its position as an important part of the town's tourism offer. In conjunction with the Heritage Coast of Flamborough Head, Bampton Cliffs and Sewerby Hall, it will provide an attractive alternative coastal tourism experience based on nature, heritage and cultural activity.

The diversification of Bridlington's economy will have been supported by new employment developments at Carnaby and Bessingby Industrial Estates, which together with new office and business spaces in the town centre, will meet the needs of the growing economy. The re-modelled town centre and the stronger economy will have retained many more young, economically active people while the needs of older generations will have been met through improved commercial and community facilities.

Bridlington's public transport links, both road and rail, with larger settlements and its rural and coastal catchment will have been improved, and opportunities for walking and cycling enhanced. Together with the new park and ride facility, this will help manage seasonal parking pressures.





### Driffield

By 2029 Driffield will have been a focus for new development in the northern area of the Wolds. Its role as the 'Capital of the Wolds' will have been strengthened by improvements to its retail, service and leisure facilities. The train station will continue to be an asset for the town, giving the town sustainable links with Bridlington, Beverley and the City of Hull.

Driffield town centre will have been revitalised by new retail development and the sensitive redevelopment of its derelict sites. There will be a broader range of leisure and cultural facilities set within an improved public realm and the night time economy will also have been enhanced.

Kelleythorpe Industrial Estate will have been developed for employment uses and benefit from measures to improve access between the estate and the town. New employment uses will have helped to retain young people and broaden the base of the economy by attracting higher value sectors. The Driffield Navigation and the Driffield Showground, together with key natural assets such as the River Hull Headwaters, will have been enhanced to become an important part of the visitor economy. The River Hull Headwaters will also be maintained as an important biodiversity asset that will also help alleviate the risk of flooding.



Whilst there will have been significant opportunities for using previously developed land, including the derelict Alamein Barracks site, a number of sustainably located greenfield sites will have also contributed to meeting housing demand in this part of the East Riding. These will have cycling and pedestrian connections to the centre of Driffield and will respect and enhance the landscape surrounding the town.

### Goole

By 2029 Goole will have been the main focus for new development in the southwest area of the East Riding, and this will have played an important role in making the town a more desirable place to live. Higher quality and more varied housing stock will be encouraged to meet the demands of the town and the surrounding area. This will be achieved through the adaptation of existing houses, the redevelopment of previously developed land and the use of suitably located greenfield sites, focusing particularly on the area to the west of the town. New development will have respected Goole's distinctive townscape together with its port heritage.

Goole's proximity to other major urban areas, such as Doncaster, Leeds and Sheffield, and position on the important M62/A63 East-West Multi-Modal Transport Corridor with one of the UK's most important inland ports, will have enabled it to develop as a major inter modal hub for trade, logistics and manufacturing. Employment in these sectors will have seen strong growth and be complemented by a growing number of small and medium sized businesses. Strong growth in the scale and diversity of the local economy and improved education, training and skill levels will have raised employment

rates and incomes, and reduced deprivation levels. The town's multi-modal links will be complemented by improved cycling infrastructure and give residents a range of sustainable transport options, connecting them to job opportunities, services and facilities.

The town centre will have become much more cohesive and attractive, with an enhanced retail offer, cultural, arts and sports facilities. Oakhill Country Park, and other parks and green space in and around Goole, will complement the existing attractiveness of the town and its setting. Open space will have been protected to ensure the continued separation of the town from the village of Hook. Green infrastructure will have also been maintained, and enhanced where possible, around the Humber Estuary, the River Aire, River Ouse and the River Don/Dutch River, and provide a valued flood alleviation, recreational and biodiversity role.



The challenge of flood risk and climate change will have been managed appropriately and most new development sited in lower risk areas with a design and layout based on flood resistance or resilience. Investment in infrastructure, including flood defences, will have taken place, where required, and supported the development of the town.

## Towns

### Elloughton cum Brough

By 2029 Elloughton cum Brough will be a thriving settlement. An expanded range of services and facilities, including new retail provision, will have increased the ability of residents to meet their needs locally. This will better suit the size of the population, and complement housing and economic development. Investment in infrastructure, including in education and health facilities, will have taken place where necessary to ensure they meet the needs of the settlement.

Employment development within Elloughton cum Brough will have established the settlement as an important part of the Humber Green Port Corridor and supported the growth of the renewable and low carbon energy sectors. The industrial estate at Melton will have also continued to develop as a strategically important employment site, taking advantage of its prime position along the important A63/M62 East-West Multi-Modal Transport Corridor. It will have attracted significant inward investment to the area, supporting the growth and diversification of the economy and providing significant opportunities for new and expanding businesses. Together, this will help to provide more employment opportunities for residents close to home. Any development near the banks of the Humber will have been managed to ensure that the risk of flooding and climate change is minimised.

The tight knit urban nature of the historic centre of Brough, and the historic core and village quality of the centre of Elloughton, will be protected to help maintain their distinct characters. Green infrastructure assets which are valued by the local community and have a flood alleviation, recreational and biodiversity role, such as the Brough Haven, the water front and the neighbouring Yorkshire Wolds Important Landscape Area, will have been protected and enhanced where possible.

The local transport infrastructure will have been improved through the provision of a link road joining Moor Road to Saltgrounds Road. The train station will continue to be a particular asset for the settlement and, along with enhanced pedestrian and cycle routes, will give residents a choice of sustainable transport options.

#### **Hedon**

By 2029 Hedon will continue to be a vibrant market town with a good range of services and facilities that provide for its residents and rural hinterland. It will have continued to have close links with Hull and to capitalise on the opportunities the city presents, while maintaining its own unique identity and character.

Where possible, measures will have been undertaken to help reduce the risk and impact of flooding from all sources and new development will have been designed and located to ensure that it is safe and does not increase the risk of flooding elsewhere in the town. Investment in infrastructure, including surface water drainage, will have taken place where necessary to ensure that it meets the requirements of the town.

Hedon's unique heritage assets, such as St Augustine's Church, the seventeenth century Town Hall, its Georgian buildings and the remains of the medieval town, and the important open spaces within the town will have been protected. St Augustine's Church will continue to be an important landmark in the skyline of this part of Holderness, and the key views towards it will have been protected. New development will have been provided through the re-use of previously developed land and small-scale infill opportunities. These will have respected the town's character and rural setting and protected the continued separation of Hedon and the surrounding villages.



Hedon, Market Place  
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Shops in the town centre will continue to flourish and the evening economy will have grown, complementing the town's status as a heritage destination. Connectivity within the town, and with surrounding employment areas, will have also been improved through measures to encourage travel by more sustainable means.

Nearby Hedon Haven, which is located at the eastern end of the East-West Multi-Modal Transport Corridor, will have been sensitively developed to support the expansion of the Port of Hull, capitalising on the opportunities offered by the emerging renewables sector. This will take advantage of its unique location adjacent to the Humber Estuary and the existing ports estate in Hull. It will also safeguard the integrity of the Humber Estuary's biodiversity assets and the significance of the heritage assets in its vicinity.



## Hornsea

By 2029 Hornsea will be a thriving family seaside town. The Central Promenade will continue to be the cultural hub of Hornsea's seaside offer, serving both residents and visitors. Important green spaces in the town, on Hornsea seafront and the Mere, will be maintained and enhanced, for the benefit of residents, visitors and biodiversity. Further improvement of the promenades will create a stylish and vibrant mix of uses.

Tourism will continue to be an important part of the economy of the town. Employment opportunities will have been increased through the successful implementation of renaissance projects, which will stimulate demand for new employment land and small-scale business accommodation, and encourage a variety of businesses to operate from the town. This will have been complemented by the intensification and diversification of the shops, restaurants and services on Newbegin and Market Place, and enhancement of the town's leisure and cultural facilities. Ease of movement through the town will have improved as a result of better linkages between retail, cultural and leisure facilities, residential areas, holiday parks, and services. Together this will better meet the needs of the local community, enhance the viability and vitality of the town centre and reduce the need for residents to commute elsewhere.



Development will have complemented the unique cultural and built heritage of the town and reinforced the different character of the seafront, town centre and the Mere. New housing development will have provided a mix of housing, including more homes for first time buyers, which will have helped retain more young people in the town.

## Howden

By 2029 Howden's role as a town will have been strengthened, with a range of services and facilities and a diverse retail offer that is supported by high quality pedestrian friendly public open spaces. The character of the historic town centre will have been maintained and enhanced by new development that helps reinforce the sense of place.

New housing developments in and around Howden will have contributed to supporting a mixed community, meeting local demand, while respecting the setting of the town and its important heritage assets such as the Minster. The Minster will continue to be an important landmark in the skyline of the town, and the key views towards the Minster will have been protected. New developments will have been designed using the historic core as a source of inspiration, contributing to the high quality urban environment in the town. Important green spaces,



such as the Howden Marsh, which have an important recreational and biodiversity role will have been maintained and enhanced where possible. The challenge of flood risk and climate change will have been managed appropriately and new development focused in lower risk areas with design and layout based on flood resistance or resilience.

Howden's strategic position on the East-West Multi-Modal Transport Corridor will have been used to secure more employment opportunities for the town at the Ozone Business Park. Sustainable links, including cycling and walking, between housing, retail and employment areas will have been improved. The train station will also continue to be a particular asset for the town.

### Market Weighton

By 2029 Market Weighton will be a thriving market town and agricultural service centre that lies at the heart of the East Riding. Its distinct cultural and built heritage, and the eclectic mix of historic buildings that give its town centre such character, will have been complemented by sensitive new development that contributes to the continued vibrancy of the town.

Employment opportunities in the town will have increased through the expansion of industry and business in the Becklands Park area. New developments will have also improved and diversified the town centre to help meet the needs of the growing population. Visitor facilities, activities and accommodation will have been further developed helping to make Market Weighton a local centre for tourism, capitalising on its links to the Wolds. There will be alternatives to commuting away from the town as a result of the enhanced employment, services and facilities.



Housing development will have occurred in a way that respects and enhances the distinctive character of the town, providing new properties that meet local demands. Improvements at the Holme Road/A1079 junction will provide improved access to the town from the southwest, while access arrangements for cars, pedestrians and cyclists to other development sites will have also been carefully considered. Investment in infrastructure, including surface water drainage, will have taken place as required to meet the needs of the growing town.

The much valued Yorkshire Wolds Important Landscape Area that surrounds the eastern and north eastern side of Market Weighton will have been protected, and enhanced where possible, and the town will continue to be separate from the village of Goodmanham. Well used community green spaces will have been preserved and added to, providing recreational facilities for local people and visitors alike.



### Pocklington

By 2029 Pocklington will have continued to be a thriving market town. New development will have respected its cultural and built heritage and the nearby Yorkshire Wolds Important Landscape Area.

There will be alternatives to commuting away from Pocklington as a result of increased employment, retail and leisure facilities within and around the town. Employment opportunities will have increased through the redevelopment and expansion of the industrial estate and with the growth of small-scale start-up businesses. The



Pocklington  
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town's vibrant centre, with a range of shops and services, will continue to meet many of the needs of local residents and the surrounding rural areas. Other facilities and attractions, including the Arts Centre, Burnby Hall and the various sports and recreational facilities, will also continue to serve residents and attract visitors to the town, which will be complemented by appropriate recreational opportunities along Pocklington Canal and Canal Head. These will have supported Pocklington's role as a centre for tourism and a gateway to the Wolds.

Access to the A1079 and the industrial estates will have been greatly improved, and further measures to develop more sustainable forms of travel introduced. Development will have been carefully planned and managed to reduce the risk of flooding from Pocklington Beck. It will also have occurred in a way that respects and enhances the character of the market town, respecting important heritage assets, such as All Saints Church, and contributing to the sense of place. The town will remain separate from the village of Barmby Moor, preserving the identity of each settlement.

### Withernsea

By 2029 Withernsea will have strengthened its role as a family seaside town and visitor destination. It will be a more vibrant, bustling town with an increased range of local facilities that meet the needs of residents and visitors alike. The town will continue to be protected from coastal erosion in order to allow it to flourish. Transport improvements will have improved accessibility within the town, particularly for pedestrians and cyclists.

The condition of the town's housing stock will have been improved and the development of new housing will help meet a wide variety of demands. Queen Street and the town centre, together with the seafront area, will have been integrated and the quality of the public realm enhanced through targeted investment from both the public and private sector. The retail offer in the town centre will be broader with increased variety, which will help to meet local community needs and strengthen the town's role as a service centre to the surrounding villages. Together this will have increased the desirability of Withernsea as a place to live and visit.

Tourism will continue to be an important industry for the town, and the development of a more diverse range of accommodation and tourist facilities will have complemented the offer of the existing holiday parks. The Meridian Centre will have been developed as a high quality cultural and community facility and act as a focal point for both community and visitor activities. The provision of space for small businesses, and the redevelopment of the commercial fishing compound and slipway, will have helped support the wider economy of the town. Employment opportunities will have been increased through the successful implementation of renaissance projects, which will have stimulated demand for new employment land.



Withernsea seafront  
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## Objectives for the Strategy Document

- 3.9** The 21 objectives below set out what is needed to achieve the East Riding *Local Plan* vision and the aspirations included in the individual place statements. They provide the guiding principles for managing development over the plan period, which will be realised by applying the policies of the *Strategy Document* and subsequent *Local Plan* documents.

Spatial Strategy		Key delivery policies
1	Contribute to reducing emissions which cause climate change and ensure that the local impact of climate change, including rising sea levels, increased rates of coastal erosion and more frequent flooding events, are minimised, managed and adapted to.	S1, S2, S8, EC5, ENVI, ENV5, ENV6, A1-6
2	Promote sustainable development to improve opportunities for all, with a particular focus on meeting the needs of disadvantaged communities and supporting regeneration of the East Riding and the City of Hull.	S1, S2, S3, S4, S5, S6, H2, H3, EC1, A1-6
3	Enable residents to achieve a high quality of life, with good access to high quality jobs, homes and key services, including community and health services, affordable housing, shopping, education, recreation and cultural facilities, and protect and enhance the East Riding's valued environmental assets.	S1, S2, S3, S4, S5, S6, S7, S8, H2, EC1, EC3, EC4, A1-6
4	Maintain the character of smaller settlements and rural areas, whilst ensuring new development that supports their continued vitality, responds to local housing needs, realises opportunities for appropriate rural economic diversification and retains or enhances valued community facilities.	S1, S2, S3, S4, S5, H1, H2, H4, EC1, EC3, ENVI, ENV3, C2, A1-6,
5	Ensure new development is located to maximise accessibility to services and facilities, encourage the use of sustainable modes of transport, including rail and water, and facilitate opportunities for walking and cycling.	S1, S2, S3, S4, S8, EC4, A1-6



<b>A Healthy and Balanced Housing Market</b>		<b>Key delivery policies</b>
6	Ensure a deliverable and flexible supply of housing land is available, which is managed to meet local housing requirements and overall regeneration and transformation aspirations.	S1, S5, A1-6
7	Provide a mix of housing by type, size and location, taking into account housing needs including the specific needs of older people, first time buyers and the Gypsy and Traveller community.	S1, S3, S4, S5, H1, H2, H3, A1-6
8	Significantly increase the provision of affordable housing throughout the East Riding.	S1, S4, H2
9	Encourage the efficient use of land by developing at densities which reflect local circumstances, maximising the use of the East Riding's limited supply of previously developed land and allocating sustainably located greenfield sites.	S1, S2, S3, S5, H4, A1-6
10	Improve the quality of the existing housing stock to meet changing needs and reduce its environmental impact.	S1, S5, ENVI

<b>A Prosperous Economy</b>		<b>Key delivery policies</b>
11	Grow, strengthen, modernise and diversify the local economy, including the East Riding's Town and District Centres, and support both existing and emerging economic sectors and clusters.	S1, S2, S6, S7, EC1, EC2, EC3, EC5, A1-6
12	Provide employment land in locations which are accessible to the potential workforce, and where best use can be made of national and regional road, rail and port related transport and infrastructure, focusing on the East-West Multi-Modal Transport Corridor, in order to attract new inward investment and enable existing businesses to expand.	S1, S2, S3, S6, S8, EC1, EC4, A1-6
13	Encourage a thriving and sustainable tourism and visitor economy, enhancing the tourism accommodation offer and making use of town centres, seaside resorts, coastal areas and the countryside, including the area's natural features and the rich heritage of the landscape, nature conservation sites and built environment.	S1, S3, S4, S7, EC2, EC3, ENVI, ENV2, ENV3, ENV4, A1-6
14	Support a wide portfolio of energy infrastructure and businesses, and maximise the potential of renewable and low carbon energy generation whilst minimising adverse impacts, including any cumulative landscape and visual effects.	S1, S2, S6, EC1, EC5, A1, A3
15	Protect the East Riding's mineral resources from sterilisation, by striking a balance between the importance of mineral deposits and any non-mineral surface development.	S1, EC6

### 3 VISION, PLACE STATEMENTS, OBJECTIVES & KEY DIAGRAM

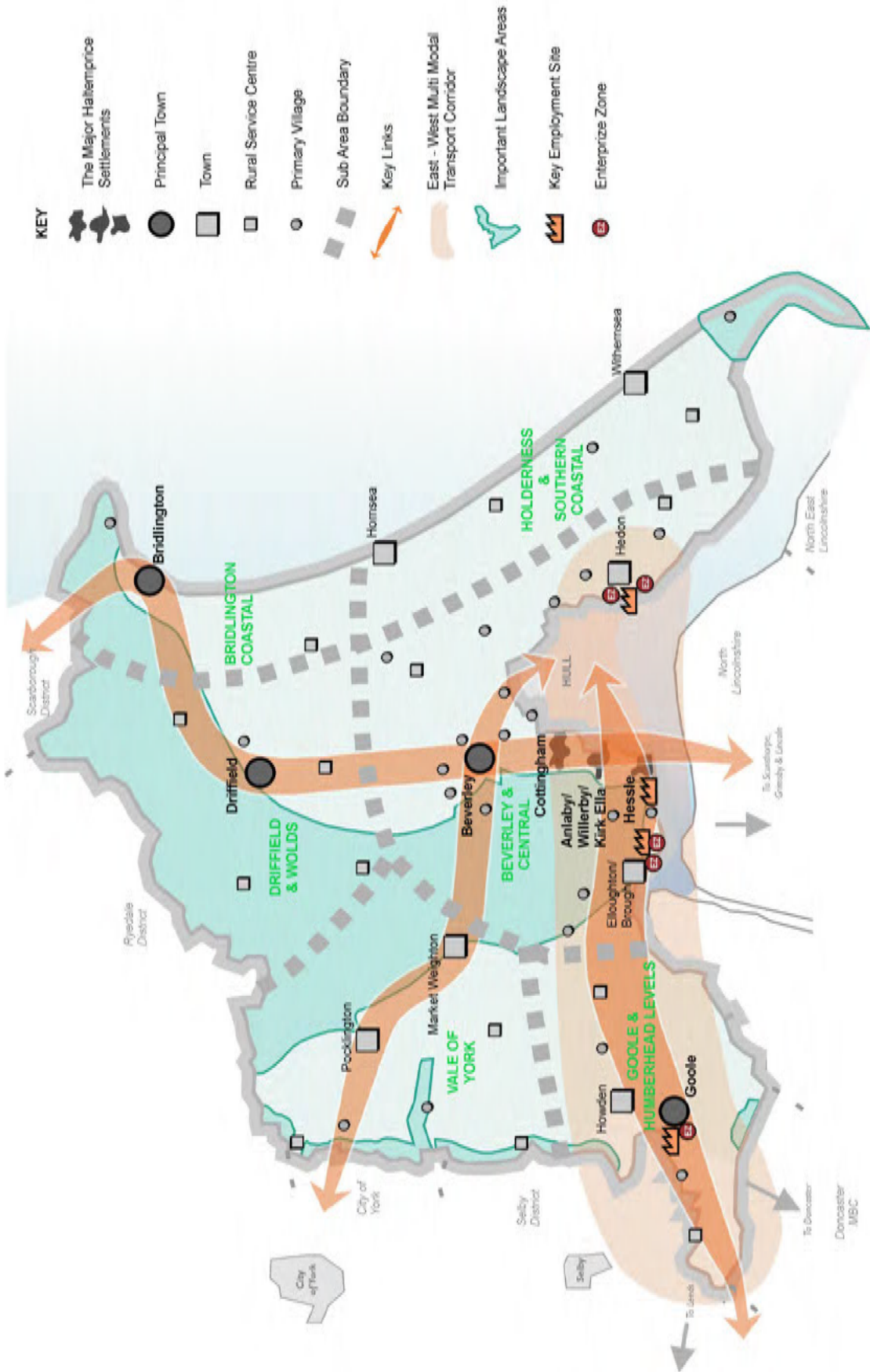
A High Quality Environment		Key delivery policies
16	Achieve high quality design which minimises environmental impacts, by supporting the use of decentralised energy and energy efficiency, prioritising the re-use and adaptation of existing buildings, and incorporating biodiversity enhancement.	S1, S2, S4, H4, EC1, EC2, ENVI, ENV4
17	Recognise, protect and enhance the international, national and local importance of the East Riding's natural environment and biodiversity, including nature designations of all levels, Priority Habitats and Species, high quality landscapes, such as the Yorkshire Wolds, networks of green infrastructure and supporting opportunities for appropriate recreation.	S1, S2, ENVI, ENV2, ENV4, ENV5, AI-6
18	Value the special character of the East Riding's settlements by ensuring that development reinforces their distinct identity, avoids coalescence and protects their landscape settings and natural assets.	S1, S3, S4, H4, ENVI, ENV2, ENV3, AI-6
19	Recognise, protect and enhance the international, national and local importance of heritage assets, maximising their potential in contributing to the economic well-being of the area and to the quality of life of its communities.	S1, ENVI, ENV2, ENV3, AI-6

A Strong and Healthy Community		Key delivery policies
20	Support the vitality of settlements by seeking to protect and/or enhance community facilities and services, including education, health care, recreation, cultural and sports facilities.	S1, S3, S4, ENV5, C1, C2, C3, AI-6
21	Ensure that new development is appropriately serviced by new or existing infrastructure, community services and facilities, and open space.	S1, S2, S8, EC4, ENV5, C1, C2, C3, AI-6

#### Key Diagram

**3.10** Figure 3 (overleaf) illustrates the strategic priorities and strategy as set out in the *Strategy Document*. It provides a broad illustration of what the *Strategy Document* is seeking to achieve and identifies key areas of housing and employment growth, as well as areas of environmental significance.

Figure 3 - Key Diagram









# 4. Promoting Sustainable Development

- 4.1** Chapters 4 and 5 make up the Spatial Strategy element of the *Local Plan*. A Spatial Strategy is necessary to manage development in a way that responds to the wide ranging and complex needs and challenges summarised in Chapter 2. It also provides the strategic approach to delivering the visions and objectives of the Plan, which are set out in Chapter 3.
- 4.2** The Spatial Strategy draws together the need to support sustainable development, with a particular focus on how development can be managed to address the challenges presented by climate change. It also sets out the Settlement Network which provides the overall framework for directing development in a sustainable way across the East Riding. A specific policy on development in rural areas recognises the importance of balancing development with the preservation of the character and appearance of the countryside.

### Promoting sustainable development

#### **Policy S1: Presumption in favour of sustainable development**

##### **Development proposals**

- A. When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the *National Planning Policy Framework*. It will work proactively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the East Riding of Yorkshire.
- B. The *Local Plan* should be read as a whole. Planning applications that accord with the policies in the *Local Plan* will be approved without delay, unless material considerations indicate otherwise - taking into account whether:
1. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the *National Planning Policy Framework* taken as a whole; or
  2. Specific policies in that Framework indicate that development should be restricted.

##### **Neighbourhood planning**

- C. The Council will actively support the development of *Neighbourhood Development Plans* within the East Riding where they:
1. Are in general conformity with the strategic policies of the *Local Plan*;
  2. Do not result in adverse impacts on neighbouring areas; and
  3. Are deliverable and do not adversely reduce the viability of development within the Neighbourhood Area.
- D. *Neighbourhood Development Plans* proposing additional growth to that indicated in the *Local Plan* will be supported where infrastructure and service provision is able to accommodate the growth planned or can be delivered as part of the proposals.

- 4.3** Planning plays a major role in enabling sustainable development, which is the central pillar of the *National Planning Policy Framework (NPPF)*. This is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Policy S1 outlines that the Council will take a positive approach that reflects the presumption in favour of sustainable development, as set out in the *NPPF*. The *Local Plan*, when read as a whole, includes policies that provide an interpretation of what sustainable development means for the East Riding. This includes policies that indicate where development would be restricted, for example relating to protected sites, designated heritage assets and locations at risk of flooding or coastal erosion. Where there are no policies in the *Local Plan* relevant to an application, or relevant policies are out of date at the time of making the decision, then the Council will grant permission unless material considerations indicate otherwise.
- 4.4** As well as working proactively with applicants to find solutions, the Council will also engage positively with statutory consultees and infrastructure providers to identify ways to support the delivery of sustainable development. To support this process, applications should be accompanied by appropriate supporting information to enable a positive and timely determination. This will be greatly assisted where applicants actively engage in pre-application discussions with the local community and other consultees.
- 4.5** The Council is, and will continue, supporting the preparation of *Neighbourhood Development Plans* by Town and Parish Councils. These plans are useful tools in reflecting the specific needs and challenges of individual communities within the East Riding. In line with the *NPPF*, *Neighbourhood Development Plans* must be in general conformity with the strategic policies of the *Local Plan* and plan positively to support them. For clarity, the strategic policies of the *Local Plan* are all of the policies contained within the *Strategy Document*.
- 4.6** The *NPPF* requires that the plan-making process takes account of the viability of development and that Plans should be deliverable. Therefore, the policies and obligations contained within a *Neighbourhood Development Plan* should not place an undue burden on the viability of new development. This would need to be considered alongside the requirements set out in the *Strategy Document*, such as the provision of affordable housing and open space.
- 4.7** In some instances, local communities may wish to prepare *Neighbourhood Development Plans* that support additional growth to that planned for in the *Local Plan*. For example, additional residential development may facilitate the delivery of road improvements not currently prioritised in the *Local Transport Plan*. The Council will support these proposals through *Neighbourhood Development Plans* where the existing or planned infrastructure is able to accommodate the level of development proposed.
- 4.8** *Neighbourhood Development Plans* proposing to elevate a settlement within the Settlement Network (e.g. from a Primary Village to a Rural Service Centre), which is defined in Policy S3, will generally be supported. Each *Neighbourhood Development Plan* will be treated on a case-by-case basis. The availability of services and facilities will need to be considered and, if necessary, enhanced to complement the proposed additional development. *Neighbourhood Development Plans* for Villages, as defined in Appendix B, which propose to allocate small sites for development or amend development limits to accommodate more development will generally be supported. Those Town and Parish Councils looking to allocate sites for development should consider the application of the Council's *Site Assessment Methodology* in the first instance.



## Addressing climate change

### Policy S2: Addressing climate change

The *Local Plan* and development decisions will support a reduction in greenhouse gas emissions and adaptation to the expected impacts of climate change. Table I sets out how this will be achieved.

- 4.9** There is substantial scientific evidence that the climate is changing, and that this is being driven by increased greenhouse gas emission through human activity. Some of the consequences of a changing climate for the East Riding have been identified in Chapter 2 and in the *Yorkshire and Humber Climate Change Adaptation Study (2009)*. These include:
- Potential average daily temperature to rise by 1.9 degrees Celsius by 2050;
  - Winter rainfall to increase by 16% by 2050; and
  - Overall annual rainfall will decrease by approximately 4-5% by 2050.
- 4.10** The response at the national level is primarily governed by the *Climate Change Act (2008)* which commits the UK Government to reduce carbon dioxide emissions by at least 80% by 2050, compared to 1990 levels. These binding emissions targets mean the UK must have a clear road map to a low carbon economy and in 2009 the Department for Energy and Climate Change released the UK Low Carbon Transition Plan, a *National Strategy for Climate and Energy*.
- 4.11** The *National Strategy for Climate and Energy* identifies a number of ways in which individuals, businesses, local authorities and energy providers can contribute to reducing greenhouse gas emissions and move to more low carbon technologies. It identifies a key role for the planning system, reflected in the *NPPF*, which requires local planning authorities to:
- Adopt proactive strategies to mitigate and adapt to climate change;
  - Plan for new development in locations and ways which reduce greenhouse gas emissions;
  - Actively support energy efficiency improvements;
  - Have a positive strategy to promote energy from renewable and low carbon sources; and
  - Plan to avoid locating development in areas vulnerable to the impacts arising from climate change.
- 4.12** Policy S2 responds to these requirements and sets the framework for ensuring that the *Local Plan* and individual development decisions in the East Riding consider the contribution that new development may have on the climate. It also outlines how new development will need to adapt to the impacts of climate change. The approach reflects the Planning and Climate Change Coalition's *Planning for climate change - guidance for local authorities (2012)* and complements East Riding of Yorkshire Council's *Draft Climate Change Strategy (2010)*, which commits the Council to a 34% reduction in carbon emissions by 2020. Table I is provided as a guide for applicants who will need to satisfy the policies listed where appropriate to the proposal.



**Table I - How Policy S2 is delivered in the Strategy Document**

How Policy S2 will be delivered		Relevant Policies
1	Direct most new development to areas where there are services, facilities, homes and jobs, which reduces the need to travel and where it can be served by sustainable modes of transport	S3, S4, S5, S6, S7, S8 & A1-A6
2	Promote the most efficient use of land, mineral, energy and water resources	S5, H4, EC1, EC5, EC6 & ENVI
3	Support the re-use of the area's building stock and previously developed land	S3, S4, S5, H4, EC1 & EC2
4	Build at higher densities where appropriate and supporting opportunities for mixed use development	H4, ENVI & C2
5	Promote sustainable modes of transport and well-connected places	S8, EC4 & A1-A6
6	Promote the creation of economic clusters for the renewable and low carbon energy sector	S6, EC1, EC5 & A1
7	Encourage high standards of sustainable design and construction which involve the prudent and efficient use of natural resources and built-in resilience to the impacts of climate change	ENVI
8	Promote renewable and decentralised energy generation in appropriate locations	ENVI & EC5
9	Promote proposals that protect, enhance and link habitat networks to allow biodiversity to adapt to climate change	ENV4 & ENV5
10	Conserve, enhance and link green infrastructure networks to provide flood management, shading for urban areas and natural air conditioning	ENVI, ENV5, ENV6 & C3
11	Promote development away from areas of high flood risk, as far as possible	S3, S4, S5, ENV6 & A1-A6
12	Support sustainable flood management proposals	ENV6
13	Support the implementation of the most recent Shoreline Management Plan	ENV6
14	Manage development in coastal areas and facilitate the re-location/roll back of development from areas between Barmston and Spurn Point	ENV6

## Focusing development

### Policy S3: Focusing development

- A. New development will be supported where it is focused within the following locations:
1. The defined Settlement Network which consists of land within the development limits of:
    - i. The Major Haltemprice Settlements – those settlements in the East Riding immediately to the west of the City of Hull – Anlaby, Cottingham, Hessle, Kirk Ella and Willerby;
    - ii. Principal Towns – Beverley<sup>(3)</sup>, Bridlington, Driffield and Goole<sup>(4)</sup>;
    - iii. Towns – Elloughton-cum-Brough<sup>(5)</sup>, Hedon<sup>(6)</sup>, Hornsea, Howden, Market Weighton, Pocklington and Withernsea;
    - iv. Rural Service Centres – Aldbrough, Beeford, Bubwith, Gilberdyke/Newport, Holme on Spalding Moor, Hutton Cranswick, Keyingham, Kilham, Leven, Middleton on the Wolds, Patrington, Snaith, Stamford Bridge and Wetwang; and
    - v. Primary Villages – Bilton, Brandesburton, Cherry Burton, Dunswell, Easington, Easttrington, Flamborough, Leconfield, Melbourne, Nafferton, North Cave, North Ferriby, Preston, Rawcliffe, Roos, Skirlaugh, South Cave, Swanland, Thorngumbald, Tickton, Walkington, Wawne, Wilberfoss and Woodmansey.
  2. Key Employment Sites along the East-West Multi-Modal Transport Corridor – Hedon Haven, Humber Bridgehead (Hessle), Melton and Capitol Park (Goole).
- B. The Major Haltemprice Settlements, Principal Towns and Towns will be the main focus of growth in the East Riding with the Key Employment Sites providing a main focus for employment development. The Rural Service Centres and Primary Villages will provide for more limited development in rural areas complemented by existing employment sites. New development will be encouraged where it involves the re-use of suitable previously developed land.

### The Major Haltemprice Settlements

- C. The Major Haltemprice Settlements will be a focus for development, commensurate with their location close to the City of Hull, whilst recognising the need to support the regeneration interventions and development proposals within the city.

3 For the purposes of the *Local Plan*, the term 'Beverley' relates to those parts of Beverley, Molescroft and Woodmansey parishes within Beverley's development limit.

4 For the purposes of the *Local Plan*, the term 'Goole' relates to those parts of Goole and Airmyn parish within Goole's development limit.

5 For the purposes of the *Local Plan*, the term 'Elloughton cum Brough' relates to those parts of Elloughton cum Brough, Welton and Brantingham parishes within Elloughton cum Brough's development limit.

6 For the purposes of the *Local Plan*, the term 'Hedon' relates to those parts of Hedon and Preston parishes within Hedon's development limit.

**Principal Towns**

- D. Principal Towns will be centres of economic development and housing growth and cater for the service needs of significant parts of the East Riding. They will be a key focus for services and facilities, including shopping, leisure, transport, education, health, entertainment, tourism, recreation and cultural activities.

**Towns**

- E. Towns will provide the local focus for housing, economic development, shopping, leisure, transport, education, health, entertainment, tourism, recreation and cultural activities for the town and its rural hinterland. These towns will support and complement the Principal Towns, the Major Haltemprice Settlements and the City of Hull.

**Rural Service Centres and Primary Villages**

- F. In order to sustain the overall vitality of rural areas, development to meet local community needs and sustainable economic growth will be supported in Rural Service Centres and Primary Villages, complementing the roles of Towns in meeting some of the basic needs outside of the Major Haltemprice Settlements and Principal Towns.
- G. To ensure the delivery of the overall spatial approach, the following forms of development will be supported in Rural Service Centres and Primary Villages:
1. Residential development, including affordable housing, commensurate with the scale, role and character of the village.
  2. New and/or enhanced local services and facilities.
  3. Economic development appropriate to the scale of the village.

**Key Employment Sites**

- H. Key Employment Sites will act as a main focus for employment development making use of their strategic location on the East-West Multi-Modal Transport Corridor. They will support the growth of the key employment sectors and clusters by providing significant opportunities for inward investment and expanding local businesses.

**Development Limits**

- I. Development limits for the settlements and Key Employment Sites listed above are set out on the Policies Map.

- 4.13** To support Policies S1 and S2, most new development will be directed to areas where there are services, facilities, homes and jobs, and where it can be served by the most sustainable modes of transport. A 'Settlement Network' is set out in Policy S3 and provides a framework that will allow this to happen. The East Riding's Settlement Network is shown in Figure 4.

Figure 4 - The East Riding Settlement Network



**4.14** The purpose of identifying a Settlement Network is to ensure that the right level of development takes place in the right places. In general, this means focusing most new development into the East Riding's larger settlements. However the Network also responds to the rural nature of the East Riding recognising that each settlement performs a different role and function. A great deal of consideration has been given to ensuring there is a good geographic spread of service centres of varying sizes across the East Riding. This recognises the challenges of accessing and providing services in a large rural authority area. The Network provides a clear approach for communities, setting out where development will take place over the plan period. This will be used by the Council to support effective and efficient service delivery across the whole of the East Riding. It also gives a degree of certainty to other providers of services and facilities to plan more effectively, concentrating provision in areas where there is likely to be sufficient demand capable of supporting a particular service.

**4.15** Policy S3 should be considered alongside other policies in the *Spatial Strategy* that set out the scale and distribution of new housing (Policy S5), employment (Policy S6) and retail (Policy S7) development, as well as major transport initiatives (Policy S8). The re-use of previously developed land remains important in the East Riding, provided it is not of high environmental value and is not subject to significant risks from flooding or a previous use that cannot be remediated. However, the use of greenfield land will be necessary to accommodate the development envisaged over the plan period.

**The Major Haltemprice Settlements**

- 4.16 The Major Haltemprice Settlements comprise the villages of Anlaby<sup>(7)</sup>, Willerby, Kirk Ella, Cottingham and Hessle. Together with the City of Hull, they form a city of regional importance and provide a highly sustainable location for new development. They benefit from excellent public transport links and are close to regionally important services and facilities. Hull is also a significant business location and will continue to provide employment opportunities for residents in this part of the East Riding. As such, the Major Haltemprice Settlements will be a key focus for development over the plan period.
- 4.17 Significant investment and large-scale area renewal is underway to help revitalise the housing market within the City of Hull and complement other regeneration initiatives, including the revitalisation of the city centre. This is a long-term objective that is supported by East Riding of Yorkshire Council. The scale and type of residential development in the Major Haltemprice Settlements must take into account housing market interventions within the City of Hull’s administrative boundary.
- 4.18 As the Major Haltemprice Settlements form only part of a wider area, the principles guiding town centre developments are important. Proposals for town centre uses in these settlements will therefore need to recognise the role of Hull City Centre as the prime location for major office, retail and leisure uses.

**Principal Towns**

- 4.19 The Principal Towns have a wide range of services and facilities, which will be further enhanced during the plan period, and they fulfil a significant role as service, employment and transport hubs for their surrounding areas. They vary in size and function, complementing and supporting the roles of the region’s larger towns and cities.
- 4.20 There are also significant concentrations of businesses at Carnaby, Kelleythorpe and Tokenspire Industrial Estates which are close to Bridlington, Driffield and Beverley respectively. Whilst these industrial estates are detached from the main built up areas, they are important for contributing to the economic role and competitiveness of these settlements.
- 4.21 Along with the Major Haltemprice Settlements, the four Principal Towns will be the main focus of growth in the East Riding. They offer some of the best opportunities for promoting sustainable development and meeting the everyday needs of residents in one place thereby reducing the need to travel.



7 Including Anlaby Common



## Towns

**4.22** Towns provide a good range of services and facilities, although not as extensive as the Principal Towns, and provide the main focal point for development in rural areas. They comprise of a mix of coastal and market towns. With development and renaissance initiatives focused here, the vitality of rural areas will be supported, ensuring a network of centres that provide services, transport, housing and employment opportunities for a wide rural hinterland. The main industrial estates at Pocklington and Howden are outside of the main built up area of these Towns, but they are important in contributing to the economic role and competitiveness of these settlements.

## Rural Service Centres and Primary Villages

**4.23** As a predominantly rural area, it is important that the *Strategy Document* identifies a well-distributed network of service centres. This will allow resources to be directed to locations which are accessible to a high proportion of people. Such an approach is paramount in an authority where fuel and service delivery costs can be high.

**4.24** The *Strategy Document* identifies 14 Rural Service Centres. These complement the roles of the Towns by acting as small service hubs for small rural catchments. They are located so as to provide a relatively even geographic spread throughout the East Riding. Housing will be promoted to reflect this role, help meet local needs, and support the provision of a reasonable standard of services. This will also help to ensure that housing in rural areas is located in villages with a reasonable level of everyday services. Such a focused approach recognises the difficulty of providing services scattered across rural areas, and is therefore an approach which provides an efficient, yet well-distributed, network.

**4.25** In addition, 24 Primary Villages have been identified because they exhibit similar characteristics to the Rural Service Centres, or have close links to larger centres. These offer the opportunity to support some limited new development in locations with access to jobs, services and facilities. Whilst they have not necessarily been identified to support a wide network of service centres, further development within them will help to maintain their vitality and cater for local demand.



**4.26** The more rural parts of the East Riding are also characterised by a number of relatively large industrial estates, such as at Holme on Spalding Moor, Hutton Cranswick, Full Sutton and Catfoss. Many of these have developed on former airfields and are not within or immediately adjacent to a settlement. Despite this, they provide significant employment opportunities for local people and it is expected that the role of these industrial estates will continue throughout the plan period, complementing the focus of development towards the Rural Service Centres and Primary Villages.

## Key Employment Sites

- 4.27** Hedon Haven, Humber Bridgehead (Hessle), Melton and Capitol Park (Goole) have been identified as Key Employment Sites due to the significant opportunity they present for employment development, and because they have sufficient undeveloped land available to meet market demand over the plan period. They are all located along the East-West Multi-Modal Transport Corridor, as shown on the Key Diagram. The East Riding's *Economic Development Strategy* identifies that this corridor has proved over the long term to be the most attractive location for inward investment and indigenous growth companies. It notes that there has been a clear consolidation of manufacturing, storage and distribution activity in this area over the last 10 years. The East-West Multi-Modal Transport Corridor links the Humber Ports of Hull and Goole, as well as the smaller wharf facilities at Howdendyke, to the rest of the country via the Estuary, inland waterways, rail and highways routes. It also forms a key part of the EU defined E20 trade and transport corridor that runs from Ireland to Russia. The position of the Key Employment Sites along this corridor means that they offer significant locational advantages to business, due to the access that they provide to national and international markets, as well as potential labour.
- 4.28** Over the last plan period, significant investment has been made in these sites to improve their infrastructure and facilitate their development. This has included the first phase of a link road and rail freight link being constructed at Capitol Park, a new Grade Separated Junction and dual carriageway at Melton and access improvements at Humber Bridgehead. In addition, 80ha of land at Hedon Haven has been granted Enterprise Zone status, which means that financial incentives and a simplified planning process are available to businesses.
- 4.29** Development and investment at the Key Employment Sites has sought to ensure that the most is made of the potential that these sites have to cater for significant inward investment and indigenous business growth. This has been successful in attracting significant levels of market interest and employment development. The *Economic Development Strategy* also highlights the significance that the large plot sizes offered by the Key Employment Sites has had in attracting inward investment to the area.
- 4.30** Taking advantage of the Humber Bridge's special locational potential, it is expected that Humber Bridgehead will be developed as a high quality business park. Planning permission for this has been granted and work on the first phase has recently commenced. Melton and Capitol Park present particular opportunities for manufacturing, storage and distribution uses, and planning permission has been granted across both sites for the development of a mix of employment premises. At Melton, in particular, significant levels of development have taken place over the last four years, despite the challenging market conditions, and this success is expected to continue over the plan period. In addition, Hedon Haven offers substantial opportunities to support the growth of the Port of Hull, making the most of the growth that is expected to come forward in the low carbon and renewable energy sectors.
- 4.31** The Key Employment Sites are considered of vital importance to achieving the economic growth aspirations of the East Riding. The large plot sizes that these sites continue to offer, combined with their locational advantages and investment to date to remove constraints to their development, mean they are able play a central role in the overall economic strategy for the East Riding. They provide significant opportunities to accommodate the growth of the key employment sectors and clusters listed in Policy EC1.

## Supporting development in Villages and the Countryside

### Policy S4: Supporting development in Villages and the Countryside

- A. Outside of the settlements listed in Policy S3, development will be supported to help maintain the vibrancy of Villages (listed in Appendix B) and the Countryside where it:
1. Is of an appropriate scale to its location taking into account the need to support sustainable patterns of development;
  2. Encourages the re-use of previously developed land where appropriate; and
  3. Does not involve a significant loss of best and most versatile agricultural land.

Development in Villages and the Countryside should also accord with the specific provisions of parts B or C of this policy.

#### Villages

- B. Within the development limits of Villages, as set out on the *Policies Map*, the following forms of development will be supported where it does not detract from the character and appearance of the village:
1. New housing, usually comprising a single dwelling;
  2. Affordable housing for local people;
  3. New and/or enhanced local services and facilities; and
  4. Economic development.

#### Countryside

- C. Outside of a development limit land will be regarded as the Countryside and the following forms of development supported, where proposals respect the intrinsic character of their surroundings:
1. Conversion of buildings for economic development (including work-live units), tourism or community uses. Conversions for new housing will be supported where the preservation of the building would enhance the immediate setting and where it:
    - i. would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of a heritage asset; or
    - ii. would re-use a redundant or disused building without significant alteration or significant extension.
  2. Replacement dwellings;
  3. New dwellings of exceptional quality or of truly outstanding innovative design;
  4. Affordable housing for local people;
  5. Agricultural, forestry or other rural-based occupational dwellings subject to demonstrating an essential need. Such dwellings will be subject to an agricultural occupancy condition;
  6. Employment uses in accordance with Policy ECI;
  7. Agricultural, horticultural and forestry uses;

8. New and enhanced infrastructure;
9. Energy development and associated infrastructure;
10. Development to support existing military defence operations; and
11. Sports, equine, recreation, community facilities and tourism development.

**4.32** Much of the East Riding's character is provided by its wide open landscapes and smaller scattered settlements. This is part of what makes the East Riding an attractive place to live, work and visit. Consequently, these rural areas are often subject to significant development pressure. Whilst the scale of change in rural East Riding is unlikely to be extensive, the vibrancy of the countryside depends on getting the right balance between development and protecting the intrinsic character of the countryside.

**4.33** Outside of the places identified in Policy S3, there is a wide range of smaller villages, hamlets, farmsteads and rural enterprises. These places have their own particular needs, which the *Strategy Document* seeks to respond to and ensure their continued success. In those villages with basic services, appropriate development offers opportunities for villages to grow organically. Elsewhere, the *Strategy Document* does not seek to preserve the countryside in aspic, instead it recognises that a working, living and attractive countryside means adapting to changing needs and enhancing what is already there.

**4.34** Policy S4 lists those types of development that are most relevant to the East Riding. Proposals not listed above would have to demonstrate why they require a rural location. In all instances, proposals are expected to be of an appropriate scale for their rural location. Therefore, consideration will be given to how the proposal relates to the built and landscape character of the surrounding area and the impact that the development would have on the local road network. Proposals involving the reuse of previously developed land will also be expected to be in an appropriate location, which avoids the use of land that is of high environmental value and would not be subject to significant risks from flooding or other hazards.

### Villages

**4.35** Development in Villages will be supported where it will continue to support the vitality of the Village. Villages include those settlements which have one of the following services: a village hall (meeting rooms); a village shop selling everyday grocery items; a public house; or a primary school. A list of Villages is set out in Appendix B.

**4.36** New market housing will normally be in the form of infill, conversion or replacement buildings. In some circumstances, proposals for more than one dwelling may be appropriate, which could include the development of previously developed land, affordable homes, or the conversion of larger buildings. There may also be instances where infill development would provide the opportunity for more than one dwelling. However, it should be limited to that which would comprise development in a small gap in an otherwise built up frontage, and proposals should have due regard to the form and character of the Village. Proposals for affordable housing may involve more than one dwelling, though the scale of development must be appropriate to the Village and meet an identified need. Policy H2 sets out how proposals for affordable housing would be considered in more detail. In certain Villages where the risk of flooding is high, it may not be possible to support housing and other vulnerable uses, as proposals may not be able to pass the Sequential Test and Exception Test outlined in Policy ENV6.



- 4.37** New and enhanced local services and facilities will be supported as these can add to the vitality of the Village, offering employment opportunities and reduce the need to travel elsewhere. These should be provided for the benefit of local people and proposals which draw significant numbers of people from elsewhere will not normally be considered appropriate. Policies EC3 and CI provide additional guidance for certain types of services and facilities.

### Countryside

- 4.38** Elsewhere, outside of the development limits of the Settlement Network and Villages, a 'Countryside' approach will apply. This seeks to support a healthy, working and attractive countryside now and in the future.



- 4.39** The conversion of buildings will be supported where they help to create more vibrant rural communities, offering employment, tourism or residential opportunities. As well as the types of uses supported through the *Town and Country Planning (General Permitted Development) (England) Order 2015*, Policy S4 provides a positive framework for bringing buildings back into use. Work-live units may be appropriate and these should constitute a high proportion of workspace (more than half of the overall floorspace) and will be conditioned to ensure that the occupancy of the living space is restricted to a person directly involved with the business being operated.
- 4.40** In order to be considered suitable for conversion to residential use, an existing building must be structurally sound and capable of re-use without significant rebuilding, alteration or substantial extensions. Permitted development rights will normally be removed when conversions are approved. Where the proposal involves the use of a heritage asset, whether designated or not, it will also need to be assessed against Policy ENV3.
- 4.41** Replacement dwellings will be permitted in the Countryside where their design and character reflects the surrounding area and results in an increase of the usable floor area of the original building normally by no more than 50% (i.e. the original dwelling as built or as at 1st July 1948, as defined in the *General Permitted Development Order*). In certain circumstances, a new dwelling of exceptional quality or of truly outstanding innovative design may be supported in line with national planning policy.
- 4.42** Proposals for affordable housing may take place in the Countryside and will be considered against Policy H2. This sets out that sites for affordable housing will normally be well related to development limits.
- 4.43** Permanent dwellings for agricultural and forestry workers, or for other people involved in rural based enterprises, will be supported where it is justified and commensurate with the size of the holding. This will include demonstrating:

- A clear functional need for the dwelling, relating to a full time worker(s) employed on the unit;
- The existing rural activity has been established for at least three years, has been profitable for at least one and is currently financially sound; and
- That the need for the dwelling cannot be provided by an existing dwelling which is suitable and available for occupation by the worker(s) concerned.

**4.44**

Properties for agricultural and forestry workers will be conditioned to ensure that the dwelling remains available in perpetuity for use by people employed full-time in agriculture/forestry, or other relevant enterprise for which a dwelling in the particular location is considered essential. Existing agricultural/forestry occupancy conditions will only be removed where it can be demonstrated that the property is no longer required for the purposes of accommodating an agricultural/forestry worker. To demonstrate this, applicants would be expected to market the property for at least 12 months using specialist agricultural land and property agents and media. Advertisement of the property must refer to the existence of the agricultural occupancy condition and the property priced accordingly.



**4.45**

If a new dwelling is required to support a rural activity, whether on an existing unit or a newly established one, it should normally, for the first three years, be provided by a temporary structure that can be easily dismantled. An application should be supported where it can be demonstrated that:

- There is a clear intention and ability to develop the enterprise concerned;
- There will be a clear functional need for a full time worker to be employed on the unit;
- The proposed activity has been planned on a sound financial basis; and
- The need for the dwelling cannot be met by an existing dwelling which is suitable and available for occupation by the worker(s) concerned.

**4.46**

Applications for extensions to temporary permissions will not normally be supported, nor will applications for a temporary dwelling in a location where permission for a permanent dwelling would not be permitted.

**4.47**

Evidence presented for the functional need test should clearly demonstrate that having one or more workers available at most times of the day and night is essential for the proper functioning of the unit. For example, where workers are needed to meet welfare needs of vulnerable livestock, or are needed to quickly deal with other emergencies that would otherwise lead to a serious loss of crops or products. Security issues can contribute to the functional need, but this factor cannot be used to justify a dwelling on its own.

**4.48**

Proposals for economic development that support the rural economy will be assessed alongside Policies EC1, EC2 and EC3. Forestry related proposals will generally be supported, particularly where this helps to achieve the aims of the latest national forestry strategy.

**4.49** The agricultural and horticultural sectors play a significant role in shaping the landscape and character of the East Riding, as well as underpinning a strong local food industry from manufacturing to catering. Economic development which relates to agriculture will be supported where it would enable the agricultural industry to:

- Become more competitive, sustainable and environmentally friendly;
- Adapt to new and changing markets;
- Comply with changing legislation and associated guidance;
- Diversify into new agricultural opportunities (e.g. renewable energy crops); or
- Broaden its operations to 'add value' to their primary produce.

**4.50** Some types of infrastructure may be required in the Countryside to support the achievement of the Plan's objectives. Examples include water management schemes, energy development and infrastructure (in accordance with Policy EC5), transport schemes (in accordance with Policy S8) and telecommunications infrastructure. These will be supported where they require a Countryside location for operational reasons.

**4.51** There are a number of important military sites in use in the East Riding which are located in the Countryside for operational reasons, for example, the Defence School of Transport at Leconfield and the Defence Training Estate land on the former RAF Driffield airfield. The Council recognises the valuable contribution that these operations make to the local economy. Proposals to modernise facilities and operations will be supported where they use existing buildings or previously developed land within the existing footprint of the site. Where this is not possible, new development should be designed to minimise the impact on the character of the Countryside. The Council would welcome the preparation of a masterplan in order to fully appreciate the cumulative impacts of any proposals to improve existing facilities.

**4.52** The Countryside can often provide for certain sports, equine, recreation, community and tourism facilities. Proposals for such uses will need to support the objectives of the Plan, and in particular Policy S3, by focusing uses which generate high movements of people into the main settlements. Where possible, community services and facilities should be well related to the village they serve and proposals will also be considered against Policy C2. Sports and recreation development in the Countryside should be of a generally open nature, with priority given to the re-use of existing buildings where buildings are required. Due regard will also be had to the impact of lighting which can often be detrimental to the visual amenity of the Countryside and proposals will be considered against Policy ENV6. In terms of tourism developments, further guidance is provided in Policy EC2.



**4.53** For clarity, development limits are not intended to exclude the prospect of extensions to residential dwellings where these are of an appropriate size and respectful to the character of the area.





## 5. Managing the Scale and Distribution of New Development



- 5.1** This chapter considers both the overall scale and broad distribution of development required over the plan period in the context of the Settlement Network. It establishes an overall housing requirement for the East Riding and sets out how this will be distributed. It also outlines the amount of employment land which will be planned for with a specific reference to the opportunities afforded around Hedon Haven. A strategic policy on town centres and retail development establishes a town centre hierarchy and identifies the future retail requirements of individual settlements. Finally, the key transport priorities are set out, which seek to link in new development with planned transport investment.

## Delivering housing development

### Policy S5: Delivering housing development

- A. Provision will be made for at least 23,800 (net) additional dwellings (1,400 per annum) in the East Riding between 2012 and 2029.
- B. Through the allocation of sites in the *Allocations Document*, *Bridlington Town Centre Area Action Plan*, or a *Neighbourhood Development Plan*, and the determination of planning applications, the Council will seek to support the distribution of new homes as follows:

	Distribution of dwellings (2012/13 - 2028/29)
Major Haltemprice Settlements	3,550
Principal Towns	10,850
<i>Beverley</i>	3,300
<i>Bridlington</i>	3,300
<i>Driffield</i>	2,300
<i>Goole</i>	1,950
Towns	5,340
<i>Elloughton-cum-Brough</i>	1,000
<i>Hedon</i>	90 <sup>(8)</sup>
<i>Hornsea</i>	750
<i>Howden</i>	800
<i>Market Weighton</i>	900
<i>Pocklington</i>	1,250
<i>Withernsea</i>	550

- 8 No new allocations for residential development will be made based on current evidence regarding the level of flood risk in Hedon. This figure represents the number of dwellings that have been completed between April 2012 and November 2013 and extant planning permissions (with discount) within the Town.

	Distribution of dwellings (2012/13 - 2028/29)
Rural Service Centres and Primary Villages	3,585
Villages and the Countryside	1,100

C. In Rural Service Centres and Primary Villages, sites for housing will be allocated to support the level of growth set out in Table 2.

D. The Council will ensure a minimum 5 year supply (plus appropriate buffer) of deliverable sites across the East Riding.

E. Approximately 45% of the total housing provision will be located in the Beverley & Central and Holderness & Southern Coastal sub areas. The overall delivery of housing in Hull and the East Riding will be monitored to ensure needs are being met across the two local authority areas.

F. The Council will support the provision of an average of 335 new affordable homes per annum as part of the overall net additional homes provided each year.

G. At least 20% of new dwellings should be built across the plan period on previously developed land. The renewal and improvement of the existing housing stock will be supported as part of approaches aimed at improving the image and attractiveness of areas with low housing demand. Clearance and redevelopment should only be undertaken where retention is not viable or where it assists in the wider regeneration of an area.

**5.2** National planning policy seeks to increase the supply of housing across the country. Planning has a major role to play in this and local planning authorities need to ensure that land is available to meet the identified housing requirement. In order to understand the housing requirements of the East Riding, and the ability of the area to accommodate development, a range of evidence has been collated. This has included; a *Local Housing Study (2013)*, *Strategic Housing Market Assessment (2011)*, *Strategic Housing Land Availability Assessment (2013)*, *Infrastructure Study (2013)*, *Strategic Flood Risk Assessment (Level 1 - 2010, Level 2 - 2011)*, and *Landscape Character Assessment (2005, partial update 2013)*.

**5.3** The evidence recognises that the East Riding is generally a high demand area with strong levels of in-migration from urban centres, particularly Hull, York and Leeds. There is also a strong need and demand for housing generated from within the East Riding as a consequence of changing household size (primarily through more single person households) and the difficulty in accessing affordable properties. Equally, it is important to consider the relationship between homes and jobs. Therefore, economic forecasting and analysis has considered the scale and location of current and future employment opportunities.

- 5.4** Importantly, the scale of housing planned for in the East Riding has been considered in a wider policy context, particularly in terms of the urban transformation of Hull<sup>(9)</sup>. The vision and objectives of the *Strategy Document* recognise the importance of supporting a successful City and Policy S3 sets out a measured approach to growth around the City's boundaries. Significant increases in the supply of land around Hull would only serve to continue out-migration from the City and undermine regeneration efforts. The need for a joined-up approach that supports the regeneration of the City has been reflected through the scale and distribution of housing development, set out in the strategies of Hull and the East Riding.
- 5.5** Factors affecting the supply of land and the 'deliverability' of sites have also been considered. For example, environmental factors such as areas of high flood risk or groundwater source protection zones have influenced the potential scale of housing which could be accommodated in some areas. Consideration has also been given to infrastructure capacity such as highways or school capacity, which has, in some instances, highlighted where investment is necessary.
- 5.6** Policy S5 provides the strategic framework for ensuring that the *Strategy Document* delivers sufficient housing in the right locations. Based on a review of the evidence, it supports the annual provision of at least 1,400 net dwellings across the East Riding, or a total of 23,800 dwellings between 2012 and 2029. This increase in housing supply will support the delivery of additional affordable housing, which comprises part of the overall housing requirement and is a key challenge for the East Riding as evidenced through the *Strategic Housing Market Assessment*.
- 5.7** The level of development promoted across the Settlement Network reflects the individual needs and challenges of each settlement, taking a realistic view of what can be delivered in different locations. Given that the overall housing requirement is a minimum, it follows that the housing requirement identified for different tiers of the Settlement Network is also a minimum. The vast majority of residential development will take place in the Major Haltemprice Settlements, the Principal Towns and Towns, equating to over 80% of new houses. In particular, the Major Haltemprice Settlements and Principal Towns offer the best opportunities to provide new homes, alongside employment opportunities, services and facilities. The scale of development planned for the Major Haltemprice Settlements is commensurate with their size and role alongside the City of Hull, which, if taken together, will significantly increase the number of new homes delivered in the Hull Housing Market Area over the plan period.
- 5.8** Almost twice as many people live in the Principal Towns compared with the Major Haltemprice Settlements and they account for over 40% of the identified housing need across the East Riding as a whole. Therefore, as centres for growth they will support around 45% of new housing over the plan period. Towns provide a focus to ensure housing is delivered in rural locations where there are services, facilities and jobs.

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9 For the purposes of establishing an objective assessment of need across the housing market area, as required by paragraph 47 of the NPPF, the combined needs for the local authority districts of Hull and East Riding of Yorkshire have been considered.

## 5.9

Whilst Hedon fulfils the role of a Town, there are significant challenges associated with flood risk and managing surface water. The issues mainly relate to tide locking of Burstwick Drain and associated locking of sewer outfalls into the drain combined with the low and flat topography of the area. Most of the town also sits within an area of high flood risk from the Humber and high hazard in the event of a defence breach. Current evidence suggests that in order to manage surface water from new development, and not exacerbate flood risks elsewhere, significant engineering solutions would be required. It is currently uncertain whether these solutions are deliverable alongside new development or via other funding streams. Therefore, no specific allocations are proposed for the town. In certain circumstances, 'windfall' housing may be acceptable where it can be delivered safely in accordance with Policy ENV6 and where drainage matters are adequately addressed. The Council has commissioned some detailed hydraulic modelling work to further investigate the issues of flood risk and drainage in and around Hedon. Should the work identify deliverable solutions that would enable further residential development, a partial review of the *Local Plan* will be undertaken to identify the scale and location of housing development for the Town.



## 5.10

Although the majority of development will be directed to the Major Haltemprice Settlements, the Principal Towns and Towns, the *Strategy Document* takes a pragmatic approach recognising the rural nature of much of the East Riding. Around 40% of the population lives outside of these settlements and development in villages can support their vitality and meet local housing aspirations.

## 5.11

In Rural Service Centres and Primary Villages, development will be supported to ensure the overall growth of the village reflects its role in the Settlement Network and its size. For Rural Service Centres, the policy supports their role as hubs for the rural areas and plans for growth in the order of 20% of the current number of dwellings. In Primary Villages, the policy recognises their basic sustainability credentials and promotes an approach which would increase the current number of dwellings by 10%. The scale of development supported in the Rural Service Centres and Primary Villages will ensure that development here does not compromise the focus on the Major Haltemprice Settlements, Principal Towns and Towns as the most sustainable locations for development in the East Riding. Table 2 shows how this translates as a housing requirement for each settlement over the plan period.

## 5.12

Gilberdyke/ Newport has been identified as a Rural Service Centre, and Bilton, Dunswell, Rawcliffe, Thorngumbald and Tickton all fulfil the role of a Primary Village. However, these settlements are either entirely within Flood Zone 3a (High Risk) or they are largely within Flood Zone 3a and land in lower risk areas is completely surrounded by High Risk areas. Therefore, due to the extent and nature of flood risk in these villages, specific housing allocations are not promoted. In exceptional circumstances housing may be appropriate where it can be delivered safely in accordance with Policy ENV6. For Easington, the scale of residential development is constrained by the presence of Health and Safety Executive (HSE) consultation zones, within which the HSE standing advice would advise against developments of more than three dwellings. Therefore, no specific allocations for housing are proposed, but windfall developments in line with the HSE's standing advice would be supported in principle.



Table 2 - Housing requirement in Rural Service Centres and Primary Villages

Distribution of dwellings (2012/13 - 2028/29)			
Rural Service Centres		Primary Villages	
Aldbrough	100	Bilton	2*
Beeford	90	Brandesburton	60
Bubwith	80	Cherry Burton	60
Gilberdyke/Newport	49*	Dunswell	7*
Holme on Spalding Moor	225	Easington	19*
Hutton Cranswick	170	Eastrington	40
Keyingham	215	Flamborough	110
Kilham	90	Leconfield	70
Leven	210	Melbourne	30
Middleton on the Wolds	70	Nafferton	105
Patrington	140	North Cave	60
Snaith	245	North Ferriby	160
Stamford Bridge	295	Preston	95
Wetwang	70	Rawcliffe	23*
		Roos	40
		Skirlaugh	70
		South Cave	160
		Swanland	165
		Thorngumbald	16*
		Tickton	4*
		Walkington	70
		Wawne	40
		Wilberfoss	80
		Woodmansey	50

\*These figures represent the number of extant planning permissions as at November 2013 (including a discount for non delivery) added to the number of completions in between April 2012 and November 2013. No specific allocations for residential development will be made based on current evidence regarding the level of flood /health and safety risk in these settlements.

**Table 3 - Housing requirement to 2029**

Housing requirement	
A. Total net housing requirement 2012/13 to 2028/29	23,800
Housing completions	
B. Total net housing completions 2012/13 to November 2013	956
Commitments	
C. Dwellings with planning permission as of November 2013	3,009
Residual requirement	
D. Dwellings required from other sources (A-B-C=D)	19,835

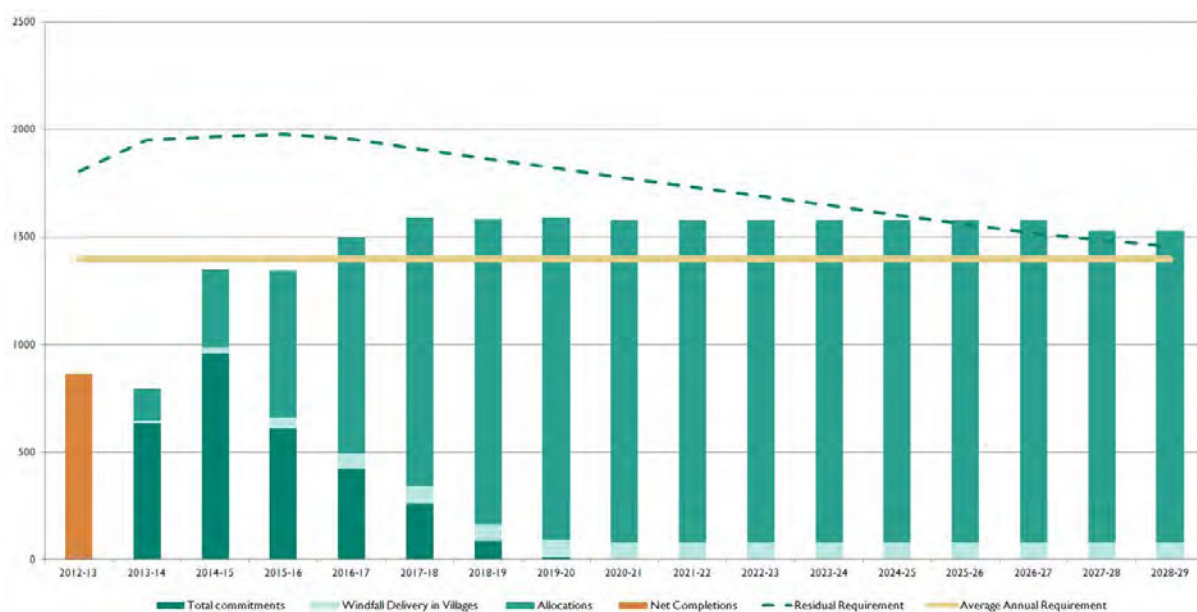
**5.13** Table 3 shows the overall housing requirement for the *Strategy Document*, together with the number of houses that had permission as at 1 November 2013. The final row of the table provides the residual requirement at this point in time which will need to be delivered through other sources. Sites for housing are allocated in the Settlement Network through the *Allocations Document* to meet the residual requirements in these settlements. To provide added flexibility, the *Allocations Document* will identify an additional level of supply of housing land in the Settlement Network over the residual requirement. No windfall allowance has been provided for in the settlements identified in the Settlement Network. Based on previous experience, and the policies contained within this Plan, suitable windfall sites will continue to come forward and be supported over the plan period. They will make an important contribution to the delivery of housing alongside sites allocated for residential development and provide additional flexibility in the supply of new housing land. The pace of delivery from allocated sites and windfall sites will be monitored and managed, where necessary, in line with the approach set out in paragraph 11.10. Windfall opportunities in the Villages and the Countryside will deliver limited housing outside of the Settlement Network and will also contribute to meeting the overall housing requirement.

**5.14** Policy S1 sets out the approach to considering *Neighbourhood Development Plans*. If a *Neighbourhood Development Plan* seeks to deliver a higher level of housing, it will be supported where the scale of residential development does not compromise the overall approach set out in the Spatial Strategy. Each *Neighbourhood Development Plan* will be considered on its own merits. However, it would be difficult to justify an approach that promotes a scale of development that would exceed the level of growth identified for all settlements in a higher category of the Settlement Network.

**5.15** The housing supply position will be monitored annually, in order to ensure that a deliverable 5 year supply of housing sites with an additional buffer of 5% (or 20%, where there has been a persistent under delivery of housing, as required in the *National Planning Policy Framework*) is maintained across the East Riding. An assessment of supply will be undertaken each year through the *Strategic Housing Land Availability Assessment* which will assess the progress and delivery of dwellings on specific sites.

- 5.16** Due to the current economic climate, the rate of housebuilding is likely to be below 1,400 dwellings per annum in the early years of the plan period, irrespective of the land available. Prior to the economic downturn, average house building rates were around 1,400 (net) houses per annum in the East Riding. Through the annual monitoring process any shortfalls will be identified and a 'residual' approach taken, meaning that the Council will take account of previous over or under supply on an annual basis and adjust the future requirement accordingly (Figure 5).

**Figure 5 - Expected housing trajectory**



- 5.17** A target has been set to support the delivery of an average of 335 (gross) affordable homes per year, which will be achieved through the planning system. This includes developer contributions and new affordable housing from other sources, such as rural exception sites and grant funding. Policy H2 sets out how affordable housing will be delivered on new housing sites.
- 5.18** Approximately 45% of new housing in the East Riding will be built within the Beverley & Central and Holderness & Southern Coastal sub areas. These sub areas reflect where the interactions between the City of Hull and those settlements in the East Riding are the strongest. This approach is continued from the *Regional Spatial Strategy*, and reflects the aim of both East Riding of Yorkshire Council and Hull City Council, to support the successful transformation and renaissance of the City of Hull, including housing market renewal and to help tackle low demand in the City. It will help to ensure that the City remains the prime focus for new housing.
- 5.19** The Council will work with Hull City Council to monitor the overall level of housing delivery in Hull and the East Riding in totality<sup>(10)</sup>, and determine whether the needs of the area are being met in accordance with the Plan. Should the process of preparing the Hull Local Plan

<sup>10</sup> Reflecting the geography at which the objectively assessed needs of the housing market area are determined, which combines the whole of the Hull and East Riding local authority boundary areas and currently results in a housing need of approximately 2,100 dwellings per annum. This is consistent with Government best practice research.

result in a significant change between the presently assessed objective housing need for the combined authorities and how this is distributed between the Hull and East Riding Local Plans, then an immediate review of the East Riding Local Plan will be undertaken.

- 5.20** A review of the Plan will take place by no later than 2020 and this will need to take account of delivery across Hull and the East Riding in this plan period and the latest evidence on housing need.
- 5.21** The *Strategic Housing Land Availability Assessment* shows that there is a limited supply of previously developed land in the East Riding, which is largely due to the rural nature of the authority. Taking into account the availability of such land for housing purposes, it is expected that at least 20% of new housing can be built on previously developed land over the plan period. Further guidance is set out in Policy H4.



## Delivering employment land

### Policy S6: Delivering employment land

- A. The future needs of the East Riding economy will be met through the allocation of at least 235 hectares of employment land on a broad range of sites. Sites will be allocated through the *Allocations Document*, *Bridlington Town Centre Area Action Plan*, or a *Neighbourhood Development Plan*, and support the delivery of approximately:
1. 55 hectares for B1 uses – predominantly in the Major Haltemprice Settlements and the Principal Towns, ensuring that, with regards to the Major Haltemprice Settlements and Beverley, such uses are complementary to developments in Hull City Centre;
  2. 65 hectares for B2 uses – spread across a range of sites around the East Riding; and
  3. 115 hectares for B8 uses – primarily at locations along the East-West Multi-Modal Transport Corridor, as the prime location for storage and distribution uses which generate large freight movements.
- B. 205 hectares of land will also be allocated at Hedon Haven through the *Allocations Document* or a *Neighbourhood Development Plan* to cater for the expansion of the Port of Hull. The provision of at least 39 hectares of enhanced habitat will be required to mitigate the impact of development on the adjacent Humber Estuary Special Protection Area and Ramsar Site. In addition, proposals must be considered in the context of the statutory protection which is afforded to the Humber Estuary Special Area of Conservation. The development will also be required to preserve or enhance those elements which contribute to the significance of the designated heritage assets in the area.

**5.22** The *Strategy Document* aims to support jobs and businesses to ensure that the East Riding can maximise opportunities for economic development where market demand is high, as well as stimulate activity in areas in need of regeneration. Policy S6 focuses particularly on the land requirement for uses on 'B class' land (also referred to as 'employment land'). The *Employment Land Review (2013)* has assessed the amount of land that is required for B class uses over the plan period to support the indigenous growth of the East Riding economy and provide for new inward investment. This is land that is classified in the *Use Class Order* as;

- B1: Business (this includes offices, and premises for research and development or light industry)
- B2: General Industry
- B8: Storage and Distribution

**5.23** The locational advantages that the Humber offers in relation to on and off shore wind energy means that the area is, and will continue to be, particularly attractive for businesses in the growing renewable and low carbon energy sectors over the plan period. The Humber LEP area has been identified by Government as a national 'Centre for Offshore Renewable Engineering' (CORE), and 536 hectares (ha) of land has been designated as part of the

'Humber Renewable Energy Super Cluster' and the 'Humber Green Port Corridor' Enterprise Zones. This includes sites within the East Riding at Hedon Haven, Salt End and Elloughton-cum-Brough.

**5.24** Some businesses in the renewable and low carbon sectors will be able to operate from sites allocated for general 'B class' uses. However, others will have specialist requirements (for example, for large amounts of land that enable them to assemble, test and store very large offshore wind turbines and their constituent components) and need to be in close proximity to the port in Hull, particularly the Green Port development that is expected to be in operation by 2015. To ensure that the potential for growth is maximised, the *Employment Land Review* identifies the need for land that caters for the expansion of the Port of Hull.

**5.25** At least 235ha of land will be allocated for employment uses to meet the general needs of the East Riding's economy. The level of future development reflects the recommendations of the East Riding *Employment Land Review* which identifies a need to plan for between 128 and 297 hectares of employment land across the East Riding. It has taken into account the role that employment land in the East Riding has in supporting growth in the City of Hull. In addition, there is a need



to plan for employment land take up that reflects the long term local past trend of economic growth in the East Riding, whilst also recognising the anticipated future structure of the economy that has been projected on the basis of national and regional trends. Although an approximate breakdown of the split between B1, B2 and B8 uses has been provided, it is acknowledged that many buildings and sites are intentionally designed to be adaptable and the use class that they fit into will depend on their occupier. Therefore, a flexible approach will be taken through the *Allocations Document* and in the determination of planning applications.

**5.26** The employment allocations will include the 'Key Employment Sites' of Capitol Park (Goole) and Melton (both of which are already significant employment destinations), and Bridgehead (Hessle) where employment development has recently commenced on the 20ha site. These sites can take advantage of the excellent assets and transport links in the East-West Multi-Modal Transport Corridor. Major local roads, such as the A1079 (Hull to York), A164 (Beverley to Humber Bridge), A614 (Goole to Bridlington) and A165 (Hull to Bridlington), also have an important role in linking businesses across the area to the national road network. Smaller sites that serve a more localised need will be allocated to complement the Key Employment Sites. The *Employment Land Review* is a key source of evidence regarding which sites will be needed to support employment growth over the plan period, and further details are set out in Policies S3 and A1-A6 and the *Allocations Document*.

**5.27** The *Employment Land Review* highlights that the health of Hull City Centre's office market is of vital importance to the overall competitiveness of both Hull and the East Riding, and that care needs to be taken to deliver distinct business environments and property that appeal to a range of occupiers. It is, therefore, essential that proposals for B1(a) (office) uses in the East Riding are complementary to existing and planned developments in Hull City Centre. The City Centre is the primary location for offices, particularly high quality,

Grade 'A' office premises. Office developments in the East Riding should generally provide a different property offer to the City Centre and cater for a separate target market (for example, lower density business parks), or support the role of the District and Town Centres as outlined in Policy S6. The *Allocations Document* will identify a number of sites for B1(a) uses in the Major Haltemprice Settlements which already benefit from planning permission. In many instances these permissions have been implemented and sites will be developed throughout the plan period.

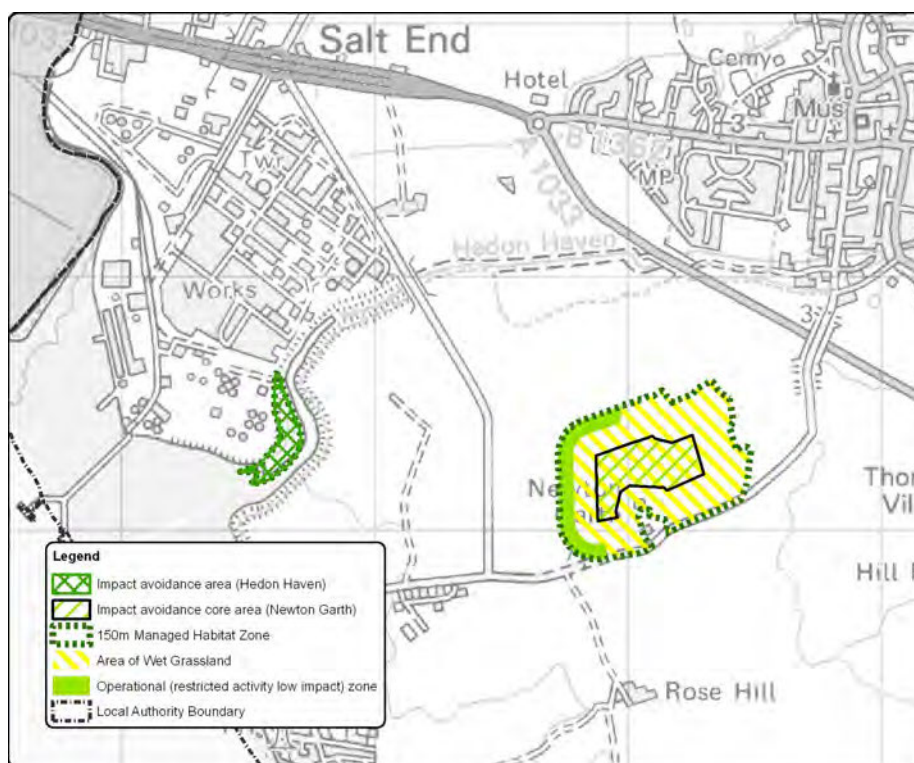
**5.28** 205 hectares of land will be allocated at Hedon Haven to cater for the expansion of the Port of Hull. This site is also identified as a 'Key Employment Site' and includes 80ha that was allocated in the *Holderness District Wide Local Plan* and now comprises part of the 'Humber Green Port Corridor' Enterprise Zone. A *Local Development Order (LDO)* was adopted in June 2013 for the Enterprise Zone site, which grants outline planning permission for development associated with port related renewable and low carbon industries. B2 and B8 developments associated with the low carbon and renewable energy sector are also anticipated on the wider allocated site.

**5.29** The *LDO* aims to support and encourage development related to the renewable energy industries. In order to ensure compliance with the *Habitats Regulations*, and to avoid impacts on the Special Protection Area and Ramsar birds, it requires the provision of 39ha of enhanced habitat. This comprises wet grassland on two sites that are located at Newton Garth and immediately adjacent to the Salt End mudflat complex, as shown in Figure 6. The *LDO's* enhanced habitat will provide the mitigation required for the wider Hedon Haven employment site and should be provided in advance of any development on the site. An Ecological Management Plan (EMP) is being prepared for the *LDO*, to provide detail on the creation and long-term management of the enhanced habitat. Development will need to be in accordance with the EMP, and amendments to the EMP may be required over the plan period.

**5.30** The *National Policy Statement for Ports (2012)* highlights the vital role that ports play in the UK economy. They provide the most effective way to move the vast majority of freight in and out of the UK, and the provision of sufficient port capacity will be an essential element in ensuring sustainable growth in the UK economy. The Statement identifies that manufacturing and assembly of large-scale equipment to service the offshore energy sector in the UK is set to see a significant increase in demand for port sites. An increase in port capacity may also be needed to provide installation, operation and maintenance facilities for this scale of development. Through the *National Policy Statement*, the Government makes it clear that judgements about when and where new port developments might be required should be made on the basis of commercial factors identified by the port industry. The operator of the Port of Hull, Associated British Ports, has identified that the continued allocation of the 80ha Enterprise Zone site, together with the allocation of additional land, will be vital to service the demand for investment and development and meet the future operational requirements of the Port of Hull.



Figure 6 - Areas of enhanced habitat as required by the LDO



**5.31** The location and extent of land required to cater for the expansion of the Port of Hull means that there are a number of key social, environmental and economic factors that must be successfully addressed before development can occur at Hedon Haven. A series of evidence based studies have been prepared to inform the allocation of land at Hedon Haven, which are complemented by the *Integrated Environment Statement (2013)* for the more detailed proposals permitted by the *LDO* on the Enterprise Zone part of the site. The *Allocations Document* sets out a number of requirements for developments in this location that respond to the findings of these studies.

**5.32** In particular, due to the proximity of Hedon Haven to the Humber Estuary, which is a Special Protection Areas (SPA), Special Area of Conservation (SAC), a Ramsar site and a Site of Special Scientific Interest (SSSI), any development must meet the requirements of the Habitats Regulations (as detailed in Policy ENV4). The *Habitats Regulation Assessment (HRA)* of this Plan requires the provision of at least 39ha of mitigation land in order to mitigate the potential impact of development upon the adjacent Humber Estuary SPA/ Ramsar site, which accords with the requirements of the *LDO*. This will include a significant amount of enhanced habitat, with an additional 4.7ha area where industrial uses must be low impact in terms of disturbance on birds in the mitigation area. Acceptable uses in this area could include storage, or components, and/or material that involve minimal levels of activity by personnel on foot. The location of these areas will be specified in the *Allocations Document* and are shown on the *Policies Map*. The *Allocations Document* and the *HRA* of both the *Strategy and Allocations Documents*, provide further guidance on the required enhanced habitat.

**5.33** In addition, development in this location has the potential to have an impact on the Strategic Road Network, in particular the A1033 and A63 which are managed by Highways England. To satisfy the requirements of Policies S8 and EC4, it will be imperative that any development is accompanied by a comprehensive transport assessment and travel plan and improvements



are undertaken within the transport network that cost effectively limit the significant impacts of the development. A *Transport Assessment (2013)* has been prepared to support the *Local Plan*, which has assessed the impact that the development of this site would have on the highways network<sup>(11)</sup>. This has identified that various improvements to the surrounding road network will be required to facilitate the development of the whole site.

**5.34** To help address the highways impact, a new direct link road between the site and the existing operational port area at Alexandra Dock is to be created, and, if possible, a rail freight link will also be provided. This will help to minimise the number of additional vehicle movements along the A1033. Policy A1 also supports the provision of a new Park and Ride on the East of Hull, the delivery of which will help limit any significant impacts of the Hedon Haven development on the road network.

**5.35** The land at Hedon Haven is located behind the existing flood defences that run along the frontage of the Humber Estuary and banks of Hedon Haven watercourse. These defences have a vital role in protecting the site from flooding. Investment will be required to ensure that they are maintained for the lifetime of development in this location, and satisfy the requirements of Policy ENV6.

**5.36** There are a number of designated heritage assets in the vicinity of Hedon Haven, including the medieval harbour and port of Hedon, which is a Scheduled Monument, two Grade I Listed Churches and Conservation Areas at Hedon and Paull. It will be important that development proposals in this area minimise any potential harm to the significance of these assets, as required by Policy ENV3. As a result, development proposals will be expected to accord with the mitigation measures set out in the *Heritage Impact Assessment*.

**5.37** The *Allocations Document* will set out further guidance and detailed requirements for development at Hedon Haven in order to respond to these factors. Overall, due to the land requirements associated with the provision of enhanced habitat, the attenuation of surface water run-off, significant landscaping belts, the creation of a park and ride and other layout requirements, it is estimated that around 150ha is likely to be available for development for port related employment use.



11 The Transport Assessment is based on the number of trips associated with the development permitted by the LDO plus the trips associated with 30% of the net developable area of the rest of site being in B2 use, and 70% being in B8 use.

## Delivering retail development

### Policy S7: Delivering retail development

- A. Future needs for retail, as set out in Table 4, and other town centre uses will be met through the allocation of sites in the *Allocations Document*, *Bridlington Town Centre Area Action Plan*, or a *Neighbourhood Development Plan*, and the determination of planning applications, which will be based on the following network and hierarchy of centres:

**Town Centres:** Beverley, Bridlington, Driffield and Goole

**District Centres:** Elloughton-cum-Brough, Cottingham, Hedon, Hessle, Hornsea, Howden, Market Weighton, Pocklington and Withernsea

- 5.38** Vibrant Town Centres provide significant economic benefits in terms of employment and visitor spend, and play a crucial role in the success of a place as a whole. National planning policy seeks to direct retail development, and other uses which generate a high number of trips, to town centres as a priority. It also requires authorities to define a town centre hierarchy and consider the future needs of each Centre, noting those which could accommodate further growth.
- 5.39** The *Town Centres and Retail Study* has assessed shopping patterns within the East Riding, which takes into account both convenience (everyday essential items, including food, drinks, newspapers/ magazines and confectionery) and comparison (items not obtained on a frequent basis, including clothing, footwear, household and recreational goods) retailing. It has been based on a household survey that shows the catchment area from which each Centre draws its trade.
- 5.40** An assessment of retail provision, shopping patterns, and detailed 'health checks' for the East Riding's larger towns has been set out in the *Town Centres and Retail Study*. In particular, it estimates the amount of retail land required in individual Centres over the plan period, as well as the floorspace capacity for convenience and comparison goods (Table 4). This has taken into account future population growth within the catchment area of each Centre, forecasts of retail expenditure, the impact of special forms of trading (e.g. internet shopping), and the potential effect of current retail commitments (e.g. Flemingate in Beverley) in determining the future need for new floorspace. For some Centres, particularly Elloughton-cum-Brough, there is a substantial amount of new retail floorspace that will be provided as part of recent proposals that have been granted planning permission. These developments will contribute towards meeting the need for new retail floorspace, and in the case of Elloughton-cum-Brough will meet the entire need for retail development over the period to 2029.
- 5.41** Whilst the figures in Table 4 are presented as a range, the capacity for each Centre will depend upon the type of retailers that occupy new retail floorspace.
- Comparison - the lower figures are likely to be more applicable in the larger Centres where new floorspace is most likely to be occupied by multiples and other larger retailers with relatively high sales densities.

- Convenience - the higher figures represent a situation in which all the capacity is taken up by smaller foodstores. This is unlikely with the the lower end of the range potentially being more appropriate.

**Table 4 - Retail requirements and recommendations**

Centre	Floorspace Capacity (gross sqm)			
	Convenience Goods		Comparison Goods	
	Lower	Upper	Lower	Upper
Beverley	-	-	4,900	9,800
Bridlington	1,900	3,800	18,400	36,700
Cottingham	-	-	300	600
Driffield	-	-	2,400	4,800
Elloughton-cum-Brough	-	-	-	-
Goole	-	-	2,800	5,600
Hedon	-	-	200	300
Hessle	-	-	-	-
Hornsea	-	-	700	1,300
Howden	-	-	100	200
Market Weighton	200	500	400	900
Pocklington	-	-	800	1,700
Withernsea	-	-	1,000	1,900

**5.42** The need for new retail development will be met through the identification of specific sites in the *Allocations Document*, *Bridlington Town Centre Area Action Plan*, or a *Neighbourhood Development Plan*. This will follow the sequential approach set out in Policy EC3, which seeks to direct new retail development to existing centres before considering edge of centre locations. Where suitable sites are not available in these locations, out of centre sites will be considered, with preference given to accessible sites that are well connected to the Centre. In Bridlington, the *Town Centre Area Action Plan* allocates sites that will meet the major share of the forecast retail capacity for the town.

**5.43** Whilst the *Town Centres and Retail Study (2013)* identifies the overall floorspace capacity for each Centre, it is based on an analysis of the available capacity at five year intervals. This identifies that the need for new retail development in a Centre will vary over the period to 2028/29, for example, in some Centres there will be limited capacity for new retail development at the start of the plan period. Therefore, in determining proposals for new retail development it will be necessary to consider whether there is sufficient floorspace capacity within a particular Centre, as set out in Table 4 and the *Town Centres and Retail Study*.

**5.44**

The hierarchy of Centres has been informed by the *Town Centres and Retail Study*, which recognises the different roles and functions of the individual Centres. This is based on the size of the Centre, including the number and range of shops and services that are available, as well as the extent of the catchment area and estimated retail turnover. It provides the framework for considering the overall scale and type of town centre and retail development that is appropriate within a specific Centre. The hierarchy comprises:

- **Town Centres** are the larger Centres in the East Riding, which have the widest range of shops and services, and draw shoppers from a relatively wide catchment. This includes the four Principal Towns that are identified in Policy S3.
- **District Centres** are smaller, but still provide a significant range of shops and services that are important to meet the needs of the local community. These Centres include all of the Towns identified in Policy S3, as well as Cottingham and Hessle.



**5.45**

In addition, there are large centres, principally the city centres of York and Hull, that are located within neighbouring local authority areas. These have extensive catchment areas that extend into significant parts of the East Riding.

**5.46**

Specific policies on managing retail development and protecting existing retail uses, both within and outside the Town and District Centres, are set out in Policies EC3 and C2. These recognise that there are a number of smaller parades of shops, or in some cases individual shops within villages, that are of a local or neighbourhood significance. This would include small concentrations of shops and services in the centre of a number of the Rural Service Centres, Primary Villages and Anlaby.



## Connecting people and places

### Policy S8: Connecting people and places

- A. New development should ensure that people and places are well connected.
- B. The overall role and function of the Strategic Transport Network, as shown in Figure 7, will be protected and/or enhanced, having regard to the investment priorities, policies, and proposals of the *Local Transport Plan* and other related strategies.
- C. Transport schemes that improve the overall capacity and coverage of the transport network will be supported. Where appropriate land will be safeguarded for these schemes in the *Allocations Document*, *Bridlington Town Centre Area Action Plan*, or a *Neighbourhood Development Plan*.
- D. The role and function of the East-West Multi-Modal Transport Corridor, which serves the transport needs of Key Employment Sites, will be protected and/or enhanced, where appropriate, to enable the efficient and integrated movement of freight by, and between, different transport modes.
- E. Roadside facilities essential to support the safety and welfare of motorists will be supported, where they are of an appropriate scale and meet an identified need.
- F. Existing and future port operations at Goole within the Operational Port Area, as shown on the *Policies Map*, will be safeguarded from development which would conflict with this use.
- G. Existing wharf and rail facilities on the Aire and Calder Canal, River Ouse, Humber Estuary, and elsewhere will be safeguarded to maintain a choice of sustainable transport modes.
- H. Existing and disused public transport, cycling and footpath networks and facilities, including Public Rights of Way, will be enhanced and/or protected, particularly within and linking to the Major Haltemprice Settlements, Principal Towns, and Towns.
- I. Proposals which facilitate integration between different modes of travel, especially walking, cycling and public transport, will be encouraged.
- J. Initiatives that improve accessibility in rural areas will be supported, through working with the *Local Transport Plan* and other strategies and programmes, including the community transport sector.

**5.47** A well developed and integrated transport system can open up a wealth of opportunities for individuals and businesses, and help address issues of disadvantage, isolation and inequality. National planning policy encourages the provision of viable transport infrastructure necessary to support new development, including large scale facilities necessary to support major generators of travel demand.

**5.48** New development in the East Riding will need to be accessible and efficiently linked into the area’s transport network. Full account has, therefore, been taken of the Council’s *Local Transport Plan*, which is built around four overarching goals to:

- Support economic growth;
- Reduce carbon emissions;
- Improve road safety; and
- Improve accessibility.

**5.49** The spatial planning implications of these goals are implemented by the *Local Plan*, for example, the goal of improving accessibility is integral in the approach taken in managing the location of new development. Equally, the *Local Transport Plan* helps deliver aspects of the *Local Plan*, for example, through focusing investment and improvements to walking, cycling, and public transport facilities on the larger settlements.



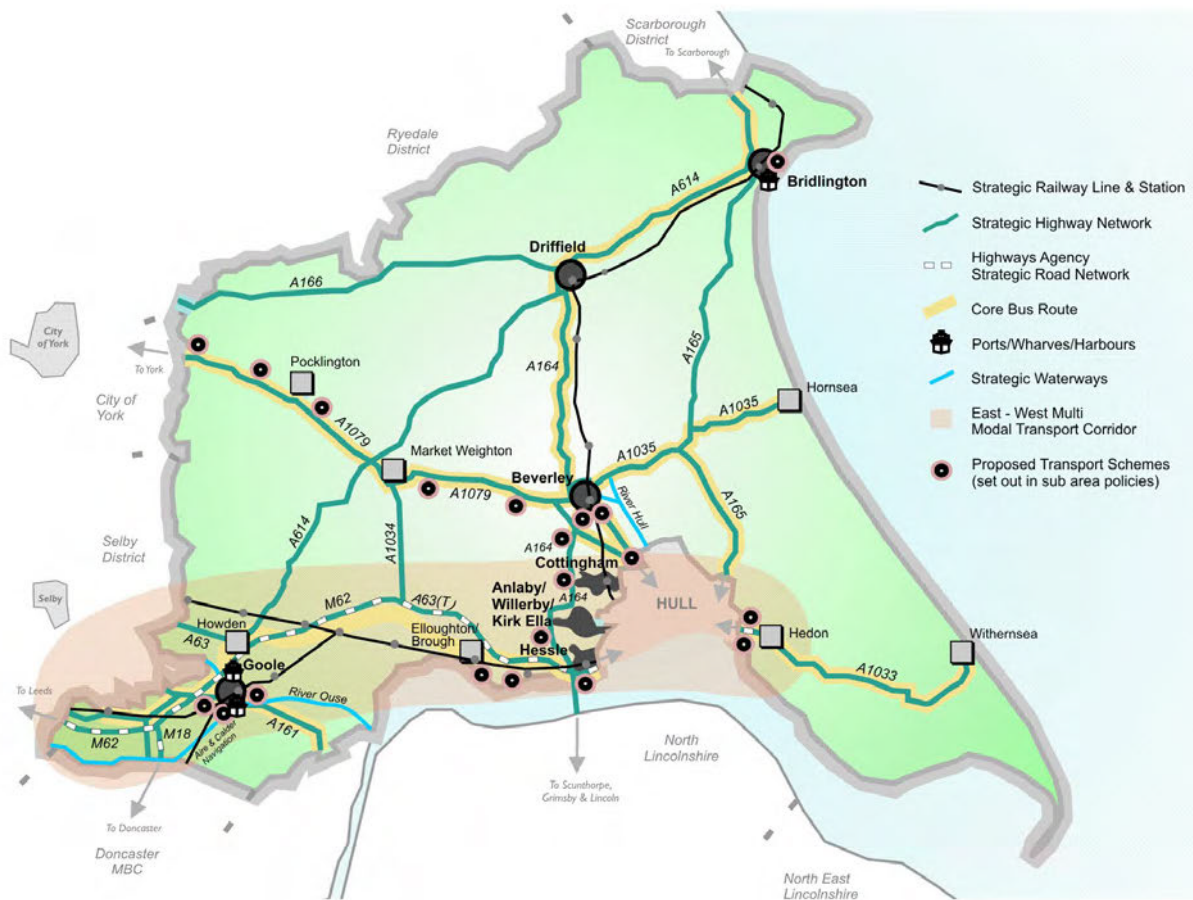
**5.50** New development should be well connected to a range of transport options, especially where significant movements of people to/from the site are expected. However, it is recognised that in certain locations, especially rural areas, connections to the main public transport, cycling, or walking networks may not readily be available. In such circumstances, good connections to the road network will still be necessary.

**5.51** Figure 7 illustrates the East Riding’s Strategic Transport Network, which consists of infrastructure that:

- Allows significant movements of people and goods across the East Riding and beyond;
- Connects major centres of population, facilities, and economic activity;
- Serves a wide geographical area; and
- Encourages more socially inclusive communities.

**5.52** Together with its partners, the Council will work to effectively and efficiently manage the Strategic Transport Network and its integration with the non-strategic transport network, which also includes important bus interchanges away from core bus routes. New development proposals which would act to significantly diminish the role and function of the Strategic Transport Network by, for example, creating unacceptable levels of freight or people movements will not normally be permitted unless there are overriding public benefits (e.g. in terms of regeneration or road safety). Proposals along the network will be assessed to ensure that, where possible, future transport improvements are not compromised.

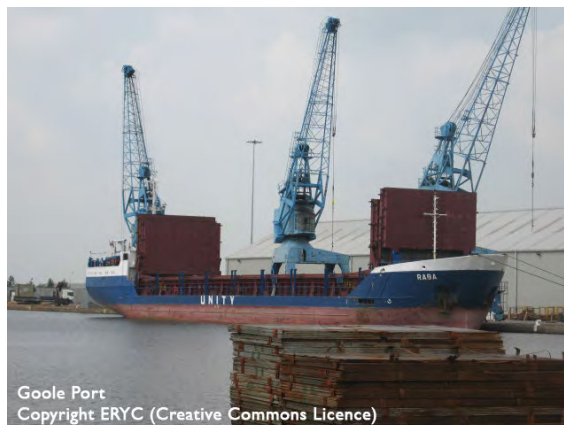
Figure 7 - The strategic transport network



**5.53** Policy S8 supports a number of specific measures, such as improvements to the A1079 and provision South of Beverley of a new Park and Ride scheme, which are set out in Policies A1-A6 and will improve the operation and coverage of the transport network. Other schemes identified through the *Local Transport Plan* process and other funding streams will also be supported.

**5.54** The East-West rail, water, and road Multi-Modal Transport Corridor is part of the wider Trans-European E20 corridor, and links together the Key Employment Sites at Hedon Haven, Bridgehead, Melton and Goole. The function of this route for the multi-modal transfer of freight will be protected and proposals for enhancing the corridor's function will be supported where appropriate. This is particularly important in considering proposals that may result in damage to, or removal of, facilities important to the role of the corridor, such as a rail freight siding or wharf. It is equally important to support proposals that would enhance the corridor's role, for example, by bringing a facility, such as a rail freight siding, back into use or facilitating the transfer of materials between different modes. This will help to strengthen the corridor's role and avoid increasing demand for road space on Highways England's Strategic Road Network (A1033/A63/M62/M18).

**5.55** To support the continued growth of the port, existing and potential future port operations at Goole will be safeguarded from conflicting development. Conflicting uses could include sensitive uses such as new housing, which could be significantly affected by the port's operation. The Operational Port Area is shown on the *Policies Map*.

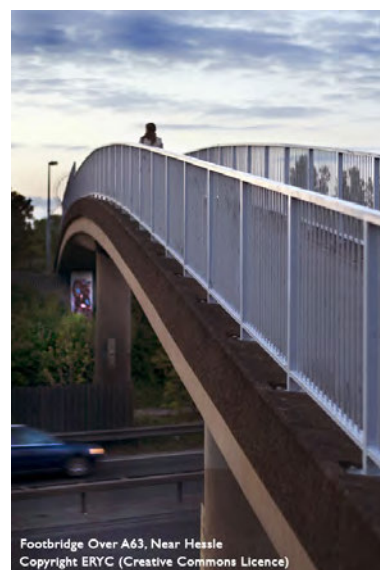


Goole Port  
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**5.56** Roadside facilities will be supported where they provide for basic needs such as for fuel, food, and drink, which are essential to support the safety and welfare of motorists. The scale and nature of roadside facilities would need to be appropriate to their location, and, where possible, located within a settlement. Proposals would need to meet an identified need in a particular location, which means demonstrating that no suitable alternative facilities exist that could meet those needs. For example, it is unlikely a mobile food outlet would be appropriate close to a village which already has a service station providing for basic food needs.

**5.57** There are several existing wharf facilities along the Humber, River Ouse, and Aire and Calder Navigation that merit safeguarding from conflicting development. These can comprise substantial hard standing areas and/or landing platforms adjacent to a navigable water channel, such as at Howdendyke, which can be very difficult to reinstate once they are lost due to the costs involved. There are also rail facilities, such as Melton rail sidings, which are important to safeguard in order to maintain a choice of sustainable freight transport options. Assessments that outline the current and potential future demand for individual facilities will be an important consideration. This should recognise that those wharfs and rail facilities that can easily be brought back into an operational state will be a greater priority for safeguarding.

**5.58** A more sustainable approach to development can be promoted through schemes and initiatives which provide alternative transport options to the car. In particular, schemes for facilitating journeys by foot, cycle, public transport, and car sharing have been developed through individual settlement transport strategies in the *Local Transport Plan*. These initiatives can also enhance the transport functions of new and existing green infrastructure. New development should seek to protect and support existing and disused public transport, cycling and footpath networks (including public rights of way and the National Cycle Network), as well as encouraging alternatives to the single occupancy use of the private car in line with requirements set out in Policy EC4. Existing and disused public transport, cycling, and footpath networks in the East Riding include parts of the Beverley to York rail route, the Trans Pennine Trail and the Bubwith Rail Trail.



Footbridge Over A63, Near Heale  
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- 5.59** Proposals, such as provision of additional car and cycle parking facilities at rail stations and coordinated rail and bus services and facilities, can facilitate better integration between different modes of travel. These will be supported where they encourage longer journeys via more sustainable modes of travel.
- 5.60** *Local Transport Plan* funding currently supports five demand-responsive Community Transport groups operating in the East Riding of Yorkshire by covering the capital cost of new vehicles, with the running costs recouped by fares from passengers. In some areas these provide the only public transport option for residents. The *Local Transport Plan Accessibility Strategy* and *Local Plan* will also support other transport projects which improve accessibility in rural areas.
- 5.61** Potential improvements to further increase the coverage and capacity of the Transport Network could include the longer term aspiration to reopen the Hull/Beverley to York rail line, which attracted strong support during the preparation of this Plan. A feasibility study to investigate possibilities for reinstating the route was completed in 2005 and showed that this was feasible in engineering terms and that the overall benefits would exceed the overall costs over a 60 year period of time. The study costed the reopening of the line at approximately £240 million. At present there is no prospect of funding being available to bring forward the reinstatement of this route. However, the Council recognises the benefit that such a proposal could bring to the wider area and will work with neighbouring authorities, partners and funding bodies to explore opportunities to promote this course of action.



**6. A Healthy and Balanced Housing Market**

- 6.1** This chapter includes a number of policies that aim to ensure the East Riding has a Healthy and Balanced Housing Market. It builds upon the Spatial Strategy, which set out the amount of housing that should be provided in particular areas, and the Objectives of the Plan.
- 6.2** The *East Riding Community Plan: Our East Riding* highlights that providing good access to housing that meets local needs is one of the challenges facing the Council and its partners. Many people wish to stay in their local community but cannot afford to do so, which has resulted in a need to increase the range of housing suitable for an ageing population and housing for first time buyers.
- 6.3** There is also a need to increase housing options for a range of other vulnerable groups in the East Riding, including the provision of new and refurbished Gypsy and Traveller sites. These priorities are set out in the *East Riding Housing Strategy (2012)* which identifies the *Local Plan* as an important tool in delivering its three key objectives:
- Knowing our Community;
  - Ensuring strong, vibrant and healthy communities;
  - Delivering excellent housing services.

### Creating a mix of housing

- 6.4** National planning policy expects local planning authorities to provide a wide choice of homes, widen opportunities for home ownership and create sustainable and mixed communities. This will be achieved by ensuring the delivery of housing that meets the requirements of the community both now and in the future. The creation of sustainable, mixed communities can be supported through the provision of a range and mix of housing types, sizes and tenure which meet the needs and demands of the community.
- 6.5** The Council has produced a *Strategic Housing Market Assessment (SHMA) (2011)*, which considers the characteristics of the housing markets within the East Riding, how they work now and potential changes in the future. The *SHMA* was developed using evidence from the *Housing Survey (2011)* and secondary data, including social housing re-lets and homelessness statistics. It has identified:
- An under-supply of smaller one and two bedroom dwellings;
  - A demand for three bedroom dwellings, but anticipated that sufficient supply will be generated as households vacate the existing stock; and
  - An over-supply of larger, four-plus bedroom, dwellings.
- 6.6** Population projections show that the proportion of over 60 year olds in the East Riding is set to rise over the plan period, and that the proportion of the population over 60 in the East Riding is greater than the average for England. Therefore, it will be necessary to provide for the housing needs of an ageing population.
- 6.7** The *Housing Survey* found that 20% of older people (over the age of 65) across the East Riding want to move to smaller (one or two bed) accommodation within the next five years. It also shows that the majority of people over 60 living in the East Riding would prefer to live in their own home. Whilst support and care can be provided to people in their own homes, in some cases it is better for people to move to more appropriate housing, for example a bungalow or specialist accommodation. The different types of specialist accommodation are set out in Table 5.

- 6.8** Vulnerable and older people have a range of individual housing needs. These can sometimes be met with general needs market housing alongside additional support at home, however in other cases it requires specialist housing. Therefore, it is necessary to provide for a range of housing for older people, and other vulnerable groups where there is an identified need, both in the general housing mix and through the provision of specialist accommodation.
- 6.9** The Council has prepared the *Promoting Independence Plan for Adults and Older People (2007)*, to support sustained independence. This intends to help people remain independent in their own homes, moving to more appropriate accommodation where necessary. The Council's *Local Investment Plan (2011)* identified supported housing for older people as an investment priority. Extra care housing is promoted because it allows independence to be maintained, often with significant support, which delays and reduces the need for people to move to residential care. Additionally, some people will also require residential and nursing care.

### **Policy HI: Providing a mix of housing and meeting needs**

- A. New residential development should contribute to the overall mix of housing in the locality, taking into account the current need, particularly for older people and first time buyers, current demand and existing housing stock.
- B. The provision of specialist accommodation, especially for older people, will be required as part of the housing mix on larger allocations where they meet an identified need, unless it can be demonstrated that this would have an unacceptable impact on the economic viability of the proposed scheme. Specialist accommodation on non-allocated sites will be supported within the development limits of settlements, where the proposal is of an appropriate scale in relation to the settlement.

### **Housing mix**

- 6.10** The size and type of housing should reflect the housing need in the locality, with a particular focus on providing for the needs of older people who have been identified in the *Housing Strategy* as a key group within the East Riding. The mix should take account of the need and demand identified in the latest *SHMA* and *Housing Strategy*, and, where relevant, information provided by the Council's Housing Strategy and Development Team.
- 6.11** In establishing an appropriate mix on larger sites, it will be necessary to consider the housing needs and demands in the *Local Plan* sub area, and/or an adjacent sub area where sites are close to the boundary. A summary of the current housing need and demand in each sub area, as identified in the *SHMA*, is set out in Policies A1-A6 and the relevant supporting text. On smaller sites the mix is likely to be considered with reference to the needs in the settlement where the development is taking place. The Housing Strategy and Development Team can provide up to date housing need and demand information at a Parish level. Where a mix of different house sizes and types is provided on site, the development should be designed to avoid excessive concentrations of the same size or type of house.



**6.12** *The Housing Strategy and SHMA refer to the difficulties that first time buyers face when seeking to purchase a house. This recognises that earnings have increased at a slower rate than house prices, and that restrictions on mortgage lending require first time buyers to have a substantial deposit. To enable opportunities for home ownership, the needs of first time buyers should be considered when determining the mix of housing. Housing that is more affordable, including low cost home ownership products, can help to meet such needs. The use of products/ initiatives to make housing more affordable, particularly for first time buyers, will be supported including low cost home ownership and developing properties of a size and type that can be afforded. This does not however contribute towards the affordable housing requirement set out in Policy S5, unless the housing meets the definition of affordable housing in the National Planning Policy Framework.*



**6.13** Where housing for older people is required as part of the housing mix, the type, amount and tenure of accommodation should take into account the *Older People's Housing Strategy (2012)*. This identifies a need to provide for older people through the design of general needs market housing, including one and two bed properties. The design of housing types that are suitable for the elderly should consider whether wheelchair access and level access housing would be appropriate. Proposals that include housing suitable for older people should also consider including aspirational housing to encourage those who are under occupying large family housing to move to smaller, more suitable and adaptable housing before they need care or support.

### Specialist accommodation

**6.14** The majority of specialist accommodation need in the East Riding is for older people. Table 5 describes the types of specialist accommodation that would be suitable for older people. However, proposals may also come forward for specialist accommodation for other vulnerable people in the community where there is an identified need, such as supported housing for vulnerable young people or people with learning disabilities.



**6.15** In the short-term (to 2015) the *Local Investment Plan* identifies Beverley and Goole as priorities for affordable extra care housing. The *Older People's Housing Strategy*, through analysis of care home admission data between 2009 and 2012, indicates that the main areas for development of cross-tenure extra care housing or similar, should be in the Major Haltemprice Settlements and Principal Towns. In addition, the development of cross-tenure extra care housing in the Towns should be considered where it would meet an identified need. The Strategy identifies that there is relatively little extra care housing provision in the East Riding in relation to the size and

growth of the retired population. Therefore, the *Allocations Document* will allocate sites for extra care housing and other specialist accommodation in the Major Haltemprice Settlements and Principal Towns, either as specific allocations or as part of the mix on larger sites. Proposals for specialist accommodation in other locations will also be supported where the development is commensurate with the role and scale of the settlement. The Council's Housing Strategy and Development Team and/or Adult Services Business Management Unit will be able to advise applicants on the type and tenure of new specialist accommodation that should be considered.

**Table 5 - Description of types of specialist accommodation suitable for older people**

Older People's Specialist Accommodation	Description
Sheltered Housing/ Retirement Housing	<p>Sheltered Housing is generally provided by the public/ voluntary sector and is specially designed accommodation. Sheltered properties that are grouped together, such as bungalows, are known as category 1. Where properties are grouped together in a specific building, such as in flats, they are classed as category 2.</p> <p>When provided by the private sector it is usually called retirement housing. In the private sector, these properties are often designed to appeal to an increasingly sophisticated, affluent and long living older population and sometimes include a number of additional facilities.</p> <p>Sheltered housing allows residents to retain independence by living in their own home. It usually includes a resident on site warden who provides housing related support during office hours.</p> <p>This type of development contributes to the provision of dwellings identified in Policy S5.</p>
Extra Care Housing	<p>These provide additional support services, sometimes including a care team located on-site. Schemes are designed to provide enough help, and care if necessary, for all residents, even the frailest. Extra Care Housing is sometimes known as category 2.5, as they are under one roof and include extra support. Variations on this type of housing include 'assisted living', 'sheltered plus' and 'close care'.</p> <p>This type of development contributes to the provision of dwellings identified in Policy S5.</p>
Residential Care	<p>This type of accommodation is classed as a residential institution under the Use Classes Order. It includes both care and nursing homes and specialist/ dementia facilities.</p> <p>This type of development contributes to the provision of dwellings identified in Policy S5.</p>

## Providing affordable housing

**6.16** The *National Planning Policy Framework* defines affordable housing as 'social rented, affordable rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.' It states that affordable housing should meet the needs of eligible households at a cost low enough for them to afford. This includes provision for the home to remain at an affordable price for future eligible households or for any subsidy to be recycled to alternative affordable housing provision.



**6.17** As affordable housing is let or sold at less than market prices, a subsidy, which can either be from a public or private source, is needed to ensure that it is affordable. In the East Riding, public subsidy is provided through local authority borrowing, capital funds and grant provided by the Homes and Communities Agency (HCA). Private subsidy is provided by private developers through the delivery of affordable housing on sites that are granted planning permission for market housing. These properties will generally be sold on to a Registered Provider, normally a Housing Association, at a discounted price.

**6.18** The *Strategic Housing Market Assessment (SHMA)* identifies that there is a significant need to provide additional affordable units over the plan period. Need refers to households who lack their own housing or live in unsuitable housing and cannot afford to meet their needs in the market. It is not possible for the affordable housing need in the East Riding to be met by the planning system alone. However, the significant level of affordable housing need demonstrates that it is essential to achieve, by working and negotiating with house builders, the maximum number of affordable dwellings that is reasonably practicable from each development site.



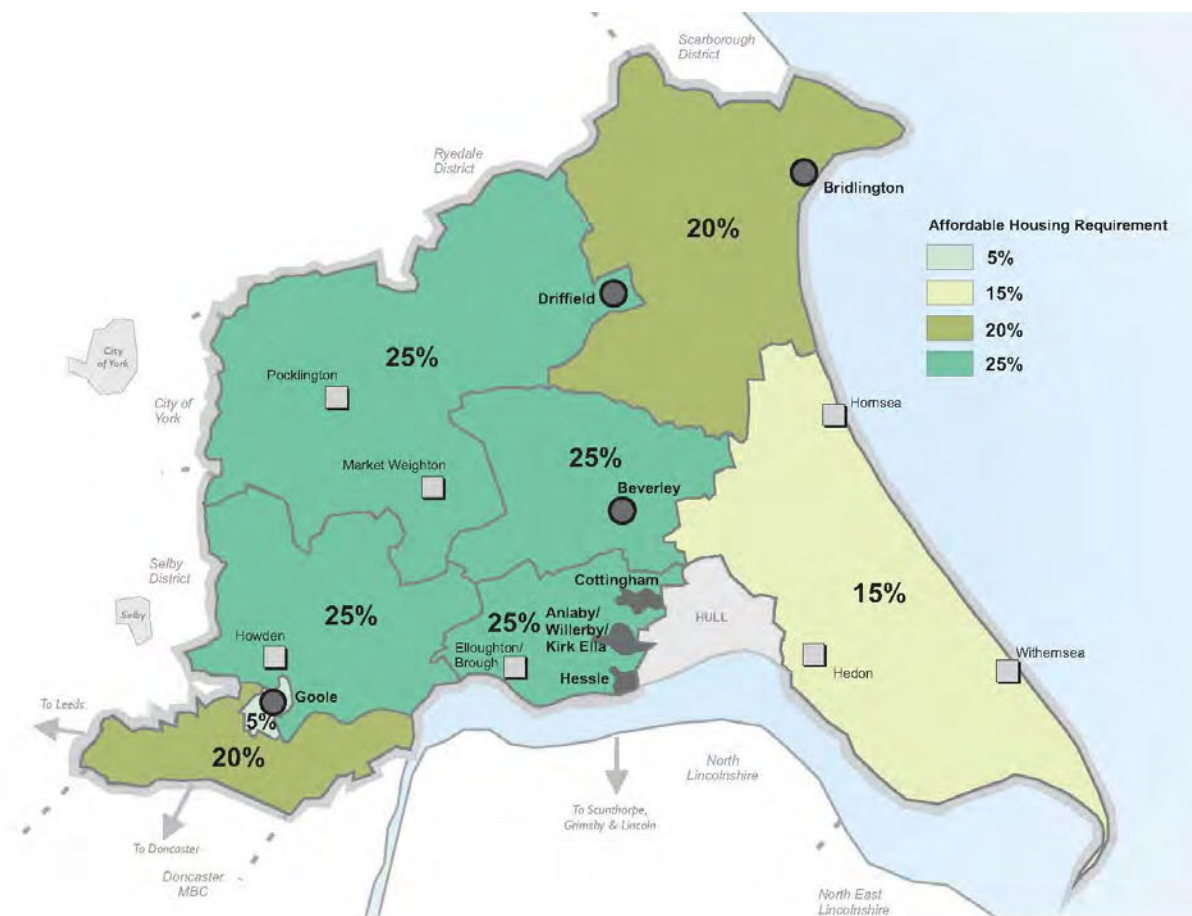
## Policy H2: Providing affordable housing

- A. Affordable housing will be required as part of housing developments, including where it would form part of a wider site or allocation, where the proposal comprises:
1. 10 housing units or more, or 0.33 hectares or more, in the Major Haltemprice Settlements, Principal Towns and Towns; or
  2. 3 housing units or more elsewhere.
- B. Development that meets the thresholds in Part A should:
1. Achieve the level of affordable housing set out in Figure 8, unless it can be demonstrated that this would have an unacceptable impact on the economic viability of the proposed scheme; and
  2. Provide affordable housing on site unless it can be demonstrated that an off site contribution would be more appropriate.
- C. Rural exception sites for affordable housing will be supported where they:
1. Are well related to the development limits of a Major Haltemprice Settlement, Principal Town, Town, Rural Service Centre or Primary Village; or
  2. Are within or well related to the development limits of a Village; and
  3. Meet an identified local need for the type and scale of development proposed; and
  4. Are of a scale and design that is appropriate to the role, character and appearance of the settlement; and
  5. Provide for 100% affordable housing. If it is demonstrated that this is not achievable, market housing units will be allowed if they support the delivery of at least 80% of the units as affordable housing.
- D. The tenure split, size and type of affordable housing will be informed by the latest *Strategic Housing Market Assessment*, the housing register, housing surveys and the level and type of existing affordable housing in the locality.
- E. Where affordable housing is provided as part of a mixed tenure site it should be integrated into the development in terms of its design and layout.

**6.19** The proportion of affordable housing to be provided on housing sites is shown in Figure 8. This recognises that need and market conditions vary in different areas, and that the percentage of affordable housing likewise will vary based largely on evidence set out in the *Affordable Housing Viability Assessment and Addenda (2010, 2011 and 2012) (AHVA)*. Developers may also choose to offer more affordable housing than is required by the policy.



Figure 8 - Affordable housing provision



**6.20** Affordable housing should be provided where a proposal results in a net increase of 10 housing units or more, or the site area is 0.33 hectares (ha) or more, in the Major Haltemprice Settlements, Principal Towns and Towns. In all other locations affordable housing should be provided where a proposal results in a net increase of 3 housing units or more. These thresholds should be applied to all housing developments, including conversions, change of use, and new build.

**6.21** The area threshold (0.33ha) for the Major Haltemprice Settlements, Principal Towns and Towns is based on a density of 30 dwellings per hectare (dph). This will ensure that large low density developments that exceed the area threshold, and could reasonably be expected to provide affordable housing, are required to make provision in accordance with Figure 8. An area threshold is not set for proposals in settlements below the level of Towns although, based on an average density of 30 dph (Policy H4), it could reasonably be expected that affordable housing will be provided on sites that are 0.1ha or more in size, unless a lower density development is justified.

**6.22** In the event that providing the required proportion of affordable housing would make a development unviable (i.e. a willing land owner and willing developer would not be provided with competitive returns) the developer should enter into negotiations with the Council to agree what percentage of affordable housing can be provided. This will require financial information to be submitted with the planning application.

- 6.23** The delivery of this policy will be monitored annually. If updated evidence suggests that the level of affordable housing is not going to be achieved, or it becomes apparent that the provision of affordable housing could be increased, the thresholds and/or percentage requirements may be amended through a partial review of the Plan. Further details on monitoring and review are set out in Chapter 11.
- 6.24** Planning applications for sites that fall under the threshold, but form part of a wider allocation or site that would be above the threshold, will be required to provide affordable housing. For example, where the site is the first phase of the development, a proportionate provision of affordable housing will be sought.
- 6.25** It is expected that affordable housing will be provided on-site, in order to create mixed and balanced communities, which should be distributed as individual houses or in small clusters throughout the development. The Council will not support the principle of grouping affordable units together in large numbers, as this can reinforce feelings of social exclusion and have a negative impact on the establishment of sustainable communities. In terms of the design of affordable housing it should be in keeping with housing on the rest of the site. Where it is robustly justified an off-site affordable housing contribution, which allows the applicant to develop or purchase appropriate market housing for use as affordable housing, or a financial contribution towards affordable housing will be acceptable.
- 6.26** Special consideration will be given to supporting proposals that provide affordable homes for local people. Rural exception sites for affordable housing will be supported in the countryside where they are well related to the development limits of a Major Haltemprice Settlement, Principal Town, Town, Rural Service Centre or Primary Village, or within or well related to the development limits of a Village. Development in such places can provide future occupants with opportunities to access transport, employment opportunities and other services and facilities. In the more rural parts of the East Riding (for example, Rural Service Centres, Primary Villages and Villages) sites for affordable housing may be larger than would normally be considered appropriate. In these instances the scale and design of development should consider the role and character of the settlement and ensure development does not undermine the Spatial Strategy.
- 6.27** The policy supports the provision of sites for 100% affordable housing, but where this is not possible market housing units will be allowed if they facilitate the provision of affordable housing. In these instances a high proportion of affordable housing (at least 80%) will be required. Proposals must demonstrate why the level of market housing is necessary and include the minimum proportion of market housing that would enable the development to be delivered. Affordable housing on rural exception sites should be:



- Available for local residents or those who have local family or employment connections; and
- Located where there is an identified need for affordable housing within the parish or adjacent parishes.

**6.28** When considering the tenure, size and type of affordable housing, applicants should consider the need in the sub area and settlement. Some guidance about the current need in each settlement is set out alongside Policies A1 -A6, additional information can be found in the *SHMA* and advice should be obtained from the Housing Strategy and Development Team. This could include provision of information on the housing register, as well as housing survey data that was used to inform the *SHMA* and information on the current provision of affordable housing. Proposals should ensure that the affordable housing is fully integrated into the development.

**6.29** The Council is committed to an early review of Policy H2. This review will consider:

- The implications of changing market conditions.
- New or revised evidence such as the *AHVA* and/or *SHMA*.
- The proportion of affordable housing being delivered by the policy.
- The potential to allocate additional housing sites for purely affordable housing development.



## Providing for the needs of Gypsies and Travellers

- 6.30** The *National Planning Policy for Traveller Sites* requires local planning authorities to set pitch targets for gypsies and travellers and plot targets for travelling showpeople, which address the likely permanent and transit accommodation needs of travellers. It requires authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of sites against the target, as well as identify a supply of specific, developable sites or broad locations for growth for years six to ten and, where possible, years 11-15.
- 6.31** The assessment of need in the East Riding has been undertaken through the preparation of the *East Riding Gypsy and Traveller Accommodation Need Assessment (2012) (GTANA)*. This Study identifies a requirement for further pitches to meet the future needs of the gypsy and traveller community over the plan period. However, it did not identify a need for plots for travelling showpeople.
- 6.32** In 2015 the national planning definitions of ‘Gypsies and Travellers’ and ‘Travelling showpeople’ were updated to remove those who have ceased travelling permanently. An early update of the *GTANA* will be undertaken by 2017, and potentially a review of Policy H3, to take account of the revised definitions in determining the number of new pitches that would be required over the plan period and ensure there is a 5 year supply of deliverable sites.

### Policy H3: Providing for the needs of Gypsies and Travellers

- A. The Council will seek to meet the need for 63 new Gypsy and Traveller pitches over the course of the plan period. The *Allocations Document* or *Neighbourhood Development Plans* will allocate sufficient land for 25 new permanent pitches, either on extensions to existing sites or new sites, to ensure a deliverable supply in the first 5 years of the plan period.
- B. Proposals for new sites within years 6-15 of the Plan will be within the following broad locations;
1. The Cottingham to Beverley area.
  2. The Driffield to Bridlington area.
- C. Proposals on non-allocated sites should be considered against the most up-to-date needs assessment.
- D. Proposals for new Gypsy and Traveller sites should be:
1. Located where there is access to shops, schools, health and other community facilities by public transport, on foot or by cycle;
  2. Of an adequate size to be able to provide for the number of pitches proposed with acceptable living conditions, access roads, amenity blocks, children's play areas, and space for commercial vehicles;
  3. Capable of being provided with adequate on-site services and facilities including water supply, drainage, power, sewerage (preferably mains) and waste disposal, appropriate vehicular access, and parking; and
  4. Located in Flood Zone 1 wherever possible, before considering sites in Flood Zone 2.



**6.33** The *GTANA* identifies a need to provide a further 63 pitches to 2029, comprising 34 pitches over the period to 2017 and a further 29 pitches between 2017 and 2029. The findings of the Study indicate that the majority of need for additional pitches arises from overcrowding and concealed households, particularly in the first five years. It also identifies the areas of search to be in the Cottingham to Beverley area and the Driffield to Bridlington area.

**6.34** Since the publication of the *GTANA* a further 13 new pitches have been granted planning permission on two sites, resulting in a residual need for 21 pitches over the period to 2017. In order to provide for a 5 year supply of deliverable sites from the adoption of the Plan, a further 25 pitches will be allocated in the *Allocations Document* or in *Neighbourhood Development Plans*. This will comprise at least one site in the Cottingham to Beverley area and at least one site in the Driffield to Bridlington area.



**6.35** Proposals for new sites on land that is not allocated for Gypsy or Traveller use will be considered against the findings of the *GTANA*, or evidence of need, that can be demonstrated through additional needs analysis. The supply position will be reviewed and updated annually in the *Annual Monitoring Report*.

**6.36** In developing new sites, consideration should be given to:

- Providing the correct size and layout: Site size should take into account the number of pitches and needs of resident families. The boundaries of the site, individual pitches and communal areas must be clearly defined and in keeping with the surrounding area. In rural areas, the site boundary will require adequate soft landscaping and screening. The site should also be laid out to provide adequate movement of caravans, access for emergency vehicles and other service vehicles, such as waste lorries.
- Meeting health and safety requirements: Sites must have appropriate drainage facilities and should not be located on contaminated land, or near to inappropriate uses.
- Convenience of residents: Pitches should be orientated to provide privacy for residents, as well as give a sense of community and security. This will include the provision of adequate car parking per pitch and communal spaces within the site. Each pitch should be adequately serviced by water and electricity, alongside lighting within the site. If the site is remote from local facilities, a children's play area and a communal building should be provided.

**6.37** With regards to flood risk, it will also be necessary for proposals to consider the sequential test set out in Policy ENV6, which seeks to ensure development is directed to areas of lowest risk. This recognises that caravans and mobile homes are considered to be a highly vulnerable use and should not be permitted in Flood Zone 3.

## Making the most efficient use of land

- 6.38** National planning policy states that local planning authorities should encourage the effective use of land by reusing land that has been previously developed. Building on previously developed land (PDL) can help to revitalise urban areas by bringing derelict land at the heart of communities back into use. In the rural parts of the East Riding it can also help to improve the character and appearance of villages. The *Strategic Housing Land Availability Assessment (SHLAA)* shows that there is a relatively limited supply of PDL in the East Riding, which is largely due to the rural nature of the authority. Despite this, recent monitoring has identified that a significant proportion of new housing development in the East Riding has been successfully provided on PDL.
- 6.39** An approach that allows the housing density on new sites to be varied can also help to support the efficient use of land. Higher densities can be achieved in many instances, particularly on sites that are close to services and infrastructure, which enables a higher number of people to live near services and reduces the need to travel by private car. Equally, lower density housing developments in certain areas may also be appropriate, as this can help to maintain the built character of the area and support the provision of certain house types in locations where they are needed.

### Policy H4: Making the most efficient use of land

- A. Proposals for new residential development will be supported where they make the most effective use of land or buildings. This will be achieved through encouraging the re-use of suitable previously developed land and supporting proposals that provide the optimum housing density.
- B. Developments will be encouraged to achieve a density of at least 30 dwellings per hectare (dph). Proposals should seek to provide a density above 30 dph where the site is within close proximity of:
1. A Town or District Centre; or
  2. A railway station or core bus route within the Major Haltemprice Settlements, Principal Towns or Towns.
- C. Lower density development will be appropriate where justified. Such justification could be where:
1. It would be in keeping with the character of the surrounding area; or
  2. A certain house type is needed in the area.
- D. Development proposals that relate to only part of a larger allocated site will need to demonstrate how the development would form part of a comprehensive scheme for the whole site and that this will not prejudice the development of the whole site.

**6.40** Proposals will be expected to be designed to make the most effective use of land or buildings. Taking into account the existing supply of PDL in the East Riding, Policy S5 establishes a target of achieving at least 20% of new housing to be built on PDL. This will be achieved through the re-use of vacant sites and the conversion of buildings where it does not compromise other policies within the *Local Plan*. For example, development on PDL may not be supported if the site is shown to have a high biodiversity value, or it is not consistent with the strategy for locating development set out in Policies S3 and S4.



**6.41** Housing density will be calculated on the net developable area of the site recognising that, in certain instances, not all of the site area will not be developed solely for housing. This approach is set out in the *SHLAA* and the net developable area excludes a number of land uses, such as:

- A major road, significant landscape buffer strip, public open space that serves the surrounding area, or an area necessary to make space for significant water storage;
- An existing on-site feature that limits the area that can be developed, such as the need to maintain an important landscape or wildlife site; and
- Areas comprising non housing development, such as employment, commercial uses or community facilities (such as a new school or health centre).

**6.42** New housing development should seek to achieve a net density of at least 30 dwellings per hectare (dph). When determining the density of housing developments, proposals will be considered on a case by case basis, taking into account individual site constraints and opportunities. This could include the size of the site, existing landscape features, the mix of the housing types proposed and the character of the surrounding area, settlement, or adjacent buildings. For example, the density of new housing development proposed within residential gardens should ensure that there is no adverse impact on the character and appearance of the area, or to the amenity of existing residents. This means that, in general, infill development may be limited to frontage development only, as backland development could have greater potential to adversely affect the character of the area and amenity of existing residents.

**6.43** Sites are likely to be considered appropriate for higher density development where they are within close proximity of a Town or District Centre (identified in Policy S7) or a railway station, or bus stop along the core bus routes in the Haltemprice Settlements, Principal Towns or Towns (as identified in Figure 7). In applying this policy, close proximity is generally considered to be within 800m which is considered to be an easy walking distance (being approximately 10 minutes walking time). There will also be other instances where higher density schemes will be appropriate, for example, as part of the redevelopment of a brownfield site, re-use of an existing building, or where it would reflect the nature / character of surrounding buildings. An assessment of recent housing densities, undertaken as part of the preparation of the *SHLAA*, has found that in some instances housing densities of 40 dph have been achieved on sites within the Major Haltemprice Settlements and Towns and in some instances densities of 50 dph have been achieved in the Principal Towns.

**6.44** The East Riding is predominately rural in nature and there are likely to be occasions where a density below 30 dph would be appropriate. Lower density schemes might be acceptable where it is desirable to reflect the character of the surrounding area, particularly in an area that is characterised by predominantly low density development. This could be defined by loose knit development (in whole or in part) where the space between buildings is an important feature for the character of the area. Lower densities may also protect or enhance an entrance to a settlement, where this would help to create a transition from the rural character of the open countryside to a more urban environment.

**6.45** Lower density development may also be justified where larger house types are required to meet the needs of the settlement. Policy H1 sets out that the mix of housing will be informed by the most up to date *Strategic Housing Market Assessment* and Policies A1-A6 identify where there is a need for a particular type of property in a location, for example, larger or detached houses. The design and access statement accompanying a planning application should set out the supporting evidence used to justify a density below 30 dph.



Housing development, East Riding of Yorkshire  
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**6.46** In order to ensure delivery and the most efficient use is made of an allocated site, it is important that where proposals come forward on part of a larger allocated site they do not compromise or prevent the development of the remainder of the site. The layout must be designed to allow for connections to the adjacent allocated land in order to meet the requirements set out in the *Allocations Document*. It is, therefore, necessary to require detailed development proposals to demonstrate that they will not prejudice the full and proper development of the allocation, including the provision of the necessary infrastructure to serve the whole site. This could involve the use of appropriate conditions and legal agreements, for example where it would be necessary to ensure that the full range of infrastructure is provided for and that access roads are built and adopted to the boundary edge.







**7. A Prosperous Economy**

- 7.1** This chapter proposes a number of policies aimed at ensuring a prosperous economy for the East Riding. It builds on the approach taken in the Spatial Strategy, which seeks to manage economic growth, ensuring that the *Local Plan* identifies sufficient land in the right locations to accommodate future investment.
- 7.2** The *East Riding Community Plan: Our East Riding*, and the *Strategy Document* vision and objectives, seek to create a strong and diverse economy in the East Riding. This is supported through *Local Plan* policies covering a range of economic issues including: the growth of key employment sectors; safeguarding Key Employment Sites; supporting rural diversification; tourism and the visitor economy; retail and town centre uses; accessibility and parking standards; growth of the energy sector; and protecting mineral resources.

## Supporting the growth and diversification of the East Riding economy

- 7.3** The business base of the East Riding is diverse, with a wide range of economic activities taking place across the local authority area. The *East Riding Economic Development Strategy*, Humber Local Enterprise Partnership, York, North Yorkshire and East Riding Local Enterprise Partnership, and national planning policy all recognise the benefits of certain types of businesses locating within close proximity of each other to support economic competitiveness (clusters). Such groups of businesses link together because they buy and sell from each other, or they use the same infrastructure, customers or skills base. The *Economic Development Strategy* highlights that the East Riding has specialisms in a number of sectors with the potential to grow, as well as opportunities to develop new specialisms. Supporting the growth and resilience of these sectors will be important in strengthening the area's economic identity.
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- BP Chemical works, Salt End  
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- 7.4** In addition, the *East Riding Rural Strategy (2012)* highlights the significance of the rural economy to the East Riding, and its role in supporting the vitality of the area's towns and villages. Its key priorities for the rural economy include supporting the growth of rural micro-businesses, and the *Local Plan* will be important in helping to achieve this. The agricultural sector is still relatively strong in the East Riding and farming is an important part of the rural economy. Farming enterprises are evolving in response to changing markets and regulatory requirements, and many are diversifying to supplement their income. A flexible approach to farm diversification is important to help support the sector, as well as mitigate the uncertain policy context that is affecting farming in the East Riding as a result of changes to the *EU Common Agricultural Policy (CAP)*.
- 7.5** In many parts of the East Riding land used for commercial or industrial use, or undeveloped land allocated for employment uses, is subject to competition from higher-value development, most notably housing. Therefore, it is essential to set out a positive approach towards proposals for employment development and a presumption in favour of retaining sites that are most appropriate for employment uses, which will help to support the long-term growth of the East Riding economy. This also enables employment and housing to be provided close together, which will support vibrant and sustainable communities.



### **Policy ECI: Supporting the growth and diversification of the East Riding economy**

- A. To strengthen and encourage growth of the East Riding economy, employment development will be supported where the proposal is of a scale suitable to the location. Proposals will be encouraged where they:
1. Contribute to the modernisation, development and diversification of the local economy;
  2. Develop and strengthen the East Riding's key employment sectors and clusters including: renewable energy; manufacturing and engineering (including chemicals); agriculture/ food and drink; tourism; ports and logistics; transport equipment; digital and creative industries; finance and business services; construction; public administration, defence, health and education; and retail;
  3. Contribute towards reducing social exclusion and provide employment opportunities in deprived areas;
  4. Contribute to the improvement in the physical appearance of an existing employment site or premises; or
  5. Support the vitality and viability of a Town or District Centre.
- B. Key Employment Sites will be safeguarded from alternative uses.
- C. There will be a presumption in favour of retaining all other employment land and premises. Proposals involving the loss of land or premises from employment use will be supported where:
1. There is no longer a need, or it is not viable, for that or any other employment use on the site, which has been demonstrated by an up-to-date employment land review or through a comprehensive marketing exercise;
  2. The use of the site for employment purposes is not in conformity with adjoining land uses and could give rise to complaint; or
  3. The development would make a significant contribution towards the wider regeneration of the locality and would support other planning priorities set out in the Plan.
- D. Outside of development limits employment development will be supported where it is of an appropriate scale to its location and respects the character of the surrounding landscape. Proposals should:
1. Be within or adjacent to an existing industrial estate or business park;
  2. Involve the expansion of an existing business;
  3. Involve the conversion of an existing building; or
  4. Have a functional need to be in the particular location which cannot be met on either a nearby allocation, or on a site which satisfies any of the above criteria.
- E. Substantial proposals for employment development that cannot be accommodated on allocated sites will be supported where the:
1. Development is for a specified end user and proven substantial employment benefits would arise; and
  2. Identified site provides the most appropriate location for the proposal, with priority given to locations that are adjacent to existing employment sites and in locations



well-related to the Major Haltemprice Settlements, Principal Towns or the East-West Multi-Modal Transport Corridor.

- F. Farm diversification schemes will be encouraged providing they are of an appropriate scale to their location, respect the character of the surrounding landscape, re-use existing buildings where possible and any new buildings are well related to the built form and scale of the farm.
- G. Employment allocations will be set out in the *Allocations Document* or a *Neighbourhood Development Plan*.

**7.6** This policy is primarily focused on employment development, which is defined as being for a 'B' class use. Proposals will be supported where they help to strengthen the East Riding's key employment sectors and clusters. These have been identified in the *Economic Development Strategy* and proposals which provide, or improve, accommodation and facilities for businesses in these sectors will be supported in order to promote the growth and resilience of important business clusters in the East Riding.

**7.7** The *Indices of Multiple Deprivation*, which are compiled nationally, identify some parts of the East Riding as being amongst the most deprived areas in the country. Proposals will be supported where they would particularly benefit areas identified as being among the 20% most deprived areas in the country, for example, by providing training or employment opportunities for local people. Applicants are encouraged to submit information alongside their application to explain how it would be ensured that the benefits of the proposal are felt by those experiencing social exclusion or deprivation. Regeneration Strategies have been prepared for specific towns or areas in the East Riding, and the extent to which the proposal contributes to the delivery of an adopted *Regeneration Strategy* could also be relevant.

**7.8** Hedon Haven, Bridgehead (Hessle), Melton and Capitol Park (Goole) are of particular importance to the East Riding economy. These sites are identified as Key Employment Sites in Policy S3 and will be safeguarded from alternative forms of development. They are located along the East-West Multi-Modal Transport Corridor and have the potential to cater for significant inward investment and indigenous business growth. This makes them critically important to the competitiveness and economic growth of the East Riding.



**7.9** In other locations, the general presumption will be for employment development to take place on land or premises allocated for, or already in, employment use. A number of employment sites that contribute towards the East Riding economy, but which do not form part of a Key Employment Site, have been identified in Policies AI-6. Where proposals would result in the loss of employment land or premises (i.e. land that is allocated or already being used for employment purposes, but is not part of a Key Employment Site), the Council's Economic Development Team will be consulted to help assess the impact of the proposal. In some instances, an existing employment site may no longer be suitable to meet market

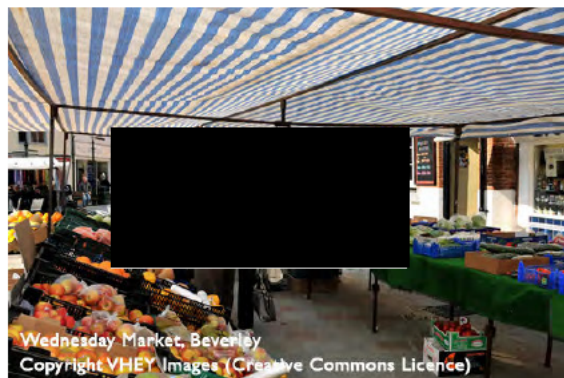
demand now and in the future, or the use of the site for employment uses may not be viable. This could be identified through an up-to-date *Employment Land Review* or the marketing of the site for its current use.

- 7.10** The use of a site for employment purposes may give rise to justifiable complaint from neighbouring uses. This could relate to complaints about excessive noise or odour levels, or high levels of HGV movements in predominantly residential areas. Where an applicant can demonstrate that measures could not reasonably be taken to mitigate the complaint or nuisance, and alternative less pervasive forms of employment uses are not possible, then alternative uses will be supported provided all other relevant policies in the *Local Plan* are satisfied.
- 7.11** In other instances, the contribution that a development would make to the regeneration of the local area could be significant enough to outweigh concerns about losing a site from employment use. In assessing whether the regeneration benefits associated with the proposal are sufficient to justify the loss of the site from an employment use, regard will be had to the aims and actions set out in the *Economic Development Strategy* and other relevant *Regeneration Strategies*. Consideration will also be given to the wider vision and objectives of the *Local Plan*, and the importance of maintaining a flexible supply of employment land and premises in order to grow, strengthen, diversify and modernise the local economy. It is recognised that there are a range of sui-generis and other economic development uses that may sometimes be suitable on employment sites as ancillary development. For example, vehicle and caravan sales businesses often combine their sales and repair/ maintenance operations, and they may be appropriately located on an employment site provided that this does not undermine the site's role as a location for employment development or the supply of land available for employment uses.
- 7.12** The development and diversification of the rural economy can be supported through the conversion of existing buildings, or well designed new buildings, for employment uses outside of development limits. In order to minimise the impact of development and maintain the character and appearance of rural areas, proposals should be of an appropriate scale for their location and respect the character of the surrounding landscape. It will also be important to consider the accessibility of the proposed workplace by sustainable modes of transport (refer to Policy EC4). Wherever possible, new employment development will be focused on existing industrial estates and business parks, or involve the re-use of existing buildings. Proposals will also be supported where they are adjacent to an existing industrial estate or business park, or where it would allow for the expansion of an existing business's site or premises. However, it would be expected that opportunities for the proposed development to take place within the existing boundaries of an industrial estate or business park, or on nearby sites allocated for employment use will be taken wherever possible.
- 7.13** In some instances the specific location of the proposal will be crucial to the nature of the operations proposed, which means that it would not be possible for the development to be accommodated on a site within development limits. For example, a new building may be required in a particular location in order to support a farming or forestry enterprise. Proposals, which demonstrate a functional need to be in the specific location proposed, will be supported where they contribute to the growth and diversification of the rural economy and are of an appropriate scale. To demonstrate a functional need, applicants will be expected to submit information that sets out why the development could not reasonably be expected to take place on a site that is supported by parts D1-D3 of Policy ECI. Details of the activities that would take place on the site, and an explanation of why the nature of these operations

means that the proposal must be located on the particular site in question, should be provided. The fact that an applicant does not have any alternative site in their ownership will not, in isolation, be sufficient to demonstrate that there is a functional requirement for the operation to take place on the proposed site.

**7.14** Occasionally, demand may unexpectedly arise for a large scale employment development, including that which requires direct access to rail and/or water transport infrastructure. Special consideration is often sought because of the development's scale and employment potential. In the interests of the Plan's objectives, such development will be directed first to allocated sites. However, where it can be demonstrated that allocated sites are not suitable or available, proposals will be supported where they satisfy the criteria set out in part E of Policy ECI. In addition, Policy S1 outlines that the Plan should be read as a whole, therefore, it will be necessary that all other relevant policies are satisfied. When developing any such proposal, early engagement with the Local Planning Authority and statutory planning consultees will be important to ensure that the potential implications of the proposal are considered.

**7.15** Agriculture/ food and drink is identified as one of the key economic sectors in the East Riding, and proposals for agricultural development will be supported in accordance with Policy S4. It is also recognised that for many years, farmers have been developing new enterprises on their holdings, including farm shops, cafes, visitor attractions and tourism accommodation. In many instances these have helped to support and diversify the agricultural business. Proposals involving the diversification of a farming enterprise should prioritise the re-use of existing buildings over the development of new structures. Any new buildings or structures that are required should be well related to the existing buildings on the farm, and designed, laid out and of a scale that respects the character of the farm and the surrounding landscape. Diversification proposals should also ensure that they would not undermine the primary agricultural enterprise, for example, by introducing new uses on-to the farm that may not be compatible with the existing agricultural operations.



**7.16** The *Employment Land Review* will be a key source of evidence for identifying employment land allocations.

## Developing and diversifying the visitor economy

**7.17** Tourism is an important part of the East Riding's economy. The term 'tourism development' describes the development of tourism attractions and facilities, and the provision of accommodation (self catering and serviced) for both leisure and business visits. A *Tourism Accommodation Study* was undertaken in 2009, which explored the existing provision for tourists in the East Riding and the future aspirations of the sector. It highlights that tourism accommodation in the East Riding has traditionally been associated with the coastal strip, particularly sites accommodating touring and static caravans. The nature of tourism, however, has changed significantly over the past 20-30 years. While the value of domestic tourism in the UK is increasing, UK residents now often tend to take long holidays abroad, with holidays in the UK commonly being second holidays or short break trips. This change has had a profound impact on recognised coastal resorts like Bridlington, Hornsea and Withernsea.

**7.18** The *Tourism Accommodation Study* highlights that traditional coastal resorts are still an important part of the tourism offer in the East Riding. They continue to form part of a wider choice of different types of destinations and experiences that people look towards to satisfy their interests. However, it found that the overall offer in the East Riding is not sufficiently diversified to attract new types of visitors and the potential benefits of the sector to the economy and community are not being maximised.

**7.19** A range of different types of accommodation are used for tourism purposes, including serviced, self catering, camping and caravan provision. The *Tourism Accommodation Study* found that accommodation used by 'tourists' (which are defined as visitors staying in a property that has a cost or rate associated with its use, or in a property that does not legally belong to them) has a stronger impact on the visitor economy than accommodation owned by repeat visitors, as tourists are more likely to visit attractions and places of interest, and to spend money in shops and on entertainment.

**7.20** A priority of the *Economic Development Strategy* is to support growth in the tourism sector. The challenge for the East Riding is to develop and diversify the tourism offer by capitalising on the potential of the area's Market Towns, diverse coastline, wildlife, rural landscapes and waterways. This will include working with the City of Hull and the area's Destination Management Organisation, Visit Hull and East Yorkshire (VHEY), to promote the area as a visitor destination. A more diverse mix of tourism accommodation will also need to be provided. Together, this will ensure that the East Riding has a broad appeal that attracts different types of visitors, for different reasons, all year round. As a result, there is a continuing requirement for tourism development and especially for tourism accommodation.





**Policy EC2: Developing and diversifying the visitor economy**

- A. Tourism developments including attractions, facilities and accommodation, particularly those helping to meet existing deficiencies, will be encouraged to help strengthen and broaden the tourism offer across the East Riding.
- B. In the Countryside, proposals for tourism development will be supported where their scale and cumulative impact is appropriate for the location, and they:
  - 1. Utilise existing buildings;
  - 2. Involve new, expanded, upgraded or rolled back/re-located static and touring caravan sites;
  - 3. Are part of a farm diversification scheme, providing existing buildings are re-used where possible;
  - 4. Support an existing countryside attraction, providing existing buildings are re-used where possible; or
  - 5. Have a functional need to be located in the Countryside, providing existing buildings are re-used where possible.
- C. Within a Seafront Area tourism and recreation proposals that require a seafront location will be supported. The boundaries for Seafront Areas are set out on the *Policies Map*.

**7.21** The policy seeks to support proposals for tourism development, particularly those which will improve the tourism offer and encourage the growth of the visitor economy. In accordance with Policy S3, tourism proposals are likely to be considered appropriate within the development limits of Principal Towns and Towns in particular. Some types of tourism facilities, such as hotels, shops and leisure facilities, are classified in national planning policy as 'town centre uses', and will also need to consider the requirements of Policy EC3. While the rural nature of the East Riding means that access to tourism facilities will often be by car, it will be important that regard is had to Policy EC4 so visitor destinations are accessible by sustainable modes of transport wherever this is possible.

**7.22** Proposals that help address the existing deficiencies in the types of commercial accommodation available will be particularly encouraged. The *Tourism Accommodation Study* identifies where there is an over or under-provision of specific types of tourism accommodation, and the key findings are highlighted in Figure 9 and Table 6. The findings of the *Tourism Accommodation Study* will be an important consideration in determining whether a proposal would be likely to help address deficiencies in meeting market demand and/or developing new markets.

- 7.23** It is acknowledged that some tourism developments, including static and touring caravans and holiday lodges (which are defined as accommodation that falls into the size and transportability definitions of a caravan, and are normally a twin or single static caravan clad in timber or timber effect), may be appropriate in a Countryside location. However, in all instances, it will be important that the character of the Countryside is protected. The scale of a tourism development proposal, and the cumulative impact of other development proposals in close proximity, will be important considerations. Regard will be had to developments that have already taken place, as well as developments that have planning consent and have not yet been built. To ensure that proposals for tourism accommodation in the Countryside are used for this purpose, rather than as permanent residential accommodation, they will be subject to holiday occupancy conditions.
- 7.24** Proposals for tourism developments that support an existing countryside attraction, such as an important heritage asset, wildlife reserve or a country park, or have a functional need to be located in the Countryside, will need to submit information. This should demonstrate how the proposal would benefit the attraction in question, or why it has a functional requirement to be situated in the location proposed. In addition, it should include information about the uses or activities that would take place within the new development, and explain how these relate to and support the existing function of the attraction, or why they necessitate a Countryside location. A demonstrable benefit for the tourism sector must be established to justify the development of new buildings in the Countryside.
- 7.25** In order to minimise the impact of tourism development on the Countryside, it is expected that existing buildings will be re-used wherever possible. Where a new building is proposed applicants will need to submit information that identifies why the building is required, and why the re-use of an existing building is not possible.
- 7.26** A Town Centre Seafront Area is established for Bridlington in the Bridlington Town Centre Area Action Plan. The boundaries of Seafront Areas of Hornsea and Withernsea are set out on the Policies Map. In these areas tourism and recreation developments which require a seafront location, and take advantage of their location and setting, will be encouraged to support the visitor economy. It is expected that any new buildings proposed would be located to minimise the impact on the character of the area, for example, by positioning them next to existing buildings. Renaissance Strategies have been produced for Hornsea and Withernsea, and proposals that contribute to the delivery of an adopted *Renaissance Strategy* will also be supported where they conform to policies within this Plan.



**Table 6 - Potential development and diversification of Tourism Character Areas based on recommendations of East Riding Tourism Accommodation Study**

Tourism Character Area	Overall Development Principle needed to Develop and Diversify the Sector	Key Tourism Accommodation Requirements
1. The East Coast	Strengthen the tourism sector throughout the East Coast area (Bridlington Bay, North and South Holderness) to ensure that the benefits of tourism to the economy, environment and community are maximised and can be revitalised year-on-year.	<p>Encourage the development of new commercial accommodation to support leisure and business visitors.</p> <p>Ia) Bridlington - large scale serviced (hotel) accommodation and high quality bed and breakfast/ guest houses.</p> <p>Ib) North and South Holderness - new small-scale accommodation enterprises focused on serviced (B&amp;B, Farm and Inns) and self catering units in the form of farm building conversions, additional camping and touring caravan pitch provision. There may be scope for budget accommodation to serve the business sector, given the large scale investments in energy and renewable energy technologies.</p>
2. The Yorkshire Wolds	Develop the Yorkshire Wolds into a recognisable and coherent short-break visitor destination that blends the pleasant countryside character, quaint rural villages and the historic character of its market towns through increased provision in leisure, recreation and appropriate accommodation.	<p>Small-scale accommodation, focused on bed and breakfast, inns and self catering units, in market towns and through farm diversification schemes.</p> <p>Camping and touring caravan parks.</p> <p>Boutique hotels and specialist inn accommodation, for example spas and high quality eateries.</p>
3. Beverley and its Hinterlands	Support continuing efforts to convert Beverley from a largely day visitor destination into a recognisable and coherent short-break visitor destination based upon a combination of heritage, retail and special events.	High quality serviced accommodation, particularly within Beverley.
4. North West (The Vale of York)	Support further development of the tourism sector in York and the Yorkshire Wolds, and strengthen the linkages between them.	Self catering accommodation which draws visitors to the Yorkshire Wolds.
5. M62/A63 Corridor	Encourage tourism development to maximise the locational potential for wildlife tourism and heritage tourism, and to support further the development of the business tourism sector.	Budget based hotel and hotels primarily for business use.

Figure 9 - Tourism Character Areas





## Supporting the vitality and viability of centres

**7.27** In order to promote the vitality and viability of Town and District Centres, national planning policy sets out a strong 'centres first' policy, through a sequential test that directs main town centre uses to existing Centres. This is supported by an impact test which requires development that might harm a Centre to be assessed against a range of factors. It also reinforces support for



maintaining shops, leisure uses and services in rural areas. The main town centre uses cover retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, cultural and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

**7.28** National planning policy requires the boundary of each Centre and the Primary Shopping Area, which is the main retail area of a Centre, to be defined. These ensure that a strong retail mix is supported and provides flexibility for defining those areas (Primary Frontage) that contain a high proportion of retail uses. The *East Riding Town Centre and Retail Study* provides the evidence base to help define the:

- Extent of the Town and District Centre boundaries;
- Size of the Primary Shopping Area, Primary Shopping Frontage and Secondary Shopping Frontage for each Centre;
- Proportion of retail use that should be maintained within the Primary Shopping Frontage; and
- Proposed thresholds for when retail development outside the Primary Shopping Frontage would need to be subject to an impact test.

### Policy EC3: Supporting the vitality and viability of centres

#### Town and District Centres

- A. Town and District Centres will function as the prime location for retail and other main town centre uses. These uses will be supported within each Town and District Centre where the scale and type of development reflects that Centre's size, role and function and its capacity for new development.
- B. Proposals for retail development on unallocated sites will be encouraged within Primary Shopping Areas. Major proposals for retail development outside of Primary Shopping Areas will only be permitted where they do not unduly harm the vitality and viability of a Centre.

- C. Proposals for retail, office and leisure uses, that are not in accordance with an allocation, will be required to assess the impact of the development where they comprise more than:
  - 1. 500 sq m (gross) floorspace in an edge of Town Centre or out of Town Centre location; or
  - 2. 250 sq m (gross) floorspace in an edge of District Centre or out of District Centre location.
- D. Retail development that does not serve a purely localised need, and/or is on an unallocated site outside of the Primary Shopping Area, will be required to demonstrate compliance with the Sequential Approach.
- E. Proposals for non-retail main town centre uses that do not serve a purely localised need and/or are on an unallocated site outside of a Town or District Centre should be located within the Town or District Centre boundary, before Edge or Out of Centre sites are considered.
- F. Proposals for non-retail main town centre uses within Primary Shopping Frontages will be supported where a high proportion of retail uses are maintained within the Frontage.
- G. Proposals that help develop the evening and night-time economy will be supported as valuable additions to the vitality and viability of Town and District Centres, where the operation of such activities can be controlled to address amenity implications.
- H. The boundaries for Town and District Centres, Primary Shopping Areas and Primary Shopping Frontages are set out on the *Policies Map*.

#### **Small Parades and Local Shops, and Retail Development in the Countryside**

- I. Outside the Town and District Centres, small parades of shops in the Major Haltemprice Settlements, Principal Towns and Towns and small groupings or individual shops in the Rural Service Centres, Primary Villages and Villages will be protected where they are important to the day-to-day needs of local communities.
- J. Proposals for small-scale retail, office and leisure uses in out-of-town locations will be supported where they are below 100 sq m (gross) of floorspace. Where relevant, proposals above 100 sq m (gross) floorspace:
  - 1. Will be required to assess the impact of the development; and
  - 2. Where they do not serve a purely localised need, will be required to demonstrate compliance with the Sequential Approach.
- K. Farm shops, garden centres and other similar outlets will be supported in the Countryside where the development supports the rural economy, and could not reasonably be expected to locate within an existing Town or District Centre by reason of the products sold. A high proportion of goods sold should be produced on site.

- 7.29** The policy aims to strike a balance between promoting economic growth and the need to protect and promote the roles of the East Riding's Town and District Centres. This is particularly important in the East Riding where a Centre serves a large rural catchment.
- 7.30** In line with national planning policy, proposals for new large scale retail and other town centre development should be directed, in the first instance, to existing Town or District Centres as defined in Policy S7. In addition, proposals should consider the capacity of a Centre to accommodate new retail development. This will need to take account of the identified floorspace capacity for each Centre, as set out in Table 4, and whether there is sufficient remaining capacity at the time a planning application is submitted. Proposals should seek to support the vitality or viability of a Town or District Centre, ensuring that they remain competitive, have a diverse retail offer and continue to provide a focus for retail and other town centre uses.
- 7.31** Within a Centre, the Primary Shopping Area, which is comprised of both Primary and Secondary Shopping Frontages, represents the main location for retail and other town centre uses. Therefore, it will be necessary to consider the potential impact of a proposal within a Town or District Centre that would involve the loss of a main town centre use. This could include consideration of the economic viability of the existing business and whether it has been appropriately marketed for a main town centre use and, if so, for how long (one year is usually expected).
- 7.32** Primary Shopping Frontages comprise a high proportion of retail uses, whereas the Secondary Shopping Frontages provide greater opportunities for non-retail town centre uses. This could include restaurants and take-aways, subject to any amenity issues being addressed, which are an important part of the evening and night-time economy. The Primary Shopping Frontages are shown on the *Policies Map*, whilst the Secondary Shopping Frontage comprises all other frontages within the Primary Shopping Area.
- 7.33** Proposals for new retail development should be in Primary Shopping Areas where retail development is already concentrated. In order to maintain the vitality and viability of these areas, proposals for retail development on unallocated sites outside of a Primary Shopping Area, and for other town centre uses outside of the Town or District Centre boundary, will only be allowed if:
- It is demonstrated that there are no sequentially preferable sites (including consideration of their availability and viability and whether operators have demonstrated flexibility in terms of scale and format), or, the development has a particular market or operational requirement that cannot be accommodated within a sequentially preferable location. In applying the Sequential Approach, applications for main town centre uses should be directed to sites in a Town or District Centre, before considering Edge of Centre (within 300 metres of the Town/District Centre) and finally Out of Centre (not in or on the edge of a Town/District Centre but not outside the urban area) locations. Where proposals are located in an Out of Centre location, preference should be given to sites well served by a choice of means of transport, which are close to the Centre and have a higher likelihood of forming links with the Centre. In determining the area of search to be considered through the Sequential Approach it will be necessary to consider the form and scale of development. This should recognise that some proposals serve a localised need, such as a local foodstore, whereas others will serve a much wider catchment.

- There is clear evidence that the proposal will not lead to a significant adverse impact on a Centre. This should involve consideration of the effect that the proposal would have on planned investment and the vitality and viability of a Centre, including local consumer choice and trade in the Centre and wider area. Thresholds have been set to identify when a retail proposal should consider the impact of the development on an existing Centre. These reflect the different roles and functions of the Town and District Centre. Developments above the threshold may have a significant impact upon the Centre, or other Centres within the catchment area, and planning applications should be accompanied by an impact assessment. An impact assessment would not be required for an allocation where the proposed development delivers the type and scale of retail floorspace specified by the relevant policy in the Allocations Document. Where a proposal serves a local need over a neighbourhood catchment, it will not be necessary to demonstrate that there is a sequentially preferable site.

**7.34** In addition, some parts of the East Riding are also located within the catchment of a Centre that is within a neighbouring local authority area, principally Hull and York City Centres. Therefore, relevant proposals on unallocated sites within the catchment area of Hull or York, which are identified in the *Town Centres and Retail Study*, should also consider the impact on the City Centre.

**7.35** A balance between retail (class A1) and non-retail main town centre uses, for example banks, cafés and offices, is required to maintain the vitality of Primary Shopping Areas. National planning policy also recognises that residential development can play an important role in ensuring the vitality of centres.

**7.36** In assessing whether there is a high proportion of non-retail uses in a Primary Shopping Frontage, the *Town Centres and Retail Study* identifies that non-retail uses could comprise approximately 25% of the Primary Frontage in a Town Centre or 33% in a District Centre. The proportion of non-retail uses is measured by the total length (metres) of the Primary Shopping Frontage and the higher percentage for District Centres reflects the greater role of non-retail services within these locations. Proposals that result in an increase of non-retail uses within a Primary Shopping Frontage above these percentages will be supported where they demonstrate that there is no demand for retail (class A1) use, which could include evidence that the unit has been appropriately marketed for retail (class A1) use. It may also be relevant to consider any local characteristics of the Centre that would suggest a greater proportion of non-retail uses is appropriate, for example there is already a high level of non-retail uses or vacant retail units within that part of the Primary Shopping Frontage. The range of uses within the Primary Shopping Frontage will be monitored through the *Annual Monitoring Report*.

**7.37** The *Town Centres and Retail Study* and sub area policies highlight opportunities in some Town and District Centres to develop and diversify the evening economy, for example in Bridlington and Driffield. Development that improves the type and range of leisure and entertainment attractions, including those that would attract more families, will be encouraged provided that their cumulative impact would not affect the character and function of the Centre, or lead to an unacceptable impact on the amenity of nearby residents. Proposals involving non-retail main town centre uses, such as leisure and entertainment facilities, will also need to consider the Sequential Approach. This seeks to direct development, in particular those uses that attract a high number of users, to the Town and District Centres, which will help to support their vitality and viability.



- 7.38** In addition to the Town and District Centres, there is a concentration of shops and services in the suburban centres of Anlaby and Willerby, as well as small parades of shops of neighbourhood significance in the Major Haltemprice Settlements, Principal Towns and Towns. The *Town Centres and Retail Study* also identifies that a number of Rural Service Centres and Primary Villages contain a smaller range of shops and services. Small parades of shops in residential areas provide a range of A1 retail facilities, as well as local services such as restaurants and take-aways. It is important to retain this range of facilities, where possible, so proposals involving the loss of class A1 retail uses which provide for the day to day needs of the local community will be resisted unless fully justified. For proposals in Rural Service Centres, Primary Villages and Villages the loss of an A1 retail use, such as a village shop or Post Office, will also be assessed against Policy C2. This seeks to manage the loss of retail uses where they provide an important community service or facility that helps to meet the needs of local residents.
- 7.39** Proposals for a shop, or office development, to serve a local need will be supported, so long as it is not of a scale that would conflict with an established Centre or existing small parade of shops. These should also be considered against national planning policy and part H of Policy EC3, which clarify that the Sequential Approach should not be applied to applications for small scale rural offices or other small scale rural development. In addition, proposals in the Countryside for retail or office development above 100sqm would need to assess the potential impact of the development on the vitality and viability of a Town or District Centre. However, in certain instances the *Town and Country Planning (General Permitted Development) (England) Order 2015* would permit the change of use of agricultural buildings in excess of 100sqm. In these cases it would not be necessary to assess the impact of the development or apply the Sequential Approach.
- 7.40** On the Strategic Highway Network and industrial estates, a local need for catering facilities is often met by mobile catering vans. New proposals for catering vans will only be acceptable where there is an unmet need, and the visual, traffic and amenity impact of the proposal is acceptable.
- 7.41** In the Countryside, proposals for new retail development will be restricted to those developments that require a rural location due to an operational or market requirement. Applicants will be expected to demonstrate that a high proportion of goods sold would be produced on site and that any goods not produced on site are clearly of an ancillary nature.

## Enhancing sustainable transport

- 7.42** National planning policy identifies the need for transport systems to be balanced in favour of sustainable transport modes, which give people a real choice about how they travel and help reduce greenhouse gas emissions and congestion. There is, therefore, a need to pro-actively encourage sustainable modes of transport, alongside appropriate measures that seek to manage the use of the private car. This will be supported through travel planning as well as the allocation of sites for development in a way which supports a reduction in the need to travel and promotes greater use of sustainable transport modes, such as public transport, walking and cycling.
- 7.43** The *Local Transport Plan* provides a 15-year strategy for delivering and improving transport services across the East Riding. This will be supported by the *Local Plan* to help deliver schemes and work towards the *Local Transport Plan's* four overarching goals, as set out in Chapter 5. In particular, congestion is an issue in specific areas within the East Riding, such as Beverley, the A164, and A1079. Whilst planned major transport schemes have been set out in Policies A1-6, the road network cannot be expected to accommodate unconstrained traffic growth. Therefore, there is a need for robust sustainable travel planning alongside new development, which will help protect the role of the strategic highway network.

### Policy EC4: Enhancing sustainable transport

- A. In order to increase overall accessibility, minimise congestion and improve safety, new development will be supported where it is accessible, or can be made accessible, by sustainable modes of transport and addresses its likely transport impact. Development proposals should:
1. Produce and agree a transport assessment and travel plan, where a significant transport impact is likely;
  2. Support and encourage sustainable travel options which may include public transport, electric and ultra low emission vehicles, car sharing, cycling and walking; particularly in the Major Haltemprice Settlements, Principal Towns, and Towns; and
  3. Bring forward other necessary transport infrastructure to accommodate expected movement to and from the development.
- B. Developments generating significant freight movement located along the East-West Multi-Modal Transport Corridor should capitalise on the opportunities for transferring and transporting freight by means other than road.
- C. The number of parking spaces for all new development should reflect:
1. The level of public transport accessibility;
  2. The expected car usage on the site; and
  3. The most efficient use of space available and promotion of good design.

- 7.44** The *Local Plan* has a key role to play in supporting the *Local Transport Plan* in improving accessibility and safety, and reducing congestion. Policy EC4 sets out how new development should facilitate the use of non-car modes of transport. It includes a requirement for travel planning to support new developments that are likely to have a significant transport impact, for example, where the development would generate significant amounts of movement. Location specific factors such as the availability of public transport, scale of the development, and available road capacity may also affect whether a transport assessment and travel plan are required. The *Local Transport Plan* has identified Beverley, Bridlington, Goole, the A164, and A1079 as areas experiencing significant levels of congestion, particularly during peak hours. In addition, the *East Riding Infrastructure Study* highlights the A63T, A1033T, A64T-Grimston Bar interchange, A1035 and A1174 as areas where road capacity may be limited in the future.
- 7.45** Travel Plans should demonstrate a firm commitment to reducing the number of single occupancy car trips generated by, or attracted to, the site and have regard to proposals set out in the *Local Transport Plan* and accompanying settlement transport strategies. In those instances where a transport assessment or travel plan is not needed, a transport statement, which sets out an overview of how the likely transport impact would be addressed, may still be required. Developers are encouraged to engage with the Council's Highway Development Management section at an early stage to establish whether a travel plan, transport assessment or transport statement is required. Highways England will advise on requirements for developments that impact on the Strategic Road Network, which includes the A63T, A64T, A1033T, M18 and M62.
- 7.46** Where possible, new developments should be designed to support and encourage sustainable alternatives to single occupancy use of the private car. This can be undertaken in line with the individual settlement transport strategies developed for the Major Haltemprice Settlements, Principal Towns and Towns as part of the *Local Transport Plan*, and by developing and protecting safe and attractive public transport, cycling and footpath networks and facilities in accordance with Policy S8. Development should bring forward other necessary transport infrastructure to facilitate expected movements to and from the site, for example, new road junctions or access roads may be required, which takes into account the needs of disabled people. Any new infrastructure should not create an unacceptable impact on businesses and the local community. In most cases transport improvements will need to be completed prior to the occupation of the development.
- 7.47** Developments generating significant freight, such as commodity cargo that is transported and unpackaged in large quantities, along the East-West Multi-Modal Transport Corridor should capitalise on the opportunities for transferring and transporting freight by means other than road.
- 7.48** New developments will be expected to provide an appropriate amount of car parking, considering:
- Public transport accessibility levels;
  - Existing publicly available parking provision nearby (for example, on-street parking) and usage in the vicinity of the site; and
  - The need to deter unnecessary car use while avoiding overspill parking problems.

- 7.49** This recognises that the level of parking provision could vary depending upon the location of the proposed development. For example, a development in a Town Centre may provide a reduced provision, in comparison to a similar development in a rural settlement, where it can be proven that it would make use of existing high frequency public transport or public parking facilities.
- 7.50** In considering the appropriate number of parking spaces within residential developments, proposals should also assess the expected car usage based on the number and size of dwelling units. Guidance contained within *'Car Parking-What Works Where' (2006)*, *'Manual for Streets' (2007)*, and *'Manual for Streets 2, wider application of the principles' (2010)* should be used to establish appropriate layouts, design, and balance between on-street and off-street parking within new development.
- 7.51** Non-residential parking guidance standards will be set out in a *Supplementary Planning Document*. These guidance will be taken as the starting point for determining the number of parking spaces required within new non-residential development, and will be considered against the anticipated impact of a travel plan. Measures, such as the provision of secure cycle parking, improved bus services, and car share schemes, can all act to reduce the amount of car parking required within a proposed development by encouraging a shift to more sustainable modes of transport.





## Supporting the energy sector

**7.52** The *2007 White Paper: Meeting the Energy Challenge* sets out the Government's international and domestic energy strategy to address the long term energy challenges faced by the UK, and to deliver four key policy goals:

- To put the UK on a path to cut carbon dioxide emissions by 60% by 2050, with real progress by 2020;
- To maintain reliable energy supplies;
- To promote competitive markets in the UK and beyond, helping to raise the rate of sustainable economic growth and to improve productivity; and
- To ensure that every home is adequately and affordably heated.

**7.53** It also recognises that the UK will need around 30-35GW of new electricity generation capacity over the next two decades as many coal and nuclear power stations, built in the 1960s and 1970s, reach the end of their lives and are set to close. The Government has set out that one of the main ways to ensure UK energy security is by promoting a wide range of technologies and supply routes, which will help to support a transition to a low carbon economy. However, fossil fuels will continue to be an important component, and the Humber has a growing role as an 'energy corridor' for gas, oil and coal imports, as well as for the storage of gas and Carbon Capture and Storage. In particular, Carbon Capture and Storage has significant potential to reduce carbon dioxide emissions and keep fossil fuels (coal and gas) in the UK's electricity supply mix.

**7.54** The energy sector in the East Riding is important to both the UK and East Riding economy, and plays a significant role in ensuring the UK's fuel security. The East Riding is home to major installations for international companies including BP, Scottish and Southern Energy, Centrica Storage, and Gassco. In total these installations currently store approximately 70% of the UK's gas reserves, either within or offshore of the East Riding, and have capacity to bring approximately 30% of the UK's peak gas capacity on shore at the Easington Gas Terminal Complex. The role that each type of energy development currently plays in the East Riding is set out in Table 7.

**7.55** Whilst the use of fossil fuels continues to be important, an increase in renewable energy generation over the plan period will help reduce emissions that cause climate change. This will contribute to fuel security and create opportunities for economic growth, particularly in relation to the Humber Renewable Energy Super Cluster Enterprise Zone and the Humber Green Port Corridor Enterprise Zone. The East Riding also contains one of the country's largest inland ports at Goole, which has a significant role for importing biomass to Drax power station and will support the growth of the renewable energy sector. The Government has published a *UK Strategy for Renewable Energy (2009)*, which sets a target to generate 15% of the UK's energy



Wind turbine, Out Newton  
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from renewable sources by 2020. There is a legal commitment to meeting this target<sup>(12)</sup>, which will result in a seven fold increase in renewable energy in just over a decade. Local authorities are required to contribute towards the delivery of these national targets by setting positive policies in *Local Plans*.

**7.56** The *Low Carbon and Renewable Energy Capacity in Yorkshire and Humber Study (2011)* concluded that commercial wind energy is likely to be the main type of renewable energy development in the East Riding. Other technologies will make some contribution, with smaller and community schemes likely to play an increasing role in delivering renewable energy. Significant demand for renewable energy development within the East Riding has been experienced over recent years, particularly for the development of wind energy installations. This includes both large scale windfarms and single wind turbines to serve industrial units and farms. There is also increasing interest in biomass and combined heat and power (CHP) development. Other renewable energy technologies, such as photovoltaics and heat pumps, are expected to become more affordable and popular over the plan period.

**Table 7 - Examples of Energy Types**

Examples of Energy Types	Definition and discussion
<b>Renewable Energy</b>	
Biomass	The biodegradable fraction of products, waste and residues from agriculture (including plant and animal substances), forestry and related industries, as well as the biodegradable fraction of industrial and municipal waste. Biomass can result in fuel that is in a solid, liquid, or gas form, which can create energy by burning, anaerobic digestion or use in biofuels.
Geothermal heating	Geothermal energy is derived from the energy stored in the earth's crust and can be used for heating purposes, via geothermal heat pumps, sometimes known as ground source heat pumps. These comprise a system of pipes buried in shallow ground near the building they are intend to heat, and a heat pump that operates an air delivery system inside the building.
Tidal Power	The potential energy stored in water is converted into power through the movement of water, which is caused by tidal currents and the rise and fall of sea levels.
Photovoltaics (PV)	PV systems convert sunlight into electricity in a semi-conductive device and many, which are located on existing buildings (commercial, residential and public), do not require planning permission. However, some will require permission, for example, where they are erected on a building in a Conservation Area. Solar farms/ parks, which usually cover large areas of land and connect to the national grid will also require permission.
Wind	Wind turbines convert the kinetic energy in the wind to electricity and are usually tall towers with two or three propeller-like blades, called the rotor, on the top. The wind spins the rotor and the energy created by this movement is converted by a generator into electricity. There are a large number of operational and planned commercial scale wind turbines, as well as smaller turbines that usually power farms or individual buildings, within the East Riding. The Dogger Bank offshore wind farm is proposed to come onshore north of Ulrome.

12 2009 Renewable Energy Directive

Examples of Energy Types	Definition and discussion
<b>Low Carbon Energy Development</b>	
Combined Heat and Power (CHP)	CHP is a highly efficient process that captures and utilises the heat generated as a by-product of the electricity generation process. By generating heat and power simultaneously, CHP can reduce carbon emissions by up to 30% compared to the separate means of conventional generation via a boiler and power station. Whilst energy created from biomass CHP is considered to be renewable, the energy created through the use of other fuels is considered to be low carbon. Low carbon CHP can use a range of different fuels, which sometimes includes fossil fuels or municipal waste. The excess heat can be used as part of district heating networks, to heat specific buildings or facilities such as swimming pools.
Carbon Capture and Storage (CCS)	CCS is the process of capturing waste carbon dioxide (CO <sub>2</sub> ) from large point sources, such as fossil fuel power plants, transporting it to a storage site and depositing it (normally in an underground geological formation) so it will not enter the atmosphere. The aim is to prevent the release of large quantities of CO <sub>2</sub> into the atmosphere, which will help to mitigate the contribution of fossil fuel emissions to global warming and ocean acidification. Storage facilities exist off-shore in the North Sea in depleted oil fields and empty aquifers, however, they require infrastructure, such as pipelines, on shore.
<b>Fossil Fuel Energy Development</b>	
Oil and Gas Exploration, Appraisal and Extraction	Oil and gas developments essentially follow the same process. Conventional oil and gas are found in underground reservoirs. Unconventional gas and oil are usually found in shale rock. In the majority of cases an appraisal is undertaken using a seismic survey to detect the presence of geological structures with conventional or unconventional hydro-carbon potential. Exploration may be followed by a test borehole to identify if further appraisal is appropriate, and additional boreholes may be needed depending on the extent of the geological structure involved. Oil and gas production wells and associated infrastructure may include upgrading of an earlier borehole site, or development of a new site. Where resources are found in shale rock, a high pressure mixture of water and sand is pumped into the rock to create cracks which enable the resource to be extracted. This type of extraction is becoming increasingly more viable and is also subject to licencing, health and safety and environmental regulations.
Gas Supply Infrastructure	Easington and Dimlington Gas Terminals Complex is one of three main gas terminals in the UK, where gas is imported into the country. At Easington, gas is received from a number of offshore gas fields (where it is extracted and/or stored), processed, compressed, transferred to offshore storage and exported to the national transition system or grid. The Langeled gas pipeline, which transfers gas from Norway and has the capacity to provide 20% of the UK peak gas supply, comes on shore at Easington. In addition, there are other nationally significant pipelines, including the Teesside to Salt End Ethylene Pipeline, that cross the East Riding.
Gas Storage	Natural gas can be stored for an indefinite period of time in natural gas storage facilities for later consumption. Significant salt cavern gas storage facilities are based in the East Riding, in particular, at Aldbrough which stores enough gas to supply Britain for a day. Gas storage caverns can only be created in suitably thick homogeneous salt strata that are free of major faulting systems. The deep salt deposits under the East Riding are one of only a few locations in the UK where these salt deposits occur. The caverns themselves are very deep underground, typically some 1.5 to 2km below the surface, and only require a small area to be developed above ground, such as a well pad.

- 7.57** Planning applications for some of the forms of development in Table 7 will be determined by the Secretary of State, however, in those decisions the East Riding Local Plan will be a material consideration.

### **Policy EC5: Supporting the energy sector**

- A. Proposals for the development of the energy sector, excluding wind energy but including the other types of development listed in Table 7, will be supported where any significant adverse impacts are addressed satisfactorily and the residual harm is outweighed by the wider benefits of the proposal. Developments and their associated infrastructure should be acceptable in terms of:
1. The cumulative impact of the proposal with other existing and proposed energy sector developments;
  2. The character and sensitivity of landscapes to accommodate energy development, with particular consideration to the identified Important Landscape Areas, as shown on Figure 11;
  3. The effects of development on:
    - i. local amenity, including noise, air and water quality, traffic, vibration, dust and visual impact;
    - ii. biodiversity, geodiversity and nature, particularly in relation to designations, displacement, disturbance and collision and the impact of emissions/contamination;
    - iii. the historic environment, including individual and groups of heritage assets above and below ground;
    - iv. telecommunications and other networks; including the need for additional cabling to connect to the National Grid, electromagnetic production and interference, and aeronautical impacts such as on radar systems;
    - v. transport, including the opportunity to use waterways and rail for transportation of materials and fuel, and the capacity of the road network to accommodate development;
    - vi. increasing the risk of flooding; and
    - vii. the land, including land stability, contamination and soil resources.
- B. Where appropriate, proposals should include provision for decommissioning at the end of their operational life. Where decommissioning is necessary, the site should be restored, with minimal adverse impact on amenity, landscape and biodiversity, and opportunities taken for enhancement of these features.
- C. Suitable areas for wind energy development will be identified through a review of the Local Plan and/or preparation of Neighbourhood Development Plans. Prior to the completion of the review proposals involving wind energy development will be determined in accordance with national planning policy and practice guidance.



**7.58** Energy sector development could include a wide range of schemes, such as renewable, low carbon and fossil fuel developments, and grid connected and decentralised developments. Developments involving energy minerals, such as oil and gas, will need to consider relevant policies in the Hull and East Riding *Joint Minerals Plan*. National Policy Statements may also be a material consideration for decisions relating to new energy development.

**7.59** Applications for nationally significant infrastructure, including energy developments over 50MW and off shore developments, and their associated on shore infrastructure, are not determined by the Council and will be considered by the Secretary of State. Policy EC5 should be considered in preparing a Local Impact Report, which would be submitted to the Secretary of State, so that local impacts can be considered in the determination of an application for a nationally significant energy development.

**7.60** Development will be supported providing adverse environmental, social or economic impacts are satisfactorily addressed. Adverse impacts must be minimised and any residual impact must outweigh the wider benefits of the development. These benefits could include, supporting the growth of the low



carbon and renewable energy sector of the economy and reductions in emissions that cause climate change. The type and location of the development, as well as the height and number of structures, such as flumes, chimneys, well pads or turbines, will be key factors in determining applications. This will include consideration of the landscape characteristics, sensitivity of viewpoints and visual receptors in the area, which will be important in assessing the significance of any amenity, landscape and visual impacts of the development. The severity of any adverse impacts can often be avoided or reduced through mitigation.

**7.61** In determining the character and sensitivity of the landscape to accommodate development, the impact of the development on the historic character, sense of place, tranquillity and remoteness of the landscape should be considered. Some energy developments appear industrial in nature, and where there are proposals in rural areas it will be important to ensure that any cumulative effects do not lead to a perception of industrialisation, either within a particular landscape or wider area. In assessing the capacity of the landscape to accept energy development, it will be important to consider Policy ENV2 and the *East Riding Landscape Character Assessment*.

**7.62** Proposals should also ensure they are located at an appropriate distance from noise sensitive uses, such as housing and quiet leisure based uses, to ensure that increases in ambient noise levels are acceptable. The prevailing noise standards (e.g. BS4142 or ETSU-R-97), and any current best practice/ guidance (e.g. from the Institute of Acoustics), should be used, giving consideration to the level of existing background noise in the area. Where impacts cannot be mitigated, on-site proposals should consider design alterations and soundproofing of the affected properties.

**7.63** Development can impact on biodiversity at construction, operational and decommissioning stages. This is due to emissions, waste products and physical alterations to the environment, including the development's structure and impacts on soil, hydrology and water quality. Proposals will also be considered against Policy ENV4 and, where possible, mitigation measures should be used to compensate and improve biodiversity.

- 7.64** Energy developments and associated infrastructure should not be sited where they will detrimentally impact on the significance of a historic asset, including views, vistas and setting of individual assets and landscapes. Where relevant, proposals will also be considered against Policy ENV3.
- 7.65** Proposals involving the development of wind energy will be determined in accordance with national planning policy and practice guidance. This is set out in a Written Statement made by the Secretary of State on 18 June 2015 and through revisions to the national Planning Practice Guidance. These outline that planning permission for wind energy development should only be granted if:
- The development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and
  - Following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.
- 7.66** The Council will undertake a review of the Local Plan to identify areas that are suitable for wind energy development. This will take into account the impacts, including any cumulative impacts, on the local environment, as well as the views of the local community. Alongside any impacts identified by affected local communities, wind turbines have the potential to cause electromagnetic interference with radio signals, local TV reception and telecommunication systems, including those used by the police and emergency services. Applicants should contact The Office of Communications (Ofcom) to establish what systems may be effected by their proposal.
- 7.67** Turbines can also interfere with navigation and radar, as movement of the blades can be mistaken for aircraft or reduce the ability to track aircraft. There are a considerable number of aerodromes within, and close to, the East Riding. Some civil airports are important to the national air transport system and are, alongside military and other technical sites, officially safeguarded to ensure that their operation is not inhibited by new development. The officially safeguarded areas, around Humberside Airport and Robin Hood Doncaster Sheffield Airport (including Hibaldstow Radar Station) are determined by the airport operator. The consultation zones for all officially safeguarded areas in the East Riding are shown on the *Polices Map*. Applicants should liaise with airfield management at civilian airfields, where appropriate, and should also consult with NATS En Route (an organisation which provides air traffic control), the Civil Aviation Authority, Associated British Ports (ABP) (which operates the shipping radar in the Humber) and Defence Estates, in line with their requirements for consultation. The careful siting of turbines may mitigate any interference, otherwise planning conditions will be used where possible.
- 7.68** Access to a site is a particularly important consideration for energy developments, as the local road network will often need to accommodate the large vehicles needed to transport the wind turbine/ solar panel components or fuel to the site. Road access to a site usually needs to be able to accommodate trailers carrying long and wide loads and/or heavy loads. In some rural locations these access requirements can lead to significant 'indirect' impacts on the local road network. For example, the widening of lanes or easing of bends can require the removal of boundary features such as stone walls or hedges or loss of roadside verges. Traffic can be an issue for some types of energy development, such as biomass, and construction activities can also have an impact on the road network for other types of

development. The Council may require access and traffic assessments and, through the use of planning conditions, control the number of vehicle movements to and from the site during the construction, operation, and decommissioning of a site.

**7.69** Some energy developments, particularly those involving significant underground works, have the potential to increase the risk of flooding on the site or elsewhere. They could also impact on geology and ground water sources, leading to water pollution and/or ground subsidence. These impacts will need to be satisfactorily addressed.

**7.70** Routing and design of the electrical connection from the site sub-station to the local electricity distribution network is the responsibility of the electricity Distribution Network Operator, and does not require planning permission from the Council. The effects of the connections should be regarded as material to the overall scheme design.

**7.71** There has been a high number of approved planning applications for wind energy development in parts of the East Riding. Therefore, the cumulative impacts, which would result from new proposals, could start to constrain development in some locations that would otherwise be suitable for development. The cumulative impact of the following issues will need to be considered by the applicant:

- The degree of acceptable landscape change;
- The effects on international, national, regional and local designations and their setting, including landscape, nature and the historic environment;
- The need to maintain the integrity and quality of a landscape;
- Whether developments could be considered as being overbearing or dominant;
- The effects on local communities;
- Compatibility between existing and proposed developments in terms of scale and potential for skyline clutter; and
- Technical standards, such as noise and aviation.

**7.72** In considering the cumulative impacts, relevant standards and best practice should be used. The potential impacts can only be assessed on a case-by-case basis, in the light of existing baseline conditions, accurate descriptions and visualisations of effects on key receptors, and relationships with other developments. Cumulative impact assessments should consider existing developments and those with an extant planning permission, including developments within neighbouring Local Authority areas. Information should be provided with the application to address the:

- Degree or magnitude of change; and
- Nature of the potential change reflecting the inherent sensitivity of the affected area, feature or species.

**7.73** In decommissioning energy developments, it may not be possible to remove below ground infrastructure due to the effect this may have on biodiversity and the landscape. There may also be impacts on amenity, for example, through increased traffic movements, noise and dust. The development should be removed as fully as possible, whilst having regard to the effects, including the cumulative impact, of retaining the development in the ground. Where appropriate, enhancements should be made to landscape and biodiversity in accordance with Policies ENV2 and ENV4 respectively. Proposals in the Coastal Change Management Area (CCMA) should be considered against Policy ENV6, which would require the

development to be temporary and all associated structures to be removed upon expiry of the planning permission. The decommissioning of development will be controlled through the use of planning conditions.

**7.74**

It is the responsibility of the applicant to ensure that the impacts of development are minimised and to mitigate any potential impacts that would be deemed unacceptable. Where any risk is identified, the applicant should submit a statement of mitigation setting out how the impacts will be mitigated and provide details of any residual impact. In many cases, impacts can be mitigated through the design of the development and Policy ENVI will need to be considered.



## Protecting mineral resources

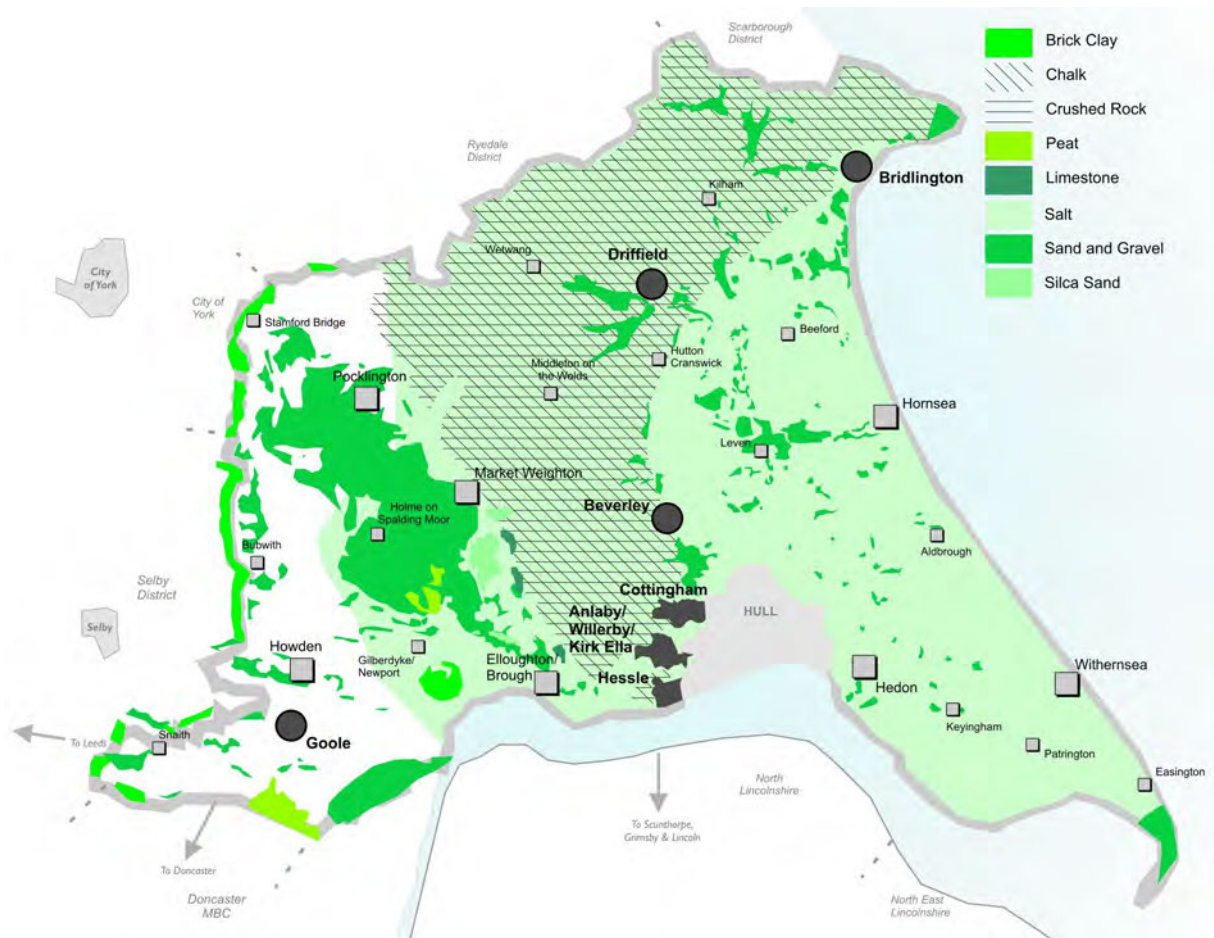
- 7.75** The East Riding contains important mineral resources, such as sand and gravel, limestone, and clay, which are important for the construction industry and the delivery of the *Local Plan*. National planning policy highlights that minerals are a finite resource, essential to support economic growth and quality of life by supplying material for infrastructure, buildings, energy and goods.
- 7.76** Minerals can only be worked where they are naturally found. Consequently, Mineral Safeguarding Areas are required to ensure that minerals of local and national importance are not needlessly sterilised by non-mineral development. The detailed minerals planning framework will be set out in the *Joint Minerals Plan*, prepared jointly by East Riding of Yorkshire Council and Hull City Council.

### Policy EC6: Protecting mineral resources

- A. Mineral Safeguarding Areas for sand and gravel, crushed rock, limestone, industrial chalk, clay, and silica sand are identified on the *Policies Map*.
- B. Within or adjacent to Mineral Safeguarding Areas, non-mineral development, which would adversely affect the viability of exploiting the underlying or adjacent deposit in the future, will only be supported where it can be demonstrated that the:
1. Underlying or adjacent mineral is of limited economic value;
  2. Need for the development outweighs the need to safeguard the mineral deposit;
  3. Non-mineral development can take place without preventing the mineral resource from being extracted in the future;
  4. Non-mineral development is temporary in nature; or
  5. Underlying or adjacent mineral deposit can be extracted prior to the non-mineral development proceeding, or prior extraction of the deposit is not possible.

- 7.77** Mineral Safeguarding Areas are identified on the *Policies Map*. In defining these, the extent of the different mineral resources and the likely development pressures within and adjacent to the resources was considered, as well as the location of significant existing mineral operations in the area. In the case of sand and gravel, limestone, and silica sand this is in line with the general extent of the resource, as shown on the British Geological Survey Map and in Figure 10. In the case of brick clay, crushed rock (chalk), and industrial chalk resources, the safeguarding areas are located around significant existing operations; and the general extent of the brick clay, higher purity chalk and unconcealed lower quality chalk according to the British Geological Survey Map. Urban areas are excluded from the Mineral Safeguarding Areas, but environmental designations, such as SSSIs, are included. Where necessary, the extent of Mineral Safeguarding Areas will be refined through the *Joint Minerals Plan*.

Figure 10 - Simplified mineral resources map of the East Riding



7.78

The safeguarding of mineral resources will ensure that the importance of the mineral can be balanced against the importance of the proposed non-mineral development. It does not provide a presumption in favour of minerals development. Therefore, non-mineral development, which would adversely affect the viability of exploiting an underlying or adjacent deposit in the future, will be supported within and adjacent to a Mineral Safeguarding Area where:

- Test drilling, test pits or other evidence, including the quantity of mineral, overburden, mineral depth, mineral thickness, and how fine the deposits are, suggest the underlying or adjacent mineral is of limited economic value, and its value is unlikely to become significantly greater in future, for example, by being of insufficient amount or quality. Documented attempts to market the mineral may be required to demonstrate that the mineral resource is not viable;
- The need for the development outweighs the need to safeguard the minerals for the future, for example, the surface development is an essential piece of infrastructure and alternative sites are not available without a disproportionate cost;
- It can take place without preventing the mineral resource from being extracted in future. This could include development covering a smaller area, such as householder development. Some larger proposals containing only limited built development could also take place without sterilising the resource, for example, golf courses or some types of agricultural development. This will depend on the nature of the proposal and the extent, nature and economic value of the mineral concerned. Other types of

development which could take place without sterilising the mineral resource include, applications for alterations and extensions to existing buildings, change of use of existing development, advertisement consents, and applications for reserved matters following an outline consent;

- It is temporary in nature; or
- There is evidence that prior extraction of the mineral deposit is not possible, or that the deposit will be extracted in an environmentally acceptable manner prior to the non-mineral development proceeding.

### 7.79

In all instances it will also be necessary to consider the balance between how the quality, depth and thickness of the mineral deposit affects its viability, as well as the extent to which the non-mineral surface development would sterilise this resource. An assessment of the effect of the proposed development on the mineral resource beneath or adjacent to the site of the development (termed a Mineral Assessment) will normally be required. A proposal for a single dwelling, for example, could still sterilise a large area of resource if built in a certain location. In other cases, applications will be screened out of having to satisfy the policy's requirements by meeting one of a number of exemption criteria which include:

- Applications for householder development;
- Applications for alterations and extensions to existing buildings and for change of use of existing development, unless intensifying activity on site;
- Applications for advertisement consent;
- Applications for reserved matters including subsequent applications after outline consent has been granted;
- Prior notifications (telecoms, forestry, agriculture, demolition);
- Certificates of Lawfulness of Existing Use or Development (CLEUD) and Certificates of Lawfulness of Proposed Use or Development (CLOPUD);
- Applications for works to trees;
- Applications for temporary planning permission.

### 7.80

Where non-mineral development is considered acceptable within or adjacent to a Mineral Safeguarding Area it will be necessary to ensure that the proposal minimises the impact on the minerals deposit, for example, through the siting and layout of any buildings. In assessing whether a proposed non-minerals development is adjacent to a Safeguarding Area, it will be necessary to consider the nature of the resource being safeguarded. For example, chalk and limestone deposits may require the use of explosives for extraction and the close proximity of non-mineral development may limit the use of this resource. However, sand and gravel, which can be dug from open workings, has a much lower potential impact. Guidance published by the British Geological Survey provides examples of typical distances from Mineral Safeguarding Areas for different mineral resources within which non-mineral development is likely to be considered to be 'adjacent'.

- Small heritage stone quarries (where currently disused) - 150 metres
- Sand and gravel - 250 metres
- Clay - 250 metres
- Silica sand - 250 metres
- Chalk (where blasting is likely) - 500 metres
- Limestone (where blasting is likely) - 500 metres

- 7.81** Within these distances, proposals will need to consider part B of the policy. In addition, any greenfield non-mineral allocation adjacent to a development limit where it abuts a Mineral Safeguarding Area will be required to address the provisions of the policy.
- 7.82** The Joint Minerals Plan will address the need to safeguard existing, planned and potential rail heads, rail links to quarries, wharfage and associated storage, handling and processing facilities for the bulk transport by rail, sea or inland waterways of minerals, where it is appropriate to do so.







**8. A High Quality Environment**

**8.1** The policies in this chapter seek to retain and enhance the East Riding's high quality environment. It responds to wider environmental challenges that are identified in the *East Riding Sustainable Community Plan: Our East Riding* as key considerations for future local planning. The policies aim to promote good quality design and protect and enhance the area's valuable landscape, heritage, biodiversity, and green infrastructure assets. It also establishes a framework for managing environmental hazards. This seeks to ensure that communities and wildlife will not be exposed to unacceptable risks from flooding, coastal change, contaminated land, hazardous installations, groundwater pollution, or other forms of pollution.

## Integrating high quality design

**8.2** National planning policy emphasises the need for high quality design and advises against imposing architectural styles or stifling innovation and originality. It states that planning policies and decisions should address the connections between people and places, helping to integrate new development into the natural, built and historic environment.

**8.3** Whilst good design is often associated with the physical appearance or functionality of buildings, it is increasingly concerned with achieving more sustainable and energy efficient buildings. When considering design, every development makes a difference and many small developments can cumulatively change a place dramatically. Every development is an opportunity for good design that can help to:

- Ensure climate change resilience, including Sustainable Drainage Systems and other flood protection measures, natural cooling, and green roofs;
- Encourage healthy and active lifestyles and travel patterns, including open, play and green space, provision for walking and cycling;
- Create a sense of safety, including natural surveillance by overlooking public spaces, mixed uses to encourage longer legitimate use of space and secured by design principles;
- Encourage green infrastructure, including green space and landscaping;
- Contribute to safeguarding and enhancing biodiversity and geodiversity, including responding to habitat and species need;
- Manage waste materials and refuse in a more sustainable manner;
- Maximise the use of resources and reduce water waste, during construction and for lifelong use;
- Reduce energy consumption and increase the use of renewables;
- Provide homes that are adaptable; and
- Ensure local distinctiveness through development that considers the use of local materials, local vernacular and local context.

**8.4** There is a range of guidance that can aid understanding of integrated high quality design, including *Planning Practice Guidance*, the *Homes and Communities Agency's Urban Design Compendium I & II (2000)*, *Secured by design (2011)*, *Biodiversity by design (2004)*, *Manual for streets (2007)/Manual for streets 2 (2010)*, *Play England (2009)* *Design for Play: A Guide to Creating Successful Play Spaces and Making design policy work (2005)*. In addition, there are a number of other national policies and strategies that promote the importance of sustainable design and construction, such as the Environment Agency's *Water Resources Strategy (2009)*. This promotes the use of Sustainable Drainage Systems and water efficiency measures in new developments, particularly in areas where water resources are under pressure. In the

East Riding, some areas are subject to water abstraction restrictions (e.g. the Sherwood Sandstone aquifer), therefore water resources are an important design consideration, particularly for any water-dependent or industrial developments.

### **Policy ENVI: Integrating high quality design**

- A. All development proposals will:
1. Contribute to safeguarding and respecting the diverse character and appearance of the area through their design, layout, construction and use; and
  2. Seek to reduce carbon emissions and make prudent and efficient use of natural resources, particularly land, energy and water.
- B. Development will be supported where it achieves a high quality of design that optimises the potential of the site and contributes to a sense of place. This will be accomplished by:
1. Having regard to the specific characteristics of the site's wider context and the character of the surrounding area;
  2. Incorporating an appropriate mix of uses on the site;
  3. Having an appropriate scale, density, massing, height and material;
  4. Having regard to the amenity of existing or proposed properties;
  5. Having an adaptable layout for sites and/or buildings that takes into account the needs of future users;
  6. Having regard to healthy lifestyles;
  7. Incorporating energy efficient design and arrangements to manage waste;
  8. Incorporating hard and/or soft landscaping, alongside boundary treatment of an appropriate scale and size, to enhance the setting of buildings, public space and views;
  9. Promoting equality of safe access, movement and use;
  10. Having regard to features that minimise crime and the perception of crime;
  11. Considering the use of public art, where the sense of place and public access or view would justify it;
  12. Ensuring infrastructure, including green infrastructure and flood mitigation, are well integrated into the development;
  13. Incorporating, where possible, nature conservation and biodiversity enhancement into the development;
  14. Paying attention to the use of local materials, architectural styles and features that have a strong association with the area's landscape, geology and built form, with particular attention to heritage assets; and
  15. Safeguarding the views and setting of outstanding built and natural features and skylines within and adjoining the East Riding, including those features identified in Policies A1-A6.
- C. Innovative design incorporating new materials and technologies will be supported where the local context and sub areas, with their diverse landscapes, geologies, historical background and built form, have been fully considered as part of the design process.
- D. Where possible, the design of development that maximises the use of decentralised and renewable or very low carbon technologies will be supported. This includes expecting that:



1. Chosen technology(ies) will be operationally suitable for the development, visually acceptable and not unduly harm amenity; and
2. Larger developments will consider how to contribute/share technologies to meet part of their energy needs, and/or increase the sustainability of existing or new development nearby, and be capable of being adapted over time to further upgrade energy efficiency and allow alternative occupancy and/or use.

**8.5** National planning policy recognises the role that high quality design plays in creating sustainable places that make a positive difference to people's lives. It advises that local authorities should have access to design review as a way to ensure high standards of design are achieved through the planning system. Early engagement in the consideration of design is encouraged and can be a way to positively respond to site challenges and, in general, this recognises that the more issues that can be resolved at pre-application stage, the greater the benefits. Design review could be supported through Integreat Plus who provide local design review assessment and support for the Council on minor and major projects within the East Riding.

**8.6** Policy ENVI seeks to foster good design that creates a strong 'sense of place' and a high quality environment. The design of a site should take into account the surrounding area, including the character, type, size and use of buildings and spaces. Development should be designed considering the use, including possible future uses, to ensure that buildings can be easily adapted. It should integrate new landscaping and public realm that meets the needs of its potential users, such as the provision of high quality safe access for all movement to, from and around the development. This should also include appropriate provision for cycling, pedestrians, disabled people and, where necessary, car parking.



**8.7** When assessing the impact of a proposal on the amenity of an existing or proposed property, the amenity of future occupants and existing uses adjacent to the site will be considered. Particular attention should be given to the potential for overshadowing, loss of daylight and sunlight, overlooking and a sense of enclosure. In residential development, proposals should also provide adequate private amenity space for future occupants.

**8.8** Proposals should, through the layout and design of new development, consider the needs of users, including equality of access, and how these needs would change for individuals and families through the different stages of their life. It will also be important to consider whether the proposal would contribute to improving healthy lifestyles and help to reduce health inequalities. Where adverse impacts are identified, for example, the implications of fast food take-away outlets, particularly in deprived areas and areas of poor health, the development will be expected to demonstrate how it will address or mitigate against health inequalities. These could include:

- Reducing the proliferation of any land use which reduces people's ability to be healthy;
- Promoting higher levels of regular exercise by increasing awareness of local sports and recreational facilities; and
- Supporting opportunities to widen the East Riding's cultural, sport, recreation and leisure offer.

**8.9** Arrangements should be in place to manage construction waste, and waste generated from the use of the development, as far up the waste management hierarchy as possible. This means preventing waste from occurring wherever possible (e.g. by reusing materials or equipment) or, if this is not possible, prepare items for reuse (e.g. by repairing damaged items). If this is not possible, recycling is the next best option and can be facilitated by the storage of refuse on-site allowing for the segregation of reusable or recyclable materials. This is followed by recovering value from waste by other means, before disposal as the last resort. This approach can be achieved through the production and implementation of a site waste management plan which details how waste arising from new development is to be managed and making the best use of resources.

**8.10** There are areas within the East Riding that have their own special character which should be safeguarded. These areas include large, well spaced houses in substantial, landscaped grounds (e.g. at Kemp Road in Swanland) and areas of settlements where the arrangement of buildings is loose, giving that part of the settlement an open, or even semi-rural appearance. Areas that have their own special or common character should be conserved. Proposals to subdivide large gardens to form new building plots, or to carry out development not in keeping with the common character, will be resisted where they would have an adverse impact on that character. Where development is proposed within a Conservation Area it will also be necessary to take account of any published character appraisal.



West Towers, Beverley Minster  
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**8.11** There are several landmarks in the East Riding that make an important contribution to the sense of place and examples are identified in Policies A1-A6. New development will need to safeguard, including any views of, the East Riding's outstanding built and natural features. These include;

- Important religious buildings;
- Important civic buildings, country houses and industrial heritage;
- Historic cores of the East Riding's settlements and their settings; and
- Views of outstanding natural features.

**8.12** All new development should consider using local materials and architectural styles or features that have strong local associations with the East Riding's main landscape, geology and built form types. These include:

- Holderness Plain - Brick, clay tiles;
- Humberhead Levels - Dutch influences;

- Wolds/ Derwent Valley - Brick, clay pantiles, chalk; and
- Coastal (especially coastal towns and seafront settings) – various seaside styles, including modern movement, Victorian/ Edwardian, Queen Anne/ Georgian.

**8.13** This should include consideration of relevant information on local styles and materials, as set out in the *East Riding Landscape Character Assessment, Conservation Area Appraisals* and *Town and Village Plans/Strategies/ Design Statements*. Additional areas of special character, outstanding built and natural features and architectural styles are identified in Policies A1-A6.

**8.14** Notwithstanding the need to address local design factors, innovative designs incorporating new materials and technologies will be supported in appropriate locations, for example, where they can be shown to add value to their settings. Applications should be accompanied by a Design Statement that demonstrates how the design of the proposed development has evolved and responded to its context.

**8.15** The design of development should incorporate nature conservation and biodiversity enhancements. The Town and Country Planning Association and The Wildlife Trust's *Planning for a Healthy Environment - Good Practice Guidance for Green Infrastructure and Biodiversity (2012)* has a wide range of best practice design options for biodiversity. Proposals should also consider the potential to deliver a net gain in biodiversity as set out in Policy ENV4.

**8.16** All proposals, including extensions to existing developments, should aim to comply with the relevant rating for sustainable construction prescribed by the Government at the time a planning application is validated. In addition, applicants should assess the potential to use decentralised renewable and low carbon energy technologies. These include, but are not limited to:

- Solar panels;
- Biomass heating systems (sometimes shared); and
- Developing community scale heat opportunities.

**8.17** Where appropriate, the potential of district heating networks should be explored, in particular, the Major Haltemprice Settlements, Bridlington and Goole have been identified in the *Regional Renewable and Low Carbon Study* as areas with potential to connect nearby combined heat and power plants to the urban areas. In other areas, the possibility should be considered if it is known that a significant heat load, such as a large industrial site or hospital, is available in the area. Information on localised heat demand is available from the UK CHP Development Map<sup>(13)</sup>.

**8.18** Adapting the East Riding's stock of existing buildings will be particularly challenging. Where possible, opportunities to share the benefits of locally produced renewable or low carbon energy with adjoining existing development should be realised.

<sup>13</sup> <http://chptools.decc.gov.uk/developmentmap/>

## Promoting a high quality landscape

- 8.19** Landscape character is what makes an area unique. It is defined by Natural England as "a distinct, recognisable and consistent pattern of elements in the landscape that makes one landscape different from another, rather than better or worse."
- 8.20** The East Riding contains a diverse range of land forms that give particular areas a distinctive character. These are described through the National Countryside Character Areas (NCCAs) and include: the chalk uplands of the Yorkshire Wolds; meandering rivers and streams of the Vale of York; watery raised mires of the Humberhead Levels; coastal plain of Holderness; and broad expanse of the Humber Estuary and its surroundings. Along the East Riding's coast the landscape changes from the dramatic chalk cliffs of Flamborough Head in the north, through the crumbling clay cliffs of Holderness, to the nationally unique Spurn Head at the southern tip of the coast. Two sections of the coast, at Flamborough and Spurn Head, are designated as Heritage Coast and are protected for their special scenic and environmental value.
- 8.21** The NCCAs provide a context and framework for managing development, safeguarding and, where possible, enhancing the natural environment and landscape values. The *East Riding Landscape Character Assessment* splits the East Riding into a further 23 Character Types and assesses their value.

### Policy ENV2: Promoting a high quality landscape

- A. Development proposals should be sensitively integrated into the existing landscape, demonstrate an understanding of the intrinsic qualities of the landscape setting and, where possible, seek to make the most of the opportunities to protect and enhance landscape characteristics and features. To achieve this, development should:
1. Protect the character and individual identity of settlements by maintaining their physical separation, including through the maintenance of the Key Open Areas identified in Policies A1-A6, where there is a risk of settlement coalescence.
  2. Protect and enhance important open spaces within settlements which contribute to their character.
  3. Ensure important hedgerows and trees are retained unless their removal can be justified in the wider public interest. Where important hedgerows and trees are lost replacements will usually be required.
  4. Maintain or enhance the character and management of woodland where appropriate.
  5. Retain, not detract from, and enhance wetland and water feature characteristics.
  6. Protect and enhance views across valued landscape features, including flood meadows, chalk grassland, lowland heath, mudflats and salt marsh, sand dunes and chalk cliffs.
  7. Protect and enhance the undeveloped coast.
- B. Proposals should protect and enhance existing landscape character as described in the *East Riding Landscape Character Assessment*, in particular, within the following Important Landscape Areas as shown on the *Policies Map*:
1. The Yorkshire Wolds, with special attention to ensuring developments are of an appropriately high quality and will not adversely affect the historic and special character, appearance or natural conservation value.

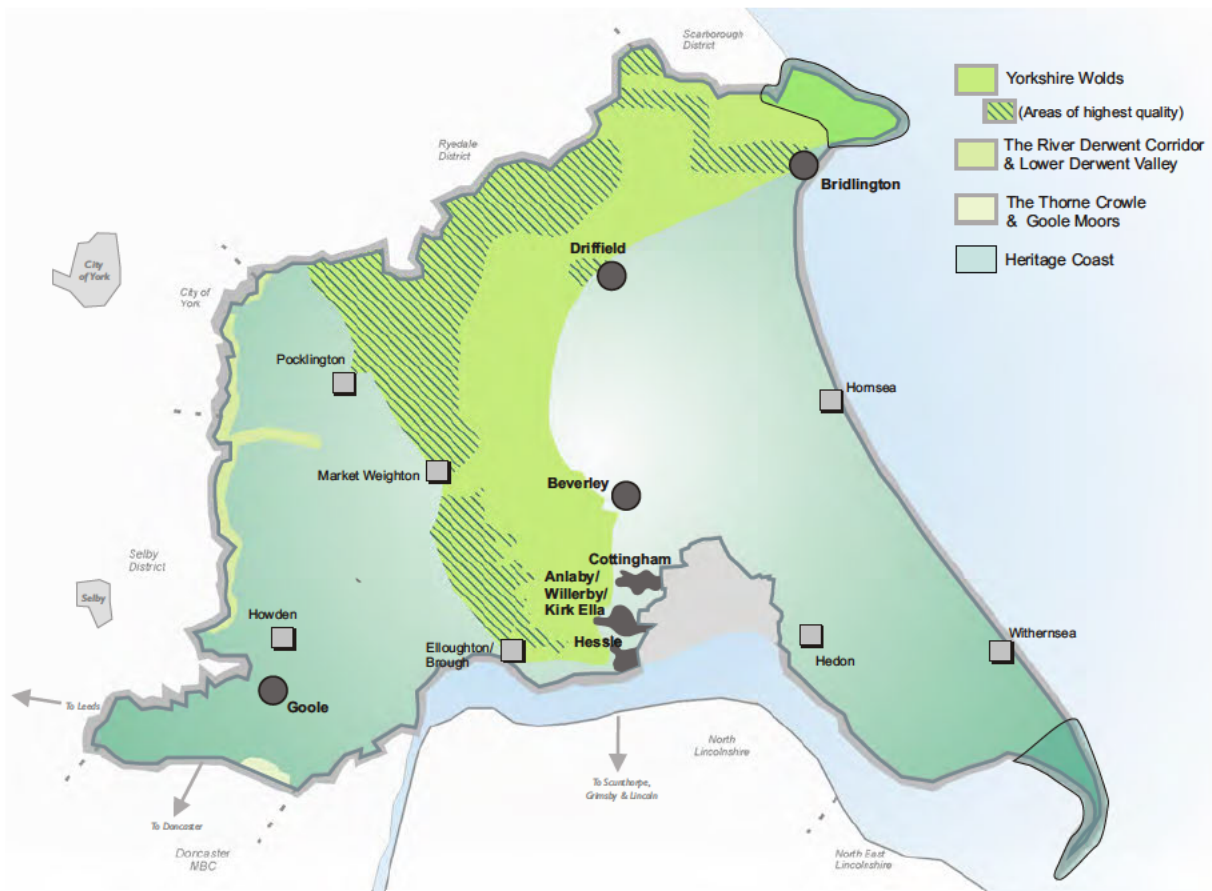


2. The Heritage Coast designations at Flamborough and Spurn Head.
3. The Lower Derwent Valley, which includes the River Derwent Corridor and Pocklington Canal.
4. The Thorne, Crowle and Goole Moors.

## 8.22

The landscape is constantly changing as a result of the natural environment and human activity, including the impact of new development. There are key features and characteristics which have been identified in the *Landscape Character Assessment* and contribute to character and sense of place. These include natural features (e.g. hills, rivers and floodplain), as well as the cultural and historic features past and present (e.g. woodland, shelter belts, field boundaries, pre-historic land divisions and evidence of human landscape change from the Neolithic to the present day). New development should be managed so that it is sensitively integrated into the landscape and, where possible, enhances the character of the landscape and its features. Opportunities to restore lost features and characteristics, perhaps as part of development proposals, will be supported. Proposals are also expected to consider and take forward the conclusions of the *Landscape Character Assessment* which identified a number of important landscapes in the East Riding (Figure 11).

**Figure 11 - Important Landscape Areas**



- 8.23** Many of the settlements in the East Riding are characterised by their rural setting which allows residents and visitors to distinguish one settlement from another. The coalescence of settlements would result in adverse change to the countryside setting of these settlements, resulting in the loss of their distinctiveness and be detrimental to their character. Whilst Policies A1-A6 identify a number of settlements where it is particularly important to maintain their physical separation, other areas may also perform a similar, albeit more localised role. A number of sub area policies identify a number of Key Open Areas that need to be protected between settlements and have been shown on the *Policies Map*. The areas of countryside separating the individual Major Haltemprice Settlements from each other, and with Hull, are of particular importance to preventing coalescence.
- 8.24** Proposals should avoid any detrimental impact on the physical separation of settlements, which could include uses requiring new buildings, structures, car parking, lighting and hard surfacing, or detract from the open nature of the area. There may, however, be opportunities for certain forms of development, such as informal recreation (e.g. walking, cycling, nature conservation) and formal recreation, where the openness of the countryside is retained. Any proposals should consider whether there are opportunities to improve the quality of the open areas, recognising their landscape value, alongside the potential for managing flood risk, biodiversity, public access and meeting changing recreational, health and lifestyle needs. Such initiatives should retain and enhance a sense of openness and the existing landscape character.
- 8.25** In addition, open areas within settlements may often form an essential part of their character and act as a visual amenity for residents and visitors. They may also have a valuable role to play in providing a break in an otherwise built up environment. Proposals within open areas considered to be important to the character of the settlement should ensure that the essentially open character of the site is maintained. This may be achieved by ensuring that any buildings are sited to relate to existing adjoining development.
- 8.26** The East Riding has one of the lowest percentages of woodland cover in England and, in particular, has very little ancient, or semi-natural woodland. Therefore, where woodland is present it often makes an important contribution to the amenity of the landscape and landscape character. Equally, despite their past loss due to intensive land management for agricultural production, hedgerows are the dominant field boundary feature in the East Riding and make an important contribution to landscape character by contributing to the strengthening of landscape pattern. Proposals should ensure that important hedgerows and trees are retained unless their removal can be justified in the wider public interest. Where important hedgerows and trees are lost, replacements, which may be provided off-site in some instances, will be required. New tree planting, particularly in association with development proposals, may also have the advantage of helping to integrate new development within the wider landscape character.
- 8.27** There is a varied drainage pattern in the East Riding that is the result of both natural and man-made watercourses. Rivers, streams, ditches, dikes and other water bodies are characteristic of the low lying areas of the East Riding, where, in many instances, artificial drainage systems have been developed over centuries to take water away from the land. By contrast the Yorkshire Wolds is almost devoid of watercourses, the main exception being the Great Wolds Valley which carries the stream of the Gypsy Race to Bridlington. It is important that development proposals respect, and do not adversely affect, the contribution that water bodies and features make to landscape character.

**8.28** The *East Riding of Yorkshire Biodiversity Action Plan (ERYBAP) (2010)* highlights those habitats that give the East Riding its sense of place. This includes flood meadows, chalk grassland, lowland heath, mudflats and salt marsh, sand dunes and chalk cliffs. Proposals for development in these areas will be expected to consider and respect those features that make these areas distinctive.

**8.29** Development proposals should also take into account the proximity, or views of valued landscape features, within and surrounding the East Riding. Those features that have been identified as being of particular importance are set out in Policies A1-A6, and other features are set out in the *Landscape Character Assessment*.

**8.30** Along the coast it will be important that development protects the character of the undeveloped coastline, particularly in the two national Heritage Coast designations, Flamborough Headland northeast of Bridlington and Spurn Head to the southeast of the East Riding on the Humber Estuary. These are recognised as being among the most beautiful undeveloped coastlines in England, and are managed to conserve, protect and enhance their natural beauty, marine flora and fauna, and heritage assets. This character must be maintained, although adequate provision is made for limited development in Flamborough (which is identified by Policy S3 of this Plan as a Primary Village) and Bempton (which is identified by Policy S4 as a Village), both of which fall within the Heritage Coast designation.



**8.31** There are no statutory landscape designations in the East Riding, although there are the two areas identified as Heritage Coast, which are recognised as being of particular importance. In addition, there are a number of distinctive landscapes that are important locally and are recognised as being of a high quality within the context of the East Riding. These are the Yorkshire Wolds, the River Derwent Corridor, Pocklington Canal and Lower Derwent Valley and the Thorne, Crowle and Goole Moors. The boundaries of these Important Landscape Areas are shown on the *Policies Map*.

**8.32** The Yorkshire Wolds form an arc of high, gently rolling ground extending from the Humber Estuary west of Hull, to the North Sea coast at Flamborough Head. They comprise a prominent chalk escarpment and foothills rising from the Vale of York to the west, the Vale of Pickering to the north (outside of the East Riding in Ryedale and Scarborough Districts), and falling to the plain of Holderness to the east. The vast majority of the Wolds is agricultural with woodland planting restricted to small, scattered woodland comprising shelterbelts around farmsteads with larger woodland and plantation areas located on the sides of the valleys. The gently, rolling landscape instills a sense of openness and tranquillity provided by expansive views, sparse populations and agriculture.

**8.33** Much of the East Riding's boundary with Ryedale District falls within the Yorkshire Wolds, and the landscape quality of this area is also recognised in the Ryedale Plan as an Area of High Landscape Value. It is, however, recognised that not all of the Yorkshire Wolds is of the same quality and the *Landscape Character Assessment* identifies 6 different landscape character types and 27 landscape areas. Those parts of the Yorkshire Wolds that are considered to be of highest quality tend to be concentrated on the western scarp slope and around Sledmere. On the western scarp slope the landscape is particularly diverse,

characterised by a series of dry valleys resulting in a complex landscape made of contrasting characteristics (such as enclosed valleys and open hill tops). The varied landform also results in a sense of enclosure and isolation in the valleys where fields tend to follow contours with hedges marking the upper extent of the steepest area. The areas of lesser quality tend to be less diverse in their characteristics, have fewer features and may have some detractors, such as an urban edge around a larger settlement, which also serves to reduce tranquillity.

### 8.34

Despite the varying degrees of quality, the entire area of the Yorkshire Wolds is shown on the *Policies Map* as it is the interactions between the different character types and areas that contribute to character and make the Yorkshire Wolds distinctive. Within the Yorkshire Wolds it is important that development is of an appropriate scale and design that conserves landscape value, and protects and enhances those features which contribute to the character of the area. Development should seek to retain the varied landform including but not limited to:

- The contrasting and varying levels of enclosure and exposure, isolation, and tranquillity;
- Diversity of the landscape;
- Distinctive features and views;
- Field patterns;
- Villages and their distinctive character and setting;
- The historic importance of the Great Wolds Valley; and
- Signs of past human activity.

### 8.35

The River Derwent Corridor, which includes the Lower Derwent Valley and Pocklington Canal, lies to the west of the East Riding forming the boundary with York and Selby. The Lower Derwent Valley area incorporates the section of the River Derwent Corridor between Kexby to the north and Wressle to the south, as well as the area eastwards on the Pocklington Canal and Beck corridor towards Pocklington. This area is important for the traditionally farmed flood plain meadow landscape of the river and canal corridors which support the internationally and nationally important habitat and species of the designated Natura 2000 sites. To the south, the Lower Derwent Valley extends to join the Humber Estuary. This area has a traditional riverine landscape with pasture, species rich meadows and well vegetated field drains, framed by occasional small woodlands and waterside willows with a strong sense of tranquillity and serenity from the traditionally farmed areas. Both Selby District and York City's emerging *Local Plans* propose to safeguard the area's special landscape which is of great agricultural, historic, cultural, environmental and landscape value. In this area it is important that development and management activity has particular consideration of the character and setting of the low lying flat floodplain, and the villages, hamlets and farmsteads that line the corridor just above the floodplain.

### 8.36

The Thorne, Crowle and Goole Moors are located in the most southwestern corner of the East Riding forming the boundary with Doncaster. The rarity of the landscape character of the areas, where peat extraction has taken place, is recognised as being important in the context of the East Riding and forms part of the largest expanse of lowland raised mire in England. There are extensive views across the flat open landscape that are intermittently interrupted by scrub and birch regeneration on the moors. Development should consider the surrounding extensive views across the flat open landscape.



## Valuing our heritage

**8.37** National planning policy recognises that the historic environment is an irreplaceable resource and should be conserved, in a manner appropriate to its significance, so that it can be enjoyed by future generations. It defines conservation of heritage assets as "*the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.*"

**8.38** The East Riding has a rich and diverse historic environment, containing outstanding buildings of national importance, such as Beverley Minster and Burton Constable Hall, alongside more local landmarks that act as place makers. There is a variety of architectural styles which are the result of adapting to locally available building materials, such as chalk and clay for bricks. Brick is the predominant building material in the area with pantile roofs and vernacular buildings featuring tumbled gables. The shortage of good quality building stone has resulted in stone being brought in from quarries located outside of the East Riding, such as Tadcaster. Consequently, stone has generally only been used on buildings of high status, such as churches and landed houses, or for selected architectural details, such as door and window surrounds, quoins and finials.

**8.39** The wealth and variety of built heritage and archaeology in the East Riding adds to a sense of place, creating a feeling of identity in the area. Many assets are recognised as being of particular significance and are protected by their designated status, such as Scheduled Monuments, Listed Buildings, Registered Parks and Gardens, a Registered Battlefield and Conservation Areas. However, only a proportion of the elements which give the East Riding its sense of place are protected by these national designations. There are also many other heritage assets of local significance.

**8.40** The *Historic Environment Strategy for Yorkshire and the Humber Region 2009-2013* recognises that the historic environment includes the wider landscape and various individual features that give areas and settlements their special character. There are nationally significant, yet largely undesignated, archaeological landscapes, including the Yorkshire Wolds, and a number of important designed landscapes, parks and gardens. These include sites on the *Historic England Register of Historic Parks and Gardens of special historic interest in England*, such as the Grade I registered park and garden at Sledmere House, as well as others that have not been designated. The 'finds' from non-designated, yet significant, archaeology sites cover every period from the Palaeolithic to the Cold War era.

**8.41** A number of these assets have been identified as being at risk, including the nationally significant prehistoric ritual and settlement landscapes of the Yorkshire Wolds and the Humber Wetlands. There are also a number that have been included on the *Historic England at Risk Register 2013*, which identifies the following entries:

- 166 archaeological entries<sup>(14)</sup>, though this is largely due to ploughing which cannot be restricted under the planning system;
- 8 buildings or structures<sup>(15)</sup>;
- 6 places of worship<sup>(16)</sup>;
- 2 registered parks and gardens;

14 Scheduled Monuments that are earthworks or buried archaeology

15 The Historic England at Risk Register considers buildings and structures to comprise Listed Buildings of Grade I or Grade II\* and structural scheduled monuments

16 Which are also Grade I, II\* or II Listed Buildings

- 2 Conservation Areas; and
- the Registered Battlefield at Stamford Bridge.

**Table 8 - Heritage assets in the East Riding**

Type of Asset	
Scheduled Monuments	<ul style="list-style-type: none"> <li>• The East Riding has around 350 such sites, including numerous Neolithic and Bronze Age funerary sites, Iron Age remains, a number of deserted medieval villages, and crop-mark sites.</li> </ul>
Listed Buildings	<ul style="list-style-type: none"> <li>• Over 200 Grade I and Grade II* Listed Buildings (of 'outstanding' architectural or historic interest). These include several notable churches (such as Beverley and Howden Minsters) and significant country houses (including Sledmere House, Burton Constable Hall and Burton Agnes Hall).</li> <li>• Over 2,500 Grade II Listed Buildings, with significant concentrations in Beverley, Bridlington and Hedon.</li> </ul>
Conservation Areas	<ul style="list-style-type: none"> <li>• 105 Conservation Areas have been designated, which seek to preserve and enhance the special interest and character of an area and are set out on the <i>Policies Map</i>. This can include buildings, spaces between buildings, views, trees and boundary features.</li> </ul>
Parks and Gardens of Historic Interest	<ul style="list-style-type: none"> <li>• A number of parks and gardens of historic interest are included on <i>Historic England's Register of Historic Parks and Gardens of special interest in England</i>, including Sledmere House, Burton Constable, Dalton Hall, Houghton Hall, Londesborough Park, Thwaite Hall and Risby Hall Manor House. Registered parks and gardens are identified on the <i>Policies Map</i>.</li> <li>• Other non-designated parks, historic estates and parkland landscapes make an important contribution to the rural character and cultural heritage, for example at Rise Park, Grimston Garth, Warter Priory and Wassand Park.</li> <li>• Over 50 non-designated medieval and Tudor deer parks, some containing significant archaeological remains.</li> <li>• A number of non-designated public parks, gardens and cemeteries of historic or local significance including West Park in Goole, Bridlington Cemetery, Hall Garth Park in Hornsea, and Burnby Hall in Pocklington.</li> </ul>
Historic Battlefields and Military Sites	<ul style="list-style-type: none"> <li>• Stamford Bridge (1066) (Historic England National Register), which is set out on the <i>Policies Map</i>.</li> <li>• One of the candidates for the site of the tenth century battlefield of Brunanburh in Rowley Parish, which is undesignated.</li> <li>• A number of undesignated battlefield and skirmish sites from the English Civil War.</li> <li>• The undesignated Napoleonic era signal station, gun batteries and barracks built at Spurn between 1796 and 1804.</li> <li>• The Grade II listed mid nineteenth century fort at Paull, which itself overlays the sites of Tudor and Napoleonic gun batteries. The complex of military structures at Paull includes a number of designated structures.</li> <li>• The heavy gun battery at Sunk Island, which is also a Scheduled Monument.</li> <li>• A significant number of designated and undesignated sites associated with the two World Wars, inter-war period and Cold War.</li> </ul>
Archaeological Sites	<ul style="list-style-type: none"> <li>• A number of archaeological landscapes which are considered to be of national significance and are, for the most part, undesignated. These include areas in the Yorkshire Wolds (an extensive prehistoric landscape), wetlands in the Humberhead Levels (which contain significant palaeoenvironmental remains), Holderness, the Hull Valley and Vale of York.</li> </ul>

Type of Asset	
Other non-designated assets	<ul style="list-style-type: none"> <li>Many assets are significant but not designated. They include individual features and groups of features that give a place its special character, such as locally important buildings, historically significant common land, and ancient trees. Details of all known heritage assets in the area are held on the Humber Sites and Monuments Record (SMR), and are continually being augmented.</li> <li>The absence of a designation does not necessarily indicate lower significance. Where it is likely that an undiscovered heritage asset will exist, for example through consideration of the location of known assets, steps should be taken to ensure that its potential significance is considered in any development proposal.</li> </ul>

### Policy ENV3: Valuing our heritage

- A. Where possible, heritage assets should be used to reinforce local distinctiveness, create a sense of place, and assist in the delivery of the economic well-being of the area. This can be achieved by putting assets, particularly those at risk, to an appropriate, viable and sustainable use.
- B. The significance, views, setting, character, appearance and context of heritage assets, both designated and non-designated, should be conserved, especially the key features that contribute to the East Riding's distinctive historic character including:
1. Those elements that contribute to the special interest of Conservation Areas, including the landscape setting, open spaces, key views and vistas, and important unlisted buildings identified as contributing to the significance of each Conservation Area in its appraisal;
  2. Listed Buildings and their settings;
  3. Historic Parks and Gardens and key views in and out of these landscapes;
  4. The dominance of the church towers and spires as one of the defining features of the landscape, such as those of Holderness and the Wolds;
  5. Heritage assets associated with the East Yorkshire coast and the foreshore of the Humber Estuary;
  6. The historic, archaeological and landscape interest of the Registered Battlefield at Stamford Bridge;
  7. The historic cores of medieval settlements, and, where they survive, former medieval open field systems with ridge and furrow cultivation patterns;
  8. The nationally important archaeology of the Yorkshire Wolds; and
  9. Those parts of the nationally important wetlands where waterlogged archaeological deposits survive.
- C. Development that is likely to cause harm to the significance of a heritage asset will only be granted permission where the public benefits of the proposal outweigh the potential harm. Proposals which would preserve or better reveal the significance of the asset should be treated favourably.
- D. Where development affecting archaeological sites is acceptable in principle, the Council will seek to ensure mitigation of damage through preservation of the remains in situ as a preferred solution. When in situ preservation is not justified, the developer will be required to make adequate provision for excavation and recording before or during development.

## 8.42

Policy ENV3 considers how best to manage the conflict between the pressure for development and the need to preserve our heritage assets, alongside supporting opportunities to better reveal the significance of assets. Heritage assets are defined in national planning policy and those of particular relevance to the East Riding are shown in Table 8. Designated and non-designated assets, as set out in Table 8, make a significant contribution to the historic character of the East Riding. This character varies from area to area and is influenced by a range of factors, such as historic street patterns, coastal character, style of architecture, design features and the materials used in a particular



location. These should be conserved and, where possible, form an important factor in the design of new development. By requiring conservation the policy encourages developments to take opportunities to enhance the significance, views, setting, character, appearance and context of heritage assets. Heritage assets and historic character are also key considerations in the design of new development and are considered in Policy ENV1.

## 8.43

Many heritage assets have been identified in Table 8, Policies AI-A6 and other documents, such as the *East Riding Landscape Character Assessment*, *Conservation Area Appraisals* and *Town/Parish Plans*. This does not represent a definitive list and other assets are likely to be identified through the planning application process. Therefore, it is necessary to determine the significance of an asset on a case by case basis. Where proposals are likely to affect a heritage asset, proposals should include a heritage statement so that the full impact of the development can be understood.

## 8.44

If a development would harm the significance of a heritage asset, applicants will be expected to justify how other factors outweigh the harm, such as the benefits of the proposal to the local community. The greater the significance of the asset (for example shown through the level at which it is designated), the greater the weight given to conserving it and the greater the weight given to preventing harm or loss of the significance. In assessing the potential for harm to a heritage asset it may also be appropriate to consider if the design and siting of the development could be adapted, as well as identify whether there are any other suitable and viable uses that would enable the building's conservation.

## 8.45

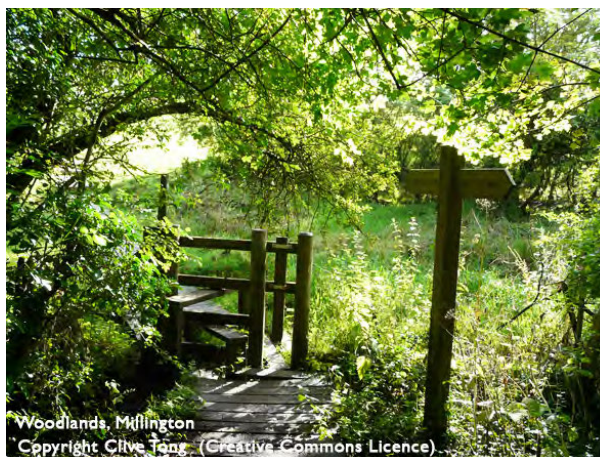
Development that results in substantial harm to, or total loss of, the significance of a designated heritage asset will only be supported in exceptional circumstances. However, the absence of a designation does not necessarily indicate lower significance, particularly for nationally significant archaeological sites that cannot be designated as a Scheduled Monument, due to the very specific selection criteria. Where it is likely that an undiscovered heritage asset exists, for example, through consideration of the location of known assets, steps should be taken to ensure that its potential significance is considered in any development proposal. Wherever possible, developments affecting archaeological assets should be located or designed to avoid archaeological remains to ensure that these remain preserved in situ. Where in situ preservation is not justified or feasible, the developer will need to set out those measures required to provide for the appropriate and satisfactory excavation and recording of the remains before planning permission is granted.



## Conserving and enhancing biodiversity and geodiversity

**8.46** National planning policy underlines the importance of conserving and enhancing biological and geological diversity, and integrating this with new development. The East Riding is home to a wide variety of wildlife species and habitats, owing to its varied landscapes, geology and settlement pattern.

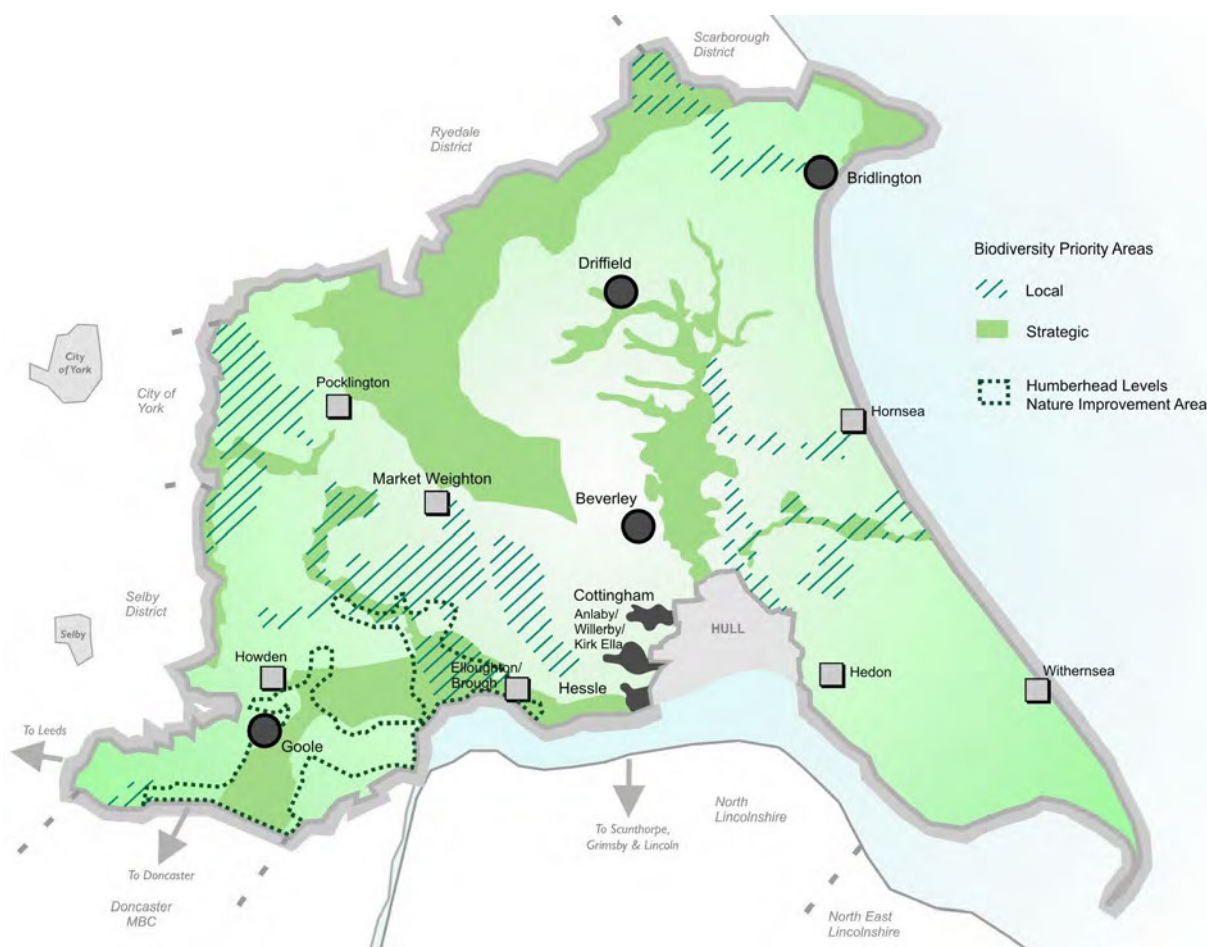
**8.47** Significant biodiversity assets in the East Riding include the ancient flood meadows of the Lower Derwent Valley, chalk grasslands of the Yorkshire Wolds, wetlands of the River Hull Valley, mudflats and salt marshes of the Humber Estuary, and towering chalk cliffs of Flamborough Headland. There are also pockets of ancient woodland, such as at Millington. Important species supported by these habitats include water voles, otters, over-wintering bird populations, nesting seabirds, farmland birds, migratory fish, rare amphibians and reptiles such as the great crested newt and grass snake, and a variety of rare plants and insects. However, the overall extent and variety of biodiversity has, for a long period of time, been declining. Future development and projected climate change present further challenges to protecting and enhancing this resource.



**8.48** The *East Riding of Yorkshire Biodiversity Action Plan (ERYBAP) (2010)* is prepared and implemented by the East Riding of Yorkshire Biodiversity Partnership. It provides information on locally important wildlife species and habitats, and sets the framework for actions that will be required to conserve, enhance, restore and recreate these. The *ERYBAP* also highlights the importance of habitat networks in achieving this, by providing connectivity between habitats and allowing species to migrate as their existing habitat changes.

**8.49** Biodiversity Priority Areas (Figure 12), which are broad habitat networks, have been identified, mapped and will be reviewed through the *ERYBAP*. These are defined at the regional and local level and indicate areas where landscape and biodiversity initiatives will be focused in order to increase and/or sustain networks of important habitats and species. In the East Riding, Biodiversity Priority Areas, which have not been defined at field boundary scale, include the North Yorkshire Coast and Flamborough Headland, River Hull, West Wolds, Lower Derwent Valley, Inner Humber and Lower Trent, and Lower Aire and Went Valleys. The *ERYBAP* is supported by a *Broad Habitat and Local Wildlife Sites Survey (2012)*, which will be used to inform more detailed/local scale habitat networks.

Figure 12 - Biodiversity priority areas



## 8.50

Another significant policy area concerning biodiversity is the *Water Framework Directive (WFD) (2000)* which was transposed into UK law through the *Water Environment (WFD)(E&W) Regulations (2003)*. This commits EU member states to achieving 'good' chemical and ecological status for all inland and coastal waters and will be implemented through *River Basin Management Plans (RBMPs)*. As part of this, local planning authorities must have regard to the impact of any development proposal on the improvement targets set out in *RBMPs*. Development must not cause deterioration of the *WFD* status of any water body, or prevent any water body from reaching 'good' ecological status, except where it can be shown that there is an overriding public interest that outweighs *WFD* requirements. This is only likely to occur in exceptional circumstances. The *Humber River Basin Management Plan (2009)* identifies that, for the Hull and East Riding catchment, improvements to water bodies are dependent upon reducing diffuse pollution from agriculture and discharges from sewage works and storm drains, as well as 're-naturalising' the 'heavily modified' nature of the area's watercourses. In addition, the *River Hull Headwaters Restoration Project* (commenced 2008) aims to restore the headwaters, which is the most northerly chalk stream system in Britain and designated as a Site of Special Scientific Interest (SSSI), to a more favourable condition.

## 8.51

There are a number of other local partnerships and initiatives aimed at protecting and enhancing the area's biological and geological diversity. The Hull and East Yorkshire Local Nature Partnership (LNP) consists of stakeholders from commercial and social sectors, as well as environmental organisations. Their objective is to ensure that the natural environment is better taken account of in local decision making.

**8.52** The Humberhead Levels Partnership has secured Nature Improvement Area (NIA) status for the Humberhead Levels. This is an inter-connected habitat network covering parts of the East Riding around Goole and the lower Ouse area east to the River Foulness, as shown on Figure 12. NIAs were contained in the *Natural Environment White Paper (2010)* which committed the Government to supporting the natural environment to function more effectively through joined-up action at local and national levels, creating an ecological network that is resilient to changing pressures. The Humberhead Levels NIA covers the southwest part of the East Riding and extends to south Yorkshire, northeast Lincolnshire and north Nottinghamshire. It is characterised by low-lying, predominantly agricultural land which has been drained and reclaimed from extensive marshland. The aim of the Humberhead Levels NIA is to create and restore at least 1,427 hectares of wetland habitat to help enhance and reconnect existing sites, which will enable wildlife to move through the surrounding farmland and increase the area's resilience to climate change. The Humberhead Levels Partnership will also continue to develop strategic initiatives to enhance this area.

**8.53** Table 9 sets out the hierarchy of designated sites from the international, national and local levels, which are all represented in the East Riding. Internationally and nationally important sites are protected by relevant international and national legislation and policy. These support wildlife and the effective functioning of natural systems, including removing carbon from the atmosphere and providing flood regulation. However, they are also important in their own right for the conservation of habitats and species, and society's continued ability to appreciate and interact with them. All international, national and local nature designations are shown on the *Policies Map*.

**Table 9 - Biodiversity and geological designations**

International Sites	
Ramsar Sites	Listed under the Convention on Wetlands of International Importance under the criteria of rarity and diversity of both habitat and species, and fragility of ecosystems. East Riding designations are: Humber Estuary and Lower Derwent Valley. Shown on the <i>Policies Map</i> .
Special Protection Areas (SPA)	Classified under the EC Directive on the Conservation of Wild Birds to ensure the survival and reproduction of migratory and other species. East Riding designations are: Flamborough Head and Bempton Cliffs, Hornsea Mere, Humber Estuary, Lower Derwent Valley and Thorne and Hatfield Moors. Shown on the <i>Policies Map</i> .
Special Areas of Conservation (SAC)	Designated under the EC Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora to maintain or restore natural habitats and wild species. East Riding designations are: Flamborough Head, Humber Estuary, Lower Derwent Valley, River Derwent and Thorne Moors. Shown on the <i>Policies Map</i> .
European Marine Site (EMS)	SPAs and/or SACs below mean high water. EMS's are the EU's best examples of marine habitats or species populations. There are two in the East Riding: Flamborough Head and Humber Estuary. These sites are considered through the preparation of the Marine Management Organisation's <i>East Inshore and East Offshore Marine Plans (April 2014)</i> .

National Sites	
Sites of Special Scientific Interest (SSSI)	Identified under the Wildlife and Countryside Act (1981) for habitat and natural features, including flora and fauna, geology and geomorphology. There are 50+ sites in the East Riding. Examples include the Derwent Ings, Hornsea Mere, Leven Canal, Melbourne and Thornton Ings, Melton Bottom Chalk Pit, Newton Mask, River Derwent, River Hull Headwaters, and Thorne, Crowle and Goole Moors. Shown on the <i>Policies Map</i> .
National Nature Reserves (NNR)	Identified to protect habitats and communities of plants and animals and geological or physical geographical features of special interest. There are three NNRs within the East Riding: Humberhead Peatlands, Lower Derwent Valley and Spurn. Shown on the <i>Policies Map</i> .
Local Sites	
Local Wildlife Sites (LWS)	Locally important sites for wildlife (previously referred to as Sites of Importance for Nature Conservation). Approximately 800 were identified in previous <i>Local Plans</i> or other documents. These are being reviewed through the <i>Broad Habitat and Local Wildlife Sites Survey</i> , against criteria set out in <i>Local Sites in the East Riding of Yorkshire (2012)</i> , which will lead to the identification of new sites and the de-designation of others. Candidate and designated Local Wildlife Sites are shown on the <i>Policies Map</i> .
Local Geological Sites (LGS)	Locally important Geological Sites (previously referred to as Regionally Important Geological Sites) are valued for the educational value they hold, the role they play in the development of geological science or for the rocks, fossils or features they hold. They are being reviewed and sites may be designated or de-designated through the review process. There are 50+ sites in the East Riding. LGS underpin and complement the SSSI coverage and are shown on the <i>Policies Map</i> .
Local Nature Reserves (LNR)	Local Nature Reserves (LNRs) are sites for both people and wildlife. They are of special interest for their flora, fauna, geological or physical geographical features, and are managed for the purpose of their preservation, or for providing opportunities for study and research. They are also recognised as providing the public with opportunities for informal enjoyment of nature. There are 13 LNRs in the East Riding and these are shown on the <i>Policies Map</i> .

**8.54** New developments are expected to optimise opportunities to safeguard biodiversity and geodiversity, and where possible, deliver enhancements that result in a net gain in biodiversity. *Planning for a Healthy Environment - Good Practice Guidance for Green Infrastructure and Biodiversity (2012)* defines a net gain for biodiversity as a sustained increase in abundance, quality and extent of all species and habitats that support health ecosystems. Biodiversity enhancements can be achieved by new developments through a range of measures, although the most appropriate means of enhancing biodiversity will vary according to the development proposal and the habitat and species involved. The design and landscaping of new development should retain any existing natural and biodiversity features, as well as provide opportunities for additional or enhanced biodiversity. For example, a means of enhancing biodiversity could be where a development proposal helps to bring a Local Site into active nature conservation management. In other cases action may be more localised, for example, through the creation of new habitats such as hedgerows and ponds, or the provision of nest boxes and hibernation sites.



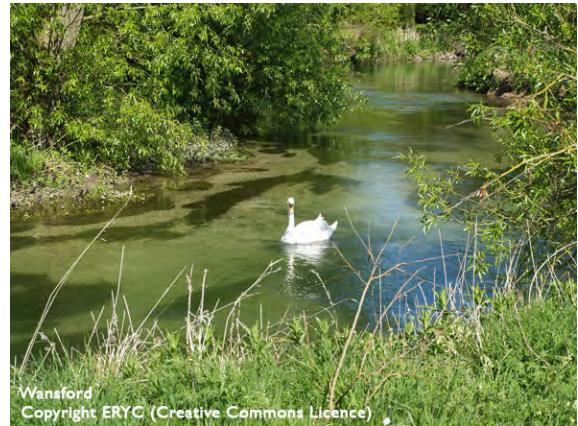
**Policy ENV4: Conserving and enhancing biodiversity and geodiversity**

- A. Proposals that are likely to have a significant effect on an International Site will be considered in the context of the statutory protection which is afforded to the site.
- B. Proposals that are likely to have an adverse effect on a National Site (alone or in combination) will not normally be permitted, except where the benefits of development in that location clearly outweigh both the impact on the site and any broader impacts on the wider network of National Sites.
- C. Development resulting in loss or significant harm to a Local Site, or habitats or species supported by Local Sites, whether directly or indirectly, will only be supported if it can be demonstrated there is a need for the development in that location and the benefit of the development outweighs the loss or harm.
- D. Where loss or harm to a National or Local designated site, as set out in Table 9, cannot be prevented or adequately mitigated, as a last resort, compensation for the loss/harm must be agreed. Development will be refused if loss or significant harm cannot be prevented, adequately mitigated against or compensated for.
- E. Proposals should further the aims of the *East Riding of Yorkshire Biodiversity Action Plan (ERYBAP)*, designated Nature Improvement Areas (NIAs) and other landscape scale biodiversity initiatives. To optimise opportunities to enhance biodiversity, proposals should seek to achieve a net gain in biodiversity where possible and will be supported where they:
  - 1. Conserve, restore, enhance or recreate biodiversity and geological interests including the Priority Habitats and Species (identified in the *ERYBAP*) and Local Sites (identified in the *Local Sites in the East Riding of Yorkshire*).
  - 2. Safeguard, enhance, create and connect habitat networks in order to:
    - i. protect, strengthen and reduce fragmentation of habitats;
    - ii. create a coherent ecological network that is resilient to current and future pressures;
    - iii. conserve and increase populations of species; and
    - iv. promote and enhance green infrastructure.

**8.55** Where relevant, proposals should consider information from the *ERYBAP*, *Local Sites in the East Riding of Yorkshire*, Biodiversity Priority Areas, Humberhead Levels Partnership covering the NIA, LNPs covering habitat networks and green infrastructure, and other landscape scale biodiversity initiatives, such as the Royal Society for the Protection of Birds' *Humberhead Levels Futurescapes Project*. There are also specific action/management plans for some designated sites, including for Flamborough Head, the Humber Estuary, Spurn Point, and the River Hull Headwaters, and for some locally designated sites. A *Lower Derwent Valley Plan* will enable the full value of both designated land and the adjacent functionally connected land to be recognised and provide a cross boundary approach to the conservation of this area. These specific plans may also be of relevance to a particular proposal.

**8.56**

The *ERYBAP* contains a list of the *UK Biodiversity Action Plan (BAP)* Priority Habitats and Species that occur in the East Riding. Specific actions and targets for habitats and species will be included within separate *Habitat Action Plans (HAPs)* and *Species Action Plans (SAPs)*. Information on the location of designated sites and important habitats and species is held by the North and East Yorkshire Ecological Data Centre. Sites that are likely to contain statutory protected, or UK BAP Priority habitats or species, include trees/woodland (badgers, bats), old buildings (bats), ponds (great crested newts and other amphibians), and ditches, rivers and canals (otters, water voles, migratory fish).



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**8.57**

Development should contribute positively and further the aims of designated NIAs. This could be achieved by restoring and reconnecting nature on a wider scale and seeking ways to restore, enhance and recreate biodiversity and geological interests, particularly within Biodiversity Priority Areas. Figure 12 shows the area of the East Riding covered by the Humberhead Levels NIA.

**8.58**

The statutory protection afforded to International Sites, as set out in part A of Policy ENV4, applies to Special Protection Areas (SPA) and Special Areas of Conservation (SAC) as law, and to Ramsar Sites under paragraph 118 of the *National Planning Policy Framework*. Potential SPAs (pSPA), possible SACs (pSAC) and proposed Ramsar Sites are afforded the same protection as European Sites. This includes an amendment to the Flamborough Head SPA and SAC boundaries which have been identified by Natural England as a pSPA and pSAC. National Sites cover Sites of Special Scientific Interest (SSSI) and National Nature Reserves (NNR). Local Sites, including Candidate and Designated Local Wildlife Sites (LWS) are identified in the *Local Sites in the East Riding of Yorkshire*. Proposals that would have an adverse impact upon a Candidate LWS should treat the site as a designated LWS, or provide sufficient relevant and credible ecological data to enable the site to be assessed against the objective guidelines detailed in the *Local Sites in the East Riding of Yorkshire*. A list of International, National and Local biodiversity and geological designations is outlined in Table 9

**8.59**

Any development that would have an adverse impact on a designated site, an important habitat or species, and/or a habitat network, should be avoided as far as possible. If this cannot be achieved, the adverse impacts must be adequately mitigated, or, as a last resort, compensated for. It will not be possible to compensate for any proposals that would result in the loss of an irreplaceable habitat, including ancient woodland. Ancient woodland is of great importance for its wildlife, history and the contribution it makes to the landscape. Development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland, will only be supported if it can be demonstrated the need for, and benefits of, the development in that location would clearly outweigh the loss of habitat. The majority of areas of ancient woodland are also designated sites. The *ERYBAP Woodland HAP (2011)* aims to manage areas of semi-natural ancient woodland not covered by statutory designations.

**8.60** In the case of European designated sites, a *Habitats Regulations Appropriate Assessment* is required for any proposal likely to have significant effects on the site. Any development that cannot demonstrate it would not adversely affect the integrity of such a site will be refused. Notwithstanding an adverse effect on the integrity of a European site, if there is no alternative solution and there are imperative reasons of overriding public interest for the project, the application will be referred to the Secretary of State. If the authority and/or the Secretary of State is minded to approve any proposals, notwithstanding their adverse effect described above, compensatory measures to protect the site must be put in place, in consultation with Natural England.

**8.61** If it is necessary to mitigate or, as a last resort, compensate for loss or damage, a mitigation/compensation plan should be prepared. The Plan should set out the mitigation/compensation objectives, monitoring and maintenance procedures, including the period for which monitoring and management should be undertaken, which should be built into the planning application and delivered through planning conditions. It should be agreed by all parties and, where required, it must be delivered prior to the commencement of the development.

**8.62** Mitigation measures should deliver no net loss of biodiversity when developments are implemented, and a net gain in biodiversity should be achieved wherever possible. This can involve a range of measures, including changes to site layout, preferred timings for construction and wildlife protection or buffer zones. The type of mitigation measures used on a scheme will be dependent on the species and habitat present, therefore, a standard approach cannot be used.



**8.63** Compensation can be provided in a number of ways, including on-site habitat creation, off-site provision and resources for on and off-site management. The nature and scale of compensation should be established at the planning application stage and should also aim to provide a net gain in biodiversity.

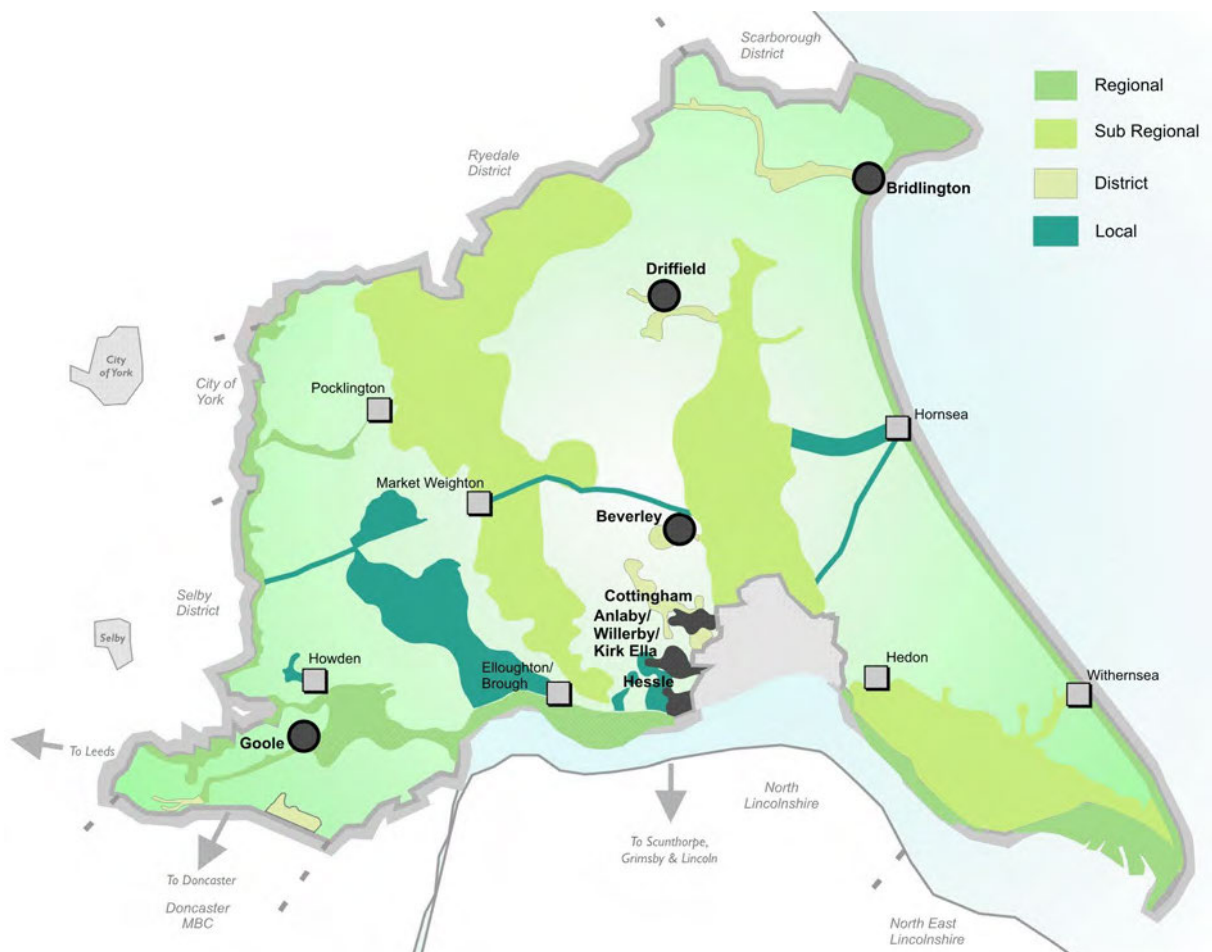
**8.64** Development proposals will be considered under the statutory context afforded to them including the *Habitats Regulations* and *SSSI* legislation. This may require consideration of potential impacts from developments some distance away, which is based on the nature of the development and potential pathways for impact. This is a more effective approach than a line on a map which would not take these factors into account. At a local level, development should avoid harm and where appropriate enhance LWSs through buffering. The need for a management plan should be considered on a case by case basis and will depend on the development proposed and ownership of the LWS. The Council's Sustainable Development Team can provide advice on the circumstances where it may be appropriate to prepare a management plan.

**8.65** Biodiversity and geodiversity assets form an important component of the wider network of 'green infrastructure'. Therefore, relevant proposals are also likely to be considered against Policy ENV5.

## Strengthening green infrastructure

**8.66** National planning policy sets out that *Local Plans* should take a strategic approach to planning positively for the creation, protection, enhancement and management of networks of green infrastructure. Work has been undertaken with Natural England to map the area's green infrastructure at a strategic scale, incorporating a broad range of assets and functions. This resulted in an indicative map of green infrastructure corridors (Figure 13) showing where assets/ functions correlate, and locations where opportunities to improve the functioning/ connectivity of green infrastructure may be greatest. These corridors differ from the 'Biodiversity Priority Areas' (Figure 12), as green infrastructure incorporates a broader range of assets/ functions (e.g. landscape, heritage, and recreational assets). They do, however, overlap in many instances with the Biodiversity Priority Areas and include most of the area's key nature conservation sites. As such, the green infrastructure corridors need to be viewed in conjunction with Figure 12 and other relevant designations in this Plan (e.g. Important Landscape Areas), to ensure that the component elements of green infrastructure and associated policies are appreciated.

**Figure 13 - Green infrastructure corridors**





**8.67** The green infrastructure corridors are categorised as regional, sub-regional, district and local, reflecting their geographic extent and amount of functions they provide. In the East Riding, regional corridors include the River Aire, Coast, River Derwent (which includes the Pocklington Canal), Humber and River Ouse corridors. Sub-regional corridors include the River Hull and Holderness Drain, South Holderness, and Yorkshire Wolds corridors, and district corridors include the Beverley, Driffield, Gypsy Race and Priory Fields/Walkington corridors. A number of smaller scale 'local' corridors have also been identified, including the River Foulness, Hornsea, Hudson Way, Haltemprice/North Ferriby, and former railway lines (e.g. Hull to Hornsea). Further local corridors may be defined through future locally-based work/strategies relating to green infrastructure provision.



**8.68** Natural England's *Green Infrastructure Guidance (2009)* highlights the multiple functions and benefits that can be achieved from positively planning green infrastructure. The green infrastructure benefits that are of particular importance to the East Riding are: climate change adaptation, flood attenuation, habitat provision, place making/urban renaissance, contribution to local character and access to nature and recreation (particularly between urban areas and the surrounding countryside). Tree planting and woodland creation can, for example, provide multiple benefits for the environment including: noise absorption, soil stabilisation and carbon storage. Further guidance on how woodland management and creation can benefit the wider environment is available from the UK Forestry Standard. The provision of green infrastructure can also help achieve *River Basin Management Plan* mitigation measures and the aspirations of the *Water Framework Directive*. These benefits, or 'ecosystem services', are vital to sustaining the economic, social and environmental prosperity of the area.

### Policy ENV5: Strengthening green infrastructure

- A. Development proposals should:
1. Incorporate existing and/or new green infrastructure features within their design; and
  2. Capitalise on opportunities to enhance and/or create links between green infrastructure features such as those listed in Table 10. Links should be created both on-site and, where possible, with nearby green infrastructure features.
- B. Development proposals within, or in close proximity to, a green infrastructure corridor should enhance the functionality and connectivity of the corridor.

**Table 10 - Green Infrastructure features in the East Riding**

- International and nationally important sites for nature conservation (see Table 9)
- Other sites of strategic/local importance for nature conservation (see Table 9)
- Coast (between the mean high and low water marks) and Heritage Coast
- Yorkshire Wolds (its valuable landscapes, rich biodiversity, and recreational and cultural resources)
- Rivers, especially the Humber, Hull, Derwent, Gypsy Race, and other water courses, such as the Pocklington Canal, and drains, and all other water bodies, such as wetlands and ponds
- Individual trees and woodland (e.g the North Ferriby Long Plantation), including areas of tree planting provided through the local HEYwoods initiative
- Green/open recreational or amenity space, including commons (e.g. Beverley Westwood), parks and gardens, playing pitches, allotments, cemeteries, village greens, and any sites designated as Local Green Spaces
- Green features within the built environment, including street trees, green roofs and gardens
- Sustainable Drainage Systems (SuDs)
- Tourism assets (e.g. Humber Bridge Country Park, Danes Dyke, Spurn Point, North Cave Wetlands and the Heritage Coast at Spurn Point and Flamborough Head)
- Historic environment, such as registered parks and gardens (see Table 8)
- Wildlife corridors, including hedgerows, ditches, disused railways and verges
- Public rights of way and cycle ways (e.g. the Yorkshire Wolds Way National Trail, Trans Pennine Trail and other recreational routes of local/regional importance)
- Open access land as designated under the *Countryside Rights of Way Act (2000)*
- Coastal access trail as designated under the *Marine and Coastal Access Act (2009)*
- Post industrial land such as disused quarries and former landfill sites

**8.69** The provision of green infrastructure has strong links to a number of other policies in the *Strategy Document*, namely ENV1, ENV2, ENV3, ENV4, ENV6, and C3. This recognises the multi-functional use of green infrastructure assets that will be relevant to a wide range of development proposals. Green infrastructure can also provide a recreational asset allowing for sustainable transport opportunities, such as walking and cycling routes. Enhancements to green infrastructure may include, but are not limited to, one or a combination of the following:

- Provision of open space;
- Enhancement of biodiversity; and
- Contributing to the delivery of relevant local strategies and plans, such as HEYwoods woodland planting projects, the *Rights of Way Improvement Plan for the East Riding of Yorkshire 2008-2018 (updated 2011)*, and the *East Riding of Yorkshire Biodiversity Action Plan (ERYBAP)*.

**8.70** Design and access statements that accompany planning applications should set out how green infrastructure features have been incorporated as an integral part of a development. This should include reference to green infrastructure features (Table 10) and/or corridors (Figure 13) that are on, or near the site, as well as measures that will be taken to enhance, add to, and/or link to these. Appropriate measures will vary depending on the type of green infrastructure feature(s) and function(s) involved. For example, many new developments will offer the potential to improve public access and recreational opportunities to adjacent land, however, in some cases this may not be appropriate (e.g. where the nearby green infrastructure feature is a nature conservation site requiring sensitive management).

- 8.71** The green infrastructure corridors are indicative and strategic and, as such, their role is to highlight where consideration of green infrastructure issues should be heightened, rather than inform site-specific schemes. However, local green infrastructure enhancements, such as green roofs, new tree planting, swales, parks, play areas, gardens, footpaths/cycle ways, integrated within developments are equally important in contributing to sustainable development. The *Hull and East Riding Green Infrastructure Strategy* (in preparation by the Hull and East Yorkshire Local Nature Partnership) will support a methodology for Green Infrastructure Planning in order to inform site specific development schemes.
- 8.72** Proposals should take account of relevant plans/strategies that aim to improve green infrastructure provision in the East Riding. These include the *HEYwoods (Hull and East Yorkshire Woodland Initiative) Strategy (2004)*, which aims to significantly increase the amount of woodland cover across the area, in recognition that existing coverage is considerably below that of the national average (2.6% as opposed to 8.4%). There is also a *Rights of Way Improvement Plan for the East Riding of Yorkshire* (a statutory document that acts as a mechanism for improving the network of public rights of way and other non-motorised routes, in line with the requirements of all types of users); *Local Transport Plan*; *ERYBAP*; *Countryside Access Strategy* (in preparation); *Draft Climate Change Strategy and Waterways Strategy (2012-2020)*. In addition, there are regeneration strategies, market town renaissance strategies, *Parish Plans*, *Conservation Area Appraisals* and the *Bridlington Town Centre Area Action Plan*, which contain green infrastructure priorities for specific locations.
- 8.73** A number of sections within the Council (e.g. Conservation and Landscape, Culture, Tourism and Sustainable Development, and Regeneration and Funding) and external organisations/bodies (e.g. governmental and non-governmental agencies and community-related organisations, such as the East Riding of Yorkshire and Kingston upon Hull Joint Local Access Forum, East Riding and North Yorkshire Waterways Partnership, *HEYwoods*, Hull and East Yorkshire Local Nature Partnership (LNP), and the East Riding of Yorkshire Rural Partnership) will be involved in the delivery of green infrastructure.

## Managing environmental hazards

**8.74** Environmental hazards are generally managed through existing statutory controls and procedures. The hazards associated with flood risk, coastal change, and groundwater pollution are particularly prevalent in the East Riding, given its proximity to the east coast and Humber Estuary, low-lying topography and underlying geology. The areas effected by these hazards are identified on Figure 14.

**8.75** The risk of flooding and coastal erosion is expected to increase with climate change, as sea levels are predicted to rise by 1.2 metres over the next 100 years. This presents a challenge for property/business owners and service providers in susceptible areas, and will also place some important biodiversity and heritage assets at risk. The *Flood Risk Regulations (2009)* and the *Flood and Water Management Act (2010)* establish how flood and coastal erosion risks will be managed in England and Wales. The



Environment Agency (EA) is the lead organisation, overseeing the work of all flood risk bodies such as Lead Local Flood Authorities (Unitary/County Councils), Internal Drainage Boards, and water companies. The EA also produces *River Catchment Flood Management Plans*, *Estuary Management Plans*, and *Flood Risk Management Strategies*, and are responsible for managing fluvial and tidal flood risk from main rivers, the sea and reservoirs.

**8.76** As the Lead Local Flood Authority, the Council is responsible for managing 'local' sources of flooding, namely surface water, ground water and 'ordinary watercourses' (smaller streams not classified as main rivers, and which drain large parts of the East Riding). Internal Drainage Boards are also responsible for managing risk associated with some ordinary watercourses. The legislation requires Lead Local Flood Authorities to produce *Flood Risk Management Plans* to establish priorities and measures for managing these risks.

**8.77** The maintenance of watercourses is the responsibility of riparian landowners, which is the landowner whose property adjoins the watercourse. Riparian owners must keep the bed and banks of the river clear of vegetation, waste and debris, so that they pass on the flow without obstruction, pollution or diversion. They must also accept flood flow through their land even when there is not enough capacity downstream.

**8.78** Where new development will benefit either directly or indirectly from existing flood risk management infrastructure (e.g. flood defences), the developer may be expected to contribute to the costs of maintaining and improving that infrastructure. Where new defences are needed to protect new development, developers will be expected to meet the full cost. The delivery of this infrastructure will be secured through either the Community Infrastructure Levy (CIL) or Planning Obligations. This would depend on the type of infrastructure project being delivered. For example, improvements to flood defences to adapt to climate change, which would not relate to a specific development proposal, could be funded through CIL. The types of infrastructure projects funded by CIL will be set out through the preparation of the Council's CIL charging schedule.



- 8.79** An East Riding wide *Strategic Flood Risk Assessment (SFRA)*<sup>(17)</sup>, has mapped the potential extents of tidal, river, surface water and groundwater flooding. It shows that the low lying areas, namely South Holderness, the River Hull corridor and Humberhead Levels around Goole, would be susceptible to tidal inundation, if no flood defences were present. Hence, approximately a third of the East Riding is classified as being within a high flood risk area. The East Riding is also susceptible to surface water and groundwater flooding, as was particularly seen during June 2007 when large areas experienced severe flooding following prolonged heavy rainfall.
- 8.80** National planning policy sets out a precautionary approach to flood risk, the principle being to avoid development in high flood risk areas as far as possible, even if there are defences in place. This is because it cannot always be guaranteed that defences will prevent flooding or be in place for the lifetime of a development. However, where this cannot be achieved, for example, due to the large extent of a flood risk area, the policy requires that care is taken to ensure that risks can be managed through suitable adaptation measures, taking into account the impacts of climate change.
- 8.81** The East Riding has one of the fastest eroding coasts in northwest Europe (average cliff losses of 1-1.5 metres per year between Barmston and Atwick and 1.5-2.5 metres per year between Hornsea and Kilnsea), and individual cliff losses can exceed 20 metres per year. The adopted *Flamborough Head to Gibraltar Point Shoreline Management Plan (2010) (SMP)* provides a large scale assessment of the risks associated with coastal change and a framework for managing these over the next 100 years. For the East Riding it sets out an approach to continue to defend the main settlements of Bridlington, Hornsea, Withernsea, as well as the village of Mappleton and the gas terminals at Easington. Natural coastal processes are allowed to continue in other areas, which are predominantly rural and agricultural. This recognises that it is not environmentally sustainable or economically viable to protect the entire coastline.
- 8.82** The Council takes an integrated approach to coastal management focusing on the social, environmental and economic issues associated with coastal change. It promotes the concept of 'roll back', which allows properties at risk from coastal erosion to re-locate further in-land. The Government is also focused on promoting measures to assist communities in adapting to coastal change in a sustainable manner. Between 2009 and 2011 The Department for Environment Food and Rural Affairs (DEFRA) delivered a *Coastal Change Pathfinder Project* as part of their consultation on a proposed *Coastal Change Policy*. As part of this initiative the Council successfully delivered the *East Riding Coastal Change Pathfinder (ERCCP)* project, which provided practical assistance and tested innovative coastal change adaptation approaches. Throughout the lifetime of the *Local Plan*, the Council will continue to explore opportunities to secure longer term funding and deliver a wider coastal assistance package, building on the approach established as part of the national *Coastal Change Pathfinder Project* and the *ERCCP (2009-2011)*.
- 8.83** National planning policy also promotes coastal change adaptation measures, and recommends identifying any area likely to be affected by physical changes to the coast as a Coastal Change Management Area (CCMA). It recommends allowing temporary uses in CCMA's to help sustain the local economy and allow time for longer-term planning solutions, for example, through re-location or 'roll back', to be implemented.

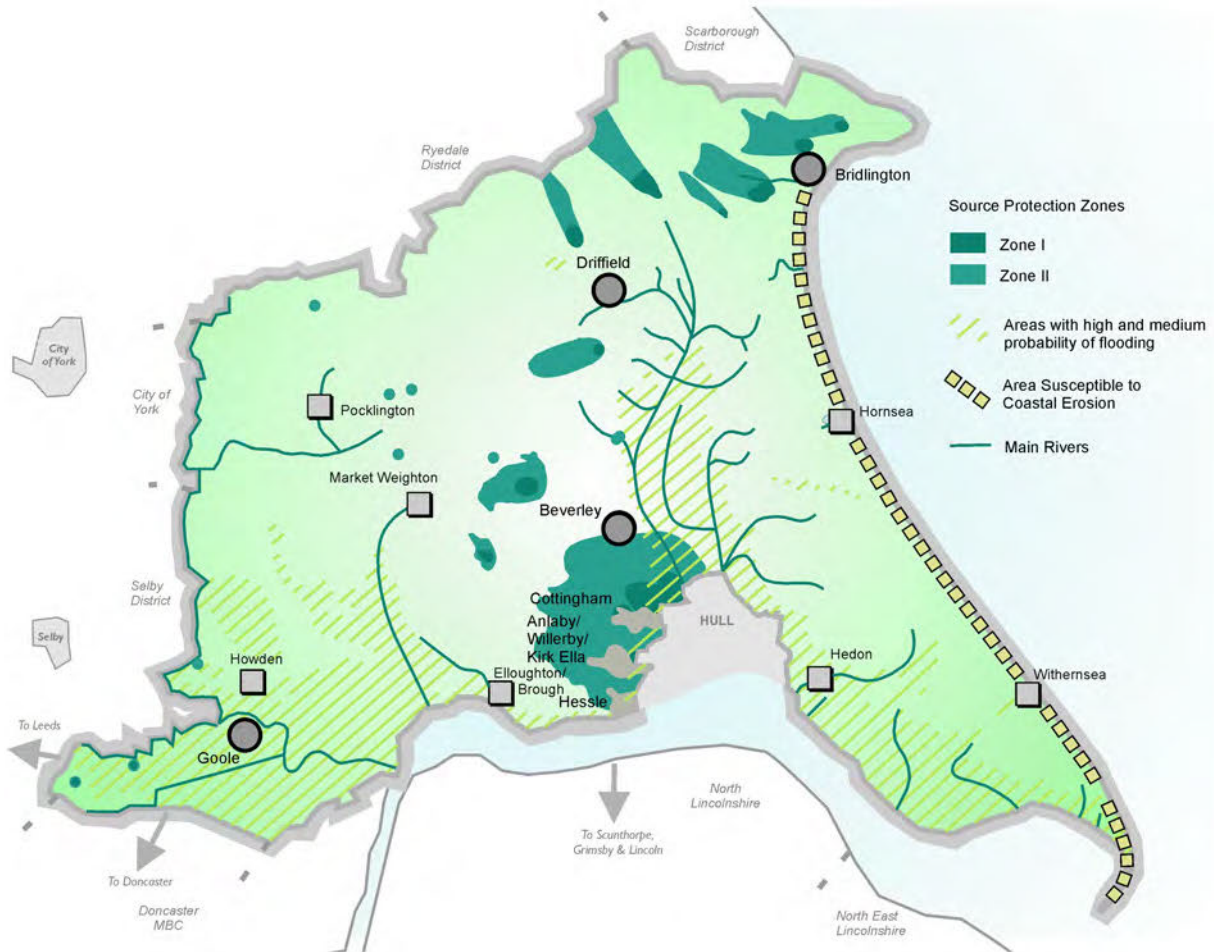
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17 comprising an East Riding-wide Level 1 *SFRA* and a separate Level 2 *SFRA* for Goole

8.84

A significant proportion of the East Riding is, due to its chalk geology, located on principal aquifers which supply public drinking water. Hence there are several Groundwater Source Protection Zones (SPZ) in the area, indicating where development could pose a risk to this resource. The Environment Agency's *Groundwater Protection Policy (GP3, 2013)* outlines what types of development should be prevented or carefully controlled within each SPZ.

Figure 14 - Environmental hazards



### Policy ENV6: Managing environmental hazards

- A. Environmental hazards, such as flood risk, coastal change, groundwater pollution and other forms of pollution, will be managed to ensure that development does not result in unacceptable consequences to its users, the wider community, and the environment.

#### Flood risk

- B. The risk of flooding to development will be managed by applying a Sequential Test to ensure that development is steered towards areas of lowest risk, as far as possible. The Sequential Test will, in the first instance, be undertaken on the basis of the East Riding of Yorkshire *Strategic Flood Risk Assessment (SFRA)* and the Environment Agency's *Flood Map*, within appropriate search areas. Where development cannot be steered away from Flood Zone 3, the sub-delineation of Zone 3a, detailed within the relevant *SFRA*, will be used to apply the Sequential Test, with preference given to reasonably available sites that are in the lower risk/hazard zones. Where necessary, development must also satisfy the Exception Test.
- C. If, following application of the Sequential Test, it has not been possible to successfully steer development to Flood Zone 1 or a sequentially preferable site, a Sequential Approach will be taken to site layout and design, aiming to steer the most vulnerable uses towards the lowest risk parts of the site and upper floors.
- D. Flood risk will be proactively managed by:
- I. Ensuring that new developments:
    - i. limit surface water run-off to existing run-off rates on greenfield sites, and on previously developed land reduce existing run-off rates by a minimum of 30%, or to greenfield run-off rate;
    - ii. do not increase flood risk within or beyond the site;
    - iii. incorporate Sustainable Drainage Systems (SuDS) into major development proposals and proposals at risk of flooding, unless demonstrated to be inappropriate;
    - iv. do not culvert or otherwise build over watercourses, unless supported by the Risk Management Authority;
    - v. have a safe access/egress route from/to Flood Zone 1 or establish that it will be safe to seek refuge at a place of safety within a development;
    - vi. incorporate high levels of flood resistant and resilient design if located in a flood risk area;
    - vii. are adequately set-back from all watercourses including culverted stretches; and
    - viii. adhere to other relevant *SFRA* recommendations.
  2. Supporting proposals for sustainable flood risk management, including the creation of new and/or improved flood defences, water storage areas and other schemes, provided they would not cause unacceptable adverse environmental, social, or economic impacts.
  3. Supporting the removal of existing culverting and returning these sections to open watercourse.
  4. Designating areas of Flood Zone 3b (Functional Floodplain) and safeguarding land for current and future flood risk management, on the *Policies Map*.

**Coastal change**

- E. Development likely to be affected by coastal change will be proactively managed by designating a Coastal Change Management Area (CCMA) on the *Policies Map*.
- F. Within the CCMA proposals will be supported where it:
1. Can be demonstrated that an appropriate temporary development, such as those included in Table 11, will contribute to the local economy and/or help to improve the East Riding's tourism offer; or
  2. Would involve re-location or roll back of existing development to an alternative location, provided the existing development is in permanent use and is a permanent structure, or is an existing caravan or holiday home park. The alternative location should be a suitable coastal location; and
  3. Is ensured that:
    - i. the development is safe from the risks associated with coastal change for its intended lifespan;
    - ii. the development does not have an unacceptable impact on nature conservation, heritage and/or landscape designations;
    - iii. sites to be vacated as a result of relocation/roll back or expiry of a temporary permission, will be cleared and restored to a natural state, with net sustainability benefits and, where appropriate, public access to the coast; and
    - iv. the development has an acceptable relationship with coastal settlements in relation to character, setting, residential amenity and local services.
- G. Development proposals for sustainable coastal change management, including improvements to coastal defences or managed realignment, should have regard to the most up to date *Shoreline Management Plan* and the latest coastal monitoring information. Proposals will be supported where they would not have any unacceptable adverse environmental, social or economic impacts.

**Groundwater pollution**

- H. The risk of groundwater pollution will be managed by:
1. Avoiding development that will increase the risk of pollution in Source Protection Zones (SPZ) and where this is not possible, ensuring that appropriate mitigation measures are employed;
  2. Supporting developments which will decrease the risk of pollution in SPZs by cleaning up contaminated land and incorporating pollution-prevention measures;
  3. Preventing inappropriate uses/activities in SPZ1 and SPZ2, unless adequate safeguards against possible contamination can be agreed;
  4. Preventing non-mains drainage that would involve sewage, trade effluent or other contaminated discharges, as far as possible; and
  5. Ensuring re-development of previously developed sites does not contaminate under-lying aquifers.



- 8.85** Policy ENV6 applies to all types of environmental hazard, which incorporates both existing hazards and/or any hazard that may be caused or exacerbated as a result of new development. This includes flood risk, coastal change, contaminated land, unstable land, hazardous installations, water pollution, and pollution generated by light, noise, dust, smell, vibration, fumes, smoke, soot, ash or grit. Many hazards are controlled through relevant statutory controls and procedures, and consultation with relevant bodies, such as the Health and Safety Executive (HSE) or the Environment Agency. Where a proposal is likely to generate or be affected by an environmental hazard, for example it is located close to a waste water treatment works where odour could occur, early discussions should take place with the relevant bodies/departments as early as possible in the development process, preferably at pre-application stage.
- 8.86** Where a proposal is likely to give rise to any form of pollution, information will need to be submitted with a planning application to demonstrate that the sources of pollution can be adequately addressed. For example, applications for noise generating development will need to provide a noise assessment of the proposal. Proposals for agricultural development to house livestock should provide a farm waste management plan, as well as being sited to minimise the impact on any occupied dwellings.
- 8.87** In some instances a development may require external lighting that could cause significant light pollution or nuisance from light spillage, for example floodlighting of all weather play pitches or outdoor storage and distribution areas. It will be necessary to ensure that lighting levels are appropriate to the need, lights are aimed where required, and do not result in unacceptable light pollution or nuisance through light spillage. Developers will be expected to ensure that lighting installations are fully shrouded. In order to consider potential light pollution, it will be necessary to submit an assessment of light spillage if floodlighting is proposed. Guidance on what information is required with an application is given in the Council's *Validation Checklist*.
- 8.88** In certain circumstances Hazardous Substance Consent may be required for industrial operations, including the storage of particular materials. Where proposals within an HSE consultation area would be appropriate, it should ensure that they do not unacceptably add to the current risk.
- 8.89** If a proposal is on, or in close proximity to, land potentially affected by contamination the Council's Environmental Health section and the Environment Agency should be consulted. The Council holds records of current and previous land uses which may cause contamination. DEFRA and the Environment Agency's document *CLR11 - Model Procedures for the management of land contamination* and the Yorkshire and Humber Pollution Advisory Council's *Development on Land Affected by Contamination - Technical Guidance for Developers, Landowners and Consultants (2012)* should also be taken into account.

### Flood risk

- 8.90** The Sequential Test, which seeks to direct development away from flood risk areas as far as possible, will require development proposals to be assessed against the Council's *SFRA* and the Environment Agency's *Flood Map*. For tidal/fluvial flood risk, the aim is to direct development to Flood Zone 1 (low probability) in the first instance, Flood Zone 2 (medium probability) in the second, and then, least preferably, Flood Zone 3 (high probability). The area over which to apply the Sequential Test will vary depending on the type of development proposed. For example, schools have their own catchment areas, as do retail and leisure facilities. Some proposals, such as householder extensions and changes of use, are exempt

from the Sequential Test. Applicants should contact the Council for pre-application advice on the application of the Sequential Test. An SPD will be prepared to set out further guidance on the potential area of search for the Test. If development cannot be directed to Flood Zone 1, the vulnerability of the proposed use(s) needs to be taken into account. For example, highly vulnerable uses, such as caravans intended for permanent residential use, are not normally considered acceptable in Flood Zone 3. Where it is necessary for development to be located in Flood Zone 2 or 3 a sequential approach should be taken to site layout. Sites should be designed so that vulnerable uses are located on the areas of lowest risk or upper floors, which is in accordance with the recommendations of the SFRA.

- 8.91** If the Sequential Test is passed, the 'Exception Test' may also need to be applied. This assesses whether the proposal would provide wider sustainability benefits to the community, which outweigh the flood risk. It will also be necessary to consider whether the development can be made safe without increasing flood risk elsewhere, and, where possible, reduce flood risk overall. Applicants must demonstrate through a site-specific flood risk assessment that any flood risk can be adequately mitigated.
- 8.92** All developments should be free from the risk of surface water flooding in a 1 in 100 year flood event, plus an allowance for climate change. Additionally, surface water runoff from greenfield sites should be restricted to the existing rate checked against agricultural runoff rate. The surface runoff rate from previously developed land, or land occupied by buildings or hard standing (such as farm buildings and access roads) should be established prior to redevelopment and runoff from the site restricted to 70% of this rate or to greenfield rates. Restricted runoff should be applied using flow control devices coupled with on site attenuation and other Sustainable Drainage Systems (SuDS) measures. For smaller sites, for example less than 0.25ha, there may be limited opportunities for attenuation apparatus and source control measures alone may need to be considered to manage runoff. In accordance with current Building Regulations, in the first instance consideration should be given to infiltrate surface water into the ground wherever possible, followed by discharge into an open watercourse, discharge into a culverted watercourse and finally discharge into a combined public sewer system.
- 8.93** Major development proposals<sup>(18)</sup> and proposals at risk of flooding should incorporate SuDS unless it can be demonstrated they would be inappropriate. SuDS must be designed in accordance with national guidance and approved by the Council as part of the planning application process. Pre-application discussion with the Local Planning Authority, Lead Local Flood Authority and other interested parties, such as sewerage undertakers, Environment Agency, highway authority, internal drainage boards, is advised to enable the best drainage plan for the area and for the proposed development itself to be prepared. The Lead Local Flood Authority must be consulted at the planning application stage on all major development proposals.
- 8.94** On larger sites or combination of sites, a comprehensive SuDS scheme may be appropriate. Comprehensive SuDS schemes are designed to accommodate surface water from a wider area and will often drain water to one central storage area where it can then be discharged at a controlled rate back into the environment. These schemes are often more practical to maintain and present opportunities for green space and environmental enhancement.

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18 As defined in Article 2(1) of the Town and Country Planning (Development Management Procedure) (England) Order 2015. This includes residential schemes of 10 or more dwellings, or which are on a site of 0.5ha or more where the number dwellings is unknown, and non-residential schemes creating 1,000sqm of floorspace or on sites with an area of 1ha or more.

- 8.95** Culverting will not generally be permitted as part of new development, because of the adverse ecological, flood risk, safety and aesthetic impacts. It will only be permitted where there is no reasonably practicable alternative, or if the detrimental effects would be so minor that a more costly alternative is not justified. In all cases, where it is appropriate to do so, applicants must provide adequate mitigation measures for loss of capacity, accept sole ownership and take responsibility for future maintenance. This includes any weed or safety screens installed on the culvert. Management of the culvert must be agreed with the relevant Risk Management Authority, which will either be the Council as the Lead Local Flood Authority, Internal Drainage Board, or Environment Agency depending on the water course effected.
- 8.96** If a site contains an existing culverted watercourse, applicants will be required to investigate whether it is feasible or practicable to open up the culvert and restore the watercourse to a more natural state. Where this is not possible, it will be necessary to incorporate mitigation measures that compensate for any loss of capacity, and ensure that access is maintained to any watercourse or culvert to enable maintenance works to be carried out. Building over existing culverts will not normally be permitted, due to health and safety considerations and increased maintenance costs. It would also preclude future options to restore the watercourse.
- 8.97** Where access and egress, evacuation, and/or the need to provide safe refuge is an important issue, the Council's Emergency Planning Team and the emergency services may need to be consulted. Planning conditions will be used to ensure the SFRA's recommendations regarding land use and design, and mitigation measures are adhered to.
- 8.98** Where development is proposed on a site that contains, or is adjacent to, an existing watercourse, buildings and other structures must be set-back from it in order to make space for water. This should allow access for watercourse maintenance and improvement, promote river-based biodiversity and recreation, and encourage the use of river banks as sustainable transport corridors. Development should normally be set-back a minimum of 8 metres on either side of the watercourse, which is in accordance with the recommendations of the SFRA, and should meet the requirements of *Internal Drainage Board Bylaws*. Space can also be made for water by utilising existing features, such as village ponds, that have potential to store flood water, as well as increase amenity and improve biodiversity.
- 8.99** Proposals for sustainable flood risk management measures may include new defences or improvements to existing defences, managed realignment, or water storage areas. Consideration should be given to any potential adverse environmental, social and/or economic impacts, and relevant *Flood Risk Management Plans*. Relevant plans/strategies include the most recent *Catchment Flood Management Plans* (for the Rivers Aire, Derwent, Don (Dutch River), Hull, Ouse and Trent), *Humber Estuary Flood Risk Management Strategy* and any *Flood Risk Management Strategies* produced by the Environment Agency and/or the Council. A number of existing and proposed flood alleviation schemes are identified on the *Policies Map*, including those that will reduce flood risk in Cottingham and Orchard Park, Willerby and Derringham, and Pocklington. It is likely that over the plan period additional schemes will be proposed.
- 8.100** Further guidance on the application of the flood risk elements of this policy will be provided in a *Supplementary Planning Document (SPD)*, particularly in relation to the NPPF Sequential Test, appropriate search areas, the Exception Test, and site mitigation and design/safety requirements.

**Coastal change**

**8.101** The *Shoreline Management Plan (SMP)* has assessed the risk associated with coastal erosion and flooding in the East Riding and identifies the projected position of the coastline in the years 2025, 2055 and 2105. The predicted position of the coastline in 2105, together with the most recent monitoring of erosion since the *SMP*, was published, has been used to define the extent of the Coastal Change Management Area (CCMA). The CCMA is shown on the *Policies Map*.

**8.102** The types of temporary development that may be acceptable in the CCMA will mainly be those that support commercial activities associated with tourism, recreation, fisheries and agriculture. The use, scale and design life of proposals will differ dependent on their position within the CCMA, with reference to the distance from the eroding cliff edge. Table 11 provides examples of proposals that could be supported within the CCMA. The dates in the table reflect those in the *SMP* but other considerations, such as the most recent coastal monitoring, will also be relevant when determining planning applications. Information on the most recent coastal monitoring and the anticipated location of the cliff edge in particular timeframes can be obtained from the *Annual Monitoring Report*.

**Table 11 - Guide to appropriate development within the CCMA**

Timeframe to cliff edge	Examples of Appropriate Temporary Development
<p><b>Present to 2025</b></p>	<p>Development within this zone will be strictly limited and temporary uses.</p> <p>Parts of this zone may be considered suitable for use for new and existing caravan parks, however, this should be linked to an agreed planned approach for adapting to coastal change in the future.</p> <p>Other examples of potential uses include the following:</p> <ul style="list-style-type: none"> <li>● Assigning areas as touring pitches to remove hard development needed to support static caravans;</li> <li>● Temporary car parking;</li> <li>● Temporary tourism concessions (ice cream/pop-up cafes), supporting the local tourism offer and economy;</li> <li>● Temporary modifications to other existing commercial facilities, including fishing compounds may also be considered where a clear positive link can be made with the local economy; and</li> <li>● Nationally Significant Infrastructure, such as pipelines, that are related to off shore energy development and constructed to a standard that will not be impacted by coastal erosion.</li> </ul> <p>The most seaward portion of this zone would exclude all development and temporary uses to provide a safe buffer from the impacts of coastal erosion. The extent of the exclusion buffer would be based on the coastal monitoring data, and advice on proposals should be sought from the Council's Flood and Coastal Erosion Risk Management Team.</p>
<p><b>2025 to 2055</b></p>	<p>In addition to the development allowed in the present to 2025 zone, the only development allowed will be replacement, relocation and adaptation of facilities and infrastructure deemed to be essential to support the continued operation of existing commercial/ business uses.</p> <p>Examples of potentially suitable uses in this zone include:</p> <ul style="list-style-type: none"> <li>● Adaptation of electricity, gas or sewerage infrastructure for existing sites;</li> </ul>



Timeframe to cliff edge	Examples of Appropriate Temporary Development
	<ul style="list-style-type: none"> <li>Adaptation of access routes including roads and footpaths; and</li> <li>Changes of use from permanent residential to other strictly limited temporary uses, including change of use to agricultural or tourism uses.</li> </ul>
2055 to 2105	<p>Limited development may be considered within this zone. In addition to development allowed within the present to 2055 zones, temporary development to replace existing permanent developments/properties may be considered within the 2055 to 2105 zone. This would be conditional on the development being proposed to replace an existing permanent property/structure at risk from coastal erosion. The proposal would have to recognise that it was within the CCMA and its ability to be relocated in the future. The relocation of residential properties would not be excluded from this limited development. Extensions to existing properties and householder applications are likely to be acceptable in this zone.</p>

**8.103** The risk of coastal change must be adequately mitigated throughout the intended lifetime of any development located within the CCMA. This should include consultation with the Council's Flood and Coastal Erosion Risk Management Team to establish an appropriate distance from the shoreline, and the Environment Agency if there is a risk of coastal flooding/inundation. Where proposals are in close proximity to a designated area, such as Flamborough Head Heritage Coast and Spurn Point Heritage Coast, Natural England will also be consulted. In all instances, temporary or re-location/roll back permissions must secure arrangements for structures to be completely removed from the original/temporary site which would be restored to a natural state upon vacation/expiry.

**8.104** Proposals for replacement caravan and holiday home parks could be either an inland extension to a site at risk (roll back), an extension to another existing site, siting of units on an alternative area within the site, or the creation of an entirely new site to replace the whole of the site at risk. Where necessary to secure relocation or replacement of the site at risk, an increase in site area, and/or the number of pitches, within a caravan/holiday home park may be acceptable. Net sustainability benefits, which should be secured as a result of re-location/roll back, may include; maintaining or adding to local jobs, improvements in site quality and appearance, nature conservation gains, access and open space improvements, and provision of tourist and community facilities. In the case of residential re-location, a sustainability benefit would be to remove isolated properties from the open countryside to a nearby coastal settlement.

**8.105** It is important to assess the relationship that a proposal to re-locate or roll back a caravan/holiday home park would have with an existing settlement(s). This should consider the potential adverse impacts of the proposed development on residential amenity and local character. An appropriate separation distance between the development and an existing settlement may need to be established in some cases, such as for large sites.

**8.106** In special circumstances alternative sustainable locations may be considered appropriate for roll back if a significant link to the new site can be demonstrated. The location should be sustainable, in that it meets the other relevant policies in this Plan for the particular use. This will allow any relevant funding and assistance to be administered for roll back whilst ensuring a sustainable pattern of development is maintained.

**8.107**

Proposals for sustainable coastal change management measures may include new, and/or improvements to existing, sea defences or managed realignment. Consideration should be given to any potential adverse environmental, social, and/or economic impacts that a proposal may have, having regard to coastal management plans/strategies, for example *Shoreline Management Plans*, *Humber Flood Risk Management Strategy (2008)*, and the *East Inshore and East Offshore Marine Plans (2014)*, as well as monitoring of coastal erosion produced by the Council's Flood and Coastal Erosion Risk Management Team. Existing and committed managed realignment sites are shown on the *Policies Map*. There is potential for others to come forward throughout the plan period.

**8.108**

Further guidance on the coastal change elements of this policy will be set out in a *Supplementary Planning Document*.

**Groundwater pollution****8.109**

Groundwater Source Protection Zones (SPZs) quantify the risk of contamination from activities that might cause pollution to the aquifer. SPZ1 (the 'inner zone') identifies where pollution would reach the aquifer within a 50-day period, SPZ2 (the 'outer zone') represents a 400-day travel period, and SPZ3 is the total catchment. The Environment Agency's *Groundwater Protection Policy (GP3, 2013)* outlines what types of development should be prevented or carefully controlled within each SPZ.

**8.110**

There are numerous SPZs in the East Riding and advice from the Environment Agency and Yorkshire Water suggests a precautionary approach should be taken to development in SPZ1. Development proposed within a SPZ should justify why it cannot be located outside the SPZ and consider whether there are any suitable alternative sites. The Environment Agency's GP3 document lists those activities which would be considered inappropriate in SPZ1. These include the following activities:

- Waste management activities;
- Some forms of general industry (use class B2);
- Oil pipelines;
- Cemeteries;
- Mineral exploration and quarrying;
- Major infrastructure development;
- Substantial livestock housing;
- Storage tanks containing hydrocarbons or any chemicals;
- Sub-watertable and/or underground attenuation tanks;
- Septic tanks/ cesspools / cesstanks;
- Discharge of surface water, trade effluent and sewage effluent to ground;

- Development that may result in physical disturbance of the aquifer; and
- Sustainable Drainage Systems that drain areas where pollution may be present such as roads and parking areas.

**8.111** Where other forms of development are proposed in a SPZ, it will be necessary to consider whether mitigation measures are required, and/or appropriate, to prevent potential risk of groundwater pollution. This should include any impact during the construction phase of developments within SPZ1. Additional guidance can be found in documentation produced by the Environment Agency, including GP3. Where mitigation measures are proposed, the Environment Agency and Yorkshire Water must be consulted.

**8.112** Non-mains drainage is unlikely to be acceptable for developments involving sewage, trade effluent or other contaminated discharge, unless it can be demonstrated that it is not reasonable to connect to a public foul sewer. In these instances, proposals must be supported by a robust non-mains drainage assessment.

**8.113** Development of previously developed land, and/or land affected by contamination, can pose a risk to both groundwater and surface water. Where relevant, it will be necessary to identify and ensure that these risks are addressed as part of the proposed development. In some cases, remediation of land may be required to prevent future contamination of groundwater and surface water.



# 9. A Strong and Healthy Community



**9.1** Ensuring good access to a range of infrastructure, services and facilities is an important factor in creating sustainable communities. In particular, the provision of open space, health, education, leisure, and local convenience shopping can help to address problems of social exclusion in deprived or remote areas. It is also necessary to ensure that new development is adequately serviced by infrastructure where this is needed to deliver the future planned levels of development. A key aspect of the *East Riding Community Plan: Our East Riding*, is for communities to be thriving, prosperous and safe. This will be supported by providing residents with good access to services and facilities.

## Providing infrastructure and facilities

**9.2** National planning policy requires the *Local Plan* to be supported by evidence of what physical, social, and green infrastructure is needed to enable the amount of development proposed for the area to be delivered. Infrastructure can be funded in a variety of ways, although the most common approach is for it to be provided through developer contributions. This is where a developer provides, or makes a financial contribution, towards the infrastructure that is necessary to support the development. Developer contributions are currently secured through the use of Planning Obligations (also known as Section 106 agreements) although the Community Infrastructure Levy (CIL), which is a standard charge on new development, is likely to be a key means of collecting developer contributions in the future.

**9.3** The Government has scaled back the use of Planning Obligations for providing infrastructure to ensure that any contributions taken are directly related to the development. From April 2015 no more than five Planning Obligation agreements can be used to fund any one specific infrastructure project or type of infrastructure. In the past, developer contributions have only routinely been used in the East Riding to provide for open space, such as children's play areas and sports pitches, and affordable housing. The wider range of infrastructure required to support development, as identified in the *East Riding Infrastructure Study* and *Infrastructure Delivery Plan (IDP)*, means a much broader range of infrastructure will need to be funded by developer contributions in the future, through both Planning Obligations and CIL. Infrastructure will also continue to be provided by Statutory Undertakers such as Yorkshire Water, and via other plans such as the *Local Transport Plan*. In addition, the Council will continue to seek opportunities for funding through other mechanisms such as the European Regional Development Fund.

**9.4** In order for new development to take place, it is essential that arrangements are in place for it to be supported by adequate infrastructure and community facilities. Depending on the location and type of development, the infrastructure required may include road improvements, enhancing the public transport system, health provision, additional schools or classrooms, public open space, flood defences and drainage improvements.



The off-road cycle route between Goole and Howden  
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### Policy CI: Providing infrastructure and facilities

- A. Proposals for new and/or improved infrastructure and facilities will be supported where they enhance the quality and range of services and facilities.
- B. New development will be supported where it is adequately serviced by infrastructure and facilities. Where necessary, the phasing of new development will be linked to the delivery of new or improved infrastructure and facilities.
- C. Subject to economic viability, developer contributions will be sought from new development to:
  - 1. Meet the need for new and/or improved infrastructure and facilities; and
  - 2. Mitigate its impact on the wider environment and the community.

#### 9.5

The *Local Plan* has an important role to play in supporting the provision of new and/or improved infrastructure and facilities, which can include the maintenance of infrastructure that serves new development. This includes proposals for improving communication networks (such as broadband and telecommunications), road improvements and sports facilities. Maximising the use of existing infrastructure and facilities should be prioritised, especially where new provision may result in adverse impacts. For example, it may not be necessary to construct new telecommunications masts where existing masts are available.



#### 9.6

The *Infrastructure Delivery Plan (IDP)*, published alongside the East Riding Local Plan, forms the starting point for assessing infrastructure needs in each area of the East Riding as well as for individual development proposals. It uses information from the *Infrastructure Study* to set out; the infrastructure which may be needed to support development over the plan period, infrastructure delivery organisations, funding sources and delivery timescales. More detailed information on infrastructure requirements and mitigation needed to address potential impacts on the wider environment and community (such as vegetation screening) will be established through consultation with utility companies, the Environment Agency, Town and Parish Councils, and other consultees through the planning application process.

#### 9.7

Developers are encouraged to work with infrastructure providers and consider opportunities to address infrastructure requirements as part of their proposal. On larger sites, infrastructure may need to be phased as different parts of the site are developed. This will enable the infrastructure needed for the site as a whole to be provided in a coherent and comprehensive manner. The *Allocations Document* provides information on some of the specific requirements, such as a link road or screening, to allow development of individual allocations. Where arrangements are not already in place, via a Statutory Undertaker, the

Council, or another body, to provide the required infrastructure and mitigation measures, a developer may be required to make arrangements by way of a Planning Obligation or other legal agreement.

**9.8** The Council has decided in principle to introduce a Community Infrastructure Levy (CIL) in the East Riding. Introducing CIL will involve the preparation of a *CIL Charging Schedule* which will set out a charge per square metre of new floorspace for different types of development. The infrastructure to be funded via the charge and its cost will also need to be set out. Until a CIL charging schedule is introduced, Planning Obligations will continue to be the main mechanism through which developer contributions for new infrastructure are sought.

**9.9** There are limits to the level of developer contribution that can be imposed on individual schemes without affecting viability. Therefore, the economic viability of development is important in considering the level of contribution expected, such as for public open space, affordable housing and CIL. This ensures that the size of any expected contribution does not put at serious risk the development of the area.



**9.10** Planning Obligations for infrastructure directly related to specific development sites vary and will, therefore, be negotiated on a site by site basis. Where it is demonstrated that a Planning Obligation would make a specific development unviable, ‘open book’ negotiations will be conducted to establish a revised contribution. This will have regard to evidence submitted by the developer and the Council’s development viability assessments where relevant.

**9.11** In the case of any standard CIL charge, the circumstances where relief from the levy could be granted are set out in CIL regulations and any statement issued by the Council which gives notice that relief for exceptional circumstances is available.

## Supporting community services and facilities

**9.12** National planning policy seeks to support delivery of social, recreational and cultural services and facilities that the local community needs. It also supports the retention and development of local community facilities, such as village shops, Post Offices, rural petrol stations, village halls, and rural public houses.

**9.13** The *Infrastructure Study* has assessed the existing provision of, and strategic need for, a range of different types of infrastructure to meet the future planned levels of development. It assessed a number of community services and facilities, including health, education, leisure and amenity (sports and leisure, public open space, libraries, and community recycling), and emergency services. It found that there is a need for the provision of additional school capacity, GPs and dentists over the plan period. The future provision of services and facilities may be reliant upon the investment strategies of both public and private agencies. Where appropriate, these strategies set out how services and facilities will be provided in the future and will be increasingly focused on those settlements identified in the *Local Plan Settlement Network*.



Treasure House, Beverley  
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**9.14** The rural nature of the East Riding with its dispersed settlement pattern presents a significant challenge in achieving good accessibility to local services and facilities. The health and vitality of some rural and coastal settlements has declined in recent years, and many more are vulnerable to changing lifestyles and economic patterns. It is, therefore, important to consider the extent to which the rural population can support existing services and facilities, and how realistic it is to seek to retain them in every settlement. This is a key reason behind the identification of Rural Service Centres as part of the *Local Plan Settlement Network*.

**9.15** The Community Right to Bid is one of a raft of new initiatives introduced in the *Localism Act*. It allows communities and Town and Parish Councils to nominate buildings or land for listing by the Council as an 'Asset of Community Value'. An asset can be listed if its principal use furthers (or has recently furthered) the community's social well-being or social interests (which include cultural, sporting or recreational interests) and is likely to do so in the future. When a listed asset comes to be sold, a moratorium on the sale (of up to six months) may be invoked, providing local community groups or the Town or Parish Council with a chance to raise finance, develop a business case and make a bid to buy the asset on the open market. Further information about how local assets in the East Riding can be nominated is available from the Council's Asset Strategy service.



**Policy C2: Supporting community services and facilities**

- A. In order to maintain and improve access to a range of services and facilities in the East Riding, which meet the needs of residents and in appropriate circumstances visitors, proposals will be supported that:
1. Retain or enhance existing services and facilities; and/or
  2. Provide for new services and facilities, including, where appropriate, new mixed use and multi-purpose facilities.
- B. Where services and facilities are provided as part of new development they should be well integrated within that development.
- C. The loss of health, education, and other services and facilities will only be permitted if:
1. It is proved the existing use and proposals for alternative community uses on the site are not economically viable, and there is insufficient demand to support them;
  2. The loss is part of a wider proposal to improve service provision in the locality; or
  3. Existing facilities can adequately serve identified needs, in an equally accessible manner.
- D. The views of the local community, and relevant Town or Parish Council(s), will be important in order to establish the significance of, and demand for, individual facilities and develop solutions to enable their retention.

**9.16** New and enhanced community services and facilities will be supported where they are well related to the communities they serve and address their particular needs. This should ensure that a facility is readily accessible by foot, cycle, and public transport.

**9.17** Service delivery in the East Riding is increasingly being focused upon the use of mixed and multi-purpose facilities. Following the success of new multi-purpose facilities at Elloughton-cum-Brough, Pocklington and Market Weighton, the Council is extending this model of service delivery to other settlements in the *Local Plan* Settlement Network. These centres can provide public access to a number of services, including libraries, customer service centres, leisure and social care provision, and may also help meet the requirements of other service providers such as the NHS and the emergency services. They are a key means of ensuring that services are both accessible and convenient, whilst optimising the efficiency of service delivery. The provision of a mixed or multi-purpose facility will continue to be supported where it facilitates multi-purpose trips and enhances accessibility.

**9.18** On a smaller scale, and in rural areas, shared services may also be provided through schemes such as 'Pub is the Hub'. This encourages rural public house owners, licensees and their local communities to work together with the aim of supporting and retaining local services and improving the viability of businesses which, wherever possible, will be located within the public house itself. Examples of services provided within a public house may include small shops, Post Offices, IT facilities or community centres. Proposals for sharing services through mechanisms such as Pub is the Hub will be supported.

**9.19** The Council will seek to minimise the loss of land and buildings that are being used for health, education, and other community facilities, such as Post Offices, public house, village shops, schools, children's nurseries, rural petrol stations, GPs and other health facilities and village halls. A loss of a facility will only be supported where it meets one of the three criteria set out in part C of Policy C2.



Willerby Carr Lane Primary School, Willerby  
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**9.20** Assessing a facility's economic viability should involve consideration of the financial records of the business, the ability of the facility to serve the surrounding catchment, and whether the facility has been appropriately marketed as a going concern and, if so, for how long (one year is usually expected). This would need to demonstrate that the existing use, and alternative proposals for community use on the site, are not economically viable. An independent professional valuation will be required where it is considered that the facility has been marketed at an unsuitable price. The marketing of public houses should be for non-tied operations and free of restrictive covenants.

**9.21** Some public service providers are carrying out ongoing reviews of service provision, often in response to Government targets and performance requirements. This may involve relocating facilities to more suitable locations to meet modern standards of service provision. Where necessary, proposals will be supported if the disposal of existing land is critical to fund a new or enhanced facility elsewhere in the local area. Where the loss is not part of a wider proposal to improve service provision, developers should undertake an assessment of existing service and facility provision in the locality. Land and buildings used for community services and facilities will be protected where there is no alternative provision. Consultation with the relevant Town or Parish Council(s) and the response of local residents to the proposal should also help to establish whether or not there is sufficient demand from the local community to support the facility.

## Providing public open space for leisure and recreation

- 9.22** Planning for open space, sport, and recreation, is a key part of the wider approach to green infrastructure planning set out in Policy ENV5. 'Open space' refers to accessible spaces that provide amenity and/or recreation value to the public, such as parks and gardens, picnic areas, woodland, playgrounds, playing pitches, allotments, and amenity green spaces within residential developments. It also includes buildings associated to these uses (e.g. pavilions).
- 9.23** National planning policy emphasises the importance of providing access to good quality open spaces, including opportunities for sport and recreation and protecting public rights of way, in order to promote the health and well-being of communities and facilitate social interaction and inclusion. It also allows for local communities to identify Local Green Space for protection where it is of particular importance. This designation would not be appropriate for most green areas or open spaces and sites must satisfy certain criteria, for example that they are in reasonably close proximity to the community, hold particular local significance, and are not an extensive tract of land. Where Local Green Spaces are designated they would be given the same status as Green Belt.
- 9.24** An assessment of open space, through the *Open Space Review (2012)* and *Playing Pitch Strategy (2012)*, has been undertaken to ascertain the amount, quality and accessibility of different categories of open space in the East Riding. This has recommended local standards of provision (Table 12), which set out where new open space is needed and where existing open space needs to be protected.

### Policy C3: Providing public open space for leisure and recreation

- A. Proposals should maintain and/or enhance the quantity, quality and accessibility of open space and address any shortfalls in provision, when measured against the standards set out in Table 12.
- B. Development that increases demand for open space will be required to address this demand in line with Part A of this Policy. Where practicable, open space should be provided on-site and link in well with other green infrastructure features as described in Policy ENV5.
- C. Proposed open space, including open space required to make up existing shortfalls in provision, will be identified in the *Allocations Document* or a *Neighbourhood Development Plan*.
- D. Existing and proposed open spaces are shown on the *Policies Map*. Proposals resulting in the loss of an existing open space, sports and recreational buildings and land, will only be supported where:
  1. Assessments of existing provision against local standards demonstrate the land is surplus to requirements for all of the functions that open space can perform; or
  2. Replacement open space to an equivalent standard or better, in terms of quantity, quality and accessibility, is provided; or
  3. The development is for alternative sports and recreation provision, for which there is a deficit; and
  4. The loss of open space would not have an unacceptable detrimental impact on the amenity or character of the area.

Table 12 - Open space standards of provision

Type of Open Space	Quantity Standard	Quality Standard	Accessibility Standard
Parks and ornamental gardens	0.18 hectares per 1,000 people	Upper Quartile	Within 10 kilometres
Natural and semi-natural green space	2 hectares of natural green space per 1,000 people & 1 hectare of local nature reserve per 1,000 people	Upper Quartile	Within 4 kilometres
Green corridors	-	Upper Quartile	-
Outdoor sports facilities / Playing Pitches	1.18 hectares per 1000 people	Sport England's Pitch Quality Assessment. 'Good' rating (65% to 90%)	20 minutes travel time
Amenity green space	0.6 hectares per 1,000 people	Upper Quartile	Within 2 kilometres
Provision for children and young people	Provision of 11.6m <sup>2</sup> (split 2.6m <sup>2</sup> equipped & 9m <sup>2</sup> recreation space) per child in urban areas Provision of 9.3m <sup>2</sup> (split 2.3m <sup>2</sup> equipped & 7m <sup>2</sup> recreation space) per child in rural locations	Upper Quartile	No child should be living further than 100 metres from a small play area and all children should have access to three different types of recreation space no further than 1,000 metres from home
Allotments	0.3 hectares per 1,000 people	Upper Quartile	-
Cemeteries and church yards	-	Upper Quartile	-
Civic spaces	-	Upper Quartile	-

**9.25** Policy C3 seeks to ensure that open space provision within the East Riding accords with the local standards set out in Table 12<sup>(19)</sup>. The *Open Space Review* and *Playing Pitch Strategy* indicate that, at present, in some locations, there are deficiencies in natural and semi-natural green space, amenity green space, allotments, provision for children and young people, and outdoor sports facilities. These documents will be updated periodically during the lifetime of the *Local Plan* to re-assess the level of provision across all open space typologies and to provide an up to date audit of existing open space in the East Riding. The Council's Asset Strategy section undertake this exercise and can provide further information on open space provision on request.

**9.26** The standards, shown in Table 12, relate to the quantity, quality and accessibility of each type of open space. More specifically:

- **Quantity standards** refer to the area of open space in hectares required for every 1,000 people, or per child for children and young people's provision, within a set area.

<sup>19</sup> or any revised local standards that result following future reviews of open space and/or playing pitch provision.



- **Quality standards** refer to a subjective rating of the quality of existing open space expressed as a percentage based on physical characteristics, value of the space, and benefits to the wider environment. Standards are expressed in percentages: the higher the percentage, the better the quality. The Council's aim is to achieve quality scores of 71% or more (or the 'Upper Quartile'). All open space quality assessments, except for Outdoor Sports Facilities/ Playing Pitches, use data from the *Open Space Review*. The quality of Sports Facilities/ Playing Pitches is assessed using *Sport England's Pitch Quality Assessment (2003)* method.
- **Accessibility standards** refer to set distances away from people's homes/ communities. All open space of a particular category that is within the set distance is determined as serving that particular house/ community.

**9.27** In some cases, quantity and/or accessibility standards have not been defined, for example where it is not possible to sensibly quantify a type of open space (e.g. green corridors, civic spaces). The geographical variances across the East Riding mean that clubs and, therefore, individuals travel significant distances to access outdoor sports facilities/ playing pitches on which to play and train. On this basis, the *Playing Pitch Strategy* considers an access standard of 20 minutes travel time to be more appropriate than a distance standard. This access standard represents the Council's intention to maintain, and, where possible, enhance, accessibility to outdoor sports facilities. A full explanation of how the standards have been defined is provided in the *Open Space Review* and *Playing Pitch Strategy*.

**9.28** For those open space categories that do not have an accessibility standard, the *Open Space Review's* relevant parish supply report will be used to determine whether there is a surplus/ deficit. The parish supply reports indicate the level of provision within a parish boundary and can be used by applicants to determine the main shortfalls. In terms of playing pitches, the *Playing Pitch Strategy* will be used to determine whether, at a parish level, there is a surplus/ deficit.

**9.29** Proposals that may trigger a requirement for open space are those that increase the East Riding's population (i.e. residential development) and/or result in people living in locations where existing provision does not meet the quantity, quality and/or accessibility standards in Table 12. The process by which applicants can determine their open space requirements, including identifying shortfalls at a local level will be set out in a *Supplementary Planning Document*. The current surplus and deficits in various types of open space across the East Riding at a parish level mean that in most cases provision for children and young people, and outdoor sports facilities will be required. Types of open space that may be applicable depend upon the intended occupants of a development, for example specialist housing for older people will not create additional demand for children and young people's open space. Residential development will be required to contribute to new and/or improved open space, unless:



- There is a surplus in an applicable type of open space; and
- The existing provision meets the quality standards.

**9.30** The Council will usually require open space to be provided on-site. In some cases, where it is not practicable to provide open space on-site, it may be delivered through Planning Obligations and/or CIL in accordance with national planning policy on planning obligations. For example, if there is a shortfall in a type of open space that cannot practically be delivered on-site, such as woodland (a semi natural and natural green space). Obligations will only be sought from developments of more than 10 housing units or more than 1000sqm. Further guidance on the circumstances where open space should be provided on or off-site and what form this should take, including off-site contributions, will be set out in a *Supplementary Planning Document*.

**9.31** Open space should be designed and located so that it performs multiple functions. It should be considered as part of the wider green infrastructure approach to planning, as set out in Policy ENV5. Where open space is to be provided on the same site as the development, this should be identified as part of the development's green infrastructure within the design and access statement that accompanies the planning application. Reference should be made to those green infrastructure assets (Table 10) and/or corridors that apply to, or exist near, a site and what measures will be taken to enhance, add to, and/or link to these. The incorporation of open space into new developments should also take into account Policy ENV1, the principles set out in *Secured by Design* and other guidance such as Play England's *Design for Play: A Guide to Creating Successful Play Spaces (2009)*. The inclusion of open space through new development is, for example, an opportunity to have regard to features that minimise crime and perception of crime such as natural surveillance by overlooking public spaces.

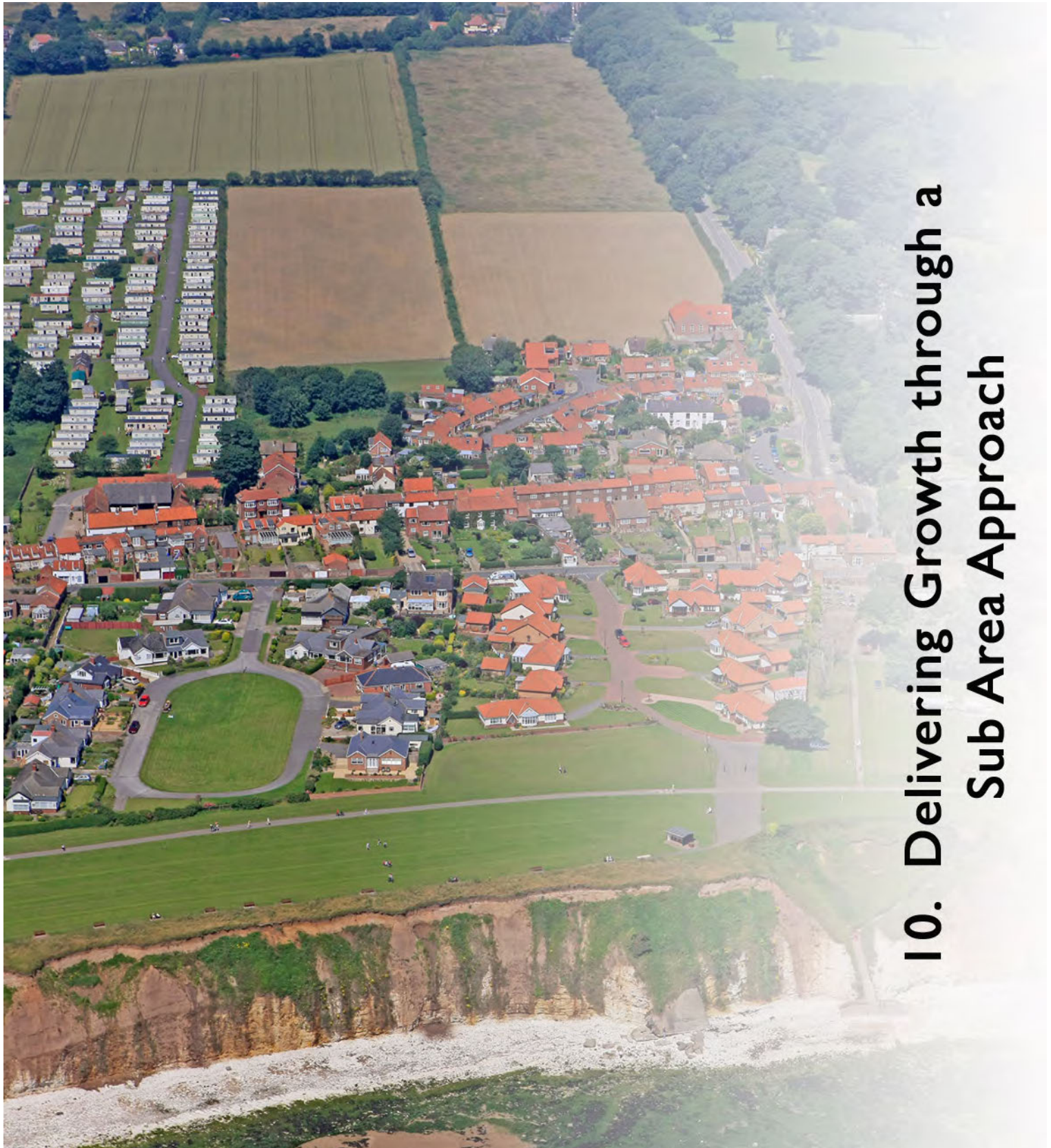
**9.32** The boundaries of existing open space are set out on the *Policies Map* and includes existing open spaces that have been identified through the *Open Space Review*. Ongoing updates of the *Open Space Review* and *Playing Pitch Strategy* will ensure an up to date audit of existing open space in the East Riding is maintained by the Council. This may result in the identification of other existing open spaces over the plan period. Where practicable, the Council has allocated land as open space in the *Allocations Document*, primarily as playing pitches. This is to address current shortfalls and provide much needed community facilities.



**9.33** If it is considered acceptable that an existing open space can be replaced through development, this must be to an equivalent standard or better. Proposals will be assessed in accordance with the standards set out in Table 12. Where development is proposed on an existing open space, which is located in an area where there is a surplus of a particular type, consideration will be given to whether the loss of the open space would have a detrimental impact on the character and appearance of the area. Wildlife/ nature conservation value is also an important factor, and will be considered through Policy ENV4.

**9.34** In addition to the types of open space set out in Table 12, local communities can designate Local Green Spaces through a *Neighbourhood Development Plan*. Examples of what can constitute 'particular local significance', as specified in the *National Planning Policy Framework*, are a site's beauty, historic significance, recreational value (including as a playing field), tranquillity, or richness of wildlife. Local Green Spaces should be reasonably close to the community they serve and should not be used to undermine the requirement to identify sufficient land in suitable locations to meet identified development needs. The designation will rarely be appropriate where the land has planning permission for development. If land is already protected by an international, national, or local designation, as set out in Policy ENV4, consideration should be given to whether any additional local benefit would be gained through the Local Green Space designation. Designation does not in itself confer any rights of public access over what exists at present. Local Green Spaces should be protected from inappropriate development other than when very special circumstances can be demonstrated.



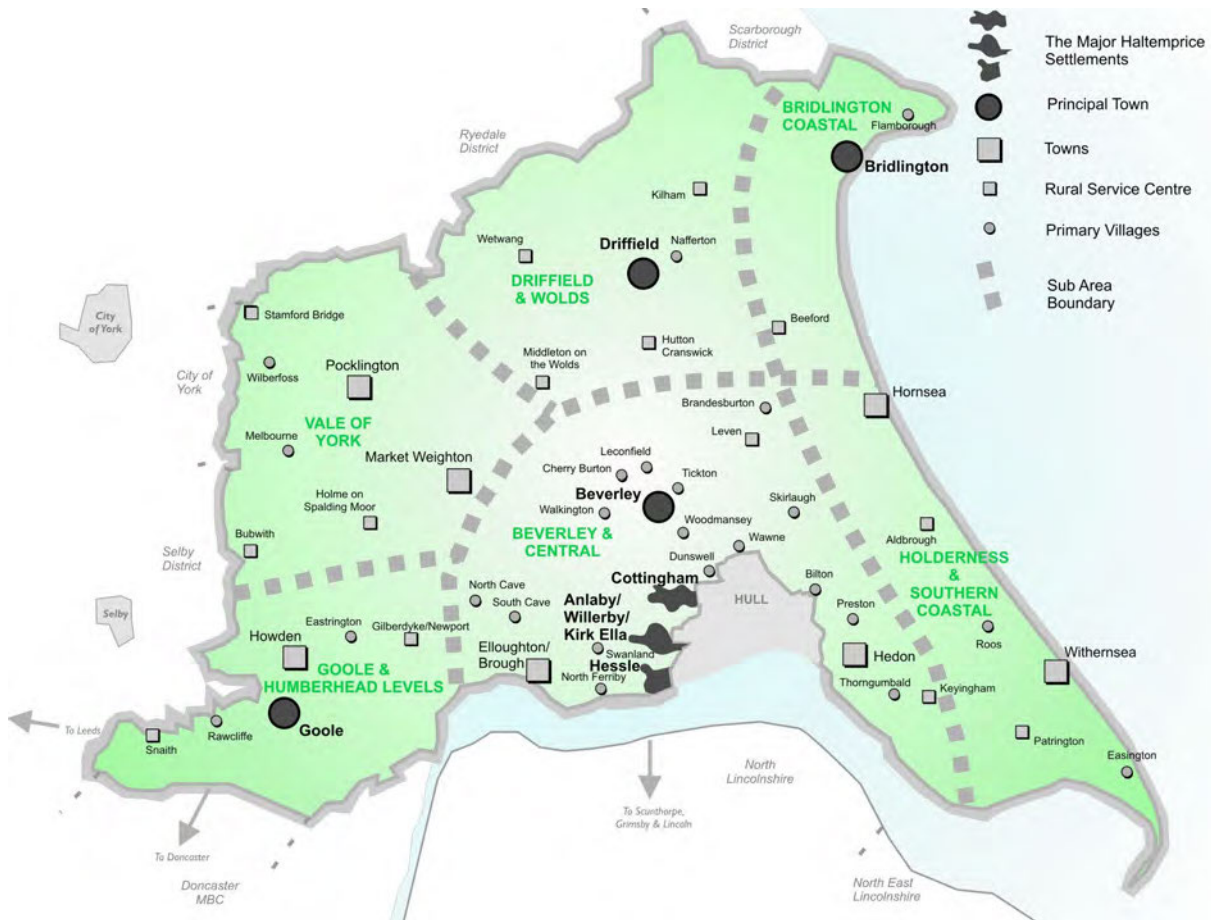


**10. Delivering Growth through a  
Sub Area Approach**



- 10.1** The East Riding is a large and diverse area with wide-ranging challenges and opportunities. To ensure that this local distinctiveness is reflected in the *Local Plan*, six sub areas have been defined. These each possess a number of common characteristics, or significant assets, that are important for the area.
- 10.2** The policy for each sub area looks to address the most important spatial planning objectives and provides a more local interpretation of other policies in the Plan. As part of the overall strategy, this will help ensure that the *Local Plan* reflects the diversity of the area and supports the delivery of the place statements for the larger settlements, as well as the overall vision for the East Riding.
- 10.3** *Neighbourhood Development Plans, Town or Parish Plans, Design Statements* and other strategies produced by local communities will complement the sub area policies, and provide additional details which will be of relevance to those preparing plans or proposals across the East Riding.
- 10.4** The six sub areas are (see Figure 15): Beverley & Central; Bridlington Coastal; Driffield & Wolds; Goole & Humberhead Levels; Holderness & Southern Coastal; and Vale of York.

**Figure 15 Local Plan sub areas**



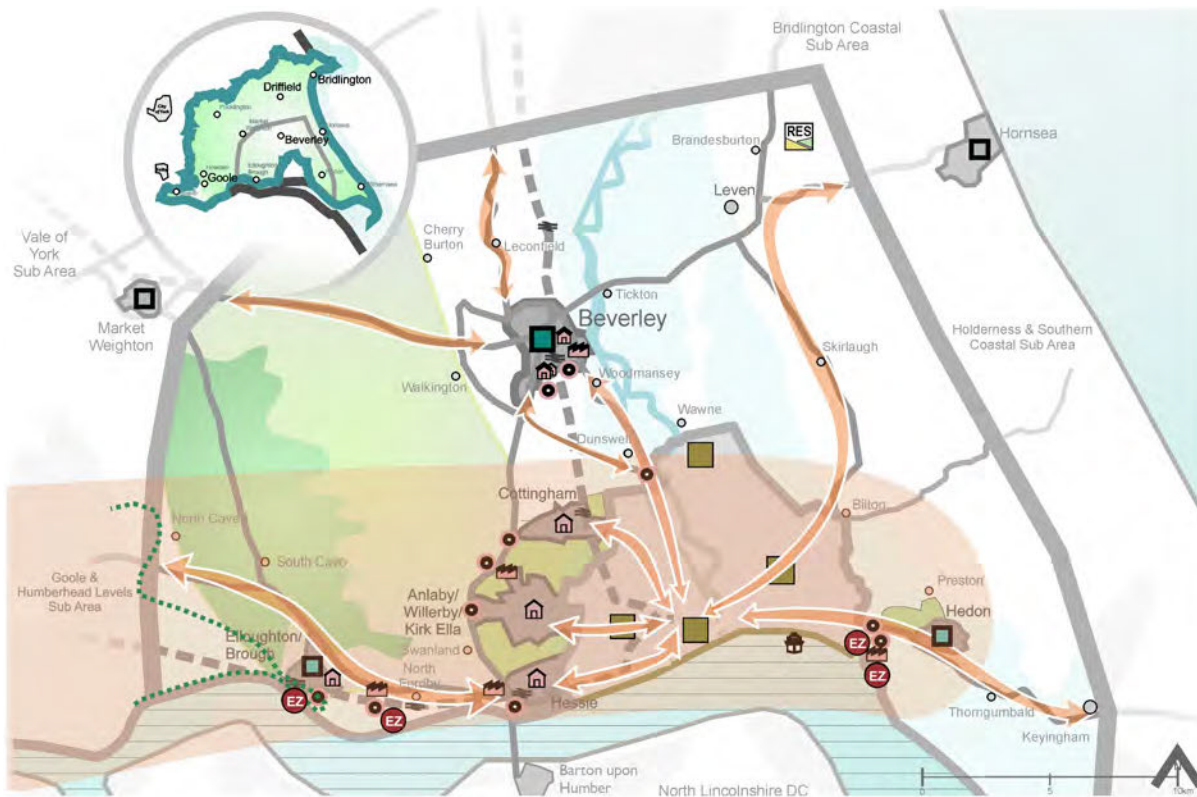
## Beverley & Central sub area

**10.5** The Beverley and Central sub area has a population of around 162,000 which is almost half of the East Riding's total. Of this, just under 30,500 people live within Beverley, and around 55,500 people live in the Major Haltemprice Settlements of Anlaby, Cottingham, Hessle, Kirk Ella and Willerby. The sub area benefits from a significant concentration of the East Riding's employment opportunities, and is also subject to high demand for housing.

**10.6** There is a strong relationship between the sub area and the City of Hull. This has been reflected in the past by high levels of people moving out of the City into the East Riding, alongside significant flows of people who travel into the City for employment. Within the City a number of priority areas have been identified, including the City Centre, the Port of Hull, Newington and St Andrews, Kingswood, Holderness Road Corridor, Orchard Park and North Bransholme. In these areas, significant investment is taking place to stimulate demand and create sustainable communities. These initiatives are supported through the emerging *Local Plans* of both authorities, and growth in the sub area needs to be managed to benefit the sub-region as a whole.



**Figure 16 - Beverley & Central sub area**



Key: New Development	Strategy and Places	Environment
Key area of growth for Housing	The Major Haltemprice Settlements	Yorkshire Wolds
Main Focus for Housing	Principal Town	Yorkshire Wolds - Areas of highest quality
Economic Focus	Town	Key Open Area
Rural Employment Site	Rural Service Centre	Flood Zone 3
Transport Proposal	Primary Village	Natura 2000 Site (protected area)
<b>Transport</b>		
Core Bus Routes	Sub Area Boundary	Strategic Waterways
Rail Route and Station	Enterprise Zone	Humberhead Levels Nature Improvement Area
Important Road Links	Hull Regeneration / Renewal Areas	
Port		
East-West Multi-modal transport corridor		

## Housing

**10.7** As the sub area surrounds the City of Hull, there is a need to carefully manage the scale and distribution of housing development to support the ongoing development, regeneration and housing market interventions within the City.

**10.8** As identified in Policy S5, most new housing development in the sub area will occur in the Major Haltemprice Settlements and Beverley, and to a lesser extent Elloughton-cum-Brough, in recognition of the high level of demand in these settlements and their good transport connections with employment areas and the City of Hull. The amount of residential development that can take place in Hedon is constrained by the high flood risk and drainage issues, which mean that no further allocations are proposed in the town other than that already benefiting from planning consent.

- 10.9** Housing development in Cottingham can only come forward once the Cottingham and Orchard Park Flood Alleviation Scheme (COPFAS) has been implemented, unless it has been demonstrated that acceptable solutions to the surface water flood risk issue can be implemented alongside the proposed development. This is due to there being limited capacity in the sewer system to accommodate additional foul water flows. COPFAS, which includes the provision of various lagoons to store surface water, is currently scheduled to be completed by the end of 2016. The scheme is needed to reduce peak flows of surface water overwhelming Cottingham's sewer system.
- 10.10** Housing allocations in Leven can only come forward once a flood alleviation scheme has been put in place to protect housing around 'The Orchard' and manage surface water from the allocations. A scheme is currently in the early stages of development. Housing development may be acceptable within Leven in advance of this drainage work being completed, where it can be delivered safely in accordance with Policy ENV6 and drainage matters are adequately addressed by solutions brought forward alongside the new development.
- 10.11** A lower level of housing development, which reflects the role and function of the settlement, will also take place in the sub area's Rural Service Centres and Primary Villages as defined in Policy S3; Leven, Brandesburton, Cherry Burton, Keyingham, Leconfield, North Cave, North Ferriby, Preston, Skirlaugh, South Cave, Swanland, Thorngumbald, Walkington, Wawne and Woodmansey. This will help to support the services and facilities in these settlements, and help to meet local housing need.
- 10.12** New housing development in the above settlements will be promoted on previously developed land and other suitable land, though there will remain a need to allocate additional land on the edge of some settlements through the *Allocations Document* or a *Neighbourhood Development Plan*. In Beverley, the south of the town will be a key area of growth, as it offers the greatest opportunities to integrate new housing with the rest of the town and create strong connections with the town centre. Development proposals in this location will be informed by a masterplan for the whole site, which would need to protect and enhance the landscape setting of the town and key views towards the Minster. In Elloughton-cum-Brough planning permission has been granted for a mixed use development to the south of the town, which will accommodate the vast majority of the housing development proposed for the town.
- 10.13** Evidence used to inform the most recent *Strategic Housing Market Assessment* shows that the supply of smaller (1 or 2 bedroom) properties does not meet demand in the sub area, although there is an adequate supply of smaller terraced housing. There is a surplus of larger properties (3+ bedroom), particularly terraced and semi-detached properties. Demand for housing in the sub area is mainly being driven by single people under 60 and families. It also identifies that around 80% of the affordable housing need in the sub area is for 1 or 2 bedroom properties, a significant amount of which is for housing suitable for older people, and 20% is for larger properties. The majority of affordable housing need in the sub area is found within Beverley, though need has also been identified in Cottingham, Hessle, Hedon and Elloughton-cum-Brough.



## Economy

- 10.14** The sub area has an important role in the overall economy of the East Riding and is centred mainly on sites in and around the Major Haltemprice Settlements and Beverley and along the East-West Multi-Modal Transport Corridor at Elloughton-cum-Brough, Melton and Salt End. A diverse range of businesses operate within the sub area, with ports and logistics; tourism; renewable energy; manufacturing and engineering (including chemicals); finance and business services; and transport equipment being key economic sectors. The sub area forms part of the Hull Functional Economic Area and, as highlighted in Policy S6, it is important to the overall competitiveness of both Hull and the East Riding that it provides a complementary offer to the city.
- 10.15** Sites at Melton, Elloughton-cum-Brough, Salt End and Hedon Haven have been designated as part of the 'Humber Green Port Corridor Enterprise Zone'. The Enterprise Zone, and the sites within it, will have a particularly important role in supporting the growth of the renewable and low carbon energy sectors in the Humber sub-region. Due to the scale of growth that is anticipated in these sectors, further development land at Hedon Haven has been identified as being required to cater for an expansion of the Port of Hull in Policy S6.
- 10.16** The *Employment Land Review* highlighted that Beverley is an important centre for the East Riding and experiences a strong demand for office accommodation. It identifies that the large mixed use scheme north of Flemingate will help to meet requirements. The renaissance strategy for the town, the *Beverley Town Plan (2009)*, also recognises the importance of existing employment sites in accommodating businesses.
- 10.17** In the Major Haltemprice Settlements there is a high level of demand for employment premises which the *Employment Land Review* identifies is likely to be met largely by a number of committed sites. This includes Key Employment Sites at Bridgehead, Hessle, where work has commenced on a high quality business park, and Melton, which is continuing to develop as a business park and is in a strategic location with good access to the Humber Bridge, A63 and the national motorway network. There is longer term potential to make use of the multi-modal transport links at Melton through the existing rail siding and disused jetty. Priory Park and Willerby Hill are also recognised in the *Employment Land Review* as providing a variety of employment premises, and being of importance to the Hull Functional Economic Area. Together, these sites will provide a major growth pole for inward investment and employment growth in the East Riding which complements the City of Hull's offer.
- 10.18** Over a number of years Elloughton-cum-Brough has seen significant housing development, which will continue as existing sites are built out and new sites come forward. It will be important that the resulting population growth is supported by an appropriate range of services, facilities and employment opportunities, including new retail development, to ensure the overall vitality of the settlement. While activity in the aerospace industry is set to decline, the retention of employment land and the Enterprise Zone designation will assist in maintaining employment opportunities in the town.
- 10.19** Existing employment sites, such as those at Melton, Willerby, Salt End and Beverley, and businesses, such as the large caravan manufacturing business on the outskirts of Cottingham (Swift Holdings UK), also have a very important role in supporting the economy of the sub area, and opportunities to maximise the potential of these assets will be supported. Smaller industrial estates, such as that at Catfoss, are also noted to have an important role in contributing towards the rural economy of the sub area, and proposals in these locations will be considered in accordance with Policy ECI.

- 10.20** The *Town Centres and Retail Study* identifies Beverley as a major shopping destination that serves a wide catchment area. This study highlights that much of the town centre performs well according to the town centre 'health check', and there is a relatively high potential for future retail floorspace in the town. However, this will be difficult to deliver within the town centre, and other development opportunities (such as at Flemingate), combined with the proposed expansion of the town centre boundary through the *Allocations Document* or a *Neighbourhood Development Plan*, will help to ensure that Beverley continues its role as an important retail and leisure destination.
- 10.21** Beverley, with historic assets such as the Minster, racecourse, and a busy festival and events programme, acts as a tourism hub for the sub area and a base to explore the area's rural attractions. The *Beverley Town Plan* identifies tourism as a key driver for the town and, in accordance with the *Tourism Accommodation Study*, notes that the limited hotel offer is a weakness for the town's visitor economy. The Humber Bridge Country Park and the Humber Foreshore are also valued visitor destinations for the sub area, and the *Humber Bridge Experience (2012)* looks to capitalise on the potential to enhance the visitor offer in this area. In addition, the Wolds Way and Transpennine Trail transect the sub area, and there is an opportunity to maximise the potential for nature tourism through the use of assets, such as the Beverley Parks, Tophill Low and the North Cave Wetlands. Policy EC2 will be used to determine whether tourism developments are appropriate, while Policy EC3 provides further detail on the approach that will be applied to tourism proposals that include main town centre uses.

## Environment

- 10.22** There are a number of significant heritage assets across the sub area that contribute to its character, including Beverley Minster and the buildings and parklands of Burton Constable Hall, and a diverse range of other historic buildings and structures, including the remains of the artificial havens, canals and associated settlement of the planned medieval town of Hedon, a Napoleonic battery at Paull, and a series of World War II decoys for the Hull Docks. The Yorkshire Wolds have also been identified as an area of national archaeological importance. Elements that contribute to the character and setting of heritage assets will be protected in accordance with Policy ENV3. In particular, Beverley, which has medieval roots and fine architectural examples from Georgian, Victorian and earlier periods, and Hedon, with its unique assembly of eighteenth and nineteenth century town centre properties, are important historic towns. The historic character of these settlements is a major element of their attraction for residents and visitors. Within Beverley, improvements to the public realm will help to take forward the recommendations from the *Beverley Town Plan* and recognise the importance of key gateway points to the town, such as Saturday Market, the railway station, space around the Minster and along Beverley Beck.



Beverley Beck  
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**10.23** The sub area is the meeting point for a number of National Landscape Character Areas, principally the Humberhead Levels, Yorkshire Wolds, Holderness and Humber Estuary areas. As a consequence, the landform ranges from the steep-sided wooded dales at Brantingham Thorpe in the west to the open and flat landscape of Holderness in the east. In particular, the Yorkshire Wolds has been identified in Policy ENV2 as an Important Landscape Area. The *Landscape Character Assessment* notes that within these landscapes there are a number of landmarks that contribute to the character and distinctiveness of the sub area. This includes a number of important historic churches, Black Mill in Beverley and Paull Holme Tower. There are also four ancient common lands (Westwood, Hurn, Figham and Swinemoor), which contribute to the setting of Beverley. These are an important historic characteristic that are unique to the town, and are identified as important district-level green corridors in Policy ENV5.

**10.24** Furthermore, gaps between settlements have been identified where they perform a valued role in preventing coalescence of settlements and maintain their individual characters. As highlighted in Policy ENV2, 'Key Open Areas' between Hull and the Major Haltemprice Settlements have been shown on the *Policies Map*. The *Landscape Character Assessment* also highlights that the gap between Beverley and Hull has an important role in preventing coalescence, and despite the distances involved development between these settlements is gradually eroding their separation. Because of the distances involved, it is not considered appropriate to define all of this area as a 'Key Open Area', but proposals in this area will need to take account of the issues related to coalescence and demonstrate that the development is appropriate to its landscape setting, in accordance with Policy ENV2.

**10.25** There are parts of the Major Haltemprice Settlements, Beverley and Elloughton-cum-Brough that are in high flood risk areas, as well as the vast majority of Hedon. The risk to these settlements, which is predominantly tidal arising from the Humber Estuary, is expected to increase with climate change. There are also risks from the inland rivers and water courses, such as the River Hull, Beverley and Barmston Drain, Holderness Drain, Beverley Beck and Burstwick Drain. In addition, over 5,000 properties flooded in the sub area in June 2007, mainly as a result of pluvial (rainfall) flooding. The Council is working in partnership with Hull City Council and the Environment Agency on flood alleviation schemes that will manage the risk of flooding in the Major Haltemprice Settlements and the City of Hull. This includes schemes in Cottingham and Orchard Park (COPFAS), Willerby and Derringham (WADFAS), and Anlaby and East Ella (AEEFAS), and their delivery is supported by the Community and Infrastructure section of this policy.



**10.26** The *Strategic Flood Risk Assessment* provides detail on the risk and impact of flooding. It will be used, alongside Policy ENV6, to inform the sequential approach to the location of development. In regard to flood risk management, priorities for this sub area, as set out in the *River Hull and Coastal Streams Catchment Flood Management Plan (2010)*, *Humber Flood Risk Management Strategy*, and emerging *River Hull Flood Risk Management Strategy*, are to:

- Increase the level of protection against river and surface water flooding in the Lower River Hull catchment, including preparing a surface water management plan, reviewing emergency response plans, and improving public awareness of the risk of flooding from all sources;
- Secure the future management of land drainage infrastructure in the Middle River Hull catchment where funding difficulties are expected, and work in partnership to reduce the risk of flooding from surface water;
- Increase the level of protection against surface water flooding in Hedon, including preparing a surface water management plan and focusing on property-level protection (e.g. flood proofing); and
- Maintain and, where necessary, improve defences along the reaches of the Humber Estuary at Elloughton-cum-Brough, Hedon, and the Major Haltemprice Settlements.

**10.27** There are areas to the north and northeast of Cottingham, and within Anlaby, Willerby and Kirk Ella that are located in an inner Groundwater Source Protection Zone. Within these locations new development will need to be carefully managed, in accordance with Policy ENV6, to avoid contamination of the public drinking water supply. The *Waterways Strategy* also identifies that there is an opportunity to unlock the potential of the waterways within the sub area and contribute to environmental, social and economic regeneration.

**10.28** The Humber Estuary is a significant environmental asset and the inter-tidal areas are afforded SSSI status, with parts designated as a Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar site. Development on or near the Estuary will be managed to continue the protection of this designated area in accordance with Policy ENV4. In addition, the west of the sub area lies within the Humberhead Levels Nature Improvement Area (NIA). The aim of the NIA is to create and restore wetland habitat to help enhance and reconnect existing sites to enable wildlife to move through the surrounding farmland and increase the area's resilience to climate change. Development within the NIA will be considered in accordance with Policy ENV4.

**10.29** The River Hull and Holderness Drain, South Holderness and Wolds are identified in Policy ENV5 as sub regional green infrastructure corridors, whilst the Humber Estuary is identified as a regional green infrastructure corridor. Other sub-regional, district and local green infrastructure corridors in this sub area include the River Hull and Holderness Drain, Beverley, Hudson Way, Hull-Hornsea, Priory Fields Walkington (extending to Cottingham) and Hessele corridors. There are also a number of Biodiversity Priority Areas within which landscape-scale biodiversity projects are targeted, including the River Hull, Burton Constable, South Wolds, Holderness Drain, and Walling Fen.

### Community and Infrastructure

**10.30** The *Infrastructure Study* identifies where there is a need for new infrastructure provision in the sub area, and this is set out in the *Infrastructure Delivery Plan* and Policy A1. In particular, the key area of growth to the south of Beverley will require a spine road to be developed between Woodmansey Mile and Lincoln Way, as well as a new primary school.

**10.31** A number of transport schemes, which enhance accessibility, widen transport choices and reduce congestion, have been identified through a number of sources including the Council's *Local Transport Plan*, *Infrastructure Study*, and dialogue and assessment with Highways England as part of the *Infrastructure Study* and the *A63/M62 Corridor Transport Feasibility Study (2011)*. These improvements, which are needed to help deliver the comparatively high level of development within the sub area, include the *Beverley Integrated Transport Plan (2013-15)*



and improvements to the A164 between Beverley and the Humber Bridge. In addition, an upgrade to the A1079 Dunswell Roundabout will be needed to facilitate new development in both the East Riding and the City of Hull. Development of the full 200ha employment site at Hedon Haven will require provision of transport infrastructure improvements within the East Riding and the City of Hull, including upgrades to junctions on the A63 and a direct road (and potential rail) link from Hedon Haven to the Port of Hull. At the signalised crossroads between Staithes Road, School Road, Main Street and Station Road in Preston, and the Baxtergate / Fletchergate and St Augustines's Gate/Fletchergate junctions in Hedon, traffic management measures will also be required to help address the limited highway capacity.

**10.32** The regional East-West Multi-Modal Transport Corridor to the south of the sub area forms part of the Trans-European E20 corridor and contains a number of large employment sites. Improvements to this corridor will support the development of the area's important economic clusters, help enhance the available transport options and reduce the impact on the Strategic Road Network.

**10.33** The Major Haltemprice Settlements are well connected to the City of Hull with frequent public transport services, particularly in Cottingham and Hessle. Measures will be required to integrate new development with existing public transport, cycling and walking facilities which will help to reduce the number of single occupancy car journeys on the highway network. In addition, Hull City Council, through its *Local Transport Plan 2011-2026*, has identified the need for two new park and ride schemes to the north and east of the City and appropriate sites will be needed within the East Riding.

### **Policy AI: Beverley & Central sub area**

Plans, strategies and development decisions in the Beverley & Central sub area should:

#### **A: Housing**

1. Manage the location, type and amount of new housing to support housing market interventions within the City of Hull.
2. Support the role of the Major Haltemprice Settlements, Beverley and Elloughton-cum-Brough as the main focus for residential development in the sub area through the allocation of sites within the settlements and a range of urban extensions. Housing developments in Cottingham can only come forward following the completion of the Cottingham and Orchard Park Flood Alleviation Scheme (COPFAS), or if it has been demonstrated that acceptable solutions to the surface water flood risk issue can be implemented alongside new development.
3. Support the delivery of housing, at a level commensurate with the scale and function of the settlement, in Leven, Brandesburton, Cherry Burton, Keyingham, Leconfield, North Cave, North Ferriby, Preston, Skirlaugh, South Cave, Swanland, Walkington, Wawne and Woodmansey through the allocation of sites within the settlements and a range of urban extensions. Housing allocations in Leven can come forward after a surface water drainage improvement scheme has been put into place, or it has been demonstrated that acceptable solutions to the surface water flood risk issue can be implemented alongside new development.
4. Support the south of Beverley as a key area of growth for the town.
5. Contribute to the overall mix of housing in the sub area, including through the delivery of smaller properties.

**B: Economy**

1. Support appropriate expansion and diversification of the sub area's key economic sectors including ports and logistics; tourism; renewable energy; manufacturing and engineering (including chemicals); finance and business services; and transport equipment.
2. Support the role and development of the Key Employments Sites at;
  - i. Hedon Haven; for the expansion of the Port of Hull;
  - ii. Humber Bridgehead; for high quality office and research, making use of the site's location assets; and
  - iii. Melton; predominantly for manufacturing, storage, and distribution activities which make use of the site's high quality multi-modal transport links.
3. Make maximum use of the sub area's infrastructure assets and existing employment sites, and support the completion of the Willerby Hill Business Park, the role of Salt End, particularly for the chemicals industry and related sectors, and the role of Priory Park for a variety of economic development uses.
4. Support the role that Catfoss Industrial Estate has in contributing to the rural economy;
5. Support the growth of Beverley's economy through:
  - i. the comprehensive redevelopment of land north of Flemingate to include a mix of uses;
  - ii. expansion of the Town Centre boundary;
  - iii. supporting the role and physical improvements of the industrial estates to the east of Swinemoor Lane as a location for business; and
  - iv. supporting the development of the Tokenspire Business Park.
6. Strengthen Elloughton-cum-Brough's role as a Town by encouraging employment opportunities and promoting new and enhanced services and facilities commensurate with the town's role and function.
7. Support the sub area's urban and rural tourism assets, such as the Humber Bridge Country Park, and the provision of high quality serviced tourist accommodation, particularly in Beverley to develop the town's role as a tourist hub.

**C: Environment**

1. Support integrated approaches to habitat and species management, safeguarding and enhancing designated sites, including the internationally important Humber Estuary, green infrastructure corridors and the Humberhead Levels NIA, and avoid development that would have a detrimental impact, working in conjunction with neighbouring authorities where appropriate.
2. Prevent coalescence by protecting the character and individual identity of settlements by maintaining Key Open Areas between:
  - i. Hull and the Major Haltemprice Settlements;
  - ii. Cottingham and Anlaby/Willerby/Kirk Ella;
  - iii. Anlaby/Willerby/Kirk Ella and Hessle;
  - iv. Hedon and Preston; and
  - v. Hull/Salt End and Hedon.

3. Maintain the physical separation of;
  - i. West Ella and Kirk Ella;
  - ii. Hull/Salt End and Paull;
  - iii. Hull and Bilton;
  - iv. Hedon and Paull;
  - v. Hedon and Thorngumbald; and
  - vi. Elloughton-cum-Brough, Welton, Melton, North Ferriby and Swanland.
4. Protect those elements which contribute to the character and setting of the heritage assets of the sub area and improve the public realm, particularly in Beverley and Hedon to retain and enhance their attractiveness and facilitate their tourism role.
5. Have regard to the character and quality of landmarks, such as Beverley Minster, St. Mary's Church (Beverley), the Blackmill (Beverley), Burton Constable Hall, St. Augustine's Church (Hedon), the Humber Bridge, All Saints Church (Preston), St. Mary's Church (South Dalton), Skidby Mill, Paull Holme Tower and St. Andrew's Church (Paull), and respect, and, where possible, enhance views of these features.
6. Proactively manage the risk of flooding posed from the Humber Estuary and the River Hull and Burstwick Drain catchments, including the risk of surface water flooding, having regard, where appropriate, to the relevant *Strategic Flood Risk Assessment* and flood risk management plans and strategies.
7. Ensure that the integrity of the Cottingham, Dunswell, Etton, Keldgate, North Newbald and Springhead Groundwater Source Protection Zones are protected.
8. Retain the distinctive character and landscape setting of the Wolds villages.
9. Protect the diverse character, skyline and views across the rolling tops of the Yorkshire Wolds.
10. Manage improvements to the River Hull, Leven Canal, Hedon Haven and Beverley Beck where it would create economic, environmental and recreational opportunities, and does not adversely affect conservation initiatives or the quality of the natural environment.

#### **D. Community and Infrastructure**

1. Enhance connectivity within the sub area and with the rest of the East Riding and the City of Hull by supporting transport infrastructure improvements, particularly:
  - i. the *Beverley Integrated Transport Plan*, including southern relief road, and town centre traffic management improvements;
  - ii. south of Beverley Park and Ride;
  - iii. A164 Humber Bridge to Beverley improvements;
  - iv. A63/A15 Humber Bridgehead Interchange improvements;
  - v. A1079 improvements;
  - vi. completion of the Brough Relief Road;
  - vii. Melton inter-modal freight links, including the existing rail sidings and jetty;
  - viii. direct road link from Hedon Haven to the Port of Hull, Hull Docks Freight line extension and improvements to junctions on the A1033 Strategic Road Network;
  - ix. north of Hull Park and Ride;
  - x. east of Hull Park and Ride;

- xv. Traffic Management Measures to address issues with 3 junctions within Hedon and Preston
  - xiv. B1362 Red House Farm Mini Roundabout Improvements; and
  - xiii. A1033/B1362 Hedon By-pass Roundabout Improvements;
  - xii. A1033 Salt End Roundabout Improvements;
  - xi. improvements to walking, cycling and public transport facilities, including those set out within the *Local Transport Plan* individual settlement transport strategies, and major cross country routes such as Wolds Way, the Minster Way, and Transpennine Trail, the Public Rights of Way network, and the National Cycle Network;
2. Support development within the Major Haltemprice Settlements that is well integrated with the public transport corridors serving Hull.
3. Support the provision of additional infrastructure, including:
  - v. additional primary school pupil capacity for existing schools in Beverley, Keyingham and North Ferriby, alongside the provision of a new primary school in Beverley and Elloughton-cum-Brough.
  - iv. additional secondary school pupil capacity at Beverley High and Grammar schools and South Hunsley School (Welton); and
  - iii. drainage and flood alleviation schemes, particularly for the Major Haltemprice Settlements, Beverley, Hedon, Leconfield, Leven and South Cave;
  - ii. primary health care capacity, including GPs and dentists across the sub area;
  - i. additional sewage treatment capacity within the existing Beverley, Leconfield, North Ferriby, and Melton waste water treatment works;



## Bridlington Coastal sub area

**10.34** The Bridlington Coastal sub area covers the northern part of the East Riding's coastal area. It has a population of around 45,000, of which approximately 35,000 live in Bridlington. Bridlington is the largest town in the East Riding and has been subject to a number of economic and social changes which present challenges to its role as a service, employment and visitor centre.

**10.35** Bridlington shares a number of common characteristics with Scarborough (approximately 15 miles to the north), both of which are attractive coastal towns. Whilst tourism is an important part of the economy, there is a particular focus on regeneration initiatives that will help to strengthen the town's economic base. To achieve the regeneration of Bridlington, and support its role as a Principal Town, a continued increase in its population will be needed to diversify the workforce and drive economic growth, as well as support an enhanced range of shops, facilities and services. Therefore, the majority of the development in the sub area is focused on Bridlington, and an *Area Action Plan (AAP)* has been prepared to support the regeneration of the Town Centre and Harbour areas of the town.



Figure 17 - Bridlington Coastal sub area



**Housing**

**10.36** The amount of development directed to Bridlington recognises that the town is the East Riding’s largest settlement and the need to support the growth ambitions of the regeneration strategy. In Beeford and Flamborough a lower level of residential development will occur to support their roles and help meet local housing need.

**10.37** A key area of housing growth will be Bridlington town centre where the *Bridlington Town Centre Area Action Plan* will provide for up to 600 new dwellings, particularly apartments and town houses. Housing will be promoted on previously developed land and other suitable

land within the existing development limits, and where required on a range of urban extensions, particularly to the north of the town, identified through the *Allocations Document* or a *Neighbourhood Development Plan*.

**10.38** Evidence used to inform the most recent *Strategic Housing Market Assessment* identifies demand for all sizes of properties in the sub area, which is predominantly being driven by couples over 60 and single people under 60. There is a surplus of detached and terraced housing and of smaller (1 and 2 bedroom) semi-detached houses. Demand exceeds supply for smaller flats, larger (3+ bedroom) semi-detached houses and bungalows. It also identifies that 50% of affordable housing need in the sub area is for older people's specialist accommodation. This is split evenly between 1 and 2 bedroom properties with the remaining need split evenly between all sizes of general needs properties. The majority of the affordable housing need in the sub area is found in Bridlington.

## Economy

**10.39** A *Strategy for Regenerating Bridlington (updated 2007)* has identified a need to improve the performance of the town centre all year round and address the balance between jobs and those seeking work. The AAP, which aims to deliver major developments as part of the town's regeneration strategy and address shortcomings in the performance of the town centre, sets out six strategic objectives:

1. Regenerate the town centre to meet the year round needs of Bridlington and its catchment for retail, leisure and other town centre uses, including office space to support the growth of its small business community.
2. Create a Marina which includes and regenerates the Harbour and integrates with the heart of the Town Centre and the Spa.
3. Create a good quality, well designed and varied Town Centre residential offer.
4. Make the Town Centre easily accessible and comfortably usable all year round.
5. Create a strategic framework of new and enhanced public spaces and pedestrian environments in the Town Centre.
6. Raise design standards in the built environment and conserve, recover and enhance the Town Centre's historic character.

## 10.40

Key economic sectors for this sub area include tourism; manufacturing and engineering; and agriculture/food and drink. The retail sector is also important and development of Burlington Parade and the Marina, as set out in the AAP, will help to tackle key causes of the under

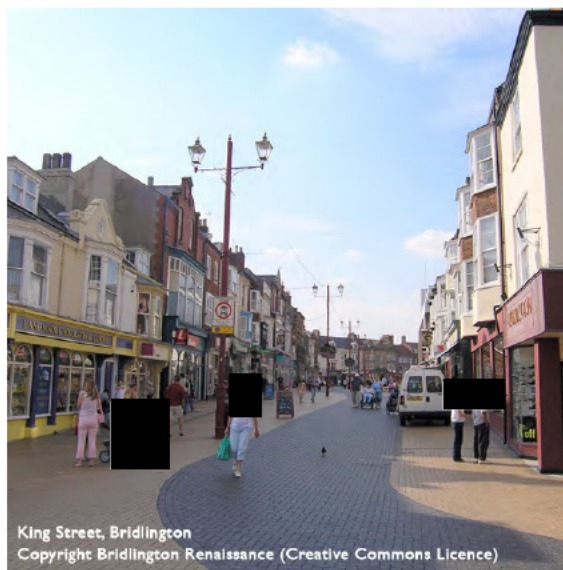


performance of Bridlington Town Centre. Development at Burlington Parade will establish new retail, housing and small business space that regenerates the area between the town centre and the harbour. This will be complemented by development at the Marina, which will provide more efficient operating conditions for the existing harbour, capture unmet demand for leisure boating along the East Yorkshire coast, as well as new housing, a hotel and leisure uses. The provision of a diverse range of culture, entertainment and other evening leisure uses across the town centre and seafront will also complement the Spa, and help to develop and diversify the evening economy.

**10.41** The majority of the requirement for additional retail floorspace in Bridlington will be met through the regeneration of the Town Centre. However, in the longer term it is likely that this will need to be complemented by development elsewhere within the town. As highlighted in Policy EC3, a sequential approach will be taken for new retail uses, and it will be vital that any developments involving main town centre uses outside of Bridlington Town Centre support the implementation of the AAP.

**10.42** Out-of-centre sites will have an important role in providing employment premises for manufacturing, storage and distribution, and supporting the growth and development of the local economy. The *Employment Land Review* notes that these uses have traditionally been based on industrial estates, for example at Carnaby, Bessingby Way and Pinfold Lane. Carnaby and Bessingby Way continue to provide a key role in meeting the needs of the area's existing and future businesses. Pinfold Lane, however, is accessed by heavy goods vehicles past a residential area and school, which presents a range of amenity and safety concerns. A number of existing businesses have expressed a strong interest in relocating their premises to somewhere more suitable in the local area, and proposals to comprehensively redevelop the Pinfold Lane area for residential purposes, and the relocation of the existing larger non-conforming employment uses, will be encouraged.

**10.43** Tourism has a particularly important role in providing for a stronger and more diverse local economy. The *Bridlington Tourism Study (2004)* highlights that the viability of facilities which attract visitors to the town will be increased if they also serve an affluent local population. It recommends that Bridlington could increase its share of out-of-season short breaks and business tourism by improving its services and facilities, the public realm, quality of the built environment and a diversified accommodation offer (including through the provision of a good quality hotel (3 star plus) and high quality bed and breakfasts or guesthouses). The *East Riding Tourism Accommodation Study* reiterates the need to encourage the provision of good quality large scale serviced hotel accommodation in Bridlington, which is targeted at leisure and business visitors. Policy EC2 will be used to determine whether tourism developments are appropriate, while Policy EC3 provides further detail on the approach that will be applied to tourism proposals which include main town centre uses.



**10.44** The area's valuable natural assets, which include Bempton Cliffs and the Flamborough Heritage Coast more generally, and parts of the Yorkshire Wolds, provide an alternative outdoor leisure, recreation and tourism offer. Flamborough Head and Bempton also provide a key element of the 'Yorkshire Nature Triangle'. This creates opportunities to capitalise on activities associated with the area's high biodiversity and landscape value, such as walking, golf and bird watching, which is highlighted in the *Visit Hull and East Yorkshire Coast Product Development Plan (2009)* and *The Economic Potential of Nature Tourism in Eastern Yorkshire (2010)*.



- 10.45** The sub area has an important role in the UK's energy industry, with energy from the Dogger Bank offshore wind farm expected to come onshore just north of Ulrome. The creation of up to 7.5 billion cubic feet of gas storage capacity at Caythorpe is also proposed, which will help to support the stability of the country's gas supply by increasing the UK's gas storage capacity by 5%.

## Environment

- 10.46** The *Landscape Character Assessment* assessed the sub area's landscape character areas, which includes Open High Rolling Farmland, Wolds Valley Farmland, Holderness Open Farmland and Holderness Coastal Farmland as generally being of high quality. The Yorkshire Wolds and the Flamborough Heritage Coast, which are located to the north of the sub area, are identified in Policy ENV2 as Important Landscape Areas.

- 10.47** Within the open high rolling farmland character area, Flamborough Headland is a significant physical feature protruding out into the North Sea. Its spectacular chalk cliffs topped with boulder clay, and the unique flora, particularly at Bempton Cliffs, provide an excellent range of habitats for a variety of birds. The waters around the Headland also support a wide diversity of marine life. As a consequence of the reefs, sea caves and seabirds, it is protected through a number of nature conservation designations, as defined in Policy ENV4, including Site of Special Scientific Interest (SSSI), Special Protection Area (SPA) and Special Area of Conservation (SAC). It is also part of the



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'North Yorkshire Coast and Flamborough Headland' Biodiversity Priority Area, within which landscape-scale biodiversity projects are targeted. The area has been designated as a Heritage Coast in recognition of the high quality landscape, rich biodiversity and the heritage features of archaeological, historical and architectural interest. As such, it is very important that proposals in this area respect its distinctive character. The *Flamborough Management Plan (2007)* has been prepared to ensure integrated management of wildlife, landscape and access in the area, and looks to ensure that human activities are managed in a way that is compatible with the area's natural assets.

- 10.48** There are a number of important green infrastructure assets within the sub area, which are identified in Policy ENV5. This includes the River Hull and Holderness Drain green infrastructure corridor and the entire East Riding coast, which forms part of a regional green infrastructure corridor. In addition, the area around Gypsey Race has been identified as both a district green infrastructure corridor and a Biodiversity Priority Area, and the AAP looks to realise the potential it holds to provide new public space and green infrastructure for the Town Centre with cycle ways, walks and a park. The *Waterways Strategy (2012-2020)* also identifies that there is an opportunity to unlock the potential of the Gypsey Race to contribute to environmental, social and economic regeneration.

**10.49** Very few parts of the sub area lie within areas of high fluvial flood risk, with most risk being confined to the narrow strips flanking Gypsy Race and along the coast. However, the predicted rise in sea levels resulting from climate change could increase the risk of tidal flooding in some locations. Policy ENV6 and the Council's *Strategic Flood Risk Assessment (SFRA)* will be used to manage the potential risk and impact of flooding with respect to new development. The flood risk management policies for this sub area, as set out in the *River Hull and Coastal Streams Catchment Flood Management Plan (CFMP)*, are to:

- Reduce existing maintenance activities in the Gypsy Race catchment to allow the watercourse to develop more naturally and enhance biodiversity, whilst ensuring this does not increase flood risk in Bridlington (e.g. ensuring that blockages do not develop in downstream culverts);
- Improve understanding of groundwater flood risk in order to determine how best to manage this risk; and
- Manage flood risk at the current level in Bridlington, pursuing opportunities to remove or open up culverts as part of the town centre's regeneration.

**10.50** The coast to the south of Bridlington is subject to erosion at a rate of about 1-1.5m per year, and this is expected to increase as the sea level rises due to climate change. Consequently, the *Local Plan* will encourage sustainable coastal management where it is linked to the *Shoreline Management Plan*. A Coastal Change Management Area is identified on the *Policies Map*, and Policy ENV6 sets out how this will be used to manage the risk posed by coastal change.

**10.51** The *Landscape Character Assessment* identifies that Bridlington Priory and Christ Church, Flamborough Lighthouse and, more generally, the sea are landmark features in the sub area. Other heritage assets include Danes' Dyke (a Bronze Age earthwork that runs for 2.5 miles across Flamborough Head), Burton Agnes Hall and Sewerby Hall (both popular tourist attractions), and the eleventh century motte and bailey castle at Skipsea. These features contribute to the character of the sub area and elements which contribute to an asset's character and setting will be protected in accordance with Policy ENV3. Open areas between Bridlington and the nearby villages of Sewerby and Bessingby have an important role in maintaining landscape and settlement character and preventing coalescence. Maintaining clean beaches is also very important in retaining the attractiveness of the area.

**10.52** To support the regeneration of Bridlington some public realm improvements have already taken place, for example the Spa environs scheme. However, other improvements are required to improve the attractiveness of the town centre and further detailed policies are contained within the AAP.



**10.53** There are several Groundwater Source Protection Zones that extend northwest from; north of Carnaby Industrial Estate, northeast of Burton Agnes and northwest of Bridlington. In these locations new development will need to be carefully managed in accordance with Policy ENV6 to avoid contamination of the public water supply.

### Community and Infrastructure

- 10.54** The *Infrastructure Study* identifies where there is a need for new infrastructure provision in the sub area, and this is set out in the *Infrastructure Delivery Plan* and Policy A2. In particular, the key area of growth to the north of Bridlington will require a link road connecting the A165 Scarborough Road with Bempton Lane.
- 10.55** A transport study for Bridlington has examined existing transport problems and issues, future traffic forecasts, and the impact of the town's regeneration strategy. It included six objectives for transport improvements aimed at addressing those obstacles to the town's economic recovery and long-term prosperity, which are created by access constraints and the impact of the 'seasonal surge' of tourists. This work has fed into the AAP's town centre access and movement strategy, which promotes a range of measures including the widening of Hilderthorpe Road and Beck Hill and access improvements for pedestrians. An *Integrated Transport Plan (ITP) (2005)*, including the provision of a park and ride and road improvements, has been implemented to address some of these issues. Other measures that are aimed at reducing traffic in the town centre, such as improvements to the cycle network, have been identified in the *Local Transport Plan*. Furthermore, the AAP looks to facilitate the development of a bus interchange next to the railway station, and improve the quality of the public realm. These measures will help improve the environment for pedestrians and thus further facilitate the regeneration of the town.
- 10.56** In addition, Yorkshire Water has identified the need to implement schemes to improve bathing water quality and to facilitate the replacement of existing equipment at the Waste Water Treatment Works in Bridlington.

#### **Policy A2: Bridlington Coastal sub area**

Plans, strategies and development decisions in the Bridlington Coastal sub area should:

##### **A. Housing**

1. Support the role of Bridlington as the main focus for residential development in the sub area through the allocation of sites within the settlement and a range of urban extensions.
2. Support the delivery of housing, at a level commensurate with the scale and function of the settlement, in Beeford and Flamborough through the allocation of sites within the settlements and a range of urban extensions.
3. Support Bridlington Town Centre, where up to 600 dwellings will be delivered, and development of the land to the north of the town as key areas of growth for Bridlington.
4. Improve the mix of housing, including by supporting purpose built, high quality flats and townhouses, particularly within Bridlington town centre, and by ensuring a complementary housing mix across the sub area, including bungalows, larger properties and affordable housing for older people.

##### **B. Economy**

1. Support the delivery of the *Bridlington Town Centre Area Action Plan (AAP)* Regeneration Strategy, particularly the:

- i. comprehensive retail and housing-led mixed use development of Burlington Parade; and
  - ii. creation of a Marina, which incorporates the Harbour, to improve the facilities for existing users, capture unmet demand for new sailing berths and provide a better connection to the town centre.
2. Support appropriate expansion and diversification of the sub area's key economic sectors, particularly tourism; manufacturing and engineering; agriculture/food and drink; and retail.
  3. Regenerate Bridlington town centre as the place of choice for retail, leisure, business, financial and professional services in the sub area through:
    - i. increasing retail floorspace to support a higher quality retail offer;
    - ii. providing for at least 2,300sqm of new small office and small business space;
    - iii. supporting the development of good quality hotel accommodation;
    - iv. supporting the development of culture, entertainment and other leisure uses;
    - v. improving services and facilities in Bridlington to reduce seasonality and increase its attractiveness to the higher value short-break tourist market; and
    - vi. ensuring that outside of the town centre, uses are complementary to the town centre offer.
  4. Support the growth of new and existing businesses at Carnaby Industrial Estate, predominantly for manufacturing, storage and distribution uses.
  5. Support Bessingby Industrial Estate as a location for predominantly manufacturing, storage and distribution uses.
  6. Encourage improvements to existing tourism accommodation, along with high quality guest houses and bed and breakfast accommodation, in Bridlington and appropriately located small-scale serviced and self catering tourist accommodation elsewhere in the sub area.
  7. Sensitively make the best use of the sub area's natural assets, such as the coast and the Wolds, to develop more outdoor sport, tourism and leisure opportunities, whilst improving its high landscape value and biodiversity.
  8. Support the relocation of businesses from the Pinfold Lane Industrial Area to Carnaby Industrial Estate and the comprehensive redevelopment of the Pinfold Lane Industrial Area for residential development.
  9. Support necessary infrastructure developments associated with gas storage at Caythorpe and the infrastructure required to deliver offshore renewable energy developments.

### **C. Environment**

1. Protect those elements which contribute to the character and setting of the heritage assets in the sub area, particularly in the town centre, Old Town and on the seafront, to improve their attractiveness and encourage tourism.
2. Support improvements to the public realm, particularly in Bridlington Town Centre, to provide quality public spaces and enhance visual appeal.
3. Have regard to the character and quality of landmarks, such as Bridlington Priory and Christ Church, Flamborough Lighthouse and the sea, and respect, and, where possible, enhance views of these features.
4. Retain the distinctive character and landscape setting of the Wolds villages.
5. Facilitate the relocation or roll back of existing development threatened by coastal erosion between Wilsthorpe and Skirlington, maintain coastal defences at Bridlington, and allow



appropriate temporary developments to take place in Coastal Change Management Areas where they would contribute to the local economy.

6. Support integrated approaches to habitat and species management, safeguarding and enhancing designated sites, including Flamborough Head and Bempton Cliffs, green infrastructure corridors and the beaches of Bridlington Bay, and avoid development that would have a detrimental impact, working in conjunction with neighbouring authorities where appropriate.
7. Sensitively maintain the character of the undeveloped coast, particularly the Flamborough Heritage Coast, and improve public access to, and enjoyment of, the coast, ensuring that development proposals protect and enhance its distinctive landscape, conservation initiatives and the quality of the natural environment.
8. Prevent coalescence by protecting the character and individual identity of settlements by maintaining Key Open Areas between Bridlington and Sewerby, and Bridlington and Bessingby.
9. Protect the character and quality of the Yorkshire Wolds, in particular the unique broad valley landform of the Gypsy Race Corridor and the large scale open nature of the landscape of Bempton, Grindale and Flamborough.
10. Proactively manage the risk of flooding posed from the North Sea and the Gypsy Race catchment, including the risk of surface water and groundwater flooding, having regard to the relevant *Strategic Flood Risk Assessment* and flood risk management plans and strategies.
11. Ensure the integrity of the Burton Agnes, Haisthorpe and Mill Lane Ground Water Source Protection Zones are protected.
12. Manage improvements to the Gypsy Race where it would create economic, environmental and recreational opportunities, and does not adversely affect conservation initiatives or the quality of the natural environment.

## **D. Community and Infrastructure**

1. Enhance connectivity within the sub area and with the rest of the East Riding and Scarborough by supporting transport infrastructure improvements, particularly:
  - i. measures to implement the *AAP* access and movement strategy;
  - ii. better connections between Bridlington Town Centre, the rest of the town and wider sub area, including improved public transport facilities;
  - iii. north of Bridlington Link Road from the A165 Scarborough Road to Bempton Lane; and
  - iv. improvements to walking, cycling and public transport facilities, including those set out within the *Local Transport Plan* individual settlement transport strategies and major cross country routes, such as the Way of the Roses, the Public Right of Way network, and the National Cycle Network.
2. Support the provision of additional infrastructure, including:
  - i. primary health care capacity, including GPs and dentists across the sub area.
  - ii. drainage and flood alleviation schemes, particularly in Bridlington;
  - iii. additional primary school pupil capacity for existing schools in Bridlington;
  - iv. additional secondary school pupil capacity at Headlands School (Bridlington);
  - v. improvement to the Bridlington waste water treatment works; and
  - vi. public realm improvements in Bridlington.

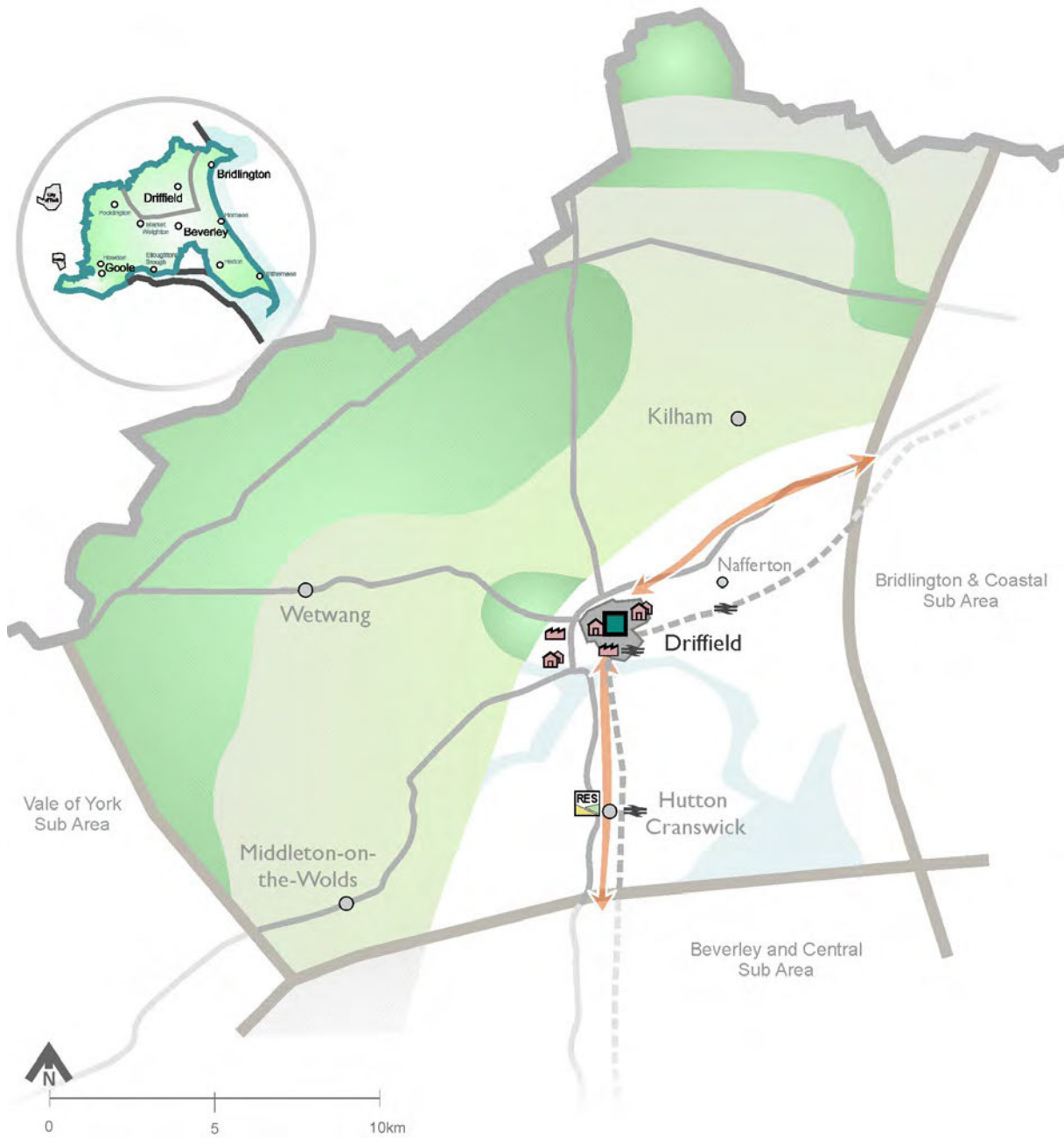
## Driffield & Wolds sub area

**10.57** The Driffield and Wolds sub area includes some of the most remote, rural and sparsely populated parts of the East Riding. It has a population of around 27,000, of which about 13,000 live in Driffield, which is the smallest of the East Riding's four Principal Towns. The rural character of the sub area has much in common with the neighbouring authority of Ryedale and the very high quality Yorkshire Wolds landscape spans the local authority boundary.

**10.58** One of the key issues for this sub area relates to its relative peripherality, as it is located on the fringes of both the Hull and York catchments. This presents a number of challenges in respect of accessibility, both in terms of distance and the availability of public transport. As a result, Driffield has a crucial role in meeting most of the everyday needs of those residents in the more rural parts of the sub area. The town provides a wide range of commercial and community services and is, therefore, the sub area's main focus for housing, employment, leisure, community and transport development.



Figure 18 - Driffield & Wolds sub area



Key: New Development		Strategy and Places		Transport	
	Key area of housing growth		Principal Town		Core Bus Routes
	Main focus for housing		Rural Service Centre		Important Road Links
	Economic Focus		Primary Village		Rail Route and Station
	Rural Employment Site		Sub Area Boundary		
Environment					
	Yorkshire Wolds				
	Yorkshire Wolds - Area of highest quality				
	Flood Zone 3				

## Housing

- 10.59** Most new housing in the sub area will be provided in Driffield, as set out in Policy S5, to support the role of the town. However, it is the smallest of the Principal Towns, with a lower number of jobs, and the total amount of housing directed to the town is less than in Beverley or Bridlington. A lower level of residential development will support the role of Hutton Cranswick, Kilham, Middleton on the Wolds, Nafferton and Wetwang and help meet local need.
- 10.60** A key focus of growth will be on the vacant Alamein Barracks and the northeast of Driffield. Alamein Barracks forms part of a former military airfield and presents a significant development opportunity. The site comprises former barrack blocks, military housing, an officers' mess and a technical unit, though these buildings are now vacant and are in a poor state of repair having been disposed of by the Ministry of Defence. While it is not directly adjacent to Driffield, redevelopment would allow productive use to be made of this large previously developed site. It will be important that future housing development creates good quality walking, cycling and public transport links with Driffield town centre and the Kelleythorpe Industrial Estate. Elsewhere, housing development will be promoted on previously developed land, other suitable sites within the existing development limits and where required on urban extensions identified through the *Allocations Document* or a *Neighbourhood Development Plan*. In particular, the northeastern part of the town offers the best opportunities for accommodating development away from areas of high flood risk and the ecologically important River Hull Headwaters. Development here would form a logical rounding off to the town without extending the built form much further eastwards.
- 10.61** Evidence used to inform the most recent *Strategic Housing Market Assessment* identifies that the supply of smaller one or two bed properties, particularly detached houses and bungalows, in the sub area does not meet demand. This demand is mainly being driven by young single people, couples aged under 60 and families. However, there is a surplus of larger (3+ bedroom) terraced and semi-detached housing. It also identifies that two thirds of the affordable housing need in the sub area is for smaller (1 or 2 bedroom) accommodation and a quarter is for larger general needs accommodation. The remaining affordable housing need is split between 1 and 2 bed older person's specialist accommodation. The majority of the affordable housing need in the sub area is found within Driffield, with a need also identified in Nafferton and Hutton Cranswick.

## Economy

- 10.62** A number of economic sectors, including logistics; tourism; manufacturing and engineering; and agriculture/food and drink are well represented in this sub area. These will continue to be supported alongside the diversification and development of the area's economic base. The *Employment Land Review* notes that Driffield has been subject to strong interest from the local market, which is likely to continue in the future. The existing employment areas at Kelleythorpe and on Skerne Road in Driffield, are recognised as playing an important role in providing employment opportunities in the sub area. The Industrial Estate at Hutton Cranswick is also noted as having an important role in contributing towards the rural economy in this sub area, and proposals in this location will be considered in accordance with Policy ECI.



**10.63** The North-South Transport Corridor from Hull, through to Beverley, Driffield, Bridlington and beyond, is an important transport link for the East Riding. It connects three of the four Principal Towns to larger centres outside of the East Riding by both road and rail, and, to a certain extent, by water. These connections provide opportunities for existing and new businesses in the sub area to link into the wider East Riding and sub-regional economy.

**10.64** Work undertaken through the *Town Centres and Retail Study* and the *Driffield Renaissance Plan (2008)* has highlighted the need to integrate any new retail developments with the existing town centre. This would help to encourage linked trips and complement measures aimed at improving the public realm. Previously developed sites within and adjacent to the town centre, such as the former Cattle Market site, present opportunities to cater for future retail needs. In addition, the Renaissance Partnership is keen to see the Riverhead area utilised to its fullest economic potential. The *Driffield Riverhead Concept Statement (2010)* shows how it could provide small-scale office, leisure and tourism based employment opportunities, which are well linked with the town centre and capitalise on increased leisure use on the Driffield Navigation Waterway. Development of the night-time economy, through additional leisure and entertainment attractions, also represents an opportunity to improve the overall vitality of the town.



**10.65** The Wolds and Driffield Showground are particular assets to the tourism potential of the sub area. Driffield Showground makes a significant contribution to the economy of the town, with a range of regular events attracting a significant number of visitors to Driffield and the surrounding area. Enhancing the facilities at the Showground has the potential to further increase visitor numbers and the economic benefits it brings to the area. The *Tourism Accommodation Study* highlights that the provision of a more diverse range of accommodation would help to support the development of the tourism sector across the sub area, particularly where it is linked with the Wolds Way and Driffield Navigation. This recognises the area's role as a walking, cycling, horseriding and nature tourism destination, which is promoted in the *Visit Hull and East Yorkshire Wolds Product Development Plan (2008)*. Policy EC2 will be used to determine whether tourism developments are appropriate, while Policy EC3 provides further detail on the approach that will be applied to tourism proposals that include main town centre uses.

## Environment

**10.66** The sub area is characterised by the landscapes and settlements of the Yorkshire Wolds, with elements of the Holderness Plain to the south and east. In particular, the Yorkshire Wolds is identified in Policy ENV2 as an Important Landscape Area, which includes the open high rolling farmland of the Wolds to the west of Driffield. The sub area's landform dips from northwest to southeast, from the high levels of the Wolds down to the headwaters of the River Hull. These headwaters are protected as a Site of Special Scientific Interest (SSSI) as set out in Policy ENV4. Parts of the Wolds, as well as the areas around the River Hull and the Hull Headwaters, are identified through Policy ENV5 as sub-regional and district green infrastructure corridors and, through Policy ENV4, as Biodiversity Priority Areas

within which improvements to green infrastructure connectivity and landscape-scale biodiversity projects are targeted. The Wolds are also an important area for declining farmland bird species, and for buried archaeological remains.

- 10.67** Improvements to the built environment of Driffield, particularly at key opportunity locations around the town centre, Showground and Riverhead area, will help to enhance the attractiveness of the town for residents, businesses and visitors. The gap between Driffield and Nafferton serves an important role in maintaining the separate characters of the two settlements. In addition, there are a number of valued heritage assets in the sub area which contribute to its character, such as Sledmere House and Gardens, and a concentration of nationally important archaeological features in the Yorkshire Wolds, including the Rudston Monument which is the largest single standing stone in England. Those elements that contribute to the character and setting of heritage assets will be protected in accordance with Policy ENV3. The *Landscape Character Assessment* notes that All Saints Church in Nafferton is also an important local landmark in the sub area.
- 10.68** There are Groundwater Source Protection Zones that extend northwest across the sub area from locations to north and southeast of Kilham, northwest of Hutton Cranswick, northwest of Driffield, south of Rudston and northeast of Burton Fleming. The integrity of the groundwater supplies must be maintained, and proposals for new development in these areas will need to be considered in accordance with Policy ENV6.
- 10.69** Parts of the sub area lie within areas of high flood risk, including the southern part of Driffield, where potential sources of flooding include Driffield Beck, Eastburn Beck and Nafferton Beck. Further south, large parts of the rural area are also at high risk of flooding from the River Hull and its tributaries. The *River Hull and Coastal Streams Catchment Flood Management Plan* and emerging *River Hull Flood Risk Management Strategy* highlight the need for the Council to consider how the maintenance of the flood banks will be funded in the future. Policy ENV6 and the Council's *Strategic Flood Risk Assessment* will be used to manage the potential risk and impact of flooding with respect to new development. There is the potential to achieve flood risk management benefits through water storage and habitat enhancement measures within the River Hull Headwaters. The *Waterways Strategy (2012-2020)* also identifies that there is an opportunity to unlock the potential that the Driffield Navigation offers to contribute to environmental, social and economic regeneration.

### Community and Infrastructure

- 10.70** The *Infrastructure Study* identifies where there is a need for new infrastructure provision in the sub area, and this is set out in the *Infrastructure Delivery Plan* and Policy A3. Additional primary school capacity will be needed in Driffield to support the town's key areas of growth at Alamein Barracks and northeast of the town. In addition, the development of the area to the northeast of the town will be supported by the provision of a link road connecting the A614 Driffield by-pass to Scarborough Road.
- 10.71** Driffield is the main transport hub for the sub area with a bus depot and railway station connecting the town to other settlements in the East Riding and beyond. However, public transport provision is generally limited to a few scattered and infrequent routes away from the Driffield to Bridlington/Beverley routes, with Community Transport Operators seeking to address the gaps in service provision. A series of potential transport improvements for Driffield are prioritised through the *Local Transport Plan*. Together with initiatives set out in the *Driffield Renaissance Plan* and *Driffield Riverhead Concept Statement*, it promotes more

sustainable modes of travel that will help to improve connectivity across the town. In particular, this will enhance the links between Driffield Town Centre, Riverhead area, Kelleythorpe Industrial Estate and the Showground.

### **Policy A3: Driffield & Wolds sub area**

Plans, strategies and development decisions in the Driffield & Wolds sub area should:

#### **A. Housing**

1. Support the role of Driffield as the main focus for residential development in the sub area, through the allocation of sites within the settlement and a range of urban extensions.
2. Support the delivery of housing, at a level commensurate with the scale and function of the settlement, in Kilham, Hutton Cranswick, Middleton on the Wolds, Wetwang and Nafferton, through the allocation of sites within the settlements and a range of urban extensions.
3. Support the redevelopment of the previously developed former military site at Alamein Barracks and the development of the land to the northeast of the town as the key areas of growth for Driffield.
4. Contribute to the overall mix of housing in the sub area, including through the delivery of smaller properties.

#### **B. Economy**

1. Support appropriate expansion and diversification of the sub area's key economic sectors, including tourism; agriculture/food and drink; logistics; and manufacturing and engineering.
2. Promote employment development at Skerne Road and Kelleythorpe Industrial Estates in Driffield to accommodate small and medium enterprises.
3. Support the role that Hutton Cranswick Industrial Estate has in contributing to the rural economy.
4. Support the revitalisation of Driffield town centre, including new retail proposals, growth of the evening economy and enhancement of the Riverhead area.
5. Support sensitive development which capitalises on the area's tourism potential, especially that of the Wolds, by enhancing facilities at the Driffield Showground and the provision of small-scale serviced and self catering accommodation in Driffield and appropriately located farm diversification schemes, touring caravan and camping parks and boutique/specialist hotels.

#### **C. Environment**

1. Support integrated approaches to habitat and species management, safeguarding and enhancing designated sites, including the River Hull Headwaters SSSI, and green infrastructure corridors, and avoid development that would have a detrimental impact, working in conjunction with neighbouring authorities where appropriate.
2. Support measures aimed at improving the built environment of Driffield, particularly initiatives that raise the quality of open spaces and landscaping in the town centre, Showground and Riverhead area.
3. Retain the distinctive character and landscape setting of the Wolds villages.
4. Maintain the physical separation of Driffield and Nafferton.
5. Protect the diverse character, skyline and views across the steep sided dry dales and rolling tops of the Yorkshire Wolds.

6. Have regard to the character and quality of landmarks such as All Saints Church in Nafferton, and respect, and, where possible, enhance views of these features.
7. Ensure the integrity of the Burton Agnes, Elmswell, Haisthorpe, Hutton Cranswick, Kilham and Mill Lane Groundwater Source Protection Zones are protected.
8. Proactively manage the risk of flooding posed from the River Hull and its tributaries, including the risk of surface water flooding, having regard where appropriate to the relevant *Strategic Flood Risk Assessment* and flood risk management plans and strategies.
9. Protect those elements that contribute to the character and setting of the heritage assets of the sub area, including the buildings and parklands associated with the Sledmere Estate and the extensive prehistoric ritual landscapes of the Wolds.
10. Manage improvements to the Driffield Navigation where it would create economic, environmental and recreational opportunities, and does not adversely affect conservation initiatives or the quality of the natural environment.

#### **D. Community and Infrastructure**

1. Enhance connectivity within the sub area and with the rest of the East Riding by supporting transport infrastructure improvements, particularly:
  - i. measures that link together Driffield town centre, the Riverhead area, Showground, new housing at Alamein Barracks and Kelleythorpe Industrial Estate; and
  - ii. improvements to walking, cycling and public transport facilities, including those set out within the *Local Transport Plan* individual settlement transport strategies and major cross country routes, such as the Way of the Roses, Wolds Way, the Public Right of Way network, and the National Cycle Network.
2. Support the provision of additional infrastructure, including:
  - i. additional sewage treatment capacity within the existing Nafferton and Wetwang waste water treatment works;
  - ii. primary health care capacity, including GPs and dentists across the sub area;
  - iii. drainage and flood alleviation schemes, particularly in Driffield and Nafferton;
  - iv. additional primary school pupil capacity for existing schools in Driffield, Kilham, and Middleton on the Wolds; and
  - v. additional secondary school pupil capacity at Driffield School.



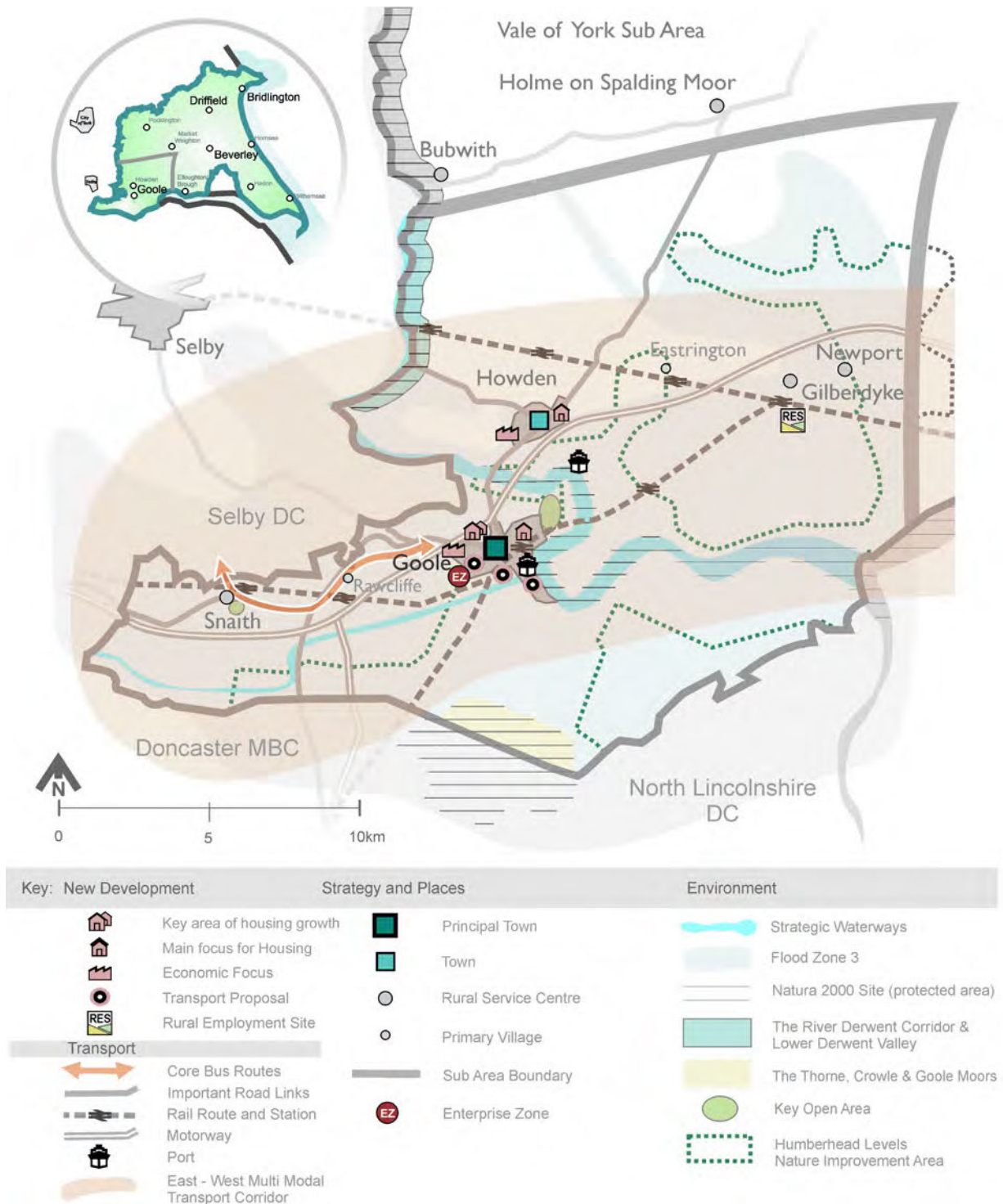
## Goole & Humberhead Levels sub area

**10.72** The Goole and Humberhead Levels sub area has a population of around 42,000, of which almost half live in Goole. Goole provides a wide range of services for the surrounding, mainly rural, area and benefits from excellent multi-modal transport links, including the country's largest inland port, which gives it a competitive edge as a business location. However, there are parts of the town where the housing market is very weak. In contrast to this, there is a high demand for housing and economic development in the nearby, but much smaller market town of Howden.

**10.73** It is important that investment and development in this sub area helps to restore balance to the housing market, connects people and communities to employment opportunities, and improves the overall quality and appearance of Goole's town centre, whilst having regard to the risk of flooding. Goole, therefore, will be the main focus for development in the sub area.



Figure 19 - Goole & Humberhead Levels sub area



### Housing

- 10.74** Parts of Goole are characterised by areas of poor quality housing with weak demand and a high proportion of households experiencing multiple deprivation and social exclusion. Continued improvements to the housing stock and community regeneration, such as through the *Advance Goole* programme, are priorities for the *Local Plan* and the *Goole Renaissance Plan (2010)*, as well as the Council's *Housing Strategy*.
- 10.75** Most of the sub area's new housing, as set out in Policy S5, will be provided at Goole to reflect its role as a Principal Town and the need to support regeneration initiatives. However, the amount of residential development proposed for Goole is not as high as for the other Principal Towns, which responds to the constraints associated with flooding and the lower level of market demand. Howden will also be a focus for housing growth, at a scale which supports its role as a Town, whilst not undermining the ability of Goole to broaden its appeal and improve its housing offer. A lower level of housing development, which supports the role and function of the settlement, will also take place in Eastrington and Snaith and will help meet local housing needs. No housing allocations are identified in Gilberdyke/Newport and Rawcliffe based on current evidence in respect of the level of flood risk.
- 10.76** Those housing allocations in Goole that are north of the Dutch River can only come forward once the results from detailed hydraulic modelling of the town have become available, and the recommended drainage solutions implemented. The modelling and study for the town is being undertaken by the Council and partners and is due to be complete by late 2014. Housing allocations in Eastrington can only come forward following improvements to watercourse and pumping capacity in the village. The Lower Ouse Internal Drainage Board has an improvement scheme programmed which is due to start construction before April 2013. Housing development may be acceptable within Goole and Eastrington in advance of this drainage work being completed where it can be delivered safely in accordance with Policy ENV6 and drainage matters are adequately addressed by solutions brought forward alongside new development.
- 10.77** Housing development will be promoted on previously developed land and other suitable land within the existing development limits, and, where required, on urban extensions identified through the *Allocations Document* or a *Neighbourhood Development Plan*. A key area of growth in Goole will be to the west of the town, north of Rawcliffe Road, largely in recognition of the flood risk constraints facing other areas of the town. This location has also been identified as a priority location for housing in the *Goole Renaissance Plan*. In Howden, the Council's Planning Committee has resolved to grant planning permission for a residential development to the north of the town, which would accommodate the majority of the housing development proposed for the town.
- 10.78** Evidence used to inform the most recent *Strategic Housing Market Assessment* identifies that the supply of smaller (1 or 2 bedroom) properties does not meet demands in the sub area, however, there is a surplus of larger (3+ bedroom) properties. This demand is predominantly being driven by single residents under the age of 60. It also identifies that around 80% of the affordable housing need in the sub area is for smaller properties, of which 30% is made up of properties suitable for older persons, and 20% is for larger general needs properties. The majority of affordable housing need in the sub area is found within Goole although some need has also been identified in Howden, Snaith and Cowick, and Hook.

- 10.79** The *Goole Renaissance Plan* highlights the need to provide for a range of different needs in the town. Higher quality family housing will attract skilled people, leading to more inward investment in higher skilled employment. Affordable market housing will help to reduce the current reliance on private rented housing.

### Economy

- 10.80** The sub area's economy is centred on Goole with traditional employment sectors associated with the port, and newer sectors including manufacturing and engineering; logistics; financial and business services; and retail adding to the economic base of the town. The port also has an important role in the renewable and low carbon energy industry, and already plays an increasingly important role in the import of biomass. Its economic importance will be strengthened through investments, such as a potential 'lift-on/lift-off' (lo-lo) container facility in Old Goole, to allow larger vessels access to the port facilities. The *Goole Renaissance Plan* identifies scope for intensification of activities within the port complex.

- 10.81** Goole is identified in the *Employment Land Review* as a prime location for storage and distribution investment, because of the presence of the port and the strong road and rail connections to other parts of the country. Capitol Park, which provides large scale premises for distribution, warehousing and manufacturing, has attracted significant inward investment to the East Riding over recent years. It has been identified as a Key Employment Site accordingly and is also included within an Enterprise Zone. The *Employment Land Review* found that committed sites at Goole, and along the East-West Multi-Modal Transport Corridor, are likely to largely meet the needs for economic development over the plan period in this part of the East Riding. However, if an unforecasted proposal for major inward investment arises within the plan period it may be appropriate for land to the west of Capitol Park to be utilised, which has been noted in the *Goole Renaissance Plan*.



- 10.82** The development of employment sites at Goole will be complemented by wider programmes aimed at improving skills and increasing the employment rate in the town. In addition, a key regeneration priority is to increase the quantity, quality and diversity of business stock in the town. Whilst large-scale inward investors will help to deliver this, new business starter units will add to a wider-ranging portfolio of business workspace.

- 10.83** There are also significant employment areas and a diverse range of businesses at Howden and Gilberdyke. The wharf at Howdendyke has an important role in the wider Humber Ports Complex and its continued operation is supported. The *Employment Land Review* recommended the retention of the undeveloped allocated land at the 'Ozone' Industrial Estate at Howden as it benefits from good motorway access on the East-West Multi-Modal Transport Corridor and complements the allocation at Capitol Park. Similarly, the 'Green Park' business park proposed at Newport will provide a complementary offer for businesses looking to locate along the East-West Multi-Modal Transport Corridor. There are extensive areas of the highest quality (Grade 1) agricultural land in this part of the East Riding which are an asset to the sub area's economy and an integral part of the food and drink cluster.



**10.84** The *Town Centres and Retail Study* recommends the expansion of Goole town centre, which will strengthen its role and provide the focus for retail development. This complements the *Goole Renaissance Prospectus (2007)* and *Goole Renaissance Plan* which identify a number of schemes to further enhance the vitality and attractiveness of the town centre to visitors, residents and potential investors. It includes festivals and events that bring people into the town centre and public realm improvements. In addition, measures that help to improve the links between employment sites, the town centre and residential areas are encouraged where they increase the ability and ease of making linked trips. The *Get Moving Goole Local Sustainable Transport Fund Project (2012-15) (Get Moving Goole)* looks to support this, and wider objectives of the *Local Transport Plan*, by delivering a step change in the provision of sustainable transport options in the town. This aims to support and encourage local residents to choose low cost, sustainable travel options that link them to local job opportunities and other facilities, while also improving journey time reliability on the local road network and increasing the attractiveness of Goole to both existing and new businesses.

**10.85** In relation to tourism, the *Tourism Accommodation Study* highlights the area's potential for wildlife and heritage tourism, as well as an opportunity to further develop the business tourism sector. Oakhill Country Park, which is adjacent to the Aire and Calder Navigation in Goole, is an important asset for the area and offers opportunities for countryside recreation to residents and visitors alike. The Trans Pennine Trail, which provides a link across the country from Hornsea to Southport, also runs through the sub area and is popular with walkers, cyclists and horse riders. There is an opportunity to maximise the potential for nature tourism through the use of natural assets, such as Blacktoft Sands and Saltmarshe Delph, as highlighted in the *The Economic Potential of Nature Tourism in Eastern Yorkshire (2010)* study undertaken by the Yorkshire Wildlife Trust. Policy EC2 will be used to determine whether tourism developments are appropriate, while Policy EC3 provides further detail on the approach that will be applied to tourism proposals which include main town centre uses.

## Environment

**10.86** The East Riding's *Landscape Character Assessment* divides the area into a number of different landscape character types, including River Corridors, Open Farmland, M62 Corridor and Drained Farmland. In general, these character types have very few trees or woodland and comprise intensively farmed high-grade arable land dependent on complex land drainage systems and washlands. Much of the landscape has been assessed as being of ordinary or poor quality, which reflects its fragmented nature and the presence of detractors. However, the Open Drained Farmland of the Humberhead Levels in the south and east of the sub area is highlighted as being of good quality, due to its strong sense of place, and the Thorne Moors are identified as an Important Landscape Area in Policy ENV2 as there are few similar landscapes remaining.

**10.87** The topography of the sub area is low-lying, and several major river systems converge and flow through the area into the Humber Estuary (Rivers Aire, Derwent, Don, Trent and Ouse). Consequently, the vast majority of the area is highly vulnerable to flooding, particularly tidal flooding from storm surges. This risk is expected to increase in the future as sea levels rise due to climate change. As such, flood risk management priorities for this sub area, as set out in the relevant *River Catchment Flood Management Plans* and *Humber Estuary Flood Risk Management Strategy* are to:

- Maintain and improve defences at Goole in line with climate change;
- Optimise the use of washlands and/or create additional flood storage areas along parts of the Lower River Aire, Lower River Don, and Lower River Ouse to respond to climate change;
- Identify a sustainable, long term approach to current land drainage regimes;
- Identify appropriate means of reducing surface water flood risk;
- Improve flood awareness and flood warning take up and encourage property-level resilience in areas facing increased frequency of flooding in the future;
- Review emergency response procedures; and
- Establish the potential for wetland creation, flood storage and managed realignment within the inner estuary.

**10.88** While Goole is protected to a good standard, which should continue into the future, there is always a 'residual risk' that defences can be overtopped or breached. Therefore, a 'Level 2' *Strategic Flood Risk Assessment* has been prepared for the town to inform how these scenarios can be managed, and this will be used alongside Policy ENV6. In addition, Groundwater Source Protection Zones have been defined to help protect the water quality of the Sherwood Sandstone aquifer, which is located to the far west of the sub area, and the impact of development in this area will need to be carefully managed in accordance with Policy ENV6.

**10.89** The sub area has a number of important biodiversity and archaeological assets, and various projects and initiatives focus on their enhancement and better management. The major river systems and associated nature conservation designations are identified in Policy ENV5 as regionally important green infrastructure corridors. They are also identified in Policy ENV4 as Biodiversity Priority Areas, within which landscape-scale biodiversity projects are targeted, for example the Rivers Aire, Derwent, Don/Dutch River, Humber, Ouse, and Foulness. The *Waterways Strategy (2012-2020)* identifies that there is an opportunity to unlock the potential of the waterways within the sub area and contribute to environmental, social and economic regeneration.

**10.90** A large proportion of this sub area falls within the Humberhead Levels Nature Improvement Area (NIA). This covers the southwest part of the East Riding around Goole and east of the River Foulness. The aim of the NIA is to create and restore wetland habitat to help enhance and reconnect existing sites to enable wildlife to move through the surrounding farmland and increase the area's resilience to climate change. Development within the NIA will be considered in accordance with Policy ENV4.

**10.91** The biodiversity assets in this sub area that are afforded international and national status, as described in Policy ENV4, are:

- Thorne Moors - these straddle the border with Doncaster and North Lincolnshire and are the largest remaining lowland peatland in England. They are protected from inappropriate development through Special Protection Area (SPA), Special Area of Conservation (SAC) and Site of Special Scientific Interest (SSSI) designations.
- River Ouse and Humber Estuary - the River/Estuary is protected from inappropriate development through SSSI and SAC designations eastwards from Boothferry Bridge, and SPA designation eastwards from Yokefleet.
- Lower Derwent Valley - the northwestern part of the sub area forms the southern tip of this major river and floodplain system, which is recognised as a discrete area of great agricultural, historic, cultural, environmental and landscape value due to its flood

meadow habitat and diverse range of species, particularly water birds. As such, it is protected from inappropriate development through SAC, SPA, SSSI, and Ramsar designations. These designations cross several local authority areas and will require close cooperation with neighbouring authorities and other bodies. The preparation of a *Lower Derwent Valley Plan* will enable the full value of both the designated land and the adjacent functionally connected land to be recognised and provide the basis for a cross boundary approach to the conservation of this area.

**10.92** Improvements to Goole Town Centre, and the town's public realm in general, will form a central part in its renaissance. The *Goole Renaissance Plan* highlights how such improvements are needed to offer a stimulating environment for those who live, work, visit and invest in the town. In addition, the *Howdenshire Strategic Framework and Delivery Plan (2005)* identifies a series of measures that could enhance the townscape of Howden.

**10.93** Numerous heritage assets contribute to the character of the sub area, including Listed Buildings, such as Howden Minster and the two remaining boat hoists (known as the 'Tom Pudding' and 'Coal Wagon' hoists) at Goole, and a number of Scheduled Monuments and Conservation Areas. The Humberhead Levels is also an important archaeological area, and those elements which contribute to the character and setting of heritage assets will be protected in accordance with Policy ENV3. The *Landscape Character Assessment* notes that landmarks in the area's skyline contribute to its identity, and to the east, in the neighbouring District of Selby, the power station at Drax is visible across much of the sub area. In addition, the gaps between Goole and Hook and between Snaith and Cowick, help to maintain the separate identities and character of these settlements.



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## Community and Infrastructure

**10.94** The *Infrastructure Study* identifies where there is a need for new infrastructure provision in the sub area, and this is set out in the *Infrastructure Delivery Plan* and Policy A4. In particular, additional primary school capacity will be needed to support the key area of growth to the west of Goole (north of Rawcliffe Road).

**10.95** There are good connections by rail, water, and road, particularly along the East-West Multi-Modal Transport Corridor, which forms part of the E20 trans-European route, and also to the southwest along the M18. Good accessibility to these modes of transport means the area is in a particularly strong position to support multi-modal transfer of freight. Completion of the Capitol Park Link Road will help improve road access to the docks, as well as facilitate further economic development. A proposal for a new river berth at the mouth of the Dutch River also represents an opportunity to make greater use of freight transfer via water.

**Policy A4: Goole & Humberhead Levels sub area**

Plans, strategies and development decisions in the Goole & Humberhead Levels sub area should:

**A. Housing**

1. Support the role of Goole and Howden, as the main focus for residential development in the sub area through the allocation of sites within the settlements and a range of urban extensions, avoiding areas of highest flood risk as far as possible. Housing allocations in Goole (except those South of Dutch River) can only come forward once surface water drainage improvement schemes have been put into place, or if it can be demonstrated that acceptable solutions to the surface water flood risk issue can be implemented alongside new development.
2. Support the delivery of housing, at a level commensurate with the scale and function of the settlement, in Snaith and Eastrington through the allocation of sites within the settlements and a range of urban extensions, avoiding areas of highest flood risk as far as possible. Housing allocations in Eastrington can only come forward once surface water drainage improvement schemes have been put into place, or it can be demonstrated that acceptable solutions to the surface water flood risk issue can be implemented alongside new development.
3. Support the west of Goole (north of Rawcliffe Road) as a key area of growth for the town.
4. Promote a stronger housing market in Goole by supporting development and re-development that creates a better balance of housing, particularly where proposals replace or improve low quality and low demand residential properties.
5. Contribute to the overall mix of housing in the sub area, including through the delivery of smaller properties.
6. Support the delivery of high quality family housing in Goole.

**B. Economy**

1. Support appropriate expansion and diversification of the sub area's key economic sectors, particularly ports and logistics; manufacturing and engineering; finance and business services; and retail.
2. Make the most of the area as a prime location for economic development that takes advantage of its multi-modal transport infrastructure.
3. Support the development of Capitol Park as a Key Employment Site on the edge of Goole for manufacturing, storage and distribution uses.
4. Support the development of the Ozone Industrial Estate at Howden, and the Green Park Business Park at Newport, predominantly for manufacturing, storage and distribution uses.
5. Support the role that Gilberdyke Industrial Estate has in contributing to the rural economy.
6. Support initiatives aimed at linking employment opportunities with residential areas of Goole and the wider sub area.
7. Support the expansion of Goole Town Centre boundary to incorporate further town centre uses and development opportunities.
8. Encourage value-added, port-related activities and maximise opportunities for intensification and expansion around the sub area's ports and wharves at Goole and Howdendyke.
9. Support appropriately located developments aimed at promoting tourism in the sub area, including provision of hotels and the enhancement of Oakhill Country Park.



**C. Environment**

1. Support integrated approaches to habitat and species management, safeguarding and enhancing designated sites, including the Humber Estuary, Lower Derwent Valley, River Derwent, River Ouse and Thorne, Crowle and Goole Moors, green infrastructure corridors and the Humberhead Levels Nature Improvement Area, and avoid development that would have a detrimental impact, working in conjunction with neighbouring authorities where appropriate.
2. Have regard to the character and quality of landmarks, such as the cranes, 'Salt and Pepper Pot' water towers and St. Johns Church in Goole, Howden Minister and Wressle Castle, and respect, and, where possible, enhance views of these features.
3. Protect those elements which contribute to the setting and character of the sub area's heritage assets, particularly in Howden, and support initiatives to improve the quality of the public realm in Goole, including the revitalisation of the town centre, extensions to pedestrianised areas and further tree planting.
4. Ensure the integrity of the Sherwood Sandstone aquifer, and the Pollington and Cowick Groundwater Source Protection Zones, is protected.
5. Proactively manage the risk of flooding posed from the Humber Estuary and the Rivers Aire, Derwent, Don (Dutch River), Ouse, and Trent, as well as the risk of surface water flooding, having regard where appropriate to the relevant *Strategic Flood Risk Assessment* and flood risk management plans and strategies.
6. Prevent coalescence by protecting the character and individual identity of settlements by maintaining Key Open Areas between Goole and Hook, and Snaith and Cowick.
7. Manage improvements to the River Aire, River Ouse, Aire and Calder Navigation and Dutch River where it would create economic, environmental and recreational opportunities, and does not adversely affect conservation initiatives or the quality of the natural environment.

**D. Community and Infrastructure**

1. Enhance connectivity within the sub area and with the rest of the East Riding and other important centres, such as Hull, Doncaster and Leeds, by supporting transport infrastructure improvements, particularly:
  - i. improvements to walking, cycling and public transport facilities, including those set out within the *Local Transport Plan* individual settlement transport strategies and major cross country routes, such as the Transpennine Trail, the Public Right of Way network, and the National Cycle Network;
  - ii. completion of Capitol Park Link Road from M62 Junction 36 to the A161, Goole;
  - iii. M62 Junction 36 Interchange improvements;
  - iv. the Old Goole River Berth at the Port of Goole;
  - v. improved facilities and railway freight capacity at the port of Goole; and
  - vi. structural repair work to the A645 Newland bridge.
2. Support the provision of additional infrastructure, including:
  - i. primary health care capacity, including GPs and dentists across the sub area;
  - ii. drainage and flood alleviation schemes, particularly for Goole, Gilberdyke, and Eastington;
  - iii. additional secondary school pupil capacity at Goole High School; and
  - iv. additional primary school pupil capacity for existing schools in Goole and Howden, alongside the provision of a new primary school in Goole.

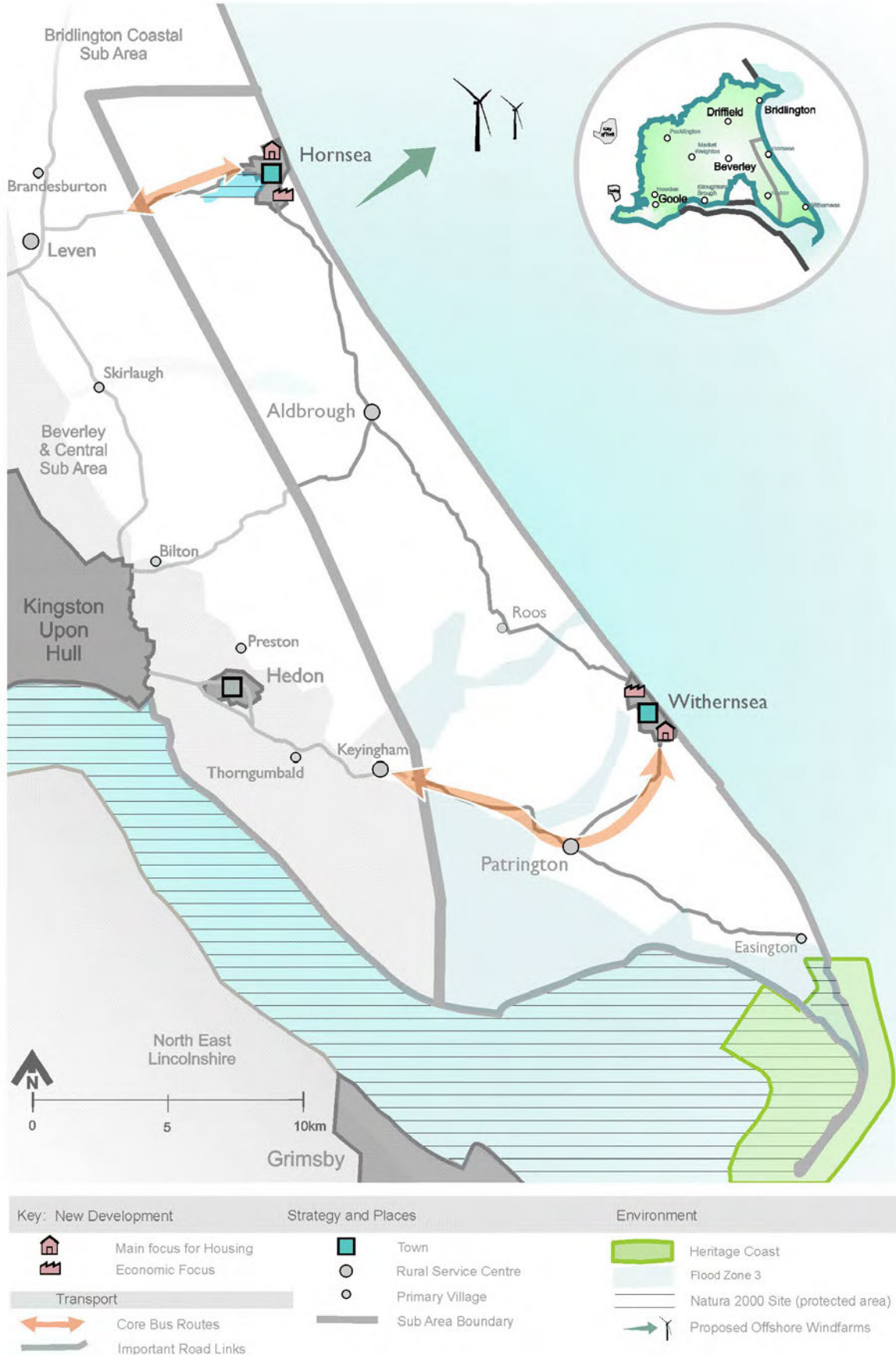
## Holderness & Southern Coastal sub area

**10.96** The Holderness and Southern Coastal sub area has a population of around 27,000. Hornsea is the largest town in the sub area, with a population of around 8,500 and has a range of services and facilities for its residents and people living in the surrounding area. Withernsea, which is slightly smaller with approximately 6,500 residents, is a key focus for regeneration activity, including a focus on improving the range and quality of housing.

**10.97** While the sub area has strong links to Hull, with people commuting to the City for work, leisure and education, much of the area is remote from the rest of the East Riding. This has led to many challenges related to peripherality and isolation, including limited inward investment, lower levels of demand for development and significant levels of economic deprivation, particularly in Withernsea. As a consequence, when compared to other sub areas, the proportion of development directed to Holderness and Southern Coastal is relatively low. Development in the sub area will be largely focused on Hornsea and Withernsea to strengthen their respective roles and support ongoing regeneration and renaissance.



Figure 20 - Holderness & Southern Coastal sub area



## Housing

- 10.98** The sub area's links with the City of Hull mean there is a need to carefully manage the scale and distribution of housing development to support the ongoing development, regeneration and housing market interventions within the City. Whilst the absence of a Principal Town means that the amount of residential development directed to this area is relatively limited, the scale of housing development planned for Withernsea and Hornsea, as set out in Policy S5, represents an increase compared with historic rates. This is, in part, to facilitate the regeneration programmes within the towns. A lower level of development will take place in Aldbrough, Patrington and Roos, which reflects the role of these settlements and which helps to meet local housing need.
- 10.99** Evidence used to inform the most recent *Strategic Housing Market Assessment* identifies that the supply of smaller (1 or 2 bedroom) properties in the sub area does not meet demand although there is a surplus of larger (3+ bedroom) properties. This demand is predominantly driven by both single residents and couples under the age of 60. It also identifies that just over two thirds of the affordable housing need in the sub area is for smaller general needs properties. The remaining demand is for properties suitable for older persons with at least 2 bedrooms (13%) larger general needs properties (12%) and properties suitable for older persons with 1 bedroom (5%). The majority of affordable housing need in the sub area is found within Hornsea and Withernsea.
- 10.100** The *Withernsea Renaissance Plan (2011)* identifies a general need for more 'assisted dwellings' for the elderly, as well as housing to encourage young people to stay and work in the town. The *Withernsea Neighbourhood Renewal Assessment (2011)* and *Withernsea Neighbourhood Renewal Strategy (2012)* also identify that properties in the town are less likely to meet the Decent Homes Standard and are more likely to have poor energy efficiency. This is a particular problem for older terraced properties in the centre of the town which are often privately rented. It is being addressed through the *Withernsea Neighbourhood Renewal Strategy* which seeks to target facelifting and streetscene improvements on priority areas, as well as support property owners to undertake home improvements. Assessments undertaken to inform the *Hornsea Masterplan (2007)* have highlighted that, in contrast to the rest of the sub area, there is a larger proportion of large detached dwellings in the town and, therefore, a need to provide smaller dwellings. This will require a greater mix of housing to be encouraged across the sub area. Residential development will be promoted on previously developed land, other suitable sites within the existing development limits and, where required, on identified urban extensions identified in the *Allocations Document* or a *Neighbourhood Development Plan*.

## Economy

- 10.101** A number of important economic sectors operate in the sub area, including tourism; and agriculture/food and drink. The sub area plays a major role in the UK's energy industry with nationally important gas terminals at Easington and underground gas storage caverns at Atwick and Aldbrough. In particular, the Easington Terminals Complex plays a critical part in supplying much needed gas storage facilities which help ensure the country's security of supply. The Langed pipeline from Norway to Easington has the capacity to supply around 20% of Britain's peak gas demand, whilst storage at the Rough Field, which comes on shore at Easington, has the capacity to meet an additional 10% of the peak gas demand. On shore gas storage is also important for the sub area, with significant storage at Atwick and Aldbrough. The underground salt deposits between Withernsea and Bridlington make the sub area one of the few locations in the UK that are suitable for gas storage facilities.



- 10.102** Whilst the economy of the sub area's coastal towns and villages tends to be overly reliant on traditional sectors, such as tourism and fishing, a large proportion of people work within the retail and public sectors. Remoteness creates challenges for economic diversification, and the sub area has been unable to attract significant new employment development in recent years, notably in Hornsea and Withernsea. This is being addressed through the *Withernsea and South East Holderness Strategic Regeneration and Development Plan (2010)*, *Withernsea Renaissance Plan*, *Hornsea Masterplan* and *Hornsea Seafront Investment Development Plan (2010)*, which identify the need for new business floorspace. This includes the potential to bring forward new floor space in Withernsea for new and existing small enterprises, for example, through the redevelopment of the seafront, provision of business and cultural space and upgrading of commercial fishing facilities in Withernsea. The *Holderness Coast Fishery Local Action Group Strategy (2011)* also looks to develop initiatives in order to secure a more sustainable future for the fishing industry and the towns where such activity is based.
- 10.103** Allocations for employment development in Hornsea and Withernsea will be identified in the *Allocations Document* or a *Neighbourhood Development Plan*. The *Employment Land Review* assessed the existing employment sites in Hornsea and Withernsea as being likely to serve only an indigenous market, due to their relative peripherality and the tendency for businesses to prefer to be closer to larger centres of population and the strategic transport network. However, it is considered that there is a need for sites in both Hornsea and Withernsea to be allocated to support the towns role and regeneration objectives, and to provide additional certainty and confidence for investment decisions in an area where the market is generally weaker.
- 10.104** The *Town Centres and Retail Study* recommends encouraging development, and re-development, within Hornsea Town Centre to create a stronger retail offer. Hornsea Freeport, also has an important role in attracting spend from visitors who may not otherwise visit the town. Whilst it is important that the Freeport does not undermine the role of the Town Centre, the enhancement of its facilities to complement the town centre could increase visitor numbers and create linked trips with the Town Centre. The Study also recommends that initiatives aimed at strengthening the town's evening economy should be supported. In Withernsea, the *Town Centre and Retail Study* identifies a need to encourage growth and expand the town centre to meet the need for new retail floorspace. It also notes that initiatives aimed at developing all year round activities, which would increase trading throughout the year, should be supported.
- 10.105** While Hornsea and Withernsea have a busier tourism 'season' during summer months, a high proportion of visits are repeat visitors by owners of caravans and holiday home accommodation (e.g. static homes and chalets). Both towns are also popular with day visitors, but fail to attract a significant overnight stay market. Spurn Point is a unique environmental feature and an important visitor destination for the sub area. Therefore, there is an opportunity to maximise the potential for nature tourism in the area through the use of natural assets, such as Spurn Point and Welwick Saltmarsh. In addition, the Trans Pennine Trail, which provides a link across the country from Hornsea to Southport, also runs through the sub area and is popular with walkers, cyclists and horse riders. The provision of small-scale serviced and hotel accommodation would also help stimulate further spending in the local tourism sector, and the *Hornsea Seafront Investment Development Plan* highlights the potential to enhance tourism facilities on the promenade. Seafront areas are identified in both Hornsea and Withernsea, which have an open character with a variety of recreational uses. Policy

EC2 will be used to determine whether tourism developments across the sub area are appropriate, while Policy EC3 provides further detail on the approach that will be applied to tourism proposals which include main town centre uses.

## Environment

- 10.106** The sub area's landscape is characterised by the low-lying, relatively flat Holderness Plain and Humber Estuary, interspersed with various villages and hamlets. Three main character types are identified by the *Landscape Character Assessment* within the sub area; Coastal Farmland, Holderness Open Farmland and Low Lying Drained Farmland. These are generally of ordinary quality, with vertical features and large scale farm buildings detracting from its character. However, the landscape to the south of the sub area along the Humber Estuary, and to the west surrounding Hornsea Mere, is considered to be of good to high quality. Church spires and towers, including the historic St Patrick's Church in Patrington, provide diversity in the farmland landscape and are a defining feature of the character of the sub area. Other historic assets include the heavy gun battery at Sunk Island. Sunk Island is the result of gradual land reclamation since the seventeenth century and is one of the largest Conservation Areas in England. These assets add to the character of the sub area and those elements which contribute to their character and setting will be protected in accordance with Policy ENV3.
- 10.107** The coastal area, together with the north bank of the Humber, and the low lying area south of the A1033/B1445, are defined in Policy ENV5 as regional green infrastructure corridors. There are also the Hornsea and Hull-Hornsea local green infrastructure corridors partly within this sub area. In addition, the *Waterways Strategy (2012-2020)* identifies that there is an opportunity to unlock the potential of the Hornsea sub area and contribute to environmental, social and economic regeneration.
- 10.108** There are several local, national and international environmental designations in the sub area, which are defined in Policy ENV4. The Humber Estuary is a Site of Special Scientific Interest (SSSI), Special Protection Area (SPA), Special Area of Conservation (SAC), and Ramsar site. Further SSSI and SPA designations cover Easington Lagoons, which is located at the southern end of the Holderness Coast, and Hornsea Mere to the west of the town. In addition, Biodiversity Priority Areas, within which landscape-scale projects are targeted, have been defined for Hornsea Mere, Cowden Ranges, and Lambwath Meadows. Spurn Point is a unique feature and one of the most extensive areas of coastal sand dune in the region, and is designated as a Heritage Coast in recognition of its distinctiveness and strategic importance. It also includes some nationally significant military remains, and two distinctive lighthouses.
- 10.109** As a very low-lying area sitting between the banks of the Humber and the North Sea, the sub area is particularly vulnerable to flooding. This is most notable to the south of the area close to the Estuary, and is expected to increase with sea level rises resulting from climate change. The low-lying farmland is drained into the Humber by a number of watercourses, including the Burstwick, Roos, Keyingham and Winestead Drains. Policy ENV6 and the Council's *Strategic Flood Risk Assessment* will be used to manage the potential risk and impact of flooding in respect to new development. The flood risk management priorities for this area, as specified in the *River Hull and Coastal Streams Catchment Flood Management Plan* and *Humber Estuary Flood Risk Management Strategy*, are to:

- Reduce the impact of flooding in Hornsea for those areas regularly affected, including optimising use of the Mere to manage flood risk and regulating discharges into Stream Dyke;
- Reduce surface water flood risk in the Burstwick Drain catchment;
- Improve the understanding of combined flood risk from all sources in South Holderness to inform potential management solutions, focusing on improving flood warning take up and reducing the consequences of flooding, which is expected to increase with climate change and due to potential funding difficulties in maintaining the Estuary's defences (e.g. secondary defences and property level protection);
- Set back defences on the Estuary near Welwick to create inter-tidal habitat to compensate for losses caused by sea level rise; and
- Replace habitat at Easington Lagoons that will be lost from coastal erosion/tidal inundation.

**10.110** The stretch of coastline within the sub area is one of the fastest eroding in Europe, receding on average between 1.5-2 metres per year, which is expected to increase with climate change. Consequently the *Local Plan*, as highlighted in Policy ENV6, will encourage sustainable coastal management where this is linked to the *Shoreline Management Plan* and *Humber Estuary Flood Risk Management Strategy*. This includes continuing to protect the gas terminals complex at Easington as long as there is a strategic need for the facility. A Coastal Change Management Area is identified on the *Policies Map* and Policy ENV6 sets out how this will be used to manage the risk posed by coastal change.

**10.111** An attractive built environment and public realm will be important to the development and appeal of Hornsea and Withernsea. In Hornsea, the unique built character of parts of the town centre adds to its overall appeal, although the seafront promenade is in need of investment to increase its offer as a visitor destination. The *Hornsea Seafront Investment Development Plan* aims to create an improved sense of place and capitalise on the value of the seafront in response to the recommendations of the *Hornsea Masterplan*. It identifies a number of sites along the seafront as having development potential and sets out a need for further public realm improvements. In Withernsea, the lack of quality public realm and built environment is seen as one of the barriers to attracting new investment, which the renaissance plan aims to address. The maintenance of clean beaches is also important to the attractiveness of the towns and wider sub area.



Withernsea lighthouse  
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## Community and Infrastructure

**10.112** The *Infrastructure Study* identifies where there is a need for new infrastructure provision in the sub area, and this is set out in the *Infrastructure Delivery Plan* and Policy A5.

**10.113** The distance between the sub area and the motorway network, which lies on the west side of the City of Hull, and the absence of a connection to the railway network contributes to the isolation of the area. This results in the bus being the main form of public transport, however, services are infrequent in some locations. A series of transport improvements for

Hornsea and Withernsea are prioritised through the *Local Transport Plan*, which will help to enhance facilities for walking, cycling and public transport in the towns and improve connectivity.

### **Policy A5: Holderness & Coastal sub area**

Plans, strategies and development decisions in the Holderness & Southern Coastal sub area should:

#### **A. Housing**

1. Support the role of Hornsea and Withernsea, through the allocation of sites within the settlements and a range of urban extensions.
2. Support the delivery of housing, at a level commensurate with the scale and function of the settlement, in Aldbrough, Patrington and Roos, through the allocation of sites within the settlements and a range of urban extensions.
3. Contribute to the overall mix of housing in the sub area, including through the delivery of smaller properties.
4. Support improvements to the quality of existing private housing stock in Withernsea, particularly the older terraced properties.

#### **B. Economy:**

1. Support appropriate expansion and diversification of the sub area's key economic sectors, particularly tourism; and agriculture/food and drink.
2. Promote employment development at Beacon Road Industrial Estate, Withernsea and Atwick Road in Hornsea.
3. Encourage the development of appropriately located small-scale serviced and self catering accommodation.
4. Support facilities which encourage year round tourism and related activities to help minimise the effects of seasonality.
5. Support the regeneration of Hornsea and Withernsea to increase their appeal for residents and visitors and minimise the effects of peripherality.
6. Encourage development that broadens the retail offer and encourages a variety of businesses to establish in Hornsea and Withernsea.
7. Support improvements to connect Hornsea Freeport and the Town Centre, and enhance facilities at the Freeport provided they are of an appropriate scale and do not undermine the role of the Town Centre.
8. Support necessary infrastructure developments associated with the gas terminals at Easington and the infrastructure required to deliver offshore renewable energy developments.

#### **C. Environment**

1. Support integrated approaches to habitat and species management, safeguarding and enhancing designated sites, including the Humber Estuary, Hornsea Mere and Spurn Head, green infrastructure corridors and the coastal beaches, and avoid development that would have a detrimental impact, working in conjunction with neighbouring authorities where appropriate.
2. Take account of the character and quality of landmarks, such as St Patrick's Church in Patrington, St Nicholas' Church in Withernsea and Withernsea Lighthouse, and respect and, where possible, enhance views of these features.



3. Facilitate the relocation or roll back of existing development threatened by coastal erosion between Skirlington and Kilnsea, maintain coastal defences at Hornsea, Withernsea, Mappleton, and Dimlington and Easington Gas Terminals, and allow appropriate temporary developments to take place in the Coastal Change Management Area where they would contribute to the local economy.
4. Sensitively maintain the character of the undeveloped coast, particularly the Spurn Heritage Coast, and improve public access to and enjoyment of the coast, ensuring that development proposals protect and enhance its distinctive landscape, conservation initiatives and the quality of the natural environment.
5. Maintain, and, where possible, enhance the attractive built environment and public realm in Hornsea and Withernsea town centre and seafront.
6. Proactively manage the risk of flooding posed from the Humber Estuary, the North Sea, and inland watercourses such as the Burstwick Drain, including the risk of surface water flooding, having regard where appropriate to the relevant *Strategic Flood Risk Assessment* and flood risk management plans and strategies.
7. Manage improvement to the Hornsea Mere where it would create economic, environmental and recreational opportunities, and does not adversely affect conservation initiatives or the quality of the natural environment.

#### **D. Community and Infrastructure**

1. Enhance connectivity within the sub area and with the rest of the East Riding and the City of Hull by supporting transport infrastructure improvements, particularly:
  - i. improvements to walking, cycling and public transport facilities, including those set out within the *Local Transport Plan* individual settlement transport strategies and major cross country routes such as the Transpennine Trail, the Public Right of Way network, and the National Cycle Network; and
  - ii. measures to reduce reliance on the private car.
2. Support the provision of additional infrastructure, including:
  - i. additional sewage treatment capacity within the existing Aldbrough waste water treatment works;
  - ii. primary health care capacity, including GPs and dentists across the sub area;
  - iii. drainage and flood alleviation schemes; and
  - iv. additional primary school pupil capacity for the existing schools in Withernsea and Patrington.

## Vale of York sub area

**10.114** The Vale of York sub area is predominantly rural in character and has a population of 36,000, of which just over 8,000 live in Pocklington and 6,000 live in Market Weighton. These settlements each have a reasonable range of services and facilities, which meet many of the needs of their own residents and those living in the surrounding area.

**10.115** There is a strong relationship between the sub area and York. The relatively close proximity to the City places pressure on the sub area's settlements, as an attractive location for those people working in York who want to live in a more rural location. This is reflected by recent trends in in-migration to the area from York, and the relatively high level of out-commuting from the sub area to

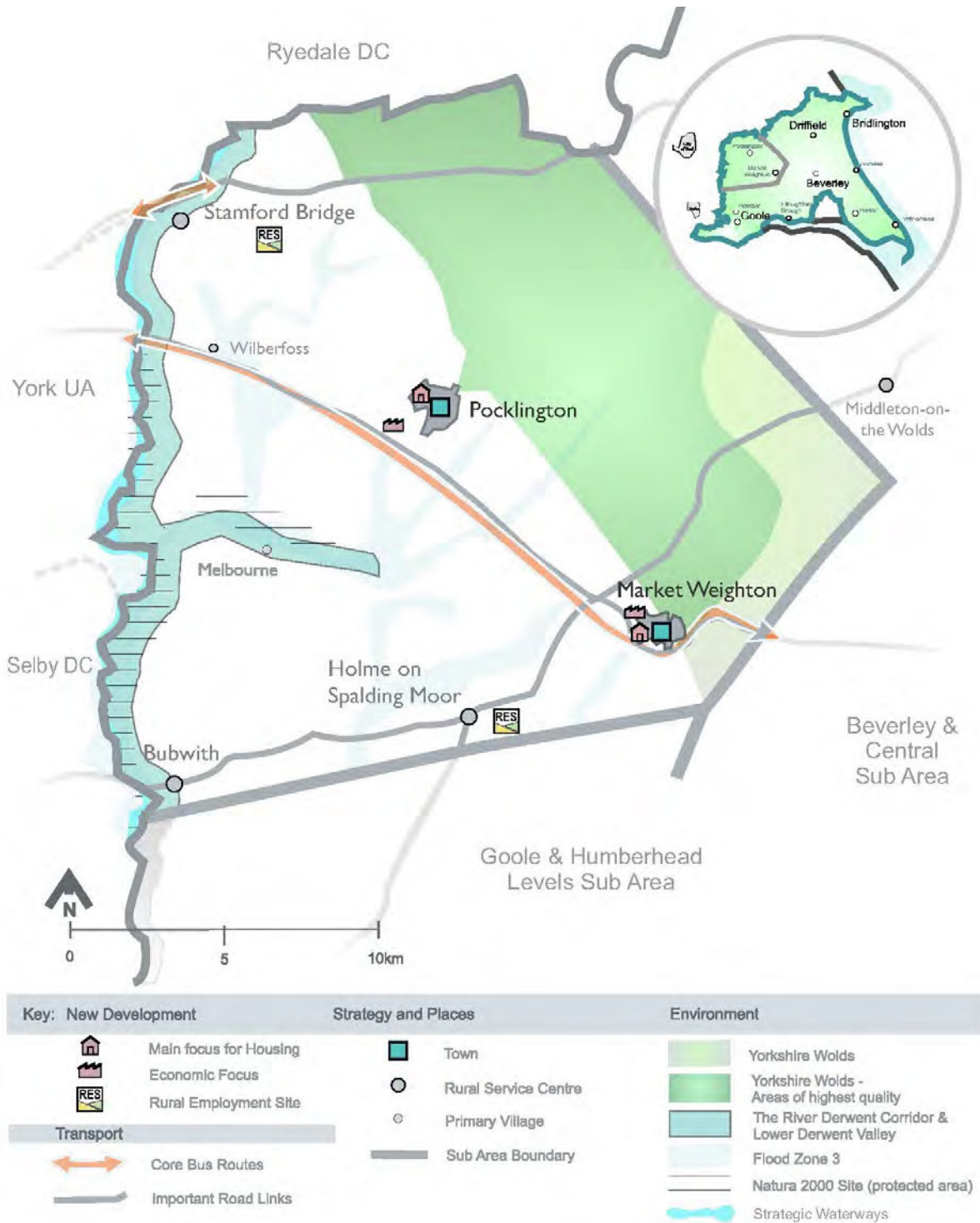


Pocklington from Chapel Hill  
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the City. In the future this trend will be reduced as the City Council seeks to increase housing development, which will meet housing needs within York. There is also a lesser, but still significant, level of commuting to other larger centres nearby such as Beverley and Hull. This contributes to high housing demand and puts significant pressure on the highway network, principally the A1079 which traverses the area and links it to York, Beverley and Hull.

**10.116** Supporting economic growth within the sub area will create opportunities to both live and work in the sub area. The majority of development will be focused in Pocklington and Market Weighton to support the role and function of these Towns.

Figure 21 - Vale of York sub area



## Housing

- 10.117** Most new housing in the sub area will be provided at Pocklington and Market Weighton, where growth can strengthen their role in meeting the needs of this predominantly rural sub area and support development of further employment opportunities, services and facilities. Pocklington is the largest town in the sub area and is relatively well connected to York. The scale of growth, as set out in Policy S5, takes into account the balance between the town's strong identity, its wide range of services and facilities, and built character. The amount of housing development proposed in Market Weighton is lower than Pocklington, which reflects the lower number of jobs available and the high level of out-commuting that currently takes place from the town. A lower level of housing development will take place in Bubwith, Holme on Spalding Moor, Stamford Bridge, Melbourne and Wilberfoss, which reflects the role of these settlements and helps to meet local housing need. Housing development will be promoted on previously developed land and other suitable sites within the existing development limits and, where required, on urban extensions identified through the *Allocations Document* or a *Neighbourhood Development Plan*.
- 10.118** Evidence used to inform the most recent *Housing Market Assessment* identified that the supply of smaller (1 or 2 bedroom) properties does not meet demand, although there is a surplus of smaller terraced houses. Whilst there are sufficient larger (3+ bedroom) properties, particularly semi-detached and terraced housing, the demand for property within the sub area is predominantly driven by single residents under 60, couples of all ages and a small demand from families. Around 70% of the affordable housing need in the sub area is for smaller properties, of which one and two bedroom properties suitable for older persons represent 16% and 10% of the need respectively, and 30% is for larger general needs properties. The majority of affordable housing need in the Vale of York sub area is found in Market Weighton and Pocklington.

## Economy

- 10.119** The area's traditional land-based agricultural and market town economy has diversified, with a number of economic clusters operating in the sub area, particularly the tourism; agriculture/food and drink; and manufacturing and engineering sectors which capitalise on links with York. The A1079 has an important role for the economy in the sub area, linking businesses along the route to the national trunk road network and a wide range of potential markets.
- 10.120** Service and manufacturing employment development has taken place on industrial estates close to Pocklington and, on a more limited scale, in Market Weighton. The *Employment Land Review* highlights that the role of both these industrial estates in providing local employment opportunities should be supported in the future. Development at these estates may also help to slow down the rate of out-commuting to York and the other larger centres outside the sub area. Industrial estates at Holme on Spalding Moor and Full Sutton also have an important role in contributing to the rural economy, and proposals in these locations will be considered in accordance with Policy ECI.
- 10.121** The *Town Centres and Retail Study* notes that Pocklington Town Centre outperforms other similar centres in the East Riding and benefits from a good range of shops and services and a relatively high level of viability and vitality. In Market Weighton, the study highlights the need to promote good links between new developments and the Town Centre to ensure that they complement each other and encourage linked trips and the retention of spending in the town.



**10.122** In addition, the *Tourism Accommodation Study* and the *Visit Hull and East Yorkshire Wolds Product Development Plan* highlights the Yorkshire Wolds as a major attraction for the East Riding. The high quality landscape is a significant asset for the sub area that attracts tourists, although it lacks a defined visitor product especially in terms of accommodation. Market Weighton and Pocklington have significant potential to develop as tourist destinations, largely because of their location in relation to the Wolds and their own intrinsic character. There is also an opportunity to maximise the potential for nature tourism through the use of natural assets, such as Allerthorpe Common and Wheldrake Ings. Policy EC2 will be used to determine whether tourism developments are appropriate, while Policy EC3 provides further detail on the approach that will be applied to tourism proposals that include main town centre uses.

### Environment

**10.123** The *Landscape Character Assessment* identifies that the sub area is fairly evenly divided into three countryside character areas:

- The Humberhead Levels is characterised by generally open farmland and the lower section of the River Derwent Valley;
- The Vale of York makes up the middle part of the sub area and includes a section of the Lower Derwent Valley and the Pocklington Beck and Canal; and
- The Yorkshire Wolds is located to the northwestern portion of the sub area with high open arable farmland, deep valleys and blocks of woodland.

**10.124** The Lower Derwent Valley is a major river and floodplain system on the western boundary of the sub area. It is recognised as a discrete area of significant agricultural, historic, cultural, environmental and landscape value due to its flood meadow habitat and diverse range of species, particularly water birds. Consequently, it is given Site of Special Scientific Interest (SSSI), Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar status, as defined in Policy ENV4. As an internationally important area, the Valley is protected from inappropriate development. The Lower Derwent Valley extends into neighbouring local authority areas and the Council recognises the need for close cooperation with these authorities and other bodies in order to safeguard its agricultural, historic, cultural, environmental and landscape value. A *Lower Derwent Valley Plan* will enable the full value of both the designated land and the adjacent functionally connected land to be recognised and provide the basis for a cross boundary approach to the conservation of this area.

**10.125** Outside the Lower Derwent Valley, the risk of flooding is confined to narrow bands either side of the various becks and tributaries in the sub area. Both Pocklington and Market Weighton are within low risk areas except for the immediate edges alongside the becks that run through them. Both of these towns are particularly susceptible to surface water flooding. Policy ENV6 and the Council's *Strategic Flood Risk Assessment* and other evidence will be used to manage the potential risk and impact of flooding in respect to new development. This includes the potential for the provision of a water storage area to the north of Pocklington, which could reduce the risk of flooding within the town.

**10.126** Flood risk management priorities for this sub area, as specified in the *River Derwent and River Hull and Coastal Streams Catchment Flood Management Plans (2010)*, are to:

- Reduce the risk of surface water flooding in Pocklington, Market Weighton and other communities at risk;
- Reduce the risk of flooding from the Beck in Pocklington, including managing localised sediment build up and ensuring that key routes remain open during flood events;
- Investigate the interaction between Market Weighton Canal and the River Foulness to understand the level of risk posed to communities;
- Identify a long term, sustainable approach to managing flood banks and land drainage assets on the Lower River Derwent where future funding difficulties are expected, including potential for managed realignment, wetland creation, and improving the condition of the sections designated as a SSSI;
- Ensure that key routes remain open where possible during flooding events in Stamford Bridge;
- Improve awareness and encourage property level protection (e.g. flood proofing) in areas most at risk; and
- Continue to maintain Barmby Barrage to ensure that fluvial/tidal flood risk does not increase.

**10.127** There are a number of green infrastructure corridors, as shown in Policy ENV5, in the sub area, including the River Derwent and Pocklington Canal, parts of the Wolds, Bubwith disused railway line and the area around the River Foulness. The Wolds, Lower Derwent Valley and River Foulness have also been identified as Biodiversity Priority Areas, within which landscape-scale projects are targeted. In addition, there are areas of remnant heathland, including Allerthorpe Common, parts of which are designated as a SSSI and Local Wildlife Site. The *Waterways Strategy 2012-2020* identifies that there is an opportunity to unlock the potential of the waterways within the sub area and contribute to environmental, social and economic regeneration.

**10.128** The Sherwood Sandstone aquifer lies beneath the western part of the sub area. New development will need to be carefully managed in accordance with Policy ENV6 to protect the depletion and contamination of this aquifer. Groundwater Source Protection Zones have also been designated, including west of Etton.

**10.129** This area has a rich legacy of historic assets. Of particular note is the seventeenth century estate of Londesborough Park, and the Registered Battlefield at Stamford Bridge, which is extremely significant in England's history and has been identified as being at high risk. There is also a concentration of archaeological features in the Yorkshire Wolds. Those elements that contribute to the character and setting of historic assets will be protected in accordance with Policy ENV3.



- 10.130** The *Landscape Character Assessment* identifies the Yorkshire Wolds as an Important Landscape Area, with the western escarpment in particular being a diverse and attractive landscape with many features of interest. It also notes that Church Hill, Holme on Spalding Moor, is an important local landmark in the landscape. The gaps between Market Weighton and Goodmanham, and Pocklington and Barmby Moor, also serve an important role in maintaining the individual characters of the settlements by preventing coalescence.

### **Community and Infrastructure**

- 10.131** The *Infrastructure Study* identifies where there is a need for new infrastructure provision in the sub area, and this is set out in the *Infrastructure Delivery Plan* and Policy A6.
- 10.132** The sub area and its larger towns are relatively well connected, via the A1079 and A614, to the rest of the East Riding and beyond. In particular, the A1079 is a key inter-urban and regional link between the cities of Hull and York which also serves Pocklington and Market Weighton. A need for highway improvements, which aim to improve accessibility and reduce congestion, has been identified for the sub area through the *Infrastructure Study*. This includes improvements to junctions along the A1079 and to the A64 Grimston Bar interchange with the A1079 which, although sited outside of the Plan area, facilitates movements to and from the sub area. The Council is working with Highways England and other relevant local authorities, including City of York Council, to reduce congestion and identify mitigation measures along the A64 corridor. The Council will also update the 2008 transport study for the A166 at Stamford Bridge, which will be used to inform future funding bids for improvements that make provision for two way traffic. In addition, a series of transport improvements in Pocklington and Market Weighton have been prioritised through the *Local Transport Plan*.

**Policy A6: Vale of York sub area**

Plans, strategies and development decisions in the Vale of York sub area should:

**A. Housing**

1. Support the role of Pocklington and Market Weighton as the main focus for residential development in the sub area through the allocation of sites within the settlements and a range of urban extensions.
2. Support the delivery of housing, at a level commensurate with the scale and function of the settlement, in Bubwith, Holme on Spalding Moor, Stamford Bridge, Melbourne and Wilberfoss through the allocation of sites within the settlements and a range of urban extensions.
3. Contribute to the overall mix of housing in the sub area, including through the delivery of smaller properties.

**B. Economy**

1. Support appropriate expansion and diversification of the sub area's key economic sectors including tourism; manufacturing and engineering; and agriculture/ food and drink.
2. Promote employment development at Pocklington Industrial Estate and York Road, Market Weighton.
3. Support the role that Full Sutton and Holme and Spalding Moor Industrial Estates have in contributing to the rural economy.
4. Support development and investment that will contribute to the viability and vitality of Pocklington and Market Weighton Town Centres.
5. Support sensitive development which capitalises on, or enhances, the tourism potential of the Yorkshire Wolds, including the provision of small scale serviced and self catering tourist accommodation in Market Weighton and Pocklington, and appropriately located touring caravan and camping parks, boutique/ specialist hotels or holiday parks.

**C. Environment**

1. Support integrated approaches to habitat and species management, safeguarding and enhancing designated sites, including the Lower Derwent Valley and the River Derwent, and green infrastructure corridors, and avoid development that would have a detrimental impact, working in conjunction with neighbouring authorities where appropriate.
2. Protect the diverse character, skyline and views across the Yorkshire Wolds, including the steep sided dales, rolling elevated farmland, western escarpment and extensive prehistoric ritual landscape, and the Lower Derwent Valley Important Landscape Area.
3. Take account of the character and quality of landmarks such as Church Hill at Holme on Spalding Moor, and respect, and, where possible, enhance views of these features.
4. Retain the distinctive character and landscape setting of villages on the Wolds.
5. Ensure the integrity of the Sherwood Sandstone aquifer, and the Etton and North Newbald Groundwater Source Protection Zones, are protected.
6. Protect the Registered Battlefield at Stamford Bridge, and its setting, from inappropriate development.
7. Manage improvements to the Pocklington Canal, River Derwent, River Foulness and Market Weighton Canal where it would create economic, environmental and recreational opportunities, and does not adversely affect conservation initiatives or the quality of the natural environment.



8. Maintain the physical separation of Pocklington and Barmby Moor, and Market Weighton and Goodmanham.
9. Proactively manage the risk of flooding posed from the River Derwent and urban watercourses such as Pocklington Beck, including the risk of surface water flooding, having regard where appropriate to the relevant *Strategic Flood Risk Assessment* and flood risk management plans and strategies.

### **D. Community and Infrastructure**

1. Enhance connectivity within the sub area and with the rest of the East Riding and the City of York by supporting transport infrastructure improvements, particularly:
  - i. A1079 improvements;
  - ii. provision for two way traffic on the A166 at Stamford Bridge; and
  - iii. improvements to walking, cycling and public transport facilities, including those set out within the *Local Transport Plan* individual settlement transport strategies and major cross country routes, such as the Wolds Way and the Way of the Roses, the Public Right of Way network, and the National Cycle Network.
2. Support the provision of additional infrastructure, including:
  - i. additional sewage treatment capacity within the existing Holme on Spalding Moor and Market Weighton waste water treatment works;
  - ii. primary health care capacity, including GPs and dentists across the sub area;
  - iii. drainage and flood alleviation schemes, particularly in Pocklington and Market Weighton; and
  - iv. additional primary school pupil capacity for existing schools in Market Weighton.



## 11. Delivery, Monitoring and Reviewing

## Delivery, Monitoring and Reviewing

- 11.1** The role of the *Local Plan* is to shape places, including facilitating and promoting high quality development. It seeks to ensure that the right development takes place in the right locations, at the right time. The *Strategy Document* will help to deliver homes, jobs and better opportunities for the community, whilst protecting and enhancing the environment. Therefore, it is important that the *Strategy Document* sets out how it will achieve its objectives through implementing the policies set out in the preceding chapters.

### Delivery

- 11.2** The *Strategy Document* is based on a strong, robust evidence base which will ensure that its policies and targets can realistically be implemented. The document is flexible and will allow for changing circumstances throughout the lifetime of the Plan, ensuring that development is not hindered in difficult times, and achieves the maximum social and environmental benefits, taking into account the viability of development.
- 11.3** Much of the strategy will be achieved through the determination of planning applications. However, it is important to recognise that the Council cannot deliver the objectives of the *Strategy Document* alone. It will be necessary for a number of external partners, particularly those involved in the Local Strategic Partnership (LSP), Local Enterprise Partnerships (LEP), developers and land owners, as well as some voluntary bodies, for example civic societies, to play a part in the implementation of the strategy. The LSP has produced the *Community Plan: Our East Riding*, which has informed the vision and objectives of the *Strategy Document*.
- 11.4** The *Strategy Document* draws together a number of other Council and partner strategies, aligning their objectives and enabling them to be delivered simultaneously. Where relevant, these have been identified through the supporting text to the policies. The Council is also working with partners to ensure the necessary funding to implement the overall strategy is available, and the extent to which this will impact upon the timescales for proposed development.
- 11.5** An *Infrastructure Delivery Plan (IDP)* has been published alongside the *East Riding Local Plan*. This details the infrastructure that is likely to be needed to support the planned scale and distribution of development. It draws on information from the *East Riding Infrastructure Study* and identifies the main partners that will have a role in helping to deliver the Local Plan. The *IDP* also highlights those types of infrastructure considered to be essential in delivering particular developments that are included within the Local Plan. Other types of infrastructure are not essential to allow for the scale and distribution of development proposed by the Plan to come forward. However, such infrastructure is set out in the *IDP* as it would be desirable and/or would help deliver wider benefits.
- 11.6** The Community Infrastructure Levy (CIL) is likely to be an important way of funding new infrastructure, especially where existing funding sources are insufficient. The *IDP* sets out indicative delivery timescales for each type of infrastructure. However, the baseline (existing) capacity of infrastructure can also change over time, which may result in changes to timescales over which new investment would be required. The *IDP* will be updated on a regular basis, which will take account of progress with the Council's CIL charging schedule, as well as reflect new evidence or funding streams.

## Monitoring

**11.7** The *Strategy Document* will be monitored by collating information on a number of indicators set by the Council. These are split into two types: Strategic Indicators and Local Context Indicators, and will be reported against relevant targets on a yearly basis, in the *Annual Monitoring Report*. Monitoring of these indicators will help to identify whether the:

- Policies are achieving their objectives;
- Policies are having unintended consequences;
- The assumptions and objectives behind policies are still relevant; and
- The targets are being achieved.

**11.8** Strategic Indicators, shown in Table 13, are split into five sections, Spatial Strategy, Housing, Economy, Environment and Community Indicators, which cover the Spatial Strategy and Development Management policies in the *Strategy Document*. Policies S1, S2, and S3 are largely delivered through other policies in the Plan and are, therefore, covered by indicators that relate to those policies. There are also no indicators for the sub area policies as these issues are also incorporated within the indicators for other *Strategy Document* policies. Targets have been set for most of the Strategic Indicators, which will allow the Council to assess whether each policy/objective is being delivered.

**11.9** Local Context Indicators, shown in Table 14, cover general statistics for the local authority area, such as employment rates and population change, which the *Strategy Document* has an impact on. In addition, a number of the Strategic and Local Context Indicators will be used to monitor the *Strategy Document's* performance against the *Sustainability Appraisal*.

## Reviewing

**11.10** The *Annual Monitoring Report* will be the mechanism for monitoring the effectiveness of policies in the *Local Plan*. If during the plan period it becomes apparent that policies are ineffective, or not satisfactorily achieving the desired outcome, relevant steps will be put in place to ensure that this is corrected. It may become necessary to review or revise the *Strategy Document* targets where unexpected outcomes or a change in expectations have occurred. Examples of where policies may not achieve their outcomes may include:

- Consistent under-provision of housing against the targets set out in Policy S5. The level and distribution of housing provision would be re-assessed in line with national planning policy having regard to an assessment of prevailing market conditions. A review of allocated housing sites may also be undertaken.
- Consistent and significant under-delivery of affordable housing against the requirements set out in Policy H2. This may trigger a review of the financial viability evidence to establish whether a change to the policy would be needed to support delivery of affordable housing. If the housing market significantly improves, it may also lead to a review of Policy H2, and the viability evidence behind it, if it will support the increased delivery of affordable housing.
- Consistent under-provision in the take up of allocated employment land. This may trigger a review of the employment land requirement (Policy S6) and the allocated sites to ensure that they are sufficiently attractive to the market.
- Instances where community and general infrastructure are not being delivered. This may trigger a review of the *IDP* and it may also be factored into a review of the Community Infrastructure Levy, which will consider the latest infrastructure needs in the authority and viability of new development to meet those needs.



- 11.11 Where new and updated evidence, for example on development viability, flood risk, coastal erosion, housing need, household formation and economic growth, or need for open space suggests that a significant change to the policy approach should be considered, the *Strategy Document*, or part thereof, will be reviewed. This includes detailed hydraulic modelling currently being undertaken in the Major Haltemprice Settlements, Goole, South Cave, Bridlington, Hedon, and the River Hull catchment including Beverley. Should the findings of these modelling exercises significantly change the Council's current understanding of flood risk in these areas, the *Strategy Document*, or part thereof, may need to be reviewed.

Table 13 - Strategic Indicators

Policy	Objective	Indicator	Target	Delivery Agency	
<b>Spatial Strategy</b>					
S1, S2, S3 & S4	6, 7	(1) Net additional homes provided	1,400 (net annual target)	Developers Landowners ERYC	
		(2) Distribution of additional homes provided	Major Haltemprice Settlements - 14.5% Principal Towns - 44.5% Towns - 22% Rural Service Centres and Primary Villages - 14.5% Villages and the Countryside - 4.5%  Beverley & Central and Holderness & Southern Coastal sub areas - 45%		
		(3) Supply of ready to develop housing sites	Residual 5-year requirement +5%/20% as appropriate		
		(4) Distribution of ready to develop housing sites	Residual 5-year requirement +5%/20% as appropriate by Local Plan sub area		
	2, 3, 8	(5) Percentage of homes built on Previously Developed Land*	20% of homes		
		(6) Affordable homes delivered	At least 335 per annum (gross)		
		11, 12	(7) Amount of development on allocated employment land		235ha developed over the plan period
			(8) Amount of land developed at Hedon Haven		205ha developed over the plan period
S6			Developers RSLs Landowners ERYC		
			Developers Landowners ERYC		

Policy	Objective	Indicator	Target	Delivery Agency
S7	11, 13	(9) Amount of retail floorspace developed, allocated and permitted for convenience and comparison goods in Town and District Centres	Sufficient to meet the requirements in Table 4	
		(10) Percentage of <i>Local Transport Plan</i> individual settlement strategy schemes delivered	All schemes delivered	ERYC Highways England Associated British Ports
		(11) Number of developments permitted which conflict with wharf facilities in the East Riding or port operations at Goole	No developments permitted	
S8		(12) Major alterations to the strategic transport network	All transport <i>Infrastructure Delivery Plan</i> schemes delivered	
<b>Housing</b>				
H1	7	(13) Size and type of housing approved in comparison to demand set out in the latest <i>Strategic Housing Market Assessment</i>	Authority wide housing mix to reflect the demand set out in the latest <i>Strategic Housing Market Assessment</i>	Developers Landowners ERYC
		(14) Number of specialist accommodation units approved	Increase	
H2	2, 3, 8	(15) Percentage of sites meeting their affordable housing requirement	Increase to 100%	Developers RSLs Landowners ERYC
	4, 6, 8	(16) Market/ affordable split of approved rural exception sites	100% affordable housing unless justified. All sites above 80% affordable housing.	

Policy	Objective	Indicator	Target	Delivery Agency
H3	7	(17) Net additional traveller pitches delivered	25 permanent pitches between 2014 - 2019 38 permanent pitches between 2020 - 2029	ERYC/RSLS Landowners Travelling Community
		(18) 5 year supply of specific deliverable and developable traveller sites	25 permanent pitches between 2014 - 2019 and maintain 5 year supply on an annual basis	
H4	9	(19) Average net density of approved housing sites*	Achieve an average of at least 30dph for sites approvals across the authority	Developers Landowners ERYC
		(20) Average net density of approved housing sites near town centres and core bus routes	Achieve an average of at least 40dph for sites approvals across the authority	
<b>Economy</b>				
EC1	3, 11, 12	(21) Employment land take up on non-allocated employment sites	Monitor	Developers Landowners ERYC
		(22) Land/ floorspace lost from employment use on key employment sites	No land or floorspace lost	
	(23) Land/ floorspace lost from employment use	Monitor		
	4, 11, 13	(24) Number of employment developments in Villages and the Countryside	Monitor	
		(25) Number of farm diversification schemes delivered	Monitor	



Policy	Objective	Indicator	Target	Delivery Agency
EC2	11, 13	(26) Number of approvals for tourism developments by type	Increase and diversify the tourism offer	ERYC
		(27) Number of developments approved which address the deficiencies identified in the <i>Tourism Accommodation Study</i>	Increase provision against accommodation need identified in each tourism character area	
EC3	11, 13	(28) Number of vacant Town and District Centre units	Keep below 10% of units vacant per annum authority-wide	Developers Landowners ERYC
		(29) Total proportion of floorspace for new main town centre uses located within the Town and District Centres (floorspace)	Increase	
		(30) Proportion of non-retail (A1) commercial uses within Primary Shopping Frontages	Commercial non retail uses not to exceed 25% in Town Centres or 33% in District Centres	
EC4	1, 3, 5	(31) Number of developments resulting in significant transport impacts producing a transport assessment and travel plan agreed by the Council (and Highways England where appropriate)	All approved developments producing an agreed transport assessment and travel plan	Highways England ERYC Developers
		(32) Number of people using train stations	Increase from a baseline position of 2,455,183 (2011-12)	
		(33) Modal split across the authority	Increase percentages of total journeys by sustainable transport modes	
EC5	11, 14	(34) Amount of grid connected renewable energy by type*	Increase from a baseline position of 102MW (2012-13)	Energy Companies Developers Landowners ERYC

Policy	Objective	Indicator	Target	Delivery Agency
EC6	I5	(35) Number of non-mineral applications granted in a Mineral Safeguarding Area contrary to policy	None	ERYC Developers
<b>Environment</b>				
ENV1	3, 6	(36) Developments allowed on appeal which were refused on design grounds	No appeals lost	ERYC Developers
ENV2	4, 16, 18	(37) Developments allowed on appeal which were originally refused on the basis of detrimental impact on Important Landscape Areas*	No appeals lost	ERYC Developers
		(38) Developments allowed on appeal in Key Open Areas between settlements*	No appeals lost	
ENV3	1, 13, 16, 17, 18	(39) Number of developments approved contrary to Historic England advice*	No developments approved contrary to Historic England Advice	ERYC Historic England
		(40) Number of heritage buildings at risk*	Decrease the number of heritage buildings at risk from the baseline position of 8 (2012-13)	ERYC
ENV4	17	(41) Proportion of Local Sites where positive conservation management has been or is being implemented*	Increase from a baseline position of 40.2% (2012-13)	
		(42) Progress against targets in the Biodiversity Action Plan Habitat Action Plans and Species Action Plans	Increase from a baseline position of 30% (2012-13)	ERYC East Riding Biodiversity Partnership Developers

Policy	Objective	Indicator	Target	Delivery Agency
ENV5	1, 17, 19, 18, 20	(43) Developments approved which would result in an adverse affect on the integrity of an internationally designated site, significant harm to features of a nationally designated site, or loss or significant harm to a Local Site	None	ERYC Developers Natural England
		(44) Amount of land designated as internationally designated sites, nationally designated sites and local sites	Increase from the baseline position of 19,396ha (2012)	
ENV6	1, 3, 13, 19	(45) Area of green infrastructure created and lost through development	Net increase	ERYC Developers
		(46) Proportion of dwellings approved in Flood Zone 1	Increase	
		(47) Number of comprehensive Sustainable Drainage System schemes delivered	All schemes delivered where they are required to facilitate development	Environment Agency Developers ERYC
		(48) Number of flood risk management schemes implemented and properties protected	Monitor	
		(49) Number of applications granted contrary to Environment Agency advice on flood defence or water quality*	No applications granted contrary to Environment Agency advice	
(50) Number of properties/ caravan pitches granted roll back approval*	All properties/ caravans which are at risk	No inappropriate developments in Source Protection Zone 1		
(51) Number of inappropriate developments approved in Source Protection Zone 1				

Policy	Objective	Indicator	Target	Delivery Agency
<b>Community</b>				
C1	20	(52) Provision of infrastructure and facilities with new development*	Meet the <i>Infrastructure Delivery Plan</i> timeframes	Infrastructure/Service/Utility Providers Developers & ERYC
C2	20, 21	(53) Number of lost community facilities*	Reduce	ERYC
		(54) Number of community facilities/services granted permission*	Increase	
C3	17, 21	(55) % of parishes that do not meet the open space standards	All parishes meeting the open space standards	ERYC Developers

Those indicators marked with an \* monitor the effects of the Strategic Document against the Sustainability Appraisal.



**Table 14 - Local Context Indicators**

<p><b>Population:</b></p> <ul style="list-style-type: none"> <li>• Population</li> <li>• Population change</li> <li>• Population by age</li> <li>• All age all cause mortality rate*</li> </ul>	<p><b>Deprivation and Wellbeing:</b></p> <ul style="list-style-type: none"> <li>• Overall/ general satisfaction with local area</li> <li>• Crime rate*</li> <li>• Perceptions of antisocial behaviour*</li> <li>• Proportion of people who describe their health as good/ not good*</li> <li>• Disability support claimants*</li> <li>• Income support claimants*</li> <li>• Number of super output areas in the most deprived 20% in England*</li> <li>• Household income</li> </ul>
<p><b>Environment:</b></p> <ul style="list-style-type: none"> <li>• Carbon dioxide emissions by sector and per capita*</li> <li>• Air quality*</li> <li>• Proportion of Local Sites where possible conservation management has been or is being implemented*</li> <li>• Proportion of total waste generated from commercial construction and demolition waste streams*</li> <li>• Proportion of waterbodies achieving Good Ecological Status or Good Ecological Potential*</li> <li>• Number and condition of SSSIs and LGSs*</li> </ul>	<p><b>Households:</b></p> <ul style="list-style-type: none"> <li>• Household size</li> <li>• Types of households: single adult, couple, family etc</li> <li>• Tenure of households</li> <li>• Accommodation types</li> <li>• Percentage of car ownership*</li> <li>• Average domestic water consumption*</li> <li>• Average house prices: all, detached, semi-detached, terraced, flat</li> <li>• Income to house price multiple*</li> </ul>
<p><b>Economy:</b></p> <ul style="list-style-type: none"> <li>• Employment levels of people of working age*</li> <li>• Overall employment rate (working age)*</li> <li>• Employment by sector and skill type*</li> <li>• New business registration rate</li> <li>• Percentage of small businesses showing employment growth</li> <li>• Proportion of energy provided by renewable sources*</li> <li>• Energy and gas consumption per capita*</li> <li>• GVA per head*</li> <li>• Pupils achieving 5 or more GCSEs graded A* to C</li> </ul>	<p><b>Commuting Patterns and Transport:</b></p> <ul style="list-style-type: none"> <li>• Mode of transport to work*</li> <li>• Distance travelled to work</li> <li>• Number of passenger journeys made on local buses and trains*</li> <li>• Traffic Volumes*</li> <li>• Proportion of Council and bus fleets using alternative fuel technology*</li> </ul>

Those indicators marked with an \* monitor the effects of the Strategic Document against the Sustainability Appraisal.

## APPENDIX A: PLANNING POLICIES TO BE REPLACED

The *Strategy Document* will replace the following planning policies contained in the *Joint Structure Plan for Kingston upon Hull and the East Riding of Yorkshire*, *Beverley Borough Local Plan*, *Boothferry Borough Local Plan*, *East Yorkshire Borough Wide Local Plan*, *Holderness District Wide Local Plan* and *Bridlington Town Centre Area Action Plan*.

### Beverley Borough Local Plan (June 1996)

PI, P2, EI, E2, E3, E4, E5, E6, E7, E8, E10, E11, E12, E13, E14, E15, E16, E17, E18, E19, E20, E21, E22, E25, E26, E27, E28, E29, E30, E31, E32, E33, E34, E36, E37, E38, E39, E40, E41, E42, E43, D1, D2, D3, D6, D7, D8, D9, D10, D11, D12, D13, D14, D15, D17, D18, D19, D20, D21, D22, D24, H5, H12, H13, H14, H15, H16, H17, IN4, IN5, IN6, IN7, IN8, IN9, IN10, IN11, IN12, IN13, L1, L3, L4, L5, L6, L7, L8, L9, L10, L11, L12, L13, L15, L17, L18, L19, L20, L21, L22, L23, L24, T1, T2, T3, T4, T5, T8, T9, T11, T12, T13, T14, T15, T16, T17, T18, S1, S2, S3, S4, S5, S6, S9, S10, S11, S12, S13, S14, S15, C1, C3, C4, C5, C6, C7, C8, C9, C10, C11, ILU1, ILU2, ILU3, ILU4, ILU5, ILU6, ILU7, ILU8, ILU9, ILU10, ILU11, ILU12, ILU13.

### Boothferry Borough Local Plan (April 1999)

EN1, EN2, EN5, EN7, EN8, EN9, EN10, EN15, EN16, EN17, EN19, EN20, EN21, EN22, EN23, EN24, EN25, EN26, EN27, EN27A, EN28, EN29, EN30, EN30A, EN32, EN33, EN34, EN35, EN36, EN37, EN39, EN40, EN43, EN44, EN45, EN46, EN46A, EN47, EN49, EN50, EN51, EN53, EN60, EN62, EN63, EN64, EN65, EN66, EN67, EN68, EN69A, EN70, EN71, EN72, EN73, EN73A, EN74, EN75, EN76, EN77, EN78, EN79, EN80, EN81, EN82, EN83, EN84, EN85, EN86, EN87, EN88, S7, S28, S29, S31, S33, S35, S36, S37, S39, S41, S44, S44A, S45, S47, S48, S51, S52, S54, S55, S56, S58, S60, EI, E3, E6, E7, E8, E11, E12, E13, E14, E15, E16, E17, E18, E19, E20, E20A, E21, E22, E23, T1, T2, T3, T4, T5, T6, T7, T9, T14, T15, T16, T17, T18, T19, RC1, RC2, RC3, RC4, RC5, RC6, RC7, RC8, RC9, LT1, LT2, LT3, LT4, LT5, LT7, LT8, LT9, LT10, LT13, LT15, LT16, LT17, LT18, LT20, LT23, LT24, LT25, LT27, LT28, LT29, CF1, CF2, CF3, TC3, TC5, TC7, TC8, TC9, TC10, TC11, TC12, TC13, TC14, TC15, DS1, DS2, DS3, DS4, DS5, DS6, DS8, DS9, DS11.

### East Yorkshire Wide Local Plan (June 1997)

EN1, EN2, EN3, EN4, EN5, EN6, EN7, EN8, EN9, EN10, EN11, EN12, EN14, EN15, EN16, EN17, EN18, EN19, EN20, EN21, EN22, EN23, EN24, EN25, EN26, H4, H6, H7, H8, H9, H10, H11, EC2, EC3, EC4, EC5, EC6, T1, T2, T3, T4, S1, S2, S3, S4, S5, S6, S7, S8, R1, R2, R3, R4, R5, TM2, TM3, TM4, TM5, TM6, TM7, TM8, TM9, TM10, CZ1, CZ2, CZ3, CZ4, CZ5, CZ6, CZ7, CZ8, BRID1, BRID2, BRID4, BRID11, BRID12, BRID13, BRID14, BRID15, BRID16, BRID17, BRID18, BRID19, BRID20, BRID21, BRID22, BRID24, BRID25, BRID26, BRID27, BRID30, BRID31, BRID32, DRIF10, KELL1, KELL2, KELL3, KELL4, KELL5, KELL6, KELL7, MARK1, MARK2, MARK16, POCK9, POCK11, POCK12, POCK13, STAM2.

### Holderness District Wide Local Plan (April 1999)

G1, G2, G3, G4, G5, G6, G7, Env2, Env4, Env5, Env6, Env7, Env8, Env9, Env10, Env11, Env12, Env13, Env14, Env16, Env17, Env18, Env19, Env20, Env21, Env22, Env23, Env24, Env25, Env26, Env27, Env31, Env32, Env33, Env34, Env35, Env36, Env37, Env38, Env39, Env40, H3, H4, H5, H6, H10, H11, H12, H14, H15, H16, H17, Ec4, Ec5, Ec6, Ec7, Ec8, Ec9, Ec10, Tm1, Tm2, Tm3, Tm4, Tm5, Tm6, Tm7, Tm8, Cf1, Cf2, Cf3, Cf4, Cf5, Cf6, Cf7, Cf8, Cf9, Cf10, Cf11, R1, R2, R3, R4, R5, R6, R7, R8, R9, R10, R11, R12, R13, R14, R15, Rt1, Rt2, Rt3, Rt4, Rt5, Rt6, Rt7, Rt8, Rt9, Rt10, Rt11, Tr1, Tr2, Tr3, Tr4, Tr5, Tr6, Tr7, Tr8, U1, U2, U3, U4, U5, U6, U7, U8, U9, U10, U11, U12, U13, U14, U15, U16, U17, U18, U19, U20, ALD2, BR5, BR6, BR7, BR8, BR9, BR10, BR11, BR12, BK1,

## Holderness District Wide Local Plan (April 1999)

BK2, BK3, BC2, HED1, HED2, HED3, HED4, HED6, HED8, HRN2, HRN7, HRN8, HRN9, HRN10, PLL2, PLL3, RTN1, SIG1, SK1, SK2, SK3, SPR3, THG3, THG4, THG5, WTH3, WTH4, WTH5, WK1, WK2, WK3.

## Joint Structure Plan for Kingston Upon Hull and East Riding of Yorkshire (June 2005)

DS3, DS4, DS7, H4, H7, EC1, EC2, EC3, EC5, T3, T4, T5, T6, SPI, SP2, SP3, SP4, SP5, ENV2, ENV3, ENV4, ENV6, ENV7, NAT6

## Bridlington Area Action Plan (January 2013)

TC0

## APPENDIX B: LIST OF VILLAGES

The list below identifies the Villages for the purposes of Policy S4: 'Supporting development in Villages and the Countryside'. Villages are defined based on whether they have at least one of the following services; a village hall (meeting room); village shop selling everyday grocery items; a public house; or a primary school. Only Villages with 35 or more dwellings have been considered. For each Village listed below a development limit is defined on the *Policies Map*.

Airmyn	Foston on the Wolds	Patrington Haven
Allerthorpe	Fridaythorpe	Paull
Arnold	Full Sutton	Pollington
Asselby	Garton on the Wolds	Rawcliffe Bridge
Atwick	Goodmanham	Reedness
Bainton	Gowdall	Rudston
Barmby Moor	Great Hatfield	Ryehill
Barmby on the Marsh	Harpham	Sancton
Barmston	Hayton	Seaton
Bempton	Hollym	Seaton Ross
Bielby	Holmpton	Sewerby
Bishop Burton	Hook	Shiptonthorpe
Bishop Wilton	Hotham	Siggleshorne
Blacktoft	Huggate	Skeffling
Brantingham	Humbleton	Skelton
Brighton	Kilwick	Skidby
Broomfleet	Kirkburn	Skipsea
Buckton	Langtoft	Sproatley
Bugthorpe	Laxton	Sutton upon Derwent
Burstwick	Little Driffield	Swinefleet
Burton Agnes	Little Weighton	Thwing
Burton Fleming	Lockington	Tibthorpe
Burton Pidsea	Long Riston	Ulrome
Carnaby	Low Catton	Wansford
Catwick	Lund	Watton
Coniston	Melton	Welton
East Cottingwith	Millington	Welwick
East Cowick	New Ellerby	West Cowick
Ellerker	Newton upon Derwent	West Ella <sup>(20)</sup>
Ellerton	North Dalton	Withernwick
Etton	North Frodingham	Wold Newton
Everingham	North Newbald	Wressle
Fangfoss	Old Ellerby	Yapham
	Ottringham	Yokefleet

20 Due to its size and relationship with the Major Haltemprice Settlements, West Ella has been identified as a Village.





## Glossary of key terms

There are technical aspects to planning which may present challenges for those unfamiliar with the planning system. The table below is a simplified explanation of the key terms within the *Strategy Document*. A comprehensive glossary of planning terms can be found in Annex 2 of the *National Planning Policy Framework (NPPF)*.

Term	Definition
Affordable Housing	Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.
Allocations Document	A <i>Local Plan</i> document that allocates sites for development (such as housing, retail, or industry) or protection (such as open space or land for transport schemes).
Amenity green space	A type of open space that includes spaces which provide opportunities for informal activities close to the home and workplace.
Annual Monitoring Report (AMR)	Reports on the progress of preparing the <i>Local Plan</i> and the extent to which planning policies are being achieved and implemented.
Appropriate Assessment	The assessment of the effects of a Plan (or project) on a European site. Enables a judgement to be made on whether there will be an adverse effect on the integrity of the site.
Area Action Plan (AAP)	Part of a <i>Local Plan</i> that includes planning policies for an area of significant change or conservation. There is one AAP within the East Riding, called the <i>Bridlington Town Centre AAP</i> .
Biodiversity	The term given to the variety of life on earth, encompassing all life, from the smallest micro-organisms to the largest mammals and plants.
Coastal Change Management Area (CCMA)	An area identified as likely to be affected by coastal change (physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion). The CCMA is shown on the <i>Policies Map</i> .
Combined Heat and Power (CHP)	The combined use of power from electricity and usable heat that would otherwise be wasted.
Community Infrastructure Levy (CIL)	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.
Community Service / Facility	Where a use furthers (or has recently furthered) the community's social well-being or social interests.
Comprehensive Sustainable Drainage System (Comprehensive SuDS)	A Comprehensive SuDS scheme is designed to accommodate surface water from a wider area such as a large development site. They will often drain water to one central storage area where water can then be discharged at a controlled rate back into the environment. They may sometimes also be referred to as a 'Regional' SuDS scheme.
Conservation Area	An area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. There are over 100 Conservation Areas in the East Riding. These are shown on the <i>Policies Map</i> .
Core Bus Route	Parts of the bus network, generally located between towns, that have a high number of services and passengers (see Figure 7).
Council	For the purposes of this document, the Council refers to East Riding of Yorkshire Council which is the Local Planning Authority.

# GLOSSARY OF TERMS

Term	Definition
Development Limit	The boundary line denoting the main built up part of the settlement. Development limits are shown on the <i>Policies Map</i> .
Development Plan	The term given to the collection of documents that are used to determine planning applications. Includes the adopted <i>Local Plan</i> and any <i>Neighbourhood Development Plans</i> .
Duty to Cooperate	A statutory duty on local planning authorities to cooperate with other authorities and relevant bodies to maximise the effectiveness with which Local Plans are prepared.
Dwelling	A self-contained building, or part of a building, used as a residential accommodation, usually housing a single household.
Employment Land	Land which is in classified as one of the 'B' Use Classes. This includes offices, research and development facilities, light industry (Use Class B1), General Industry (Use Class B2) and Storage and Distribution (Use Class B8).
Employment Land Review (ELR)	A study undertaken to assess the likely demand for, and the supply of, land for employment uses.
Energy	Energy includes energy for heating and cooling, as well as generating electricity.
Enterprise Zone	Areas of land designated by the Government. Sites within an Enterprise Zone benefit from financial and other incentives (including simplified or quicker planning processes) which aim to attract new businesses to an area, or promote investment from existing businesses. Two Enterprise Zones have been designated in the Humber; the Humber Renewable Energy Super Cluster and the Humber Green Port Corridor.
Environmental Impact Assessment (EIA)	A procedure followed for certain types of project to ensure decisions are made in full knowledge of any likely significant effects on the environment.
European Marine Site (EMS)	Special Protection Areas and/or Special Areas of Conservation below mean high water. EMS's are the European Union's best examples of marine habitats or species populations. There are two in the East Riding: Flamborough Head and Humber Estuary.
European Site	Sites protected by European legislation including Special Protection Area and Special Area of Conservation designations.
Flood Zone	An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered. Flood Zone 3 represents an area of high flood risk and Flood Zone 1 and area of low flood risk.
Fossil Fuel Energy	Energy produced from fossil fuels. Fossil fuels are non-renewable resources, they take millions of years to form, and reserves are being depleted much faster than new ones are being made. The production and use of fossil fuels raise environmental concerns, such as climate change.
Geodiversity	The term given to the variety of rocks, fossils, minerals and landforms that determine the landscape character of our environment.
Greenfield Land	Undeveloped land including agricultural and forestry land and buildings, private gardens, parks and recreation land and allotments.
Green Corridors	A type of open space that includes linear features of open character including towpaths, riverbanks and cycle ways and disused railway lines.
Green Infrastructure	A network of multi-functional green space, both new and existing, both rural and urban, which is capable of delivering a wide range of environmental and quality of life benefits for local communities (see Table 10)
Groundwater Source Protection Zone (SPZ)	Areas identified where the aim is to safeguard drinking water by restricting development that can take place. Certain types of development are not allowed within SPZ1.

Term	Definition
Gypsies and Travellers	<p>For the purpose of planning policy, <i>Planning for Traveller Sites (DCLG, 2015)</i> defines Gypsies and Travellers as; Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.'</p> <p>In determining whether persons are "gypsies and travellers" consideration should be given to the following issues amongst other relevant matters:</p> <ol style="list-style-type: none"> <li>whether they previously led a nomadic habit of life</li> <li>the reasons for ceasing their nomadic habit of life</li> <li>whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.</li> </ol> <p>Allocations for Gypsy and Traveller sites are shown on the <i>Policies Map</i>.</p>
Habitats Regulations Assessment (HRA)	An assessment which identifies whether there are likely to be any significantly harmful effects from planning policies on a Special Protection Area or Special Area of Conservation.
Heritage Asset	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation, as well as other historic features that have not been designated (see Table 8).
Heritage Coast	Areas of undeveloped coastline which are managed to conserve their natural beauty, and, where appropriate, to improve accessibility for visitors.
Infill Development	The development of a relatively small gap between existing buildings.
Infrastructure	Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.
Key Diagram	Diagram showing the spatial strategy as set out in the <i>Strategy Document</i> (see Figure 3).
Key Employment Site	Sites located along the East-West Multi-Modal Transport Corridor which present significant opportunity for employment development over the plan period. Key Employment Sites are shown on the <i>Policies Map</i> .
Landscape Character Assessment (LCA)	Identifies areas of landscape character, making judgements about the quality, value, sensitivity and capacity for new development in each area.
Listed Building	Buildings of national interest included in the statutory list of buildings of special architectural or historic interest.
Local Development Order (LDO)	An Order made by local planning authorities that grants planning permission for a specific development proposal or classes of development.
Local Development Scheme (LDS)	The project plan and timetable for the <i>Local Plan</i> . It sets out which documents will be prepared over the next three years and is updated annually.
Local Enterprise Partnership (LEP)	A partnership between local authorities and the businesses which play a central role in determining local economic priorities and undertaking activities to drive economic growth and the creation of local jobs.
Local Geological Sites (LGS)	Sites valued for the educational value they hold, the role they play in the development of geological science or for the rocks, fossils or features they hold.

# GLOSSARY OF TERMS

Term	Definition
Local Nature Reserves (LNRs)	Sites for both people and wildlife which are of special interest for their flora, fauna, geological or physical geographical features, managed for the purpose of their preservation, or for providing opportunities for study and research. They are also recognised as providing the public with opportunities for informal enjoyment of nature.
Local Plan	The name for the collection of documents which together make up the plan for the future development of the East Riding. These form part of the <i>Development Plan</i> and are used to make decisions on planning applications.
Local Planning Authority (LPA)	The statutory authority whose duty it is to carry out the planning function for its area.
Local Sites	Designated to ensure the conservation, maintenance and enhancement of species, habitats and geological features of significant nature conservation value (see Table 9).
Local Strategic Partnership (LSP)	A body bringing together the public, private, voluntary and community sectors to work collectively to achieve important goals and improve the quality of life for local people.
Local Wildlife Sites (LWS)	Locally important sites for wildlife.
Low Carbon Energy	Energy that is produced with reduced carbon emissions when compared to conventional use of fossil fuels.
Low cost market housing	Market housing that is available to purchase or rent at a low price, but that does not meet the definition of 'affordable housing'. It sometimes includes smaller units and/or the use of housing products, such as equity share, rent to buy, private renting schemes and other innovative approaches.
Main Town Centre Uses	Comprises retail development; leisure, entertainment facilities, and the more intensive sport and recreation uses; offices; and arts, culture and tourism development.
National Nature Reserves (NNR)	Chosen to protect habitats and communities of plants and animals and geological or physical geographical features of special interest. There are three NNRs within the East Riding: Humberhead Peatlands; Lower Derwent Valley; and Spurn. These are shown on the <i>Policies Map</i> .
National Planning Policy Framework (NPPF)	A national framework for planning made up of economic, social and environmental planning policies. The policies in the <i>NPPF</i> are considered in making decisions on planning applications.
National Policy Statement (NPS)	A document which sets out the Government's objectives and provides a clear framework for investment and planning decisions regarding nationally significant infrastructure.
Natural and semi-natural green space	A type of open space that includes woodlands, urban forestry, scrub land, grasslands, meadows, wetlands, nature reserves and wastelands
Neighbourhood Development Order (NDO)	An Order made by local planning authorities through which Town and Parish Councils can grant planning permission for a specific development proposal or classes of development.
Neighbourhood Development Plan (NDP)	A Plan prepared by a Town or Parish Council which set out a vision and local level planning policies in relation to the development and use of land. They can also be used to allocate land for new development.
Net Developable Area	In the case of residential development, the area that can be developed solely for houses. It excludes the parts of the site required for other uses, such as major roads or areas of green space that would serve the wider community.
Open Space	All open space of public value, not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity. Allocations for open space are shown on the <i>Policies Map</i> .

Term	Definition
Plan Period	A term referring to the period of time covered by the Local Plan. The East Riding <i>Local Plan</i> covers a 17 year plan period from 2012/13 to 2028/29.
Policies Map	An illustration of all the policies contained in the <i>Local Plan</i> .
Previously Developed Land (PDL)	Land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed infrastructure.
Public Realm	This is the space between and surrounding buildings and open spaces that is visible and accessible to the public. It includes streets, pedestrianised areas, promenades, squares, river and sea frontages, parks and open space.
Ramsar Sites	Listed under the Convention on Wetlands of International Importance under the criteria of rarity and diversity of both habitat and species, and fragility of ecosystems. East Riding designations are: Humber Estuary and Lower Derwent Valley. These are shown on the <i>Policies Map</i> .
Renewable Energy	Energy derived from a natural source which can be continually replenished, for example wind or solar power.
Risk Management Authority	An organisation responsible for managing the risk of flooding from a particular source. Depending on the source the Risk Management Authority is the Environment Agency, Lead Local Flood Authority (the Council), an Internal Drainage Board, the Highways Authority (either the Council or Highways England) or a water company.
Section 106 agreement	Legal agreements between a Local Planning Authority and a developer, or undertakings offered unilaterally by a developer, that ensure certain extra works related to a development are undertaken.
Scheduled Monument	A nationally important monument due to its historic, architectural, artistic, traditional or archaeological interest.
Sequential approach	An approach that seeks to identify, allocate or develop certain types or locations of land before others. For example, land of low flood risk before land of high flood risk.
Shoreline Management Plan (SMP)	A plan providing a large-scale assessment of the risk to people and to the developed, historic and natural environment associated with coastal processes.
Site of Special Scientific Interest (SSSI)	Identified under the Wildlife and Countryside Act 1981 for habitat and natural features, including flora and fauna, geology and geomorphology. There are 50+ sites in the East Riding and notable examples include the River Hull Headwaters, Melton Bottom Chalk Pit, Hornsea Mere, and Thorne, Crowle and Goole Moors. SSSI designations are shown on the <i>Policies Map</i> .
Special Areas of Conservation (SAC)	Designated under the EC Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora to maintain or restore natural habitats and wild species. East Riding designations are: Flamborough Head; Humber Estuary; Lower Derwent Valley; River Derwent; and Thorne Moor. These are shown on the <i>Policies Map</i> .
Special Protection Areas (SPA)	Classified under the EC Directive on the Conservation of Wild Birds to ensure the survival and reproduction of migratory and other birdspecies. East Riding designations are: Hornsea Mere; Thorne and Hatfield Moors; Flamborough/Bempton Cliffs; Humber Estuary; and Lower Derwent Valley. These are shown on the <i>Policies Map</i> .
Strategy Document	The overarching document setting out the strategic policies for the management of development in the area. It forms part of the East Riding <i>Local Plan</i> and contains policies that will be used to make decisions on planning applications.
Strategic Environmental Assessment (SEA)	An environmental assessment of certain plans and programmes, including those in the field of planning and land use, which complies with the <i>EU Directive 2001/42/EC</i> .



# GLOSSARY OF TERMS

Term	Definition
Strategic Flood Risk Assessment (SFRA)	An assessment providing detail on the risk and impact of flooding, which is mapped and used to inform a sequential approach to the location of development.
Strategic Housing Market Assessment (SHMA)	Provides insight into how housing markets operate now and in the future. It identifies the type of, and need for, new housing required across a housing market area.
Strategic Housing Land Availability Assessment (SHLAA)	An annual assessment identifying sites with potential for housing. Local planning authorities are required to show they have a 5 year supply of deliverable housing land. A supply of specific developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 should also be identified.
Supplementary Planning Document (SPD)	A document used to elaborate on policies or proposals in the <i>Local Plan</i> . Used to provide further guidance for development on specific sites, or on particular issues. <i>SPDs</i> do not comprise part of the Development Plan.
Sustainability Appraisal (SA)	Identifies and evaluates the effects of a planning strategy or plan, including a <i>Local Plan</i> , on a range social, environmental and economic objectives.
Sustainable Community Plan	The strategy prepared by the Local Strategic Partnership with the aim of improving social, environmental and economic wellbeing in the area by coordinating the actions of local public, private, voluntary and community sectors. For the East Riding, the Community Plan is called ' <i>Our East Riding</i> '.
Sustainable Drainage System (SuDS)	A wide range of sustainable approaches to surface-water drainage management which aim to mimic natural drainage processes and remove pollutants from urban run-off at source.
Use Class	Uses of land and buildings grouped together in various categories for planning purposes ('use classes') dependent on the type of uses which take place on/in them.
Viability	A measure of whether a development proposal is capable of being financially or commercially successful.
Windfall Site	A site not specifically allocated for development but which unexpectedly becomes available for development.





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