East of England Plan >2031

Draft revision to the Regional Spatial Strategy for the East of England

March 2010

east of england Regional Assembly
www.eera.gov.uk

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1. Introduction

Regional Planning in England

1.1 The Planning and Compulsory Purchase Act 2004 strengthened the role and importance of regional planning, introducing Regional Spatial Strategies and making them the top tier of the statutory Development Plan in all regions of England except London, where the London Plan provides a similar role. The Act sets an objective for Regional Spatial Strategies to contribute to sustainable development. Procedural policy on the content of Regional Spatial Strategies and the process for revising them is set out in a Planning Policy Statement on Regional Planning, PPS11, 2004.

1.2 Regional Spatial Strategies complement and generally do not repeat national planning policies, which are set out in Planning Policy Statements, Circulars and other Government statements, including White Papers.

1.3 They provide a consistent regional framework to inform the preparation of Local Development Documents, Local Transport Plans and other regional and sub-regional strategies and programmes with a bearing on land use activities. The policies may also be material to decisions on individual planning applications and appeals. The Regional Spatial Strategy for the East of England is the East of England Plan.

The East of England Plan

1.4 The East of England Plan was published by the Secretary of State for Communities and Local Government in May 2008. It covers the county and unitary authorities of Bedford, Cambridgeshire, Central Bedfordshire, Essex, Hertfordshire, Luton, Norfolk, Peterborough, Southend-on-Sea, Suffolk and Thurrock. The Plan sets out the vision and strategic framework for growth to 2021.

1.5 The document you are reading is a draft revision of that Plan. This revised Plan takes the region forward to 2031, deepens key policy areas including climate change, the coast, energy and waste and refreshes other policy areas including transport and economic development.

1.6 To aid comprehension, polices which have been subject to single issue reviews are embedded within this revision document, however they are not subject to any consultation. This applies to Policies H3 and H4 and in relation to Lakeside Basin Thurrock, Policies E5 and ETG5.

1.7 Regional policy for Bedford, Central Bedfordshire and Luton is also provided by the Milton Keynes South Midlands Sub-Regional Strategy, as well as the East of England Plan. The sub-regional strategy provides guidance on the scale, location and timing of growth to 2021 with some indication of growth to 2031. The revised East of England Plan will formally replace appropriate parts of that strategy within a new sub regional section for the Luton, Central Bedfordshire and Bedford Borough area.

1.8 Fundamentally, the overall spatial distribution of growth remains unaltered in this revision. The key focus of housing and job growth remains in the region's Key Centres of Development and Change. We are also of the view that the overall vision and objectives of the current Plan, and many of its policies, provide a sound starting point from which to consider a strategy up to 2031.

1.9 Preparation of this revision was informed by an Integrated Sustainability Appraisal, incorporating a Strategic Environmental Appraisal, an Appropriate Assessment as required by the Habitats Regulations, health and equality impacts, and urban and rural proofing.

1.10 This revision includes a revised Implementation and Monitoring Framework.

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1 Introduction

Why review the Plan?

1.11 Although the Plan was only published in May 2008, the Government asked the Assembly to carry out an immediate review, in particular to make provision for the East of England's development needs for the period 2011 to 2031. Regional plans should set out a long term strategy for at least 20 years and the current Plan now only covers the next 11 years. The current Plan needs to be taken forward to 2031 because industries and public authorities need to plan for the challenges and opportunities ahead, such as climate change and population growth. The Government indicated that the review should not only extend the Plan's time horizon but further increase housing provision in the region and, in particular, to contribute to its national target of providing 240,000 additional homes per year by 2016.

What evidence has informed the Plan?

1.12 There is a wide range of evidence available to help shape this review, ranging from regularly produced national, regional and local data through to specially commissioned studies and projections. The Assembly and the East of England Development Agency (EEDA) have jointly commissioned a special economic forecasting model. This model uses past trends and assumptions about the future economic performance of the East of England to estimate the scale and distribution of population and employment growth.

1.13 The Assembly has sought advice from local councils on future growth. It has also undertaken an integrated sustainability appraisal throughout the review process. This appraisal incorporates:

- a strategic environmental assessment to ensure the Plan is not likely to have significant negative effects on the environment;
- equality and health impact assessments, as well as checks to ensure there are no unintended consequences for rural, coastal and urban areas; and
- a Habitats Regulations Assessment to ensure the Plan is not likely to have significant negative effects on internationally designated areas of conservation or protection for wildlife.

1.14 Further information about the integrated sustainability appraisal process can be found in the 'Integrated Sustainability Appraisal' report accompanying this document. A list of sources of information, including the East of England Forecasting Model, can be accessed through the East of England Plan webpage at www.eera.gov.uk.

1.15 To help us consider the rate of growth for a further ten years up to 2031, and where it might go, we consulted on four scenarios for the scale and distribution of growth. One was broadly based on the advice of local councils in the region, whilst the other three took different national information into account. The outcome of the consultation can be found in the Pre-submission Consultation Statement which accompanies this draft Plan.

Progress on current Plan targets

1.16 Progress against the targets in the current Plan is recorded in the Assembly's Annual Monitoring Reports. Around 179,500 dwellings were built between April 2001 and March 2009, which is below target.

1.17 The number of new homes built increased each year between 2001 and 2008 and, if the rate achieved in 2007 had continued, the region would have come close to meeting its dwellings target. However, the current recession has resulted in a dramatic fall in the number of dwelling completions. Similarly, the amount of subsidised affordable housing provided since 2001 has fallen short of the region's affordable housing need, although as a proportion of total dwelling provision it increased to 26% in 2008/09 compared to the Plan target of 35%, as a consequence of the down turn in overall provision.

1.18 Until March 2008, the region appeared to be broadly on track to meet its 2001-2021 target of 452,000 jobs, although performance within the region varied considerably. Again, the recession has had a significant impact; employment has fallen by around 30,000 in the last year.

1.19 The Assembly has long expressed concern that the delivery of the current Plan cannot be achieved without Government commitments to investment in infrastructure of all kinds, both to redress current deficits and to support new growth. To help identify key infrastructure and regional priorities the Assembly and EEDA have prepared the East of England Implementation Plan to show what actions are needed to deliver the policies in the East of England Plan and the Regional Economic Strategy.

1.20 Most local councils are in the process of updating their local development plans to conform with the current East of England Plan. It is very unlikely that the review process will reduce the amount of growth in your council's plans as many are rolling forward the annual rate of growth in the current Plan beyond its end date of 2021.

1.21 The next stages for the review process (assuming no changes in legislation) are:

- public consultation on the Draft East of England Plan > 2031;
- independent planning inspectors conduct an "Examination in Public" of the Draft East of England Plan;
- public consultation on proposed changes to the Draft East of England Plan; and
- the Government publishes the revised East of England Plan > 2031.

Why is the region growing?

1.22 The population of the East of England has increased from 5.4 million in 2001 to nearly 5.7 million and the Government predicts it will be nearly 7 million in 2031. Some of this growth is from natural increase as more people are being born than dying but most is attributable to migration into the region from elsewhere in the UK or overseas. People move here for various reasons, including employment opportunities, quality of life, proximity to London, and housing that is more affordable than in other parts of the Greater South East.

1.23 Since 2001 about 131,000 jobs have been created in the East of England. The region has been economically buoyant, and contains many of the businesses expected to do well as we move out of recession (particularly the research and development sectors and environmental businesses). We also provide a role in helping to meet the employment needs of London's key businesses.

1.24 People are spending a greater proportion of their lives living on their own either through choice or through family break up, and are generally living longer. The Government predicts that this trend will continue so that the growth of households (and the need for homes) will be at a faster rate than the population growth.

1.25 The underlying factors that have led to the region's growth in the past are likely to continue to affect the future. Planning for 'no growth' or ignoring migration pressures would have serious consequences and although the impact of the current recession on job creation and the housing markets is significant, we still need to prepare for when we move out of recession.

How much more growth and where should it go?

1.26 The current Plan already sets ambitious targets for how the region is expected to grow between 2001 and 2021. It plans for a 10% increase in population, and a 20% increase in both households and jobs. This requires a significant above-trend increase in jobs, and nearly 40% increase on the number of homes built each year. During the production of the current Plan, our appraisal work indicated that we needed to make sure that even this level of development was very carefully planned and delivered to ensure that it did not have significant impacts on sustainability.

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1.27 The current Plan concentrates most growth in or around the larger towns and cities in the region, using urban land where possible but with expansion on the edges of some towns. This includes releases of Green Belt land at Harlow, Cambridge and Stevenage.

1.28 Advice from the Government asked us to test growth in the range of about 30,000 to 40,000 new homes every year. This compares to about 26,000 in the current Plan and past delivery of only 22,000. The Government considers this scale of growth is necessary to stabilise long-term house prices in the region. The East of England has house prices that are many times the average income, and this has been getting worse since 2001 (although recently this trend has reversed).

1.29 The Assembly considered that it would not be appropriate to test the highest end of this range. It would represent a near doubling of the rate of house building in the region (beyond the highest rate seen over fifty years) and would rely on large scale in migration and jobs growth way beyond the most optimistic projections.

1.30 Finally, the Government also separately produces a view on how many additional households there will be in each region up to 2031. This is separate from the ranges above and is based on past trends and information from the Census. It suggests that an additional 34,000 households might be created each year.

Key drivers of policy in the East of England

1.31 The Regional Spatial Strategy responds to a number of policy drivers by:

- fostering and developing European and inter-regional links. The region has global, European, and inter-regional links, for example via inward-investment, transport and communications, trading links and key employment clusters. It is also a conduit between the rest of the UK and Europe;
- recognising London's role as a world city and national economic powerhouse, directly or indirectly employing a significant proportion of the region's population and contributing to regional prosperity, whilst exerting pressures on the region, for example in terms of migration, impact on transport networks and waste management;
- putting in place a framework that promotes sustainable development, especially to address housing shortages, support the continued growth of the economy and enable all areas to share in prosperity, whilst driving up energy efficiency and carbon performance, improving water efficiency and recycling an increasing percentage of waste;
- reconciling growth with protection of the environment and avoiding adverse effect on sites of European or international importance for nature conservation;
- concentrating growth at the key centres for development and change, which include all the region's main urban areas and have potential to accommodate substantial development in sustainable ways to 2031, whilst maintaining the general extent of the Green Belt; and
- recognising the importance of a number of priority areas for regeneration, which include many of the key centres for development and change, whilst not overlooking pockets of deprivation in otherwise relatively buoyant towns and rural areas.

1.32 Policies in this Regional Spatial Strategy are illustrated by a Key Diagram which is folded into the back cover. Figure 1 shows the local authorities in the region.

Inter-regional linkages

1.33 The Regional Spatial Strategy has been informed by, and responds to, the relationships between the East of England, adjacent regions and the rest of Europe. Key inter-regional linkages are identified in the table overleaf.

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Figure 1.1 Map of the Region's Local Authorities

1 Introduction

INTER-REGIONAL LINKAGES

East Midlands

• Net migration from East of England into East Midlands

• Strategic transport links along Midland Mainline, East Coast Mainline, M1 and A14

• The A14 provides a strategic east/west route between Felixstowe/Harwich ports and the Midlands

• Role of the Felixstowe-Nuneaton Route in accommodating rail freight

• Role of Peterborough as a services and employment centre serving parts of Lincolnshire, Northamptonshire and Rutland

• The Wash as a shared environmental asset and World Heritage Site

• Shared issues of flood risk management in coastal and low lying areas

• Shared importance of agricultural & food industries

London

• Substantial net migration from London into East of England, placing demands on housing market

• Substantial net commuting from East of England into London, particularly from London Arc districts

• Crossrail improving the region's connections with Heathrow, central London, the financial districts and other parts of London

• Key economic sectors and clusters in East of England are dependant on proximity to the buoyant London economy

• M25 orbital and national radial routes from London pass through the East of England

•The draft London Plan (2009) Co-ordination Corridor Luton-Bedford

• Shared transport planning issues, including better integration of public transport, demand management options in congested corridors, need for consistent parking standards and need for rail freight interchanges

• London's airports serve demand arising in East of England - shared interest in coordinated planning of airport expansion

• Thames Gateway a regeneration and growth area of national importance extending from inner East London to Southend

• London / Stansted / Cambridge / Peterborough Growth Area begins in the lower Lee Valley in East London, with priority areas for regeneration extending into the East of England along the Lee Valley

• Major town centre and out of centre shopping centres have overlapping catchments that cross the Greater London boundary

• London will continue to need to export waste for management/disposal in East of England, albeit a diminishing quantity and comprising a progressively higher proportion of treated residues

South East

Similar interest to East of England in relationship to London regarding migration, commuting, transport and inter-regional waste planning

Direct linkages with East of England are:

• Role of Milton Keynes / South Midlands Growth area in meeting wider needs as part of the Sustainable Communities Plan

• Cross Thames linkages between Essex Thames Gateway and Kent Thames Gateway, which share similar regeneration and infrastructure issues

• Shared interest in the Chilterns AONB and Thames Estuary, the latter an ecosystem of international importance

• Shared concerns about stewardship of water resources

Continental Europe

• Ports of Felixstowe, Harwich, and Great Yarmouth together with London Gateway and Port of London facilities in Essex provide major gateways for UK foreign trade

• A14 and A120 are part of Trans European Road Network

• Passenger links to Continental Europe via Stansted Airport, Harwich and the Channel Tunnel Rail Link from London, accessed at Stratford in the Lower Lee Valley

• EU Regional Programmes provide support for parts of East of England including extensive rural areas

• Shared issues regarding impacts of climate change along low lying and vulnerable North Sea coastline

• Shared interest in North Sea resources including renewable energy

INTER-REGIONAL LINKAGES			
	• Outdoor recreation resources of inter-regional importance on the edge of London, including the Lee Valley Regional Park and the London 2012 Olympics Legacy		

Why is the review taking place when the regional assemblies are to be removed?

1.34 The Government is introducing a number of key changes to the regional arrangements in April 2010. All regional assemblies in England, apart from London, are to be abolished and responsibility for a single regional plan will rest jointly with a new local council leaders board and the regional development agency. For now the East of England Plan, and the Regional Economic Strategy will continue to be separate documents but it is envisaged that at the next review they will be brought together into a new integrated regional strategy for the East of England.

1.35 Despite these future changes, the Government has asked the Assembly to continue its review of the East of England Plan because of the urgent need for a long-term regional spatial strategy for the East of England. Waiting for the new arrangements to come into being could have caused several years delay in its preparation.

Legal challenge to the current Plan

1.36 A High Court hearing in May 2009, found in favour of the legal challenge brought by Hertfordshire County Council and St Albans District Council against the Government on aspects of the Plan relating to development in the Green Belt around the towns of Hemel Hempstead, Welwyn Garden City and Hatfield. Further information on how the Government intends to 'repair' the Plan can be found on the Government Office's website at www.goeast.gov.uk.

Your Region

The East of England region shares its boundary with London, the South East and the East Midlands. It covers the historic counties of Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Norfolk and Suffolk. Over 5½ million people live in the region, mostly in small towns. Stretching from Watford to Cromer and from Clacton to Peterborough, it is the second largest of the English regions.

It is a highly successful region, with over 2½ million jobs, above average employment, educational achievement and health. It is at the forefront of innovation and new research, and is especially important to the national economy with key sectors such as biotechnology, finance and pharmaceuticals. It is a region of contrasts, from global research institutions to local businesses, from coastal communities to the fringes of London.

Landscapes in the East of England change from the coasts of Norfolk, Suffolk and Essex, through to the Broads, gently rolling fields of Suffolk and Essex, the Brecks and the Fens, and across to the claylands of Bedfordshire and the chalk hills of the Chilterns. It has many specially protected areas, noted for their wildlife, landscape and plant life. It is also of vital importance for food production.

Reflecting its qualities, the East of England has experienced long-term growth in people and businesses over the last thirty years. Despite the current recession, the long term need for homes and jobs in the region will continue.

1 Introduction

It is certainly a region of challenges. There are communities and places in need of regeneration, infrastructure to be provided, and businesses to be supported. More people are becoming pensioners, with fewer workers and young people. Much travel has to be made by car, and national transport routes and international gateways cross the region. The effects of climate change raise further challenges in dealing with, for example, flood risk and water supply .

All of these issues must go into the thinking about the future of your region.

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2. Vision and Objectives

Overall Spatial Vision

By 2031 the East of England will be realising its economic potential and providing a high quality of life for its people, including by meeting their housing needs in sustainable inclusive communities. At the same time it will continue adapting to and reducing its impact on climate change and the environment, including through savings in energy and water use and by strengthening its stock of environmental assets.

Objectives

To reduce the region's impact on and adapt to the effects of climate change by:

- locating development to minimise the risks arising from long term coastal change including sea level rise, flooding, land erosion and subsidence;
- incorporating effective measures in new and, where possible, existing development to provide for adaptation to, and mitigation of, climate change impacts;
- reducing the risk of adverse impact of flooding and coastal erosion on people, property and wildlife habitats.
- locating development so as to reduce the need and distance travelled;
- effecting a major shift in travel away from car use towards public transport, walking and cycling; and
- maximising water and energy efficiency of development, promoting and enabling the use of renewable and low carbon energy sources.

To address housing shortages in the region by:

- securing a step change to deliver additional housing in the region, particularly the key centres for development and change; and
- giving priority to the provision of affordable housing to meet identified needs.

To realise the economic potential of the region and its people by:

- facilitating the development needed to support the region's business sectors, international gateways and clusters, improving skills and widening opportunities in line with the Regional Economic Strategy;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- promoting an increase in the region's educational attainment and skills, and the improved provision for further and higher education;
- maintaining and strengthening the East of England's inter-regional, national and international connections, including improving access to and supporting economic opportunities in London; and
- ensuring adequate sustainable transport infrastructure.

To improve the quality of life for the people of the region by:

- ensuring new development fulfils the principles of sustainable communities, including catering for an ageing population and providing a world class places approach for a well designed living environment adequately supported by community and green infrastructure;
- promoting social cohesion and healthy lifestyles by improving access to work, services and other facilities, especially for those who are disadvantaged;

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- maintaining cultural diversity while addressing the distinctive needs of each part of the region;
- promoting regeneration and renewal of disadvantaged areas; and
- increasing community involvement in the implementation of the strategy at the local level.

To improve and conserve the region's environment by:

- ensuring the protection and enhancement of the region's environmental assets, including the built and historic environment, landscape, soil and water;
- phase the release of greenfield land to prioritise the re-use of previously developed land as supported by strategic land and market assessments, whilst seeking environmental and development gains from such growth;
- protecting and, where appropriate, enhancing biodiversity through the protection of habitats and species and creating new habitats through development;
- providing a network of accessible multi-functional greenspace; and
- reducing the demand for and use of water and other natural resources and reducing waste, whilst increasing the sustainable management of waste.

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3. Spatial Strategy

3.1 Policies SS1 to SS9 set out the core strategy and overall spatial strategy framework for development in the region. They complement national planning policy statements. While regional spatial strategies should not normally repeat national policy, national policies on sustainable development (including such fundamentals as climate change and what makes for a genuinely sustainable community) are set out in several documents. Policy SS1 therefore draws key principles together by referring to them in an over-arching policy, which has the weight of statutory development plan policy. In particular, Policy SS1 responds to the challenges posed by climate change to the East of England, a theme which runs through many policies in this strategy.

3.2 The region continues to face major growth pressures, not least due to its relationship to London, its business sectors and the inherent population and household changes within its current population. A key ambition of this regional strategy is to enable the region to accommodate that growth sustainably. It does this by focusing the majority of development on a group of significant urban areas, termed Key Centres for Development and Change (Policies SS2 and SS3) and through selective Green Belt reviews in Policy SS7. Outside the key centres, Policy SS4 recognises the important role that market towns and other large settlements have in providing employment and services for the surrounding rural areas. While the East of England overall is a relatively affluent region, there are a number of areas where the problems of economic, social and environmental deprivation must be tackled (Policy SS5).

3.3 A number of scenarios for the level and distribution of housing and jobs growth in the period 2011-2031 have been explored by the Regional Assembly in its review of the current strategy. Taking account of available evidence, advice from local authorities, and response to a public consultation on growth scenarios, the level of housing and jobs growth considered appropriate for the region to plan for in the period to 2031 is addressed in Policies E1 and H1. This Regional Spatial Strategy has a key role in putting in place a strategy which enables medium and long term growth, and recognises, in Policy IMP1, the crucial role played by supporting infrastructure in achieving sustainable growth.

Growth Areas, Growth Points and eco-towns

3.4 The Sustainable Communities Plan was published by Government in 2003. It sets out overall aims for four Growth Areas, the three largest of which include substantial areas within the East of England:

- Thames Gateway, a regeneration area of national importance which includes part of South Essex (Essex Thames Gateway);
- Milton Keynes South Midlands, which includes Luton, Bedford and Central Bedfordshire; and
- London-Stansted-Cambridge-Peterborough.

3.5 In addition, Haven Gateway, King's Lynn, Norwich and Thetford have been identified as Growth Points, and St Edmundsbury as a Key Growth Area.

3.6 The Growth Areas and Growth Points provide opportunities to capitalise on existing drivers of growth, notably London, Cambridge and the international gateways. It has never been the intention that the Growth Areas would be continuous corridors of development. Rather, they are broad areas based on key movement corridors within which there are a number of opportunities focused on urban areas to deliver significant sustainable growth and regeneration over the long term. Away from these opportunities, the remaining parts of the Growth Areas will remain predominantly undeveloped.

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3 Spatial Strategy

3.7 The Growth Areas and Growth Points are where the most significant development and regeneration challenges in the region are concentrated. They provide a framework for helping to prioritise investment in infrastructure and where necessary, for establishing strengthened delivery arrangements.

3.8 In 2007, Government invited proposals for eco-towns, new settlements of 5,000-20,000 homes with the whole settlement able to reach zero carbon standards. Nationally, three locations were identified in a supplement to PPS1 on eco-towns (July 2009) of which one is in the East of England - Rackheath, near Norwich. In addition, funding from the Government's eco-towns programme has been agreed (December 2009) for planning and feasibility work at Northstowe, near Cambridge, for its re-design to meet eco-town standards.

POLICY SS1: Achieving Sustainable Development

The strategy seeks to bring about sustainable development by applying:

- the guiding principles of the UK Sustainable Development Strategy 2005:
  - living within environmental limits;
  - ensuring a strong, healthy and just society;
  - achieving a sustainable economy;
  - promoting good governance; and
  - using sound science responsibly;

- the elements contributing to the creation of sustainable communities:
  - active, inclusive and safe in terms of community identity and cohesion, social inclusion and leisure opportunities;
  - well run in terms of effective participation, representation and leadership;
  - environmentally sensitive;
  - well designed and built;
  - well connected in terms of good transport services;
  - thriving in terms of a flourishing and diverse economy;
  - well served in terms of public, private, community and voluntary services; and
  - fair for everyone; and

- climate change adaptation and mitigation principles including the aim of achieving regional reduction in CO_2 emissions to 60 per cent of their 1990 level by 2031. These principles manifestly apply to: the location of development to reduce the need to travel and ensure resilience to the effects of climate change; the use of land and buildings so as to consume fewer resources; movement of goods and people; and new development helping to improve existing communities' response to climate change.

  In particular, the spatial strategy seeks to ensure that development:
  - maximises the potential for people to form more sustainable relationships between their homes, work places, and other concentrations of regularly used services and facilities, and their means of travel between them; and
  - respects environmental limits by seeking net environmental gains wherever possible, or at least avoiding harm, or (where harm is unavoidable within an integrated approach to the guiding principles set out above) minimising, mitigating and/or compensating for that harm.

The East of England faces considerable risk from the effects of climate change. Local development documents and other strategies relevant to spatial planning within the region should:

- help meet these principles, the regional target and any other obligations on the emission of greenhouse gases; and
- adopt a precautionary, risk-based approach to the likely effects of climate change by incorporating measures which adapt as far as possible to unavoidable change.

3.9 Policy SS1 refers to several Government policy statements and commitments relating to sustainable development. These and other key documents, including PPS1: Delivering sustainable development and the 2003 Sustainable Communities Plan, are kept under regular review. Regional and local partners will need to keep abreast of changes to national policies for sustainable development and reflect these when reviewing their plans and strategies. The policies of this Regional Spatial Strategy reflect current understanding of the standards expected. Read together, they seek to use resources wisely and ensure that all development is compatible with environmental limits, including in regard to carbon performance and that no development adversely affects the integrity of sites of European or international importance for wildlife.

3.10 Global changes to the Earth's climate have significant local impacts. The East of England is faced with rising sea levels, wetter winters, hotter drier summers, and more frequent extreme weather events. It is therefore vital to plan and prepare for these changes whether in the design of buildings, the protection of vital infrastructure, maintaining the supply of drinking water, or adjusting farming methods for drier summers.

3.11 The Stern Review (2006) concluded that the benefits of strong, early action on climate change considerably outweighs the costs, which is why this Plan needs to deliver growth that is resilient to the changing climate and ensures existing communities and infrastructure are also resilient to the changes that could occur beyond 2031. Therefore a precautionary, risk-based approach should be applied to developing plans, policies and strategies. UK climate projections (UKCP09 or the most recent projections if superseded) should be used to assess the level of risk that should be planned for.

3.12 Reducing the emission of greenhouse gases is vital to avoid the most dangerous effects of climate change but past emissions mean that some changes are now inevitable. The Climate Change Act (2008) commits the Government to achieving greenhouse gas emission reductions of at least 80% by 2050, and carbon dioxide emissions reductions of at least 26% by 2020, both against a 1990 baseline. Policy SS1 reflects an earlier, and more ambitious, regional target of an 80% reduction in carbon dioxide by 2050 from 1990 levels, with an interim target of 60%, by 2031, which is set out in the Regional Economic Strategy.

3.13 The planning system has statutory objectives to contribute to sustainable development and to the mitigation of and adaptation to climate change. Policies in the East of England Plan are intended to contribute to reducing greenhouse gas emissions by ensuring development is located to minimise the need to travel (Policy SS2), encouraging the provision of sustainable travel choices (Policies T1 to T4), encouraging high standard energy efficient developments (Policy ENG1), and through valuing the environment's potential capacity to sequester carbon dioxide (Policies ENV1 and ENV5). Achieving the regional targets will be dependent on successful delivery of national policies as well as behavioural change towards low carbon lifestyles. The Transport Carbon Study (EEDA 2009) demonstrates the difficulty in achieving a 60% reduction in carbon dioxide emissions from the transport sector by 2031 in this region. This would mean the region would need to exceed a 60% reduction in carbon dioxide emissions in other sectors, in particular domestic, and industrial and commercial sectors.

3.14 The East of England is particularly vulnerable to climate change.The predicted changes will affect the amount and distribution of rainfall, and could have a detrimental impact on groundwater resources and the demand for water from all sectors. This will contribute to additional pressure

on limited water resources in what is already the driest region in the country. Policies WAT1 and WAT2 address the need to use water more efficiently and the need for a co-ordinated approach to water supply, water quality and flood risk.

3.15 Communities, infrastructure, and nationally important food production areas such as the Fens, which includes half of all the most productive land in the country, are equally threatened by changing climate patterns, particularly as droughts and floods may become more frequent in future. Infrastructure, designed to cope with past and present conditions, could be at risk in future, including infrastructure of national and international importance, notably the region's major ports and renewable and nuclear energy infrastructure from flooding and coastal storm events.

3.16 The region is well placed to respond and take economic advantage of these changes. The Regional Economic Strategy recognises the commercial opportunities arising from pioneering new technologies around renewable energy, resource-efficient housing, and ICT. The region also has a wealth of environmental technology-focused university and research establishments with specialism in agriculture, energy and engineering sectors, as well as expertise in understanding and adapting to the impacts of climate change. Policy E4 provides support for the many sectors and business clusters that will underpin the move to a low-carbon economy.

POLICY SS2: Urban Concentration

In seeking the more sustainable relationships described in Policy SS1, this spatial strategy directs most strategically significant growth to the region's major urban areas where:

- strategic networks connect and public transport accessibility is at its best and has the most scope for improvement; and
- there is the greatest potential to build on existing concentrations of activities and physical and social infrastructure and to use growth as a means of extending and enhancing them efficiently.

Within this context local development documents should develop policies which:

- ensure new development contributes towards the creation of more sustainable communities in accordance with the definition in Policy SS1. In particular, they should require that new development contributes to improving quality of life, community cohesion and social inclusion. This should include by making suitable and timely provision for the needs of the health and social services sectors and primary, secondary, further and higher education particularly in areas of new development and priority areas for regeneration;
- adopt an approach to the location of major development which prioritises the re-use of previously developed land in and around urban areas to the fullest extent possible while ensuring an adequate supply of land for development consistent with the achievement of a sustainable pattern of growth and the delivery of housing in accordance with Policy H1; and
- phase the release of greenfield land to prioritise the re-use of previously developed land as supported by strategic land and market assessments, whilst seeking environmental and development gains from such growth. The regional target is for 60% of development to be on previously developed land.

3.17 The most effective way of managing growth pressures, contributing to the sustainable development of the region and assisting in reducing carbon emissions is to concentrate development at the region's cities and other significant urban areas including market towns. Major towns and cities provide focal points for retailing and other commercial activities, administration, culture, and tourism. They provide access to public transport and are a focus for improving the interchange facilities required to strengthen public transport. They serve not only their own geographical areas but extensive hinterlands which include rural market towns and villages. Market towns play an important part in a sustainable pattern development by providing service hubs for their extensive rural

hinterlands and can be served more readily by public transport. Larger villages may also provide employment and everyday services, and new development should link with and relate well to the higher order centre. In smaller villages the emphasis should be on supporting rural communities by meeting local housing needs, encouraging appropriate employment and innovative forms of public transport.

3.18 Where new housing is proposed consideration needs to be given to its implications for the full range of health and social infrastructure that should be provided or augmented in parallel with development. Local development documents need to take account of the most recently published Regional Social Strategy and Regional Health Strategy, together with advice from local education authorities, primary care trusts and the Strategic Health Authority, the police and other service providers.

3.19 In light of the most recent monitoring information relating to local previously developed land targets and trajectories, the continuation of a regional target of 60%, in line with national guidance, is appropriate. The extent to which the regional target is achieved will vary across the region, although as the aspiration is to maximise the use of previously developed land, local development documents should aim to exceed the 60% regional target where appropriate. The Annual Monitoring Report should continue to track performance in different parts of the region and whether the regional target is being achieved. The regional target for re-use of previously developed land should be monitored in relation to housing and employment development.

3.20 The phasing of the release of greenfield land in this policy reflects the need for local assessments to determine brownfield land availability; whilst recognising that previous take up may diminish reliance on brownfield allocations in some districts.

POLICY SS3: Key Centres for Development and Change

To achieve sustainable development and the aims of policies SS1 and SS2, new development should be concentrated at the following locations:

Basildon	Bedford / Kempston / Northern Marston Vale
Bury St Edmunds	Cambridge
Chelmsford	Colchester
Great Yarmouth	Harlow
Hatfield and Welwyn Garden City	Hemel Hempstead
Ipswich	King's Lynn
Lowestoft	Luton / Dunstable / Houghton Regis and Leighton Linslade
Norwich	Peterborough
Southend-on-Sea	Stevenage
Thetford	Thurrock urban area
Watford	

3.21 Concentrating development at these locations will make the most of existing infrastructure and the potential for improvements or extensions to it. The principal aims for each of the centres are set out in section 14, Sub-areas and Key Centres for Development and Change.

3.22 The key centres reflect the polycentric nature of the East of England – a region of small and medium sized towns and cities surrounded by more rural areas which look to those towns for employment and higher level services. The main exceptions are Essex Thames Gateway and the London Arc. They are characterised by towns and urban areas which have been strongly influenced by London and which are located close to each other with complex movements between them for, amongst other things, shopping, employment and education. The spatial strategy builds on and reinforces the region's polycentric nature by focusing development on the key centres, including within Essex Thames Gateway and the London Arc, where the strategy looks to strengthen the role of a selected number of the towns.

3.23 While all the key centres are a focus for growth, they vary greatly in their economic scale, role and drivers. The East of England Regional Economic Strategy identifies a sub-set of the key centres, the larger urban sub-regions, cities and their hinterlands,as 'engines of growth'. These are: Thames Gateway South Essex, Greater Cambridge, Greater Peterborough, the Milton Keynes South Midlands growth area focusing on Luton as a regional city, London Arc, Greater Norwich and the Haven Gateway. The strong performance of these urban areas will have major benefits to the economic and social well-being of their rural hinterlands and market towns. The Regional Economic Strategy also recognises the need for coastal renaissance particularly for Great Yarmouth and Lowestoft. See Figure 5.1 Figure 5.1 'Engines of Growth ', in the Economic Development chapter.

3.24 Where key centres adjoin or cross local authority boundaries, local planning authorities should work jointly to develop co-ordinated strategies and delivery mechanisms.

POLICY SS4: Other towns and settlements in rural areas

Local development documents should define the approach to development in towns (other than those listed in Policy SS3), other key service centres and other rural settlements.

Those towns, outside Policy SS3, include selected market towns and other large settlements with the identified potential to increase their economic and social sustainability through measures to:

- support urban and rural renaissance;
- secure appropriate amounts of new housing, including affordable housing, local employment and other facilities; and
- improve the town's accessibility, especially by public transport.

Local development documents should also consider the potential of other key service centres to accommodate development which is sympathetic to local character and of an appropriate scale and nature in relation to local housing and employment needs.

In other rural settlements, local development documents should seek to retain the vitality of rural communities through supporting the viability of local services, agriculture and other economic activities, diversifying the economy and providing housing for local needs.

3.25 In the context of the spatial strategy, rural areas comprise all of the region outside the larger towns referred to in Policy SS3 and include smaller market towns and villages, as well as the open countryside. The spatial strategy seeks to locate the majority of new development in and adjacent to the Key Centres for Development and Change and to protect the quality and character of the region's rural areas. However, it also recognises the need to retain viable and vibrant rural areas.

To that end, there is an important role for market towns and other key service centres in providing employment and services to their rural hinterlands and meeting housing needs. In smaller rural communities, it will be important to maintain their economic and social sustainability.

3.26 Market towns and other large settlements with the potential to increase their economic and social sustainability are those which make a contribution to the broader needs of the area. They have a good service base, there is a reasonable existing level of both housing and employment, and they generally act as a node for public transport. They provide a good basis of a sustainable settlement upon which further development can take place. The provision of new homes in these towns can increase support for services, such as schools, health facilities, shops and public transport. In the context of maintaining and improving the self-sufficiency of such towns, local authorities should seek to achieve an improved housing-employment balance thereby offering the opportunity to minimise commuting. Public and private sector investment should be used as an opportunity to bolster the role of market towns wherever possible.

3.27 Key service centres are the focus of meeting local housing and employment needs. They are normally large villages with a good level of services, which might include:

- a primary school within the settlement and a secondary school within the settlement or easily accessible by public transport;
- primary health care facilities;
- a range of retail and service provision capable of meeting day-to-day needs, particularly for convenience shopping;
- local employment opportunities; and
- frequent public transport to higher order settlements.

3.28 Many smaller villages have very limited local services and are largely, if not wholly, dependent on key service centres, market towns, and main urban areas for everyday needs. In many cases, population growth would not be the solution to rural service decline and could increase the need for access by car contrary to the principles of sustainable transport set out elsewhere in this document. However some development, including community facilities, may well be needed to ensure their continued vitality. The main challenges are securing small-scale local employment opportunities and supporting the needs of agriculture, improving public transport access to higher order settlements, providing housing for specific local needs and supporting the sustainability of local services. There may be local housing needs that can best be met at those settlements rather than concentrating all housing at towns and key service centres, but care should be taken to ensure new development is directed to locations where it will have the greatest benefits for overall sustainability. It will be for local development documents to determine the appropriate balance between ensuring that new development is supported by adequate services and meeting genuine local needs.

3.29 There is an acute shortage of affordable housing in many rural areas. Responding to this challenge is a priority if significant sectors of the rural community are not to be excluded by high, open market house prices.

3.30 Other policies in this plan, and Government policy, could have a bearing on the interpretation of these settlement policies at local level, in particular Policy SS7 and PPS2 in relation to Green Belts and Policy SS9 in relation to the coast. Accordingly it may not be appropriate to see the scale of development referred to above because of the impact on the objectives of the green belt or because of assessments of flood risk.

POLICY SS5: Priority Areas for Regeneration

The Priority Areas for Regeneration are:

- areas with generally weak economic performance and significant areas of deprivation: Essex Thames Gateway; Lowestoft and Great Yarmouth; King's Lynn and West Norfolk; the remote rural areas of Norfolk and Suffolk and the Fens;
- areas with significant areas of deprivation: Luton/ Dunstable/ Houghton Regis; Bedford/ Kempston; Harlow and the Lee Valley; Haven Gateway (Ipswich/ Harwich/ Colchester/ Clacton); Peterborough; Norwich and Stevenage.

Local Development Documents and relevant non-statutory plans should set out policies to tackle the problems of economic, social and environmental deprivation in these areas and other places with locally significant regeneration needs.

3.31 The East of England is often regarded as an affluent area. However, many households live in relative deprivation. They tend to be concentrated in areas of the region with relatively high unemployment and disparities in wealth, income and job opportunities. People suffering such disadvantages often also suffer from poor access to services, worse health and life expectancy, and a lower overall quality of life.

3.32 It is not appropriate for the Regional Spatial Strategy to identify all areas of deprivation. Policy SS5 identifies only the most significant areas as priorities. They are concentrated in some of the larger urban areas and the more peripheral north and east. Even in prosperous and economically buoyant areas there are often pockets of deprivation. Local development documents and other relevant strategies should address localised regeneration needs. Local delivery agencies and partnerships have a major role to play in ensuring the effective implementation of regeneration policies, including ensuring that business plans and investment programmes of various partners are aligned.

3.33 Most of the priority areas are also addressed in policies for sub-regions and key centres in section 14 and in Policy SS9 in relation to coastal settlements. In many instances regeneration action will need to focus on individual wards and other locally defined areas to ensure the effective targeting of resources.

3.34 The exception is the remote, rural areas of Norfolk, Suffolk and the Fens where deprivation and related issues are spread over a wide area. In large part the problems are created by remoteness which leads to difficulties in access to services and affordable housing. This is exacerbated in many rural areas by a preponderance of lower skilled jobs and low wage rates. Frequently pockets of deprivation are masked in statistics covering wider areas by wealthier retirees, long distance commuters or second home owners.

3.35 The challenge for many rural communities is to recognise that the type of development referred to in Policy SS5 is often not sufficient by itself to improve these long term trends. Wider actions need to be taken by the public and private sector and by the communities themselves to look at new ways to deliver services in rural areas, both through a physical presence and through remote access and the internet. Measures need to be taken to improve the skill levels of the workforce and the added value of the jobs in rural areas, thereby raising average wage levels. In all circumstances, it will be essential to ensure that there is good access to high speed broadband for businesses and homes. In addition innovative approaches should be sought to retain and, where possible, improve public transport provision in rural areas.

3.36 The European Regional Development Fund funded Competitiveness Programme for the East of England for the period 2007-2013, aims to strengthen competitiveness and promote employment and economic growth through innovation and knowledge transfer, enterprise and business support and sustainable development, production and consumption. The Competitiveness Programme for the East of England is worth about €110 million and will support low carbon economic growth in the region. Other European funding is available across the region through the European Social

Fund-funded Employment Programme, worth €205 million, focusing on extending employment opportunities and developing a skilled and adaptable workforce, and through a range of territorial co-operation programmes.

POLICY SS6: City and Town Centres

Thriving, vibrant and attractive city and town centres are fundamental to the sustainable development of the East of England and should continue to be the focus for investment, environmental enhancement and regeneration.

Local development documents, local transport plans, sustainable community strategies and relevant economic, environmental and cultural strategies should:

- define the role (or redefine it where necessary) of each city or town centre and include a strategy to manage change, promote a healthy mix of uses, build upon positive elements of its distinctive character, and support the development and enhancement of the local cultural heritage;
- ensure that land is allocated or can be made available to meet the full range of the city or town centre's identified needs; and
- protect and enhance existing neighbourhood centres and, where the need is established, promote the provision of new centres of an appropriate scale and function to meet local day to day needs.

3.37 The East of England has a network of mainly medium and small town centres which are vital elements of the regional economy and at the heart of economic, cultural, tourism, and other service provision and social interaction. They serve both their immediate urban areas and wider hinterlands. In areas with weaker economies a successful retail sector is often important to regeneration. There is a need to support, enhance and develop the role of all centres. The public sector and related agencies will be expected to support this strategy by locating new facilities, for example health care, higher education and offices, in appropriate centres wherever practicable.

3.38 Urban areas and retail catchments do not follow local authority boundaries. Local authorities should co-operate to develop strategies to ensure that centres are protected and enhanced and that new provision is appropriately located.

3.39 The role of town centres should be recognised in the preparation and review of sustainable community strategies, local transport plans and local economic strategies/assessments to promote the economic, environmental and social success of town centres.

POLICY SS7: Green Belt

The broad extent of Green Belts in the East of England are appropriate and should be maintained. However, strategic reviews of Green Belt boundaries are needed in the following areas to meet regional development needs at the most sustainable locations[(1)]:

- Stevenage, involving land in Stevenage and North Hertfordshire;
- Harlow, involving land in Harlow, East Hertfordshire and Epping Forest Districts; and
- Luton, Dunstable, Houghton Regis and Leighton Linslade Growth Area urban extensions.

1 NB Policy relating to the reviews of Hemel Hempstead and Welwyn/Hatfield, which are listed in the equivalent policy in the current Plan, have been remitted to the Secretary of State following legal challenges. Pending further work by the Secretary of State, those elements of the policy are deemed 'not approved' and therefore not included here

These reviews will have to satisfy national criteria for Green Belt releases, accord with the spatial strategy and ensure that sufficient land is identified to avoid the need for further review to meet development needs before 2031. Where reviews cover more than one local authority, they should be undertaken through a joint or co-ordinated approach.

The reviews at Harlow, Stevenage, and the Luton and South Bedfordshire Growth Area should identify compensating strategic extensions to the Green Belt in East Hertfordshire, North Hertfordshire, and Central Bedfordshire relating to Milton Keynes respectively.

The Bedfordshire Green Belt should be extended in the region to define the limits of strategic development area to the south east of Milton Keynes.

3.40 Extensive areas of the region are designated as Green Belt to constrain the growth of large urban areas, prevent coalescence, safeguard the countryside, preserve the setting of historic towns and assist urban regeneration. However the following exceptional circumstances justify strategic Green Belt reviews at the general locations in Policy SS7:

- Policy SS2 directs strategically significant development to major urban areas for sustainability reasons that apply equally to urban areas within, as well as beyond, the Green Belts. Whilst Green Belt boundaries assist urban regeneration and concentration, in some areas they have acted as a constraint to sustainable development, resulting in a greater dispersal of development and thereby contributing to unsustainable travel patterns; and

- the scale of the region's housing needs and the aim to achieve a better balance between supply and demand in all areas, including the London Arc where demand is particularly strong, affordability problems particularly acute and pressures are likely to intensify further because of the proximity to London and scale of employment growth.

3.41 The reviews will result in significant change locally but can be made without eroding the principles and overall functioning of the Green Belt.

3.42 The potential for more co-ordinated management of the countryside throughout the Green Belts in the region should be investigated and consideration given to preparing joint strategies to enhance landscape character, recreational access and habitats. In doing so, regard should be had for the requirements of Policy ENV1: green infrastructure and in particular, the role of Green Belt as part of connected networks of green space.

3.43 The Milton Keynes South Midlands Sub-Regional Strategy identified the need for a strategic Green Belt review at Luton/ Dunstable/ Houghton Regis and Leighton Linslade.

3.44 This spatial strategy does not provide for the strategic review of the Cambridge Green Belt beyond that undertaken through the Cambridgeshire and Peterborough Structure Plan and related local plans/development plan documents.

3.45 Where Green Belt boundaries are reviewed, the aim should be to release sufficient land to avoid further review before 2031. Policy H1 sets out the level of development required up to 2031. Development plan documents should test whether this scale of growth will be achievable in the local circumstances and if not, release the maximum area commensurate with sustainable development.

3.46 Land released for long term housing and associated development needs should be safeguarded for this purpose in accordance with annex B to PPG2. This review of spatial strategy sets the rate of growth at each key centre or district to 2031. This may or may not require all the land excluded from the Green Belt and safeguarded on the basis outlined above to be developed in this period.

3.47 Policy 5 of the 1998 Hertfordshire Structure Plan described the general area of a Green Belt extension between Stevenage and Luton in North Hertfordshire district. While no longer part of the development plan, the provisions of that policy still provide a sound basis for redefining boundaries in that area. The extensions between Stevenage and Luton and to the north of Harlow will increase the overall area of Green Belt in the region, taking account of the releases in line with Policy SS8 and at Luton.

POLICY SS8: The Urban Fringe

Local authorities should work with developers and other agencies to secure the enhancement, effective management and appropriate use of land in the urban fringe through formulating and implementing strategies for urban fringe areas, working across administrative boundaries where appropriate.

Local development documents should:

- ensure that new development in or near the urban fringe contributes to enhancing its character and appearance and its recreational and/or biodiversity value and avoids harm to sites of European and international importance for wildlife in particular;
- seek to provide networks of accessible green infrastructure linking urban areas with the countryside; and
- set targets for the provision of green infrastructure for planned urban extensions.

3.48 Policy SS8 complements Policy ENV1 in recognising the importance of improving the urban fringe, including undeveloped coast close to coastal towns.

3.49 The East of England contains considerable areas of urban fringe, which is the intermediary area between the urban area and open countryside. It is sometimes characterised by downgraded and under-used agricultural land and fragmented ownership, but can offer scope for environmental improvements. Strategies for the urban fringe should be underpinned by assessments of landscape character and the scope to enhance recreation provision and ecological diversity.

3.50 A number of initiatives are already in place to secure positive urban fringe management, including the Thames Chase, Watling Chase and Marston Vale Community Forests and the Lee and Colne Valley Regional Parks. Such initiatives should be continued and extended. There are significant advantages to be gained through a strategic vision for urban fringe management of an extended area, such as the Green Grid in Essex Thames Gateway and the Green Arc around north-east London.

3.51 Some parts of the urban fringe will be used to accommodate urban extensions. Where this happens, it will be important to develop complementary strategies for the positive management of the adjoining countryside to ensure that development is successfully absorbed in the landscape, the needs of residents for access and recreation are provided for in a manner compatible with other objectives, for instance long-term agricultural management and the setting of settlements taken into account.

3.52 Green space targets for urban extensions should have regard to local circumstances and take account of best practice advice, such as that provided by Natural England.

POLICY SS9: Managing Coastal Change

The East of England coast is particularly vulnerable to the effects of storm surges, saline intrusion, coastal squeeze and erosion, which is likely to increase with climate change. In order to respond to these impacts and take advantage of the potential opportunities the strategy for the coast is to adopt an integrated approach that recognises and responds to:

- current risks and increasing likelihood of flood and erosion as a result of climate change, both within the period covered by this Plan and beyond;
- the economic and social value of the region's ports, seaside towns and other coastal assets, including its wealth of natural habitats and historic assets;
- the needs and opportunities for regeneration and reducing deprivation in coastal settlements;
- the need to conserve, and where possible enhance, the coast's environmental and historical assets, especially those of national and international importance; and
- the interrelationships between the coast and its hinterland, particularly in terms of maximising their economic potential and addressing the challenges of adapting to climate change.

Reflecting this approach, local development documents should:

- identify those stretches of coast that are vulnerable to coastal change, and plan positively for adaptation and/or mitigation, taking a realistic view of where defences can be maintained to a sufficient standard;
- take a risk-based approach to development in potentially vulnerable locations, in line with national planning policies for the coast and in ways which make good use of short-medium term opportunities to maintain the viability of coastal communities;
- make clear provision for the relocation of coastal assets at risk of erosion or permanent inundation, where this is necessary to help maintain communities, assist local economies and/or conserve important habitats, landscapes and historic features;
- to assist the viability of relocation, consider using an 'exceptions' approach to making land available, on sites that would not otherwise be released for development;
- recognise and respond to opportunities for improving economic, social and environmental conditions that may arise from coastal change (such as habitat creation, leisure/tourism opportunities and replacement housing);
- ensure, where long-term regeneration continues to be pursued and an adequate standard of defences can be maintained, that policies and proposals take full account of flood prevention and mitigation in accordance with Policy WAT3;
- consider and plan for the implications of differential rates of shoreline retreat (in line with current and anticipated investment in defences), particularly as it affects coastal communications and shoreline access; and
- provision should also be made to address the loss of coastal habitats and landscape features which are threatened by coastal squeeze.

3.53 The East of England has 723 km of predominantly low-lying coastline and cliffs of soft geology. The coast and its hinterland face distinctive and inter-connected social, economic and environmental challenges. It is home to some of the region's most outstanding landscapes and many of its most important wildlife habitats, with extensive tracts designated for their European and international importance. At the same time this is a place of dynamic – and sometimes dramatic – physical change. The East of England coast is particularly vulnerable to the effects of storm surges, saline intrusion, coastal squeeze, sea level rise and erosion, which are likely to increase in response to climate change.

3.54 Coastal communities need to adapt to these changes, while also responding to particular social and economic challenges. Some coastal settlements are relatively wealthy, but many face problems associated with poor transport links, weak economies, social deprivation and the need for physical regeneration and isolation due to their physical position.

3.55 Policies for the coastal zone need to recognise and respond to these challenges, taking an integrated and long-term view of how to address them, and not treating coastal communities in isolation (recognising the scope in some places to strengthen the linkages with areas inland). National policies for managing coastal change are evolving and point strongly towards a risk-based approach to both addressing the consequences of physical change and recognising the opportunities

that may derive from such change. Shoreline management plans and strategic flood risk assessments should be a key part of the evidence base for policy development, but those policies will also need to take a realistic view of the resources available for investment (for example in terms of flood defence and regeneration). Where considered appropriate, local planning authorities should work collaboratively with adjacent districts and other partners to ensure administrative boundaries do not act as constraint to sustainable management of coastal change.

3.56 In some places a proactive approach to planning for the relocation of coastal communities (in whole or in part), and the infrastructure on which they rely, will be needed. Identifying suitable sites or an exceptions basis may be necessary to help facilitate this, to help stimulate the release of land at less than full market value. Enabling development should also be considered as a means of assisting the viability of relocation.

3.57 In some areas important contributors to the coastal economy (e.g. caravan sites) are often of a temporary character and their location can make them especially vulnerable to the effects of flood risk and erosion. Opportunities may however exist to retain or even introduce temporary forms of accommodation in areas threatened by coastal change, in places where longer-term erosion/inundation is anticipated (and would rule out more permanent development) but the short-medium term risks are much less.

3.58 Decisions affecting the coastal zone will need to recognise the dynamic nature of coastal processes, and the impact that decisions affecting one stretch of coast can have on others. Local planning authorities should adopt mutually supportive policies to protect important sites and habitats that cross local authority boundaries. Habitats which cannot be preserved in situ should be replaced by new areas as close as possible to those existing and wherever possible, before the original site is lost. Specific action should be taken to safeguard land on the coast identified for the relocation or re-creation of internationally important habitats, to offset losses elsewhere on the East of England coast. Historic assets which cannot be preserved *in situ* should be relocated and/or recorded according to their significance.

3.59 There is considerable scope for more integrated decision-making on the coast. As well as taking full account of the evidence in shoreline management plans and strategic flood risk assessments, planning policies should be informed by (and in turn influence) marine plans, estuary strategies and management plans and strategies for improving coastal access. The potential implications and benefits of developments offshore should also be considered, such as the potential for offshore wind schemes to provide community as well as economic benefits.

3.60 While this policy deals specifically with the challenges and consequences of coastal change, planning for the coastal zone should consider the full range of other policies in the Regional Spatial Strategy, and in particular: Policy SS5: Priority Areas for Regeneration; Policy IMP1: Implementing the Regional Spatial Strategy; Policy IMP2: Protection of Designated European Sites; Policy E6: Tourism; Policy ENV3: Biodiversity and Geodiversity; Policy ENV6: The Historic Environment; Policy WAT3: Flood Risk Management and the Sub-Area and Key Centre for Development and Change polices where relevant to coastal areas.

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3 Spatial Strategy

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4. Implementation, Monitoring and Review

4.1 Achieving sustainable growth depends on sufficient capacity of necessary infrastructure and revenue streams being available, or becoming available, in time to meet the increases in demand. This will include, in some cases, overcoming existing deficits of capacity in the region. Additional capacity can come from better management of demand, improved efficiency of existing infrastructure, or the provision of new infrastructure.

4.2 Effective implementation of the strategy is therefore crucial. It requires significant investment in social, environmental and physical infrastructure from a variety of sources including: central government, local government and European funding; private market funding for the bulk of development and contributions to the provision of necessary public/social infrastructure; and voluntary sector funding for a range of services not otherwise provided by public or private organisations. Growth can only be considered acceptable if the required capacity of infrastructure is available.

4.3 Implementation will require:

- a positive approach to ensure that the policies and proposals of the regional strategy are actively taken up by implementation agencies pursuing development and change;
- partnership working – to bring together the full range of organisations involved in schemes and programmes to pool and coordinate their efforts;
- innovative approaches to development finance and contributions – to maximise the contribution of development to meeting consequent community and infrastructure needs and find new ways of getting earlier delivery of critical facilities in association with large, phased schemes;
- full use of available approaches to implementation, including use of local delivery vehicles to enable development to be implemented proactively in circumstances where market forces alone may not be sufficient;
- monitoring, to ensure that the 'plan, monitor and manage' approach is continued, and leads to a timely review of aspects of the regional strategy that are under-performing or need to be review in light of changing circumstances.

POLICY IMP1: Implementing the Regional Spatial Strategy

Achieving sustainable growth depends on sufficient capacity of necessary infrastructure and revenue streams being available or becoming available, in time to meet the increases in demand. This will include, in some cases, overcoming existing deficits of capacity in the region.

Additional capacity can come from better management of demand, improved efficiency of existing infrastructure, or the provision of new infrastructure.

The East of England Regional Implementation Plan will be kept under review and enhanced to programme and prioritise the strategic infrastructure and interventions needed.

Where development creates a need for additional capacity, an infrastructure delivery programme needs to be agreed setting out how that capacity will be delivered.

If a delay or impediment to infrastructure delivery is identified through monitoring and/or review of a local development document, the scale and pace of growth may need to be reconsidered (but not its spatial distribution as described in policies H1 and E1). However, if local development documents or infrastructure delivery programmes identify fundamental constraints of capacity that cannot be overcome in the Plan period then this will trigger the need to consider a formal review of regional policy.

4 Implementation, Monitoring and Review

Co-operation is required between developers, infrastructure providers, local authorities, regional and national bodies to produce and monitor infrastructure delivery programmes.

The resources needed to implement these delivery programmes may be pooled, levied or directly provided. Mechanisms to fund the delivery of strategic infrastructure, including ahead of development where necessary, will be agreed, that involve relevant organisations.

Implementation will be achieved through the private, public and voluntary sectors working in an effective coordinated way and in particular will be secured through:

- high level regional co-ordinating arrangements which will develop and secure the implementation of the region-wide implementation plan;
- local planning authorities ensuring early preparation of local development documents; and
- the work of local delivery vehicles and local delivery partnerships.

4.4 The East of England Implementation Plan sets out a comprehensive framework of interventions in the form of programmes to be delivered throughout the region. The Implementation Plan will be kept updated to reflect additional priorities that emerge during the revision to the spatial strategy. Evidence demonstrating the requirement for, and delivery of, infrastructure is part of forming sound local development documents. Infrastructure planning and delivery involves a broad range of organisations and can take the form of project plans or programmes of delivery. Local infrastructure programmes provide further context for the implementation of the regional strategy. Infrastructure can include non-capital projects and programmes as well, such as revenue support to interventions that seek to affect shifts in behaviour.

4.5 The provision of additional capacity across all forms of infrastructure can not be separated from achieving the principles of sustainable development. Development should not proceed if the necessary infrastructure can not be provided, to do so would compromise the objectives and policies of the regional strategy. In this respect, growth can only be acceptable on condition that the required capacity of infrastructure is available. As well as making use of existing capacity, this condition includes resolving existing deficits that local authorities and other agencies identify. The evidence base that has been prepared as part of this revision has already identified existing deficits such as: the capacity of transport networks being exceeded particularly at peak times, energy distribution networks hindering development of allocated sites, and the measures needed to reduce the unsustainable consumption of resources irrespective of growth.

4.6 The policy recognises that local development documents have a responsibility to ensure that their detailed proposals are 'sound' which includes assessing infrastructure requirements. It draws a distinction between being flexible over delays with infrastructure that can be managed within the local development document period, and more fundamental failures in delivery that trigger the need to review whether the regional policy should be re-examined.

POLICY IMP2: Protection of Designated European Sites

Plans or projects implementing policies in this Regional Spatial Strategy are subject to the Habitats Directive. Authorities must therefore develop sequential avoidance and mitigation strategies to protect the integrity of European sites which are at risk due to proposals arising from this regional spatial strategy, or where a spatial planning response to issues of risk is appropriate. Particular pressures that have been identified are water quality and resource issues, recreational pressure and coastal squeeze. Where these pressures arise from or occur within areas of multiple authorities, these authorities should work together.

When deciding on the distribution of development allocations, local planning authorities must consider a range of alternative distributions within their area and should distribute an allocation in such a way that it avoids adversely affecting the integrity of European sites. In the event that a local planning authority concludes that it cannot distribute an allocation accordingly, or otherwise avoid or adequately mitigate any adverse effect, it must make provision up to the level closest to its original allocation for which it can be concluded that it can be distributed without adversely affecting the integrity of any European site.

4.7 PPS9 Biodiversity and Geological Conservation, supported by wildlife and countryside legislation, accords the strongest possible level of protection to internationally and nationally designated sites; Circular 06/05 provides guidance on the protection of such sites. Designated sites cover some 6.6% of the region, comprising 567 Sites of Special Scientific Interest of which many are European sites – Special Areas of Conservation and Special Protection Areas – and Ramsar sites (wetlands designated for their international importance to wildlife). Some are also national nature reserves.

4.8 Where a likely significant effect of a plan or project on European sites cannot be excluded, an appropriate assessment in line with the Habitats Directive and associated Regulations will be required. If, after completing an appropriate assessment of a plan or project, local planning authorities and other bodies are unable to conclude that there will be no adverse effect on the integrity of any European sites, the plan or project will not be approved, irrespective of conformity with other policies in the Regional Strategy, unless otherwise in compliance with Article 6(4) of the Habitats Directive.

4.9 A number of European sites have been identified as being at particular risk of impacts arising from water quality and availability issues, coastal squeeze and recreational pressures.Overall, Policy IMP1: Implementing the Regional Strategy provides guidance on the provision of infrastructure to support growth. Policies WAT1: Water Efficiency and WAT2: Integrated Water Management respond to existing and future water quality and availability issues that might impact on internationally designated sites through managing water resources and planning for water infrastructure. Issues regarding coastal squeeze are dealt with in policy SS9: Managing Coastal Change, through which local planning authorities are required to identify opportunities for and ensure that development does not prejudice options for managed realignment in the future. Policy ENV1: Green Infrastructure provides guidance on drawing up recreational green space and access management strategies for sites at risk from recreational pressure.

4.10 To assist local planning authorities in drawing up plans that are compliant with the Habitats Directive, it should be noted that the following European Sites have been identified as being at risk from:

- recreational pressure – the Lee Valley Special Protection Area(SPA) and Ramsar site; Broadland SPA and Ramsar site; Breckland SPA; Hamford Water SPA; the Stour and Orwell Estuaries SPA and Ramsar site; the Colne Estuary SPA and Ramsar site; the Blackwater Estuary SPA and Ramsar site; the Benfleet and Southend Marshes SPA and Ramsar site; Minsmere and Walberswick SPA and Thames Estuary and Marshes SPA and Ramsar site;
- water quality issues - Lee Valley SPA and Ramsar site; Broads Special Area of Conservation (SAC) and Broadland SPA and Ramsar site;
- water resource issues - River Wensum SAC, Norfolk Valley Fens SAC, Broads SAC, Broadland SPA and Ramsar site and Blackwater Estuary SPA and Ramsar site, Waveney and Little Ouse Valley Fens SAC; and
- coastal squeeze – Benfleet and Southend Marshes SPA and Ramsar site; Thames Estuary and Marshes SPA and Ramsar site; Minsmere and Walberswick SPA; Stour and Orwell Estuaries SPA and Ramsar site; Hamford Water SPA and Ramsar site; Essex Estuaries SAC and Benacre to Eastern Bavents SPA.

4 Implementation, Monitoring and Review

POLICY IMP3: Monitoring the Regional Spatial Strategy

Annual monitoring will track the delivery of development and the related components of sustainable communities, focusing particularly on:

- progress towards delivery of infrastructure necessary to support development and economic success;
- progress in the delivery of housing and evidence of housing need and housing market conditions, including affordability;
- progress in the development of the region's economy, in particular the growth of employment and its alignment with housing and population growth; and
- delivery of the environmental and other objectives of the Regional Spatial Strategy, in particular with regard to water consumption, waste water, green infrastructure and emissions; and
- the significant effects of implementation.

The results of such monitoring will be taken into account in implementing the Regional Spatial Strategy, contribute to the evidence base for its next review and inform decisions about the need for any single issue reviews of policy.

4.11 The plan, monitor and manage approach lies at the heart of the Regional Spatial Strategy, and its implementation through local development documents, transport plans and other means. Monitoring the Regional Spatial Strategy must be in accordance with statutory requirements, and consideration must be given to whether the findings of monitoring indicate a need for action(s) to secure its implementation and/or its policies to be reviewed. In this way a check is kept on whether the strategy is working and any changes are necessary.

4.12 Annual monitoring reports on the performance of the Regional Spatial Strategy have been published since 2001 by the Regional Assembly, and information and data is published regularly by the East of England Development Agency on the performance of the regional economy. Bringing together the regional spatial and economic strategies into a new, integrated regional strategy will require the development of an approach to monitoring which builds on the foundations of current monitoring regimes whilst focusing on the overall progress of the region and those policies and factors critical to the successful implementation of the regional strategy.

4.13 The approach to monitoring the regional spatial strategy accords with the good practice set out in Regional Spatial Strategy Monitoring; a good practice guide (ODPM December 2005), the principles set out in the Policy Statement on Regional Strategies (CLG and BIS 2010) and the Town and Country Planning (Regional Strategy) regulations 2010.

4.14 The monitoring arrangements should be kept under review, in liaison with local authorities and other partners. A particular aim will be to improve the efficiency and effectiveness of monitoring by ensuring that reliable and appropriate indicators are set and mechanisms put in place to collect and report data. In addition to the matters identified in Policy IMP2, the following areas require further development:

- the development of an integrated approach to the monitoring of the regional strategy bringing together arrangements for monitoring the previous regional spatial strategy and the regional economic strategy, as well as strategies covering housing, biodiversity, culture and sport;
- an analytical process which addresses the key relationships and linkages between different policy areas (e.g. houses, jobs and infrastructure);
- closer links between the processes for monitoring the regional strategy and local development documents;

- trajectories for the carbon performance of new development;
- sub-regional monitoring and closer working with neighbouring regions where sub-regions cross regional boundaries.

4.15 A draft monitoring framework, published with this draft regional spatial strategy, sets out provisional output indicators and targets related to the draft spatial strategy objectives and policies and contextual indicators to assist understanding of the evolving context in which the regional spatial strategy operates. Where appropriate they reflect the national set of output indicators. So far as possible the targets are SMART (specific, measurable, achievable, realistic and time-bound) but in some cases further information is needed before they can be defined precisely. The regional economic strategy 2008 sets out a range of indicators to assess progress towards that strategy's vision.

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4 Implementation, Monitoring and Review

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5. Economic Development

5.1 The East of England has been one of the fastest growing regional economies in the UK. It benefits from major assets, such as globally renowned research departments and institutions, leading companies in growing markets, major investment to expand international ports and a strong relationship with London. The region needs to maximise its economic performance, building upon successful locations whilst supporting regeneration.

5.2 The Regional Economic Strategy's vision is that the East of England will be: internationally competitive with a global reputation for innovation and business growth; a region that harnesses and develops the talents and creativity of all; and at the forefront of the low carbon and resource efficient economy.

5.3 For the regional economy to grow in a way that is sustainable, it is important that the spatial strategy supports existing agglomeration processes in larger towns and cities, and recognises and supports anticipated changes in the region's economy. The 'Engines of Growth', identified in the Regional Economic Strategy and shown below, will proportionally drive forward the region's economy and this is supported through the identification of Key Centres for Development and Change in Policy SS3.

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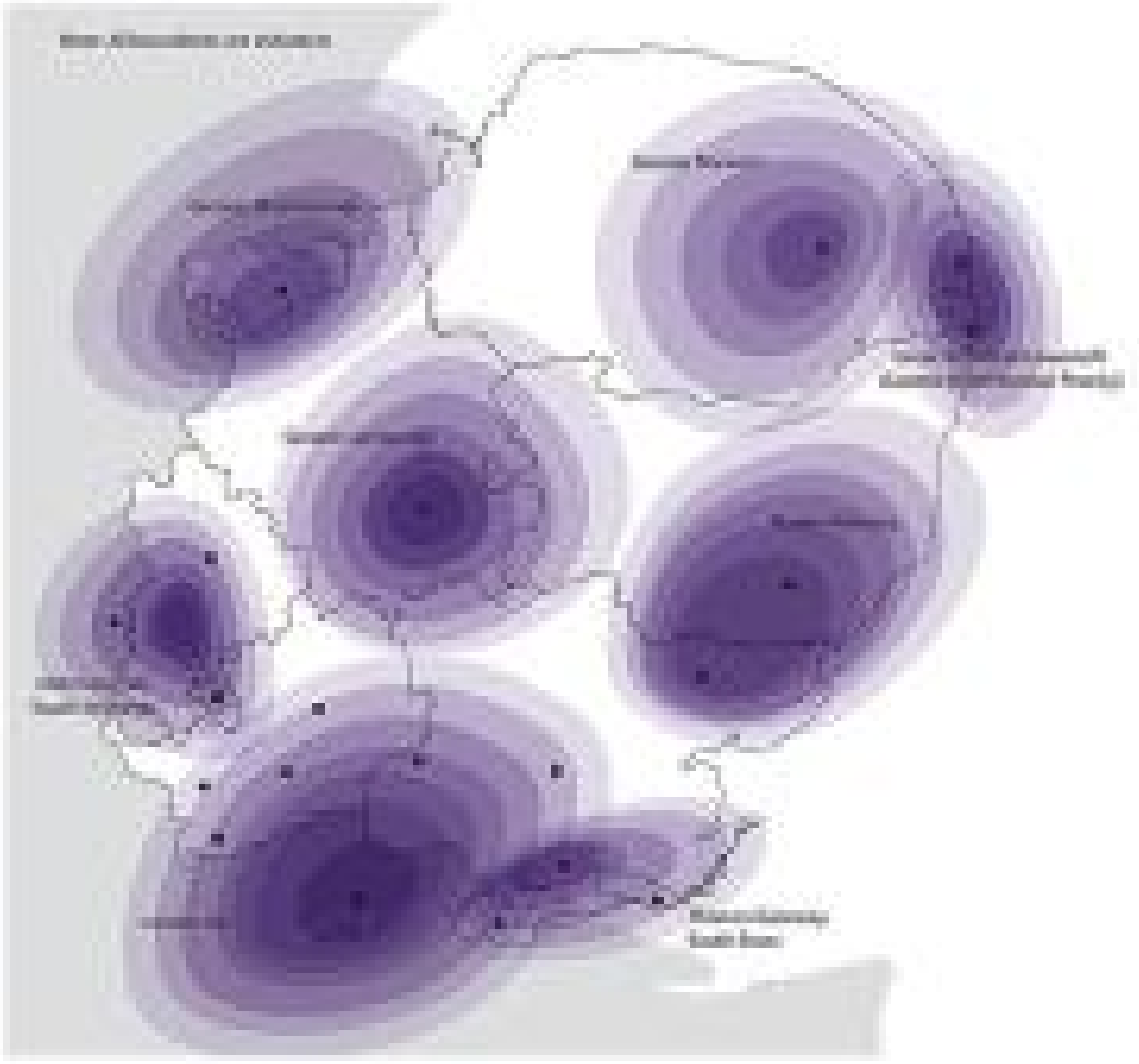
5 Economic Development

Figure 5.1 Engines of Growth



NB. Temporary map, awaiting higher resolution version.

5.4 The region's regeneration areas and coastal towns are underperforming against a range of economic indicators. This Plan seeks to support regeneration to improve the social and economic well being of these locations.

5.5 The future of the economy in rural areas is dependent upon many of the same factors that drive the wider economy and demands innovation, new skills and a supportive business environment. The relationships between major urban areas, market towns and their rural hinterlands are recognised as a highly interdependent economic system.

5.6 The policies in this Regional Spatial Strategy seek to identify the scale of job growth to be planned and to ensure that appropriate land and strategic sites are provided through the planning process and the region's key sectors and clusters are supported.

POLICY E1: Job Growth

As required by PPS4, the following indicative targets for net growth in jobs for the period 2011-2031 are adopted as reference values for monitoring purposes and to provide guidance to regional and local authorities, EEDA and other delivery agencies in their policy development and decision-making on employment. Local development documents should provide an enabling context to achieve these targets. They may be revised as a consequence of testing through the preparation of local development documents (informed by employment land reviews and the preparation of local economic assessments). Although shown as District targets, in many parts of the region economic/urban areas extend across two or more District boundaries and a coordinated approach to the job targets will need to reflect this.

District	Indicative net additional jobs 2011-2031	Comments
Bedford	15,000	
Central Bedfordshire	23,000	Includes substantial job growth related to Luton Growth Area
Luton	14,000	
Bedfordshire and Luton	**52,000**	Coordination is required between the relevant authorities for each of the Growth Areas.
Cambridge City	20,000	Subject to testing (involving the East of England Local Government Association, East of England Development Agency and local authorities)
East Cambridgeshire	11,000	
Fenland	8,600	
Huntingdonshire	10,800	
South Cambridgeshire	21,200	
Peterborough	30,000	
Cambridgeshire and Peterborough	**101,600**	
Basildon	12,000	
Braintree	5,900	
Brentwood	3,700	
Castle Point	4,500	
Chelmsford	23,500	
Colchester	18,000	
Epping Forest	3,600	

5 Economic Development

District	Indicative net additional jobs 2011-2031	Comments
Harlow	8,100	
Maldon	4,000	
Rochford	7,000	
Tendring	7,000	
Uttlesford	9,200	
Southend-on-Sea	12,000	
Thurrock	30,000	
Essex, Southend and Thurrock	**148,500**	
Broxbourne	6,200	
Dacorum	16,500	
East Hertfordshire	13,600	
Hertsmere	17,900	
North Hertfordshire	9,000	
St Albans	11,400	
Stevenage	11,400	
Three Rivers	4,300	
Watford	10,700	
Welwyn Hatfield	7,100	
Hertfordshire	**108,100**	
Breckland	6,900	
Broadland	10,000	Apportionment for the Norwich Policy area will be determined by Broadland, Norwich and South Norfolk Councils
Great Yarmouth	5,000	
King's Lynn & West Norfolk	11,600	
North Norfolk	1,100	
Norwich	12,100	Apportionment for the Norwich Policy area will be determined by Broadland, Norwich and South Norfolk Councils

District	Indicative net additional jobs 2011-2031	Comments
South Norfolk	17,900	Apportionment for the Norwich Policy area will be determined by Broadland, Norwich and South Norfolk Councils
Norfolk	**64,600**	
Babergh	9,700	Apportionment for the Ipswich Policy Area will be determined by Babergh, Ipswich, Mid Suffolk and Suffolk Coastal Councils
Forest Heath	6,600	
Ipswich	14,000	Apportionment for the Ipswich Policy Area will be determined by Babergh, Ipswich, Mid Suffolk and Suffolk Coastal Councils
Mid Suffolk	11,100	Apportionment for the Ipswich Policy Area will be determined by Babergh, Ipswich, Mid Suffolk and Suffolk Coastal Councils
St Edmundsbury	13,600	
Suffolk Coastal	11,700	Apportionment for the Ipswich Policy Area will be determined by Babergh, Ipswich, Mid Suffolk and Suffolk Coastal Councils
Waveney	5,000	
Suffolk	**71,700**	
East of England	**546,500**	

5.7 Policy E1 sets out indicative job targets for the region. These seek to deliver the objectives set out in Chapter 2, particularly those related to realising the economic potential of the region and its people. The regional target represents an uplift on the level of job growth that might otherwise be expected if the region was to maintain its current share of economic growth. This reflects the strategy that provides particularly, but not exclusively, for Key Centres for Development and Change that require positive management of their economic potential or require interventions to meet their designation as a Priority Area for Economic Regeneration. The policy supports:

- Bedford, Harlow, Stevenage, Hemel Hempstead and the Luton conurbation – to assist regeneration and ensure growth in key sectors and clusters;
- Thames Gateway - linked to the strategies for the key centres at Basildon, Southend-on-Sea and Thurrock Urban Area;
- Cambridge Sub-Region - to secure its full potential as a centre for world-class research and development;
- Peterborough - to achieve regeneration, attract business activities and key sectors and clusters including environmental services;
- Greater Norwich - to support regeneration and its role in bio-technology;

- Great Yarmouth and Lowestoft - to support development associated with port expansion, regeneration and economic diversification;
- Hertfordshire - at locations (other than those noted above) where this would support strong, continued growth of mature and emerging clusters and sectors, or support regeneration of the Lee Valley;
- other Key Centres for Development and Change, including Chelmsford - to meet needs identified in local development documents; and
- Haven Gateway - to support growth and regeneration at Colchester and Ipswich, including the latter's role in ICT, and development associated with port expansion at Harwich and Felixstowe.

5.8 The indicative job targets identified in Policy E1 are influenced by the results of the East of England Forecast Model (Autumn 2009 run). The Model brings together a range of key variables including economic output, productivity, employment, population and housing. The starting point for the district targets represents that district's share of the region's growth - based upon the distribution of sectors (and assumptions about their growth) at a particular point in time. A view was also taken about the identified need for regeneration. The forecasts were also moderated to take account of local or sub regional visions, and capacity and deliverability issues. Across the region the change in jobs and change in workforce is broadly matched, but there are differences at the local level. In some parts of the region a conscious approach has to been taken to prioritise job growth over increases in workforce, because the aim is to reduce existing high levels of out-commuting and make more use of the potential local labour supply (such as bringing more people back into work). This also applies in policy constrained areas such as the London Arc.

5.9 The job targets set out in Policy E1 are presented for each District. However, there are many functional and physical economic geographies that span District boundaries (such as Ipswich or Norwich). In such cases, local authorities need to work together to ensure that there is the most effective distribution of economic growth, taking into account the needs of business, land availability, environmental constraints, and a sustainable relationship with proposals for housing growth.

POLICY E2: Provision of Land for Employment

Local Development Documents should ensure that adequate provision is made for a readily available supply of employment sites/premises (including sites within mixed-use areas and town/district centres) to achieve:

- the job growth targets of policy E1, or revisions to those targets as allowed in that policy;
- the economic needs of the region's key sectors and clusters identified in Policy E4;
- the economic and employment priorities of the Regional Economic Strategy; and
- the needs of the local economy revealed by up-to-date employment land reviews, key economic priorities identified in Local Economic Assessments and any additional employment land issues identified through the preparation of Integrated Development Programmes.

Where development proposals and issues cross local authority boundaries this approach should be applied across the whole functional economic area. Sites of sufficient range, quantity and quality to cater for relevant employment sectors should be provided at appropriate scales in urban areas, market towns and key rural centres at locations which:

- minimise commuting and promote more sustainable communities by achieving a closer relationship between jobs and homes;
- recognise and plan positively for the economic benefits of open innovation;
- promote regeneration within the Priority Areas for Regeneration identified by Policy SS5 and relevant sub regional and sub area policies;
- provide appropriately for identified needs for skills-training and education;

- are accessible and maximise use of public transport;
- support sustainable rural enterprise;
- minimise loss of, or damage to, environmental and social capital and where necessary substitute for any losses and secure positive enhancements. This will often mean giving preference to the re-use of previously developed land and the intensification of development within existing sites over the release of greenfield land; and
- avoid any adverse impact on sites of European or international importance for nature conservation.

5.10 Local Development Documents should identify readily-serviceable employment land of the range, quality and quantity required to meet the needs of business identified through the employment land reviews referred to in Policy E2. PPS4 (Planning for sustainable economic growth) strongly emphasises the need for local authorities to take a proactive and flexible approach to allocating employment land to support wider sustainable economic development. Local Economic Assessments and Sustainable Community Plans will form part of the evidence base when considering the need for employment land.

5.11 The East of England Regional Assembly and the East of England Development Agency have issued good practice advice on developing employment land reviews. Local planning authorities should ensure that employment land reviews are undertaken using this guidance manual to ensure a consistent approach is applied within the region. PPS4 and the guidance emphasise the need for local authorities to work across functional economic geographies reflecting the nature of the economic markets and the real geographic reach of peoples daily lives.

5.12 Allocations can promote more sustainable communities directly by redressing an imbalance between the availability of local workers and local jobs (and hence the need to travel) or, more indirectly, such as through town centre office and retail development and the leisure economy.

5.13 This policy also seeks to support the rural economy. Local Development Documents should enable rural enterprise in Key Service Centres in balance with the transport, urban concentration and environment policies in this spatial strategy. Outside Key Service Centres local planning authorities should give consideration to supporting rural enterprise, taking account of the local infrastructure, character of place and justification for development outside a designated employment site.

5.14 The region should support open innovation, a concept which promotes the sharing of intelligence between: business, universities, government, hospitals, research and development institutes. Creating a culture of innovation which can lead to the development and commercialisation of intelligence and the strengthening of research and business clusters.

5.15 Surplus employment land may be released for housing or other pressing development needs in line with PPS3 (Housing). However it will be important to base such decisions on sound evidence. Land that is likely to be needed for employment should be safeguarded against other development pressures.

5.16 Local planning authorities should consider the future information and communications technology needs of business occupiers, including next generation broadband services in rural locations, through advice and guidance, inclusion in local planning guidance and development briefs, or by making provision a condition of planning permission, particularly at strategic employment locations.

POLICY E3: Strategic Employment Sites

Regional and local partners should work together to provide and maintain a range of readily available strategic employment sites. These sites must meet the needs of key business and economic sectors through their location, access to markets and relationship to available labour supply; act as nodes for the attraction of inward investment; and maintain and promote the region's competitive advantage.

A hierarchy of sites should be secured to support the spatial strategy as follows:

Regional Strategic Sites

These sites should be provided and maintained in accordance with the following criteria:

- high quality sites which are attractive to national and international investors;
- good road and public transport accessibility;
- a clear identity/ brand and future vision for the site;
- capable of accommodating regional strategic development, which could not equally be accommodated elsewhere; and
- support specific sectoral needs as set out in Policy E4.

There are existing Regional Strategic Sites located at Adastral Park (Martlesham, Suffolk), Addenbrookes (Cambridge), Babraham (Cambridge), Butterfield Business Park (Luton), Cambridge Science Park, Cranfield Technology Park (Central Bedfordshire), GlaxoSmithKline (Stevenage), Granta Park (south Cambridge), Hethel (south Norfolk), Norwich Research Park, Peterborough University, and University of Essex (Colchester). These sites should be rigorously safeguarded over the long term for employment and economic uses.

Regional Gateway Sites

Provision should be made for the development of strategic employment opportunities close to regional transport gateways namely airports, ports, and strategic rail freight interchanges. These sites should be provided and maintained in accordance with the following criteria:

- good strategic road and rail access, as well as water transport where feasible, and with the ability to operate as inter-modal terminals;
- support the strategic demand for passenger travel or freight distribution; and
- provide an opportunity to accommodate economic users associated with the transport gateway, and which must be located in close physical proximity.

There are existing Regional Gateway Sites located at East Port (Great Yarmouth), Felixstowe and Felixstowe Port, Harwich International Port and Ramsey (Harwich), London Gateway Port, London Stansted Airport, London Southend Airport, Sundon Quarry (Central Bedfordshire), Luton Airport, Magna Park (Peterborough), Norwich Airport and Port of Tilbury. The employment opportunities at these strategic locations should be safeguarded from other uses. Local Development Documents should make additional site provision at these locations to meet future economic needs as appropriate, and at any new regional transport gateways which may be brought forward during the plan period of this Regional Spatial Strategy.

Sub-Regional Sites

These sites should be provided and maintained in accordance with the following criteria:

- good quality sites, which are attractive to businesses with sub-regional foci;
- more likely to offer general employment space rather than be sector specific;
- have good strategic road and public transport accessibility; and
- support wider Regional Spatial Strategy/Regional Economic Strategy objectives, such as supporting business needs, the alignment of economic and housing growth, regeneration priorities, or creation of sustainable communities

Sub-regional sites should be identified within sub-regions and at key centres for development and change in accordance with the spatial strategy. The provision of sub-regional sites should be supported and maintained through regular employment land reviews and the monitoring, review and updating of Local Development Documents.

Additional Provision for Strategic Sites

Local Development Documents should identify additional Regional Strategic Sites, Gateway Sites and/or Sub-Regional Sites to meet geographical gaps in provision to support the growth targets in Policy E1 and the key sectors in Policy E4. A number of locations where additional provision should now be considered have been identified:

- to meet identified geographical gaps:
  - Essex - Basildon, Chelmsford, Colchester, Harlow, Southend-on-Sea;
  - Hertfordshire – Lee Valley, Stevenage, Hemel Hempstead, Welwyn Garden City, Hatfield
  - Norfolk – Thetford; and
  - Suffolk – Bury St Edmunds; and
- to meet identified gaps to support key sectors:
  - Colchester and Peterborough to support advanced engineering;
  - Cranfield, Hertfordshire, Norwich, Essex and Bedford and Central Bedfordshire to support agriculture and food production;
  - Norwich, Ipswich, Southend-on-Sea and Peterborough to support financial and business services;
  - Colchester to continue to support the ICT and Computer Services hub in the Haven Gateway;
  - Cambridge, Cranfield, Chelmsford and Norwich to support environmental technologies and low carbon energy; and
  - Norwich, Peterborough, Cambridge, Haven Gateway, Hertfordshire and Essex to support the creative industries.

In addition, further sites will be need to be identified over the plan period to meet future growth aspirations and sectoral development needs. The hierarchy and the portfolio of sites will be regularly monitored through the annual monitoring report and Regional Spatial Strategy review process in accordance with Policies IMP2 and IMP3.

5.17 Strategic employment sites are expected to make a significant contribution to the growth of the regional economy over the Plan period for this Regional Spatial Strategy. In some areas appropriate land has already been allocated and the need is to safeguard and promote its use or redevelopment. In other areas additional sites will need to be allocated in locations which satisfy the criteria in Policy E3.

5.18 The East of England Development Agency and the East of England Regional Assembly commissioned the Strategic Employment Sites Study (2009) to examine the definition and need for the provision of strategic employment sites to meet economic needs. The study has provided the evidence base and source for the initial list of strategic employment sites as identified in Policy E3.

5.19 Whilst the policies in the Regional Spatial Strategy provide an overarching development framework, given the importance of Regional Strategic Employment Sites and the long term commitment required for their delivery, these have been specifically identified in order to safeguard their future for employment use. The long term planning required to deliver such sites fits well with a regional policy framework that is updated periodically.

5.20 The majority of the Regional Gateway Sites are already accorded protection through their status as transport interchanges. These sites have been additionally identified as strategic employment locations reflecting their importance as strategic employment drivers. Sub regional strategic sites are not specifically identified to allow flexibility to be maintained. The scale of development and likely relatively short timescales associated with the delivery of sub regional strategic sites is not considered a good fit with the Regional Spatial Strategy timescales.

5 Economic Development

5.21 The East of England Strategic Sites Study identifies potential need for additional provision in a number of locations in order to address geographical gaps and to meet sectoral needs. This may require the identification of new sites, existing sites with a general economic focus to take on a new strategic role or for this need to be met through a number of sub-regional sites. These sites are not exhaustive and further sites will be required over the plan period to deliver growth aspirations and meet the requirements of different employment sectors.

5.22 The hierarchy of strategic employment sites is intended to be dynamic, so sites may move both up and down in ranking as well as in and out of the list of identified sites. All sites will be subject to regular review through the Annual Monitoring Report so that new sites can be added or promoted and sites which failed to realise their ambitions over a sustained period can also be re-designated. In addition to annual monitoring of site delivery, the evidence base will be updated on a regular basis to ensure that changes in market demand are assessed and potential requirements for new sites identified.

5.23 Strategic employment sites should also be identified in the local development framework process, in particular in employment land reviews, with the intention of safeguarding against non employment uses and to provide focus for investment. The location and quality of employment land provision is critical to economic success and local development documents should ensure there is a high quality employment land offer, taking account of the contribution from strategic employment sites.

POLICY E4: Supporting Sectors and Clusters

Local Development Documents should support and provide guidance for locally important and emerging clusters which support the region's ambitions of low resource use and being a low carbon economy. Such clusters and sectors should be defined by growth area partnerships in collaboration with local authorities and EEDA. Support should also be given to the sustainable and dynamic growth of inter-regional and intra-regional sectors including:

- the life-science, pharmaceutical and biotechnology sectors with concentrations around existing Research and Development facilities and particularly in the Cambridge sub-region, Hertfordshire, Cranfield, Norwich and Stevenage;
- the environmental technologies and low carbon energy sectors in Norwich, Peterborough, Cambridge, Cranfield, Hethel, Chelmsford, Great Yarmouth and Lowestoft;
- the advanced engineering sector at Peterborough, Stevenage, Colchester and Cambridge with a focal point at Hethel in Norfolk linking to Cranfield;
- the creative industries from London to Hertfordshire and in Peterborough, Haven Gateway, and Norfolk;
- the ICT/telecommunications sector around Ipswich, Colchester and Cambridge;
- the agriculture and food production sector, particularly specialist research and development, building on existing concentrations at Cranfield, Norwich, Hertfordshire, Essex and Bedfordshire;
- the transport and logistics sector maximising the benefits of the regions ports, international airports and strengths in e-commerce; and
- the financial and business services sector with a focus on urban locations and Norwich, Ipswich, Southend-on-Sea, Peterborough and Cambridge.

Support for sectors and clusters should include:

- ensuring the availability of a sufficient quantity, quality and choice of sites including provision for incubator units, grow-on space and larger facilities for established business clusters;
- addressing accommodation needs close to key institutions, such as universities; and
- addressing the need for user restrictions to secure the use of premises for specific activities.

5.24 Investing in growth to speed recovery and building manufacturing and services is essential to ensure British people and businesses can compete successfully for the jobs of the future. In addition, the region must ensure that the transition to a low carbon economy is a source of quality jobs and business savings, from our rapidly developing civil nuclear industry and renewable energy sector, to energy saving in our smallest small and medium sized enterprises.

5.25 The Regional Economic Strategy, *Inventing our Future – Collective Action for a Sustainable Economy (2008)* indicates a series of priorities which require a positive planning framework to support the region's economic performance including commercialising innovation and research and development. The sectors included in Policy E4 seek to support that commercialising, to support moves towards a low carbon economy and promote recognised regional knowledge and sectoral strengths.

5.26 Such sectors should be supported as essential components of a successful regional economy.

POLICY E5: Regional Structure of Town Centres

The cities and towns of strategic importance for retail and other town centre purposes are:

- Regional centres: Basildon, Cambridge, Chelmsford, Colchester, Ipswich, Thurrock Lakeside, Norwich, Peterborough, Southend, Watford; and
- Major town centres: Bedford, Bury St Edmunds, Great Yarmouth, Harlow, Hemel Hempstead, King's Lynn, Lowestoft, Luton, St Albans, Stevenage, Welwyn Garden City.

Major new retail development and complementary town centre uses should primarily be located in the above centres and be consistent in scale with the size and character of the centre and its role in the regional structure. Development plan documents should only propose higher order provision where need is clearly established and the development would:

- result in a more sustainable pattern of development and movement, including a reduction in the need to travel; and
- have no significant harmful impact on other centres or the transport network.

Any new regional centres are subject to similar considerations and should only be brought forward through a review of this Regional Spatial Strategy.

Below the level of the centres of regional strategic importance local development documents will identify a network of more local town centres, district centres, neighbourhood centres and village centres.

5.27 Policy E5 defines the regional structure of centres for retail and other town centre purposes, whilst Policy SS6 sets the overall aims for city and town centre development. National policy on town centres is set out in PPS4.

5.28 The retail sector is an important driver of the regional economy. There is an established structure of retail centres in the East of England from major regional centres to market towns and villages. In the north of the region centres tend to be more widely dispersed with discrete catchments. The south of the region is strongly influenced by London and the larger centres are closer with more complex, overlapping catchments.

5.29 Retail, leisure and other services in the East of England compete with surrounding centres, particularly London, but also Milton Keynes, the Bluewater shopping centre and, to a more limited degree, Nottingham and Leicester. During the Regional Spatial Strategy plan period Milton Keynes is likely to continue to grow and town centres in Bedfordshire will need to respond to this by raising and upgrading their offer.

5.30 Growth in retail provision will be needed in response to growth in population and expenditure per capita but changes such as the growth in 'e-tailing' mean there are uncertainties about how much additional floorspace and of what types will be needed. At the same time, the scale of additional provision needed may be significant in areas of major regeneration or housing growth .

5.31 No need has been identified for additional out of centre regional/sub-regional shopping centres. The only such centre within the East of England was Thurrock Lakeside regional shopping centre within the Lakeside Basin of Thames Gateway. Lakeside has the largest concentration of retail floorspace in the region and as a result of the review of Policy ETG2 (now ETG5) has been designated a Regional Centre and identified in Policy E5. Policy ETG5 provides the strategic policy framework governing the approach to the area's future development as a town centre.

5.32 There are smaller out of town centre retail sites of local, rather than sub-regional importance, notably the Brookfield Centre in Broxbourne, Hatfield Galleria, and Colney Fields near St Albans. Development plan documents should define the future role of such centres, in particular to determine whether they should remain purely retail centres or develop into centres with a fuller range of service provision. This approach should only be adopted where this would improve social, environmental and economic sustainability and deliver improved sustainable transport accessibility, particularly by public transport.

POLICY E6: Tourism

Local Development Documents should:

- include policies to encourage realistic and sustainable investment in the maintenance, improvement, regeneration, extension and diversification of the region's tourist industry;
- recognise that much tourism potential is based upon the presence of specific local features or assets, for example the coast and the historic cities of Cambridge and Norwich. Proposals for tourism development should be fully sustainable in terms of their impacts on host communities, local distinctiveness and natural and built environments, including by avoiding adverse impact on sites of national, European or international importance for wildlife; and
- integrate with other plans and strategies for managing tourism, particularly local and regional tourism strategies and visitor management plans, especially those for regenerating seaside resorts and extending employment outside the traditional tourist season.

5.33 Tourism is one of the East of England's key economic sectors and, with leisure and heritage, is projected to make one of the highest contributions to the increase in the region's gross domestic product. The main destinations include the historic cities of Cambridge and Norwich, long stretches of the coast, the Broads, Chilterns and purpose built leisure developments.

5.34 The Regional Tourism Strategy will assist the preparation of Local Development Documents and development proposals. National good practice guidance on tourism planning was issued in 2006. Careful management and sustainable development of tourism can create opportunities to boost local economies, enhance the natural and built environment and contribute to the social well-being of an area. Tourism can be a catalyst to stimulate investment, revitalise deprived areas and encourage growth in other employment sectors. The benefits in terms of reducing inequalities will be particularly marked in the north and east of the region, where natural assets with scope for supporting increased tourism and leisure enterprises are more prevalent than closer to London.

5.35 Particular attention should be given to tourism development in environmentally sensitive areas, including both natural and built heritage. Such areas often attract large numbers of visitors and it is important that these qualities are protected for future generations whilst maintaining the benefits of tourism. Significant growth in numbers in such areas can have detrimental effects and it is in the interests of tourism developers to conserve the environment upon which they rely. Measures

to disperse visitors away from sensitive tourist hot spots such as the Heritage Coast and the Broads to areas with the capacity to cope with larger visitor numbers can be effective. Visitor management strategies, marketing and upgrading of infrastructure may be crucial to the future of some popular destinations including historic towns, villages and coastal resorts.

5.36 Proposals for strategic tourism facilities should comply with Policy C2, which sets out strategic development control criteria. Regeneration proposals for these areas should address broadening the tourism season through culture led regeneration. The region should also encourage less seasonal tourism sectors, such as business tourism.

5.37 Regional flagship tourism projects have the potential to boost the image and profile of the region, in terms of attracting new visitors, and to stimulate further growth and investment in tourism and related sectors. They also have the potential to provide all-weather attractions that would spread tourism across the year. The Olympics may act as a catalyst for such opportunities. Smaller scale tourism development can contribute to finding new uses for existing buildings. Sensitive adaptation of historic or locally distinctive buildings can capitalise on the region's unique qualities.

5.38 Although new development is required to extend tourist infrastructure, priority should also be given to investment in existing attractions to ensure the quality of tourist products is maintained.

5.39 The East of England Tourist Board identifies five key principles of development: partnership, quality, sustainability, competitiveness and accessibility and inclusion. New tourism development should meet these principles along with the requirements of strategic and local planning policies.

POLICY E7: Employment Land at Stansted Airport

Land within the boundaries of Stansted Airport should be safeguarded for operational and directly associated airport employment purposes. Employment development not directly related to the Airport's operations should be located at Harlow and other nearby towns, identified through Local Development Documents in accordance with this spatial strategy. Housing development related to employment growth at the Airport should also be located at Harlow and nearby towns.

5.40 The housing allocations for Harlow, East Hertfordshire and Uttlesford should be sufficient for both airport-related and other housing needs, though this will need to be kept under review as the airport develops. The substantial growth in housing at Harlow should provide for a growing number of Stansted employees to live there, from where they can reach the Airport conveniently by public transport. Local Development Documents for Uttlesford and East Hertfordshire should reflect the sustainability benefits of a growing number of airport employees living in towns close to the Airport.

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5 Economic Development

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6. Housing

6.1 This section should be read with PPS3, which sets out national policy on planning for housing development, together with the accompanying guidance on such matters as strategic housing market assessments. It complements the Regional Housing Strategy for the East of England, which covers related delivery issues, including action to improve the existing housing stock and allocation of funding to support provision of affordable housing. It reflects the context of the Housing Green Paper, Homes for the Future: More Affordable, More Sustainable, July 2007. Policies for the provision of accommodation for Gypsies and Travellers, and Travelling Showpeople were adopted by the Secretary of State in 2009 and are not subject to further review through the current process. The policies (H3 and H4) are set out in 'Appendix E List of Policies not subject to consultation' for completeness.

6.2 In publishing the current Regional Spatial Strategy in 2008, Government asked the Assembly to carry out an immediate review, in particular to make provision for the East of England's development needs for the period 2011 to 2031. As well as extending the time horizon, the Government indicated that the review should further increase housing provision with a view to contributing to the Housing Green Paper's national target of providing 240,000 additional homes a year by 2016. Based on advice it received from the National Housing and Planning and Advice Unit, Government asked the Assembly to test housing growth in the range of about 30,000 to 40,000 new homes every year; a rate of growth that it considers necessary to stabilise long-term house prices in the region. The Assembly's view was that in doing the review it should ensure that:

- the region's ability to deliver growth in a sustainable way was fully investigated;
- the new homes are linked to new jobs, and the overall growth linked to adequate infrastructure and other public services;
- the strategy addresses the challenge of climate change and its impact on, among other things, flooding infrastructure, habitat change and food security; and
- in applying national policy, the strategy reflects the particular circumstances and characteristics of the East of England.

6.3 During 2009 the Assembly consulted on a range of housing and job growth scenarios and, taking account of the outcome from this, advice from local authorities and evidence from various studies and modelling work, has concluded that the scale and distribution of housing growth set out in Policy H1 is an appropriate level of provision for the period 2011 to 2031. The particular factors that reflect the scale of growth include:

- the environmental impacts of higher levels of housing development;
- lack of available capacity in existing infrastructure;
- the impact of the recession on economic development in the early years of the Plan period;
- the ability of the market to accelerate development rates and the difficulties facing publicly financed investment;
- concerns that trend-based national household projections overstate future levels of migration into the region;
- the poor fit between economic projections and the trend-based national household projections; and
- an expectation that London will have an increasing role in meeting needs generated in London, although it is accepted there would still be a net migration in-flow to the East of England.

6.4 The current Regional Spatial Strategy sets out a very ambitious scale of growth for the region and while Policy H1 is in line with a 'roll-forward' of that growth, it still represents a significant uplift on trend rates.

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6 Housing

6.5 Housing markets vary but there are affordability problems in nearly all parts of the East of England. Provision of sufficient high quality housing to meet the needs of the region's growing population is a key priority. In the most pressurised housing market areas, such as close to London and around Cambridge, the emphasis is on maximising sustainable housing capacity on previously developed land and limited green field development in response to strong market demand and acute affordability problems. Affordability problems are also acute in many coastal and rural areas, driven by demand from long distance commuters and for second homes. In other areas, mainly towards the north and east, the pressures are less acute and the emphasis is on creating the conditions in which the planned house building rate will be achieved in step with economic growth and without increases in long distance commuting.

POLICY H1: Regional Housing Provision 2011-2031

Through managing the supply of land for housing in accordance with PPS3, their local development documents, and in determining planning applications, local planning authorities should facilitate the delivery of 500,700 net additional dwellings over the period 2011 to 2031.

Local planning authorities should plan for delivery of housing for at least 15 years from the date of adoption of the relevant development plan documents.

When bringing forward land for housing they should take account of:

- the spatial strategy (Policies SS1 to SS9);
- the need for co-ordination and consistency of approach between neighbouring authorities; and
- The conditionality approach set out in Policy IMP1 regarding the co-ordination of development with necessary transport and other infrastructure provision, including provision for adequate water supply and waste water treatment, as provided for under Policy WAT 2.

The regional housing provision is distributed as follows:

Area/District/Unitary	Dwelling provision, 2011 to 2031 (2)		Comments
	Total net increase target April 2011 to March 2031	Annual average April 2011 to March 2031	
MKSM Strategy Area: Bedford/ Kempston/ Northern Marston Vale	19,500	*980*	
MKSM Strategy Area: Luton/Dunstable/Houghton Regis together with Leighton Linslade	31,700	*1,590*	
Rest of Bedford UA	1,300	*70*	

2 Due to rounding the annual average rates in brackets may not match the totals. Totals take precedence.

Area/District/Unitary	Dwelling provision, 2011 to 2031 (2)		Comments
	Total net increase target April 2011 to March 2031	Annual average April 2011 to March 2031	
Rest of Central Bedfordshire UA	12,000	*600*	Figures include an assumption of 2,100 homes at Milton Keynes South East Expansion Area
Bedfordshire and Luton	**64,500**	***3,230***	
Cambridge City	14,000	*700*	
East Cambridgeshire	11,000	*550*	
Fenland	11,000	*550*	additional potential for Fenland (up to another 150 homes per annum) will be tested to inform a future review of H1
Huntingdonshire	11,000	*550*	
South Cambridgeshire	21,000	*1,050*	
Peterborough UA	28,600	*1,430*	
Cambridgeshire and Peterborough	**96,600**	***4,830***	
Basildon	10,700	*540*	
Braintree	6,600	*330*	Growth of Colchester has implications for Tendring (for any development needs on the east of Colchester) and Braintree (western part of Colchester Borough particularly A120). A co-ordinated approach is required.
Brentwood	3,400	*170*	
Castle Point	4,000	*200*	
Chelmsford	16,600	*830*	
Colchester	16,800	*840*	Growth of Colchester has implications for Tendring (for any development needs on the east of Colchester) and Braintree (western part of Colchester Borough particularly A120). A co-ordinated approach is required.

2 Due to rounding the annual average rates in brackets may not match the totals. Totals take precedence.

6 Housing

Area/District/Unitary	Dwelling provision, 2011 to 2031 (2)		Comments
	Total net increase target April 2011 to March 2031	Annual average April 2011 to March 2031	
Epping Forest	3,200	*160*	Figures exclude provision for urban extensions to Harlow which is included within the figures for Harlow.
Harlow	16,000	*800*	Figures are for total housing growth at Harlow, including urban extensions in East Hertfordshire and/or Epping Forest.
Maldon	2,300	*120*	
Rochford	3,800	*190*	
Tendring	8,600	*430*	Growth of Colchester has implications for Tendring (for any development needs on the east of Colchester) and Braintree (western part of Colchester Borough particularly A120) A co-ordinated approach is required.
Uttlesford	8,000	*400*	
Southend UA	6,000	*300*	
Thurrock UA	18,500	*930*	
Essex, Thurrock and Southend	**124,500**	***6,230***	Figures are for total housing growth, including urban extensions of Harlow in East Hertfordshire and/or Epping Forest.
Broxbourne	5,100	*260*	
Dacorum	6,100	*310*	
East Hertfordshire	11,000	*550*	Figures exclude provision for urban extensions to Harlow which is included within the figures for Harlow.
Hertsmere	5,000	*250*	
North Hertfordshire	15,800	*790*	Figures includes provision for development related to Stevenage.
St Albans	7,000	*350*	
Stevenage	6,400	*320*	Figures exclude provision for development related to Stevenage in North Hertfordshire

2 Due to rounding the annual average rates in brackets may not match the totals. Totals take precedence.

Area/District/Unitary	Dwelling provision, 2011 to 2031 (2)		Comments
	Total net increase target April 2011 to March 2031	Annual average April 2011 to March 2031	
Three Rivers	4,000	*200*	
Watford	5,100	*260*	
Welwyn Hatfield	5,800	*290*	
Hertfordshire	**71,300**	***3,570***	Figures exclude provision for urban extensions to Harlow which is included within the figures for Harlow.
Breckland	12,800	*640*	
Rest of Broadland	2,000	*100*	Figures relate to that part of Broadland outside the Norwich Policy Area
Great Yarmouth	5,000	*250*	
King's Lynn and West Norfolk	13,100	*660*	
North Norfolk	6,600	*330*	
Norwich Policy Area	37,000	*1,850*	Figures include provision for development related to the Norwich urban area in Broadland and South Norfolk
Rest of South Norfolk	3,000	*150*	Figures relate to that part of South Norfolk outside the Norwich Policy Area
Norfolk	**79,500**	***3,980***	
Rest of Babergh	6,700	*340*	Figures relate to that part of Babergh outside the Ipswich Policy Area
Forest Heath	6,800	*340*	
Ipswich Policy Area	17,000	*850*	Figures include provision for development related to the Ipswich urban area in Babergh, Mid Suffolk and Suffolk Coastal
Rest of Mid Suffolk	8,500	*430*	Figures relate to that part of Mid Suffolk outside the Ipswich Policy Area
St Edmundsbury	10,800	*540*	
Rest of Suffolk Coastal	8,700	*440*	Figures relate to that part of Suffolk Coastal outside the Ipswich Policy Area

2 Due to rounding the annual average rates in brackets may not match the totals. Totals take precedence.

Area/District/Unitary	Dwelling provision, 2011 to 2031 (2)		Comments
	Total net increase target April 2011 to March 2031	Annual average April 2011 to March 2031	
Waveney	5,800	*290*	
Suffolk	**64,300**	***3,220***	
East of England	**500,700***	***25,040****	

** This does not make allowances for the outcome of the 'repair' process Government is undertaking to the current East of England Plan following a successful legal challenge. It is reconsidering recommendations about additional growth at Dacorum and Welwyn Hatfield.*

6.6 Policy H1 sets out the total amount of housing to be delivered in the region in the period 2011 to 2031. Annual average figures have been included for each area for monitoring purposes; they should not be regarded as annual targets. In a number of instances the district figure makes provision for extensions of an urban area into a neighbouring authority(s). In other cases a total provision figure is given for an area that crosses administrative boundaries. In all these instances a strong partnership approach to the preparation and delivery of joint or co-ordinated development plan documents will be required. Further guidance is provided in the relevant part of section 14.

6.7 PPS3 requires local planning authorities to plan for continuous delivery of housing for at least 15 years from the date of adoption of housing allocation development plan documents. 12 local planning authorities in the region have adopted Core Strategies (December 2009) with the remainder to be adopted in 2010 or later. Most of the local development documents in preparation are planning to an end date of 2026 with a few planning to 2031.

6.8 Local planning authorities whose core strategies are already programmed for adoption in 2010 should take account of the Policy H1 targets in their next review. Those authorities who are at an earlier stage of preparation, where adoption will be post 2011, should work to achieve the Policy H1 targets in their current review.

6.9 Other development plan documents that follow on from an adopted core strategy that does not go to 2031, will need to demonstrate why they have not been able to plan for the full period of this Regional Spatial Strategy. Following adoption of this strategy, local authorities should have regard for the targets in Policy H1, as well as any adopted core strategy target, when identifying the land supply element of their housing trajectories.

2 Due to rounding the annual average rates in brackets may not match the totals. Totals take precedence.

Policy H2: Affordable Housing [3]

Against the 25,040 dwellings per annum required for the region, an average of at least 11,600 affordable homes per annum are required to meet need in the period to 2031. These affordable homes can come from either building new dwellings and/or providing mechanisms for social housing providers and residents to purchase existing dwelling stock. If these were to come only from building new dwellings then that would represent 46% of all completions.

Taking into account a broad regional view of viability, the acute need for affordable housing, and mechanisms for the purchase of existing stock, this policy considers that Local Development Documents should ensure new development contributes to this target by making provision for at least 35% of all dwellings identified in Policy H1 to be affordable across each local authority area, subject to viability.

PPS3 states that all housing developments over 15 units, (or over 0.5 hectares), will be required to provide affordable housing. Given the acute need for affordable housing across the region as a whole, Local development documents will be expected to set lower thresholds where it is viable and practicable to do so, as supported by PPS3.

6.10 An adequate supply of good, affordable housing is essential to the quality of life of those of the region's residents who cannot afford to compete in the open market, and to the delivery of balanced and sustainable communities.

6.11 The Regional Assembly commissioned the Cambridge Centre for Housing and Planning Research to assess the need for affordable housing in the East of England over the period covered by the Plan. Their 2009 report concluded that 11,600 affordable homes are required annually up to 2031 to meet regional needs. This would equate to 46% of the H1 housing allocation if it was only delivered via new build.

6.12 In considering how this future regional need can be met, it is important to bear in mind that there are a variety of ways in which affordable housing can be delivered from building new dwellings to purchasing existing dwelling stock. The region's ability to meet its future need for affordable housing will depend not only on the effective use of planning obligations but also on grant and non-grant funded delivery methods. Hence, only a proportion of the 11,600 affordable homes will be expected to be delivered via new build dwellings.

6.13 In looking at what the planning system can reasonably contribute to the delivery of affordable housing, it is also necessary to identify an appropriate balance between overall need and site viability. Local affordable housing needs studies have typically identified this proportion as around 35%. Given the region's high level of needs for affordable housing this is a reasonable regional benchmark, though a higher contribution could be expected, for example, in areas of high land values.

6.14 Local development documents should therefore set targets for the provision of affordable housing that reflect the regional target of at least 35% whilst taking into account:

- the objectives of Planning Policy Statement 3 (PPS3), the Regional Spatial Strategy, the Regional Housing Strategy and any successor strategy or statement;
- local assessments of affordable housing need, as part of strategic housing market assessments. Assessments should examine housing need and demand in relation to both affordable and market housing and where markets cross boundaries should be conducted jointly between authorities;

3 For the purposes of this policy the definition of affordable housing is as in Annex B of PPS3.

- the need where appropriate to set specific, separate targets according to dwelling type, size and tenure to meet the assessed needs of all sectors of the community, including the needs of families with children, single person households, the disabled and older people. In doing so they should consider those elements of the current housing stock which are currently under-represented;
- evidence of financial viability based on an informed local assessment of land for housing within the area, and the need to achieve an appropriate balance between the level of developer contribution that can reasonably be secured, whilst minimising the level of any public subsidy in the direct provision of affordable homes through the planning system;
- evidence of affordability pressures in both urban and rural areas, pursuing the use of exception sites in rural areas as a delivery mechanism where appropriate, and working with rural communities to secure small scale affordable housing sites within or well-related to settlements; and
- the need for affordable housing to be integrated effectively into new and existing communities to encourage the development of cohesive communities.

6.15 For the purposes of ongoing monitoring, Annual Monitoring Report data will be used to measure the delivery of affordable housing via the planning system, against the 35% regional target.

6.16 Total annual delivery of affordable housing, against the 11,600 regional need figure, will be measured by data collected under National Indicator 155 (and/or other data sources as appropriate).

6.17 Pitch provision on Gypsy and Traveller sites owned and managed by local authorities or registered social landlords should count as affordable dwellings for both the NI 155 and Annual Monitoring Return data.

Policy H3 Provision for Gypsies and Travellers

See 'Appendix E List of Policies not subject to consultation' for Policy and supporting text. Not subject to consultation.

Policy H4 Provision for Travelling Showpeople

See 'Appendix E List of Policies not subject to consultation' for Policy and supporting text. Not subject to consultation.

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7. Culture

7.1 Culture consists of a number of sectors with different attributes: the arts, creative industries, enjoyment of the natural, historic and built environment, events and festivals, use of tourism, libraries, museums, archives and galleries, the diversity of the faith communities and places of worship, local cultural traditions and sport and recreation. Culture is inherently cross cutting, for example linking policies on economic growth and regeneration with those on environment, heritage and infrastructure provision.

7.2 The policy framework for culture is provided in national planning policy guidance and planning policy statements on sustainable economic growth, archaeology, the historic environment, sport and recreation and nature conservation together with policy statements and guidance from the Department of Culture, Media and Sport and agencies, including Sport England, English Heritage and Natural England.

POLICY C1: Cultural Development

Local Development Documents and the wider strategies of local authorities should include policies that support and grow the region's cultural assets. In doing this local authorities should:

- take account of the Regional Cultural Strategy and any local cultural and sustainable community strategies and liaise with the region's cultural agencies, including in regard to site allocations for cultural facilities; and
- recognise the contribution that cultural sectors can make to regeneration, growth and urban/rural renaissance, particularly in the priority areas for regeneration.

7.3 The East of England provides a high quality urban and rural environment incorporating a wealth of cultural facilities, sites and activities which are enjoyed by both residents and visitors. The region has one of the main concentrations of creative industries in the UK. Collectively, the culture sectors employ substantial numbers, make a major contribution to the region's economy and can play a significant role in driving regeneration.

7.4 Following direction from Government, the region's cultural agencies are working collaboratively on four key issues: the development of regional strategy; local government; place-shaping and the London 2012 Olympic Games. The Regional Cultural Strategy identifies priorities for the cultural sectors and until culture is reviewed through the Single Regional Strategy, these priorities will remain current.

7.5 Two of the event sites for the London 2012 Olympic Games are planned in the East of England. Together with the proximity of the main Games sites in East London and the legacy that will be left, they can provide significant economic, cultural and sporting benefits for the region.

POLICY C2: Provision and Location of Strategic Cultural Facilities

Regionally or nationally significant leisure, sport, recreation, arts, tourism or other cultural facilities should be supported in locations where proposals:

- will enhance existing facilities of regional or national significance or elsewhere, reflect a sequential approach – with priority to locations in town centres before off-centre or out of town locations and for the use of brownfield land in preference to greenfield sites. Exceptionally, the specific attributes of a rural site may make it appropriate for a regionally strategic proposal;

- are designed to enhance the environment and do not adversely affect areas designated for their ecological, landscape or historic value, including sites of European or international importance for nature conservation;
- meet sustainable development objectives as outlined in this Regional Spatial Strategy;
- maximise opportunities to use means of transport other than the car and use transport networks that have adequate capacity to accommodate passenger and rail freight requirements;
- are well related to this Regional Spatial Strategy's regional transport nodes;
- minimise their use of energy and natural resources including their impact on public services whilst having satisfactory proposals for minimising their long-term use and impact; and
- are of an appropriate scale and impact.

The above criteria may be met by the introduction of measures to ameliorate or mitigate adverse effects. Proposals that meet the above criteria and would benefit a priority area for regeneration or creative industry cluster as identified in this Regional Spatial Strategy should be given particular support.

7.6 A number of regionally significant development proposals are expected to come forward for leisure, sport, recreation, arts or tourism projects in future years. Policy C2 provides a criteria-based policy against which to assess culture development proposals of regional or national significance. It complements national policy on the importance of high quality design standards.

7.7 Wherever possible such developments should be in or close to Key Centres for Development and Change. In some cases their scale or nature may mean this would not be realistic and it may be necessary to exploit specific locations, for example former mineral workings or, in regard to facilities attracting large numbers of visitors, interchange facilities outside of large settlements with good or potentially good public transport.

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8. Transport

8.1 The transport policies provide a regional framework for the delivery of transport investment and priorities which supports the aims of the spatial strategy.

8.2 The existing transport network and the scope for service improvement was an important factor in shaping the spatial strategy, which seeks to reduce dependence on car travel and deliver a shift to more sustainable travel options. The transport policies promote a reduction in the need to travel and the reliance on road-based private transport.

8.3 An outline of the transport system is shown on the key diagram. Where possible, consideration of the road and public transport networks have been taken together. The hierarchy distinguishes between the elements that serve a national or regionally strategic purpose (strategic) and those that are regionally important in terms of inter-urban movements (regional).

8.4 The policies are fully consistent with national transport policy. The objectives for transport are to:

- maximise the overall competitiveness and productivity of the national economy, so as to achieve a sustained high level of GDP growth;
- reduce transport's emissions of CO_2 and other greenhouse gases, with the desired outcome of avoiding dangerous climate change;
- contribute to better health and longer life-expectancy through reducing the risk of death, injury or illness arising from transport, and promoting travel modes that are beneficial to health;
- improve the quality of life for transport users and non-transport users, including through a healthy natural environment, with the desired outcome of improved well-being for all; and
- promote a greater equality of transport opportunity for all citizens, with the desired outcome of achieving a fairer society.

8.5 The successful achievement of these objectives will lead to the following regional outcomes:

- delivery of quantifiable reductions in CO_2 emissions;
- improvement of journey reliability on key economic routes;
- improvement of access to key business centres;
- support for the delivery of housing and economic growth;
- improvement in the resilience of network, such as to impacts and incidents of climate change;
- enhancement of social inclusion and regeneration by improving accessibility and reducing the economic gap between regions;
- reduction in transport casualties and improved public health; and
- improved journey experience aided by an enhanced quality of transport integration with the urban environment.

8.6 The region has to develop a well-evidenced understanding of the challenges it faces, now and in the future, particularly regarding economic and carbon challenges. National and Regional studies are being undertaken through the DfT programme - Delivering a Sustainable Transport System. The results will help to develop this Regional Spatial Strategy through its stages to adoption.

POLICY T1: Transport, Climate Change and Air Quality

A reduction in CO_2 emissions from transport will be achieved by:

- requiring all regional transport interventions to demonstrate how they contribute to minimising CO_2 emissions

- prioritising, where possible, funding for those regional transport interventions that deliver quantified CO_2 reductions, whilst recognising the need to balance this against the other policies in this spatial strategy; and
- requiring the Highways Agency, Network Rail and all local authorities to demonstrate how they are contributing to the region's CO_2 target, through their strategies and implementation plans, including the local transport plans and local development documents. Rail has a significant role to play in reducing the carbon emissions associated with the movement of both people and freight transport in and through the East of England. Addressing gaps in the region's rail network, including electrification, will be critical to lower carbon emissions as well improving the speed, capacity, reliability and economics of the rail network. The region will work with regional partners, Network Rail and Government to deliver full electrification of the regions rail network.

  In order to improve the resilience of the regional transport network, the Highways Agency and Network Rail will work with local transport authorities to identify parts of the network at risk from the impacts of climate change. This will be used to inform not only improvement interventions but also maintenance regimes.

Local development documents can help to achieve improvements in local air quality through:

- ensuring consistency with air quality management plans;
- reducing the environmental impacts of transport including congestion management and the use of cleaner transport fuels; and
- assessing the potential impacts of new development and increased traffic levels on internationally designated nature / conservation sites, adopting avoidance mitigation measures to address these impacts.

The primary driver for national, regional and local air quality management is the protection of human health, although the impact of certain pollutants on wildlife habitats and vegetation is also a concern. Local development documents and local transport plans should consider the potential impacts of new development and increased traffic levels. Significant consideration needs be be given to internationally designated nature conservation sites.

8.7 *The Climate Change Act 2008* makes the UK the first country in the world to have a legally binding long-term framework to cut carbon emissions. It also creates a framework for building the UK's ability to adapt to climate change. The UK Low Carbon Transition Plan plots how the UK will meet the 34% cut in emissions on 1990 levels by 2020 as part of an ambition to reduce emissions by 80% by 2050. Regionally, a target of reducing carbon emissions by 60% by 2031 has been set compared to the 1990 baseline. The *East of England Transport Carbon Study 2009* has highlighted how challenging it will be for the transport sector in the region to make a reasonable contribution to the target. The study shows that carbon emissions from the transport sector in the region will continue to rise if current travel patterns persist and growth continues. It also shows that significant cuts in transport sector emissions can be achieved through a mix of interventions including new technologies and behavioural change. The study highlights the need for early action, which will place the region in a stronger position to compete in a low carbon future.

8.8 In addition to mitigating climate change, parts of the transport network in the East of England region are vulnerable to the impacts of climate. It will be essential to find ways of adapting so as to make the network more resilient and ensure it is able to continue functioning and delivering the wider economic and social benefits.

POLICY T2: Transport Corridors and Nodes

The regional and strategic transport network and Regional Transport Nodes are shown on the key diagram. This inter-urban network is economically important for the region and its development. The following places are identified as Regional Transport Nodes:

Basildon, Bedford, Brentwood, Bury St Edmunds, Cambridge, Chelmsford, Colchester, Ely, Great Yarmouth, Harlow, Harwich, Welwyn Garden City & Hatfield, Hemel Hempstead, Ipswich, King's Lynn, Lowestoft, Luton/Dunstable, Norwich, Peterborough, Southend, Stevenage, St Albans, Stansted Airport, Thetford, Thurrock urban area and Watford.

These areas are the focus for improvements to inter-urban public transport and integration between modes. Improvements to journey time and reliability is a key policy objective for the regional and strategic transport network, particularly where it links Regional Transport Nodes, connects nodes with London or provides access to the region's gateways.

The objective of this policy is to maximise and sustain the economic and environmental benefits for the region and beyond. This will be achieved through the following priorities:

- enabling a higher proportion of travel to be made by public transport;
- complementing the emphasis on public transport improvements with targeted highway improvements on the strategic and regional road network, with consideration given first and foremost to interventions that maximise the efficient use of the network; and
- targeting interventions that promote more efficient freight movements and minimise their impact on the environment and local transport networks.

Initiatives and interventions will be expected to demonstrate how benefits will be sustained over time.

Investment to address journey reliability will focus on corridors and Regional Transport Nodes where interventions will result in the greatest economic benefits, with an emphasis on boosting the role of the Engines of Growth.

The corridors identified by the region where transport constraints are impacting on economic growth are currently:

- London/London Arc to Thames Gateway (A13/A127 and parallel rail routes);
- London/London Arc to Milton Keynes South Midlands (M1 and West Coast Mainline);
- London/London Arc to Haven Gateway (A12 and Great Eastern Mainline extending to Norwich);
- Greater Cambridge to Milton Keynes South Midlands (A428 / A421 corridor);
- Greater Cambridge to London/London Arc (M11 and West Anglia Mainline corridor); and
- Greater Cambridge to Greater Peterborough (A14 corridor).

Regional investment may also be directed at other parts of the regional and strategic road network to promote its continuing functionality, such as by delivering road safety and targeted capacity interventions, particularly if existing commitments within the Regional Funding Allocation and national delivery programmes are not delivered. To assist this matter, Appendix A (strategic transport infrastructure priorities) of this spatial strategy should be frequently reviewed.

8.9 The regional and strategic transport network will continue to be economically important for the region and its development. Strategic roads cater principally for longer distance traffic but their regional and local roles, including for the strategic bus and coach network, should also be recognised. The regional road network should be the lowest level carrying significant volumes of heavy goods vehicles.

8.10 The Department for Transport's report, *Delivering a Sustainable Transport System 2008*, identifies a number of strategic national corridors that are of national economic importance, linking key urban areas and international gateways. Seven of these fall within the East of England region. These are:

- Corridor 5: London Orbital;
- Corridor 8: London to West Midlands and beyond;
- Corridor 10: London to the East Midlands, Yorkshire and beyond;
- Corridor 11: Haven Ports to the Midlands;
- Corridor 12: London to the Haven Ports;
- Corridor 13: London Stansted Cambridge Corridor; and
- Corridor 14: London to Thames Gateway Ports.

8.11 The *Transport Economic Evidence Study 2008* shows that targeted investment at key bottlenecks and corridors in the region, on regionally important corridors as well as on strategic national corridors, can bring significant economic benefits. The study shows that public transport improvements will play a pivotal role as they generally deliver both the most economic gain coupled with the lowest CO_2 impact.

8.12 *The Regional Freight Strategy 2008* identified the need for preferred freight routes and the on-going management and improvement of key routes, complemented by restrictions on the use of other routes.

POLICY T3: Urban Transport

Towns and cities help drive the economy of the region and are the focus for the majority of growth, however congestion on the region's network weakens their success. Local Transport Plans and Local Development Documents will need to ensure that urban areas achieve a shift to sustainable low carbon transport options. Delivering this shift in a way that makes a positive contribution to the urban street-scape will also continue to promote the economic well-being and health of our urban areas. Interventions will be a priority in those urban areas that are within the:

- Engines of Growth;
- Priority Areas for Regeneration;
- Key Centres for Development and Change; and/or
- Regional Transport Nodes.

Local Transport Plans will need to demonstrate how they are balancing the need to address congestion, local air quality, CO_2 emissions, the promotion of walking and cycling and improvements to street-scape, whilst supporting urban economies. Nevertheless, they should consider giving the highest priority to promoting the use of active transport modes when developing and maintaining the street environment, including through linking local walking and cycling routes to the National Cycle Network and supporting the on-going development of the National Cycle Network.

Demand management measures, including: parking management, road space reallocation, or pricing mechanisms should be considered for inclusion in the package of transport interventions for each urban area. An integrated approach is required between the application of demand management measures and the delivery of high quality public transport and other sustainable transport provision in order to achieve modal shift. Local Transport Plans and Local Development Documents must be sensitive to the economic well-being, as well as the social and environmental challenges of the area, especially with regard to the Engines of Growth, Priority Areas for Regeneration and the accessibility needs of communities within the rural hinterland.

8.13 The *Transport Economic Evidence Study* shows that towns and cities drive the economy of the region and congestion on the region's networks has the greatest adverse economic impact in the urban areas. These areas have the greatest scope for efficient public transport and more use of walking and cycling. It also identified how modal shift within the Engines of Growth would deliver significant economic gains by reducing traffic and congestion. The scale of the challenge for regional and local authorities, businesses and the general public should not be underestimated.

8.14 The wide range of circumstances in the region justifies a flexible approach to maximum levels of non-residential parking at the local level. Parking standards should take account of three key parameters: location, land use and accessibility. In particular, rigorous standards should be considered in those parts of the region where the levels of public transport accessibility are good or improving.

POLICY T4: Transport in Rural Areas

In rural areas priority should be given, particularly in Local Transport Plans and Local Development Documents to improving sustainable access from villages and other rural settlements to key service centres, market towns and urban areas.

In particular, interventions will focus on:

- developing alternative means of service delivery to reduce the need to travel;
- improving sustainable access options to Key Centres for Development and Change, Priority Areas for Regeneration and Engines of Growth;
- improving accessibility to a range of essential rural services and opportunities that support the rural economy, especially in the more deprived rural areas to the north and east of the region;
- delivering transport services that tackle social exclusion, in particular those which meet the identified needs of the region's ageing population;
- increasing active transport, especially where this would help to address identified rural health issues and enhance tourism opportunities; and
- connecting local walking and cycling and assisting the delivering of the National Cycle Network.

8.15 The East of England has some sparsely populated rural and coastal areas, often relatively deprived, as well as rural areas that have more dense and often more affluent, settlement patterns. Nevertheless, all rural areas have transport needs which are different from those of urban areas and a key challenge for policy is to improve accessibility to services whilst moving to more sustainable travel options. Key drivers are improving access to jobs, schools and other services and sustaining rural communities and their economies. The much lower density of rural movement patterns means that meeting access needs by conventional public transport is more difficult and the private car may remain important over the Plan period.

8.16 Innovative and less conventional schemes to provide more flexible rural transport may have a role in increasing the accessibility of rural areas to market towns and service centres, particularly for those without a car. Provision for walking and cycling is important regionally because of its implications for public health as well as quality of life.

8.17 Accessibility can also be improved by delivering services differently and so reduce the need to travel in order to access them. Delivery agencies in other sectors will need to support improved rural accessibility, such as by providing the wider availability of new technologies.

POLICY T5: Access to Airports

The region's airports of national importance are Stansted and London Luton. Norwich and Southend airports also have important regional functions. These are shown on the key diagram.

Access to the region's airports will be managed and enhanced to support their development. This will be achieved by:

- requiring airport operators to have a robust and up to date surface access strategy in place for Stansted, Luton, Norwich, and Southend;
- enabling a higher proportion of surface access trips to the region's major airports to be made by public transport and other more sustainable travel options. Surface access strategies should be the principal driver. Such strategies will need to demonstrate that improvements to sustainable low carbon transport modes have been given a higher priority than road improvements wherever possible; and
- giving support to the development of additional air freight handling facilities at airports in the region where there is an identified need.

8.18 The roles of Stansted and London Luton Airports are outlined in the *Air Transport White Paper 2003*. Future development at these airports, including timely provision of infrastructure, surface access strategies and rigorous environmental safeguards, is the responsibility of the relevant airport operator/owner in conjunction with partners. Support is given in the White Paper for the expansion of the regional airports at Norwich and Southend to meet more localised demand and contribute to local economic development, subject to the same conditions as those above.

8.19 The approach to the delivery of supporting infrastructure and surface access should reflect the other policies in the Regional Spatial Strategy. Airport developers will be expected to pay the costs of surface access improvements where they are needed to cope with additional passengers and freight travelling to and from the airports (this may be a proportionate amount if the required improvements are also providing additional capacity for other new development in the vicinity). Transport investment and management required to provide for the airports will be considered in the context of sustainable travel.

POLICY T6: Freight Movement and Access to Ports

The region's ports of national importance are: Bathside Bay (Harwich), Felixstowe, London (including Tilbury) and London Gateway. The smaller ports including Great Yarmouth, Lowestoft, Ipswich and King's Lynn also have an important regional function and potential to address niche port activities. These ports are shown on the key diagram. Access to the region's ports should be managed and enhanced to support their development and enable them to contribute to national and regional objectives for economic growth and regeneration. Enabling more sustainable and reliable freight movements to and from the region's ports will be required to reduce CO_2 emissions and enhance the economic attractiveness of these ports for business. The region will therefore support initiatives that deliver the following priorities:

- maximising the proportion of all freight carried by rail;
- providing adequate rail freight capability on routes to the region's major ports including electrification;
- requiring port operators to have a robust and up to date surface access strategy in place for each of their ports in the region;
- protecting where possible and where there is a reasonable prospect of them being developed:
  - previously used rail-accessible sites from non rail-based development,

- freight facilities for rail and water freight use or interchange; and

- supporting the provision and use of:
  - inland ports,
  - waterways,
  - coastal shipping; and
  - strategic rail freight interchanges (where they support identified freight needs and help bring logistical efficiencies and enhance the capability of the rail network), as well as deliver economic and environmental benefits. This will include supporting the development of at least one strategic rail freight interchange, to serve London and the Greater South East, unless more suitable locations are identified within London and the South East for all three/four interchanges required. Sites must have existing good access to the strategic road and rail networks.

8.20 The region has two major port areas of national economic importance at the Haven and Thames Gateways as well as smaller regionally significant ports. Emerging national policy in 2010 is to plan for additional capacity in the ports sector in order to provide spare capacity, both to enable greater flexibility and to improve the resilience of the sector in the event of capacity being lost at a major port. Development is underway at Felixstowe and Great Yarmouth ports, with further additional capacity planned at London Gateway.

8.21 Current port operations generate significant freight movement and the *Regional Freight Strategy 2008* forecasts that this will increase. The freight strategy identifies that the movement of freight in the region is largely by road. It recommends a clearer focus on maximising the use of rail, especially rail facilities and services that increase the use of low carbon technologies and improve the use of the ports. Surface access strategies should be developed to achieve more sustainable and coordinated access to ports for freight. Three of the strategic national corridors connect to the region's major port areas and these will be important for accessing ports, as recognised in Policy T2 of this spatial strategy.

8.22 Opportunities for moving freight along the coast and on inland waterways are encouraged by national policy and coastal shipping could lead to increased use of the region's smaller ports.

8.23 The *Strategic Rail Authority Strategic Rail Freight Interchange Policy 2004* identified a need for three to four strategic rail freight interchanges for the Greater South East and the Eastern Regional Planning Assessment for the Railway, 2006 envisaged development of strategic sites around the M25. Given that the region includes a third of the M25 ring and that all the main rail lines from London to the North and Scotland cross the M25 within the East of England, it is likely that at least one of the required strategic interchanges will need to be in the region. The *Regional Freight Strategy 2008* also confirmed this need.

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8 Transport

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9. Environment

9.1 National policy identifies the role of development plans in achieving proactive conservation and enhancement of landscapes, biodiversity and the historic environment, and establishes the principle that planning policies should take account of the impact of development on landscape quality and the need to improve the built and natural environment in and around urban areas and rural settlements.

9.2 The following principles for the management of the East of England's natural, built and historic environment reflect national guidance and underpin the policies in this section.

9.3 In their plans, policies and programmes local planning authorities and other agencies should:

- conserve and enhance the natural, historic and built environment by positive management and protect it from development likely to cause harm;
- adopt an approach that recognises the links between proactive conservation and meeting the social and economic needs of local communities;
- protect, for their own sake, all important aspects of the countryside, including individual features, special sites, protected areas, their settings, and the wider landscape;
- through the development plan system, conserve and enhance whenever possible regional and local distinctiveness and variety, based on understanding gained through the Integrated Regional Landscape Framework, the regional Environment Strategy and other assessments of regional and local character and scrutiny of development impacts;
- secure effective protection of the environment by considering the nature and location of proposed development as part of a broadly based concern for, and awareness of, biodiversity and other environmental assets, and of issues such as light and noise pollution;
- recognise that the negative impacts of development can be wide-ranging and impact on the environment in a cumulative fashion;
- restore damaged and lost environmental features whenever possible;
- address environmental issues at appropriate scales, working across local planning authority boundaries, and
- promote a sustainable approach to the use of the region's natural resources that recognises the values of ecosystem services.

9.4 The Regional Environment Strategy *'Our Environment, Our Future'* (2003) outlined the main environmental challenges facing the region and set out a number of actions needed to meet identified aims. This, and other regional strategies, including the Regional Woodland Strategy, provide the context for policies ENV 1-7.

POLICY ENV1: Green Infrastructure

Areas and networks of multifunctional green infrastructure should be identified, created, protected, enhanced and managed as a fundamental element of sustainable communities. Green infrastructure should be developed so as to maximise benefits for communities and biodiversity as well as to contribute to achieving the goals of climate change mitigation and adaptation.

Local Development Documents should:

- define a multiple hierarchy of green infrastructure, in terms of location, function, size and levels of use, based on analysis of natural, historic, cultural and landscape assets, and the identification of areas where additional green infrastructure is required;
- require the creation of new and the retention of substantial connected networks of green space, in urban, urban fringe and adjacent countryside areas to serve the growing communities in key centres for development and change;

- Ensure that green infrastructure maximises opportunities for walking and cycling, including between urban communities and the countryside;
- Ensure that spatial priorities for green infrastructure recognise the role that access to biodiversity, greenspace and heritage assets can play in developing sustainable communities.
- Consider the role that green infrastructure can play in the conservation, restoration and enhancement of important landscapes, biodiversity assets and heritage assets, including through reducing visitor pressure on the most sensitive sites;
- Ensure that policies have regard to the likely impact of new and expanded communities on the quality of existing green infrastructure and where necessary, providing new open space buffers aimed at protecting sensitive sites;
- Set out clear delivery and implementation mechanisms to ensure that green infrastructure is delivered in an effective and timely manner, including the identification of funding mechanisms for creation and long term management through S106 agreements, planning tariffs, Community Infrastructure Levy and other mechanisms;
- Be produced jointly with other relevant Local Authorities and delivery bodies where there is a need to ensure coordinated implementation to achieve the vision set out in regional and sub-regional Green Infrastructure Plans;
- Provide clear planning guidance for the development of strategically significant green infrastructure projects.

Assets of regional significance for the retention, provision and enhancement of green infrastructure include:

- the Norfolk and Suffolk Broads; the Norfolk Coast, Suffolk Coast & Heaths, Dedham Vale and Chilterns Areas of Outstanding Natural Beauty; and the Heritage Coasts (shown on the Key Diagram);
- other areas of landscape, ecological and recreational importance, notably the Community Forests (Thames Chase, Marston Vale and Watling Chase), the Brecks, Epping Forest, Hatfield Forest, the Lee Valley Regional Park and areas around the Stour Estuary, and Colne Valley Regional Park that crosses the administrative boundary into the South East.
- strategically significant green infrastructure projects and proposals, such as the Great Fen Project, Wicken Fen Vision, the Milton Keynes to Bedford Waterway Park, and the Green Arc Project.

9.5 Green infrastructure, as described in Planning Policy Statement 12 and Natural England's Green Infrastructure guidance, refers to networks of protected sites, nature reserves, green spaces, waterways and green linkages, for example wasteland, gardens, allotments and green walls and roofs. By providing for multi-functional uses, for example landscape, wildlife, recreational and cultural experience, it contributes to livability, whilst delivering biodiversity and other benefits including, potentially flood relief. This can be achieved through retrofitting existing spaces to deliver additional functions, as well as provision with new developments. Green infrastructure should be planned strategically and implemented as part of developments at all scales. Provision should aim to extend and enhance existing infrastructure to create linked networks of green space.

9.6 Local Development Documents should set policies which respond to locally identified need, including increased demand for recreational open space associated with planned development, and identify the scale and location of green infrastructure required to ensure that existing, extended, and new communities are attractive places to live and work. Any tension between the multiple demands made on such infrastructure should be addressed.

9.7 It is not sufficient to merely develop policies which identify green infrastructure sites and opportunities. Local Planning Authorities need to be pro-active in their identification of funding and delivery mechanisms. Green Infrastructure Plans should underpin this process and Supplementary or Site Specific Planning Guidance should be produced to assist in the timely delivery of the green infrastructure necessary to support sustainable growth. This may require collaborative working on

joint strategies by the Local Planning Authorities concerned and the implementation and funding bodies involved. In addition to this, Local Development Documents should set out how green infrastructure assets are to be managed and maintained to ensure that the quality and provision of green infrastructure is not compromised in the long term.

9.8 Green infrastructure has the potential to contribute to capturing carbon emissions, and as part of a package of measures, to achieve developments which are carbon neutral. The Great Fen project is an example of where this approach is being developed. Where development may have adverse effects on sites of European or international importance for wildlife, green infrastructure can help to avoid or mitigate that risk. Green infrastructure can also support climate change mitigation objectives through encouraging walking and cycling, and can support adaptation objectives by reducing flood risk and combating urban heat island effects.

9.9 The assets and projects named in ENV1 are not an exhaustive list and there may also be locally significant projects that should be recognised in local plans. Further work is needed to review the list of regional green infrastructure assets in ENV1 and establish, from evidence, whether any further assets need to be identified and how the assets should be managed and enhanced. In particular, further study is needed on the role of these assets in providing for increased visits and recreational use associated with growth, and also mitigating potential impacts of increased recreational pressure on European sites being assessed under the Habitats Regulation Assessment.

9.10 Policy IMP2 identifies a number of designated European sites at potential risk from recreational pressure. The recreational greenspace and access management framework that local authorities develop with regard to mitigating for recreational pressure on European sites should cover the following aspects in order to ensure deliverability:

- Make it clear that strategic measures are required to ensure the avoidance and mitigation of recreational impacts on European sites;
- identify specific vehicle(s) (Green Infrastructure Strategies may be appropriate) for providing the details of strategic mitigation provision regarding recreational impacts on the European sites and the status of this vehicle as part of the Local Development Scheme;
- that this document will precede or accompany the development of detailed site allocations;
- ensure that the development of this vehicle and of alternative greenspace will be informed by the evidence that has been collected regarding how and why visitors use the European sites;
- state that the provision of alternative greenspace will be connected into the wider green infrastructure framework;
- make it clear that the suite of measures will cover (where appropriate) some or all of a)the provision of alternative greenspace, b) access management of the European sites and c) potentially some habitat management of those same sites, including coordinated visitor access management plans for European sites, tailored to their individual character and interest features;
- state that the local authority will work with adjacent authorities to address the recreational issues where necessary in order to ensure that adverse 'in combination' effects are adequately mitigated;
- identify that the timing and phasing of the green infrastructure and access management delivery will be tied to the phasing of development; and
- make it clear that the implementation and effectiveness of this strategic approach will be monitored and reviewed concurrently with reviews of the delivery of housing provision and incorporated into Annual Monitoring Reports where appropriate.

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POLICY ENV 2: Landscape Conservation

In their plans, policies, programmes and proposals planning authorities and other agencies should, in accordance with statutory requirements, afford the highest level of protection to the East of England's nationally designated landscapes (the Norfolk and Suffolk Broads, the Chilterns, Norfolk Coast, Dedham Vale, and Suffolk Coast and Heaths Areas of Outstanding Natural Beauty (AONBs), and the North Norfolk and Suffolk Heritage Coasts) and their settings whilst having regard to the statutory management plans prepared for them. In considering proposals for development, the emphasis should be on small scale proposals that are sustainably located and designed. Proposals which support the economies and social well being of the designated landscapes and their communities will be encouraged. In terms of the Broads, priority should be given to conserving and enhancing the natural beauty, wildlife, historical environment and cultural heritage of the area, promoting public enjoyment and the interests of navigation. In terms of the AONBs, priority over other considerations should be given to conserving and enhancing the natural beauty, wildlife, historic environment and cultural heritage of each area.

In addition to considering designated landscapes, planning authorities and other agencies should recognise and aim to conserve and enhance the diversity and local distinctiveness of the landscape areas by:

- developing area-wide strategies, based on landscape character assessments, setting long-term goals for landscape change, targeting planning and land management tools and resources to influence that change, and giving priority to those areas subject to most growth and change;
- developing area-wide strategies, using the spatial framework provided by the Integrated Regional Landscape Framework and other landscape character assessments. Such strategies should also set long-term goals for landscape change and target planning and land management tools and resources to influence that change;
- Locating development sensitively so that it respects and enhances landscape character and imposing criteria based policies, particularly for those areas subject to most growth and change; and
- securing mitigation measures where, in exceptional circumstances, damage to local landscape character is unavoidable.

9.11 Some 7.5% of the land area is designated as nationally important landscape: the Norfolk and Suffolk Broads, which has equivalent status to a National Park, and the four areas of outstanding natural beauty (only part of the Chilterns AONB is within the East of England). The Broads and individual AONB Management Plans set out the visions for these areas and provide more detailed context for the preparation of AONB specific policies in Local Development Documents, planning and other decision making, provision of advice and resource allocation. Designated Landscapes will have functional links with land outside their boundaries, not least because surrounding land can provide an important visual setting. As such, the characteristics of the nationally designated areas have implications for decisions that are made beyond their boundaries and local authorities should be aware of the requirement to take account of the statutory purposes such landscapes, particularly when making planning decisions within their settings. Figure 9.1 'East of England Environmental Designations - temporary map to be replaced with high resolution version' shows the main landscape and nature conservation areas designated in the region.

9.12 National policy for sustainable development in rural areas in PPS7 emphasises the continuing need to protect the countryside for the sake of its intrinsic character and beauty. A regional landscape typology has been developed which describes the variety of landscapes in the East of England, as illustrated in Figure 9.2 'Countryside Character Areas - temporary map to be replaced by updated version'. Many local authorities have also published landscape strategies, supported by character assessments and related studies that provide a finer level of analysis and these

should inform Local Development Document preparation. Further guidance on regional priorities for landscape conservation and enhancement will be provided through the continued development of the Integrated Regional Landscape Framework by Landscape East.

Figure 9.1 East of England Environmental Designations - temporary map to be replaced with high resolution version

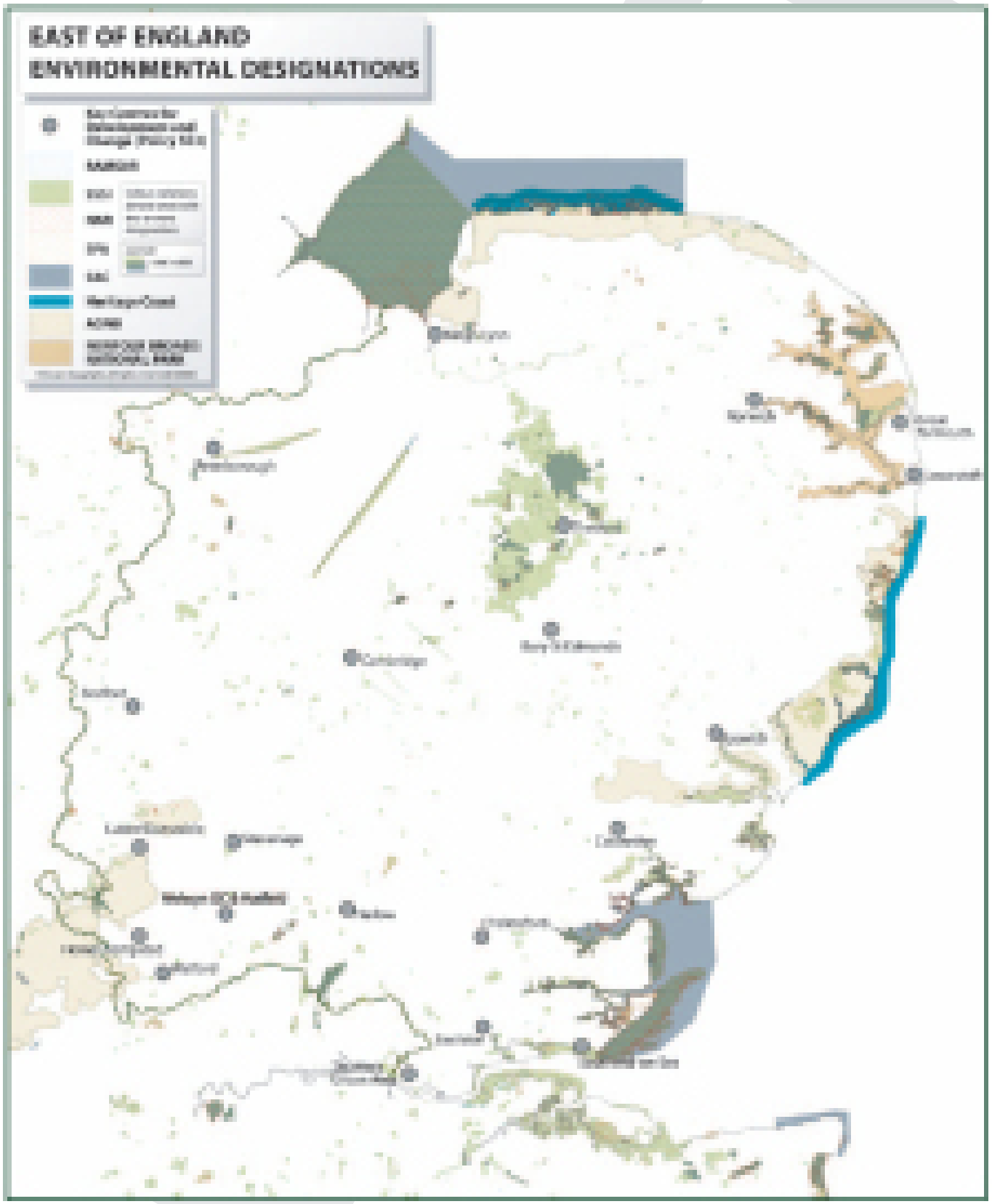
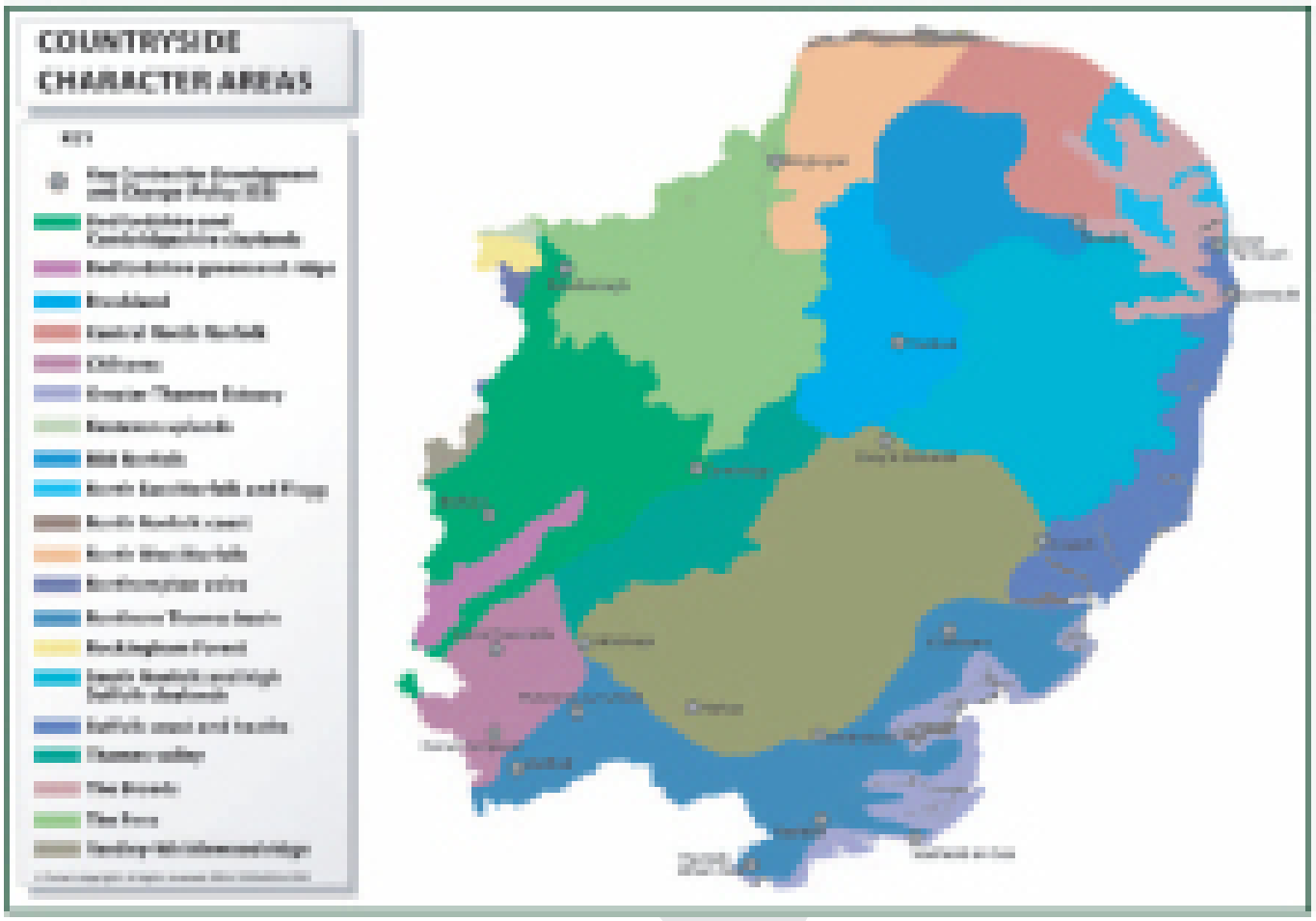


Figure 9.2 Countryside Character Areas - temporary map to be replaced by updated version



POLICY ENV3: Biodiversity and Geodiversity

In their plans, policies, programmes and proposals planning authorities and other agencies should ensure that internationally and nationally designated sites are given the strongest level of protection and that development does not have adverse effects on the integrity of sites of European or international importance for nature conservation. Proper consideration should be given to the potential effects of development on the conservation of habitats and species outside designated sites, and on species protected by law.

Planning authorities and other agencies should ensure that the region's wider biodiversity, geodiversity and natural resources are protected and enriched through the conservation, restoration and re-establishment of key resources by:

- ensuring new development minimises damage to biodiversity and geodiversity resources by avoiding harm to local wildlife sites and local geological sites, and, wherever possible, achieving net environmental gains in development sites through the retention of existing assets, enhancement measures, new habitat creation and mitigating and adapting to climate change or other methods appropriate for the features of interest;
- promoting the conservation, enhancement, restoration, re-establishment and good management of habitats and species populations in accordance with East of England regional biodiversity targets ('Appendix B Biodiversity Action Plan priorities and targets for the East of England') and the priorities in the Figure 9.2 'Countryside Character Areas - temporary map to be replaced by updated version';

- identifying and safeguarding areas for habitat restoration and creation, in particular large-scale (greater than 200 ha) habitat restoration and creation areas which can play a key role in the regional ecological network and green infrastructure;
- ensuring the appropriate management and further expansion/connectivity of wildlife corridors important for the migration and dispersal of wildlife and to facilitate the need for habitats and species to adapt in light of the changing climate;
- establishing networks of green infrastructure, maximising their biodiversity value (as provided for under policy ENV1) and enhancing biodiversity within developments, making use of buildings as well as spaces, for example through the creation of green walls and green roofs; and
- identifying, safeguarding, conserving, and restoring local geological sites (regionally important geological and/or geomorphological sites) and promoting their positive management.

The East of England Regional Assembly and its partners should work with authorities in neighbouring regions on strategic natural resource, geodiversity and biodiversity issues in areas such as the Chilterns, the Wash and Thames Estuary.

9.13 PPS9 Biodiversity & Geological Conservation, supported by wildlife legislation, accords the strongest possible level of protection to internationally and nationally designated sites; Circular 06/05 provides guidance on the protection of such sites. Designated sites cover some 6.6% of the region, comprising 567 Sites of Special Scientific Interest of which many are European sites – Special Areas of Conservation and Special Protection Areas – and Ramsar sites (wetlands designated for their international importance to wildlife). Some are also national nature reserves.

9.14 National policy also reflects wider nature conservation objectives, aimed at reversing past habitat losses. The UK Biodiversity Action Plan (BAP) identifies ambitious targets to create and restore new wildlife habitats and species populations. There is considerable potential for the East of England to achieve its targets and reverse recent reductions in biodiversity and deterioration of habitats. Local Development Documents should take account of BAP targets and priorities identified in county biodiversity network maps. Action plans for the management of the region's biodiversity are set out in the East of England Biodiversity Action Plan 2008-2015. BAP priorities and targets are summarised in Appendix B. Local Development Documents need to take account of the latest habitat creation targets as relevant biodiversity strategies are updated.

9.15 In addressing national policy, the East of England should ensure that biodiversity and geological diversity are conserved and enhanced as an integral part of social, environmental and economic development, seeking to integrate biodiversity and geological diversity with other considerations. This is achieved by maintaining and enhancing the quality and extent of natural habitat and geological and geomorphological sites; the natural physical processes on which they depend; and the populations of naturally occurring species which they support.

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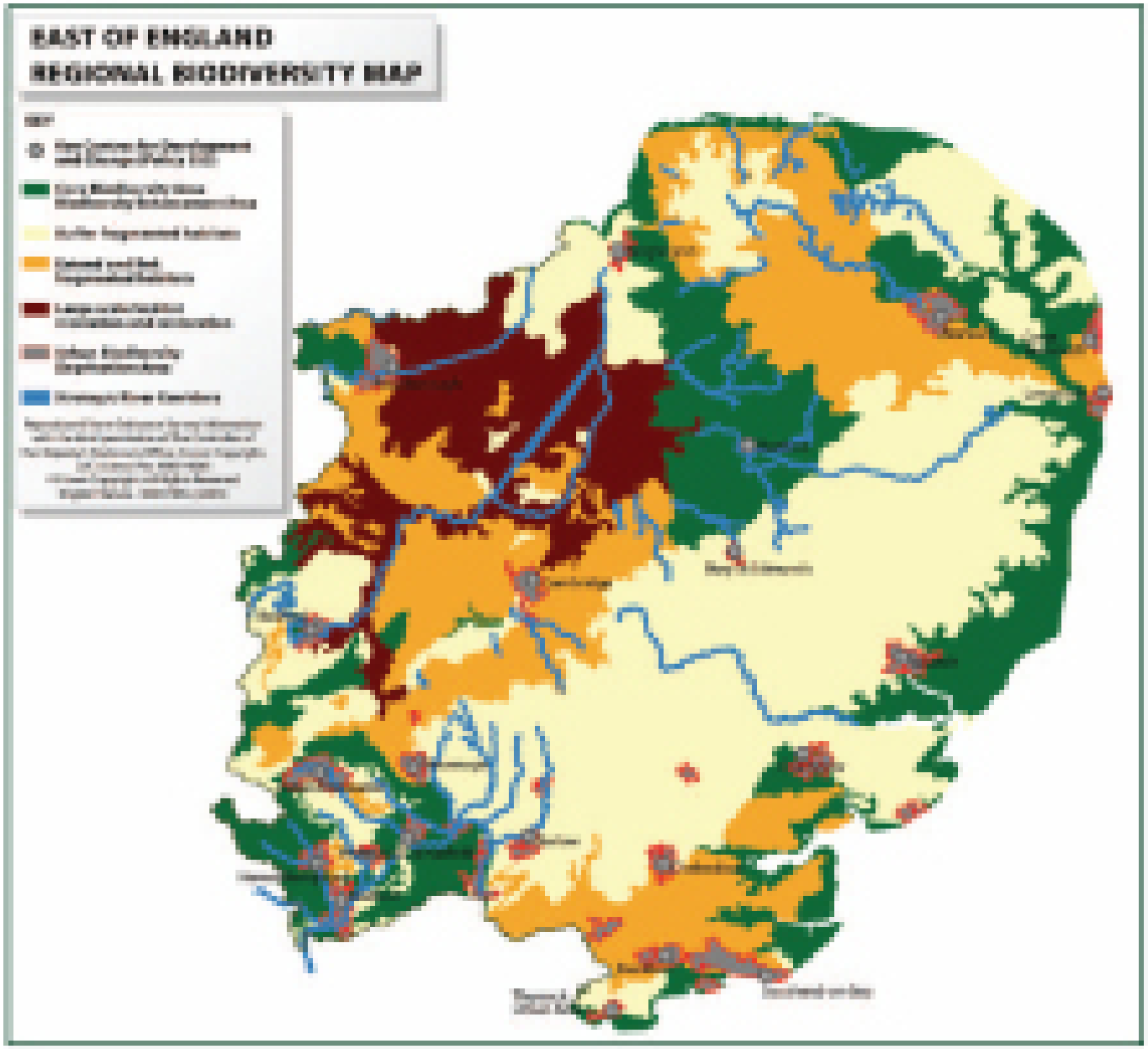
Figure 9.3 East of England Regional Biodiversity Map - temporary map to be replaced by updated version



9.16 Opportunities for promoting the restoration and re-establishment of habitats and species populations may arise in conjunction with development proposals and as a result of climate change. Examples include wetland creation in the Fens, saltmarsh creation on the Essex coast, and heathland restoration in Breckland and the Suffolk Sandlings. The Wildlife Trusts' national Living Landscapes Project includes a number of sites across the East of England with the aim of restoring, recreating and reconnecting large areas of wildlife habitat, helping to protect against threats such as climate change. Such schemes can also provide accessible and attractive green spaces for local communities and visitors to enjoy.

POLICY ENV4: Agriculture, Land and Soils

In their plans, policies, programmes and proposals planning authorities and other agencies should:

- recognise the significance of agriculture to the use of land and to the rural economy;
- respond positively to the changes in agriculture, including any resultant implications of development in the countryside, such as those that arise through:

- economies of scale from collaboration in production and processing;
- consumer demands for localised products, higher standards of animal welfare and food safety;
- increasing demand for renewable crops for energy and materials, and
- changes to production to reduce the emission of greenhouse gases;

- promote and encourage the expansion of agri-environment schemes to:
  - increase the landscape, historic and wildlife value of farmland in accordance with regional priorities set out in other policies of this Regional Spatial Strategy including linking with green infrastructure networks;
  - maintain and enhance the resilience and quality of soils;
  - increase public access; and
  - reduce diffuse pollution.
- promote the management of land and soils to sequester carbon;
- encourage the more sustainable use of soil resources thereby assisting the capacity of land and businesses to adapt to climate change. Where soil and land have been degraded, maximise opportunities for restoration to beneficial after-uses including agriculture, woodland, amenity and habitat creation schemes in accordance with regional priorities set out in other policies of this Regional Spatial Strategy;
- encourage more sustainable use of water resources through winter storage schemes and new wetland creation.

9.17 The region has the highest proportion of high quality agricultural land in the country. National policy on food is set in DEFRA's strategy - *Food* 2030. PPS7, Sustainable Development in Rural Areas, indicates that such land should, where possible, be protected from irreversible damage. Farming and agricultural support mechanisms have changed, with the introduction of Single Farm Payments. The Rural Development Programme for England contains a range of diversification measures to support agriculture's contribution to landscape, biodiversity, and organic farming. However, the abolition of farm land being set aside in 2008 presents a challenge in meeting farmland biodiversity targets.

9.18 In 2009, the East of England Sustainable Farming & Food Group produced a strategy - *2020 Vision for the East of England Food and Farming Sector* - recognising the economic potential of the food and farming sector as a major supplier of energy and raw materials for industry as well as food production. Over this plan period, farming businesses are likely to collaborate on processing activities beyond the farm to secure economies of scale and a larger share add value. The security of food supply is an increasing international concern; the region's environmental, research and production assets are going to be at the forefront responding to this concern. Whilst food security is not the same as self-sufficiency, the 2020 Vision reports that consumer demand and supply problems could bring opportunities for more fruit and vegetables (including salads) to be produced in the region. Consumer demands may also continue to raise standards and promote more local supply networks including through farm shops.

9.19 Soil is vital for the production of food and vulnerable natural resource which, like other environmental assets, needs careful management of competing uses and in adapting to the effects of climate change. The Government's Soil Strategy - *Safeguarding our Soils* - identifies the critical roles for agriculture in protecting and improving the quality of soil, as well as enhancing the storage of carbon in soil. The Strategy also makes a clear link between the sustainable management of waste and improving soil, particularly by anaerobic digestion. Use of Soil Resource Plans - as identified in DEFRA's *Construction Code of Practise for the Sustainable Use of Soils* - should be promoted by planning authorities, developers and other organisations in considering measures to mitigate the impact of development and the loss of soil through development.

9.20 Climate change brings significant changes, not least from the potential area lost by raising sea levels. Without the introduction of more efficient irrigation processes and adding to agricultural reservoirs, the demand for irrigation for certain crops could put added pressure on water supplies at times when water is likely to be scarce.

POLICY ENV5: Woodlands

In their plans, policies, programmes and proposals planning authorities and other agencies should protect and improve the conservation status of existing woodland and promote new planting where consistent with landscape character. Ancient semi-natural woodland and other woodlands of acknowledged national or regional importance should be identified in Local Development Documents with a strong presumption against development that would result in their loss or deterioration. Woodland unavoidably lost to development should be replaced with new woodland of at least equivalent area and composition, preferably in the same landscape unit. Veteran trees, including those that stand outside of woodlands should also be protected.

It is also important to recognise the contribution managed woodland and forestry make to mitigating climate change, as has recently been highlighted by Defra's strategy document "Woodlands for the Future". This can have a spatial dimension, as if wood is to be used as a substitute for fossil fuels and construction materials it should be sourced locally.

New woodland creation should be targeted at:

- schemes for the restoration of derelict or contaminated land and sites formerly used for mineral-extraction or industry;
- green infrastructure projects, including those associated with areas planned for significant growth;
- the Thames Chase, Watling Chase and Forest of Marston Vale Community Forests, with the aim of increasing their woodland cover to 30% by 2030;
- planting schemes along transport corridors;
- schemes to expand and link patches and areas of native woodland within an ecological network area; and
- schemes within river valleys where wet woodland (a Biodiversity Action Plan priority habitat) can develop and also potentially help reduce flood risk.

9.21 Woodland is the second largest land use after agriculture, comprising 7.3% of the land area (139,000 ha), of which 25,000 ha. is managed by the Forestry Commission. The southern part of the region contains some of the most ancient wooded areas in England, whilst Thetford Forest, a largely coniferous woodland, extends over 19,000 ha. Elsewhere, woodland cover is typically more sparse.

9.22 Trees and woodlands contribute to regional GDP, as well as providing economic, social and environmental benefits. The Woodland Strategy for the East of England, Woodland for Life 2003, sets out a vision for woodlands in the region, together with measures for realising that vision.

9.23 An increasingly important consideration is the way that woodland and forestry can be planned and managed in response to climate change. The role that woodland and forestry plays in climate change mitigation, though acting as carbon sinks and by providing a crop of wood that can substitute for fossil fuels and for more energy-demanding products, must be expanded. Furthermore, woodland, forests and individual trees can help to adapt to unavoidable climate change, including through supporting biodiversity, moderating high temperatures in urban areas and regulating water run-off which can reduce the impacts of flooding. These factors, in addition to the fact that trees and woodlands will be impacted by climate change (for example as a result of drought) are likely

to alter how trees, woodlands and forests are planned and managed over the period of the Strategy. It will be important to ensure that management of woodlands and forestry does not have unintended consequences, such as reducing biodiversity.

POLICY ENV6: The Historic Environment

In their plans, policies, programmes and proposals local planning authorities and other agencies should identify, protect, conserve and, where appropriate, enhance the historic environment of the region, its archaeology, historic buildings, places and landscapes, including historic parks and gardens and those features and sites (and their settings) especially pertinent to the East of England:

- the historic cities of Cambridge and Norwich;
- an exceptional network of historic market towns;
- a cohesive hierarchy of smaller settlements ranging from nucleated villages, often marked by architecturally significant medieval parish churches, through to a pattern of dispersed hamlets and isolated farms;
- the highly distinctive historic environment of the coastal zone including extensive submerged prehistoric landscapes, ancient salt manufacturing and fishing facilities, relict sea walls, grazing marshes, coastal fortifications, ancient ports and traditional seaside resorts;
- formal planned settlements of the early twentieth century, including the early garden cities, and factory villages;
- conservation areas and listed buildings, including domestic, industrial and religious buildings, and their settings, and significant designed landscapes;
- the rural landscapes of the region, which are highly distinctive and of ancient origin; and
- the wide variety of archaeological monuments, sites and buried deposits which include many scheduled ancient monuments and other nationally important archaeological assets.

9.24 National advice on the identification and protection of historic buildings, conservation areas, archaeological remains and other elements of the historic environment is set out in PPGs 15, *Planning and the Historic Environment* and 16, *Archaeology and Planning*. Draft PPS15 has not yet been finalised, but seeks to consolidate these PPGs and underlines that heritage assets should be considered for the positive contribution they make to townscape and landscape. The Regional Environment Strategy characterises the historic environment of the East of England, identifies issues relating to the erosion of assets, and emphasises the need for more robust policies at regional level. Information on the distribution of listed buildings, scheduled monuments and conservation areas can be obtained from 'Heritage Counts', an annual digest published by English Heritage. Table 8.1 provides a summary from the 2009 report.

9.25 To conserve the wider historic environment, local authorities and other agencies should afford the highest level of protection to historic and archaeological areas, sites and monuments of international, national and regional importance. Plans and policies should ensure that new development preserves or enhances historic buildings and landscapes, conservation areas and important archaeological features and their settings. Policies and programmes should work towards rescuing buildings and monuments at risk, and take an active role in promoting repair and re-use of historic buildings, especially where this would assist urban renaissance and regeneration. The landscape context and setting of buildings and settlements is an essential component of their quality, and should be safeguarded in policies relating to historic assets.

9.26 In areas identified for growth and regeneration, it is important that the impact of new development on the historic environment is properly understood and considered. Historic character and significance, and the opportunities they offer, should be considered at an early stage in the development process, including master plans and planning briefs. Local Development Documents should be based on the identification, assessment, and evaluation of historic assets, their contribution to local character and diversity, and their capacity to absorb change, which can be

achieved by undertaking historic environment characterisation studies and sensitivity assessments at the local level. Policies should be founded on a robust evidence base and reflect a thorough understanding of the historic environment and enhancement opportunities through approaches such as historic environment characterisation.

County/ Unitary	Listed Buildings	Scheduled Monuments	Conservation Areas	Registered Parks & Gardens
Bedford, Central Bedfordshire & Luton	3,355	153	92	19
Bedford UA	1,331	69	27	
Central Bedfordshire UA	1,942	83	61	
Luton UA	82	2	4	
Cambridgeshire (inc. Unitaries)	8,201	324	221	37
Peterborough UA	928	65	29	
Essex (inc. Unitaries)	14,323	319	236	38
Southend On Sea UA	96	6	14	
Thurrock UA	241	17	7	
Hertfordshire	8,071	177	191	45
Norfolk	10,544	428	281	51
Suffolk	13,217	326	169	23
Total	**57,711**	**1,727**	**1,190**	**210**[4]

POLICY ENV7: Quality in the Built Environment

Local Development Documents should require new development to be of high quality which complements the distinctive character and best qualities of the local area, promotes urban renaissance and regeneration and a resilience to unavoidable climate change.

New development (including redevelopments) should:

- provide buildings of an appropriate scale, founded on clear site analysis and urban design principles;
- make efficient use of land;
- in the case of housing development, achieve the highest possible net density appropriate to the character of the locality and public transport accessibility;
- provide a mix of uses and building types where appropriate;
- incorporate areas of open space and planting to create shaded areas, to improve air quality and enhance townscape and urban design quality;

4 There are designated Parks and Gardens that cross LA boundaries. The total number is 210 for the region, but this cannot be arrived at through adding up the figures.

- have regard to the needs and well being of all sectors of the community;
- address crime prevention, community safety and public health;
- reduce pollution, including emissions, noise and light pollution; and
- maximise opportunities for the built heritage to contribute to physical, economic and community regeneration.

Conservation-led regeneration should respect the quality and distinctiveness of traditional buildings and the value they lend to an area through their townscape quality, design and use of materials. In their plans, policies, programmes and proposals planning authorities should give consideration to the opportunities presented by the region's industrial, maritime and rural heritage.

9.27 New development is often seen as a threat to the quality of life and attractiveness of an area but this need not be the case. Sensitively handled, the design and layout of buildings and landscape features can complement what already exists, strengthen the sense of place, and help confer new character. The Government's strategy for improving quality of place 'World Class Places' 2009 underlines the importance of key elements contributing to high quality places: a range of homes, services and amenities, good design, green space and care and integration of historic buildings and places. The changing climate is another important consideration for new development and this policy along with ENG1 and WAT3 aims to ensure new developments are resource efficient, prepared to cope with projected increasing summer temperatures and increased winter rainfall and sea level rise.

9.28 Policy ENV7 draws together the different strands of national policy which underpin quality in the built environment from PPS1, PPS1 Supplement, PPS3, and PPS15. Under this policy, high quality design will be a requirement of all new built development, whether in urban or rural areas, coupled to high standards of environmental performance. The Towns and Cities Strategy (EEDA, 2003) will be supported. In particular, local planning authorities should use the code for sustainable homes standards (rating of new housing mandatory since May 2008 (CLG 2008)) to meet local sustainability priorities. Areas with distinctive local character may warrant local guidance setting out how new development can be sympathetic in form and layout to that which already exists.

9.29 To achieve innovative and high quality design, local authorities are encouraged to draw on authoritative guidance, for example 'Streets for All' (English Heritage public realm guidance) and other Commission for Architecture and the Built Environment and English Heritage publications. They should also draw on the knowledge and expertise of appropriate advisory bodies, for example the Commission for Architecture and the Built Environment and Inspire East, set up local advisory panels on design to assist decisions on planning applications, and encourage architectural competitions for important developments.

9.30 In relation to conservation-led regeneration, policies should consider the potential for sensitive exploitation of:

- the maritime heritage of the East of England, including docks and waterspaces, fortifications, coastal resorts piers and historic buildings;
- the industrial heritage, including maltings, mills, factories and pumping stations;
- the traditional architecture of rural villages and market towns; and
- redundant historic rural buildings, including barns and churches which can provide attractive premises for a variety of employment or community uses.

9.31 Such areas and buildings should be priorities for the region. Local authorities should liaise with English Heritage, GO East and Inspire East to assess the opportunities for partnership working.

9 Environment

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10. Carbon Dioxide Emissions and Renewable Energy

Resource Efficiency and Renewable Energy

10.1 In the UK, nearly half of carbon emissions come from buildings. The UK Low Carbon Transition Plan (2009) charts how carbon dioxide emissions will be reduced by 18% on 2008 levels by 2020. This trajectory assumes a 29% reduction in carbon dioxide emissions from new and existing homes between 2008 and 2020. Government is committed to delivering zero carbon homes by 2016, public sector buildings by 2018 and non-domestic buildings by 2019.

10.2 The planning system has two statutory objectives - contributing to sustainable development and to the mitigation of, and adaptation to, climate change. As buildings are responsible for almost half of the UK's carbon emissions, half of our water consumption, about one third of landfill waste and one quarter of all raw materials used in the economy, effective planning policies requiring resource efficiency in new development are paramount to delivering these objectives.

10.3 The UK also has a requirement under the EU Renewable Energy Directive (2009) to secure 15% of its energy usage from renewable sources by 2020.The UK Renewable Energy Strategy (2009), which indicates how the UK will meet this target, suggests that renewable sources could provide more than 30% of national electricity consumption, of which approximately 2% is anticipated to come from small-scale generation. It also envisages that approximately 12% of the UK's heat demand will need to be generated from renewable sources. This is expected to come from a range of technologies including biomass, biogas, solar and heat sources pumps. The greatest potential for renewable heat is through incorporation of the above technologies in to new and existing development.

POLICY ENG1: Resource Efficiency in New Development and Existing Communities

In order to improve resource efficiency during the construction and occupancy phases of new development, and to promote improvements within existing communities, local development document policies should:

- set demanding, evidence based, targets for carbon dioxide emission reductions from new development. Achievement of these targets should prioritise demand reduction and energy efficiency measures over renewable energy generation in the first instance; and
- require new development of more than 10 dwellings or 1000m² of non-residential floorspace to secure at least 10% of energy consumed when occupied from decentralised, renewable and low carbon energy sources, unless not feasible or viable;
- contribute to the national aspiration of sourcing 12% of our heat from renewable sources by 2020, by, wherever possible, ensuring renewable heat technologies are incorporated into existing and new development;
- integrate efficiency measures for existing buildings, including consequential improvements;
- recognise the importance of water efficiency in this region and the relationship between reducing water usage and reducing carbon dioxide emissions;
- set demanding targets for greater efficiency in materials used in construction based on Site Waste Management Plan data; and
- consider low embodied carbon approaches in methods and materials used in construction.

10.4 An effective way of implementing several of the above objectives is for local development documents to mandate compliance with nationally recognised standards of building sustainability such as BREEAM, or any future standards for Sustainable Buildings. The Government considers that the Code for Sustainable Homes will have a central role in supporting future sustainable housing and aims to include minimum levels of on-site carbon reduction or alternatively provided by measures known as "allowable solutions".

10 Carbon Dioxide Emissions and Renewable Energy

10.5 Demand management is a critical component of resource efficiency and can be achieved through promoting best practise in design and location of new development. The principle of a waste hierarchy (prevent, reduce, reuse, recycle) is to be supported and development should be designed and constructed with this concept in mind. Government also supports the concept of an 'energy hierarchy' in delivering low carbon development. Efforts should be firstly directed at demand reduction, then at improvements in energy efficiency, thirdly at alternative zero carbon energy sources and finally low carbon energy sources. Although proposed revisions to the building regulations will ensure that new development is increasingly energy efficient, the Planning and Energy Act 2008 allows local planning authorities to set standards in advance of these requirements. Local planning authorities should invoke these powers where it is viable to do so. Supplying drinking water to homes and treating waste water has a significant energy cost, so efficient use of water contributes to reducing the region's carbon dioxide emissions as well as management of the region's limited water resources, addressed in Policy WAT1.

10.6 Local authorities, energy generators and other relevant public bodies should be innovative in increasing the generation of renewable heat in the region. Over three quarters of the energy we use in our homes is for heating. Particular opportunities exist in concentrating efforts towards the 755,000 households in the East of England located in areas without a mains gas supply, in developing community district heating schemes in new and existing development, installing new technologies such as air source heat pumps and ground source heat pumps, solar thermal and in upgrading existing inefficient boilers. These alternative technologies should also be considered in new and refurbished developments in areas with a mains gas supply.

10.7 Embodied carbon is the carbon dioxide emitted as a result of primary energy consumed during resource extraction, transportation, manufacturing and fabrication of a product. As the energy efficiency of operating buildings improve, the embodied carbon will make up an increasing proportion of a buildings carbon emissions over its complete life cycle. On-line resources are available to estimate the embodied carbon of construction materials and projects (such as the Environment Agency carbon calculator for construction activities, the BRE Green Book Live materials profile and the University of Bath's inventory of carbon and energy).

10.8 Given that around two thirds of the building stock that will still be standing in 2050 has already been built, and energy efficiency was not introduced to the building regulations until 1985, improving the energy efficiency of the existing stock will be a critical element in delivering the Government's long term carbon emission reduction targets. Local authorities should explore innovative mechanisms for retrofitting existing development to improve energy efficiency and/or for connecting to a source of decentralised renewable or low carbon energy. Similarly, schemes at adapting existing development to withstand future climatic conditions should be promoted. The approach adopted by Uttlesford District Council is to make consequential improvements to the overall energy efficiency of a building a condition of planning permission for extensions.

POLICY ENG2: Renewable Electricity Targets

The development of new facilities for renewable electricity generation will be supported, with the aim that by 2015 at least 16% of the electricity consumed in the region is generated within the region from renewable sources, rising to at least 20% by 2020. These targets exclude electricity from offshore wind, and are subject to meeting European and international obligations to protect wildlife, including migratory birds.

Local planning authorities should assess the potential of their area to accommodate the development of renewable energy resources and associated facilities, with a view to maximising their contribution to these regional targets and informing Local Development Documents that promote and encourage renewable and low carbon energy generation.

Local planning authorities will also identify opportunities to enable appropriate development to facilitate the operation of offshore energy production units, including connections to the national grid.

When considering individual proposals for the development of renewable energy facilities, whatever their scale, local planning authorities will accord significant weight to the wider environmental, community and economic benefits to be gained from such proposals and from the establishment of a strong renewable energy generating capability in the region. In order to minimise any adverse effects of renewable energy infrastructure on the region, local planning authorities should ensure best practice in securing mitigation measures.

10.9 The EU Renewable Energy Directive (2009) requires the UK to secure 15% of its energy usage from renewable sources by 2020, considerably more than existing government targets. The UK Renewable Energy Strategy (2009) is the government's response to this challenge. Within this overall target of 15%, the Strategy suggests that renewable sources could provide more than 30% of national electricity consumption (compared to 5.5% in 2009) and that more than two-thirds of this could come from on-shore and off-shore wind, but there could also be important contributions from hydro, sustainable bio-fuels, marine sources and small-scale technologies. It is recognised that demand management, including energy efficiency also has a role to play in delivering these national targets.

10.10 The East of England has the highest installed capacity for renewable electricity generation of any of the English regions, but the energy generated meets only about 7% of the regional electricity demand (2008). The Region has the potential to make a much bigger contribution, although there are challenges to be overcome if this potential is to be realised. The waters off the Region's coast have great potential for offshore wind generation and while this cannot be included in the regional target, it is important that every effort is made in the Region to facilitate the development and deployment of this technology.

10.11 The renewable electricity targets in policy ENG2 derive from a study commissioned by the East of England Regional Assembly. *Placing Renewables in the East of England* identified the sources of renewable electricity likely to offer the greatest potential in the region to 2020 and beyond. Contributions from a range of technologies will be needed to deliver these regional targets, including wind, biomass (agricultural wastes, energy crops, managed woodland and co-firing of waste wood), anaerobic digestion of organic waste, photovoltaics, sewage sludge, sewage gas and landfill gas.

10.12 Based on the estimates of regional electricity demand and outputs from the range of technologies envisaged in the study, achieving the generation targets would require the following targets for installed capacity:

- 1280 MW by 2015; and
- 1600 MW by 2020

10.13 These are challenging targets. Their achievement will require widespread acceptance of the deployment of renewable energy technology across the region. Local development documents should therefore encourage such schemes taking into account the advice in PPS22, the Companion Guide to PPS22 and the climate change supplement to PPS1. New facilities for the recovery of energy from biomass as well as sewage gas plants at waste water treatment works should be encouraged throughout the region. Where electricity is generated by the combustion of bio-fuels, the heat generated should be used for district heating or heat intensive processes located nearby. However, the evidence shows that the bulk of the additional renewable electricity generating capacity required is likely to come from wind energy.

10 Carbon Dioxide Emissions and Renewable Energy

10.14 Wind developments should be promoted and encouraged: every part of the region is expected to accommodate onshore wind energy development to some degree. Where settlement patterns and dwelling distribution inhibit the potential for development of large windfarms, every effort should be made to accommodate small numbers of turbines, including in urban fringe and brownfield locations.

10.15 Whilst the information presented in *Placing Renewables in the East of England* is appropriate for a strategic regional study, it is not a sufficient basis for decisions about individual renewable energy proposals in the region and it must not be used as such. Each application for renewable energy development in the region must be considered on its merits, including site-specific issues that are not appropriate for discussion in a regional study.

10.16 In assessing local potential for renewable energy and determining individual planning applications, local planning authorities will need to accept that some landscape and visual effects cannot be avoided if the wider environmental, community and economic benefits of proposals are to be realised. In permitting any development, local planning authorities should ensure that the full opportunities for mitigation are explored. This may include offsite mitigation, such as structural landscaping to minimise visual intrusion over greater distances.

10.17 Defence and air traffic control radar safeguarding requirements are important considerations in the East of England and potential constraints on individual wind turbine schemes which could prejudice the achievement of regional targets. The Government, aviation bodies and the British Wind Energy Association are working together to identify solutions to mitigate the adverse impacts turbine developments can have on radar. A future review of regional renewable electricity targets will need to take into account progress made in this area.

10.18 The UK Renewable Energy Strategy (2009) proposes a new process of regional resource assessment and target setting to ensure inter-regional consistency in contributing to the national targets. While the indications are that the *Placing Renewables in the East of England* study followed a methodology broadly consistent with that which the Government will be seeking to introduce, and its conclusions are thus robust, a further review of regional renewable resources and targets will be necessary for incorporation in the Single Regional Strategy which is to replace this Regional Spatial Strategy.

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11. Water

11.1 The East of England is the driest region in England, and one of the fastest growing. Water resources are limited and there are already supply-demand issues in parts of the region. In some catchments, winter abstraction is not reliable during dry winters, and under predicted scenarios for climate change, more frequent drought conditions are expected, leading to increased pressure on resources. Figure 8 shows the main rivers and their catchments.

11.2 Responsibility for planning and managing water supply rests with the water companies. Their water resources management plans show how they intend to manage water supply and demand for the following 25 years, and determine the level of service for their water resource zones. Figure 9 shows the water supply companies and their water resources zones.

POLICY WAT1: Water Efficiency

The Government will work with the Environment Agency, water companies, OFWAT, and regional stakeholders to ensure that development in the spatial strategy is matched with improvements in water efficiency, delivered through a progressive, year on year, reduction in per capita consumption rates. Where Water Cycle Studies demonstrate the need for water efficiency standards for new development beyond the regulatory minimum, Local Development Documents should reflect these findings in specifying standards. Savings will be monitored against the per capita per day consumption target set out in the Regional Assembly's monitoring framework.

11.3 The Environment Agency's Water Resources Strategy for England and Wales and its regional Action Plans seek a 'twin track' approach to meet the increasing demand for water in the region, whereby demand management (water efficiency) and resource development (increased supply) must go hand in hand. Government expects this approach to be reflected in the water resources management plans.

11.4 Policy WAT1 recognises the regional requirement to use less water which will be pursued through a co-ordinated programme including changes to Building Regulations, the Code for Sustainable Homes, Local Development Documents, fiscal measures, incentive schemes and other measures to reduce water consumption and wastage. Water efficient fittings and appliances should help achieve efficiencies in both new and existing development.

11.5 The Government published an amendment to Building Regulations in 2009 to include a requirement for a minimum standard of water efficiency in new homes. It has also committed to review the Water Supply (Water Fittings) Regulations 1999. The Code for Sustainable Homes promotes a range of water efficiency levels in new dwellings, rising to a consumption specification not exceeding 80 litres/ head/ day at level 5. All new social housing must be built to meet Code for Sustainable Homes Level 3 for water efficiency. When standards beyond the regulatory minimum for development are set in Local Development Documents, these standards should conform to national sustainable building standards, i.e. domestic development to meet specified Code for Sustainable Home Levels and non domestic development to meet BREEAM or any successor guidance standards.

11.6 Current average domestic consumption is about 150 litres per person per day, whereas the Environment Agency has advised that an average domestic consumption of 120 litres represents a challenging but achievable long term level of consumption. Achieving this average level of consumption will require high levels of water efficiency in new builds as well as retrofitting of the existing housing stock and behavioural changes of household water users. An average water consumption of 120 l/person per day is in line with Government's enhanced vision for average water use by 2030. It is also the average per capita consumption target for 2030 as set out in the

East of England Joint Implementation Plan. Through East of England Regional Assembly's monitoring framework, consumption will be monitored against a target for average domestic consumption of 120 litres person per day. Progress towards this target will be an essential part of the conditionality approach set out in IMP1 and IMP2, as well as informing the next review of Regional Spatial Strategy.

Figure 11.1 Rivers and Catchments - temporary map to be replaced by high resolution version

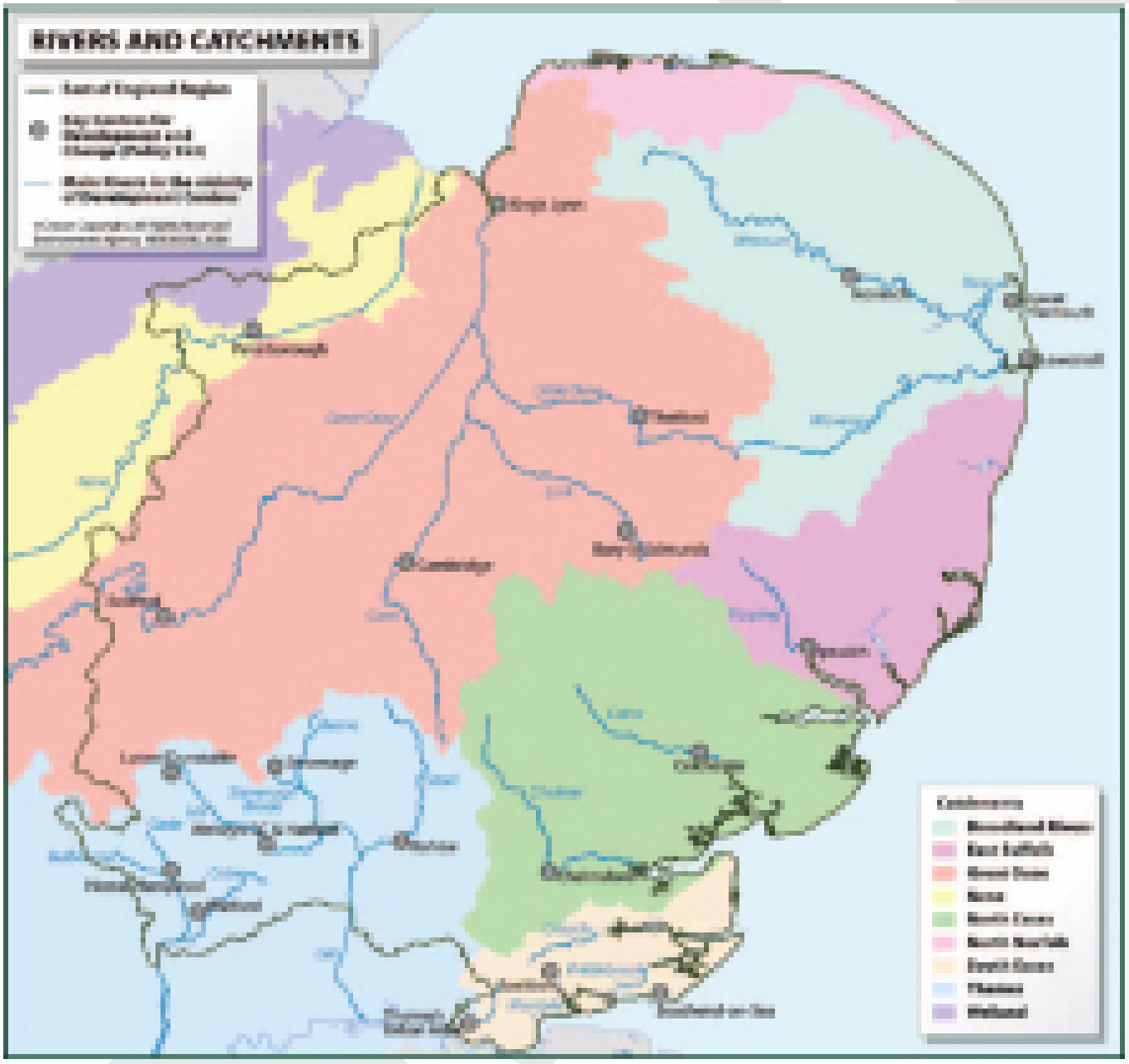

Figure 11.2 Public Water Supply by Water Resource Zones - temporary map to be replaced by updated version

POLICY WAT2: Integrated Water Management

A co-ordinated approach to plan making should be developed through a programme of water cycle studies to address the issues of water supply, water quality, waste water treatment and flood risk in receiving water courses relating to development proposed in this Regional Spatial Strategy. In particular, Water Cycle Studies should be drawn upon to ensure that rates of planned development do not exceed the capacity of water supply and waste water treatment systems and ensure that development does not proceed ahead of necessary improvements to these systems. As part of this, Local Development Documents should plan to site new development so as to maximise the potential of existing water/waste water treatment infrastructure and minimise the need for new/improved infrastructure. Plans should also take account of the Environment Agency's Water Resources Strategy, the water companies' Water Resources Management Plans and other statutory plans.

11 Water

In terms of new infrastructure, the Environment Agency and water companies should work with OFWAT, the East of England Regional Assembly and the neighbouring regional bodies, local authorities, delivery agencies and others to ensure timely provision of the appropriate additional infrastructure for water supply and waste water treatment.

All policies and proposals should contribute to meeting surface and groundwater standards and the objectives of the Water Framework Directive by delivering appropriate actions set out in River Basin Management Plans, and avoiding adverse impact on the water environment and sites of European or international importance for nature conservation.

11.7 Planned resource development will boost supply through existing networks by increasing storage, for example at Abberton Reservoir, Essex and by water transfer. This takes account of environmental constraints, including the requirements of the Habitats and Water Framework Directives, and of the fact that water supply to parts of the East of England involves transfers within the region and from other regions, which may also require infrastructure improvements, e.g. from Rutland Water and the Wing Treatment Works.

11.8 Water is essential to the maintenance of the rivers, lakes, estuaries,coasts and groundwater that shape the region's landscapes and their wildlife. It is vital to the livelihoods of those who live and work here. Water issues can have implications for the economy (such as tourism), society and the environment. The European Water Framework Directive introduces a more integrated system of water management based on river basin districts with a view to reducing water pollution, promoting the sustainable use of water resources, conserving habitats and species dependent on water environments, reducing the effects of floods and droughts, and ensuring that most inland and coastal waters are improving towards 'good ecological status' by 2015. The Anglian and Thames River Basin Management Plans identify the standards in the East of England. The Water Framework Directive introduces more stringent standards and requires 'no deterioration' from current water status. Local authorities must take this into account in their water cycle strategies. Local Authorities should also work with the Environment Agency to ensure actions to improve ecological status are identified and delivered.

11.9 Recent studies of waste water infrastructure and water courses indicate the degree of challenge in reconciling timely delivery of growth with environmental limits at the different growth locations within the region. Work on options for expanding sewage treatment capacity for the Rye Meads catchment area, which includes Stevenage, Harlow, and Welwyn, is a priority. Restrictions in capacity at Rye Meads will need to be overcome without harm to the receiving watercourse or the adjacent Lee Valley Special Protection Area and its qualifying features. A strategic review of the options is required, looking beyond incremental expansion to new facilities or other possible works. Depending on the necessary lead in times, this may bear on the rate of delivery. Further work on river capacity is also needed in a number of other locations, including the key centres at Basildon, Chelmsford, and Luton Dunstable Houghton Regis. In addition, the environmentally sensitive areas of Greater Norwich, Breckland and the Bedford Ouse require careful assessment as a priority to ensure increased flows can be accommodated within existing consents or that increased flows can be mitigated through additional wastewater treatment.

11.10 These studies should identify strategic water / waste water infrastructure requirements for inclusion in business plans which allow for appropriate protection of the water environment. They should be completed to inform the preparation of Local Development Documents and the next Regional Spatial Strategy review.

11.11 In parts of the region, existing waste water treatment infrastructure (sewage treatment works and the associated sewerage network) operate at the limits of their current discharge consents. Where capacity limits have been identified and additional infrastructure is required, development may need to be phased to ensure it does not exceed the capacity of the infrastructure and/ or

environmental limits in the receiving environment. Additional capacity for waste water treatment will need to be included in water company investment plans, unless proposed by alternative providers working within the regulatory framework provided by OFWAT and the Environment Agency. The scale of investment required suggests this will be a critical delivery issue for the region. Key partners with an important role in ensuring coordinated and timely delivery, include water companies, the East of England Regional Assembly, Local Delivery Vehicles, local planning authorities and developers, working together through the East of England Water Partnership.

11.12 By 2031 wastewater treatment in large parts of the region will be operating to the limits of conventional treatment technology, with no additional scope to mitigate against increased effluent flows. Where there are no practical solutions identified for growth beyond 2031, planning should start immediately to inform future Regional Spatial Strategy reviews.

11.13 The Environment Agency's Water Resources Strategy for England and Wales and its Regional Action Plans published in 2009, consider the water resources situation through to the 2050's. The water industry, the Environment Agency, the responsible regional authorities and planning authorities will need to continue to work to achieve closer alignment between their respective strategies with a view to informing longer term planning horizons and the the preparation of the Single Regional Strategy.

POLICY WAT3: Flood Risk Management

Local Development Documents and development proposals should take a stringent approach to limiting and mitigating the risk from all forms of flooding, reflecting the principles in PPS25, and taking into account the likely impacts of climate change on flood risk and the standard of defences.

Where it is necessary, following application of the sequential approach in PPS25, to locate development in Flood Zones 2 or 3 (such as in areas undergoing planned regeneration), policies and proposals should:

- ensure that the land use proposed is compatible with the standard of defences and the strategy for their future maintenance; and

- be contingent upon effective flood warning and response procedures being in place, so as to minimise the risk of any increased need for rescue from land and property by the emergency services.

Areas of functional floodplain needed for strategic flood storage in the Thames Estuary should be identified and safeguarded by local authorities in their Local Development Documents.

Surface runoff should be excluded from foul and combined sewers wherever possible to reduce risk of sewer flooding. Development proposals should incorporate sustainable drainage measures unless there is evidence that it is impractical to do so.

11.14 The East of England contains many low-lying areas at risk from flooding. The Fens are England's largest river floodplain, but areas of river floodplain occur throughout the region. The coastline is also at significant risk from coastal flooding, including inland from the Wash. PPS25, Development and Flood Risk and its Practice Guide provide planning policy and guidance on flood risk management and sets out the sequential approach and the tests that must be applied.

11.15 The extensive area vulnerable to flooding combined with existing development patterns mean that bout 140,000 properties are within areas protected by existing flood defences. Where defences are to be maintained, particularly in coastal towns proposed for growth and regeneration, new development may be acceptable, particularly on previously developed land. However, mainly as a result of climate change the region's vulnerability to flooding is increasing and In parts of the

region a policy of managed realignment may be both needed and beneficial to the management of flood risk by enabling development to be safeguarded and new habitats, such as saltmarsh, created. Where some flood risk is unavoidable it must be considered at all stages of the planning process, to minimise potential damage to property and loss of life, whilst avoiding harm to sites of European or international importance for wildlife.

11.16 PPS25 sets out the principles which local planning authorities should apply in relation to flood risk for inclusion in Local Development Documents. The Environment Agency has provided information on flood risk to all local planning authorities. Figure 10 is the Agency's flood zone map. Strategic Flood Risk Assessments should be carried out to refine information on areas that may flood from river or sea flooding and other sources of flooding, such as groundwater and sewers, and assess local flood risk. Strategic Flood Risk Assessments should take into account the impacts of climate change, using the latest available projections. They provide the basis from which to apply the sequential test and exception test in allocating areas for development, and for preparing policies for flood risk management and sustainable urban drainage.

11.17 The Environment Agency's Catchment Flood Management Plans provide understanding of the factors influencing flood and flood risks at the catchment scale. They aim to identify the most sustainable approach to flood risk management by setting long term policies for areas within a catchment. They provide a similar level of guidance to Shoreline Management Plans in relation to coastal flood risk, see para 3.44.

11.18 Particular considerations apply in the Thames Estuary because of the flood defence measures to protect London. A similar approach to addressing flood risk, i.e. strategic flood risk assessment, will be required taking into account the long-term flood defence strategies for the Thames Estuary and London.

11.19 In preparing guidance about sustainable drainage systems local authorities should stress that ambitious measures may be required, particularly within sensitive catchments, and address the adoption of such systems by the relevant body and long-term liability issues.

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Figure 11.3 Flood Map - temporary map to be replaced by updated version

11 Water

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12. Waste

POLICY WM1: Waste Management Objectives

Sufficient facilities for collecting, sorting, treating and disposing of waste should be provided throughout the region in order to enable waste to be managed in the most sustainable way in accordance with PPS10 and Waste Strategy 2007, preferably by using materials for their original purpose or one of a comparable value.

Any new landfill capacity that is permitted should only accept waste that has been subjected to the maximum practicable level of pre-treatment as defined below.

Priority should be given to waste prevention through designing products in such a way as to enable them to be dismantled and the raw materials either composted or digested, or made available for a similar value product. This “cradle to cradle” approach will be taken forward by partners through a European-funded project which will enable the region to learn from partner-regions across Europe.

Waste Prevention is at the top of the waste hierarchy and should therefore be a priority for all partners in waste planning and waste management. Waste prevention aims to limit the amount of material consumed at all levels of production and use.

Actions that should be undertaken to deliver waste prevention include the following:

- Developing more efficient manufacturing and ordering processes by business, with the support of the Waste Rescourse Action Programme (WRAP) and other business support agencies;
- Reducing the variety of different materials employed, for example plastics, to enable more efficient sorting and reprocessing processes by business, with the support of WRAP and other business support agencies;
- Encouraging behavioural change to reduce overall consumption by public sector bodies including local government; and
- Encouraging behavioural change to improve home composting, sorting and recycling of waste by public sector bodies including local government.

When devising and operating waste management strategies, waste disposal and collection authorities and private sector waste companies should take into account the relationship between waste minimisation, waste collection and recycling and composting within the waste hierarchy. Waste collection systems which aim to minimise waste at source should be adopted throughout the region and separate collection of recycling and compostable materials introduced. Waste disposal authorities should also adopt best practice, for example by ensuring that “bring sites” and household waste recycling sites are widely available.

All collection and recycling/composting schemes should be supported by a strong waste minimisation message. The responsible regional authorities should work to develop markets for recycled and recovered materials and to improve waste data quality.

12.1 Waste should be regarded as a resource to be carefully managed by collecting it in such a way as to retain the maximum value that can be gained from materials discarded by householders and businesses.

Definitions

12.2 **Waste prevention** aims to avoid materials entering the waste stream through the following activities:

- reducing unnecessary consumption;

- designing and consuming products which generate less waste;
- reducing the amount, hazardousness or energy content of products or materials when they enter the waste stream; and
- encouraging product re-use, either in its original form or for an alternative use.

12.3 **Re-use** is the use of items for the same or similar uses without breaking them up into their constituent materials.

12.4 **Composting** includes open windrow composting, in-vessel composting and anaerobic digestion in a process where organic waste is broken down into a digestate that contributes to the nutrients in the soil when it is returned to land.

12.5 **Recycling** is the processing of materials collected at source that make up a product in order that they can be made into new products. "Collected at source" means material collected at the kerbside or at recycling centres, "bring banks" etc.

12.6 **Intensive residual treatment** means a treatment which breaks down the structure of the material being treated and reduces its mass. This can include thermal treatments and mechanical and biological treatment plants. Energy policies in the East of England Plan require that any energy generated through such processes should be captured in the form of both electricity and heat. The output from these processes is considered to have been subject to the **maximum practicable level of pre-treatment.** Such treatment will promote resource recovery throughout the process through the production of materials for further uses of value.

12.7 **Intermediate infrastructure** for waste includes such facilities as transfer stations, bulking and sorting facilities and bring banks which are necessary to enable the collection of materials for treatment.

POLICY WM2: Waste Management Targets

Municipal Waste

By 2031, all Municipal Solid Waste arising in the East of England should be subject to treatment. Treatment includes recycling, composting, anaerobic digestion and intensive residual treatments as defined above.

Authorities should plan for total arisings of municipal waste to increase only in line with the planned increase in households. Waste prevention measures should result in a reduction of household waste arising from 1.21 tonnes per dwelling to 1 tonne per dwelling by 2031.

Targets of total municipal solid waste to be managed assuming Municipal Solid Waste arising falling to 1 tonne per dwelling following policy H1 (tonnes)

	2010/11	2020/21	2030/31
Central Bedfordshire, Bedford Borough & Luton	314,700	320,000	317,300
Cambridgeshire & Peterborough	424,600	437,400	436,600
Essex & Southend	804,800	803,700	791,800
Hertfordshire	562,000	555,000	540,300

Targets of total municipal solid waste to be managed assuming Municipal Solid Waste arising falling to 1 tonne per dwelling following policy H1 (tonnes)			
	2010/11	2020/21	2030/31
Norfolk	413,600	446,400	477,200
Suffolk	403,300	401,000	391,100
Thurrock	75,900	80,900	84,500
Total East of England	**2,999,400**	**3,044,200**	**3,038,900**

Of this total East of England quantity, by 2031, a minimum of 65% collected at source should be recycled and / or composted (including anaerobic digestion) and the remainder subjected to intensive residual treatment.

The outcome of these actions should be a significant reduction in the amount of municipal waste being sent to landfill as follows:

	Maximum total municipal solid waste to be landfilled (tonnes)			
	2015/16	2020/21	2025/26	2030/31
Central Bedfordshire, Bedford Borough & Luton	46,800	25,600	25,600	25,400
Cambridgeshire & Peterborough	42,700	40,200	39,500	39,900
Essex & Southend	383,000	79,100	79,000	71,300
Hertfordshire	111,000	69,800	43,900	43,200
Norfolk	83,400	69,400	53,500	31,000
Suffolk	32,200	32,100	31,800	31,300
Thurrock	14,000	9,700	9,900	10,100
Total East of England	**713,100**	**325,900**	**283,100**	**252,200**

The full tables in Appendix C show the amounts of waste arising that should be recycled, recovered and landfilled during the Plan period.

Commercial and Industrial Waste (C&I Waste)

The total amounts of Commercial and Industrial waste to be managed by each waste planning authority area is shown in the table below.

Total quantities of Commercial and Industrial waste to be managed (tonnes)			
	2010/11	2020/21	2030/31
Central Bedfordshire, Bedford Borough & Luton	504,000	522,000	551,000
Cambridgeshire & Peterborough	856,000	869,000	904,000
Essex & Southend	1,141,000	1,203,000	1,291,000
Hertfordshire	1,006,000	1,078,000	1,169,000
Norfolk	988,000	951,000	942,000
Suffolk	883,000	887,000	915,000
Thurrock	137,000	145,000	156,000
Total East of England	**5,515,000**	**5,655,000**	**5,928,000**

By 2031, all Commercial and Industrial waste arising should be recycled, composted or subject to anaerobic digestion, or intensively treated. The amount of landfill to accept Commercial and Industrial waste to be provided for in waste development frameworks should therefore reduce significantly over the Plan period in accordance with the table below:

Maximum quantities of Commercial and Industrial waste to be accepted into landfill (tonnes)			
	2010/11	2020/21	2030/31
Central Bedfordshire, Bedford Borough & Luton	258,000	148,000	38,500
Cambridgeshire & Peterborough	429,000	246,500	64,000
Essex & Southend	595,000	342,000	89,000
Hertfordshire	534,000	307,000	80,000
Norfolk	467,000	268,500	70,000
Suffolk	437,000	251,000	65,000
Thurrock	73,000	42,000	11,000
Total East of England	2,793,000	1,605,000	417,500

The full tables in Appendix C show the maximum amounts of waste to be accepted into landfill over the Plan period.

Waste planning authorities should monitor, in partnership with the Environment Agency, how much waste is sent to landfill in their area and the location of its arising.

Construction and Demolition Waste

Construction and Demolition Waste to be managed in waste planning authority areas over the plan period are based upon 2008 arisings as shown in the table below:

Waste Planning Authority area	Total quantities of Construction and Demolition Waste arising in 2008	Percentage of East of England Total
Central Bedfordshire, Bedford Borough & Luton	757,000	10.5
Cambridgeshire & Peterborough	947,000	13.2
Essex & Southend	1,967,000	27.3
Hertfordshire	1,382,000	19.2
Norfolk	1,065,000	14.8
Suffolk	894,000	12.4
Thurrock	191,000	2.7
Total East of England	**7,203,000**	**100.1**

Waste planning authorities should plan to manage these amounts of Construction and Demolition waste, on the basis that the construction industry will reduce the amount of waste that is sent to landfill but will require significant additional facilities to achieve increasing recycling and re-use of material from this waste stream.

Waste planning authorities should identify sites for the processing and treatment of construction and demolition waste arising to achieve 90% diversion of this waste stream from landfill by 2031.

Municipal Solid Waste (MSW)

12.8 The forecast reductions in waste arisings per household to 2031 compares with challenging targets to 2020 contained in many municipal waste management strategies. Waste reduction is now widely recognised as a priority and most local authorities and businesses are beginning to address this issue. The continuing “light-weighting” of packaging and changes in the design of goods and their packaging to enable dismantling of products are measures that are likely to lead to a considerable decrease in the tonnages of waste generated in future years. The target for waste reduction is to reach a figure of 1 tonne per dwelling by 2031. Waste arisings per household in the region currently range from 1.05 tonnes in Norfolk to 1.42 tonnes in Luton, a difference of over 34%. The target for residual household waste (ie: not source segregated material) collected is to reduce from the current figure of an average of 613kg per dwelling to a maximum of 500kg per dwelling for the whole region by 2031.

12.9 The different trends in total MSW arisings in each waste planning authority area reflect the differing rates of growth to be planned for under the preferred housing scenario. The quantity of total arisings is counter-balanced by the planned reduction in waste arisings per household.

12.10 The definitions of municipal solid waste and commercial and industrial (C&I) waste are being revised by Defra and targets relating to municipal solid waste and commercial and industrial waste may have to be amended to take account of this. Total quantities arising and managed will not vary as a result of any potential re-definition, however.

Commercial and Industrial Waste (C&I)

12.11 The findings from background studies were that total C&I arisings in the East of England were 5.51 million tonnes in 2006/07 compared to 7.26 million tonnes in the East of England Plan 2008 forecast.

12.12 While the data on C&I waste arising is currently very poor, this is likely to improve in the future and it is possible to calculate the amount of waste that is sent to landfill for monitoring purposes.

12.13 The target for all of C&I waste arising to be recycled, composted or treated by 2031 is comparable to the target for MSW.

Construction, Demolition & Excavation Waste

12.14 The survey of Construction, Demolition and Excavation waste carried out by the Department of Communities and Local Government has historically been the only source of data for this waste stream. This data is not available at waste planning authority area level.

12.15 The CLG study gives the total estimated arisings of Construction, Demolition and Excavation waste in 2005 as 11,553,300 tonnes.

12.16 The Environment Agency commissioned a study from BRE jointly with the East of England Regional Assembly to produce a more up to date estimate of arisings. This gave a total estimate for Construction, Demolition and Excavation waste arisings in 2008 as 10,324,000. The table below gives a breakdown of this figure by waste stream:

Construction, Demolition and Excavation Waste arisings in 2008 (tonnes)[5]

Residential new build construction	377,600
Other new build construction	811,500
Residential refurbishment	1,017,400
Other refurbishment	408,500
Demolition	4,587,800
Excavation	3,121,300
Total C,D&E	**10,324,100**

12.17 Of this total figure of approximately 10.32 million tonnes, approximately 3.12 million tonnes is waste from excavation activity, with the remaining 7.20 million tonnes coming from construction and demolition activity.

12.18 Waste planning authorities and local planning authorities should encourage the use of Site Waste Management Plans and in particular the SMARTWaste Plan tool, a potentially important method of obtaining data on the amount of waste arising through the construction process. This in turn will enable planning for this waste stream to become more responsive and accurate.

5 Source: BRE report for Environment Agency on Construction, Demolition and Excavation waste Arisings - www.eera.gov.uk/publications-and-resources/studies/topic-based-studies/waste-studies/construction-and-demolition-waste-study/

POLICY WM3: Imported Waste from London

London is expected to treat MSW and C&I arisings in the most intensive manner practicable.

The amounts of waste that the East of England should plan to accept from London will be reduced progressively over time to 2031 to the figure of 3% of the 2007 weight of MSW and C&I waste currently exported to the East of England which would equate to 68,000 tonnes. The table below shows the progressive reduction in the quantities to be accepted over time. Appendix C shows these quantities in full.

Maximum quantities of MSW and C&I waste to be accepted from London (tonnes)				
	% of regional total	2010/11	2020/21	2030/31
Central Bedfordshire, Bedford Borough & Luton	15.2%	214,000	77,000	11,000
Cambridgeshire & Peterborough	21.9%	308,000	110,000	15,000
Essex & Southend	18.2%	256,000	92,000	13,000
Hertfordshire	10.5%	148,000	53,000	7,000
Norfolk	6.7%	94,000	34,000	5,000
Suffolk	14.0%	197,000	71,000	10,000
Thurrock	13.5%	190,000	68,000	9,000
Total East of England	**100%**	**1,407,000**	**505,000**	**70,000**

Allowance should only be made for new non-landfill waste facilities dealing primarily with waste from outside the region where there is a clear benefit, such as the provision of specialist processing or treatment facilities which would not be viable with a wider catchment and which would enable recovery of more locally arising wastes.

12.19 The availability of landfill in the East of England has substantially reduced in recent years. The availability of sites in the region has been severely restricted due to the need to protect groundwater resources, as well as the need to allocate land for the development of housing and employment uses. Many of the landfill sites that historically received waste from London in Thurrock and Bedfordshire are now closed and landfill in the region is at a premium.

12.20 National policy seeks to ensure that waste is managed as close to its source as possible. It is no easier to identify sites for the treatment of waste in the East of England than in London, notwithstanding the issue of land values. It is therefore expected that London will intensively treat all of its municipal and commercial and industrial waste arisings and only send the residue to landfill. The East of England could accept the residue for landfilling, if sufficient sites can be identified for arisings from within the East of England in the first instance.

12.21 The London plan states that London recycles 95% of its Construction, Demolition and Excavation waste. Following this policy, specific provision will not be made in the East of England for the landfilling of Construction, Demolition and Excavation waste from London.

12.22 The quantity of residue produced is dependent on the technology used and while incinerator bottom ash may typically be 20% of the weight of the inputs, only a small proportion of this would need to be sent to landfill since the majority of it can be recycled as secondary aggregate. Responses to consultation indicate that approximately 3% of MSW and C&I waste arisings by weight currently exported to the East of England would comprise residues that would require further treatment and then disposal to landfill.

12.23 Waste from London makes up the bulk of imports into the East of England but there are also movements between the East of England and other regions. So that future reviews of the Regional Spatial Strategy achieve closer alignment between the waste strategy for the East of England and those of adjoining regions, the responsible regional authorities in the East of England should work with the responsible regional authorities in the South East Region and the Mayor of London to ensure a coordinated approach to monitoring and strategic planning for waste management across the three regions

POLICY WM4: Regional and Sub-Regional Self-sufficiency

In developing policies in their Waste Development Frameworks and when considering proposals for waste management facilities, waste planning authorities should take responsibility for waste arising within their own administrative areas. However, strict adherence to managing waste within administrative boundaries should not take precedence over managing waste at the nearest practicable facility and the use of sustainable modes of transport.

Waste Development Frameworks should include policies which identify the capacity to manage the waste apportioned to their area. They should identify sites and areas suitable to accommodate the required facilities, including for the collection, sorting and storage of waste and its treatment, recycling and disposal and sufficient landfill capacity to meet the anticipated need across the region.

In order to develop the most sustainable pattern of waste management facilities throughout the region and to adhere to the proximity principle for the management of waste, waste development frameworks should define catchment areas for strategic waste facilities.

Waste should be transported by the most sustainable methods possible. Infrastructure for the transport of waste by rail and water should be safeguarded and further developed.

Where significant amounts of waste are to be imported from outside the East of England, then planning permission will not normally be granted.

12.24 The Waste Framework Directive 2008 specifies that communities should take responsibility for managing their own waste. An integrated network of facilities should be developed so that waste can be sustainably disposed of in one of the nearest appropriate installations. The environmental and social impacts of transporting waste over significant distances, particularly by road, should be taken into account when considering the future of transport infrastructure for waste management. These impacts are also paramount when considering the movement of waste across regional and sub-regional boundaries. Movements of waste across administrative boundaries should be considered within the context of net self-sufficiency for each administrative area.

12.25 The original location where waste has arisen is not always clear, since material is often managed through one or more transfer stations. However, data on waste arisings is improving over time and it is the first location at which material becomes waste that must be identified when implementing this policy.

12.26 If material is re-processed for higher or the same value uses as the original product, the process involved is a manufacturing process rather than waste management and these catchment area restrictions would not apply.

12.27 The geological conditions in the East of England mean that obtaining environmental permits for landfill facilities for non-hazardous waste will become increasingly difficult. This is due to the extensive aquifers and sensitive groundwater resources that underlie much of the region. The demand for land for development, recreation, environmental and agricultural uses means that sites for landfill will become increasingly scarce. The landfill capacity that is available in the East of England should therefore be preserved for regional use for as long as possible.

12.28 The national requirement that communities must take responsibility for their own waste is interpreted as an approach where waste planning authorities plan to manage the waste arising within their own administrative areas, subject to consideration of distances travelled and modes of transport.

POLICY WM5: Waste Management in Development

Waste management facilities should be considered part of the essential infrastructure necessary for sustainable development. Local development frameworks shall contain policies to ensure that new development is designed to enable these waste policies to be implemented and the targets in the above policies met. In areas of two tier authorities, district planning authorities need to work closely with county planning authorities to ensure the delivery of recycling centres and other infrastructure to deliver the targets in the waste policies of this Regional Spatial Strategy.

Existing waste management facilities and sites that have been identified for new waste management infrastructure in waste development frameworks should be safeguarded in waste development frameworks and recorded on the proposals maps of districts' local development documents. This will ensure that they are not lost or detrimentally affected through permitting other development that would prejudice the operation of existing or allocated waste management facilities to take place on or near waste management sites.

The design of waste management facilities should respect their local environment and make a positive contribution to it.

12.29 Sustainable waste management is highly dependent on sufficient facilities being available within developments for the storage, collection and sorting of discarded materials. The need for the delivery of new waste management infrastructure should be considered in both existing and new development.

12.30 Some planning authorities have adopted supplementary planning documents to give guidance on the type of design appropriate for the local context and this can be an effective way of ensuring that facilities are delivered in a way that is acceptable to the communities they serve.

POLICY WM6: Provision for Hazardous Waste and other Regionally Significant Waste Streams

Waste development documents should identify landfill sites suitable for Stable Non-Reactive Hazardous Waste cells, sufficient to manage the amounts of relevant hazardous waste arisings.

All planning authorities should work with water companies to identify locations for facilities for the treatment of waste water.

Agricultural waste should be managed in accordance with best practice for controlled wastes, close to its source of arising where possible.

Anaerobic digestion facilities should be encouraged in appropriate locations close to the locations of both their feedstock and markets for their outputs.

The management of radioactive waste should be considered in waste development frameworks. Waste Development Frameworks should ensure there is sufficient provision for the disposal of Low and Very Low Level Radioactive Waste in appropriate landfill facilities in line with the arisings in their waste planning authority area.

Hazardous waste

12.31 Some waste streams occur in small quantities but require specialist management.

12.32 Facilities for the treatment of hazardous waste should be encouraged in locations close to where these wastes arise such as in the vicinity of oil processing plants or chemical and pharmaceutical plants.

12.33 The nature of hazardous waste and the ways in which it is treated means that there are significant movements of hazardous waste in and out of the region. The analysis of hazardous waste movements reveals that in 2007, the East of England exported 217,268 tonnes and imported 205,480 tonnes. The types of waste arising can be broken down into categories which are given in detail in Appendix 3.

12.34 For some categories of waste, the region managed more waste than it created. For example, hazardous waste water arisings in 2007 were 46,039 tonnes while 58,796 tonnes of hazardous waste water arisings were treated in the region. Hazardous oily waste arisings were 91,112 tonnes while 99,099 tonnes of oily waste were treated in the region.

12.35 The main category for which there appears to be insufficient management capacity is hazardous construction and demolition waste and asbestos which can only be managed by sending it to specialised landfill. For this category, arisings in the region were 86,101 tonnes and 68,878 tonnes were sent to landfill. There remains a requirement to deliver additional hazardous waste landfill capacity for this waste stream.

12.36 While the absolute tonnages remain small, the necessary capacity could be delivered through the use of stable non-reactive hazardous waste (SNRHW) cells, rather than a regional hazardous waste landfill site.

12.37 Operators should be encouraged to obtain environmental permits for Stable Non-Reactive Hazardous Waste Cells within existing permitted non-hazardous landfill sites.

12.38 Systems for the collection of wastes arising from agricultural activities should be developed for those materials that can be recycled such as metals and plastics.

12.39 Hazardous wastes that are generated by agricultural activities should be managed appropriately.

Agricultural waste

12.40 Agricultural wastes that can be returned to land should be managed in the most proximity practicable.

12.41 Organic waste is the largest type of waste in both municipal and commercial waste streams and should be efficiently processed using in-vessel composting and anaerobic digestion facilities close to both the source of waste arisings and the end users of heat and digestate produced from the processing. Such facilities are particularly suitable for development in rural locations.

Radioactive Waste

12.42 Low Level and Very Low Level (LLW and VLLW) radioactive waste from the decommissioning of nuclear power stations is likely to best be contained on site. The geological suitability of the sites at which existing and planned nuclear power stations should be further investigated before increased amounts of nuclear waste are disposed of at potentially unstable locations.

12.43 Low level non-nuclear waste arises from the medical and research industries and is disposed of to landfill. Waste Planning Authorities should ensure that there is sufficient unrestricted landfill capacity to dispose of this material.

12.44 The geological form of much of the East of England does not lend itself to deep disposal of nuclear waste and this should therefore not be considered in any part of the Region.

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12 Waste

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13. Minerals

13.1 The region has a variety of mineral assets, notably land-won sand and gravel for construction (aggregates) and industry (silica sand) and rock, including limestone, sandstone, chalk and clay. They are a finite resource and their exploitation is an important part of the regional economy. The East of England is also the point of entry for marine dredged aggregates, crushed rock from the midlands and south west, and oil and gas by sea and pipeline. There is some export of minerals mainly for construction use in London and elsewhere. The main alternative source of aggregates is recycled construction demolition material.

POLICY M1: Land Won Aggregates and Rock

Mineral development documents should identify and safeguard mineral resources to ensure that there are sufficient environmentally acceptable sources, avoiding harm to sites of European and international importance for wildlife in particular, to maintain the following annual average level of supply during the Plan period.

	Land won sand & gravel (millions of tonnes pa)	Total sand & gravel apportionment 2005-2020 (millions of tonnes)	Land won rock (millions of tonnes pa)	Total rock apportionment 2005-2020 (millions of tonnes)
Bedfordshire Historic County	1.84	29.44		
Cambridgeshire and Peterborough	2.88	46.08	0.2	3.2
Essex, Southend and Thurrock	4.45	71.20		
Hertfordshire	1.39	22.24		
Norfolk	2.57	41.12	0.3	4.8
Suffolk	1.62	25.92		
East of England total	**14.75**	**236.00**	**0.5**	**8**

In two-tier areas of the region, districts should identify mineral safeguarding areas and mineral consultation areas in their local development frameworks.

13.2 Planning permissions for mineral workings should ensure high environmental standards and should contain conditions, particularly in the Green Belt to maintain high environmental standards, both during the period of operation and for the restoration of the site.

13.3 When granting permissions for mineral development, Mineral Planning Authorities should consider the cumulative effects on the local community and the natural environment, including water resources.

13.4 The quantities of mineral apportioned are in line with the National Guidelines for Aggregates Provision issued by the Government in June 2009. The crushed rock resource in the East of England is not of sufficiently high quantity for it to be economic to transport any significant distance

and is therefore not a truly regional resource. The quantity of crushed rock apportioned to the East of England is therefore higher than will be worked in the region during the plan period and the Guideline figure should be reviewed accordingly.

13.5 The quantity of alternative material assumed to be generated from recycled aggregates is higher than the estimate of total construction, demolition and excavation arisings in the region and is also unlikely to be attained over the plan period. This guideline figure should also be reviewed at the next opportunity.

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14. Sub-Areas and Key Centres for Development and Change

14.1 The spatial strategy in section 3 and the generic policies in sections 4-13 apply to all parts of the region. In most areas, these policies should be sufficient to guide local planning authorities in preparing local development documents and local transport strategies. In some circumstances more specific sub-area policies are required to amplify the spatial strategy and resolve matters that cannot be left to the local level. The sub-regional and Key Centre for Development and Change policies have to be considered in conjunction with the rest of the Plan, for example Policy IMP2 refers to a number of designated sites within or around the sub-areas and Key Centres for Development and Change which are at risk from likely significant effects identified by the Habitats Regulation Assessment, if appropriate mitigation measures are not implemented.

14.2 A theme running through the sub-area policies is that future planning requires cooperation between local authorities and other agencies across administrative boundaries. In many instances, joint or cooperative working on local development documents will be required if areas are to achieve their full potential or successfully tackle their regeneration needs.

14.3 The areas covered by more specific policies fall into two groups:

- six areas whose coherence and where the nature of the issues justifies sub-regional treatment. These are the Cambridge sub-region, Essex Thames Gateway, Haven Gateway, the London Arc, Milton Keynes South Midlands and the Greater Norwich sub-region. Within them are a number of individual key centres for development and change, respectively: Cambridge; Basildon, Thurrock and Southend; Colchester and Ipswich; Hemel Hempstead, Welwyn Garden City/Hatfield and Watford; and Bedford/Kemptson/Northern Marston Vale, and Luton/Dunstable/Houghton Regis/Leighton Linslade; and Norwich; and

- nine other key centres for development and change. Seven are focussed on relatively freely standing urban areas – Bury St. Edmunds, Chelmsford, Harlow, King's Lynn, Peterborough, Stevenage and Thetford. The others relate to the two distinct but closely related towns of Great Yarmouth and Lowestoft, which are dealt with through a joint policy.

14.4 Within the sub-regional policies, infrastructure requirements are listed. In some case these represent agreed proposals from emerging local development documents, such as the Norwich Northern Distributor Road. Other requirements reflect the different stages that the local planning process has reached, with some yet to be tested in detail. It is clear that major change in the region requires appropriate infrastructure, and it is appropriate to set out the proposals considered so far. These proposals will need to go through the relevant appraisal processes as normal.

14.5 Important sub-regional relationships and issues exist in parts of the region not covered by sub-regional policies. For example, Peterborough is at the centre of a sub-region with an extensive rural hinterlands. The lack of need for policies on such areas in this Regional Spatial Strategy should not prevent local planning authorities and their partners from undertaking joint or coordinated work on issues of mutual importance. They are encouraged to do so and to identify such issues in their local development documents and related strategies.

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14 Sub-Areas and Key Centres for Development and Change

Bedfordshire Sub-area and Milton Keynes South Midlands Sub-region

14.6 Following local government reorganisation in April 2009, the former County of Bedfordshire is now administered by Bedford Borough, Central Bedfordshire and Luton Borough Unitary Councils.

14.7 The geographic area of the three unitary authorities totals some 124,000 ha and is home to a population of just over 610,000 people (distributed between Bedford Borough with 155,000; Central Bedfordshire 252,000; and Luton Borough 204,000) with a workforce of over 285,000. It is strategically located mid-way between London to the south and Birmingham in the Midlands. The university cities of Oxford and Cambridge are respectively west and east of the area whilst the former new town of Milton Keynes, a major growth focus, lies immediately to the west.

14.8 The strategic location is highlighted by key transport infrastructure including the M1 and A1, three major rail routes and London Luton Airport.

14.9 In land use terms, the area is largely rural and in the south and west includes a significant proportion designated as Area of Outstanding Natural Beauty to protect and enhance the landscape and natural environment. An extensive area of designated Green Belt in the south and north west of Central Bedfordshire tightly constrains development, preventing encroachment into surrounding countryside and the coalescence of settlements.

14.10 Despite the rural nature and its associated agricultural industry, over 70% of residents live in the larger towns. These include the two major urban areas of Bedford and Kempston in the north and Luton, Dunstable, Houghton Regis and Leighton Linslade in the south, together with a number of smaller market towns.

14.11 In economic terms the area has seen a transition from a significant manufacturing base to a more diverse local economy more closely resembling both the regional and national profiles. Local growth sectors are food manufacturing, high tech manufacturing, specialist retail, logistics, air transport, tertiary education, research and development, tourism and hospitality, creative and cultural business, construction and business services.

14.12 The Milton Keynes South Midlands Sub Regional Strategy identified two Growth Areas within the former county area that were based on existing urban centres and met the criteria of achieving sustainable development:

- Bedford/Kempston and the Northern Marston Vale; and
- Luton/Dunstable/Houghton Regis and Leighton Linslade.

14.13 The strategy sought urban renaissance and economic regeneration in the Bedford/Kempston and Luton/Dunstable/ Houghton Regis/Leighton Linslade conurbations alongside significant and inter-related increases in housing and jobs.

14.14 The East of England Plan (2008) incorporated the Growth Area targets and set housing requirements for the rural areas not covered by the Milton Keynes South Midlands Sub-regional Strategy. The East of England Plan replaces Part B of that strategy but through policies H1, B2 and B3 maintains a discrete policy approach in relation to the two growth areas.

POLICY B1: Bedfordshire

Within Bedfordshire the emphasis will be on:

- growth in, and the regeneration of, Bedford/Kempston/Northern Marston Vale;
- growth in, and regeneration of, Luton/Dunstable/Houghton Regis/Leighton Linslade;
- the relationship to Milton Keynes particularly its eastward expansion;

- Green Belt – its role in constraining development and preventing settlement coalescence, protecting landscape character; and
- rural areas – protecting the environmental character and quality whilst meeting the social, cultural and economic needs of their residents.

14.15 The strategy for this Key Centre for Development and Change should focus on implementing the growth already planned for, which includes 15,950 dwellings on growth area sites which are already committed. This will involve the delivery of the strategic infrastructure upon which new homes and the renaissance of Bedford town centre depend. Priority should be given to establish the Growth Area as a high tech employment location incorporating an innovation corridor centred on the A421. All new development will need to make a direct contribution towards meeting the environmental aims of reducing greenhouse gas emissions and water use.

POLICY B2: Bedford/Kempston and the Northern Marston Vale Key Centre for Development and Change

The main elements of the strategy are:

- regeneration of key areas of change identified in the Bedford Town Centre Area Action Plan to provide new retail and leisure facilities and strengthen the town's role as a regional centre;
- planning for 19,500 dwellings over the period 2011-2031. This requires delivering 13,000 dwellings plus an additional 2,950 in Central Bedfordshire (totalling 15,950 homes) already planned for in the Growth Area supported by the completion of strategic infrastructure provision including:
  - the completion of the Bedford Western bypass A6/A428 link;
  - the provision of a new station at Wixams;
  - the completion of the A421 dualling between Bedford and the M1; and
  - a new town centre river crossing (Batts Ford Bridge) and transport relief scheme.
- delivering the remaining dwellings needed to meet the target of 19,500 dwellings over the period 2011-2031 by directing new housing (including any development to address any non delivery of existing commitments) firstly to sites within the existing urban area and Growth Area key service centres (where opportunities may arise from regeneration, intensification, mixed use development and to a lesser extent the reuse of employment land) and land adjoining the urban area followed by extensions to the key service centres in the Northern Marston Vale (Wootton, Stewartby, Wixams and Marston Moretaine);
- the proportions of the Growth Area total to be provided within Bedford Borough and Central Bedfordshire should be determined through local development documents. Based on the previous Milton Keynes South Midlands Sub-regional Strategy policy, this would suggest that between 2011 and 2031 Bedford will provide 16,270 dwellings and Central Bedfordshire 3,230 dwellings;
- new development will need to contribute to necessary infrastructure provision in the Growth Area to include:
  - enhancement of public transport links between the Growth Area key service centres and new employment locations including a bus interchange at Wixams station, dedicated bus links and cycleways;
  - improvement of the link between Wootton and the Wixams via Manor Road; and
  - improvements to the existing Marston Vale rail line;
- giving priority to further developing the local economy, in particular, building on Bedford's improved connectivity to establish an innovation corridor along the A421, providing strategic employment sites suitable for headquarters and research and development establishments and other high tech and logistics operations on strategic employment sites, and maximising employment growth potential within town centre regeneration schemes, in particular from high quality office developments;
- establishing a high performing schools infrastructure, further expansion and engagement from Bedford College and the University of Bedfordshire and strengthened relationships with local,

national and international education establishments including the internationally renowned Cranfield University;

- continuation of the programme to reduce the need to travel by private vehicle including:
  - new rail and bus stations in Bedford;
  - increasing capacity and services on Thameslink;
  - implementation of the East/West Rail link, westward from Bedford to Oxford in the short term, and eastward from Bedford to Cambridge in the longer term;
  - electrification of the Midland Main Line; and
  - new park and ride provision at Biddenham, Clapham and Cardington;
- provision of measures to improve accessibility, reduce congestion and improve the pedestrian environment in Bedford Town Centre including:
  - detrafficking of Bedford High Street;
  - improvements to town centre traffic management including signal optimisation; and
  - Batts Ford Bridge;
- further develop a portfolio of high profile cultural attractions serving local people and visitors. Develop strategic leisure provision in the Marston Vale including the National Institute of Research into Aquatic Habitats and the Bedford Milton Keynes Waterway;
- significantly enhancing the provision and connectivity of green infrastructure through the creation of the Bedford Green Wheel and supporting a continued strategy of environmental regeneration in the Marston Vale including the Marston Vale Community Forest;
- resolving land use and environmental conflicts which may have an impact on the Growth Area strategy;
- ensuring that community infrastructure provision keeps pace with the growth in the numbers of residents; and
- ensuring that new development makes a direct contribution towards meeting the environmental aims of reducing greenhouse gas emissions and water use.

POLICY B3: Luton/Dunstable/Houghton Regis and Leighton Linslade Key Centre for Development and Change

The main elements of the strategy are:

- the preparation of a joint core strategy for the defined Growth Area of Luton/Dunstable/Houghton Regis and Leighton Buzzard conurbation and for the residual hinterland of former Southern Bedfordshire which is now within Central Bedfordshire;
- the local development documents will make provision to deliver housing, employment and infrastructure growth levels to address the needs and role of the urban area as a dual regeneration area with acute housing and social needs and also as a growth area;
- the environmental and economic regeneration of the town centres contributing to the urban renaissance of the Luton/ Dunstable/ Houghton Regis and Leighton Linslade conurbation;
- a sequential approach will seek to maximise the urban contribution of brownfield sites for development needs subject to safeguards against town cramming and then new provision via sustainable urban extensions to the north of Dunstable and Houghton Regis, north of Luton - outside of the Chilterns Area of Outstanding Natural Beauty - and to the south east employment location adjacent to the airport;
- priority for strategic investment will reflect implementing the strategic infrastructure requirements upon which the proposed growth is dependent, as set out in table 1, along with developer contributions to deliver a program of supporting, social and green infrastructure to ensure that the conurbation ‘works’ as a functional urban area and facilitate local town centres to fulfil locally distinctive niches;

- delivering 31,700 dwellings required by 2031 in the Growth Area subject to the completion of strategic infrastructure provision as set out in table 1 or other solutions delivering sustainable development outcomes;
- reviewing the Green Belt to provide for sustainable urban extensions with the emphasis first around Luton/Dunstable/Houghton Regis. The area around Leighton Linslade will provide for a smaller scale of growth. All growth should be phased in parallel with required infrastructure (including supporting social and environmental infrastructure) with limited development outside these locations to protect the countryside. This phasing will safeguard land for development. Safeguarding land in this way will ensure that the reviewed Green Belt provides a long term boundary to growth. Proposals for compensatory Green Belt should be identified elsewhere in Central Bedfordshire;
- supporting market interventions to aid a step change in the delivery of economic growth needed to support the levels of development proposed, increasing and diversifying employment opportunities to serve all sectors, particularly around M1 motorway (Junction 11A), and promoting the role of London Luton Airport whilst recognising the scale of expansion may be lower than initially anticipated;
- increasing provision and use of public transport, including modal interchanges and guided busway, and increasing and improving facilities for, and the safety of, cyclists thereby reducing dependence upon private car use;
- the regeneration and enhancement of the Luton/Dunstable/Houghton Regis conurbation's centre as the location of new retail, cultural and leisure facilities thereby strengthening its role as a regional centre; and
- enhancement and improvement of the Leighton Linslade town centre environment.

Table 1. Strategic infrastructure requirements

Luton Eastern bypass between Airport Way and the A505
Luton Northern bypass linking the M1 with the A5
M1 motorway widening
M1 motorway Junction 10A improvements
M1 motorway Junction 10A improvements
Relocation of Luton Town FC to a location near to M1 motorway Junction 10A
Strategic employment site at Junction 11
Luton-Dunstable busway
Completion of Luton town centre orbital road
Enhanced cross-modal transport interchange at Luton Central railway station
Proposals to improve Luton Central railway station
Three strategic park and ride schemes (with a fourth being desirable) together with improved public transport services using bus priority measures

14.16 The towns of Luton, Houghton Regis and Dunstable form the largest continuous urban conurbation in Bedfordshire and have a heritage based on manufacturing. Within the Regional Spatial Strategy, the Luton/Dunstable/Houghton Regis conurbation is a Key Centre for Development and Change and plays a dual role with Growth Area status and as a Priority Area for Regeneration serving the needs of local communities.

14.17 The Regional Spatial Strategy recognises that the Growth Area of Luton/Dunstable Houghton Regis needs to operate as an integrated functional urban area, allowing people to both live and work locally and to access shops and services, leisure, health and education with the minimum need to use the private car.

14.18 Recycling of brownfield urban sites will be critical to minimise the need for greenfield land loss (and associated loss of biodiversity, productive farmland and countryside) incurred by urban extensions as the conurbation expands. However, there will be a need to avoid the risks of 'town cramming' and congestion associated with the intensification of development on brownfield sites - such as employment land. Reusing employment land for other uses can increase the need for commuting. These risks can be minimised by safeguarding the best employment sites, releasing new strategic employment sites, and by maximising public transport, walking and cycling opportunities. Linking transport access measures between the three town centres (Luton, Dunstable and Houghton Regis) with existing residents and businesses and the proposed new urban extensions (providing their own housing, local shops, schools, services and jobs) will help to achieve these aims. Nevertheless, some orbital road capacity is needed to remove traffic generated by people just passing though. This will free up road space for enhanced bus services and passenger vehicles.

14.19 The urban area of Leighton Linslade, once two market towns now grown into each other, has a more rural heritage and is a separate settlement to the west with a stronger market town identity surrounded by countryside.

14.20 The Luton/Dunstable/Houghton Regis Key Centre for Development and Change is starting to successfully restructure its economy and benefit from growth drivers such as the flagship Capability Green business park and recent Butterfield Green technology park. However, with the recession the conurbation is again sustaining high unemployment and is a Priority Area for Regeneration. In order to achieve the levels of growth already planned for, there is a need for concentrated efforts to: support the continued regeneration of the economy; achieve urban renaissance and regeneration; transform the image and townscape of the urban area; relieve severe levels of congestion; and improve the quality of development.

14.21 This will involve the delivery of the strategic infrastructure upon which new homes and the environmental and economic regeneration contributing to the urban renaissance of the Luton/Dunstable/Houghton Regis depend. The balance between housing development and jobs growth should be maintained throughout the Plan period to avoid either in or out-commuting generated by any housing/jobs growth imbalance. All new development will need to make a direct contribution towards meeting the environmental aims of reducing greenhouse gas emissions and water use.

14.22 The Growth Area status and local aspirations to improve on past economic performance represent a step change in jobs provision for the area as a whole. Employment targets tend to reflect past economic trends but it is recognised that where jobs growth has not kept pace with housing, local development documents may aspire to higher levels of economic growth. Where significant strategic employment land has been, or is to be, made available, supported by urban regeneration developments, it will be important to 'bank' such provision through the local development framework process. This will ensure that local development frameworks shape the spatial objectives of balancing jobs with housing, particularly by levering in new investment, supported by building new communities and transport systems. It will be important to keep under review, through local economic assessments, the capacity and performance of the existing economy and its contribution towards employment targets, but any under achievement should not undermine the long term land use allocation and spatial approach of the local development framework.

14.23 It is essential to release as much development capacity as possible within the towns, whilst avoiding town cramming and loss of open space. However, there is not enough urban capacity to meet the needs identified and the local authorities have already begun a process of identifying new urban

extensions through a joint local development framework for the area. In order for these urban extensions to be sustainable, there needs to be careful consideration of their environmental impact on the important and sensitive landscapes in the area, in particular the Chilterns Area of Outstanding Natural Beauty. Delivery issues associated with the scale of growth may mean that delivery on safeguarded land might extend beyond 2031 in terms of completions.

14.24 Leighton Linslade will form a subsidiary area for growth on a smaller scale to assist regeneration of the market town.

POLICY B4: Growth of Milton Keynes related to Central Bedfordshire

A substantial new city neighbourhood will be created to the south east of Milton Keynes comprising new homes, new employment, schools, recreation and community infrastructure.

The area, known as the South East Sustainable Development Area will be planned comprehensively and cohesively as a whole through a joint development framework produced by Central Bedfordshire Council and Milton Keynes Council.

To avoid coalescence with existing settlements and to protect their distinctiveness, the Green Belt should be extended to form a long term defensible boundary around the villages of Aspley Guise and Woburn Sands.

Based on the evidence and further testing of the level of provision that can be accommodated the remaining developable area should provide for approximately 2,000 net additional homes and supporting infrastructure.

Sustainable transport choices should be provided within the urban area and between the city and the South East Sustainable Development Area.

Strategic transport infrastructure should be provided including the dualling of the A421 and safeguarding the route of the Milton Keynes to Bedford waterway through the area.

14.25 The Milton Keynes South Midlands Sub-regional Strategy sets the framework for the growth of Milton Keynes to 2021 and allows for some its growth to extend into the East of England and the administrative area of Central Bedfordshire.

14.26 Subsequently, the direction for expansion of the city has been incorporated into the South East Plan, May 2009. It identifies, as part of the growth in the Milton Keynes area, development of some 10,400 dwellings on its south-eastern edge, part of which falls with Central Bedfordshire.

14.27 The implications for Central Bedfordshire have been tested as part of this review in order to identify a sustainable level of development in that location recognising the close proximity and impact on delivery of growth in the Marston Vale.

14.28 The Milton Keynes South Midlands Sub-regional Strategy also introduced the concept of further Green Belt designations or extension of existing Green Belt to compensate for the loss in other parts of southern Bedfordshire. It is particularly relevant that the issue of compensatory Green Belt be considered within the context of:

- the continuing growth of Milton Keynes and its potential for coalescence into neighbouring settlements;
- the longer term potential for expansion of Milton Keynes to the east of the M1;
- the need to protect important landscapes and areas of biodiversity interest;

- environmental regeneration and recreation and strategic green infrastructure in the Marston Vale; and
- continuing pressure for development along the A421 outwards from Bedford.

14.29 Therefore, notwithstanding the Secretary of State's decision with regard to the South East Plan, the strategy for this area is set out above.

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Bury St Edmunds Key Centre for Development and Change

POLICY BSE1: Bury St Edmunds Key Centre for Development and Change

Provision should be made for further employment, service and housing development that reflects the role of Bury St Edmunds as an important service centre between Cambridge and Ipswich. In particular:

- employment growth should be of a scale to minimise the volume of long distance out-commuting from the town. This should capitalise on the current diversity of the economic base and employment allocations should ensure that there is adequate provision for such an approach. The Moreton Hall/Suffolk Business Park is identified as a sub-regional strategic employment site;
- priority will be given to the development of vacant and underused land in the town;
- new development should respect and enhance the historic town centre;
- development and transport strategies should promote a shift to non-car modes of travel. This should be both within the town and where achievable, through better bus and rail links to surrounding urban centres; and
- new development should not come forward without the appropriate infrastructure being in place, with particular consideration being given to the impact on the junctions and capacity of the A14 through the town.

14.30 Bury St Edmunds is a town with historical significance. Its character is largely influenced by the former abbey and mediaeval town plan. It balances this with being the sub-regional centre for west Suffolk. Expansion over recent years has been boosted by its strong and diverse economy, particularly attractive historic urban environment and location on the railway line and A14 between Cambridge and Ipswich.

14.31 In the recent past, Bury St Edmunds has achieved a balanced level of growth which has been sustainable in the context of the local economy. However there are some areas where an infrastructure deficit exists as a barrier to further growth. Reflecting the role of Bury St Edmunds as a service centre, housing growth should be accompanied by employment and service growth, in the latter case represented by the major upgrade of West Suffolk College, the local base of University Campus Suffolk and the relocation of the West Suffolk Hospital. The further growth proposed in this review will require infrastructure capacity issues to be resolved. It is important that improvements to transport infrastructure maximise the opportunities for non-car travel modes, including improving the rail service that connects Bury St Edmunds to Cambridge and Ipswich.

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Chelmsford Key Centre for Development and Change

POLICY CH1: Chelmsford Key Centre for Development and Change

The strategy for Chelmsford should:

- provide for a substantial and suitably aligned growth of 23,500 new jobs (in line with Policy E1) and 16,600 homes (in line with Policy H1) for the District as a whole;
- strengthen the town's role as a county town and sub-regional centre for the Heart of Essex, and centre for health care and further and higher education;
- further increase and diversify its employment base, building on strengths in economic sectors such as business and financial services, manufacturing, research and development, and retailing and town centre uses;
- deliver growth by optimising the re-use of previously developed land especially through the regeneration of opportunity sites in the town centre, and the provision of sustainable urban extensions;
- assist the development of more sustainable transport systems within the town, capitalise on and improve its strategic links within the Heart of Essex, and to London and other regional centres;
- protect and enhance the pattern of strategic green infrastructure within the town's structure including the Green Belt, green wedges and corridors, and other areas of landscape, heritage and biodiversity importance; and
- provide a strategic framework for the funding and delivery of infrastructure required to support the town's development growth.

14.32 Chelmsford is a county town and functions as a sub-regional centre serving the Heart of Essex sub-area for retail, employment, public administration, and other services. The wider borough and the neighbouring districts of Braintree, Brentwood, and Maldon in the sub-area make use of these strategic functions; and they provide labour supply through in-commuting to support them. The town has substantial potential to develop further as an important economic development and growth focus for the Heart of Essex reflecting these roles and its diverse economy with strengths in retailing, public administration, manufacturing, finance, and health care; and a strategic location on the A12 and Great Eastern railway line.

14.33 The strategy will further enhance these roles, move the town towards sustainable transport with high quality public transport, cycling and walking and provide the potential for further growth in the longer term.

14.34 Strategic development should provide for renewable energy generation on a district wide basis when proposals are brought forward. There is a need for the prioritisation of strategic highway, flood relief, and community infrastructure investment in order to support new development growth in the Chelmsford area.

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Cambridgeshire and the Cambridge Sub-Region

14.35 This suite of policies (CSR1-4) covers the administrative county of Cambridgeshire and also the Cambridge Sub-Region which includes the southern part of the County and extends beyond the County boundary into Suffolk, Essex and Hertfordshire. For the purpose of these policies the Cambridge Sub-Region is defined as Cambridge and the surrounding area as far as, and including, the market towns of Chatteris, Ely, Haverhill, Huntingdon, Newmarket, Royston, St Neots, St Ives and Saffron Walden. Areas of the County outside the Cambridge Sub-Region are referred to as Northern and Eastern Cambridgeshire.

14.36 The vision for Cambridgeshire in 2031 is a county that offers a high quality of life in a variety of distinctive urban and rural communities, with healthy environments, attractive homes, a range of jobs and services, adapted to climate change and offering opportunities for all residents and workers to achieve their maximum potential.

14.37 It is intended that Cambridgeshire and the Cambridge Sub-Region should:

- have a vibrant economy, acknowledged as a world leader in knowledge-based business and research, yet with a diverse job base across the county, which includes a growing manufacturing base and low-carbon technologies, building on the acknowledged strengths of the Cambridge Sub-Region for innovation;

- possess a close relationship between homes, jobs and services, providing a high standard of accessibility to the whole population which is well served by sustainable transport including:
  - frequent high quality public transport within and between Cambridge and the market towns;
  - high quality routes for cycling and walking with good links to the countryside; and
  - well-developed information technology infrastructure such as high speed broadband;
- demonstrate exemplary low carbon living, founded on the retention of Cambridge as an efficient compact city with sustainable fringe developments and on the balanced expansion of market towns closely linked to surrounding village communities, with:
  - provision of extensive green infrastructure;
  - energy and water efficient buildings; and
  - efficient use of resources, including renewable energy;

- sustain a cherished environment with outstanding conservation practice and enhancement of its urban, rural and historic areas, including a vibrant university city, attractive market towns, unique fen landscapes, rolling chalklands and river valleys - all incorporating a high degree of biodiversity; and

- be well prepared for the impact of climate change and highly adapted to its effects, especially in the provision of flood infrastructure and sustainable drainage systems to protect the extensive low lying areas.

POLICY CSR1: Development Strategy for Cambridgeshire and the Cambridge Sub-Region

This development strategy for the expansion of jobs, housing and infrastructure seeks to underpin the strengths of the Cambridge Sub-Region as a centre for learning, research and high technology, and to support the wider network of market towns in Northern and Eastern Cambridgeshire, recognising their close links to Peterborough. Market towns will be encouraged to expand their economic, service and cultural roles by regeneration of the urban fabric, infrastructure investment and exploitation of new technologies.

14 Sub-Areas and Key Centres for Development and Change

Within the strategy for growth, the historic character and setting of Cambridge and the market towns will be protected and enhanced together with the important environmental qualities of the surrounding landscapes, including the provision of green infrastructure.

A key objective of the strategy is to locate homes in and close to Cambridge and to other main centres of employment in the sub-region and county, whilst avoiding dispersed development which increases unsustainable travel and makes access to services and community facilities difficult.

Provision for development will maximise use of existing infrastructure in sustainable locations and will be made in the following order of preference:

- within Cambridge or as sustainable extensions to the urban area, subject to environmental capacity and compatibility with Green Belt objectives;
- at the new town of Northstowe, linked to the guided busway;
- within, or as sustainable extensions to, the market towns of Wisbech, March, Ely, Huntingdon* and St Neots*, subject to the potential for economic and physical regeneration, essential infrastructure improvements and the improvement of public transport links to Cambridge, Peterborough or other large towns close to the county; and
- within, or as extensions to, other market towns, where development would increase their sustainability and self-containment, where improvements to infrastructure and services are planned or will be provided as part of new development and where high quality public transport provision (such as access to rail links) has the potential to reduce the impacts of out-commuting. **

* Huntingdon and St Neots in this policy refers to the Spatial Planning Areas as defined in the adopted Huntingdonshire Core Strategy

** Further studies will be undertaken of the development potential of the smaller market towns in Cambridgeshire.

14.38 The sequential approach to development, focused on Cambridge, reflects the strategy for the sub-region in the former Regional Spatial Strategy for the East of England and the Cambridgeshire and Peterborough Structure Plan, 2003. Northstowe should take full advantage of the development potential of its location on the Cambridgeshire guided busway with a settlement of 10,000 new homes and associated employment, retail, leisure and other uses. Following Cambridgeshire's success in being invited to bid for funding from the Government eco-towns programme (December 2009), Northstowe will undergo planning and feasibility studies to establish if it can be redesigned to meet the concepts and high sustainability standards of eco-towns. To ensure delivery of Cambridge East as a strategic development location, this Regional Spatial Strategy supports the relocation of operations at Cambridge airport to a suitable alternative location, subject to timely provision of necessary infrastructure and environmental safeguards.

14.39 The focus in the early years will be on delivery. Given its national and regional importance, the longer term framework for the sub-region looking well beyond 2021 should be an important aspect of the review of the Regional Spatial Strategy. The successful delivery of the current strategy, as set out in the former Regional Spatial Strategy for the East of England and the Cambridgeshire and Peterborough Structure Plan 2003, is considered the top priority. It includes urban extensions around Cambridge, the new settlement at Northstowe and expansion of market towns.

14.40 Development in the sub-region must be associated with measures to protect vulnerable wildlife populations and avoiid harm to the Special Areas of Conservation, Special Protection Areas and Ramsar sites in and around the area, particularly from water resource, water quality and air quality impacts. In addition, the cumulative impacts of housing provision on the historic environment should be afforded particular significance in local development documents.

POLICY CSR2: Employment Generating Development

The continued growth of the knowledge-based economy and research and development in the Cambridge Sub-Region will be supported. At the same time the development of a more diverse economic base in all parts of Cambridgeshire will be pursued with a strategic focus on improving prospects for economic development in Northern and Eastern Cambridgeshire.

To assist in recovery from the economic downturn at the start of the plan period, substantial infrastructure investment will be sought, in addition to economic development and regeneration initiatives in Northern and Eastern Cambridgeshire, which are less represented in growth industries. Within Cambridgeshire, planning for job growth will be based on an expectation of between 2,500 and 4,000 new jobs per annum, with the lower figure more likely in the early years of the Plan.

Growth sectors, emerging technologies and important economic clusters in Cambridgeshire will be encouraged and the development of the low carbon economy will be given a very high priority.

In and close to Cambridge, within boundaries to be defined in local development documents, employment land should be reserved for development which can demonstrate a clear need to be located in the area to serve local requirements or contribute to the continuing success of the sub-region as a centre of high technology and research. Employment-related development proposals should demonstrate that they fall into the following categories:

- high technology and related industries and services concerned primarily with research and development including development of D1 educational uses and associated sui generis research institutes, which can show a need to be located close to the universities, established research facilities, or associated services in the Cambridge area;
- other small-scale industries which would contribute to a greater range of local employment opportunities, especially where this takes advantage of, or contributes to, the development of particular locally based skills and expertise; and
- the provision of office or other development providing essential services to Cambridge as a local or sub-regional centre.

Provision will be made throughout the sub-region for the development and expansion of high-technology clusters.

Local authorities will work with other public sector agencies and the private sector to develop a comprehensive approach to the economic growth or regeneration of Cambridgeshire's market towns and market towns outside the County but within the Cambridge Sub-Region. This will incorporate:

- the identification of land for employment development in local development documents and other implementation programmes where this would improve the local balance of jobs and homes, diversify and strengthen the economies of the towns;
- the positive promotion of the market towns as business and service centres, building on their distinctive strengths, developing links to existing business and encouraging high value jobs, emerging sectors and green technologies;
- support for business start ups, including the provision of incubator premises and access to business support services and networks;
- the development of their tourism potential taking into account existing tourist assets; and
- improvements to the skills and education base of the market towns to address the needs of existing businesses and emerging sectors.

14.41 The sub-region has one of the most remarkable concentrations of high technology and research clusters in the UK. These should be fostered in the national interest and promote further sustainable growth of the local and regional economy. The selective management of employment-generating

development and the development and expansion of high technology clusters is well-established in the Cambridge Sub-Region through existing policy and practice. The sectors for which this policy will be important include: computer services; telecommunications/information technology; biotechnology and biomedical; medicine; and other emergent technologies such as environmental technologies and low carbon energy sectors.

POLICY CSR3: Cambridge Green Belt

In making provision for housing, employment and all other development a Green Belt should be maintained around Cambridge to define the extent of urban growth in accordance with the purposes of the Cambridge Green Belt which are to:

- preserve the unique character of Cambridge as a dynamic, compact city with a thriving historic centre;
- maintain and enhance the quality of Cambridge's setting; and
- prevent communities in the environs of Cambridge from merging into one another and with the city.

There may be scope for a future review of the Green Belt, but this should be held in reserve until such time as the need for the review is confirmed through the local development framework process and currently planned developments are well advanced.

14.42 Further review of the Cambridge Green Belt is not currently a priority because substantial new areas for development have been identified in the Green Belt review which followed the adoption of the 2003 Structure Plan.

POLICY CSR4: Transport and Communications Infrastructure

Further transport infrastructure provision in Cambridgeshire and the Cambridge Sub-Region, on which proposed development is dependent, will build upon existing and planned high quality public transport systems (including bus and rail), high levels of cycling and demand management measures, whilst ensuring essential access by road. Strong support will be given to the improvement and extension of broadband and other information technology networks. The aim should be to reduce the need to travel, especially by car, and secure the fullest possible use of public transport, cycling and walking.

Transport provision should take into account Cambridgeshire's position at the junction of major east-west and north-south routes and the need to maintain strategic communication by all modes.

Priority transport infrastructure provision will be:

- a comprehensive and high quality network of bus services linking all major centres and market towns;
- enhanced local rail services, improved links to and improved capacity on the wider network;
- measures to improve the capacity, usage and safety of routes for pedestrians and cyclists in Cambridge and the market towns and their connection to rural communities;
- park and ride interchanges for Cambridge and the market towns;
- rural transport interchanges and other high quality transport interchanges to facilitate sustainable transport in the county;
- A14 and A47 highway improvements;
- A428 corridor improvements between Caxton Gibbet and St Neots including high quality public transport linking Cambridge and St Neots;

- improvements to reduce environmental impact, improve safety and efficiency and maintain economic prosperity, including A605 Peterborough to Whittlesey schemes, improvements to the A142 at Ely and A10 and A1307 route improvements; and
- other schemes to support sustainable transport provision in market towns (to be identified in market town strategies).

More specific provision in the Cambridge area will include:

- demand management measures in Cambridge City;
- faster rail services between Cambridge and other key centres for development and change in the region;
- Chesterton railway station and interchange;
- the guided busway linking Huntingdon and Cambridge;
- improved orbital movement around Cambridge;
- new access/distributor roads and other transport improvements to facilitate Cambridge fringe developments and Northstowe new town; and
- extension of a high quality bus route from the City centre to serve Cambridge East and provision of a modified or new highway interchange on the A14.

14.43 Successful implementation of the development strategy for the Cambridge Sub-Region relies on integration of development with new and upgraded transport infrastructure. Central to this is the provision of high quality public transport, in particular the Cambridgeshire guided bus, improvements to the strategic and local road network, and enhanced provision for cyclists and pedestrians. Stakeholders should look beyond the existing major programme of transport investment to identify further investment needs. There should be a strong emphasis on public transport, demand management and traffic restraint taking full advantage of likely sources of funding, including the Transport Innovation Fund and developer contributions.

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Essex Thames Gateway Sub-Region

14.44 Essex Thames Gateway comprises the Essex part of the Thames Gateway Growth Area, a regional and national priority for urban regeneration under the Sustainable Communities Plan which extends into London and the South East (Kent Thames Gateway). It is the largest corridor of urban development in the East of England. It broadly encompasses the areas south of the A13 in Thurrock and A127 in Basildon together with the Boroughs of Castle Point and Southend-on-Sea and London Southend Airport in Rochford District.

14.45 Essex Thames Gateway presents a unique opportunity reflecting the regeneration of areas of previously developed land, its proximity to central London, international transport links and access to continental Europe. Urban regeneration coupled with wider infrastructure and environmental enhancements will enable major improvements in quality of life and regional economic performance. A co-ordinated approach to the range of initiatives and projects necessary within the sub-region would contribute to the emergence of Thames Gateway as an eco-region. This will require strategic cooperation between regional and local partners to align and pool available funds in ways that secure necessary infrastructure alongside related development provision.

14.46 Separate policies are provided for the three key centres for development and change – Thurrock, Basildon and Southend. Although not containing settlements of comparable size, Castle Point will also contribute to future sub-regional change through regeneration of town centres at Canvey and Hadleigh (the latter associated with the 2012 Olympic legacy site) and employment growth at South West Canvey.

14.47 Essex Thames Gateway contains the biggest assemblage of port infrastructure in the region, principally Port of London facilities at Thurrock. The London Gateway container terminal and supporting infrastructure is planned on the former oil refinery site at Shellhaven in east Thurrock.

14.48 The Gateway contains areas at risk of flooding, including substantial areas of development within existing settlements. This must be taken into account at all stages in the planning process to avoid inappropriate development in areas at risk. Reviews of flood risk assessments should take account of planned flood protection infrastructure, together with policies in *PPS25: Development and Flood Risk*, to ensure that development is directed away from areas at highest risk, does not increase flood risk elsewhere and, where possible, reduces overall flood risk. Development should not constrain options for future flood management measures in the Thames Estuary, which are being developed through the Environment Agency's Thames Estuary 2100 project, the Essex and South Suffolk Shoreline Management Plan and catchment area management plans.

POLICY ETG1: Strategy for the Sub-Region

The strategy aims to achieve transformational change throughout Essex Thames Gateway by regenerative development which will:

- concentrate the majority of growth at the three Key Centres for Development and Change at Basildon, Southend and Thurrock supported to an appropriate extent by growth at other urban areas in need of regeneration and renewal;
- maximise the contribution of the sub-region to the realisation of the Thames Gateway eco-region;
- significantly increase the overall value of the sub-regional economy and the economic conditions, living standards, aspirations, and quality of life of its residents;
- substantially increase the numbers of jobs in line with Policy E1 (see Policy ETG3 below) to bring about a better alignment of homes and workplaces (in line with provisions of Policy E1 and H1)

while continuing to recognise the area's complementary role in relation to London, especially the emerging development/transport nodes in East London at Stratford and elsewhere;

- local development documents should (in line with Policy H1) provide for a minimum of 43,000 net additional dwellings during the period 2011-2031, distributed as follows:

Basildon*	10,700
Castle Point	4,000
Southend*	6,000
Thurrock*	18,500
Rochford*	3,800
Total	43,000

* whole district figure, the amount within Essex Thames Gateway to be determined through local development documents

- manage travel demand by improvement to existing road and passenger transport networks and facilities and achieve greater use of sustainable modes of transport;
- enhance educational attainment and the skills base and improve access to higher education;
- strengthen the role of town centres as the economic and social focus of their local communities through broader provision of mixed uses, services and facilities and improved accessibility by all types of transport;
- protect and enhance the quality of the natural and historic environments, including retaining and making more positive appropriate use of the Green Belt and avoiding coalescence of settlements;
- give the area a more positive and attractive image by building on its strengths and assets, improving the quality and extent of green infrastructure, promoting excellence in the design of buildings and public realm, and creating townscapes and landscapes of high quality and distinctiveness;
- manage coastal change, minimise the risk of flooding from all sources, maintain existing settlements and essential waterfront economic uses, and balance the maintenance of flood defences with retention of coastal attractions and a range of natural habitats and species; and
- provide a strategic context for assessment of developer contributions, pooling of financial resources and synchronising investment in infrastructure with development provision.

POLICY ETG2: Eco-region and Green Initiatives

Regional, sub-regional and local partners will work together to facilitate realisation of Thames Gateway as an eco-region. This will be achieved through a co-ordinated approach to a range of independent but linked initiatives, to include:

- creation of quality environments through the Parklands Vision, the Green Grid Strategy, and other local strategies and plans;
- implementation of the Greater Thames Coastal Habitat Management Plan to provide a framework for management of habitats, flood risk and coastal erosion;
- management of flood risk through the Thames Estuary 2100 project, the Essex and South Suffolk Shoreline Management Plan, relevant catchment area management plans, and regular reviews of strategic flood risk assessments;
- provision of opportunities for environmental technology business, including support for a Bio-Renewable Energy Research Park to act as a research and development centre leading on new, sustainable bio-energy technologies for electricity, heat and transport fuel;
- more sustainable and innovative approaches to use of resources by new and existing development;
- development to the highest standards of design in accord with the Thames Gateway Design Pact; and
- provision of comprehensive networks of walking and cycling routes and promotion of their leisure and health benefits.

14.49 Essex Thames Gateway faces a number of environmental challenges arising from flood risk, importance of its natural habitats, and presence of damaged landscapes. In particular, measures are required to protect vulnerable wildlife populations and avoid harm to the Special Areas of Conservation, Special Protection Areas and Ramsar sites in and around the areas, particularly from coastal squeeze, water resource, water quality and air quality impacts and recreational pressure. The Thames Gateway Eco-Region: A Prospectus (November 2008) identifies that successfully addressing these challenges in an integrated manner will confer increased benefit to the sub-region's agenda for economic and social regeneration. Adoption of the eco-region concept will lead to environmental improvement that will enhance the image of Essex Thames Gateway and its attractiveness for investment. This benefit and improved appearance of the sub-region, will contribute to a better living environment and quality of life for residents, local businesses and visitors. Delivery of more sustainable buildings, environments and lifestyles will require co-operation and joint progress on planning and infrastructure issues across Essex Thames Gateway.

POLICY ETG3: Employment Generating Development

Regional, sub-regional and local partners should facilitate economic diversification and job growth through development and regeneration to promote a competitive sub-regional business environment secured through:

- raising skill levels at NVQ Level 2, 3 and 4 to national averages through enhanced provision of further and higher education; new schools and university campuses;
- providing innovation centres at the key centres for development and change;
- improving opportunities for small and medium enterprises in all economic sectors, especially transport and logistics, environmental technologies, healthcare, education, tourism and leisure;
- providing for a range of sites and premises suitable for the needs of existing and future businesses;
- supporting port operations in Thurrock and development at London Gateway (a new container port facility with associated business park and rail freight handling facilities) and other sites that will support Thurrock's role as a leading logistics centre;
- focusing major retail, leisure and office developments at Basildon, Southend, and Lakeside Basin;
- promoting diverse employment opportunities at London Southend Airport and its environs, and at South West Canvey; and
- enhancing use of the River Thames as an asset for business and leisure.

Local development documents should provide for an indicative 65,500 net additional jobs during the period 2011-2031, distributed as follows:

Basildon*	12,000
Castle Point	4,500
Southend*	12,000
Thurrock*	30,000
Rochford*	7,000
Total	65,500

* Whole district figure, the amount within Essex Thames Gateway to be determined through Local Development Documents

14.50 The emphasis on improving skills and qualifications is particularly important in Essex Thames Gateway. Up-skilling will also enable those residents who commute to London to both contribute more to, and benefit more from, growth in London's economy.

14.51 Currently the sub-region has about 324,000 residents in employment but a workforce of only about 280,000, which highlights the scale of out-commuting, particularly to London. It also points to underlying weaknesses in the sub-region's economic structure in terms of the quantity, quality and range of job opportunities. Improved alignment between homes and workplaces would result in a reduction in the proportion, if not necessarily the number, of the resident workforce who commute to London.

POLICY ETG4: Transport Strategy

Local development documents and local transport plans should facilitate improved transport links and opportunities within the sub-region and with neighbouring areas by:

- promoting multi-modal choice for residents to access jobs, services and other opportunities to improve their quality of life;
- supporting sustainable patterns of development by linking new housing and jobs provision closely to existing communities and town centres;
- tackling congestion by providing strategic management and improvement of key road, rail routes, and other passenger transport corridors and interchanges to secure effective and efficient use of all elements of the transport network;
- improving the usage and expanding the capacity and frequency of passenger transport by reinforcing the development of key transport interchanges, particularly within town centres, and better integrating the sub-regional road and rail networks; and
- catering for growth of port and logistics activity in Thurrock by managing the movement of freight to, from and across the sub-region by road, rail, air and pipeline.

14.52 Successful regeneration and further growth on the scale planned in the sub-region will require substantial improvements to its transport network, to links to the national road (particularly M25 Junction 30/31) and rail networks, and to ease travel across the River Thames. Related sub-regional strategies, development plan documents and local transport plans serving Essex Thames Gateway should address these needs. Evolution of the strategy and proposals contained in the Thames Gateway South Essex Business Plan for Transport (2005) will provide the sub-regional reference and context for consideration of transport infrastructure in the sub-region. Studies for a Lower Thames Crossing and for improved transport links between south east and north east Essex should be pursued.

POLICY ETG5: Thurrock Key Centre for Development and Change

See 'Appendix E List of Policies not subject to consultation' for Policy and supporting text. Not subject to consultation.

POLICY ETG6: Basildon Key Centre for Development and Change

Local development documents for Basildon should:

- facilitate the physical, economic and social regeneration of the original new town to create a sustainable and balanced community;

- continue Basildon's role as a business hub within the sub-region, building upon its existing strengths as well as opportunities for diversification and growth of higher added value economic activities; and
- promote regeneration of the town centre to secure a full range of high quality regional services and facilities, including an enhanced retail and leisure offer, new jobs and homes, and the development of a strategic transport interchange.

POLICY ETG7: Southend on Sea Key Centre for Development and Change

Local development documents for Southend on Sea should:

- facilitate physical, economic and social regeneration of the urban area including maximising the re-use of previously developed land;
- achieve an urban renaissance of the town centre by establishing it as a hub for cultural and intellectual activities in the sub-region led by the development of a university campus, securing a full range of high quality regional services and facilities, and providing for mixed use development to secure new jobs and homes;
- support business development in engineering and maintenance;
- upgrade strategic and local passenger transport accessibility, including the development of strategic transport interchanges around existing transport nodes; and
- promote the growth of passenger flights and aviation industries at London Southend Airport, improve surface access to the Airport and support a range of employment uses that would benefit from an airport location, and provide opportunities for new employment by developing a high quality business park (through coordinated Rochford and Southend Local Development Documents).

POLICY ETG8: Implementation and Delivery

The Thames Gateway South Essex Partnership should work with its partners to ensure:

- appropriate guidance and coordination is available to ensure local development documents contribute to meeting the objectives of the Regional Spatial Strategy, with joint working where appropriate;
- implementation and delivery bodies have appropriate strategies and resources to achieve the objectives in the overall vision for the area in Policy ETG1 and the other Essex Thames Gateway policies; and
- implementation and delivery bodies work closely with local plan making authorities to ensure that the non-statutory Essex Thames Gateway policies and plans are supported by, and are supportive of, local development documents.

14.53 The Thames Gateway South Essex Partnership has been established to develop co-operative working between partners and to ensure effective coordination of actions to deliver holistic, integrated regeneration and growth. The partnership draws together the local authorities, East of England Development Agency, other agencies and the voluntary and private sectors to maintain a strategic overview, oversee Essex Thames Gateway wide implementation challenges and ensure that commitment is obtained from other agencies to achieve delivery.

14.54 A range of local delivery vehicles have been established. An urban development corporation covering the entire borough of Thurrock has responsibility for major physical redevelopment, including land acquisition and planning powers. Other local delivery vehicles are the Urban

Regeneration Company, Southend Renaissance, and the Basildon Renaissance Partnership. For Castle Point and Rochford the local authorities and Thames Gateway South Essex Partnership have formed a steering group with other partners to provide a focus for delivery.

14.55 Essex Thames Gateway is a complex area where many partners are contributing to regeneration and growth. There is a need for connectivity and complementarity between statutory development plan-making and related non-statutory plans, for example those addressing health planning, green infrastructure and flood defence, along with the regeneration frameworks and master planning exercises undertaken by local delivery vehicles. A delivery plan covering the whole of Thames Gateway was published in 2007, which reflects the commitment to back the vision for the Gateway with cross-Government priorities and funding. It provides a framework for making the best use of public investment, local ownership, big project expertise and private sector entrepreneurship, sets out shorter term spending plans and identifies the resources needed.

14.56 Waste management, including hazardous waste, is a major issue. There are limits to how far the area can continue to provide landfill capacity for the wider London / Essex area, whilst the scale of redevelopment on previously developed land requiring decontamination represents a particular challenge for waste management planning. The Thames Gateway South Essex Partnership and delivery agencies will need to work with the Environment Agency and waste planning partners to ensure that the significant volumes of waste predicted to arise in the course of development are managed effectively.

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Great Yarmouth and Lowestoft Key Centres for Development and Change

POLICY GYL1: Great Yarmouth and Lowestoft Key Centres for Development and Change

The strategy for Great Yarmouth and Lowestoft is to continue to promote the comprehensive regeneration of the two towns, capitalising on their strengths and protecting and enhancing their environmental assets and developing an integrated approach in both towns to sea level rise and the ability to adapt to climate change. Local development documents and other strategies should pursue this strategy by:

- promoting substantive change in the economy building on the area's established sectors and diversifying into new and emerging sectors including:
  - the energy sector, including the low carbon economy, building on offshore engineering skills;
  - a more diverse tourism cluster, which extends its year-round offer, based on the resort and leisure role of the towns, the proposal for a casino at Great Yarmouth and the heritage of the two towns and the attractions of the surrounding natural environment, in particular the coast and the Broads;
  - environmental technologies and the green knowledge economies furthered by establishing a research and teaching centre supported by further and higher educational institutions and others; and
  - port and related activities based at Great Yarmouth's East Port and at Lowestoft, exploiting the Gateway location of the area and strengthening links with the rest of Europe.
- further promoting an urban renaissance by identifying priority areas and projects for brownfield redevelopment to achieve economic, physical and social regeneration in inner urban areas and taking advantage of key waterfront sites. Priority will be given to employment regeneration projects that can assist in dealing with concentrations of deprivation;
- ensuring that the two towns of Great Yarmouth and Lowestoft make a significant contribution towards delivering the whole district figures set out in Policy H1 to support a balanced housing market, assist the regeneration of brownfield sites and meet local affordable housing needs;
- promoting improvements on key transport corridors into the area, within and between the towns, together with measures to relieve congestion, improve access to regeneration areas, and enable a significant increase in public transport, walking and cycling; and
- encouraging public and private investment in appropriate levels of flood defence.

14.57 The Key Centres for Development and Change encompass the built-up areas of Great Yarmouth and Lowestoft. Both towns benefit from high quality beaches, proximity to the Broads and an important built heritage, which have traditionally attracted large visitor numbers, but face challenges including high unemployment, pockets of deprivation and areas vulnerable to tidal flooding events.

14.58 Development of existing industries and diversification into new and emerging sectors which make the most of the towns' environmental and locational assets, combined with a balanced housing market and improvements in accessibility, will contribute towards economic, social and physical regeneration. The focus will be on brownfield redevelopment to achieve regeneration and urban renaissance, whilst protecting and enhancing the natural and historic environment and avoiding any adverse impact notably on the Winterton-Horsey Dunes and Broads Special Areas of Conservation, and the Great Yarmouth North Denes and Broadland Special Protection Areas. The continuation of management measures to protect the Little Tern colony at Great Yarmouth North Denes will be essential.

14.59 The two ports offer scope for further development of maritime related industries and the ability to act as gateways to the rest of Europe. In particular, Great Yarmouth's outer harbour, Eastport, will be a significant contributor to job growth and provide opportunities for improved links with the rest of Europe.

14.60 Local development documents for Great Yarmouth and Lowestoft should be complementary to ensure a cohesive spatial strategy for the two towns. 1st East, the urban regeneration company, is a driving force behind regeneration. The company is preparing area action plans with Great Yarmouth and Waveney Councils, which will focus on spatial planning and policies for the regeneration of brownfield and waterside areas. In supporting growth and regeneration, local development documents should take careful account of strategic flood risk assessments.

14.61 Due to its location on the North Sea coast and at the mouth of the River Yare, Great Yarmouth is considered to be at risk of fluvial, tidal and coastal flooding. Tidal flooding from defence overtopping and breach scenarios is considered to be the most significant source of flooding in Great Yarmouth, and this risk will increase in the future as a consequence of rising sea levels. Although the consequences of surface water flooding are typically less than the consequences of tidal flooding, the probability of occurrence is significantly greater. Lowestoft is particularly sensitive to flooding due to the situation of Lake Lothing and the surrounding developed areas, and this risk will also increase as a consequence of future climate change. Flooding also occurs in the town following heavy rainfall due to limited sewer capacity and the tide locking of sewer outfalls.

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Harlow Key Centre for Development and Change

POLICY HA1: Harlow Key Centre for Development and Change

The strategy for Harlow is to promote the renaissance of the new town through developing its role as a major regional housing growth point, major town centre and strategic employment location to 2031 and beyond. This strategy will be fulfilled through a combination of the regeneration and redevelopment of the existing town centre, selected neighbourhoods and estate regeneration and renewal, the proposed urban extensions, transportation and infrastructure improvements, and the enhancement and conservation of green infrastructure.

Development plan documents should provide for an indicative 8,100 additional jobs (in line with Policy E1) and 16,000 additional dwellings (in line with Policy H1) between 2011 and 2031 including urban extensions into Epping Forest and East Hertfordshire district. Additional housing should be provided:

- within the existing area of the town centre as part of the redevelopment proposals;
- within some of the District's established residential areas through selective estate regeneration and renewal; and
- through urban extensions to the north, east, and on a smaller scale, to the south and west.

Joint or co-ordinated development plan documents drawn up by the three district councils, informed by the options appraisal work below, will determine the appropriate distribution between the urban extensions, including the more detailed location and scale of required development. The objective is to put in place a development strategy which promotes Harlow's regeneration, is as sustainable as possible and can be implemented at the required pace.

Additional waste water treatment capacity will be required, planned and delivered working with the industry and its regulators.

The Green Belt will be reviewed to accommodate the urban extensions. New Green Belt boundaries will be drawn so as to maintain its purposes, specifically to maintain the integrity of the principles of the Gibberd Plan and landscape setting of Harlow and the physical and visual separation of the town from smaller settlements to the west and north. The review to the north should provide for an eventual development of at least 10,000 dwellings and possibly significantly more – of a large enough scale to be a model of sustainable development. The review here will test the capacity to achieve the most sustainable size of urban extension in the longer term without the need for a further Green Belt review.

Local development documents will provide for the creation and maintenance of a network of multi-function green spaces within and around the town, taking forward the principles of the Green Infrastructure Plan for Harlow. This network should:

- maintain the principle of 'green wedges' penetrating the urban fabric of the town and urban extensions;
- provide for enhanced recreational facilities;
- protect and maintain designated wildlife sites and provide for biodiversity; and
- contribute to a visually enhanced character and setting to the town.

Opportunities will be taken to retain and enhance attractive existing environmental and historic features within green infrastructure provided in association with urban extensions. The Stort Valley represents a major opportunity between the town centre and development to the north of Harlow.

The town centre and employment areas will be developed to:

- strengthen Harlow's position within the regional hierarchy by enhancing Harlow's retail offer and other town centre activities;

- enhance the role of Harlow as a key centre for further and higher education, and research based institutions and health care facilities;
- provide for growth of Harlow's established sectors and clusters;
- attract employment related to the growth of Stansted Airport, which does not need to be located there; and
- assist the growth of small and medium sized enterprises and attract new economic development and innovation, diversifying Harlow's economy and providing higher levels of employment.

The transport priorities for Harlow are:

- achieving a major increase in the use of public transport, walking and cycling;
- enhancing access between Harlow and London, Stansted and Cambridge;
- addressing traffic congestion for movements within and across the town without encouraging an increase in car use;
- introducing measures to support the town's regeneration and growth and improve access to the strategic highway network including M11 from key developments and employment sites; and
- improving the capacity of the West Anglia Railway Line.

The strategy should be delivered through a strong partnership approach engaging relevant stakeholders including Harlow Council, East Hertfordshire District Council, Epping Forest District Council, Essex and Hertfordshire County Councils, the Regional Assembly, the Government Office, Harlow Renaissance, agencies and infrastructure providers.

Key stakeholders should provide evidence to identify key infrastructure projects including need, delivery and implementation mechanisms.

Development plan documents will set out delivery of infrastructure requirements and implementation attributing delivery to the responsible bodies and set targets.

Local planning authorities and infrastructure providers will prepare a 'Statement of Commitment' to deliver a programme of implementation of key infrastructure projects that are fundamental to sustainable development, support Harlow's regeneration, and facilitate sub-regional employment and housing growth.

The Harlow-Stansted Gateway Transportation Board, comprising local authorities within the Harlow area, Highways Agency, BAA, public transport providers and other partners, will continue to work in partnership. The Board will scope transport issues in a comprehensive way and develop an implementation programme, which compliments and supports the development strategy.

14.62 The expansion of Harlow provides a major opportunity to address the substantial need for economic and physical regeneration of the post war new town, to meet a significant proportion of the development needs of the London-Stansted- Cambridge-Peterborough growth area to 2031 and beyond, including in regard to employment activities related to the growth of Stansted Airport and housing, and to enhance Harlow's sub-regional status as an important centre for the surrounding areas of Essex and Hertfordshire.

14.63 This Regional Spatial Strategy provides for the development of 16,000 dwellings at Harlow to 2031. It will be for joint or co-ordinated development plan documents drawn up by the three district councils, informed by the options appraisal work referred to above to determine the appropriate distribution, between the existing town and the urban extensions, including the more detailed distribution, location and scale of required development. The objective is to put in place a development strategy which promotes Harlow's regeneration, is as sustainable as possible, and can be implemented at the required pace. Factors to be taken into account include: an early and sustained emphasis on regeneration and development within the existing town, making use of

urban capacity; the differing implementation issues in regard to the urban extensions; the emerging transport proposals and implementation strategy; and measures to protect vulnerable wildlife populations and avoid harm to the Special Areas of Conservation, Special Protection Areas and Ramsar sites around the area, particularly from water quality impacts.

14.64 The strategy requires a Green Belt review. The landscape and environmental character of the local area and the importance of the M11 as a potential boundary are likely to constrain capacity south of the Stort Valley. North of Harlow there is the potential to put in place a major development of a large enough scale to be a model of sustainable development. This is a significant and rare opportunity for somewhere so close to London. The Green Belt review should test the most sustainable eventual scale of urban extension in this area to 2031 and beyond.

14.65 Policy SS7 indicates that the Green Belt review should identify a compensating strategic extension to the Green Belt to the north of Harlow to define the long term limits to development. It should be several miles wide in accordance with PPG2: Green Belts, and contribute to ensuring the overall area of Green Belt in the region is increased.

14.66 Key issues for joint or coordinated local development documents include:

- ensuring urban extensions have a strong orientation towards the existing town and town centre and support their regeneration; and
- ensuring that the development strategy, particularly for the area north of Harlow, minimises the impact of noise from aircraft landing at Stansted Airport.

14.67 Resolving traffic congestion and achieving a major increase in the use of public transport, walking and cycling are key objectives. This will require a strong focus on management of Harlow's existing transport infrastructure. However, beyond such management there is a need to address the congestion on the approaches to and within the town through additional or enhanced infrastructure which will support regeneration and improve access to main employment areas and new areas of development. The London to Stansted corridor, including Harlow and access to Stansted Airport, is one of the areas likely to come under transport pressure which should be a focus for further work to identify the interventions needed.

14.68 Transport proposals should make effective use of the full range of funding sources. The regional priorities agreed through the Regional Funding Allocation process (appendix A) suggest that interventions in the early and middle years of the Plan period would need to focus on management of existing infrastructure and more modest infrastructure investment. Funding a scheme on the scale of a Harlow by-pass before the last years of the Plan period will require an innovative use of funding sources or re-prioritisation in later Regional Funding Allocation rounds. The necessary waste water infrastructure will need to be programmed into the water companies' business plans, informed by the relevant studies.

14.69 The growth required by this Regional Spatial Strategy represents a significant uplift from that in recent years. The local delivery vehicle, Harlow Renaissance, will have a key role in its delivery and the pace of development needs to be kept under review. If appropriate, its powers may need to be extended or reviewed to ensure exemplary sustainable development and an appropriately fast rate of delivery.

14.70 Relevant development plan documents will set out the delivery requirements and wider implementation policies, highlighting the appropriate responsible bodies. Targets will also be set out to assist the local development framework monitoring process. To ensure partnership working is delivered in a succinct and efficient manner a 'Statement of Commitment' will be provided to demonstrate commitment to delivery of a programme of implementation for key infrastructure projects that are fundamental to sustainable development, support Harlow's regeneration, and facilitate sub-regional employment and housing growth.

Haven Gateway Sub-Region

14.71 The Haven Gateway Sub-Region encompasses parts of north east Essex and south east Suffolk. It consists of Tendring District, the Boroughs of Colchester and Ipswich and parts of Babergh, Mid Suffolk and Suffolk Coastal Districts. It is focussed on the Key Centres for Development and Change of Colchester and Ipswich, the coastal towns of Clacton, Felixstowe, and Harwich and the major ports at Felixstowe and Harwich (Bathside Bay). The sub-region has substantial potential to develop further as a major focus for economic development and growth, which is recognised in its identification by the Government as a Growth Point.

14.72 The Haven Gateway has a relatively self-contained labour market with very limited linkages with London and other major urban centres in the region. Consequently, new housing growth needs to be closely aligned with the capacity of its local economy. Some key infrastructure dependencies underpinning the sub-region's growth potential have been identified in its Integrated Development Programme and Framework for Growth proposals.

14.73 The sub-region has a series of nationally and internationally important landscape and ecological designations, including the Dedham Vale and large parts of the Suffolk Coast and Heaths Area of Outstanding Natural Beauty. All of the estuaries have national and international designations for nature conservation. These areas are close to likely locations for growth and regeneration. However, as well as being a possible constraint on some development, the attractive environment contributes to the character of the sub-region and is one of the foundations for its economic growth. The strategy needs to take into account the impact of these factors on growth and regeneration, in accordance with other policies in this Regional Spatial Strategy on protecting and enhancing the environment.

14.74 The Gateway has an extensive coastline, estuaries, low-lying inland areas and river catchment areas. Some areas are at greater risk from inland and coastal flooding, as well as from coastal change, including climate change impacts. Accordingly the location of new development should be carefully considered taking into account the advice of relevant plans to minimise risk. There is also a need to work towards minimising flood risk more generally across the sub-region including measures through flood defence works and adaptation, for example by improving resilience.

POLICY HG1: Strategy for the Sub-Region

The sub-regional strategy aims to achieve transformational development and change throughout Haven Gateway which will:

- locate housing growth where it will be best aligned with the capacity of the local economy to provide for increased employment and the delivery of transport and other infrastructure;
- develop the diverse economy of the sub-region by supporting the key economic sectors identified in Policy HG2;
- regenerate the sub-region to address unemployment, deprivation and social issues;
- increase levels of educational qualification, skills, enterprise and entrepreneurship, knowledge-intensive business and access to higher education;
- provide for the majority of new housing and employment growth in the sub-region to be focused at the key regional centres of Colchester and Ipswich;
- support and reinforce the complementary role of market towns and coastal towns elsewhere in the sub-region as local hubs for employment, retailing, housing (especially affordable housing), and community services and facilities;
- ensure that growth is compatible with protecting and enhancing the sub-region's distinctive landscape, heritage, biodiversity, green infrastructure and environmental assets; and
- guide development to locations within the sub-region which minimises the risks arising from flooding, storm events, land erosion and subsidence.

POLICY HG2: Employment Generating Development

Local development documents covering Districts and Boroughs which are wholly or partially within the Haven Gateway should provide an enabling context for an indicative target of 71,500 additional jobs distributed broadly as in Policy E1.

The local authorities, supported by regional and local partners, should facilitate this increase in jobs by promoting a competitive sub-regional business environment through:

- capitalising on the direct and indirect economic potential and appropriate expansion of the ports, maritime and related activities, recognising the role they play in making the sub-region a major economic growth point and including approved proposals for new container handling capacity at Bathside Bay and Felixstowe South;
- promoting the urban areas of Colchester and Ipswich as major regional centres of employment, for business, retail, creative industries, tourism, entertainment, health, higher education and cultural activities;
- making provision for the needs of an expanding tourism sector based upon the transport gateways, regional centres, coastal resort towns, market towns, and in rural areas where the scale and location of tourism activity would be appropriate;
- supporting existing and proposed academic, scientific and research institutions including established and expanding ICT clusters;
- providing appropriate sites, premises and infrastructure to attract a diverse range of employment to Ipswich, Colchester, Harwich, Felixstowe and Clacton; and
- regeneration initiatives with a focus on employment diversification and other social aims including physical renewal at the following locations,
  - Colchester (St Botolphs, North Station, East and North Colchester, and the Garrison);
  - Ipswich (the Waterfront, Ipswich Village, the Town Centre, and Education Quarter);
  - the coastal settlements throughout the sub-region including Felixstowe, Harwich, Clacton and Jaywick; and
  - smaller scale projects elsewhere.

14.75 The economic structure of the area is diverse, principally based on:

- a concentration of transport and logistics industries related to the internationally important Haven Ports;
- expanding cultural, tourism and marine leisure industries;
- the diverse economies of Ipswich and Colchester with a substantial service sector based on administration, insurance, financial and professional services;
- academic institutions, including Essex University, the proposed Essex University Science Park, and University Campus Suffolk on Ipswich Waterfront; and
- established and expanding ICT clusters, including Adastral Park at Martlesham and its proposed Innovation Centre, the Cambridge to Ipswich corridor and Colchester Science Park.

14.76 Further employment is expected in these sectors reflecting the maturing of the sub-region's economy and expanding population base. A significant amount of growth will be at Colchester and Ipswich, reflecting their roles as regional centres.

14.77 The economic geography of Ipswich, including that the urban area extends beyond its administrative boundary, means that employment provision needs to be considered in a wider context than individual districts. Accordingly, the figures for the Suffolk part of the Haven Gateway set out in Policy E1 should be treated flexibly and the local authorities should work together to consider the most appropriate apportionment, taking into account the needs of businesses, land availability, urban regeneration, environmental constraints and a sustainable relationship with the parts of the Ipswich Policy Area proposed for housing growth.

POLICY HG3: Transport and Other Infrastructure

The priority locations for further investment in transport and other infrastructure in the sub-region are:

- the main urban centres of Colchester and Ipswich where the aim should be to support their roles as Regional Transport Nodes and reduce the need to travel, especially by car, and to secure the fullest possible use of public transport, cycling and walking;
- Haven Ports where strategic infrastructure and service investment is required to facilitate improved access to and from the Ports, including enhanced provision for the movement of freight by rail; and
- growth locations - other infrastructure investment priorities intended to facilitate growth set out in the Haven Gateway Integrated Development Programme.

14.78 Colchester and Ipswich are already key regional centres and they will be the focus of significant growth up to 2031. A key transport priority will be to promote a much greater emphasis upon the use of sustainable travel modes at both centres. Freight movement to and from the Haven Ports imposes significant demands on the sub-regional infrastructure and minimising their impacts is important to allowing these networks to serve their needs as well as locally focused developments.

POLICY HG4: Implementation and Delivery

The Haven Gateway Partnership, its partners and other agencies should work to ensure that:

- appropriate guidance and co-ordination is available to ensure that local development documents for Haven Gateway make complementary contributions towards meeting the objectives of the Regional Spatial Strategy, with joint working where appropriate;
- joint or coordinated local development documents are prepared where strategic growth locations straddle existing administrative boundaries; and
- the implementation and delivery bodies have appropriate strategies and resources to achieve the objectives in the overall vision for the area in Policy HG1 and detailed in the other Haven Gateway policies.

14.79 The Haven Gateway Partnership has prepared an Integrated Development Programme to provide a fuller framework for the preparation of local development documents, other strategies including coastal issues, and coordinated implementation. The Haven Gateway Transport Board should take the lead in addressing transport issues.

14.80 Whilst the majority of strategic growth in the Gateway is focused on the key regional centres of Colchester and Ipswich, both main urban areas are under-bounded in relation to their existing administrative areas. Their future growth through urban extensions may need to straddle administrative boundaries. Accordingly the relevant local authorities should prepare joint or coordinated local development documents where this arises, informed by options appraisal work to determine the most appropriate broad growth locations having considered all the reasonable alternatives.

King's Lynn Key Centre for Development and Change

POLICY KL1: King's Lynn Key Centre for Development and Change

Local development documents should make further provision for housing, employment and other development at King's Lynn to achieve an urban renaissance and growth, including provision for 13,100 additional dwellings and 11,600 jobs in the district. Policies should:

- enhance and protect the historic fabric of the town and improve the quality of the urban environment;
- make effective use of previously-developed land;
- support strengthening of communities and securing facilities including green infrastructure;
- provide for an improved range of services in the town, including cultural/visitor facilities, higher/further education facilities and the hospital;
- support economic development, job growth and the regeneration of communities;
- provide improved transport choices both within the urban area, between the town and its hinterland and to other urban centres; and
- balance growth and regeneration with the management of flood risk.

14.81 King's Lynn is the principal service centre for a mainly rural hinterland that extends beyond the borough of King's Lynn and West Norfolk, encompassing adjoining parts of the counties of Lincolnshire, Cambridgeshire, and the districts of Breckland and North Norfolk. Set in attractive countryside, it benefits from direct rail services to London and Cambridge, sea links to northern European ports, and its historic character and water frontage.

14.82 The strategy for King's Lynn is to develop a strong employment base building on and diversifying from its strengths in engineering and food, providing high quality, well paid jobs, to maintain a skilled and adaptable workforce and tackle social exclusion. King's Lynn's role will grow as the primary retail, leisure and cultural centre for western Norfolk, north east Cambridgeshire and south east Lincolnshire, a commercial port, and a short break visitor destination built around the town's heritage and the area's natural environment, making the most of its maritime traditions, waterfront, and inland waterways. The development of King's Lynn must be associated with measures to protect vulnerable wildlife populations and avoid harm to the Special Areas of Conservation, Special Protection Areas and Ramsar sites around the area, particularly from coastal squeeze, water resource and water quality impacts, and recreational pressure. Parts of King's Lynn are dependent on flood defences for protection and, in supporting growth and regeneration, local development documents should take careful account of strategic flood risk assessments.

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The London Arc Sub-Region

14.83 Apart from Essex Thames Gateway, which has related but distinct issues, the London Arc comprises the areas closest to and most strongly influenced by London. For the purposes of this Regional Spatial Strategy and monitoring, it is defined as the districts of Broxbourne, Dacorum, Hertsmere, St Albans, Three Rivers, Watford and Welwyn Hatfield in Hertfordshire and Brentwood and Epping Forest, Essex.

14.84 Some of the characteristics of the Arc extend further, for example into East and North Hertfordshire. Chelmsford, Harlow and Stevenage are on the margins of the Arc but have not been included because their commuting relationship with London is not as strong. Nevertheless parts of Policy LA1 are broadly applicable to these areas, as they are to Essex Thames Gateway.

POLICY LA1: London Arc

(1) Within the London Arc the emphasis will be on:

(a) retention of long-standing Green Belt restraint, supported by more positive green infrastructure use of neglected areas in accordance with Green Belt purposes; and

(b) urban regeneration, including the promotion of greater sustainability within the built-up areas, particularly measures that increase the use of non-car modes of transport.

~~(2) Exceptions to the approach in (1) (a) are made at Hemel Hempstead, Welwyn Garden City and Hatfield where strategic Green Belt reviews will be undertaken to permit these new towns to develop further as expanded key centres for development and change.~~[6]

(3) ~~Other~~ towns in the London Arc will retain and develop their existing individual roles within its polycentric settlement pattern, recognising and making as much provision for new development within the built-up area as is compatible with retention and wherever possible, enhancement of their distinctive characters and identities.

(4) the local authorities should work with those in Greater London, especially Outer London, and to the north and those responsible for delivering the strategic transport networks, to ensure that:

- at the Key Centres for Development and Change, the most sustainable options for distributing growth up to 2031 will be considered through the production of local development documents, taking account of the constraints and opportunities in the provision of infrastructure;
- opportunities presented by existing and developing public transport radial routes from London are exploited to support sustainable development at nodal points along these routes, while ensuring that the strategic function of radial routes is not overwhelmed by local movements; and
- a network-wide approach (particularly critical in the London Arc) is adopted towards increasing opportunities for inter-urban journeys by public transport, in line with the transport policies in this strategy.

14.85 The London Arc is a complex polycentric area of market towns, commuter settlements and twentieth century new towns over which London has a powerful influence. Long-standing Green Belt policies have sought to restrain the outward spread of the capital and preserve the existing urban structure. These areas face a particular set of issues and pressures, which are distinct within the East of England but shared with parts of the South East. Local, county and regional bodies will need to co-ordinate the formation of local development documents where, taking account of urban capacity, the growth at Key Centres for Development and Change necessitates consideration of options for the direction and location of growth.

6 Text removed due to successful legal challenge on parts of the existing Plan.

14.86 The area is characterised by a generally buoyant economy, although there are pockets of poor performance and deprivation, particularly within the new towns. There is very strong housing demand and development pressures are intense. There is considerable pressure on the area's road and rail networks reflecting both the high levels of movement to and from London and the complex movements for shopping, employment, education and leisure between the towns. There is a need to balance the priorities of restraining urban sprawl, enhancing the countryside, and meeting development needs in sustainable ways. This will be done by retention and enhancement of the Green Belt and by accommodating development through effective use of the land within urban areas and selective Green Belt review.

14.87 With their history as new towns, Hemel Hempstead, Welwyn Garden City and Hatfield have a good record of matching new housing with employment and are well-placed on strategic communications routes, which makes them both attractive for business growth and accessible to the London jobs market. ~~The extent of national and regional housing needs, coupled with the benefits of increasing the towns' size, tying into existing infrastructure and tackling regeneration issues, present exceptional circumstances justifying green belt reviews to enable their expansion.~~[7]

POLICY LA2: Hemel Hempstead Key Centres for Development and Change

The strategy for Hemel Hempstead couples growth in housing and employment with transformational physical, social and economic regeneration of the original new town to create an expanded sustainable and balanced community. The main elements of this strategy are:

(1) overall housing growth of 6,100 in Dacorum by 2031, concentrated mainly at Hemel Hempstead. Brownfield redevelopment opportunities will be maximised ~~but sustainable urban extensions will also be required, to be focused on the edge of the built-up area of Hemel Hempstead. Extension of Hemel Hempstead into St Albans District will probably be required, taking account of constraints and any opportunities arising from decisions on Buncefield and involving preparation of joint or coordinated LDDs with St Albans DC. Identification of the urban extensions will require a strategic review of the green belt that allows scope for continued growth of Hemel Hempstead until at least 2031.~~[8]

(2) provision for substantial employment growth over the period to 2031 by:

- capitalising on strategic links to Watford, proposed major development at Brent Cross/Cricklewood and elsewhere in London, Luton and Milton Keynes;
- regenerating the Maylands Industrial Estate;
- reconstruction and potential rationalisation of Buncefield; and
- creating a more attractive and vital town centre, making best use of further regeneration and redevelopment opportunities;

(3) focused and coordinated action to raise opportunities and expectations and make better provision for local residents in terms of health, education, employment, transport and quality of life;

(4) ensuring the strategic transport network is adequate to support the growth of the town and creating the conditions for significantly increased public transport, walking and cycling within and around it and

(5) substantial improvement to the image and quality of the town's built fabric and public realm, including multi-functional green space.

7 Text removed due to successful legal challenge on parts of the existing Plan.
8 Text removed due to successful legal challenge on parts of the existing Plan;

14.88 The regeneration ~~and expansion~~ of Hemel Hempstead provides a major opportunity for the town to be a key focus for growth, contributing to meeting west Hertfordshire's development needs and will reinforce recovery from the Buncefield fire.

14.89 The approach to the future of Buncefield needs to balance continued operations, the highest safety standards within the site and in relation to existing and proposed neighbouring uses and the potential of rationalisation to release land for other uses. In developing local development documents it will be essential to take account of the wider implications of decisions on Buncefield. For example, any extension to safety buffers around operations on the site and pipelines may constrain development options. Alternatively, rationalisation of the site may release land for other uses, potentially increasing the overall scale of development potential at Hemel Hempstead in the longer term.

POLICY LA3: Welwyn Garden City and Hatfield Key Centre for Development and Change

Welwyn Garden City and Hatfield are a joint key centre for development and change within the London Arc. The strategy for the towns involves :

(1) overall housing growth of ~~10,000~~ by 2031, focused mainly at these towns; ~~Identification of urban extensions will require a strategic review of the Green Belt that allows scope for continued growth until at least 2031. Part of the 10,000 may be in St Albans District if extension of Hatfield to the west emerges as a preferred option, involving preparation of joint or coordinated development plan documents with St Albans DC.~~[9]

Brownfield redevelopment opportunities will be maximised ~~but sustainable urban extensions will also be required~~.

(2) provision for substantial employment growth by:

- capitalising on strategic links to Stevenage and central London;
- ensuring an adequate supply of employment land by developing new sites and rationalising and regenerating existing ones;
- making the most of opportunities associated with the University of Hertfordshire;
- reinforcing the town centre of Welwyn Garden City; and
- creating a more vital Hatfield town centre;

(3) focused and coordinated action to raise opportunities and expectations and make better provision for local residents in terms of health, education, employment, transport and quality of life;

(4) ensuring the strategic transport network is adequate to support the growth of the towns and creating the conditions for significantly increased use of public transport, walking and cycling;

(5) retention/ reinforcement of the best qualities of Welwyn Garden City and substantial improvements to the image and quality of the two towns' built fabric and public realm, including provision of multi-functional green space and enhanced green infrastructure between Hatfield and St Albans; and

(6) additional waste water treatment capacity planned and delivered working with the industry and its regulators.

9 Text removed due to successful legal challenge on parts of the existing Plan.

14.90 The neighbouring towns of Welwyn Garden City and Hatfield have the potential to make a greater contribution to the pressing housing needs of the London Arc in a strategic location on the A1(M) and East Coast Main Line where prospects for economic growth are favourable, while at the same time adding to the critical mass of the towns and assisting regeneration and urban restructuring.

14.91 The locations of future growth in Welwyn Hatfield Borough is a matter for determination through the local development documents. This should develop the long term strategy for the future of the two towns. ~~including testing their potential to meet development needs to 2031 and beyond in accordance with policy SS7. The green belt review should include joint or coordinated work with St Albans District if further expansion of Hatfield to the west emerges as a preferred option. The area to the west of Hatfield includes land identified in the 2007 Hertfordshire Minerals Local Plan for sand and gravel extraction. If this location emerges as a preferred option for an urban extension, the relevant Development Plan Documents will need to provide guidance on the relative extent of areas for mineral extraction and built development and on phasing for any areas where extraction should take place before built development.~~[10]

14.92 Reconciling growth with the capacity constraints and pressures on the A1(M), A414 and East Coast Main Line is a key challenge. Any necessary waste water infrastructure requirements will need to be programmed into the water companies' business plans, informed by the relevant studies, see paragraph 11.9, which addresses the constraints at Rye Meads sewage treatment works.

POLICY LA4: Watford Key Centre for Development and Change

The strategy for Watford is to focus on delivering strong economic performance, regeneration and renewal, making the most of urban capacity in a way that does not increase congestion and maximises the potential of public transport. In considering the most sustainable pattern of growth up to 2031, local development documents and other strategies should recognise the area's links with London, the role of and growth at other key centres nearby, whilst recognising and protecting its separate character and heritage.

The main elements are:

- employment growth with restructuring of employment areas and parts of Watford town centre to meet the needs of established employment sectors and clusters, including knowledge based activities, financial and professional services, the health and sustainable development sectors;
- high quality redevelopment including mixed use schemes with intensification of land uses where appropriate, coupled with firm defence of existing Green Belt boundaries and improvements to open spaces within the built up area;
- consolidation and strengthening of Watford's role as a regional centre for retail and other higher order services, and as a cultural and leisure destination;
- tackling deprivation;
- joint approaches to the provision of affordable housing inside and outside Watford Borough to meet needs as close as possible to where they arise;
- better connectivity and more integrated operational planning with the London public transport network;
- better east-west transport links, including the enhancement of Watford as an interchange centre linking the strategic rail network to services serving nearby suburban areas and beyond. This will include delivery of the Croxley Rail Link and the Abbey Flyer, and
- further measures to reduce congestion within Watford.

10 Text removed due to successful legal challenge on parts of the existing Plan.

14.93 Watford is a transport hub with good access to Heathrow Airport where the M1 and West Coast Main Line rail corridors converge and connect with strategic transport routes including the M25, A41 and A405/415 and the London transport network. Being on the edge of London, it is characterised by large commuting flows. It has much in common with the north west London Boroughs and shares many of the characteristics of the generally prosperous and economically buoyant Thames Valley to the west of London.

14.94 The scale of housing growth within the Borough boundary required in Policy H1 is less than for most other key centres. However, the built up area extends beyond Watford's tight local authority boundaries and the scale of housing and employment growth in the wider Watford area, including nearby settlements in Three Rivers and Hertsmere Districts that look to Watford as their main centre, makes the overall quantum of growth on a par with other key centres.

14.95 The Borough has experienced significant regeneration and renewal in recent decades, but challenges remain and Policy LA4 sets out the main elements of the vision. Interchange facilities at Watford Junction station are to be improved. A Croxley Rail Link, extending the Metropolitan Underground line to Watford Junction, will help reduce congestion in the town and improve interchange possibilities.

14.96 Watford Council will need to work jointly with a range of partners including other Hertfordshire local authorities and public transport authorities in London if all aspects of the strategy are to be delivered.

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Greater Norwich Sub-Region

14.97 The Greater Norwich Sub-Region covers the three districts of Broadland, Norwich and South Norfolk. At its core a Norwich Policy Area is defined to aid the delivery of growth more directly related to the urban area of Norwich

14.98 Norwich exerts a powerful economic, social and cultural influence over the surrounding market towns and villages. With a population of around 200,000, the urban area is one of the largest in the East of England, and the city centre is the highest ranking retail centre in the region. Road and rail links are improving, particularly on the A11 corridor and the city is served by a growing regional airport.

14.99 The sub-region provides a gateway to the Broads, and to much of Norfolk's attractive coast and countryside. It is also a major visitor destination in its own right, especially for its heritage and cultural attractions and vibrant evening economy. However, parts of the city and its rural hinterland suffer high levels of deprivation and regeneration remains a priority.

14.100 The area's economic strengths include a diverse economic base with specialisms in biotechnology, food processing, finance, insurance and business services, retail leisure and tourism, media and creative industries and an important education and training base in the University of East Anglia, Norwich University College of the Arts, Easton College and Norwich City College. There are opportunities to build on existing strengths, with Norwich and surrounding towns and villages benefiting from the city's status as a major economic driver for the county and visitor destination of international importance. This is recognised in its identification by the Government as a Growth Point.

14.101 The Norwich policy area covers the urban area, the first ring of villages and the market town of Wymondham. In terms of numbers it is, with Cambridge, one of the two locations with the highest level of growth in the region. It will be the main focus for the north-east of the region, and has the potential to develop further as a major focus for long term economic development and growth. However, to achieve its potential and for all sectors of the community to share in success, growth will need to be coupled with a concentrated focus on addressing the marked deprivation within parts of the urban area.

14.102 The preparation and delivery of local development documents will require co-ordination between Norwich, South Norfolk and Broadland Councils working in partnership with Norfolk County Council and the Broads Authority. Out of a total housing provision of 42,000 dwellings, at least 37,000 will be delivered in the Norwich Policy Area. The assessment of housing land supply will be undertaken separately for three sub-areas: Norwich Policy Area, Broadland outside the Norwich Policy Area and South Norfolk outside the Norwich Policy Area.

14.103 Key delivery issues include water supply, waste water, overcoming transport constraints, and green infrastructure, including measures to protect vulnerable wildlife populations and avoid harm to the Special Areas of Conservation, Special Protection Areas and Ramsar sites in and around the area.

14.104 The economic potential of the Greater Norwich Sub-Region will be encouraged with an aim to facilitate an indicative net increase of 40,000 jobs. The jobs target is based on the East of England Forecasting Model. It will be monitored and reviewed to ensure that it remains challenging. It is anticipated that the forecast can be exceeded through efforts to minimise unemployment, increase participation, maximise the economic potential and regional role of the sub-region, and continue to provide job opportunities for the surrounding hinterland. Job growth will be particularly concentrated in Norwich and the Norwich Policy Area. Existing and emerging economic clusters/sectors to be supported and promoted include media and creative industries, finance and insurance, ICT, energy (including renewable energy), advanced engineering (including high performance motor sport), environmental economy, plant biotechnology, education and tourism.

Norwich is the major focus for retail, culture, leisure and education and where possible and appropriate, growth in these sectors should be focused on the city centre. Smaller scale growth in these sectors will be focused on the sub-region's other town centres. In addition to the strategic sites, a wide range of smaller scale employment sites, including in the market towns, should be promoted to provide local job opportunities and support sector/cluster development.

14.105 The Joint Core Strategy (for Broadland, Norwich and South Norfolk) preferred option identifies a major mixed use urban extension to the north east of the urban area that will benefit from good potential links to strategic employment areas. The new community will incorporate the Rackheath eco-community being developed under the Government's eco-towns programme and will include extensive green infrastructure, very high quality public transport links and a wide range of local services.

14.106 The growth of the Norwich Policy Area is dependent on a package of transport measures through the Norwich Area Transport Strategy and its supporting implementation plans. Implementation of the Norwich Area Transport Strategy will improve strategic access for growth and economic development, including orbital routes, to significantly improve quality of life and environmental conditions for existing and future residents, and to provide capacity for comprehensive improvements to public transport, cycling and walking. These measures include the Northern Distributor Road, which has achieved programme entry to receive transport funding through the Regional Funding Allocation

POLICY NR1: Greater Norwich Sub-Region

The Greater Norwich Sub-Region will provide for;

- the delivery of an indicative increase of 40,000 jobs; and
- 42,000 additional dwellings;

taking particular regard to interrelationships with the Broads facilitated by joint or coordinated local development documents prepared by Norwich, South Norfolk and Broadland.

POLICY NR2: Norwich Policy Area

Norwich should be a regional focus for housing, employment, retail, leisure, cultural and educational development. Particular aims, reflecting its identification as a Growth Point, should be to:

- provide for 37,000 net additional dwellings in the Norwich Policy Area in the period 2011-2031;
- develop a transportation system to support the role of Norwich in the region and as a service centre for a wide rural catchment, promote economic growth, to reduce congestion and achieve a major shift in emphasis across the Norwich Policy Area towards travel by public transport, cycling and walking;
- support and enhance the retail, leisure and cultural role of Norwich through development which complements the outstanding historic heritage of the city centre;
- promote the city as a destination for tourists and visitors and a gateway to the wider rural and coastal areas of the county and the Broads; and
- address the deprivation concentrated in parts of the urban area; and
- deliver Rackheath eco-community as part of a sustainable, mixed use development, including around 10,000 dwellings, a strategic employment area and supporting services.

Planning for employment growth should focus on:

- significant new office development in the city centre, particularly media and creative industries, finance and insurance, and information communication technologies;
- Thorpe St Andrew and Longwater, Costessy (business park uses);
- Colney/Cringleford (expansion of the research park activity reserved for research and development, higher education, and hospital/health uses and related business development);
- Norwich Airport (uses benefiting from an airport-related location);
- Rackheath area (business park uses supporting the major urban extension); and
- Wymondham (business park uses) and Hethel (high-tech engineering).

Local delivery arrangements should be adopted to plan and deliver these aims. The broad extent of the Norwich Policy Area will be confirmed in local development documents.

Requirements for transport infrastructure arising from development in the Norwich area should be determined in accordance with the Norwich Area Transportation Strategy, which provides a strategy for improving access by all modes of transport across the Norwich policy area. As part of this package of measures, the Norwich Area Transportation Strategy has identified the need for the Northern Distributor Road as essential to deliver the transport strategy and significant housing and economic growth is dependent upon it. It has achieved programme entry status through the Regional Funding Allocation and its delivery early in the Plan period is needed in order to underpin the growth rates set out above (it is programmed to be completed by 2016).

POLICY NR3: Development outside the Norwich Policy Area

Development will be mainly focused on towns and key service centres with a particular emphasis on supporting their employment and service role and sustainable transport links.

Housing provision outside the Norwich Policy Area will be:

- Broadland - 2,000 dwellings; and
- South Norfolk - 3,000 dwellings.

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Peterborough Key Centre for Development and Change

14.107 Peterborough is a historic cathedral city and a post war new town at the centre of a sub-region which includes parts of Fenland and Huntingdonshire in the East of England and parts of East Northamptonshire, Rutland, South Kesteven and South Holland in the East Midlands.

POLICY PB1: Peterborough Key Centre for Development and Change

The strategy is for growth and regeneration to strengthen Peterborough's role as a major regional centre serving a sub-region that extends into parts of the East Midlands. Policies should seek to achieve an indicative increase of 30,000 additional jobs in the period 2011-2031, together with strong housing growth, sustainable transport improvements and provision of infrastructure, and should address:

- the development of the city centre to provide an improved range of services and facilities including retailing, housing, offices, leisure, cultural and greater use of the River Nene as a recreation and transport asset;
- the regeneration of the city centre and inner urban areas so as to realise the potential of the centre's historic heritage and promote quality in the built environment;
- delivery of a significant and sustained increase in housing;
- seeking to attract investment in sectors of the economy with scope for expansion such as knowledge based industries, public administration, retail and leisure services and environmental industries, building on its credentials as an environment city whilst also supporting important existing sectors, such as food processing;
- improving access to locally based further and higher education facilities through a strategy to establish and expand the provision of higher education and work towards an expanded university provision; and
- providing improved transport choices within the urban area and between the city and its hinterland.

Requirements for transport infrastructure arising from development in Peterborough and the adjoining parts of the East Midlands region should be prioritised by the responsible regional authorities, based on the outcome of the Peterborough Long Term Transport Strategy.

14.108 The strategy recognises that Peterborough's influence extends over a wide geographic area, and seeks to further develop its role as the principal commercial, retail and service centre for the north-western part of the East of England and adjoining areas of the East Midlands. It builds on Peterborough's potential for sustained long term growth, its strategic location and relatively unconstrained development opportunities. However, Peterborough is adjacent to significant areas identified as at risk of flooding and areas of biodiversity opportunity, which will need to be taken into account as development opportunities are assessed. Measures are required to protect vulnerable wildlife populations and avoid harm to the Special Protection Areas and Ramsar sites around the area, particularly from recreational pressure.

14.109 Opportunity Peterborough, the urban regeneration company for the city, is leading the regeneration of the city centre and is well placed to play an important role in stimulating and assisting housing and economic growth.

14.110 Co-operation is required across regional and local boundaries to ensure the mutual compatibility of policies in local development documents and co-ordinated monitoring.

Stevenage Key Centre for Development and Change

POLICY SV1: Stevenage Key Centre for Development and Change

The strategy is to deliver a new vision for Stevenage as a regional employment and housing growth point twinned with transformational physical, social and economic regeneration of the original New Town to create a more sustainable, more balanced and self-contained community.

The main elements of this strategy are:

- overall housing growth of 16,000 dwellings within and on the edge of the built-up area by 2031. Development plan documents should maximise opportunities for brownfield redevelopment within the town but sustainable urban extensions will also be required to the west and north including at least 5,000 dwellings west of Stevenage. A co-ordinated approach around the town, including a review of Green Belt boundaries, is required to allow scope for further growth of the Stevenage built-up area until at least 2031;
- provision for indicative employment growth of 11,400 jobs in Stevanage and jobs in North Hertfordshire associated with growth at Stevenage, commensurate with dwelling growth, by improving the competitive position of Stevenage, capitalising on its position between London and Cambridge and maintaining a broadly-based local economy. Measures to achieve this will include: retaining and developing existing advanced technology clusters; creating new sites capable of attracting a range of employment sectors (including biosciences and R&D activities); remodelling the town's outworn employment areas to meet modern requirements; and encouraging small and medium-sized enterprises;
- creating a hierarchy of sustainable, vital and viable retail centres, including an extensively expanded, regenerated and more vital town centre, with a significantly enlarged residential community and increased office development; and a network of viable local and neighbourhood centres incorporating improved retail facilities and substantially more new dwellings;
- raised expectations and opportunities ~ and better provision for local residents ~ in terms of health, training and education, working aspirations and quality of life;
- improved strategic transport infrastructure, including increasing capacity on the A1(M), new strategic routes to serve new neighbourhoods and creating the conditions for a significant increase in public transport usage, walking and cycling within the town;
- substantial improvements to the image and quality of the town's built fabric and public realm, including the provision of improved and new green infrastructure as an integral part of the urban extensions, and
- new waste water treatment facilities and capacity, planned and delivered with the water industry and its regulators.

The strategy for Stevenage should be delivered through a strong partnership approach, including the preparation of joint or co-ordinated development plan documents by Stevenage, North Hertfordshire and East Hertfordshire Councils to establish the planning framework for the Green Belt review and the urban extensions. Development to the west, north and possibly east should be brought forward together, rather than sequentially, where this is consistent with making best use of existing infrastructure or with the availability of additional capacity, and prioritising the re-use of previously developed land.

14.111 Major growth at Stevenage will help address some of the town's problems as well as making a substantial contribution towards the region's housing needs. This will require delivery mechanisms to address the range of physical, social and economic issues facing the town in a holistic way, working across administrative boundaries. Consideration should be given to whether existing partnerships need to be strengthened, possibly involving a new local delivery vehicle with a role, functions and composition to be determined locally.

14.112 The main transport corridors are the A1(M), East Coast Mainline, A505 and A602. Further studies of what improvements of capacity may be needed on these and possible other routes are required on these and possibly other routes, taking account of local development document level decisions on the scale of growth in different locations. Waste water infrastructure requirements will need to be programmed into the water companies' business plans informed by the relevant studies, see paragraph 11.9. Measures are also required to protect vulnerable wildlife populations and avoid harm to the Special Areas of Conservation, Special Protection Areas and Ramsar sites around the area, particularly from recreational pressure, and water quality and resource issues.

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Thetford Key Centre for Development and Change

POLICY TH1: Thetford Key Centre for Development and Change

Thetford will develop as a Key Centre for Development and Change, although on a smaller scale than some of the other Key Centres, building on its role as an employment and service centre, its links to Norwich, Cambridge, Bury St Edmunds and London, and its position as a gateway to the Brecks. The principal aims for development plan documents supporting Thetford's role as a Growth Point are to:

- increase the number of dwellings in and on the edge of the town by 6,500 through maximising sensitive development within the urban area which respects its historic settings and features and through sustainable urban extensions;
- avoid harm to the Breckland Special Protection Area and/or Breckland Special Areas of Conservation by:
  - ensuring a buffer around the Special Protection Area and Special Area of Conservation boundary in which built development will not take place unless project-level Habitats Regulation Assessment can demonstrate no effects. The buffer distance will be defined through the local development plan process, which should also identify areas outside the buffer for which a project-level Habitats Regulation Assessment is required;
  - engaging with key stakeholders in order to develop a long-term recreation management plan for the Special Protection Area that should be developed and in place prior to significant development.

    The management plan should account for alternative recreational opportunities for Thetford residents, access management and control for the Special Protection Area, and provision of alternative stone curlew habitat where necessary, seeking developer contributions to aid in resourcing such measures; and
  - monitoring and reviewing the success of mitigation strategies on a regular basis;
- facilitate growth of a diversified employment base which maintains the town's economic self-containment and reflects its role as a key settlement in the A11 corridor;
- achieve renaissance of the town centre, securing major improvements in the range and quality of its facilities and townscape while protecting and improving its historic attributes and natural setting; and
- provide improved transport choices both within the urban area and between the town and its hinterland and other urban centres.

14.113 Thetford is a well located service centre in a forest setting on the edge of the Brecks, equidistant between Norwich and Cambridge on the A11, with direct rail links to both cities. It grew rapidly between 1956 and 1980, boosted by a town expansion scheme, and has the potential to grow further. By building on development opportunities in and around Thetford and making the most of transport connections and environmental assets and strengthening links to the automotive/ motor sport industry, but recognising that the Brecks is designated as an area of European importance for wildlife for which secure long term management is sought, local development documents can support social and economic regeneration objectives for the town.

14.114 Thetford has been identified as a Growth Point in recognition of its potential to grow and to benefit from growth during the Plan period. The objective is to provide an additional 6,500 dwellings by 2031. The development strategy, scale of development and any proposals that would increase recreational access to the Brecks will need to take full account of the town's proximity to vulnerable protected species and habitats. These will be determined through decisions in local development documents by identifying a buffer area around the Special Protection Area boundary and other areas (such as those frequently used by stone curlew) that will require an project-level Habitats Regulation Assessment before development will be allowed. Key issues for delivery include the

development of green infrastructure and management measures to protect sensitive breeding bird populations from disturbance and avoid harm to designated European sites and their qualifying features as a result of new development.

14.115 The ability of Thetford to grow significantly beyond 2031 will be dependant on the ability to deliver new growth without causing harm to protected European habitats and species and infrastructure limits.

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14 Sub-Areas and Key Centres for Development and Change

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Appendix A Strategic Transport Infrastructure Priorities

This appendix lists regionally significant investment in transport infrastructure that has been built since April 2001, is currently under construction or is currently programmed for delivery. There are, and will be, other schemes not listed that are important in a local context.

TABLE 1: Schemes completed since April 2001

The following schemes have been completed and are now open.

Funding Sources	
G – N	A14 Rookery Crossroads Grade Separated Junction
G – N	M25/A12 Brook Street Interchange
G - N	M1 Widening to Dual 4 Lane Junction 6a-10
G - N	A14 Haughley New Street to Stowmarket Improvement
G – R	A6 Clapham Bypass
G – R	A120 Stansted to Braintree
G – R	A10 Wadesmill to Colliers End
G – R	A11 Roudham Heath to Attleborough Improvement
G – R	A47 Thorney Bypass
G – R	A47 Hardwick Flyover, King's Lynn
G – R	A421 Great Barford Bypass
G – R	A11 Attleborough Bypass Dualling
G – R	A428 Caxton Common to Hardwick Improvement
G - R	A1 Carpenters Lodge Junction Grade-Separation
LTP	A143 Broome/ Ellingham Bypass, Essex
LTP	A507 Arlesey Bridge Reconstruction, Central Bedfordshire
LTP	A131 Great Leighs Bypass, Essex
LTP	West Thurrock Regeneration Route, Essex/Thurrock
LTP	A142 Fordham Bypass, Cambridgeshire
LTP	Nar Ouse Regeneration Route, Norfolk
LTP	Norwich Central Bus Station
LTP	A505 Baldock Bypass, Hertfordshire
LTP	South Lowestoft Relief Road, Suffolk
LTP	Southend Major Transport Scheme (PT Element)

Funding Sources	
LTP	A1198 Papworth Everard Bypass, Cambridgeshire
LTP	A507 Ridgmont Bypass and Woburn Link Road, Bedfordshire
DEV	M11 Junction Improvement and Access to Stansted Airport
DEV	Bedford Western Bypass Phase 1, Bedfordshire
DEV	Felixstowe to Peterborough Gauge Enhancement
PFI	A130 Bypass (A12 to A127), Essex
GAF	A15 Paston Parkway Dualling, Peterborough
GAF	A15 London Road Corridor Improvement, Peterborough
CIF	A1139 Fletton Parkway Widening, Peterborough
CIF	A131 Great Notley Bypass Dualling, Essex
CIF	First Avenue Multi-Modal Corridor, Harlow
CIF/GAF	East Luton Corridor Improvements
RAIL	London Tilbury & Southend Line Modernisation & New Trains Fleet
RAIL	West Anglia Route Modernisation
RAIL	Midland Main Line – new trains and improved services
RAIL	Greater Anglia Franchise – new timetable, services and trains
RAIL	West Coast Main Line Upgrade

TABLE 2: Schemes currently under construction (expected date of completion)

Funding Sources	
G - N	A14 Technology Scheme (2010)
G - N	M1 Capacity Improvement Junctions 10-13 (2013)
G - N	M25 Widening to Dual 4 Lane Junctions 16-23 (2012)
G - N	M25 Widening to Dual 4 Lane Junctions 27-30 (2012)
G – R	A421 Dualling Bedford to M1 Junction 13 (2010)
LTP	Cambridgeshire Guided Busway (2010)
LTP	A1073 Spalding to Eye Improvement, Lincolnshire/Peterborough (October 2010)
LTP	B1115 Stowmarket Relief Road, Suffolk (June 2010)

Funding Sources	
DEV	Felixstowe to Peterborough Gauge Enhancement (December 2009)
GAF	Addenbrooke's Access Road, Cambridge (2010)
DEV	A12 New Junction at Cuckoo Farm, Colchester (2011)
TIF	Peterborough to Nuneaton Gauge Enhancement (Spring 2011)
RAIL	Thameslink Programme (2015)
CIF	A127 Progress Road Junction Improvement, Southend (2010)
CIF	A127/A13 Victoria Gateway Improvement, Southend (All other CIF - 2 March 2011)
CIF	A127 Basildon Enterprise Corridor Improvement
CIF	Roscommon Way Extension Phase 1, Canvey
CIF	Southgate roundabout improvement, King's Lynn
CIF	Cambridge Gateway Transport Interchange, Cambridge
CIF	Ipswich Central Area Transport Improvements
CIF	Luton Parkway Station new entrance
CIF	A414 Dualling, Harlow
CIF	Postwick Hub Scheme, Norwich

Table 3: Schemes currently programmed for delivery

The following schemes are being funded either through a Government programme (Highways Agency's Major Schemes Programme RFA/Local Transport Plans, Community Infrastructure Fund, Growth Area Fund, Transport Innovation Fund) or are being funded from developer contributions.

Funding Sources	
G – N	M25 Capacity Improvements Junctions 23 – 27
G – N	A14 Ellington to Fen Ditton Improvement
G - N	A12 Technology Scheme
G – R	A5-M1 Link (Dunstable Northern Bypass)
G – R	A11 Fiveways to Thetford Improvement
LTP – PE	Luton Town Centre Bus Station and Access Roads
LTP - PE	Norwich Northern Distributor Road, Norfolk
DEV	M25 Junction 30 Improvement
DEV	Stansted Airport Access Improvements from M11 and A120

Funding Sources	
DEV	Elstow (Wixams) new station
RAIL	Great Eastern Colchester-Marks Tey bi-directional signalling
RAIL	Crossrail
RAIL	Additional capacity on East Coast Main Line
GAF	Bedford Railway Station Improvements
GAF	Luton Railway Station Renaissance
HLOS	Additional capacity on London, Tilbury and Southend Line
HLOS	Additional capacity on West Anglia Main Line
HLOS	Additional capacity on Great Eastern Line
HLOS	Additional capacity on Great Northern Line
HLOS	Additional capacity on West Coast Main Line
LTP – PE	Watford Junction Station Area Improvements
LTP – PE	Luton-Dunstable Busway
LTP – PE	A130/A13 Sadlers Farm Junction, Essex
LTP	Ipswich Fit for the 21st Century

Table 4: Schemes not yet approved

The following schemes, identified in the Regional Funding Allocation, are not yet approved. Full business case submissions and value for money appraisals will need to be made. Future funding may be provided through a number of Government streams or it may come from developer contributions.

Funding Sources	
G - R	A12 Capacity Improvements
LTP	Croxley Rail Link
LTP	A13 Passenger Transport Corridor II
LTP	TG Integrated Network of Inter Urban Buses (SERT)
LTP	A421 Improvements M1 J13 to Milton Keynes (Milton Keynes/Bedfordshire)
DEV	Elstow (Wixams) new station

Key	
G – N	Central Government funding through Highways Agency National network

Key	
G – R	Central Government funding through Highways Agency Regional network
LTP – FA	Local Transport Plan Major Scheme – Fully Approved
LTP – CA	Local Transport Plan Major Scheme – Conditional Approval
LTP – PE	Local Transport Plan Major scheme – Programme Entry
DEV	Developer Funded
PFI	Private Finance Initiative
RAIL	Central Government funding through Network Rail
HLOS	High Level Output Specification for the Railway
CIF	Community Infrastructure Fund
GAF	Growth Areas Fund
TIF	Transport Innovation Fund

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Appendix A Strategic Transport Infrastructure Priorities

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Appendix B Biodiversity Action Plan priorities and targets for the East of England

Existing habitat target: to maintain and/or improve the condition of 100% of existing Biodiversity Action Plan (BAP) habitat.

Target Definitions:

- Restore - to restore areas of degraded habitat or remnant elements to a state where it is considered to be BAP habitat in good condition. This target is set for the total amount of restoration to be achieved since plan publication in 1996.
- Expand – to establish BAP habitat on land where it is not present and where no significant relics of the BAP habitat currently exist. This target is set for the total amount of expansion to be achieved since plan publication in1996.

Explicit habitat targets:

Priority habitat	Targets 1996 to 2015			
	Restore	Target	Expand	Target
Native woodland[11]	Restore non-native plantations on ancient woodland sites (PAWS) to native woodland	3220ha	Create new native woodland	6444ha
Wood-pasture and parkland	Restore areas derelict wood-pasture and parkland to favourable condition	40 sites	Expand the area of wood-pasture and parkland, in appropriate areas, to help reverse fragmentation and reduce the generation gap between veteran trees	12 sites
Lowland meadow	Restore lowland meadow from semi-improved or neglected grassland	40ha	Re-establish grassland of wildlife value from arable or improved grassland	60ha
Lowland heathland and dry acid grassland	Restore lowland dry acid grassland from semi-improved or neglected grassland	260ha	Re-establish grassland of wildlife value from arable or improved grassland and increase the extent of lowland heathland	1400ha
Lowland calcareous grassland	Restore lowland calcareous grassland from semi-improved or neglected grassland	400ha	Re-establish grassland of wildlife value from arable or improved grassland	250ha
Lakes	Improve the condition of eutrophic and mesotrophic standing waters of conservation importance that have been damaged by human activity	64 sites	Not applicable	-

11 Includes wet woodland

Appendix B Biodiversity Action Plan priorities and targets for the East of England

Priority habitat	Targets 1996 to 2015			
	Restore	Target	Expand	Target
Fen	Initiate the restoration of former fen habitat	400ha	-	-
Reedbed	Not applicable	-	Continue creating reedbed from land of low nature conservation interest with the objection of expanding the reedbed resource	1000ha
Coastal and floodplain grazing marsh	Restore and improve relict (e.g. Dry C&FPGM with inappropriate hydrological regime, agriculturally improved sites.)	1900ha	Re-establish habitat of wildlife value from appropriate land sources (e.g. Arable land)	2500ha Gross (2000 net)[12]

Other Habitats of importance.

The following habitats are of particular value to the East of England, but there are no explicit regional targets at the moment; there are Local Habitat Action Plan targets for many of these habitats:

Coastal habitats[13]:

- Coastal Saltmarsh
- Intertidal Mudflats
- Saline lagoons
- Coastal vegetated shingle
- Coastal sand dunes
- Maritime cliff and slope

Marine

Connecting habitats:

- Rivers
- Hedges[14]
- Arable Field Margins[15]
- Traditional Orchards
- Ponds

Open Mosaic habitats on previously developed land

12 It is acknowledged that due to sea level rises some coastal grazing marsh will be lost
13 There was a 2010 target to create 2300ha of new coastal habitat
14 There was a 2010 target to create 200km of new hedge
15 There was a 2005 target to create 3500ha of new cereal margins

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Appendix C Total Forecasts of Quantities of Waste to be Managed

Waste to be managed (thousands of Tonnes)	Central Bedfordshire, Bedford Borough & Luton	Cambridgeshire & Peterborough	Essex & Southend	Hertfordshire	Norfolk	Suffolk	Thurrock	Regional Total
2009/10								
MSW (Municipal Solid Waste)	314	423	804	562	410	403	75	2,991
C&I (Commercial & Industrial Waste)	511	867	1,155	1,018	1,000	891	138	5,580
Imported waste from London	263	378	314	181	116	242	233	1,727
Total	**1,088**	**1,668**	**2,273**	**1,761**	**1,526**	**1,536**	**446**	**10,298**
2010/11								
MSW	315	425	805	562	414	403	76	3,000
C&I	504	856	1,141	1,006	988	883	137	5,515
Imported	238	343	285	165	105	220	212	1,568
Total	**1,057**	**1,624**	**2,231**	**1,733**	**1,507**	**1,506**	**425**	**10,083**
2011/12								
MSW	316	427	805	562	417	403	76	3,006
C&I	505	855	1,145	1,011	983	882	137	5,518
Imported	214	308	256	148	94	197	190	1,407
Total	**1,035**	**1,590**	**2,206**	**1,721**	**1,494**	**1,482**	**403**	**9,931**
2012/13								
MSW	316	428	805	561	420	403	77	3,003
C&I	507	856	1,152	1,020	978	882	138	5,533
Imported	189	272	226	131	83	174	168	1,243
Total	**1,012**	**1,556**	**2,183**	**1,712**	**1,481**	**1,459**	**383**	**9,779**
2013/14								
MSW	317	430	806	561	424	403	78	3,011
C&I	510	859	1,161	1,030	976	884	140	5,560
Imported	165	237	197	114	73	152	146	1,084
Total	**992**	**1,526**	**2,164**	**1,705**	**1,473**	**1,439**	**364**	**9,655**
2014/15								
MSW	318	431	806	560	427	403	78	3,015

Appendix C Total Forecasts of Quantities of Waste to be Managed

Waste to be managed (thousands of Tonnes)	Central Bedfordshire, Bedford Borough & Luton	Cambridgeshire & Peterborough	Essex & Southend	Hertfordshire	Norfolk	Suffolk	Thurrock	Regional Total
C&I	512	861	1,169	1,038	973	885	141	5,579
Imported	140	202	168	97	62	129	125	923
Total	**970**	**1,494**	**2,143**	**1,695**	**1,462**	**1,417**	**344**	**9,517**
2015/16								
MSW	318	433	806	560	430	403	79	3,028
C&I	514	864	1,176	1,046	970	886	141	5,597
Imported	116	167	139	80	51	107	103	763
Total	**948**	**1,464**	**2,121**	**1,686**	**1,451**	**1,396**	**323**	**9,388**
2016/17								
MSW	319	434	805	559	434	403	79	3,033
C&I	516	865	1,182	1,054	966	887	142	5,612
Imported	109	158	131	76	48	101	97	720
Total	**944**	**1,457**	**2,118**	**1,689**	**1,448**	**1,391**	**318**	**9,365**
2017/18								
MSW	319	435	805	558	437	402	80	3,036
C&I	518	866	1,188	1,060	962	887	143	5,624
Imported	103	148	123	71	45	95	91	676
Total	**940**	**1,449**	**2,116**	**1,689**	**1,444**	**1,384**	**314**	**9,336**
2018/19								
MSW	320	436	805	557	440	402	80	3,040
C&I	519	867	1,193	1,066	958	887	144	5,634
Imported	96	139	115	66	42	89	85	632
Total	**935**	**1,442**	**2,113**	**1,689**	**1,440**	**1,378**	**309**	**9,306**
2019/20								
MSW	320	437	804	556	443	402	80	3,042
C&I	520	867	1,197	1,071	954	886	144	5,639
Imported	90	129	108	62	40	83	80	591
Total	**930**	**1,433**	**2,108**	**1,689**	**1,437**	**1,371**	**304**	**9,272**
2020/21								
MSW	320	437	804	555	446	401	81	3,044

Appendix C Total Forecasts of Quantities of Waste to be Managed

Waste to be managed (thousands of Tonnes)	Central Bedfordshire, Bedford Borough & Luton	Cambridgeshire & Peterborough	Essex & Southend	Hertfordshire	Norfolk	Suffolk	Thurrock	Regional Total
C&I	522	869	1,203	1,078	951	887	145	5,655
Imported	83	120	100	58	37	77	74	547
Total	**925**	**1,424**	**2,106**	**1,690**	**1,434**	**1,365**	**300**	**9,246**
2021/22								
MSW	320	438	803	554	450	400	81	3,046
C&I	524	871	1,211	1,086	949	889	146	5,676
Imported	77	110	92	53	34	71	68	503
Total	**920**	**1,419**	**2,106**	**1,693**	**1,433**	**1,359**	**295**	**9,225**
2022/23								
MSW	320	438	802	553	453	400	82	3,048
C&I	526	874	1,218	1,094	947	891	147	5,697
Imported	70	101	84	48	31	65	62	460
Total	**916**	**1,413**	**2,104**	**1,695**	**1,431**	**1,355**	**291**	**9,205**
2023/24								
MSW	320	439	801	551	456	399	82	3,048
C&I	529	876	1,226	1,102	945	893	148	5,719
Imported	63	91	76	44	28	58	56	416
Total	**912**	**1,406**	**2,103**	**1,697**	**1,429**	**1,350**	**286**	**9,183**
2024/25								
MSW	320	439	800	550	459	398	83	3,049
C&I	531	879	1,234	1,110	944	895	149	5,742
Imported	57	82	68	39	25	52	50	373
Total	**908**	**1,400**	**2,102**	**1,699**	**1,428**	**1,345**	**282**	**9,164**
2025/26								
MSW	320	439	799	549	462	397	83	3,049
C&I	534	883	1,243	119	943	898	150	4,770
Imported	50	73	60	35	22	46	45	330
Total	**904**	**1,394**	**2,102**	**703**	**1,427**	**1,341**	**278**	**8,149**
2026/27								
MSW	319	439	798	547	465	396	83	3,047

Appendix C Total Forecasts of Quantities of Waste to be Managed

Waste to be managed (thousands of Tonnes)	Central Bedfordshire, Bedford Borough & Luton	Cambridgeshire & Peterborough	Essex & Southend	Hertfordshire	Norfolk	Suffolk	Thurrock	Regional Total
C&I	537	887	1,251	1,128	942	900	151	5,796
Imported	44	63	52	30	19	40	39	287
Total	**900**	**1,389**	**2,101**	**1,705**	**1,426**	**1,336**	**273**	**9,130**
2027/28								
MSW	319	438	797	546	468	395	84	3,047
C&I	540	890	1,261	1,138	941	904	152	5,826
Imported	37	54	44	26	16	34	33	243
Total	**896**	**1,381**	**2,102**	**1,710**	**1,425**	**1,333**	**269**	**9,116**
2028/29								
MSW	319	438	795	544	471	394	84	3,045
C&I	544	895	1,271	1,148	941	907	154	5,860
Imported	31	44	37	21	13	28	27	199
Total	**893**	**1,377**	**2,102**	**1,713**	**1,425**	**1,329**	**265**	**9,104**
2029/30								
MSW	318	437	794	542	474	392	84	3,041
C&I	547	899	1,281	1,158	941	911	155	5,892
Imported	24	34	29	17	11	22	21	156
Total	**889**	**1,370**	**2,104**	**1,716**	**1,425**	**1,325**	**260**	**9,089**
2030/31								
MSW	317	437	792	540	477	391	85	3,039
C&I	551	904	1,291	1,169	942	915	156	5,928
Imported	17	25	21	12	8	16	15	114
Total	**885**	**1,366**	**2,101**	**1,721**	**1,427**	**1,322**	**256**	**9,081**

Forecasts of Municipal Solid Waste to be Managed in the East of England

Year	Total MSW arisings (thousands of tonnes)	Tonnage to be recycled(thousands of tonnes)	Tonnage to be subject to intensive residual treatment (thousands of tonnes)	Tonnage landfilled(thousands of tonnes)
2009/10	2,991	1,333	118	1,542
2010/11	2,998	1,367	258	1,443

Appendix C Total Forecasts of Quantities of Waste to be Managed

Year	Total MSW arisings (thousands of tonnes)	Tonnage to be recycled(thousands of tonnes)	Tonnage to be subject to intensive residual treatment (thousands of tonnes)	Tonnage landfilled(thousands of tonnes)
2011/12	3,006	1,401	330	1,332
2012/13	3,012	1,438	330	1,271
2013/14	3,018	1,471	330	1,247
2014/15	3,023	1,505	644	1,162
2015/16	3,028	1,539	1,179	713
2016/17	3,032	1,575	1,175	529
2017/18	3,036	1,608	1,171	447
2018/19	3,039	1,647	1,163	360
2019/20	3,042	1,685	1,153	342
2020/21	3,045	1,721	1,143	326
2021/22	3,046	1,753	1,133	316
2022/23	3,048	1,780	1,129	307
2023/24	3,048	1,802	1,111	298
2024/25	3,048	1,824	1,107	288
2025/26	3,048	1,846	1,103	283
2026/27	3,047	1,872	1,080	279
2027/28	3,046	1,897	1,057	273
2028/29	3,052	1,927	1,037	268
2029/30	3,049	1,956	1,013	258
2030/31	3,045	1,979	990	252

Quantities of Municipal Solid Waste to be managed (tonnes)

	2015/16	2020/21	2025/26	2030/31
Central Bedfordshire, Bedford Borough & Luton				
MSW arisings	318,400	320,000	319,700	317,300
MSW recycled	152,800	176,000	191,800	206,300

Appendix C Total Forecasts of Quantities of Waste to be Managed

	2015/16	2020/21	2025/26	2030/31
MSW subject to intensive treatment	125,000	125,000	102,300	85,700
MSW to be landfilled	46,800	25,600	25,600	25,400
Cambridgeshire & Peterborough				
MSW arisings	432,700	437,400	438,700	443,000
MSW recycled	255,300	280,000	285,200	288,000
MSW subject to intensive treatment	170,000	157,500	153,600	155,100
MSW to be landfilled	42,700	40,200	39,500	39,900
Essex & Southend				
MSW arisings	805,600	803,700	799,100	791,800
MSW recycled	402,800	442,000	479,500	514,700
MSW subject to intensive treatment	315,000	315,000	315,000	277,100
MSW to be landfilled	383,000	79,100	79,000	71,300
Hertfordshire				
MSW arisings	559,500	555,100	548,700	540,300
MSW recycled	268,600	305,300	329,200	351,200
MSW subject to intensive treatment	180,000	180,000	180,000	145,900
MSW to be landfilled	111,000	69,800	43,900	43,200
Norfolk				
MSW arisings	430,300	446,400	462,100	477,200
MSW recycled	210,800	241,100	272,600	310,200
MSW subject to intensive treatment	170,000	170,000	170,000	170,000
MSW to be landfilled	83,400	69,400	53,500	31,000
Suffolk				
MSW arisings	403,100	401,000	397,000	391,100
MSW recycled	213,600	232,600	238,200	254,200

Appendix C Total Forecasts of Quantities of Waste to be Managed

	2015/16	2020/21	2025/26	2030/31
MSW subject to intensive treatment	189,500	168,400	158,800	136,900
MSW to be landfilled	32,200	32,100	31,800	31,300
Thurrock				
MSW arisings	78,600	80,900	82,900	84,500
MSW recycled	34,600	43,700	49,700	54,900
MSW subject to intensive treatment	30,000	27,500	23,200	19,400
MSW to be landfilled	14,000	9,700	9,900	10,100
East of England				
MSW arisings	3,028,200	3,044,600	3,048,100	3,045,300
MSW recycled	1,538,600	1,720,600	1,846,200	1,979,500
MSW subject to intensive treatment	1,179,500	1,143,400	1,102,900	990,100
MSW to be landfilled	713,100	325,900	283,100	252,200

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Appendix C Total Forecasts of Quantities of Waste to be Managed

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Appendix D List of Policies

Section 3: Core Spatial Strategy
SS1: Achieving sustainable development
SS2: Urban concentration
SS3: Key Centres for Development and Change
SS4: Other towns and settlements in rural areas
SS5: Priority Areas for Regeneration
SS6: City and town centres
SS7: Green Belt
SS8: The urban fringe
SS9: Managing coastal change

Section 4: Implementation and Delivery, Monitoring and Review
IMP1: Implementing the Regional Spatial Strategy
IMP2: Protection of Designated European Sites
IMP3: Monitoring the Regional Spatial Strategy

Section 5: Economic Development
E1: Job growth
E2: Provision of land for employment
E3: Strategic employment sites
E4: Supporting sectors and clusters
E5: Regional structure of town centres
E6: Tourism
E7: Employment land at Stansted Airport

Section 6: Housing
H1: Regional housing provision 2011 to 2031
H2: Affordable housing
H3: Provision for Gypsies and Travellers
H4: Provision for Travelling Showpeople

Section 7: Culture
C1: Cultural development
C2: Provision and location of strategic cultural facilities

Section 8: Regional Transport Strategy
T1: Transport, climate change and air quality
T2: Transport corridors and nodes
T3: Urban transport
T4: Transport in rural areas
T5: Access to airports
T6: Freight movement and access to ports

Section 9: Environment
ENV1: Green infrastructure
ENV2: Landscape conservation
ENV3: Biodiversity and geodiversity
ENV4: Agriculture, land and soils
ENV5: Woodlands
ENV6: The historic environment
ENV7: Quality in the built environment

Section 10: Resource Efficiency and Renewable Energy
ENG1: Resource efficiency in new development and existing communities

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ENG 2: Renewable electricity targets

Section 11: Water
Wat 1: Water efficiency
Wat 2: Integrated water management
Wat 3: Flood risk management

Section 12: Waste
WM1: Waste management objectives
WM2: Waste management targets
WM3: Imported waste from London
WM4: Regional and sub-regional self-sufficiency
WM5: Waste management facilities
WM6: Provision for hazardous waste and other regionally significant facilities

Section 13: Minerals
M1: Land won aggregates and rock

Section 14: Sub Areas and Key Centres for Development and Change
Bedfordshire Sub-area and Milton Keynes South Midlands Sub-Region
B1: Bedfordshire
B2: Bedford/Kempston and the Northern Marston Vale Key Centre for Development and Change
B3: Luton/Dunstable/Houghton Regis and Leighton Linslade Key Centre for Development and Change
B4: Growth of Milton Keynes related to Central Bedfordshire

BSE1: Bury St Edmunds Key Centre for Development and Change

CH1: Chelmsford Key Centre for Development and Change

Cambridgeshire and the Cambridge Sub-Region
CSR1: Development strategy for Cambridgeshire and the Cambridge Sub-Region
CSR2: Employment generating development
CSR3: Cambridge Green Belt
CSR4: Transport and communications infrastructure

Essex Thames Gateway Sub-Region
ETG1: Strategy for the Sub-Region
ETG2: Eco-region and green initiatives
ETG3: Employment generating development
ETG4: Transport strategy
ETG5: Thurrock Key Centre for Development and Change
ETG6: Basildon Key Centre for Development and Change
ETG7: Southend on Sea Key Centre for Development and Change
ETG8: Implementation and delivery

GYL1: Great Yarmouth and Lowestoft Key Centres for Development and Change
HA1: Harlow Key Centre for Development and Change
Haven Gateway Sub-region
HG1: Strategy for the Sub-Region
HG2: Employment generating development
HG3: Transport and other infrastructure
HG4: Implementation and delivery
KL1: King's Lynn Key Centre for Development and Change

London Arc Sub-Region
LA1: London Arc

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LA2: Hemel Hempstead Key Centre for Development and Change
LA3: Welwyn Garden City and Hatfield Key Centre for Development and Change
LA4: Watford Key Centre for Development and Change

Greater Norwich Sub-Region
NR1: Greater Norwich Sub-Region
NR2: Norwich Policy Area
NR3: Development outside the Norwich Policy Area

PB1: Peterborough Key Centre for Development and Change

SV1: Stevenage Key Centre for Development and Change

TH1: Thetford Key Centre for Development and Change

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Appendix D List of Policies

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Appendix E List of Policies not subject to consultation

The following policies are not subject to consultation as they have recently been through an Examination in Public.

POLICY H3: Provision for Gypsies and Travellers [16]

Local authorities should make provision through Development Plan Documents for at least 1,237 net additional residential pitches for Gypsy and Traveller Caravans by 2011 distributed as follows:

District	Authorised Pitches in January 2006	Minimum Additional Pitches 2006-2011	Minimum Pitches 2011	Additional Provision 2011-2021
Bedford	20	25	45	21
Central Bedfordshire	118	80	198	67
Luton	20	15	35	13
Cambridge	0	15	15	13
East Cambridgeshire	59	35	94	29
Fenland	183	89	272	75
Huntingdonshire	20	25	45	21
South Cambridgeshire	203	69	272	58
Peterborough	95	30	125	25
Basildon	112	62	174	52
Braintree	25	25	50	21
Brentwood	10	15	25	13
Castle Point	0	15	15	13
Chelmsford	35	46	81	39
Colchester	5	25	30	21
Epping Forest	94	34	128	29
Harlow	34	15	49	13
Maldon	39	15	54	13
Rochford	3	15	18	13

16 Gypsies and Travellers as defined in ODPM Circular 01/2006, Planning for Gypsy and Traveller Caravan Sites, paragraph 15.

Appendix E List of Policies not subject to consultation

District	Authorised Pitches in January 2006	Minimum Additional Pitches 2006-2011	Minimum Pitches 2011	Additional Provision 2011-2021
Tendring	2	15	17	13
Uttlesford	37	25	62	21
Southend	0	15	15	13
Thurrock	80	44	124	37
Broxbourne	22	18	40	15
Dacorum	36	20	56	17
East Hertfordshire	7	25	32	21
Hertsmere	35	18	53	15
North Hertfordshire	6	15	21	13
St Albans	52	28	80	23
Stevenage	14	10	24	8
Three Rivers	11	15	26	13
Watford	10	10	20	8
Welwyn Hatfield	51	17	68	14
Breckland	32	15	47	13
Broadland	2	15	17	13
Great Yarmouth	4	15	19	13
King's Lynn and West Norfolk	93	53	146	44
North Norfolk	1	15	16	13
Norwich	18	15	33	13
South Norfolk	25	28	53	23
Babergh	0	15	15	13
Forest Heath	35	18	53	15
Ipswich	43	15	58	13
Mid Suffolk	69	42	111	35
St Edmundsbury	2	20	22	17
Suffolk Coastal	0	31	31	26

District	Authorised Pitches in January 2006	Minimum Additional Pitches 2006-2011	Minimum Pitches 2011	Additional Provision 2011-2021
Waveney	20	15	35	13
East of England	1,782	1,237	3,019	1,038

Local authorities should achieve the levels of provision required by 2011 as soon as possible through development control decisions and Development Plan Documents. The preparation of joint or co-ordinated Development Plan Documents is encouraged and where they are produced, provision can be redistributed across the areas concerned. Opportunities should be taken to secure provision through major developments.

Beyond 2011 provision should be made for an annual 3%[17] Compound increase in residential pitch provision, equivalent to 1,038 additional pitches between 2011 and 2021, distributed on the basis of districts accommodating the same proportion of the regional requirement as in Policy H3 for 2006-11.

Development Plan Documents should consider the need for rural exception sites and the alteration of Green Belt boundaries, where necessary, to meet the required provision.

Local authorities should work together to establish a network of transit pitches. Provision should be made through Development Plan Documents for an additional 160 transit pitches by 2011, distribution as in the table below. The location and size of sites should be defined following local studies.

County and unitary groupings	*Existing Provision (pitches)*	*Additional Pitches 2006-11*	*Locational Guidance*
Bedford, Central Bedfordshire and Luton	Nil	10	
Cambridgeshire and Peterborough	Nil	40	Cambridge area, Fenland, Huntingdonshire and Peterborough.
Essex, Southend-on-Sea, and Thurrock	Nil	30	Distributed network aligned with transport routes and urban centres.
Hertfordshire	15	20	Provision in Southern and Western Hertfordshire, complementing the existing South Mimms site, and in Northern and Eastern Hertfordshire.
Norfolk	18	40	Across Norfolk, including Norwich fringe.
Suffolk	Nil	20	Provision should include the Ipswich/Felixstowe area.

17 The 3% annual compound increase in pitches after 2011 should be calculated based on the total number of pitches required by 2011, i.e. The figures in the third column of the table in Policy H3.

Appendix E List of Policies not subject to consultation

1. There is an urgent need to address the shortage of permanent and transit accommodation for Gypsies and Travellers, which creates problems for Gypsy and Traveller communities in terms of access to health, education, employment and other opportunities and can create tensions over the use of pitches without planning permission. This is a national issue, but particularly pressing in the East of England.

2. The level of provision in Policy H3 reflects the needs of those currently resident on sites without planning permission, natural growth and movements between pitches and other forms of accommodation. The provision of permanent Gypsy and Traveller pitches contributes towards meeting local housing targets and pitches provided by local authorities or registered social landlords to affordable housing targets.

3. Accommodation is concentrated in certain parts of the region. Policy H3 balances providing most additional pitches in those parts of the region where most Gypsies and Travellers currently live with broadening choice available to families by providing some pitches in all parts of the region which will assist delivery by ensuring all areas contribute to provision.

4. Delivery of the required pitches by 2011 will provide for the existing backlog. The 3% compound increase in provision will ensure that accommodation will be available to meet continuing needs after 2011.

5. Development Plan Documents should identify the location and capacity of sites to deliver the pitch requirements in Policy H3 in location likely to be attractive to the local Gypsy and Traveller communities while avoiding areas at risk of flooding and adverse effects on areas of wildlife and landscape importance. Provision of transit pitches need not only be on sites exclusively for their use; for instance, provision could be delivered alongside or on existing or new permanent sites. Guidance on site location is provided in ODPM Circular 01/2006 and on site layout and design in Designing Gypsy and Traveller Sites, CLG May 2008. Policies should recognise the diversity of the Gypsy and Traveller communities, for instance, provision of sites for New Travellers may require different forms of site development.

POLICY H4: Provision for Travelling Showpeople[18]

Local authorities should make provision through Development Plan Documents for 184 net additional plots for Travelling Showpeople by 2011, distributed as in the table below. Beyond 2011 provision should be made for an annual 1.5%[19] Compound increase in plots, equivalent to 94 additional plots between 2011 and 2021, distributed on the basis of counties and unitaries accommodating the same proportion of the regional requirement as in Policy H4 for 2006-11.

County and unitary groupings	Existing Provision (families)	Additional Plots 2006-11	Locational Guidance
Bedford, Central Bedfordshire and Luton	27	13	Bedford and elsewhere
Cambridgeshire and Peterborough	54	18	East Cambridgeshire and elsewhere
Essex, Southend-on-Sea, and Thurrock	166	103	Needs in Thurrock and also Chelmsford, Basildon and elsewhere. Locations should take

18 Travelling Showpeople as defined in CLG Circular 04/2007, Planning for Travelling Showpeople, paragraph 15.

19 The 1.5% annual compound increase in plots after 2011 should be calculated based on the total number of plots required by 2011: 40 for Bedfordshire and Luton, 72 for Cambridgeshire and Peterborough, 269 for Essex, Southend-on-Sea and Thurrock, 80 for Hertfordshire, 96 for Norfolk and 29 for Suffolk.

County and unitary groupings	Existing Provision (families)	Additional Plots 2006-11	Locational Guidance
			account of the wider distribution philosophy in paragraph 5.13.
Hertfordshire	60	20	Needs in Broxbourne and also in East Hertfordshire
Norfolk	75	21	Norwich and elsewhere
Suffolk	20	9	Suffolk Coastal and elsewhere

Local authorities should work in county and former county groupings with local Travelling Showpeople and the Showman's Guild to identify the sites required to meet the above needs for inclusion in Development Plan Documents. The preparation of joint or co-ordinated documents is encouraged.

Development Plan Documents should consider the need for rural exception sites and the alteration of Green Belt boundaries where necessary, to meet the required provision.

6. The interim targets in policy H4 will ensure that the accommodation needs of travelling Showpeople in the East of England can be met, as required by CLG Circular 04/2007. The 1.5% compound increase in provision will ensure that accommodation will be available to meet continuing needs after 2011.

7. Development Plan Documents should identify the location and capacity of sites sufficient to deliver the plot requirements in Policy H4 in locations likely to be attractive to Travelling Showpeople while avoiding areas at risk of flooding and adverse effects on areas of wildlife and landscape importance. Guidance on site location is provided in CLG Circular 04/2007.

Delivery, Monitoring and Review

8. Delivering 1,237 additional residential pitches, 160 transit pitches and 184 plots for Travelling Showpeople by 2011 poses challenges. The Regional Assembly, local authorities, the Homes and Communities Agency, Gypsy and Traveller communities, the Showmens Guild, registered social landlords and others should work together to ensure delivery. The Regional Assembly are developing a Delivery Plan, which will identify the range of delivery mechanisms and the role of the different agencies in securing delivery. Policy H3 stresses the importance of using opportunities presented by major developments to secure deliver. In this context major developments will vary relative to he range of developments in each district: the objective is to ensure there are opportunities to help secure the required provision in each area.

9. The Regional Assembly, working with partners, should monitor net changes in numbers of permanent and transit pitches, pitches with temporary permission and unauthorised developments and encampments for Gypsies and Travellers, together with net changes in plots for Travelling Showpeople, for inclusion in its annual monitoring reports.

10. The Regional Assembly (or its successors, the Regional Development Agency and Local Authority Leaders Board) working with the local authorities should ensure a co-ordinated review of Gypsy and Traveller Accommodation Assessments across the region and of Policies H3 and H4 in, or as soon as possible after, 2011. The GTAAs should be carried out on a consistent basis and consider the needs of Gypsies and Travellers living in bricks and mortar housing, Travelling Showpeople, and New Travellers.

POLICY ETG5: Thurrock Key Centre for Development and Change

- The Thurrock Urban Area (from Purfleet in the west to Tilbury/Chadwell St. Mary in the east) is a Key Centre for Development and Change, with the northern part of Lakeside Basin defined as a Regional Centre in terms of Policy E5. Local Development Documents should:
  - promote an urban renaissance, re-using previously developed land and making the best use of the Thames riverside to bring about substantial improvement in the quality of the urban environment;
  - upgrade the image of the area as a leading centre for logistics, and enhance the scale and sustainability of its role in that respect, while also seeking to diversify the employment base;
  - safeguard wharves and quays necessary for the strategic functioning of the Port of London;
  - secure the transformation of the northern part of Lakeside Basin as a town centre conditional upon the measures set out in (2), (3) and (4) below;
  - develop complementary policies for the regeneration of Grays town centre and other urban centres in the Borough.

- Local Development Documents should guide the regeneration and remodelling of the wider Lakeside Basin and West Thurrock area on sustainable mixed use lines by:
  - defining the boundary of the area;
  - providing for a broader employment base through the identification of key strategic employment sites;
  - promoting a high quality built environment and public realm that is more coherent, legible and integrated;
  - protecting and enhancing green infrastructure including the provision of further accessible natural green space to meet local standards;
  - promoting a greater mix of uses, including additional residential, office, hotel, and assembly and leisure activities
  - improving the range of services and facilities;
  - securing more sustainable movement patterns, reduced private motor vehicle-dependence and complementary travel demand management measures including an area-wide travel plan;
  - improving local accessibility and connectivity by public transport and pedestrian and cyclist permeability throughout the area including consideration of ways to reconnect the north and the south of the area, a new high frequency service rail station in the south, and a personal rapid transport system; and
  - providing the necessary improvements to the local and strategic road network.

- The attainment of Regional Centre status for the northern part of Lakeside Basin is conditional upon the adoption of Local Development Documents providing for:
  - a town centre boundary, with a designated primary shopping area;
  - a greater mix of uses and services including a significant increase in housing and office accommodation and the provision of convenience retail floorspace;
  - an indicative scale of floorspace for each major town centre use;
  - indicative thresholds for new retail floorspace, phased with required infrastructure;
  - design and public realm enhancements;
  - improved accessibility for pedestrians and by non-car modes, including the introduction of a car parking charging and management regime; and
  - an implementation plan.

- Retail expansion at the new Regional Centre should be limited to 50,000 m2 of net comparison floorspace by 2019 together with an appropriate amount of convenience floorspace to reflect the Borough's population growth. No retail expansion should be approved until the adoption of the appropriate Local Development Documents and the imposition of appropriate conditions and

obligations to secure the objectives of paragraphs (2) and (3). Any further strategic retail development beyond the initial 50,000 m2 net of comparison retail floorspace at the new Lakeside Regional Centre should be considered through future RSS reviews.

11. (NEW 13.23) The policy identifies the need to secure the transformation of the northern part of Lakeside Basin as a Regional Centre as part of the regional structure of town centres set out in Policy E5. The aim is to provide a fuller range of town centre services, better employment opportunities and improve Lakeside's image. To complement the emergence of the new Regional Centre there is a need to develop complementary policies for Grays and the other centres in the area.

12. (NEW 13.24) Lakeside Basin's growth potential provides a major opportunity to address the substantial need for economic and physical regeneration of the area, including by widening the employment base, identifying strategic employment sites, increasing housing provision and enhancing green infrastructure, with an emphasis on quality design and an improved public realm. A range of transportation measures are identified to ensure the continuing functionality of the strategic and local road network.

13. (NEW 13.25) The northern part of the Lakeside Basin is designated a Regional Centre. This is conditional on the adoption of the appropriate Local Development Documents required to deliver economic, environmental and transportation objectives for the wider Lakeside Basin and Regional Centre. To safeguard the vitality and viability of adjoining town centres the expansion of comparison goods floorspace will be limited to 50,000 m2 net. The new Regional Centre will provide the range of uses normally found in a town centre as set out in PPS6 paragraphs 1.8 and 1.9, and will become an important focal point for public transport services, with improved access for pedestrians and cyclists. Further strategic expansion at the new Regional Centre will be subject to a future review of the RSS.

14. (NEW 13.26) Unrestricted traffic growth would threaten the economic and environmental objectives for the area. Measures are proposed which will seek to actively manage travel behaviour across the Lakeside Basin and particularly at the new Regional Centre. A new car parking and charging regime should be introduced.

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Appendix E List of Policies not subject to consultation

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EAST OF ENGLAND REGIONAL KEY DIAGRAM

Regional Boundary

SETTLEMENTS AND GROWTH STRATEGY

CENTRE NAME	Key Centres for Development and Change	Policies SS3
	Basildon	Policy ETG6
	Bedford with Kempston and Northern Marston Vale	Policy B2
	Bury St Edmunds	Policy BSE1
	Cambridge	Policies CSR 1-4
	Chelmsford	Policy CH1
	Colchester	Policies HG1-4
	Great Yarmouth	Policy GYL1
	Harlow	Policy HA1
	Hatfield & Welwyn Garden City	Policy LA3
	Hemel Hempstead	Policy LA2
	Ipswich	Policies HG1-4
	King's Lynn	Policy KL1
	Lowestoft	Policy GYL1
	Luton with Dunstable, Houghton Regis and Leighton Linslade	Policy B3
	Norwich	Policy NR2
	Peterborough	Policy PB1
	Southend-on-Sea	Policy ETG7
	Stevenage	Policy SV1
	Thetford	Policy TH1
	Thurrock	Policy ETG5
	Watford	Policy LA4
	Regional Structure of Town Centres	Policy E5

Regional Centre or Major Town Centre

Priority Area for Regeneration — Policy SS5
(also remote rural areas of Norfolk, Suffolk and the Fens)

GBR Green Belt Review — Policy SS7
GBR/E Green Belt Review including Extension of Green Belt — Policy SS7

Other settlements *(Shown only for spatial context. No specific policies. Depiction does not indicate these are more important than other settlements that are not shown.)*

SUB REGIONAL POLICIES

Cambridge Sub Region	Policies CSR 1-4
Essex Thames Gateway	Policies ETG 1-8
Greater Norwich	Policies NR 1-3
Haven Gateway	Policies HG 1-4
London Arc	Policies LA 1-4
Milton Keynes South Midlands	Policies B 1-4

Boundaries shown are indicative and will be defined in detail by Local Planning Authorities for monitoring purposes

COAST AND DESIGNATED AREAS

Coast	Policy SS9
Green Belt	Policies SS7 & CSR 3
Areas of Outstanding Natural Beauty	Policy ENV2
Norfolk and Suffolk Broads	Policy ENV2
Heritage Coast	Policy ENV2

TRANSPORT

Regional Transport Nodes other than Key Centres	Policy T2
Strategic Road Network	
Regional Road Network	
Railway Network	
Major Airport	Policy T5
Major Port	Policy T6

This map is diagrammatic and not to scale
Policies only apply to East of England region
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Housing Growth at Key Centres

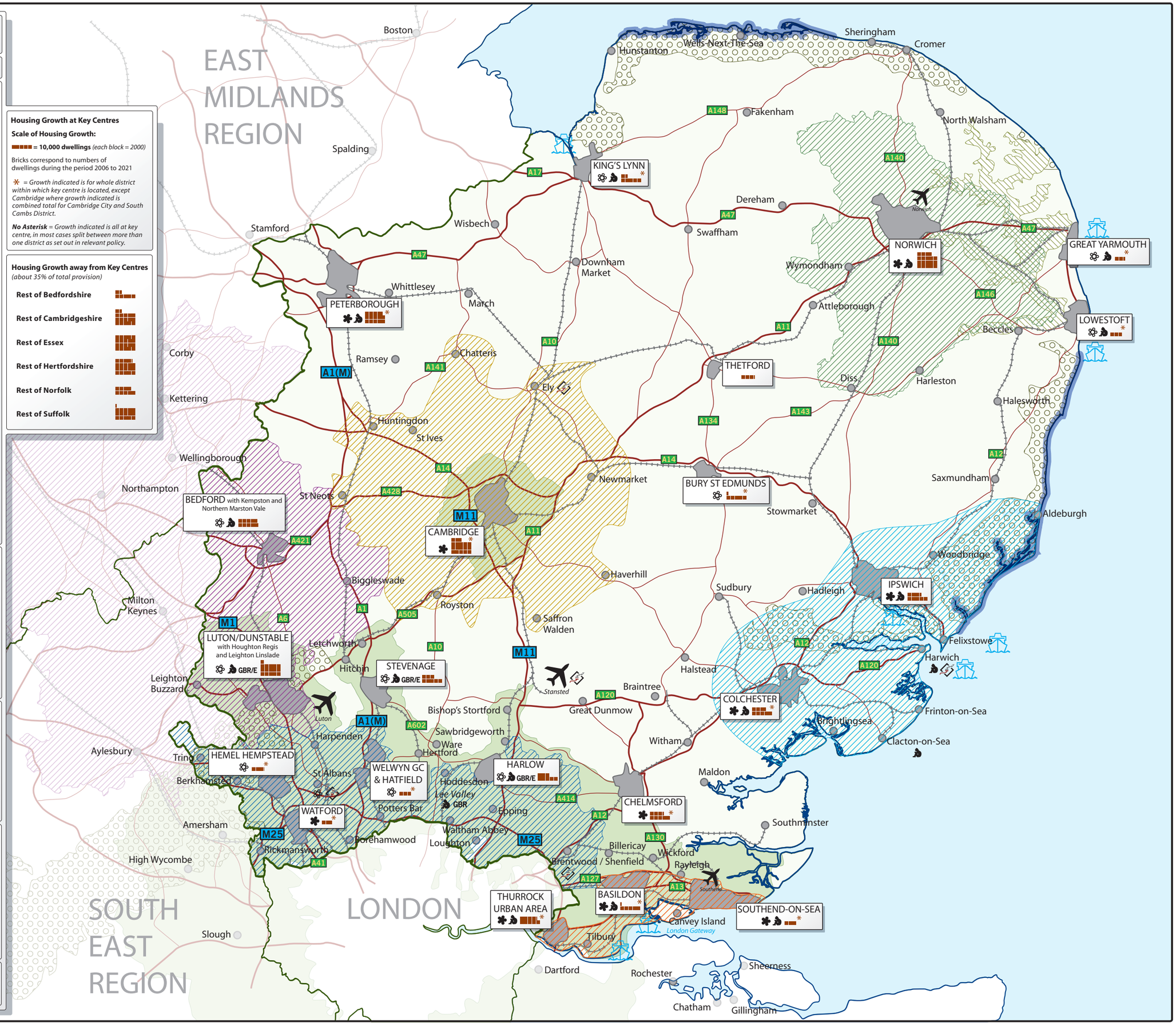
Scale of Housing Growth:

= **10,000 dwellings** *(each block = 2000)*

Bricks correspond to numbers of dwellings during the period 2006 to 2021

* = *Growth indicated is for whole district within which key centre is located, except Cambridge where growth indicated is combined total for Cambridge City and South Cambs District.*

No Asterisk = *Growth indicated is all at key centre, in most cases split between more than one district as set out in relevant policy.*

Housing Growth away from Key Centres
(about 35% of total provision)

- Rest of Bedfordshire
- Rest of Cambridgeshire
- Rest of Essex
- Rest of Hertfordshire
- Rest of Norfolk
- Rest of Suffolk