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the East of England

RPG6

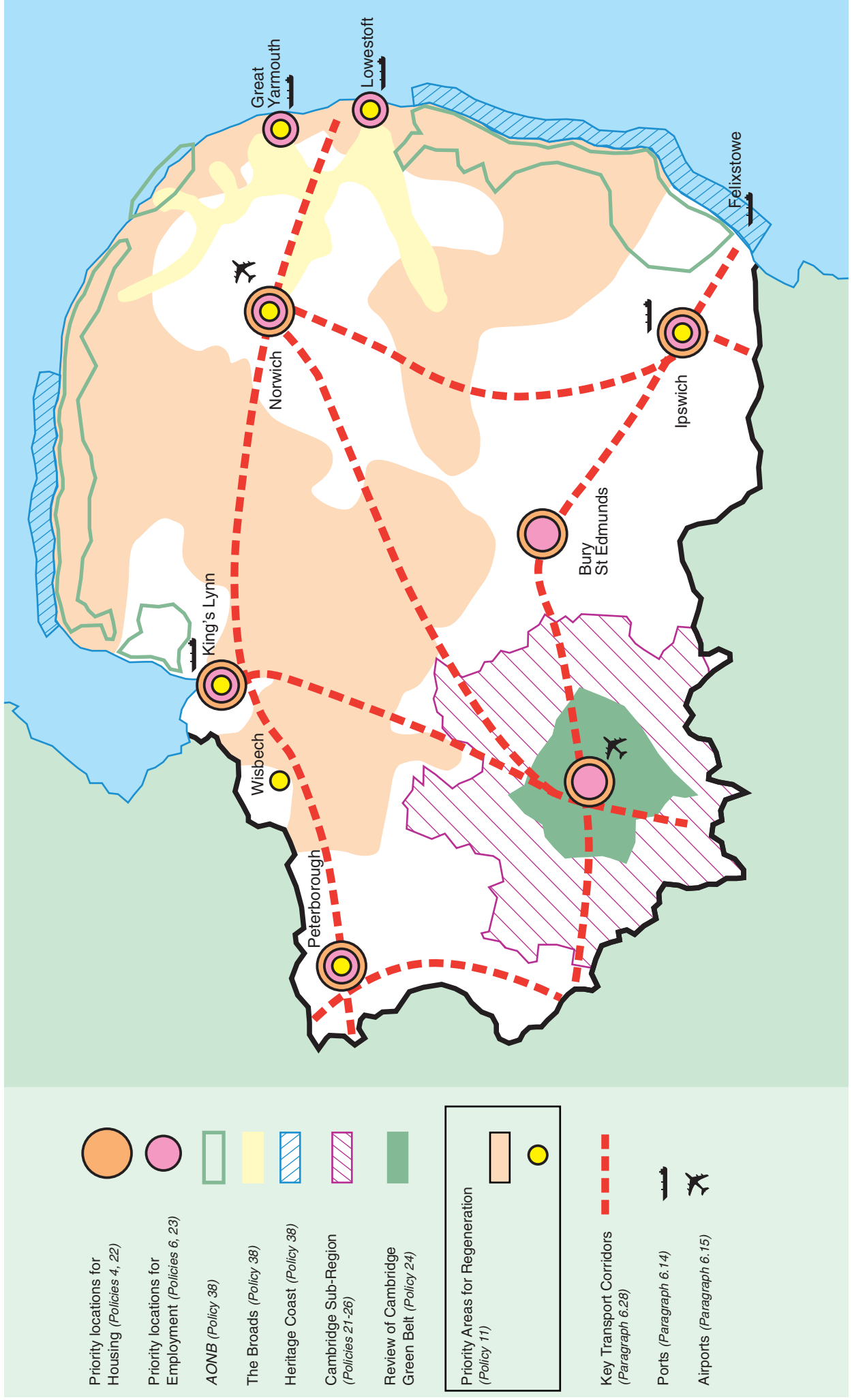
November 2000

Regional Planning Guidance for East Anglia to 2016



Figure 1

East Anglian Strategy Diagram





GOVERNMENT OFFICE
FOR THE EAST OF ENGLAND



Regional Planning Guidance Note 6:

Regional Planning Guidance for East Anglia to 2016

Based on the Regional Strategy for East Anglia 1995–2016 prepared by
the Standing Conference of East Anglian Local Authorities (SCEALA)
and submitted to the Secretary of State in February 1998



November 2000

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CHAPTER 1

Introduction

- 1.1 This Regional Planning Guidance (RPG) for East Anglia is provided by the Secretary of State for the Environment, Transport and the Regions. It is based on the Regional Strategy for East Anglia (1995–2016) which was prepared by the Standing Conference of East Anglian Local Authorities (SCEALA) with the participation of a wide range of local partners and published as Draft RPG. It covers the period to 2016 and sets the framework for the longer term future. It is the first RPG to be completed under the new arrangements for regional planning, including a public examination under an independent panel, proposed in the consultation paper *The Future of Regional Planning Guidance* (DETR, January 1998) and developed in *Planning Policy Guidance Note 11, Regional Planning* (DETR, October 2000). It supersedes the Regional Planning Guidance for East Anglia issued in July 1991, which covered the period 1991–2006.
- 1.2 Throughout this guidance, ‘East Anglia’ refers to the counties of Cambridgeshire (including Peterborough Unitary Authority), Norfolk and Suffolk. Where reference is made to the East of England, this means East Anglia together with Bedfordshire, Essex and Hertfordshire, ie, the region covered by the Government Office for the East of England (GO-East), the East of England Development Agency (EEDA), the East of England Regional Assembly, the East of England Local Government Conference and a wide range of other regional bodies.
- 1.3 This guidance does not fully accord with the advice in PPG11 on the scope and format of RPG. In particular, it is insufficiently regionally specific in places and instead relies on references to national policy.
- 1.4 Chapter 6 provides guidance on sustainable transport but does not, however, have the full scope of a regional transport strategy in accordance with the principles set out in PPG11. From 2000 the regional planning body for the East of England will, with other regional partners, develop a regional transport strategy as part of the process of consolidating and reviewing RPG for the East of England.

PURPOSE OF REGIONAL PLANNING GUIDANCE

- 1.5 The primary purpose of this guidance is to set the regional framework for development plans in East Anglia in the period to 2016. The Town and Country Planning Acts require strategic planning authorities to have regard to this guidance when formulating strategic policies and proposals for their areas. Local plans are also required to conform generally to structure plans and, where appropriate, this guidance should be taken into account when formulating local plan policies. It is a material consideration and must be taken into account, where relevant, in decisions on planning applications.

- 1.6 Its other main purpose is to provide the long term planning framework for other strategies and programmes, including the Regional Economic Development Strategy prepared by EEDA and the Regional Housing Statement prepared by GO-East and the Housing Corporation.

RELATIONSHIP TO OTHER STATEMENTS OF PLANNING POLICY

- 1.7 This guidance is intended to provide a regional dimension to, and should be read with, other statements of planning policy, as set out in planning policy guidance notes (PPGs), minerals policy guidance notes (MPGs), circulars and other relevant statements of Government policy. A full list of current PPGs and MPGs is included in Appendix A. Unless specifically stated, this guidance does not supersede or otherwise amend other previously issued advice.

PREPARATION OF REGIONAL PLANNING GUIDANCE

- 1.8 This RPG has its origins in and is closely based on the Regional Strategy for East Anglia, which was prepared by SCEALA and submitted to the Secretary of State in August 1997 as advice on the content of revised Regional Planning Guidance for East Anglia, ie, under the previous arrangements for the production of RPG.
- 1.9 In the light of the revised arrangements for regional planning, GO-East, with the co-operation of SCEALA, reissued SCEALA's Regional Strategy for consultation as Draft RPG in August 1998. Based on the representations made on the Draft RPG, the Panel appointed by the Secretary of State selected a number of matters within the Draft RPG for consideration at the public examination, which was held in Ely in February 1999. The report of the panel was published in July 1999.
- 1.10 This guidance shares the vision of the Draft RPG, namely that of a region where development is set within a sustainable development framework, where economic opportunities are maintained and improved, where there is increasing social and economic equity, and where the environment is protected and enhanced while the distinctiveness of each locality is maintained.
- 1.11 The Panel's conclusions and recommendations are the principal source of the substantive policy differences between this and the Draft RPG. However, there were considerable developments in national policy, administrative arrangements, information and work by SCEALA and others in the period after the Regional Strategy was approved by SCEALA. This meant that there were a number of anachronisms in the Draft RPG and that it was necessary to make a significant number of changes to it, particularly of a non-strategic, factual nature or because the Draft RPG was significantly at variance with Government policy.
- 1.12 In keeping with Government policy on sustainable development, the Panel's recommendations were the subject of an independent sustainability appraisal. The appraisal demonstrated that the recommendations largely moved the Draft RPG in the direction of sustainability. Where this was not the case the panel's recommendations were either rejected or amended.¹

¹ See Draft RPG for East Anglia Proposed Changes Part 1 Table of Decisions by the Secretary of State on the Panel Recommendations.

- 1.13 In March 2000 the Secretary of State published the Proposed Changes to the Draft RPG for consultation, following his consideration of the Panel's recommendations. Some amendments have been made to this final text of RPG6, compared with that published for consultation. The amendments are mainly based on representations made on the Proposed Changes but also include some redrafting for clarity and to reflect developments in Government policy.²

FUTURE ARRANGEMENTS FOR REGIONAL PLANNING FOR THE EAST OF ENGLAND

- 1.14 The land use planning framework for that part of the East of England comprising Bedfordshire, Essex and Hertfordshire is provided by the Regional Planning Guidance for the South East (RPG9), which has been reviewed to a similar timetable to that for East Anglia.
- 1.15 From April 2001 the East of England will become the planning region, bringing the boundaries for RPG into line with those for the Government Office for the East of England, the East of England Development Agency and most other regional organisations. There will be a corresponding change in the boundaries of the South East planning region, which will come into line with those for the Government Office for the South East and the South East Development Agency. Transitional arrangements have been established between SCEALA, SERPLAN and the regional planning body for the East of England to facilitate the change-over. Arrangements will be put in place to ensure continued co-ordination of regional planning between the East of England, the South East and Greater London. This, therefore, will be the last RPG prepared specifically for East Anglia.
- 1.16 The new regional planning body will be responsible for monitoring implementation of this RPG and for bringing forward the Regional Planning Guidance for the East of England. There are a number of key areas in which this RPG does not fully conform to the guidance in PPG11 or where it requires its strategy to be developed further. These include:
- extension of the clusters of research and technology based industries (paragraph 4.14, Policy 7);
 - town centres where major retail development should be focussed (paragraph 4.29);
 - the London/Stansted/Cambridge sub-region (paragraph 5.18);
 - the Regional Transport Strategy, including sustainable distribution (paragraphs 6.2, 6.3, 6.12, 6.33, Policies 28, 30, 36);
 - regionally specific information on the environment (paragraph 7.6);
 - inter regional water provision (policy 55);
 - waste management (Policy 57);

² A paper summarising the representations on the proposed changes and the reasons for the amendments between the proposed changes and this published version of the RPG for East Anglia is available from the Government Office for the East of England.

- renewable energy (paragraph 10.6);
- new regional or sub-regional tourist facilities (Policy 62);
- major new sports and physical recreation developments (paragraph 11.8);
- aggregates (paragraph 12.4); and
- targets and indicators (paragraph 13.6).

- 1.17 In addition, this guidance was not prepared in such a way as to take full account of social impacts (PPG 11, paragraphs 2.29 – 2.30), nor of the important issue of the health impacts of its development strategy. Health Authorities, NHS Trusts and Primary Care Groups/Trusts as well as Regional Offices of the NHS Executive are key stakeholders in the planning process. In developing the RPG for the East of England, these processes will need to take into account strategic linkages to local Health Improvement Programmes, (where relevant) how they support Health Action Zone activity, and the role of the NHS Executive Regional Offices in supporting health impact assessment work.
- 1.18 The Secretary of State wishes the regional planning body for the East of England to bring forward proposals for reviewing this RPG and relevant sections of RPG9 to provide RPG for the East of England. It will be important to ensure that the RPG has regard to the strategies in neighbouring regions. The proposed timetable should meet the objective of having revised RPG, incorporating a full regional transport strategy, in place to inform production of the next round of local transport plans in 2004. A key initial task will be the establishment of monitoring arrangements (paragraphs 13.3 – 13.10).

CHAPTER 2

East Anglia—a Regional Overview

- 2.1 East Anglia covers the three counties of Cambridgeshire, Norfolk and Suffolk, an area of 12,580 square kilometres. It has a population of about 2.2 million people and has the lowest population density of all the English regions. About 40% of the population live in the cities and larger towns (Cambridge, Ipswich, Norwich, Peterborough, Bury St Edmunds, Great Yarmouth, King's Lynn and Lowestoft) with the remainder living in the smaller towns, villages and hamlets scattered across the region. Outside the main towns and cities, the population densities drop significantly, particularly in the more remote rural areas. These areas are often far from most services and facilities and those local services that exist are often poor. But, in many respects, the quality of life is high: there is less congestion, less pollution and less crime than other regions.
- 2.2 East Anglia is generally low lying and open but contains diverse landscapes:
- open, undulating claylands running from the south west to the north east;
 - low lying chalk hills in south Cambridgeshire;
 - open sandy heaths in the Brecks;
 - the Broads of Norfolk and Suffolk, formed by the flooding of medieval peat excavations;
 - the low lying Fens;
 - the isolated estuaries, mudflats and grazing marshes of the Suffolk Coast and Heaths; and
 - the dunes and saltmarshes of the Norfolk coast.
- 2.3 East Anglia has many areas of exceptional environmental quality including the Broads, the Areas of Outstanding Natural Beauty along the Suffolk and Norfolk coasts and Suffolk river valleys, internationally important wetland sites and many internationally important habitats including the fens, saltmarshes, coastal lagoons and heaths. Much of its built environment is also of exceptional quality from the historic cores of the major towns and cities to the medieval market towns and the many attractive and historic villages.
- 2.4 East Anglia is the driest part of the country with rainfall only two-thirds of the national average. Its water resources were hit by a series of dry winters in the early 1990s. There are concerns about the implications of future development for water supply and the possible effects of future climate change.

- 2.5 Agriculture has always been important to the region. Although employment in the industry has fallen significantly, it remains important to the economy and for its impact on the countryside. Arable farming predominates with wheat, barley and sugar beet being the most important crops. There are concentrations of general horticulture near the larger urban areas and on the fen silts south of King's Lynn. Cereal farming dominates a belt of land running from Peterborough to Cambridge and eastwards to Ipswich and pig and poultry farms predominate in a wide band between Ipswich and Norwich. Much of East Anglia's grade 1 and 2 agricultural land is in and around the Fens, especially in Cambridgeshire, with other significant areas in south west Suffolk and north east Norfolk.
- 2.6 East Anglia has experienced relatively rapid population and economic growth. Between 1970 and 1990 its population grew by over 20%, three times the national average, fuelled by a high rate of net inward migration. It also experienced an economic boom during the 1980s with GDP rising and unemployment falling. Although growth was at a slower rate in the early 1990s, with population growth of some 5% between 1991 and 1998, steady and sustained economic and population growth at a higher rate than the national average is expected throughout the period of this guidance.
- 2.7 East Anglia has benefited from having a diverse industrial base, proximity to the South East, relatively low property and labour costs, and a reasonably skilled labour force. There are strong, but highly concentrated, R&D/hi-tech and biotechnology sectors and centres of research excellence, such as British Telecom's research centre at Martlesham near Ipswich. The Cambridge sub-region in particular has developed as a focus of research and technology based industries of international importance. Manufacturing employment is below the national average but has remained stable. Service industries, business and finance services and tourism make significant contributions to the economy. In comparison with other parts of the country, East Anglia has a relatively limited legacy of industrial dereliction.
- 2.8 There continue to be significant differences in economic performance within East Anglia. The decline in employment in agriculture and traditional manufacturing industries, structural changes to employment patterns and limited inward investment have all had a major impact on the economy of the more isolated north and east – Great Yarmouth, Lowestoft, Wisbech and the remote rural areas – and the inner urban areas of Ipswich, Norwich and Peterborough. Consequently, these areas have higher unemployment rates than the south and east of the region, but there are pockets of relatively high unemployment throughout East Anglia. Some of these disparities have been recognised in the designation of national and European priority investment areas.
- 2.9 East Anglia has a long tradition of links with continental Europe. It is geographically close to the French, Belgian and Dutch coast of the European mainland. It has an exceptional ports infrastructure. Felixstowe, together with nearby Harwich in Essex, is a port of global significance and there are a number of other smaller but important ports – Great Yarmouth, Ipswich, Lowestoft, King's Lynn and Wisbech. The ports are significant employers and generate employment in associated transport, distribution and manufacturing activities. The offshore oil and gas industry is of particular importance to Great Yarmouth and Lowestoft, which is also an important fishing port. There are both scheduled and business flights from Norwich and Cambridge airports and London Stansted Airport is just over the border in north Essex. There is a good east-west road route in the south of the region (designated as part of the Trans-European Network) and good links from there to the rest of the national network. There are good electrified rail links to London from the main regional centres.

- 2.10 However, East Anglia faces a number of transport problems. Its rural nature, with its dispersed population, does not favour the provision of good public transport services. Poor transport links add to the remoteness of the north and east. There is traffic congestion in and around Cambridge. The rapid growth experienced in East Anglia has placed pressures on much of its infrastructure.
- 2.11 East Anglia currently shares borders with two other planning regions – the South East and East Midlands (see Figure 2). It is strategically located between London, the Midlands and North of England and mainland Europe. London and the South East have a particularly profound influence on East Anglia, which will be reflected in the establishment of the East of England as a planning region and in mechanisms to integrate the regional planning of the East of England, South East and Greater London (see Figure 3). At a local level, there are strong links between south Suffolk and north Essex, between Cambridgeshire and the adjoining parts of Bedfordshire, Essex and Hertfordshire and between Peterborough and the adjoining areas of Lincolnshire, Northamptonshire and Rutland.

CHAPTER 3

Vision, Aims and Objectives for East Anglia

- 3.1 The vision, aims and objectives of this guidance provide a context for its policies and proposals, and a means of evaluating strategic options for East Anglia. They have been developed from those set out in SCEALA's Regional Strategy, and take on board East Anglia's overall objective, set in the original RPG, of trying to achieve sustainable development.

A VISION FOR EAST ANGLIA

- 3.2 The vision for East Anglia is one of development set within a sustainable development framework, and where:
- Economic opportunities are maintained and improved.
 - There is increasing social equity for all areas.
 - The environment is protected and enhanced while the distinctiveness of each locality is maintained.
 - Natural resources are conserved.
- 3.3 The aims and objectives of the guidance are directed at achieving that vision. It should be stressed that the order of the aims and objectives does not necessarily relate to any weighting given to them. Individual objectives may contribute to a number of aims.

STRATEGIC AIMS

- 3.4 The following strategic aims have been identified:
- **Environment:** to conserve and enhance the environment of East Anglia for the benefit of its population and the diversity of its wildlife;
 - **Resources:** to conserve resources to meet the anticipated long-term needs of current and future generations as a contribution towards global sustainability;
 - **Economy:** to reduce imbalances and promote the appropriate development of the economy and social progress and thus improve the well being, prosperity and quality of life for the people in East Anglia.

OBJECTIVES

3.5 The following objectives have been identified:

- **Energy/emissions** – to maximise energy efficiency and minimise harmful emissions and waste by:
 - Minimising the need to travel.
 - Reducing reliance on the private car.
 - Promoting walking, cycling and public transport.
 - Improving the energy efficiency of all building types.
 - Encouraging forms of development suited to renewable energy, combined heat and power and community heating.
- **Communications** – to encourage improvement in communications that support the sustainable development of the region.
- **Priority areas for regeneration** – to reduce disparities in social and economic opportunities and quality of life by investing in areas of disadvantage and encouraging employment opportunities in the region.
- **Employment** – to maintain and enhance the region’s economy and competitiveness, to increase employment, and to promote a closer relationship between homes and jobs.
- **Housing** – to meet identified housing needs, including for affordable housing.
- **Access to facilities** – to locate new development to maximise access to facilities in town and city centres.
- **Facilities in rural areas** – to ensure that accessible facilities serve the needs of a dispersed rural population.
- **Biodiversity** – to conserve and enhance the biodiversity of the region.
- **Countryside and valued landscapes** – to minimise the development of greenfield sites and to maintain, enhance and give appropriate protection to valued landscapes and the setting of towns and cities and the wider countryside.
- **Quality of built environment** – to maintain and enhance the quality of the built environment, including historic settlements, buildings, parks and gardens, open space, conservation areas and archaeological sites.
- **Productive resources** – to conserve high-grade agricultural land, fresh and seawater, and mineral resources.
- **Water efficiency** – to ensure the efficient and sustainable use of water.

- **Development potential of built-up areas and derelict land** – to make the most beneficial use of built-up areas, particularly derelict or previously developed areas.
- **Waste** – to encourage the reduction of the amount of waste produced and an increase in recycling and the disposal of waste by the Best Practicable Environmental Option.
- **Flood risk** – to ensure that development does not take place in areas that have an unacceptable risk of flooding or which may exacerbate flooding elsewhere.
- **Coastal and estuary defences** – to ensure the promotion of sustainable flood defences and coastal protection policies.

CHAPTER 4

Development Strategy

- 4.1 This chapter provides a sustainable strategy for the location and scale of development. It sets the context for Chapter 5, which outlines sub-regional development strategies for the main urban areas and Cambridge sub-region, and Chapter 6, which outlines the strategy for the management and development of East Anglia's transport network.
- 4.2 The Strategy is designed to:
- provide for continued population growth and meet the housing needs of all sections of the community;
 - provide for sustained economic growth across the region above the national rate;
 - concentrate development in the main cities and larger towns in preference to the smaller towns and villages and within built-up areas in preference to previously undeveloped land. In rural areas development should be focused on market towns which have access to good quality public transport where this would contribute to greater self containment;
 - protect and enhance the distinctive environmental qualities of the region, enhance biodiversity and encourage diversity in local landscape and urban character; and
 - resolve environmental, economic and social problems and in particular address the remaining disparities in opportunities and quality of life across the region through a focus on the priority areas for regeneration.

Key Strategic Issues

MOVING TOWARDS SUSTAINABLE DEVELOPMENT

- 4.3 Much development in East Anglia in recent years has been in smaller settlements, has been poorly located relative to the location of employment and services, has made inefficient use of land and has therefore added to the rate of urbanisation of previously undeveloped land. A significant proportion of existing allocations and permissions reflect these trends and, in some cases, the slow rate at which they have been implemented suggests that they may be poorly located relative to market demand.

- 4.4 If East Anglia is to accommodate its development needs in an environmentally acceptable and sustainable way existing trends will need to be modified. Developments for housing, jobs and services will need to be much more closely integrated with each other and much more closely related to sustainable transport provision. The main urban centres will need to play a major role in accommodating growth and good access to public transport will be necessary. However, in addition to the main urban areas of Cambridge, Ipswich, Norwich and Peterborough, development will also need to be focused on other towns with good public transport accessibility and the potential to be relatively self-contained.
- 4.5 The market towns across East Anglia have a key role in providing a range of services and employment opportunities for their surrounding areas. Further enhancement of, and development within, them will be important in making good the continuing loss of employment in agriculture, meeting housing needs, and minimising the development of previously undeveloped land. In villages large scale residential development will not normally be sustainable, but very small-scale sites within them are likely to come forward for development in the context of local plans. In addition, economic and social considerations mean that there will be a need to focus on retaining and improving rural employment opportunities and key services.
- 4.6 In their different ways the main towns and cities all have distinguished and historically important urban centres. However, they also contain pockets of deprivation and underused and vacant land and buildings. Central to the strategy of this RPG is the enhancement of the urban areas so as to provide attractive places in which to live and work with a strong emphasis on quality of design and quality of life and on tackling their economic, environmental, social and transport problems.
- 4.7 To make effective use of capacity and enhance urban quality there will need to be an emphasis on: reducing vacancy rates; more intensive and efficient use of land in appropriate contexts; more smaller dwellings; mixed uses; and the creative use of irregular sites. Urban capacity studies will have a central role in identifying development opportunities, promoting more effective use of existing development and limiting the development of previously undeveloped land.
- 4.8 The regeneration of urban areas, particularly through the redevelopment of previously developed land, will make an important contribution to their ability to accommodate more growth. Nationally, the Government has set a target of 60% of additional housing to be built on previously developed land or by the conversion of existing buildings. It recognises that regional targets will vary. In East Anglia 42% of new dwellings built between 1992 and 1996 were on previously developed land and the rate of growth in this historically rural region relative to the limited area of older urban development will constrain the proportion of development that can be accommodated on such land. However, there is significant potential to improve current performance, drawing on the policy guidance in PPG3 and capacity studies, and an initial target of 50% of additional housing on previously developed land or by the conversion of existing buildings is proposed.
- 4.9 Not all previously developed land is suitable for built development. The region contains a number of previously developed sites in rural areas, often originally in military use. Some are in isolated locations and others have evolved to provide valuable habitats and are likely to perform badly against the criteria set out in paragraph 31 of PPG3.

Policy 1: Urban renaissance

The towns and cities of East Anglia should be maintained and enhanced so that they become more accessible and desirable living and working areas with strong economies which provide attractive environments and a high quality of urban life. Development plans and other strategies should include policies to protect and enhance urban areas and address local concentrations of urban deprivation and poor physical conditions. Such policies should include measures to:

- ensure a high standard of urban design;
- preserve and enhance historic buildings and townscape;
- protect, enhance and extend urban open space;
- redevelop or bring back into effective use vacant and under-used sites;
- secure the improvement of the housing stock;
- co-ordinate the resources of different agencies to tackle poverty and social exclusion; and
- enhance community safety.

Policy 2: Meeting development needs

Major new development and other investment in infrastructure and services should be located so as to minimise use of undeveloped land and enable the inhabitants of individual settlements to meet their needs locally wherever possible, thereby contributing to sustainability. Drawing on capacity studies, the following sequential approach should be adopted to meeting development needs:

- i. the effective use of existing buildings and infrastructure, including a reduction in the number of empty buildings and encouragement for the conversion of larger houses to smaller units where appropriate;
- ii. sites within built-up areas, particularly those on previously developed land and avoiding areas of important open space;
- iii. development on previously developed sites on the edge of or close to urban areas; and
- iv. development on previously undeveloped sites.

Any sites identified under iii and iv must not be of significant environmental quality, must have good access to jobs, shopping, leisure and services and must be located where high quality public transport exists or can be provided.

The suitability of previously developed sites in rural areas for development should be assessed in accordance with sustainability based criteria such as those in paragraph 31 of PPG3. Where they are unsuitable for built development, environmentally appropriate uses and appropriate management should be pursued.

Policy 3: Development principles

Development plans should reflect the following principles:

- development should take account of the need to protect and enhance the environment through quality of design, conservation of features of acknowledged importance and enhancement of biodiversity and should maintain the distinctiveness of different localities;
- land should be used more intensively and efficiently, particularly where it is close to town centres and to existing and potential high quality public transport;
- development which combines a mix of uses, including housing, should be promoted;
- changes of use to housing from office, retail and other commercial buildings and sites should be encouraged where appropriate and where this would not conflict with the objectives of Policy 6; and
- car parking should not be provided in excess of the maximum standards in PPGs 3 and 13. Any surplus provision should be developed for other uses.

Policy 4: Location of housing

New residential development should be in sustainable locations. Allocations in development plans should seek to minimise commuting and promote a closer relationship between new housing and existing and proposed jobs and services. Sites should be identified on the basis of capacity studies carried out in accordance with the advice contained in PPG3 and related good practice guide. Apart from in the Cambridge sub-region (which is covered by Policy 22), sites should be identified in the following order of preference, taking account of the principles set out in Policies 2 and 3:

- i. in the cities and larger towns (Bury St Edmunds, Ipswich, King's Lynn, Norwich and Peterborough);
- ii. in other towns where development would contribute to greater self containment in demand for travel;
- iii. in towns with good public transport accessibility provided that growth in car-commuting can be minimised;
- iv. exceptionally, and on a small scale, in villages where there is a reasonable balance between jobs, services and housing and where there are frequent and convenient bus or rail services to a nearby town or city.

Sites should be released over the period of the development plan in accordance with the advice set out in PPG3 and forthcoming good practice guidance. Where urban areas cross local authority boundaries the sequential approach should be developed and applied across the whole urban area. New settlements will not be needed in East Anglia, except in relation to the Cambridge sub-region (see Policy 25).

Policy 5: Development on previously developed land

At least 50% of additional dwellings should be developed on previously used land or by the conversion of existing buildings. Structure planning authorities should review their policies and set targets for their area. Local planning authorities should review their policies and proposals with a view to contributing to the achievement of the regional and county targets.

THE REGIONAL ECONOMY

- 4.10 East Anglia has enjoyed above average economic performance in recent decades, although there has been a difference between the generally buoyant south of the region and the more peripheral and rural north and east. Although it was at a slower rate in the early 1990s, economic growth is projected to be between 0.25 and 0.5% above the national average over at least the first five years of the century. This guidance is designed to support economic growth across the region both in areas with strong economic potential and in the priority areas for regeneration through a particular emphasis on improving their performance (see Policy 11).
- 4.11 In recent years the need for action at the regional level to support economic performance has been recognised, which has led to the establishment of the East of England Investment Agency in April 1997, the East of England Brussels Office in January 1998, and the East of England Development Agency (EEDA) in April 1999.
- 4.12 EEDA's Regional Economic Development Strategy (REDS) for the East of England, *Moving Forward*, complements and sits beside this regional planning guidance, which provides the development framework within which it must operate. The REDS has the objective of moving the region from its current 34th position in terms of GDP per head to within the top 20 European Union regions. To achieve this would require a growth rate of around 3.8% per year. The REDS is built around the principles of:
- the East of England developing as the Innovation Capital of Europe;
 - world class businesses;
 - world class skills;
 - a competitive infrastructure;
 - a high quality environment;
 - a thriving rural economy;
 - tackling social exclusion; and
 - a world class profile.
- 4.13 The development of sectoral strategies and support for business clusters will support the creation and growth of businesses. Clusters allow small and medium sized enterprises (SMEs) to overcome many of the disadvantages of their small scale through sharing common support systems while providing the stimulus of intense competition and retaining the responsiveness, entrepreneurial culture and innovation which characterises the SME sector.

- 4.14 In addition to the emphasis on accommodating development related to the research and technology based economy in the Cambridge Sub-Region (Chapter 5, Policies 21, 23, 26), there is a strong case for a complementary strategy which would look to provide the conditions for the extension of the clusters of research and technology based industries to locations beyond Cambridge and its immediate vicinity. Such a strategy would provide a wider range of sites for the development needs of such businesses, has the potential to enhance economic performance across a wider area and to reduce development pressures on the immediate area around Cambridge. It would require an understanding of the conditions for the effective spread of investment by research and technology based companies. It would build on the investment that is already happening, eg around Huntingdon and Ipswich. EEDA should have a central role in this work which should be on an East of England basis and should inform the development strategy in the RPG for the East of England.
- 4.15 Currently the supply of sites for major business investment is adequate in East Anglia. There is a range of sites of appropriate scale in the main urban areas across the region. Outside the main urban areas, the former RAF base at Alconbury near Huntingdon is identified in the Cambridgeshire Structure Plan as providing an opportunity for a mixed development, particularly for transport and related issues. EEDA and the local authorities will need to keep the position on major business investment sites under review.

Policy 6: Employment generating development

Development plans should include policies to support sustained economic growth across East Anglia and ensure the provision of a range of suitable sites for industrial and commercial development which takes account of the needs of existing and future businesses. They should include policies for the location of employment generating development which follow, at an appropriate scale, the sustainable development principles set out in Policies 1 to 5.¹ In reviewing development plans, consideration should be given to whether they provide appropriate guidance to support the development of business clusters. EEDA and the local authorities should monitor the adequacy of sites for major business investment and take action to bring forward sites for development, if provision is inadequate. Any additional sites should be identified on the basis of the sustainable development principles in Policies 1 to 5.

Policy 7: Extension of the clusters of research and technology based industries

EEDA, the local authorities and other regional partners should develop a strategy to inform the RPG for the East of England for facilitating the extension of the clusters of research and technology based around Cambridge to locations beyond Cambridge and its immediate vicinity. Such a strategy would identify appropriate locations and indicate how they can provide the conditions attractive to investment by research and technology based industries and their support services.

HOUSING PROVISION

- 4.16 It is the Government's intention that everyone should have the opportunity of a decent home. Housing provision should be adequate to meet the housing needs of the whole community, including those in need of affordable and special needs housing. It should not

¹ Great Yarmouth and Lowestoft are exceptions to this. In terms of Policy 4 they are not first priority locations for new housing development, but they are first priority locations for employment generating development.

restrain economic growth by making it difficult for people to move to take up job opportunities. In the context of these objectives, housing provision should take account of a range of factors including economic prospects, household projections, appropriately low vacancy rates and meeting unmet housing needs. It should also take account of the capacity of an area to accommodate development, based on the outcome of capacity studies. This is a particular difficulty in East Anglia because, reflecting the time at which it was produced, the Draft RPG was not underpinned by a detailed understanding of urban capacity. This is of particular concern in Cambridgeshire because of the need for additional development capacity in the Cambridge Sub-Region to support the area's economic growth.

- 4.17 In this context, the implied new dwelling requirements proposed by SCEALA (expressed as annual averages) are adopted for incorporation in development plans. They are of the scale likely to be needed, particularly in Norfolk and Suffolk. In Cambridgeshire, demographic and economic factors suggest that a higher figure could be justified but it would be inappropriate to suggest a revised requirement in advance of the capacity study work required in the Cambridge sub-region (see paragraph 5.16). The adequacy of the initial target for Cambridgeshire should be reviewed through the RPG for the East of England, drawing on this urban capacity work and the results of monitoring.
- 4.18 The strategy for the Cambridge sub-region has the objective of achieving a more sustainable balance between rates of growth in jobs and housing by allowing it to accommodate a higher proportion of the region's housing development (Chapter 5, Policy 21). There is a need for specific housing targets for the sub-region to reflect this.
- 4.19 There is inevitably a degree of uncertainty in predicting housing needs, which may vary significantly in the light of a range of demographic and economic factors. An essential feature of the plan, monitor, manage approach is that housing provision and the ways of meeting it should be kept under continuous review. The planned level of housing provision and distribution should be based on a clear set of policy objectives, linked to measurable indicators of change. These indicators should be monitored and reported in the regional planning body's annual monitoring report. Monitoring should form the basis on which the regional planning body periodically reviews and rolls forward its strategy.

Policy 8: Housing provision

Provision should be made in development plans for the following net increases in dwellings (annual averages):

- Cambridgeshire 4,000
(2,800 in the part of Cambridgeshire within the Cambridge sub-region, 1,200 in the rest of the county)²
- Norfolk 3,300
- Suffolk 2,600
- Total for East Anglia 9,900**

The distribution within Suffolk should have regard to the housing needs of the Cambridge sub-region.

² This represents a significant shift from the existing pattern within the county. Action should be taken to ensure it is achievable by 2006 at the latest.

Policy 9: Review of housing provision

The regional planning body, in association with other regional partners, should keep the housing targets under review and, on the basis of monitoring and capacity studies, should bring forward proposals for the review of the strategy. Any adjustments to the housing requirements should be brought forward through the RPG for the East of England.

AFFORDABLE HOUSING AND MIX OF DWELLING TYPES

4.20 A range of types of housing will be needed if all sections of the community are to have the opportunity of a decent home. Much of the additional housing developed in recent years has been larger detached houses, often making inefficient use of land. It will be important to target additional housing to widen housing choice, meet the needs of particular groups and reflect demographic changes. This is not just about building new housing. It implies developing hostels and shared accommodation, where appropriate, and adapting and subdividing the existing stock to give a better fit with needs. Development plans should include policies on the types, sizes and mix of housing. Among the factors to be taken into account in developing such policies are:

- that most of the growth will be in one person households;
- the need for housing to be affordable;
- any backlog of unmet need;
- making economic use of the available land and buildings; and
- creating socially mixed and inclusive communities.

It will require a detailed understanding of the range of housing needs informed by assessments of local housing needs and, if appropriate, by a regional assessment of the balance between market and affordable housing (see PPG3 paragraph 12). Any such assessment should be carried out on an East of England basis to inform the draft RPG for the East of England.

4.21 Housing affordability is critical for ensuring access to housing, particularly in areas with high land and house prices like the Cambridge Sub-Region. Limited affordability will tend to exacerbate social exclusion and increase the demand for and the difficulty in providing social housing. It will tend to increase long distance commuting and could frustrate economic growth, particularly in areas of strong economic performance, by constraining local labour supply.

Policy 10: Affordable housing and mix of dwelling types

To ensure that everyone has the opportunity of a decent home and that land and buildings are used efficiently, local and strategic planning authorities should monitor housing needs in co-operation with the regional planning body, Housing Corporation, National Housing Federation, registered social landlords, private housing developers and other regional partners. Development plans should:

- make provision for a range of dwelling types and sizes to meet the assessed needs of all sectors of the community, including the elderly and disabled;
- ensure that affordable housing is provided where it is needed in both rural and urban areas and located, wherever possible, where there are good public transport services to employment and services;

- set out clearly the mix of dwelling types that would be expected in different parts of the plan area against which development proposals can be assessed;
- include policies for securing an adequate supply of affordable housing based on local housing strategies which in turn should be based on robust local assessments of need;
- explain how the powers in Circular 6/98 (*Planning and Affordable Housing*) will be used to contribute towards meeting the need for affordable housing, including setting indicative targets for the proportion of affordable housing on specific sites;
- consider, in the Cambridge sub-region, whether there is evidence to justify the application of lower thresholds as set out in Circular 6/98 (ie down to developments of 15 dwellings or 0.5 hectares) and, if so, set out this justification; and
- in rural areas set appropriate thresholds for settlements with a population of 3,000 or less. Measures such as agricultural occupancy conditions and rural exceptions policy will continue to be appropriate in some circumstances.

4.22 To facilitate the provision of an adequate supply of affordable housing local authorities should also:

- make use of supplementary planning guidance and site specific development briefs to guide developers;
- consider how the process of preparing community plans can help identify needs and achieve consensus on delivery of housing appropriate to local needs;
- ensure that local housing needs assessments are related to local conditions and are undertaken in a consistent manner, particularly where local housing markets cross administrative boundaries;
- seek to establish mechanisms designed to ensure that affordable housing is kept affordable in perpetuity;
- work in partnership with local employers to establish the scope for assisting employees secure housing appropriate to their needs;
- consider how urban capacity studies might be used to identify opportunities for increasing affordable housing provision; and
- develop empty homes strategies, which should identify suitable vacant properties for affordable housing. (Although the re-use of vacant properties will not contribute to meeting existing targets for housing provision, such an approach can help make better use of capacity and reduce the demand for new housing in the longer term.)

REGIONAL DISPARITIES

4.23 There is a need to address the marked differences in economic performance within East Anglia. The priority areas for regeneration are concentrated in inner urban areas and the more rural and peripheral north and east of the region. They have an over reliance on static or declining industries and have experienced higher unemployment and disparities in wealth, income and job opportunities. Employment growth is likely to be faster in areas which are accessible to wider markets and have more buoyant economies. The effect will be to reinforce, or not significantly reduce, geographical disparities. However, the Single Regeneration Budget, European Union Objective 2 and Transitional Objective 5B

programmes and Regional Selective Assistance provide opportunities to overcome their economic, social and environmental problems.

Policy 11: Priority areas for regeneration

Development plans should include policies consistent with the sustainable development principles set out in Policies 1 to 6 to promote the regeneration, economic enhancement and environmental protection and enhancement of the Priority Areas for Regeneration, ie Great Yarmouth, Lowestoft, Wisbech, the remote rural areas³ and the inner urban areas of Ipswich, King's Lynn, Norwich and Peterborough in co-operation with EEDA, the Learning Skills Councils and other regional partners. Such policies should seek to:

- identify and build on existing linkages between communities and businesses to create and support local business clusters;
- provide business support services;
- ensure an adequate supply of employment land and premises;
- promote them as areas for inward investment;
- encourage regional and local supply networks;
- improve transport accessibility for all sectors of the community;
- protect and enhance their environment in terms of design, conservation and biodiversity; and
- protect and enhance their entertainment and retail facilities.

THE RURAL AREAS

- 4.24 There are significant problems of social exclusion and poor access to key services for many people in rural areas, notably the elderly and those, often including young people, without access to a private car. Changes in agricultural production and reform of the Common Agricultural Policy have resulted in the steady decline of employment in agriculture. The industry needs to look beyond growing crops and rearing livestock and maximise opportunities to maintain incomes and employment through farm diversification, including by the re-use of rural buildings. In the more remote rural areas initiatives should be taken to retain, deepen and broaden employment in sectors already important to those areas, for example food preparation and processing and tourism. The attractive environment of some of rural East Anglia is a strength that could be harnessed to help address this. It is important, however, that this strength is not undermined by inappropriate development. The possibility of building on existing links between communities and businesses to create clusters should be explored and encouragement given to high technology investment and telecommunications to help address the problems of remoteness. New companies or business sectors that can undertake most of their business using IT should be encouraged.

Policy 12: Rural areas

Development Plans and other strategies should include policies, consistent with the sustainable development principles set out in Policies 2 to 6, that:

- 3 The remote rural areas equate with the Rural Development Areas and those rural areas designated under the European Union's Objective 2 and transitional Objective 5B programmes.

- build on the strengths of rural areas by encouraging business development and the development of local business clusters;
- support the expansion and establishment of businesses that can undertake much of their activity using IT;
- promote farm diversification appropriate to the environmental and ecological setting, in particular uses which support the local economy through increased employment;
- support the viability of rural communities by promoting housing schemes for local needs and the retention of village shops and services;
- protect the countryside from inappropriate development, with priority going to areas that are designated as nationally important; and
- protect and enhance local identity and distinctiveness by promoting patterns of development and designs that draw on local features of importance and respecting landscape character and setting.

TOWN AND LOCAL CENTRES AND RETAIL DEVELOPMENT

- 4.25 The region's existing town and city centres should continue to be the main focus of the social and economic life of communities in East Anglia and should be the preferred location for developments which attract large numbers of people. Such concentration of facilities will support more efficient use of transport. Efforts should be made to increase the attractiveness of the towns and cities, for example through pedestrian priority, town conservation and careful treatment of public spaces and townscape, to encourage people to make the fullest use of their centres and to make them more attractive as places in which to live.
- 4.26 Concentrating facilities in town centres will be supported by enhancing their accessibility in sustainable ways. The framework for achieving this is provided by the policies in Chapter 6, which are designed to promote the increased use of more sustainable modes and their integration, the management of demand, reduction of the impact of transport on the environment and reduction of the need for car parking.
- 4.27 Retailing and leisure are key elements in sustaining and enhancing the vitality and viability of the town and city centres. With a growing population and relatively buoyant economy, the pressure for retail and leisure developments can be expected to continue. Forms of development such as factory outlets, retail warehouse clubs and multiplex cinemas may be proposed. However, the degree to which new expenditure will translate into a need for additional floorspace is uncertain. More efficient use of existing floorspace, for example through longer opening hours, Sunday trading and e-commerce, is likely to reduce the need for additional developments.
- 4.28 Concern about the impact of out-of-town shopping on existing centres and on sustainable transport patterns has grown nationally and locally. Government policy strongly favours retail and leisure development in town centres, where there is the greatest potential for public transport, walking and cycling. This requires a sequential approach to retail and leisure proposals and sets very strict criteria against which any out-of-centre proposals would need to be tested.
- 4.29 Although there may be circumstances where they fulfil an important retail need, new regional or sub-regional shopping centres (over 50,000 square metres gross) can have a

substantial impact over a wide area and severely harm the nearest main centres. There is no need for an additional regional shopping centre during the period covered by this guidance. The region already has a good range of retail centres from the sub-regional level (Cambridge, Ipswich, Norwich and Peterborough) to the larger towns such as Bury St Edmunds and King's Lynn, and the large number of small market towns serving more local needs. Moreover, East Anglia is a relatively rural region with no large conurbations generating sufficient expenditure normally needed to support such centres. Whilst the population of the region is expanding relatively fast in relation to other regions, demand is dispersed rather than being highly concentrated. When preparing regional planning guidance for the East of England the regional planning body will need to consider in which town centres major new retail development should be focused in order to reflect the advice in PPG11.

- 4.30 In addition to the emphasis on town and city centres, in order that local communities have easy access to day to day facilities and to avoid shops, services and community facilities becoming underused there is a complementary need to reinforce the vitality of local centres, such as those in suburban areas and larger villages. In some circumstances reinforcing the vitality of such centres has the potential to be an important element of strategies for meeting development needs on the basis of the sequential approach in Policy 2.

Policy 13: Town centres and retail development

Development plans and local transport plans should include policies to promote and enhance the vitality and attractiveness of city, town and local centres. Dependent on circumstances, such policies could include:

- provision for uses which attract large numbers of people, including shops, commercial and public offices and entertainment, leisure and cultural facilities;
- an emphasis on mixed use development and increased housing;
- enhancement of the attractiveness of centres through such measures as town centre management, pedestrian priority and hard and soft landscaping;
- promotion of high quality townscape with an emphasis on high quality urban design and the conservation of features of architectural or historic importance;
- provision for improved access by public transport, walking and cycling; and
- strategies for car parking.

REVIEW OF COMMITMENTS

- 4.31 The above strategy, based on sustainable development principles, implies a significant shift from existing development plan policies and the need to review existing allocations and planning permissions which have not been implemented.

Policy 14: Review of commitments

Local planning authorities should review land use allocations and unimplemented planning permissions for which renewed permission is sought in accordance with the above principles, particularly with respect to the sequential approach set out in Policy 2, the mix of uses, the efficient use of land and the level of car parking provision.

CHAPTER 5

The Main Urban Areas and Cambridge Sub-Region

- 5.1 Central to a sustainable development strategy for East Anglia is the potential of the largest urban areas, Cambridge, Ipswich, Norwich and Peterborough, to act as the primary locations for growth. Together with the major towns of Bury St Edmunds and King's Lynn, they have significant economic strengths, attractive and historic urban environments, and the capacity to accommodate further development. Limited employment opportunities and environmental constraints restrict the suitability of Great Yarmouth and Lowestoft to accommodate additional housing and the priority is to strengthen their economies. In Cambridge, Ipswich, Norwich and Great Yarmouth and Lowestoft the urban areas and their immediate surroundings cross local authority boundaries. The local authorities should therefore co-operate closely at structure and local plan levels to ensure that there are consistent and coherent policies, including with regard to the sequential identification of sites.
- 5.2 Complementing the emphasis on focusing development on the main urban areas is the need to transform their transport provision in the direction of sustainability. In the East Anglia context, they have the greatest potential for use of non-car modes. Chapters 4 and 6 give policy guidance on the integration of development and transport. The cycling, walking, public transport and traffic restraint elements should be pursued with particular vigour.

IPSWICH

- 5.3 The area focused on Ipswich is one of the parts of East Anglia with the greatest economic potential. Its strengths include:
- the internationally important port of Felixstowe with the links it gives to the European mainland;
 - mainly good rail and road communications to London, Cambridge and the Midlands;
 - the historic town centre with a range of retail, leisure and entertainment facilities;
 - the attractive rural and coastal environments of the surrounding area; and
 - a broad based economy with strengths in financial services, telecommunications, IT and engineering.

The existence of world class businesses in leading technologies has led to the emergence of technology based clusters, which, with the proposed establishment of a university, will further increase the area's attraction to investment.

Policy 15

The potential of the Ipswich urban area to develop further as one of the most economically dynamic parts of the region and a focus of growth should be maximised. Development should:

- have a strong emphasis on increased housing and the redevelopment of vacant and underused sites within the built up area; and
- respect the attractive features of the town's built environment and rural landscape.

Previously developed land around the docks provides a major opportunity to accommodate development, open up and link the town centre to the river, and further enhance Ipswich's image as an investment location.

NORWICH

- 5.4 Norwich is the largest urban area in East Anglia and acts as sub-regional centre for much of Norfolk and north-east Suffolk. It is a major regional cultural centre for tourism, sport and the arts and has a historic city centre of European importance. It has a diverse economy with strengths in financial and business services, a strong scientific/technological base in biotechnology, food technology and climate research, an important university with a planned medical school, and a prominent regional airport. Its perceived remoteness will be reduced by completion of the dualling of the A11. However, parts of the city suffer from unemployment and deprivation. The challenge is to strengthen Norwich's economy and further enhance the city to enable it to realise its potential to provide an outstanding environment and quality of life.

Policy 16

The Norwich urban area should be a focus of growth within East Anglia with a strong emphasis on urban regeneration, enhancing the historic urban environment, and addressing dereliction and deprivation. The area's economic potential should be maximised, building on its strengths in sectors such as financial and business services, food technology, tourism, the arts, higher and further education, media, shopping and services. Key elements of the development strategy should be:

- the redevelopment of vacant and underused land within the built up area in preference to and in advance of further greenfield development on its edge;
- protection of attractive areas around the periphery of the built up area;
- enhancement of the city centre; and
- consideration of the potential of Norwich Airport, including the issue of surface access.

PETERBOROUGH

5.4 Peterborough acts as sub-regional centre for an area covering the north west of the region and extending into Lincolnshire, Northamptonshire and Rutland. Located on the A1(M) and East Coast main line, the city has good communications. It has expanded substantially since the 1970s under the New Towns programme. Major employers relocated to the city and a series of townships, a high capacity road system, substantial open space and enhanced city centre facilities developed. Its combination of historic city centre, new town infrastructure and location between the South East and the Midlands gives it significant potential to develop further as a major regional employment and service centre. Key challenges are:

- to further expand the employment base to realise the city's potential to be a focus of growth within the region;
- to reorient the transport system towards non-car modes including better integration between the railway station, bus station and city centre; and
- to make effective use of vacant and underused sites.

The proposed establishment of a university will enhance the city's attractiveness to investment.

Policy 17

Peterborough should be further developed as a major regional employment and service centre building on its economic potential in sectors such as financial services, manufacturing, information technology and environmental industries. Key elements of the development strategy should be:

- the development of the Hampton township on the southern side of the city;
- the reorientation of the transport system towards an increased emphasis on non-car modes; and
- the redevelopment of vacant and underused land within the built up area in preference to and in advance of further greenfield development.

BURY ST EDMUNDS

5.6 Bury St Edmunds is the sub-regional centre for West Suffolk. It has expanded steadily over the last 30 years, boosted by a town expansion scheme and more recently by its strong and diverse economy, particularly attractive historic urban environment, and location on the A14.

Policy 18

Provision for further employment, service and housing development should be made at Bury St Edmunds. This should be done in a manner which respects and enhances the historic town centre, develops vacant and underused land around the centre more intensively in preference to and in advance of further greenfield development, and is

based on the integration of development and transport with a shift towards non-car modes.

KING'S LYNN

- 5.7 King's Lynn acts as the sub-regional centre for West Norfolk. It has a diverse manufacturing base with a strong food element. It was expanded by London overspill in the 1960s. It has an important historic centre, which has been significantly enhanced in the 1990s. Since 1992 it has had direct electrified rail services to London. Its accessibility will be enhanced by the planned major improvement of the Hardwick roundabout to the south of the town and the Thameslink 2000 project.

Policy 19

Provision should be made for further employment, service and housing development in King's Lynn. However, the level of housing development should be sustainable in terms of local employment growth. The development strategy should be based on:

- further enhancement of the central areas of the town with redevelopment and more intensive use of vacant and underused land in and around the town centre, more housing and further opening up of the waterfront; and
- new development to the south of the town, but not at the expense of redevelopment in and around the town centre.

GREAT YARMOUTH AND LOWESTOFT

- 5.8 Great Yarmouth and Lowestoft have attractive and historic town centres, the vitality of seaside resorts and the potential for the regeneration of their docklands, but suffer from relatively high unemployment and local concentrations of deprivation. This reflects the contraction of traditional industries, particularly fishing but also some tourism and manufacturing sectors. Their perceived peripherality will be reduced by completion of the dualling of the A11 and by any infrastructure improvements proposed following the Norwich to Great Yarmouth roads based study (see paragraph 6.33). In recent years they have been characterised by house building not supported by corresponding growth in employment. Environmental constraints, including high grade agricultural land and land subject to flooding, limit the scope for further peripheral expansion. Significant opportunities to enhance the economic performance of Great Yarmouth and Lowestoft include:

- the redevelopment of vacant and underused former industrial and commercial land, particularly south of Lowestoft town centre;
- improving the quality of tourist accommodation and facilities and the redevelopment of poor quality tourist facilities for alternative uses;
- regeneration under the European Union's Objective 2 Programme; and
- the Great Yarmouth outer harbour project, with its potential for roll-on/roll-off connections to Europe.

Policy 20

Great Yarmouth, Norfolk, Suffolk and Waveney councils with the support of EEDA and other regional partners should continue to develop and implement a vision for Great Yarmouth and Lowestoft which:

- is based on an understanding of the linkages between and mutual roles of the two towns and surrounding communities;
- strengthens their economic base and makes the area more attractive to inward investment;
- builds on the area's accessibility to Europe, including by the Great Yarmouth outer harbour project;
- protects and enhances the attractive historic and natural environments;
- achieves the redevelopment for an appropriate mix of uses of vacant and underused industrial and commercial sites; and
- reorientates the transport system towards an increased emphasis on non-car modes.

The level of housing development should be sustainable in terms of local employment growth.

THE CAMBRIDGE SUB-REGION

5.9 The Cambridge sub-region comprises Cambridge and the surrounding area as far as a ring of market towns¹. For the purposes of this guidance it relates to those parts of the sub-region in Cambridgeshire and Suffolk.

5.10 The sub-region has a buoyant economy based on:

- Cambridge's international reputation as an education centre;
- the concentration of research activity linked to Cambridge University, Addenbrookes Hospital and a group of independent and company research centres; and
- the 'Cambridge Phenomenon', the group of clusters in developing technologies characterised by links to Cambridge University, new business formation and inward investment.

Further employment growth is expected in such sectors as biotechnology, IT, telecommunications, tourism and services reflecting the take off and maturing of Cambridge's economy as the leading European centre for research and technology based industry and the Government's support to the research and technology based clusters.

1 St Neots, Huntingdon, Chatteris, Ely, Newmarket and Haverhill, together with Royston and Saffron Walden currently in the South East planning region.

5.11 Planning policies in the past have sought to restrain development with the objective of protecting Cambridge's historic character and to disperse both housing and employment development. While research and technology based firms have been resistant to locating far from Cambridge, housing development close to Cambridge has been constrained. Among the effects have been:

- housing development in locations further from Cambridge, unsupported by local employment;
- concerns that the characters of some villages and towns have been compromised or that development has reached limits which threatens that character;
- the extension of Cambridge's commuting hinterland with commuters overwhelmingly travelling by car;
- high land and house prices and difficulties for many people in affording housing that meets their needs; and
- skill shortages and recruitment difficulties for employers.

Much of the committed employment development is in business park locations in the countryside around Cambridge and is likely to be dependent on car access.

5.12 The importance of the Cambridge sub-region to the national and regional economy and the urgency of addressing the misfit between existing planning policies and sustainable development principles require a sub-regional strategy to be developed and to inform the review of development plans in the sub-region in advance of RPG for the East of England. The challenge is to develop a planning framework which will allow the sub-region's development needs to be met in a sustainable way, while protecting and enhancing the important environmental qualities of the city and surrounding area and achieving new development of the highest quality. The approach adopted should take account of the strong likelihood of continued employment and population growth after 2016.

Policy 21: Vision and planning framework

The local authorities, supported by EEDA and other local partners, should develop a vision and planning framework for the Cambridge sub-region which will:

- allow the sub-region to develop further as a world leader in research and technology based industries and the fields of higher education and research;
- foster the dynamism, prosperity and further expansion of the research and technology based economy;
- protect and enhance the historic character and setting of Cambridge and the important environmental qualities of the surrounding area;
- provide a more sustainable balance between rates of growth in jobs and housing, allowing the sub-region to accommodate a higher proportion of the region's housing development;

- promote a more sustainable and spatially concentrated pattern of locations for development and more sustainable travel patterns;
 - facilitate the provision of an attractive, accessible, ecologically rich countryside;
 - secure development of the highest quality;
 - provide a high quality of life and seek to avoid social exclusion, including by addressing the issue of housing affordability in the area;
 - be based on a co-ordinated approach to development, which maximises and integrates the different sources of investment; and
 - allow scope for, rather than constrain, continuing development beyond 2016.
- 5.13 The significant amount of development envisaged in the sub-region together with the relatively limited amount of land likely to be available will necessitate making efficient use of that land. Policies 1–3 with their emphasis on high quality development and making effective use of land and buildings should be applied with particular vigour. The opportunity should be taken to achieve development of the highest quality, which provides models of sustainable development.
- 5.14 The location of new development should reflect the demand for and sustainability advantages of more concentrated development and, in particular, of locations in or close to Cambridge. However, this needs to be done in a way that protects and enhances the important features of the built and natural environment of the city, its setting, and the surrounding area. A sequential approach to the identification of sites is proposed starting with Cambridge’s built up area and followed by urban extensions subject to a Green Belt review, a new settlement and development in market towns, larger villages and existing new settlements. No single option would be sufficient to accommodate the homes, schools, services, open space, business and other development needed in a sustainable way and all of the elements in the sequence will have a role to play in meeting development needs.
- 5.15 A series of independent experts appointed to consider the sub-region, culminating in the Public Examination Panel, have identified the conflict between the Cambridge Green Belt on its existing boundaries and sustainable patterns of development and movement. The justification for a review of the Green Belt is accepted. It is also agreed that a new settlement will have an essential role in accommodating development sustainably, as will market towns, larger villages, and previously established new settlements with the potential for high quality public transport to Cambridge. The Panel identified the sites previously used for defence purposes at Oakington and Waterbeach to the north of Cambridge as potential new settlement locations. However, a criteria based study is needed to evaluate the full range of options for such a settlement which would then be tested through the structure plan process.

Policy 22: Location of housing and related development

Development Plans should identify locations for housing and related development for services, schools, community facilities etc. in the following order of preference:

- i. within the built up area of Cambridge, subject to capacity and environmental considerations;

- ii. on the periphery of the built up area of Cambridge, subject to a review of the Green Belt;
- iii. in a new settlement close to Cambridge;
- iv. within the built up area of market towns, larger villages and previously established new settlements where good public transport access to Cambridge exists or can be provided, provided that growth in car commuting can be minimised;
- v. by extensions to market towns, larger villages and previously established new settlements where good public transport access to Cambridge exists or can be provided, provided that growth in car commuting can be minimised.

Policy 23: Employment generating development

Development plans should provide a range of suitable sites for employment generating development which take account of the needs of existing and future businesses. In particular, they should ensure the availability of a range of premises to allow the continued expansion of the group of research and technology based clusters with their different accommodation needs. Employment generating development should be located in locations where good public transport, cycling and walking access exists or can be provided:

- within or by extensions of the built up area of Cambridge;
- in the new settlement close to Cambridge;
- within or by extensions to the market towns.

Policy 7 provides guidance on the extension of the clusters of research and technology based industries beyond Cambridge and its immediate vicinity.

Policy 24: Green Belt review

A review of the Cambridge Green Belt should be carried out and any proposals for changes to its boundaries included in development plans. The review should start from a vision of the city and of the qualities to be safeguarded. It should consider how far the Green Belt is fulfilling relevant green belt purposes and its influence on settlement form. Where land is fulfilling such purposes, development plans should include proposals for its use on the basis of the objectives set out in paragraph 1.6 of PPG2.² If sites could be released without significant detriment to Green Belt purposes, their suitability for development should be assessed against criteria including proximity to public transport, employment and services and environmental quality.

Policy 25: New settlement

Proposals for a new settlement with the potential for construction to start by 2006 should be brought forward through the Cambridgeshire and Peterborough Structure Plan. The plan should define the role of such a settlement within the sub-region, its initial size and broad location, and provide guidance on its early implementation. It

² Access to the countryside for the urban population, outdoor sport and recreation, landscape enhancement, improvement to damaged and derelict land, nature conservation, agriculture and forestry.

should be designed with the potential for further longer term expansion, if needed. The site should be identified on the basis of criteria including:

- proximity to Cambridge;
- location on or facilitating the provision of high quality public transport;
- the avoidance of national nature and historic environment designations;
- the avoidance of major groundwater protection areas and floodplain;
- making maximum use of previously developed land; and
- the avoidance of loss of high quality agricultural land as far as possible.

5.16 The above principles represent a substantial shift from existing policies. To develop the vision and planning framework the local authorities in the Cambridge sub-region, with the support of the regional planning body, East of England Development Agency and Government Office for the East of England, should carry out linked studies to inform the review of development plans, particularly the Cambridgeshire and Peterborough Structure Plan. In addition to the Green Belt review and new settlement³, these studies should also consider the capacity of the Cambridge built up area and the potential of market towns, larger villages and previously established new settlements to accommodate additional development in sustainable ways which protect and enhance environmental character.

5.17 The studies of development options should be complemented by a study of how development is to be implemented effectively (including the provision of guidance on a fast track approach to development of the new settlement) and appropriate infrastructure secured (particularly transport infrastructure but also the full range of social infrastructure, including health, education and leisure and recreation facilities). The limited existing allocations and permissions for housing, the speed with which they are being implemented and the lead times to bring forward new allocations, means that a shortage of development capacity is likely towards the middle of the period covered by this guidance. The studies and the review of development plans therefore need to be carried out with urgency.

5.18 As indicated in paragraph 5.12, the studies should inform the review of development plans in the Cambridge sub-region in order that short to medium term development needs are addressed. The studies should also look to post 2016 needs and put forward development options within the Cambridge sub-region as an input to the study of the London/Stansted/Cambridge sub-region proposed in the RPG for the South East. The Regional Planning Guidance for the East of England will need to review the planning framework for the Cambridge sub-region in the light of the studies together with the results of monitoring and other changes and clarify how this will contribute to any wider planning framework for the London/Stansted/Cambridge sub-region.

3 It is understood that this work is considering the option of a second new settlement. It is appropriate that it should do so but any proposals for a second new settlement should relate to the longer term and be brought forward and considered through the RPG for the East of England.

SELECTIVE MANAGEMENT OF DEVELOPMENT

- 5.19 The approach developed through this guidance will provide additional development capacity in the sub-region, but development pressures close to Cambridge will remain intense. There is, therefore, a need for continued selective management of growth with discrimination in favour of uses which have an essential need for a Cambridge location, such as for higher education, related to the development needs of the research and technology based clusters, or providing services to the local population.

Policy 26: Selective management of development

Development plans should continue to include policies for the selective management of development within the area close to Cambridge, discriminating in favour of uses that have an essential need for a Cambridge location.

CHAPTER 6

Sustainable Transport

- 6.1 The Secretary of State recognises that the timing of this review of RPG6 has not allowed for the inclusion of all the elements of a regional transport strategy in accordance with the guidance set out in PPG11 (see chapter 1). This chapter provides the bare bones of such a strategy which needs to be developed further to provide the clear regional dimension and strategic policies to guide local authorities and others as required by PPG11 and PPG13, the 1998 White Paper *A New Deal for Transport: Better for Everyone*, subsequent transport policy statements and guidance and *Transport 2010, The Ten Year Plan*.

DEVELOPING A REGIONAL TRANSPORT STRATEGY FOR THE EAST OF ENGLAND

- 6.2 Further work on the strategic aspects of transport in East Anglia should be set in the context of a full regional transport strategy for the East of England. The Secretary of State expects work to be taken forward as soon as possible by the regional planning body and partners, so that a fully-developed transport strategy forms an integral part of the regional planning guidance for the East of England.
- 6.3 The strategy should recognise the special characteristics of East Anglia, as set out in Chapter 2, including dispersed settlement patterns, economic opportunities in the Cambridge sub-region and other major towns, the relative remoteness of the peripheral areas with their regeneration needs, links with Europe and neighbouring regions, and environmental sensitivities. Chapter 2 also draws attention to the strengths and weaknesses of East Anglia's transport networks. Taking account of these considerations, the transport strategy should:
- identify regional priorities for transport investment and management across all modes to support the development strategy;
 - assess the existing and future roles of the strategic road and rail communication links, and their contribution to the economic development of the region;
 - identify main routes and areas for promotion and improvement of public transport;
 - consider the future roles of ports and airports serving the region, and priorities for transport routes to them;
 - provide strategic advice on the development of an integrated freight distribution network;

- set public transport accessibility criteria for regionally or sub-regionally significant development;
 - encourage demand management solutions tailored to urban and rural areas, including measures for reducing impact of traffic;
 - advise on the approach to be taken to standards for the provision of off-street car parking, consistent with PPG13; and
 - provide guidance on the strategic context for demand management measures such as congestion charging and workplace parking charges.
- 6.4 Until a full regional transport strategy is developed for the East of England, the policies in this chapter should be applied in East Anglia. In the absence of a specific policy, national policies and guidance apply.

SUSTAINABLE TRANSPORT

- 6.5 A sustainable transport strategy, which reconciles environmental, economic and social considerations, should:
- improve accessibility to and within the region;
 - increase opportunities for travel by sustainable transport modes and consider the opportunities provided by IT and telecommunications;
 - reduce the need to travel through an integrated approach to land use and transportation planning; and
 - improve safety and security on the region's transport network.
- 6.6 Trends in development patterns and car ownership over the last 30 years have led to travel patterns which are reliant on private motor vehicles. In the interests of the whole of the travelling public, including the motorist, these trends cannot be supported in the longer term. Sustainable transport policies at regional and local level should contribute to the management of traffic growth and travel demands, while widening choice and accessibility for all. This objective requires policies and actions which reduce the need to travel, especially by car, and encourage alternative means of transport which minimise environmental impact.
- 6.7 Sustainable transport is only one, important, element of sustainable development. A key consideration is the benefit to be gained from enhancing the competitiveness of East Anglia in terms of providing employment, maintaining services and promoting a high quality of life. In addition, the issues differ greatly across the region, particularly between rural and urban areas and hence priorities may differ according to local circumstances. To ensure that the differing needs of both rural and urban communities are met, all measures should seek to ensure an appropriate balance between: maximising efficiency; maximising accessibility; minimising environmental impact; promoting economic development; and maximising safety.

SUPPORTING THE DEVELOPMENT STRATEGY

- 6.8 The development strategy set out in Chapters 4 and 5 focuses new development on the main cities and larger towns and promotes urban renaissance, the use of previously-developed land, the vitality and viability of town centres, and the integration of housing, employment and services. Such a strategy is intended to make the best use of existing transport infrastructure and networks, and over time will both reduce the rate of growth in travel demand and encourage more sustainable modes: walking, cycling and use of public transport.
- 6.9 The implications that the travel demand generated by development have for increased use of more sustainable transport modes should be emphasised. Particular attention should be given to the potential of walking as the most important mode of travel at the local level and the scope to build on the relatively high existing levels of, and strong potential for, cycling in East Anglia, reflecting the region's relative dryness, flatness and the moderate size of its urban areas. Within the broad development strategy, local planning authorities should develop public transport, walking and cycling accessibility profiles to guide development to locations which are accessible by a choice of means of transport.

Policy 27: Increasing opportunities for more sustainable travel modes

Local transport plans and development plans should seek to minimise demand to travel and improve choice of more sustainable travel modes for businesses and individuals, by including measures which:

- encourage walking and cycling through the development of comprehensive networks of safe, direct and attractive routes, particularly in and around town centres and linking residential areas, schools and other local facilities and by providing cycle parking and other facilities;
 - develop long-distance footpaths and cycle paths, with links to major settlements;
 - where appropriate, give priority to walking, cycling and public transport in terms of road space and junction design;
 - enhance public transport (bus and rail) through measures to improve reliability, frequency, accessibility (particularly for people with disabilities), coverage and travel information;
 - increase opportunities for integration by developing (in co-operation with transport operators and others) high quality interchange facilities at and between bus and rail stations (particularly at the key locations of Cambridge, Ipswich, Norwich, Peterborough, Bury St Edmunds, King's Lynn, Great Yarmouth and Lowestoft);
 - where appropriate, develop bus and rail based park and ride, in particular schemes that maximise the use of public transport; and
 - encourage rail freight (see Policy 30).
- 6.10 Policies to encourage these more environmentally sustainable modes of travel need to be matched by a strategic approach to managing demand for less sustainable modes. One of the key issues is the availability and cost of car parking, which has a major influence on the

choice of means of transport. Parking provision, controls and charging should be complementary to planning policies for the location of development, and a consistent approach is needed to avoid rivalries between different towns and local authorities.

Policy 28: Parking

The full regional transport strategy for the East of England in accordance with the principles set out in PPGs 3 and 13, should provide a regional context for parking (taking adjoining regions into account), which should include:

- maximum parking standards for commercial, retail and leisure development;
- measures for managing the public car parking stock including the use of pricing mechanisms to encourage alternative travel modes;
- consideration of bus and rail based park and ride; and
- support for central area parking policies through the management of adjacent on-street parking.

RURAL AREAS

- 6.11 Dispersed patterns of development mean many rural communities across the region do not have sustainable travel alternatives to car-based transport. Cars will remain vital to the quality of life in rural areas, but around one in five households in East Anglia do not have regular access to a car. It is particularly important, therefore, that innovative and socially inclusive solutions for improving accessibility are developed through local transport plans. Demand management is an issue especially where there is tourist pressure, such as the coastal areas of Norfolk and Suffolk, and where traffic causes problems for local communities and the natural and built environment.

Policy 29: Rural areas

Local authorities should:

- work with the voluntary sector and others to encourage innovative local transport initiatives like Dial-a-Ride and multi-use community transport;
- explore opportunities to reduce the need to travel by improving the local availability of services and through encouraging the development of telecommunications infrastructure and technological skills.

FREIGHT

- 6.12 The full regional transport strategy should facilitate the development of an integrated network for sustainable distribution, which reflects the location of major rail/road distribution centres and the need for links between east coast ports, airports and the rail and road networks. Land use and transport strategies for freight should encourage an increase in the proportion of freight moved by rail and water.

Policy 30: Sustainable distribution

In advance of the strategic advice in the full regional transport strategy, local transport plans and development plans should:

- encourage greater use of the rail freight network by developing opportunities for the movement of goods by rail, encouraging businesses to use rail freight, and supporting the development of national and international rail networks;
- identify and protect, where appropriate, existing and potential sites and facilities for rail and water-borne freight.

PORTS

6.13 The 1998 White Paper set out the following aims for integrated ports:

- to promote UK and regional competitiveness by encouraging reliable and efficient distribution and access to markets;
- to enhance environmental and operational performance by encouraging the provision of multi-modal access to markets;
- to make the best use of existing ports infrastructure, in preference to expansion wherever practicable; and
- to promote best environmental standards in the design and operation of ports, including where new development is justified.

6.14 The Government is preparing a policy paper to expand on these aims. The regional transport strategy should give a strategic steer on the future roles of ports in the East of England, that reflects their importance to local, national and regional economies, in the light of the ports policy paper. In view of the substantial changes in the ports industry over the last three decades, a study of ports and shipping in the South East and East of England is needed to underpin the development of that longer-term perspective.

AIRPORTS

6.15 The 1998 White Paper announced that the Government intended to take a strategic view of UK airports policy within the framework of sustainable development principles, looking some 30 years ahead. A study of airports in the South East and East of England commenced in March 1999. The outcome of this and other regional airports studies, and of the Heathrow Terminal 5 inquiry together with other work, will feed into a White Paper which will set the long-term context for the role and future development of airports in the East of England.

THE ENVIRONMENT

6.16 The adverse environmental impacts of transport need to be minimised. This requires the protection of natural resources including air, water, natural habitats and non-renewable

resources such as land, minerals and fossil fuels. Environmental impact must be taken into account from the earliest stages of a project, and there will be a strong presumption against harming sensitive sites. All major projects likely to have significant environmental impact will be subject to a formal impact assessment in accordance with EU legislation and UK regulations.

Policy 31: Reducing the impact of transport on the environment

Local transport plans should give priority to:

- maximising energy efficiency and minimising emissions by promoting sustainable travel opportunities;
- maximising the use of existing transport infrastructure and only proposing or supporting new projects where they respect the countryside, valued landscapes, natural habitats and mineral resources; and
- maintaining and enhancing the quality of the built environment by reducing noise and air pollution, vibration and the visual impact of transport.

CHANGING ATTITUDES

- 6.17 The policies in this chapter cannot be successfully implemented unless the underlying sustainability principles are reflected in the use of the transport system. Local authorities have a major role to play in raising awareness of sustainable transport issues.

Policy 32: Raising awareness

Local authorities should continue to take action through the East of England TravelWise organisation and other national initiatives to encourage individuals and public and private sector organisations to consider the full implications of the travel choices they are making. Other local travel awareness campaigns should be developed.

- 6.18 Travel plans provide the framework for local authorities and other public bodies, businesses, the health and education sectors, the retail and leisure industries and others to promote sustainable approaches to travel by their staff and visitors.

Policy 33: Travel plans

Local authorities should:

- promote the development of travel plans for existing organisations; and
- in accordance with the advice in PPG13, set out in their development plans the circumstances in which development proposals should be accompanied by travel plans.

TRANSPORT INVESTMENT

- 6.19 Investment will come from a range of public and private sources, including private finance initiatives, DETR funding for local transport plans and trunk roads, DETR freight grants, Railtrack, the Strategic Rail Authority, partnership arrangements with transport operators

and other private sector companies and contributions from developers through planning obligations. *Transport 2010, The Ten Year Plan* sets out plans for greatly increased public and private funding totalling £180 billion in the ten years from April 2001, including capital investment of £121 billion, an increase of almost 75% in real terms compared with the preceding ten years. It is important to ensure that contributions from developers towards infrastructure provision are closely integrated with public investment. The main aim of regional investment policy will be to maximise the funds available and ensure these are used effectively to secure the safe and efficient movement of goods and people consistent with sustainable and integrated transport policies. This should include maintaining the existing infrastructure, which represents a significant asset.

- 6.20 The partnership approach, involving public and private sector groups, the voluntary sector and local community groups, is essential for the successful development and implementation of integrated and sustainable transport strategies. It opens up the opportunity to develop programmes which facilitate the implementation of transport policies, establish consensus and ownership, and could lead to additional finance to fund projects.
- 6.21 Promoting partnership with the voluntary sector and community groups will be particularly important where the opportunities for integrated, sustainable transport solutions and resources are limited. This is particularly relevant in the rural areas of East Anglia where there will be a need to promote innovation and community involvement in securing transport provision for the whole community.

SETTING PRIORITIES

- 6.22 The regional transport strategy should prioritise investment which promotes the region's economy, supports integration and choice of travel modes and manages the transport network more effectively.

Policy 34: Objectives for investment programmes

Transport projects will not be endorsed in the regional transport strategy unless they achieve at least one of the following objectives (not in priority order):

- support for the implementation of the development strategy;
- means of tackling environmental and safety issues;
- the accommodation of inter-urban and intra-urban travel by means other than traffic capacity (unless the increase in capacity achieves other objectives);
- increased investment in public transport which will promote its greater use; and
- the integration of local and national bus, rail and cycle networks.

Policy 35: Managing and Maintaining Existing Infrastructure

Optimum use should be made of the existing infrastructure by maintaining it to an appropriate standard to meet the needs of users. The structural maintenance of bridges and primary routes will be of key importance in developing a regional maintenance strategy, but this must be supported by management and maintenance strategies in local transport plans for the rest of the network of roads, footways and cycle ways. An

adequate level of maintenance will be necessary to ensure safe travel particularly for pedestrians, cyclists and people with disabilities.

DEVELOPING AND IMPROVING TRANSPORT LINKS WITH OTHER AREAS

- 6.23 East Anglia's links to the rest of the UK and mainland Europe are through its strategic road and rail routes, as well as ports and airports. The maintenance and improvement of these links are essential to maintaining and improving the region's economy.
- 6.24 The following strategic routes and termini within the region have been designated as part of the Trans-European Network:
- the London-Edinburgh high speed rail link (East Coast Main Line);
 - conventional rail links between Norwich, Ipswich, Felixstowe, Stratford International and London, Great Yarmouth to Norwich, Ely, Peterborough and beyond, and King's Lynn to Cambridge and London;
 - Stansted and Norwich Airports; and
 - A1, A12 (south of Ipswich), A14 and A47.

The regional planning body should indicate priorities for improvement to these strategic road and rail links, together with service improvements (including through rail services to Europe via the Channel Tunnel for passengers and freight, and long distance coach services to other regions) which would enable the network to function more effectively for inter-regional movements.

- 6.25 Other potential improvements to be considered in the context of the regional transport strategy include:
- the continued development of sea ports at Felixstowe, Ipswich, Lowestoft, Great Yarmouth and King's Lynn and associated services for rail freight;
 - the development of facilities to integrate rail-based and sea-borne freight services; and
 - the expansion of Stansted and Norwich airports and associated rail and road connections, to be informed by the proposed Airports White Paper, for passengers and freight.

NEW INFRASTRUCTURE

- 6.26 Increases in road capacity to meet predicted demand, without complementary demand management measures, may delay the adoption of sustainable solutions. Improvements to road capacity will therefore only be supported when other options including making better use of existing roads have been fully appraised, and when the quantified benefits outweigh any environmental or other disbenefits. All major infrastructure projects should be appraised against the five criteria of environmental impact, safety, economy, accessibility, and

integration, in accordance with national guidance set out in the government's New Approach to Appraisal (NATA). Projects should therefore be designed to achieve:

- the relief of localised environmental problems and the protection of environmental resources;
- safety benefits;
- enhanced economic competitiveness;
- improved conditions for pedestrians and cyclists and access to public transport.

The integration objective requires that projects are developed in a way that considers the potential for other modes in isolation or in combination to contribute to the achievement of objectives and to take account of the interactions between transport and other Government policy objectives such as the reduction of social exclusion.

6.27 Local transport plans should include integrated measures (urban and rural) to manage demand and provide sustainable choices at the local level. Investment decisions at local level will need to take into account the availability of finance, and be prioritised to support and promote integrated and sustainable strategies which recognise the attractiveness of the different modes of travel in the following priority sequence:

- walking and cycling;
- bus and rail based public transport and rail freight;
- taxis and car pooling;
- essential motor vehicles to support business activity and everyday needs where there is no reasonable alternative (as will often be the case in rural areas);
- heavy goods vehicles and powered two-wheel vehicles, and
- other motor vehicles.

STRATEGIC PRIORITIES FOR ROAD AND RAIL INFRASTRUCTURE

6.28 Figure 1 shows the key transport corridors in the region. Investment to enhance the strategic road and rail network should be based on the following strategic priorities which reflect the development strategy for East Anglia:

- the provision of high-standard road and rail links to support regeneration of the north and east of the region;
- infrastructure to support the sustainable economic growth of the Cambridge Sub-Region and other key development locations identified in Chapters 4 and 5;
- improved east-west links across the region;

- the relief of key bottlenecks on the road and rail networks; and
- the achievement of safety and environmental improvements for communities.

IMPROVEMENTS TO THE STRATEGIC ROAD NETWORK

6.29 To reflect these priorities the following order of priorities for trunk roads has been identified:

- i. the completion of the dualling of the A11 to Norwich, and the improvement of the A47 between Norwich and Great Yarmouth;
- ii. improvements to the A14; and
- iii. improvements to the A47 between the A1 and Norwich.

6.30 These routes, together with the A1/A1(M), the A12 south of Ipswich and the M11, form the core trunk road network in East Anglia and the Highways Agency will remain responsible for their operation. Other trunk roads, including the A10, A12 north of Ipswich, A17, A134 and A140 will be detrunked (as proposed in *A New Deal for Trunk Roads in England*, July 1998, following the Roads Review). It will be for local authorities to consider, as part of the integrated approach to transport provision through their local transport plans, what localised improvements may be required to address specific economic development, safety, accessibility and environmental problems on these routes.

6.31 Reflecting the above priorities, the following trunk road projects in East Anglia have been included in the Government's Targeted Programme of Improvements (TPI):

A11 Roudham Heath to Attleborough – dualling
A11 Fiveways to Thetford
A11 Attleborough Bypass dualling
A14 Rookery Crossroads – grade-separated junction
A47 Thorney Bypass

A scheme to ease congestion at the A47 Hardwick Roundabout, King's Lynn, is also to be taken forward. The dualling of the A428 between Caxton Common and Hardwick will be partly funded by contributions from the developer of the new settlement at Cambourne, west of Cambridge.

IMPROVEMENTS TO THE STRATEGIC RAIL NETWORK

6.32 The Ten Year Transport Plan proposes major enhancement of the rail network to provide additional capacity to meet demand for increased use by passengers and freight so reducing future road congestion. The shadow Strategic Rail Authority (sSRA) has been established to provide strategic direction for the railways and to promote their development. SSRA strategies will be informed by regional transport priorities.

Policy 36: Rail Investment Priorities

The following rail projects, either already in investment programmes or capable of being implemented by the expected level of investment in the Ten Year Transport Plan, should

be progressed, subject to satisfactory appraisal, the completion of statutory processes and the availability of finance:

- Thameslink 2000 (which would be used by services from Cambridge, King's Lynn and Peterborough to London and beyond);
- Channel Tunnel Rail Link, including Stratford International Station;
- East Coast Main Line upgrade;
- an East-West rail link through London, such as CrossRail (which would improve the accessibility of Ipswich and Norwich to London and beyond); and
- the upgrade of the line from Felixstowe to Ely, Peterborough and Nuneaton to provide extra capacity for rail freight from Felixstowe to the North and Midlands so avoiding London.

The following project is a priority for East Anglia and should be included in investment programmes by the sSRA and others, subject to satisfactory appraisal, the completion of statutory processes and the availability of finance:

- East-West rail link north of London by the reinstatement of lines between Cambridge and Bedford. (This scheme is being promoted by a consortium of local authorities. It would give access to a range of new rail routes linking radial lines north of London and between East Anglia and such towns as Oxford and Milton Keynes.)

MULTI-MODAL STUDIES

- 6.33 A number of multi-modal studies are being taken forward in the region, involving extensive public consultation, steered initially by groups of regional stakeholders and managed by the Government Office for the East of England. The Ten Year Plan for transport provides the resources to implement decisions arising from the multi-modal studies. The studies will report to the regional planning body on affordable and deliverable solutions to the most pressing problems on the network. The regional planning body will draw on their findings to set out regional priorities for transport investment and management across all modes for inclusion in the regional transport strategy as an integral part of the Regional Planning Guidance for the East of England. Through this process further strategic road and rail improvements are expected to come forward, together with complementary measures to manage demand and promote sustainable transport choices. Studies affecting East Anglia are:

Tranche 1

- **Cambridge-Huntingdon:** the study will consider solutions to congestion and safety problems in the corridor around the A14 which is subject to substantial development pressure. It is expected to report in early 2001.

Tranche 2

- **London-South Midlands:** a wide area study which will consider the M1, A1 and M11 corridors and adjacent rail links and the needs of east west travel in the broad area

between the M25 and the A14. It will address congestion, development pressures, access to urban areas and the scope for modal shift. It is expected to report in Autumn 2002.

- **London-Ipswich:** a corridor with development pressures, congestion (road and rail) and safety problems. It is expected to report in Spring 2002.
- **Norwich to Great Yarmouth:** a predominantly roads-based study to consider solutions to congestion and safety problems on single carriageway sections of the A47 route, but also taking into account the contribution of the rail links to Great Yarmouth and Lowestoft. It is expected to report in early 2001.

Tranche 3

- **West of Norwich:** this study, which will focus on the A47 between Norwich, King's Lynn and Peterborough, is expected to be commissioned and led by the regional planning body for the East of England and to start in 2001/02.

CHAPTER 7

Environment

- 7.1 East Anglia contains some of Britain's finest scenery and many outstanding areas for wildlife. It is a region of contrasts, from the fens in Cambridgeshire in the west, through the open heaths and lowland woods of Breckland and the undulating landscape of mid Suffolk and Norfolk to the Broads and the sandy beaches on some 155 miles of coastline. The East Anglian environment includes many features that contribute to its diversity and interest. These include a sense of spaciousness in the landscape; the impact of the river valleys; the character and setting of the towns and cities; and the ecology of the wider countryside. It has a distinct built heritage associated with the main towns and cities and the rural market towns and villages, many of which can trace their history back to Saxon times and beyond. It is essential that East Anglia's special nature and the natural, cultural and archaeological characteristics of its landscape be retained.

Policy 37: General management principles for conserving and enhancing the natural, built and historic environment

To conserve and enhance the important aspects of East Anglia's natural, built and historic environment, development plans should reflect the following principles:

- the natural, built and historic environment should be conserved and enhanced by positive management and by protecting it from development likely to cause harm;
- all important aspects of the countryside, including individual features, special sites and the wider landscape should be protected for their own sake;
- regional and local distinctiveness and variety, based on a thorough assessment of local character and scrutinised in depth through the development plan system, should be conserved and enhanced whenever possible;
- planning for development should provide effective protection of the environment by integrating a site-based approach with a more broadly based concern for and awareness of biodiversity and other environmental issues, including light and noise pollution;
- damaged and lost environmental features should be restored whenever possible; and
- a common approach should be taken to landscape and character issues which cross local planning authority boundaries.

THE NATURAL ENVIRONMENT

- 7.2 Some of the more important aspects of East Anglia's natural environment are protected by formal designations. These include the Broads, the Areas of Outstanding Natural Beauty (AONBs) including the Heritage Coasts, Ramsar Sites (Wetlands of International Importance), Special Protection Areas, Special Areas of Conservation, National Nature Reserves, Sites of Special Scientific Interest (SSSIs) and Environmentally Sensitive Areas.

Policy 38: Protection of designated areas

Development plans should give priority to protecting and enhancing areas designated at international or national level for their intrinsic importance in terms of nature conservation or landscape quality. They should also ensure that policies and proposals for areas covered by these designations are integrated with other strategies.

Development likely to significantly affect sites of international importance for nature conservation should be allowed only if there are no alternative solutions and only if there are imperative reasons of overriding public interest. If such development is allowed then compensatory measures, necessary to ensure that the overall coherence of Natura 2000 is protected, must be provided. Development likely to significantly affect Sites of Special Scientific Interest should only be allowed if the benefits clearly outweigh the nature conservation value of the site.

- 7.3 Not all the important landscape and wildlife sites in East Anglia are covered by national designations and positive steps should be taken to conserve and enhance all areas that are important for landscape or wildlife reasons. To assist in their identification, local authorities have included local landscape designations in development plans (for example, Special Landscape Areas) and the Countryside Agency and English Nature have identified areas of distinct landscape, wildlife and natural features. While local countryside designations provide a useful starting point for developing more informed policies to help shape the future of these areas, they should only be used when they are soundly based on a formal assessment of the qualities of the countryside.

Policy 39: Local environmental designations

Local planning authorities should take positive steps to conserve and enhance areas covered by local landscape and wildlife designations, such as Special Landscape Areas, Local Nature Reserves and County Wildlife Sites, as well as other features of local distinctiveness in the wider countryside. Designations shown in development plans should be re-assessed in consultation with the designating body when plans are reviewed and removed if they do not have policy justification or added to or amended as necessary.

THE BUILT AND HISTORIC ENVIRONMENT

- 7.4 East Anglia is exceptionally rich in historical assets, many of which are outside the historic cores of settlements. The great wealth of the region in the Middle Ages, when Norwich was the second city in England after London, produced built heritage of outstanding quality. Many historic settlements have remained intact because the area was not subsequently industrialised, and this makes it quite special. There are over 32,000 listed buildings in East Anglia and over 550 conservation areas. In addition the density of medieval churches scattered throughout the region is exceptional in the national context. There has been continuity of human activity in the region from the Neolithic period resulting in an

outstanding archaeological record including some 900 scheduled monuments. There are some of the finest country houses in England - for instance, Burghley House, Holkham Hall and Houghton House and 95 parks and gardens on English Heritage's register.

Policy 40: Conservation of East Anglia's built and historic environment

Development Plans should contain policies to protect the built and historic heritage and manage change in a way that respects local character and distinctiveness, by conserving and maintaining historic and archaeological resources, and by ensuring that new development respects and enhances local character.

BIODIVERSITY

- 7.5 The UK Biodiversity Action Plan contains specific targets designed to meet the national sustainable development objective of reversing the decline in wildlife and habitats. Local Biodiversity Action Plans are a means of translating the national Biodiversity Action Plan into effective action at the local level, as well as identifying locally important species and habitats, and local planning authorities should be actively involved in their preparation and implementation. The East of England Biodiversity Forum was set up in October 1999 to provide expert advice on biodiversity issues.

Policy 41: Local Biodiversity Action Plans

Local planning authorities should take positive action to achieve the targets set in national and local Biodiversity Action Plans through planning decisions and by adopting appropriate policies and targets in development plans. They should also incorporate targets set in national and local Biodiversity Action Plans into existing initiatives and review their adopted land-use policies to ensure that they do not damage biodiversity. The development plan process should also be used as a mechanism to monitor the progress towards meeting the targets set in Biodiversity Action Plans.

- 7.6 East Anglia has seen dramatic changes in habitats and species due to the impact of human activity. Seventy-five per cent of Breckland Heaths have been lost in the last century, and 97 per cent of wetlands in the Fens have disappeared since 1650, with 40 per cent lost since 1930. Losses still continue - over 46 per cent of the saltmarsh on the Stour and Orwell estuaries has been lost in the last 25 years. Over 100 species, including the Norfolk damselfly and the red-backed shrike, have disappeared from East Anglia this century, while others, like the red squirrel, maintain a tenuous foothold. This makes what remains all the more precious. The RPG for the East of England will need to identify and take account of the regional distribution and sub-regional concentrations of priority habitats and species, and the internationally or nationally designated areas, to inform the regional spatial strategy.
- 7.7 Priority for conservation in East Anglia should be given to those species and habitats for which the region has a significant proportion of the UK total. This is essential if action at the local level is to meet the goal of conserving national and ultimately global biodiversity. The habitats for which East Anglia has a significant proportion of the UK total are fens, reedbeds, saltmarsh, estuaries, shingle, grazing marsh, coastal lagoons and heathland.

Policy 42: Safeguarding and creating habitats

Local planning authorities should safeguard threatened habitats and create new habitats characteristic of East Anglia by including relevant policies and proposals in development plans and by working jointly with others on non-statutory management

plans. Priority should be given to those habitats for which East Anglia has a significant proportion of the UK total.

THREATS TO THE ENVIRONMENT

- 7.8 East Anglia has significant environmental diversity, but losses to its environment have had a detrimental impact on its biodiversity, the built heritage and characteristic landscapes. The rapidity of new development in the recent past, and the intrusion of much of this in the open landscape, higher than average rates of traffic growth and the intensity with which agriculture is pursued have all had a particular impact on East Anglia. It is essential that the region remains an attractive place in which to live and work both for its own sake and because of the importance this has for attracting inward investment and tourism.
- 7.9 Population growth and rising living standards have placed increasing demands on East Anglia's water resources. The resulting increase in groundwater abstraction in environmentally sensitive wetlands continues to be a particular cause of concern. Local planning authorities are encouraged to continue to discuss water-related issues with the Environment Agency, water companies and conservation organisations to assess the scale of the problem and address possible solutions. A thorough audit of the effects of water abstraction would assist in this. Chapter 8 discusses water resource issues in more detail.
- 7.10 Sea and fresh water flooding and coastal erosion are problems in low-lying coastal areas and fenlands, as well as within river floodplains. The problem will be exacerbated even if there is only a small rise in the sea level as a result of climate change. Continuing to improve defences as levels rise would involve considerable public expenditure and managed retreat, with resources being concentrated on the most valuable assets at risk, may be the only alternative. This may well have environmental benefits in terms of creating new wildlife habitats and replacing others that have been lost. The Environment Agency and local authorities have prepared shoreline management plans in partnership with others with coastal responsibilities, covering the coast from the Norfolk/Lincolnshire boundary to Harwich, Essex.

Policy 43: Shoreline Management Plans

Shoreline management plans should be reviewed on a 5-10 year cycle, based on the best scientific advice available at the review date and their proposals incorporated into development plans. Coastal local planning authorities should also investigate and pursue opportunities for managed retreat through both shoreline management plans and development plans.

- 7.11 Climate change is likely to have significant implications for East Anglia within the timescale of this guidance. These include an increased likelihood of fluvial, estuary and coastal flooding but also a greater susceptibility to air pollution caused by temperature inversion and photochemical reactions. In addition, the demand for water will increase and the availability of water resources is likely to reduce. As a result the management of water resources will become increasingly crucial in achieving a proper balance between the needs of the environment and those of abstractors and other users. In particular there will be a need to plan for and alleviate any low flow problems. The carrying capacity of river catchments will be critical in determining where this is likely to occur. To help plan for this there will be benefits in developing closer links between the Environment Agency's Local Environment Action Plans and local authority development plans.

Policy 44: Development in areas at risk from flooding

Development proposals should be resisted in floodplains and in areas at risk from flooding or coastal erosion. In identifying such areas, local planning authorities should have regard to the flood plain maps provided by the Environment Agency and to guidance published by DETR. The flood return period and continuing advice on the potential impacts of climate change scenarios should also be considered. Development plans should also promote the use of sustainable urban drainage solutions (SUDS) and local planning authorities should produce detailed supplementary planning guidance to facilitate their adoption.

THE COAST

- 7.12 East Anglia's coast stretches some 155 miles from the Stour to the Wash, much of it undeveloped and of great environmental value. There are short lengths of developed coast in the ports and resorts. The North Sea is a significant hydrocarbon province and there are important oil and gas developments off the coast.

Policy 45: Development in coastal locations

Development plans and shoreline management plans should emphasise the need to protect and enhance the biodiversity, natural character, recreational value and landscape quality of the East Anglian coast. Development plans should not make provision for development in open areas of the coast unless there is no alternative location. If such development is provided for, it must not affect sites of international, national or local importance for their landscape or nature conservation value and must be compatible with policies recommended in shoreline management plans.

- 7.13 In producing development plans, local planning authorities should be mindful of the Environment Agency's policy for the protection of flood plains and the implications for shoreline management plans. This aims to protect areas at risk from flooding from inappropriate development and to minimise development which might compromise the flood defence system.
- 7.14 To ensure that future coastal schemes are fully compliant with the requirements of the Habitats Regulations, operating authorities are required to complete Coastal Habitat Management Plans (ChaMPs) for relevant coastal areas. These plans, which are to be completed with input from English Nature, will identify the flood and coastal defence measures required to protect sites of international nature conservation importance (Natura 2000 sites and Ramsar sites). Separately, Water Level Management Plans provide a means by which the water level requirements for a range of activities in a particular area, including agriculture, flood defence and conservation can be balanced and integrated. MAFF has published High Level Targets for flood and coastal defence that seek to achieve a more certain delivery of Government policy and encourage best practice.

Policy 46: Protection of coastal sites

Policies in development plans for the protection of coastal sites should be based on the principle that if it is possible and sustainable to protect an important site without causing adverse impacts elsewhere, then it should be protected. If, however, it is not possible to protect such sites and habitats in situ, shoreline management plans and development plans should include proposals for their long-term replacement. Such proposals should ensure that replacement habitats are in place in advance of the loss of

the original habitat, are as close to existing areas as possible and are secure from saltwater flooding. Where threatened sites and habitats cross local authority boundaries, the local planning authorities concerned should adopt mutually supportive policies to protect them.

- 7.15 A large area of East Anglia depends on existing flood and coastal defences. Internal Drainage Boards, the Environment Agency and maritime district councils are responsible for maintaining and improving these defences where economically viable, technically feasible and environmentally acceptable. The Environment Agency and coastal district councils are responsible for maintaining and improving coastal defences while the Agency, Internal Drainage Boards and other local authorities all have flood defence responsibilities inland.
- 7.16 Man-made structures such as coast protection and flood defence works can interfere with the natural coastal processes. The influence of artificial coastal structures can have impacts both locally and at a distance from the site of the structure. A range of operating authorities install coast protection and sea defence structures. There is a need for integration between coastal defences and land use planning for issues such as economic development, tourism, recreation etc. To reflect the need for integration the Anglian Coastal Authorities Group (ACAG) is set to monitor and co-ordinate sea defence.

Policy 47: Sea defences

Development plans should give guidance to new developments as to how to avoid the need for costly new sea defences and should seek to avoid hard sea defences in the open coastal areas. They should identify, and contain, appropriate policies for areas liable to flood risk.

AGRICULTURE

- 7.17 Much of the landscape of East Anglia has been shaped by farming activity over many hundreds of years and farmers are largely responsible for the management and, therefore, the appearance of the countryside. Increasingly they are accepting a specific custodial role. Modern farming practices have been a major cause in the decline of landscape features and species diversity, distribution and quantity but, in recent years, European and national agricultural policies have begun to give a higher priority to environmental concerns. The England Rural Development Plan contains a range of measures to improve agriculture's contribution to biodiversity, especially the Countryside Stewardship, Environmentally Sensitive Areas and Organic Farming Schemes.

Policy 48: Landscape and biodiversity of farmland

Local planning authorities should seek to promote agri-environment measures to help maintain and enhance the landscape and biodiversity of farmland.

- 7.18 East Anglia has one of the highest concentrations of high quality agricultural land in the country. In planning terms this land is referred to as 'best and most versatile' and comprises grades 1, 2 and 3a in MAFF's Agricultural Land Classification system. The type of land is an important resource as it is the most flexible, productive and efficient in response to inputs. Under the principles of sustainable development this land should, where possible, be protected from irreversible damage. The importance of this natural resource is recognised in paragraph 6.66 of *A Better Quality of Life: A Strategy for Sustainable Development for the UK*,

which indicates that great care is needed over decisions about its use in order to safeguard the needs of future generations.

Policy 49: Protection of the best and most versatile agricultural land

Development plans should include policies for the protection of the best and most versatile agricultural land from irreversible development.

- 7.19 The agricultural industry over recent years has responded to a number of requirements for higher animal welfare standards, greater traceability in food production together with a number of food quality assurance schemes. These demands often have implications for the industry in terms of the type and size of farm buildings required. Local planning authorities need to be aware of these changes in the industry to help them respond appropriately to the potential demand from the industry for new buildings.

Policy 50: Farm related development

Development plans should include policies that balance the need to accommodate the consequences of the changes taking place in agriculture reflecting such factors as consumer demands for higher standards of animal welfare and food safety, with the potential implications of resultant development in the countryside.

AIR QUALITY

- 7.20 The Air Quality Strategy for England, Scotland, Wales and Northern Ireland sets out policies for the management and improvement of ambient air quality in the short to medium term. It sets health-based standards for eight main air pollutants to protect human health. The pollutants covered are: benzene; 1,3-butadiene; carbon monoxide; lead; nitrogen dioxide; ozone; particles (PM₁₀); and sulphur dioxide.
- 7.21 Part IV of the Environment Act 1995 requires local authorities to review and assess the current, and likely future, air quality in their areas. Where a local authority considers that one or more of the air quality objectives for each of seven pollutants (excluding ozone), is unlikely to be met by the required date, it must declare an air quality management area, covering the area where the problem is expected. It must then draw up an action plan setting out the measures it intends to take in pursuit of the air quality objectives in the area.

Policy 51: Air Quality

Local planning authorities should seek to ensure that the land-use planning system makes an appropriate contribution to the achievement of national air quality objectives. They should also ensure that air quality is properly considered alongside other material considerations in the planning process, particularly where any air quality management areas have been designated.

CHAPTER 8

Water Supply and Quality

WATER SUPPLY

- 8.1 Water is an essential resource and is required for use in agriculture, industrial processes, sewerage and waste disposal, transportation, household uses and many other activities. It also has an important role in maintaining East Anglia's biodiversity. East Anglia is one of the driest parts of the country and much of its indigenous water resources, half of which come from groundwater sources, are already fully utilised. Within the time-scale of this guidance, population growth will inevitably lead to additional demands for water and, in addition, climate change will have effects, which are uncertain. To help prepare for the latter, the Environment Agency has a commitment to test estimated water yields against climate change scenarios.
- 8.2 A number of wetland sites of conservation value have been damaged as a result of drought and, in some places, over-abstraction. Detailed investigations are required to ensure that longer-term water demands can be met without damage to wetlands and for abstraction licences to be considered in the context of more detailed local guidelines instead of on an individual basis. The Local Environment Agency Plans (LEAPS) provide a useful framework for advising on the water resource implications of development plan policies, and the Environment Agency's Regional Water Resources Strategy (1994) recognises the need to use the precautionary principle with regard to sensitive wetland sites.
- 8.3 The Environment Agency, which regulates the abstraction of water, currently considers that enough water can be made available to meet East Anglia's demands up to 2016, provided there is sufficient lead-time. The rate of growth indicated in this guidance is based on the Environment Agency's assurances that there will be no environmental problems resulting from the scale of demand envisaged and that resources will be brought forward in the timescale required.
- 8.4 The Environment Agency and the water companies, in consultation with local planning authorities, English Nature and other conservation organisations, are seeking to safeguard freshwater habitats from over-abstraction and environmental damage. To help achieve this the Environment Agency is producing Catchment Abstraction Management Strategies (CAMS) to help limit the effects of abstraction on watercourses, wetlands and other water-based habitats. CAMS will set out policies for licensing abstraction including time limiting of abstraction licences, indicating the availability of water in catchments, and how the Agency will deal with catchments which have unsustainable levels of abstraction. These will complement the Local Environment Agency Plans, which set out a vision for the quality of the environment in a particular area and how that may be achieved through appropriate management.

Policy 52: Liaison over water issues

To ensure that the issues relating to water supply are fully understood and debated, local planning authorities should hold regular discussions with the Environment Agency, water companies and conservation organisations when developing water-related policies and proposals. They should also work closely with the Environment Agency, water companies and conservation organisations on all other water-related issues.

Policy 53: Protection of water resources

In preparing development plans local planning authorities should take account of the Environment Agency's Regional Water Resource Strategy, Local Environment Agency Plans, Catchment Abstraction Management Strategies, groundwater vulnerability maps and groundwater source protection zone maps. The protection of water resources and provision for water abstraction should be given a high priority and rates of development should not exceed the capacities of existing or planned water supply systems, taking into account environmental constraints, to meet projected demand.

Policy 54: Inter-regional water issues

The regional planning body and the Environment Agency should work with the water industry and the regional planning body for the South East and the Greater London Authority to formulate a sustainable long term policy relating to inter-regional water provision.

Policy 55 : Water efficiency and recycling

Development plans should include policies to promote increased water efficiency and recycling in both existing and new developments. The provision of on-farm winter storage facilities for water should be encouraged subject to other planning policies.

WATER QUALITY

- 8.5 Maintaining water quality is as important as protecting special environments and conserving long term supply. Although river water quality has improved since 1989 there are still problems associated with failures to meet quality targets, groundwater contamination, pollution from surface water discharges and agricultural pollution. Particular care is needed to protect groundwater because it is used extensively for public water supplies, it is costly to clean up and it can take decades to recover from pollution.
- 8.6 Significant levels of investment have been made in sewage treatment and discharge systems, but more is required to bring existing water supplies up to European Union standards. In some areas existing sewage treatment works may not be capable of meeting effluent quality criteria if further development occurs unless appropriate investment is made. There is a need to promote planning, co-ordination and co-operation between local planning authorities and the water service bodies.
- 8.7 The control of pollution from nitrates and pesticides is a particular problem. These normally occur from diffuse sources and are therefore hard to deal with. Nitrate concentrations in both surface water and groundwater aquifers have increased substantially since the 1940s. Under the EC Directive (91/676/EEC), areas of land draining into ground and surface waters where nitrate concentrations exceed or at risk of exceeding 50mg/l are required to be designated as Nitrate Vulnerable Zones (NVZs). Sixty-eight NVZs were designated in England and Wales in 1996, a number of which are in East Anglia. Farmers within these

zones are required to comply with Action Programme Measures, which restrict timing and rate of fertiliser and manure applications in order to reduce nitrate runoff and leaching. The Environment Agency stresses the importance of education and working in partnership with those who produce and use nitrates and pesticides as making the most important contribution to resolving any problems. In this respect the Code of Good Agricultural Practice for Water (*The Water Code*) is a practical guide to help farmers and growers avoid causing water pollution. *The Water Code* complements advice given in the *Soil Code* and *Air Code* and the *Code of Practice for the Safe Use of Pesticides on Farms and Holdings*, all of which are published by MAFF.

- 8.8 Seawater quality is important for environmental, health and, given the importance of the tourist industry, economic reasons. The number of beaches in East Anglia achieving compliance with the European standard for bathing water quality is steadily improving, and in 1997 and 1998 all 27 Bathing Waters in the East of England Region complied with the standards in the Bathing Water Directive, although a number failed in 1999. (There is, however, a statistical risk that some of them will pass in one year and fail in another even though their actual quality has not significantly changed.) Real changes in quality can also occur from year to year simply as a result of differences in the weather, but sustained year-on-year improvements are now being obtained as a result of the investment in new schemes.

Policy 56: Water quality

Local authorities should work closely with the Environment Agency, the water industry and other interested parties to ensure that water supplies are brought up to European standards and that all beaches in East Anglia reach and maintain compliance with the European Union Bathing Water Directive.

CHAPTER 9

Waste Management

- 9.1 There has been a general upward trend in the amount of waste generated over past decades. Nationally around 54% of commercial and industrial waste and 83% of municipal waste goes to landfill. Hitherto the greater part of East Anglia's waste has been disposed of by landfilling worked out mineral quarries which are then restored to some form of beneficial use. Most special waste is taken out of East Anglia for disposal. In addition some special waste from overseas is landed at the ports of Felixstowe and Ipswich for onward shipment. Most non-special waste is disposed of in the county of production.
- 9.2 The European Directive on the landfill of waste will require a reduction in the amounts of biodegradable waste going to landfill, the pre-treatment of certain wastes and the ending of the practice of the co-disposal of different types of waste. The requirements of the Directive, and the publication of the Government's Waste Strategy 2000, will have major implications for the management of waste in East Anglia which go beyond the Article 5 biodegradable municipal waste diversion targets, the pre-treatment requirements and the ban on co-disposal.
- 9.3 *Waste Strategy 2000* (Cm 4693-1&2), published in May 2000, sets out targets for the management of most wastes. Fundamental to the Government's approach to sustainable waste management is the need to curb the growth in the production of waste, particularly in the household sector which is estimated to be at about 3% per annum nationally, and to consider waste as a resource from which value can be recovered. The introduction of the Landfill Tax provides an incentive for reducing waste production and increases the viability of means of management other than landfill, such as re-use and recovery (including Energy from Waste/CHP and Community Heating schemes).
- 9.4 The principles that underlie the Government's vision of sustainable waste management are:
- consideration of the Best Practicable Environmental Option (the option that provides most benefit or least damage to the environment as a whole, at acceptable cost, over both the long and the short term) for each waste stream;
 - regional self-sufficiency;
 - the Proximity Principle (the recovery or disposal of waste close to the point of generation); and
 - the waste hierarchy (reduction, re-use, recovery, disposal).

These principles should be incorporated into an integrated waste management strategy for the East of England and used by authorities in waste management and waste planning.

- 9.5 The Government welcomes the establishment of a Regional Technical Advisory Body (RTAB) for the East of England to advise the new regional planning body on waste management issues. It will assemble relevant data, provide advice on options and strategies for the management of waste and, in the light of these considerations, identify broad locations for the siting of major waste management facilities within the Region. The work of the RTAB will also inform future Regional Planning Guidance for the East of England. The Environment Agency, which will be represented on the RTAB, will provide support in the form of a Strategic Waste Management Assessment for the East of England. It is recognised at this stage that it is too early to expect the RTAB to come forward with a recommended regional strategy for waste until adequate data on waste arisings and movements etc are available. This will mean, however, that there will be a need for an early review of the waste section of this RPG.
- 9.6 Targets for the management of waste at the regional level will be adopted in due course. Until then the following national targets should be used:
- to recycle or compost at least 25% of household waste by 2005, 30% by 2010 and 33% by 2015;
 - to reduce the amount of industrial and commercial waste going to landfill to 85% of 1998 levels by 2005; and
 - to reduce biodegradable municipal waste landfilled to 75%, 50% and 35% of that in 1995 by 2010, 2013 and 2020 respectively.

Policy 57: Sustainable waste strategy

The regional planning body, in consultation with the RTAB, should develop environmentally sensitive regional and sub-regional strategies for the management of waste for inclusion in the RPG for the East of England. Development plans should identify sufficient sites or areas of search for waste management facilities to fulfill the requirements of a sustainable waste strategy in accordance with the principles set out in paragraph 9.4 above.

Policy 58: Transport of waste

Development plans should include policies relating to the transport of waste. Waste should be transported by modes other than road wherever practicable. Where road transport is the only option available, maximum use should be made of motorway, trunk and principal roads unless the use of other roads is more acceptable environmentally. The wider implications of using alternatives to road transport should also be taken into account.

CHAPTER 10

Energy

- 10.1 In line with national and global trends, demand for energy in East Anglia is growing. It is a net importer of energy: it has no coal reserves, no on-shore reserves of oil or natural gas and one nuclear power station.
- 10.2 Energy production and consumption, including transport, is responsible for 57% of greenhouse gas emissions in the UK. As a signatory to the Climate convention, the Government is legally bound to cut carbon dioxide (CO₂) emission levels based on a "basket" of six greenhouse gases to 12.5% below 1990 levels by 2008–2012. It has also committed the UK to achieve a reduction of 20% on 1990 CO₂ emission levels by 2010. The reduction of such emissions is strongly desirable for a range of environmental and health reasons.
- 10.3 The consumption of energy can be reduced by:
- the use of energy efficiency measures in new and, where practicable, existing buildings through appropriate siting, design and use of materials and the use of Combined Heat and Power (CHP) and Community Heating;
 - locating new development in or adjacent to urban areas; and
 - measures to reduce the need to travel and encourage a shift from motor vehicles to walking, cycling and public transport.

The provision of water and the disposal of effluent consume a considerable amount of energy. The wise use of water is not only of benefit in the water regime (see also Chapter 8) but potentially brings significant energy savings. The avoidance of waste has similar benefits (see also Chapter 9).

Policy 59: Efficient use of energy

Development plans should include policies to promote energy efficiency through siting, design and use of materials and the use of Combined Heat and Power (CHP) and Community Heating.

RENEWABLE ENERGY SOURCES

- 10.4 The generation of energy from renewable sources, including wind, tides, energy crops and the sun will reduce CO₂ emissions, increase the diversity and security of energy supply, conserve finite fossil fuels and, if sensitively developed, assist rural development. The current (2000) Government national target is for 10% of electricity production to derive from renewable sources by 2010. This target should not be regarded as a constraining upper

limit. A prescriptive overview of renewable energy sources would be unhelpful for determining the location, type and size of renewable energy installations because:

- the quality and quantity of data is increasing. For example, information on annual mean wind speeds may show the technical feasibility of wind power in areas not previously identified;
- the technology is developing quickly. For example, improved combustion techniques can increase the economic viability of different fuels;
- there may be significant market changes. The price of some technologies will continue to fall, consumer demand may rise and there may be market intervention (electricity pricing regimes, subsidies for fuels or technologies etc);
- there may be other strategic considerations, in particular the reduced availability of landfill and limited ability to recycle may bring pressure for incineration from which energy may be derived; and
- there may be occasions when individuals or organisations will wish to install renewable energy technology for personal, demonstration or experimental reasons.

10.5 The generation of energy from renewable sources implies moving from a small number of large points of generation (often close to major sources of fossil fuel) to a large number of small ones, which may harness quite small amounts of renewable fuels. At the same time, large scale offshore or onshore wind turbines or bio-mass plants are likely to be proposed, which would constitute major developments and generate significant amounts of energy.

10.6 The review of this guidance will need to define broad locations for renewable energy development and set site selection criteria for inclusion in development plans. These policies should be informed by the regional targets for renewable energy provision and regional strategy for renewable energy to be included in the Sustainable Development Framework, which the Government wishes to see in place by the end of 2000. A range of information including countryside character descriptions and natural area profiles should inform opportunities, constraints and conditions for renewable energy.

Policy 60: Renewable energy

Development plans should include proposals for renewable energy generators and set out the criteria by which applications for such generators will be considered. Account should be taken of their land use and environmental implications and the desirability of such developments in sustainability terms. Small scale schemes may be suitable in many rural areas.

CHAPTER 11

Tourism, Sport and Recreation and the Arts

- 11.1 The Cultural Consortium for the East of England (CCEE) has been established to bring together the region's cultural and creative interests, including tourism and sport. CCEE will bring together the bodies responsible for public expenditure in these sectors so that they can increasingly focus on working towards common goals. It will draw up a Regional Cultural Strategy to identify priorities for the cultural sectors and to influence and complement other regional strategies. The Regional Cultural Strategy will:
- Promote public appreciation of the contribution of culture in the region.
 - Agree common cultural priorities and themes.
 - Explore links with relevant national, regional and local policies, eg tourism strategy, Regional Economic Development Strategy, local cultural strategies produced by local authorities.
 - Provide a coherent framework of regional cultural priorities to inform Lottery distributors' strategies, within which Lottery bids can be assessed
- 11.2 In preparing development plans, local planning authorities should have regard to the Regional Cultural Strategy, which in turn will help inform the long-term spatial planning context for the region in the RPG for the East of England. There will be implications, for example, in relation to the location of cultural facilities and environmental considerations. Tourism will also be included in the cultural strategy complementing its role in the Regional Economic Development Strategy. Local planning authorities should discuss matters of mutual interest with CCEE since a shared understanding of issues, objectives and opportunities will ensure that the strategies develop in a complementary manner.

Policy 61: Liaison between local planning authorities and CCEE

Local planning authorities should liaise with CCEE in the production of development plans to ensure that the planning implications of the Regional Cultural Strategy are fully taken into account.

TOURISM

- 11.3 East Anglia has a wealth of tourist attractions. These include coastal resorts such as Great Yarmouth, attractive countryside, market towns and villages, the Broads and the waterways of the Fens and heritage cities and towns such as Cambridge, Norwich, Ely and Bury St Edmunds. The tourist industry is important for East Anglia both in terms of the jobs it

provides and expenditure it brings, and it has the potential to assist in the process of regeneration of less prosperous rural and urban areas, including the coastal towns. Sheer visitor numbers, however, can put at risk the special characteristics of an area that attract people, particularly as many are day visitors travelling by car. Some local economies are over-dependent on declining seaside tourism and employment in the tourism industry can be seasonal and poorly paid. However, increasing leisure time and consumer demand for higher standards are resulting in more year-round (short break) tourism and also in more trained staff within the industry.

- 11.4 The aim must be to ensure that maintaining and improving East Anglia's tourist industry is not detrimental to the environment. To achieve this there will be a need to encourage more sustainable tourism – tourism based on the enjoyment of the natural and built environment and involving access by means other than the private car. In addition, new tourism development will need to enhance and not damage the environment and where appropriate contribute to regeneration and urban renaissance. Tourists will need to be encouraged to stay longer and special attention will need to be given to broadening East Anglia's tourism base, both in the coastal resorts and the rural areas, providing good quality accommodation and visitor facilities, and ensuring a high level of customer service skills. It will also be important to identify and cater for growing market sectors such as activity holidays. In developing policies for tourism, local planning authorities should have regard to the East of England Tourist Board's regional tourism strategy (*Strategy for Developing Tourism in the East of England*).

Policy 62: Tourism related development

Development plans should include policies to encourage investment in the maintenance, improvement and diversification of the region's tourist industry in ways that avoid or minimise any detrimental impact on the natural and built environment. In particular, measures should be implemented to enable and encourage a shift to more sustainable modes of transport as well as new services and infrastructure. Particular encouragement should be given to enhancing facilities at the existing resorts, and to developments that provide employment outside the normal tourist season and contribute to regeneration and urban renaissance. New tourist facilities should offer safe and convenient access by a range of sustainable modes. The RPG for the East of England will need to consider whether there is a requirement for new regional or sub-regional tourist facilities for which location criteria need to be specified.

SPORT AND RECREATION

- 11.5 Increased participation in informal and formal sport and recreational activities is likely during the period covered by the guidance, leading to demands for additional facilities such as sports venues, and increased pressures at centres of recreational activity.
- 11.6 Sport England has a statutory duty to distribute money from the National Lottery towards sports projects, including the improvement of facilities. This source of funding is beginning to have a major impact on the provision and refurbishment of facilities. This is particularly so in schools, where projects can receive up to 80% funding, and in priority areas, including Rural Development Areas and some urban areas in the region, where up to 90% can be funded. Sport England is also a statutory consultee on planning applications affecting playing fields.

- 11.7 Community facilities are important in terms of increasing opportunities for everyone to participate in sport and recreational activities. In East Anglia the supply of sports halls has been amongst the poorest in England and the provision of additional facilities is a major priority. There are also major deficiencies in the availability of floodlit synthetic pitches, indoor swimming pools and floodlit multi-games areas. Deficiencies exist throughout East Anglia, in both major urban areas and in many of the rural areas. The National Lottery has stimulated a considerable amount of activity in terms of providing new and refurbishing existing facilities, but more remains to be done. In order to make the most effective use of National Lottery money a strategic list of needs for community facilities should be prepared. Sport England has developed a model to help determine where facilities should be provided and the application of this in East Anglia is under way. In providing facilities every effort should be made to minimise the need to travel and make the most effective use of existing resources, for example through enhancing facilities in village halls and the community use of schools facilities.
- 11.8 Specialist facilities are crucial to the pursuit of sporting excellence. Sport England has identified priorities for the provision of specialist facilities in East Anglia to help guide future provision and the distribution of National Lottery funding. These include the need for a regional basketball centre, a regional judo centre and regional off-river rowing centre. The provision of such centres will have significant land-use implications. The review of this guidance will need to provide strategic guidance to planning authorities on the scale and broad locational options for major new sports and physical recreation developments of regional or sub-regional importance.
- 11.9 The coast and countryside has an important role in providing for formal and informal sport and recreation in appropriate locations but in providing facilities there will be a need to take into account the need to travel, particularly by private car, and to respect the environment. Some activities require a coastal or countryside location, eg water recreation and orienteering. There are also demands for locations for motor and air sports and consideration will need to be given to the identification of suitable sites.
- 11.10 Informal recreation in the countryside has traditionally centred on the public rights of way network but this is being widened by demonstration projects such as quiet lanes and greenways, both of which provide routes for recreation and contribute to the sustainable transport network. Country parks provide for both formal and informal recreation and also act as a gateway to the wider countryside.
- 11.11 Playing fields are essential for sport and informal recreational activities. There is a need to ensure that in general existing playing fields are protected especially in urban areas where they also provide valuable open spaces. The indoor and outdoor sporting and recreational needs of large new housing developments should be provided as part of those developments in line with the need to ensure sustainable development. Other informal open space is also important in urban areas, and should be protected whenever possible.

Policy 63: Countryside recreation

Local authorities should develop strategies for enhancing countryside amenity, encompassing policies towards tourism, recreation, countryside enhancement and regeneration. As part of these strategies, they should ensure that the rights of way network is complete and properly maintained and that consideration is given to enhancing and/or developing recreational facilities, such as country parks and quiet lanes. Such strategies should inform the policies and proposals in development plans,

which should also provide guidance on securing the protection and enhancement of amenities and facilities as part of major development proposals. Any proposals for the development of countryside recreation facilities should reflect the need for social inclusion and sustainable access.

Policy 64: Provision of sporting facilities

Local authorities, in consultation with local community groups should set out clear priorities for the provision of community sport and recreation facilities in order to make the most effective use of funding.

Policy 65: Location of sporting facilities

Development plans should include policies designed to meet the needs for sport and recreation in locations which minimise the need for travel and are not detrimental to the environment. In preparing such plans, local planning authorities should liaise with Sport England and local community groups to determine the best locations for these facilities.

THE ARTS

- 11.12 East Anglia has many high profile arts organisations and an expanding and developing network of cinemas and galleries. The role of the arts in personal, social and economic development is well established in the region and a significant, and growing, number of people are employed in the cultural sector. There is scope for the development of new and enhanced arts facilities to meet needs and aspirations throughout East Anglia. However, by stimulating employment and creative energy, and by attracting visitors to an area, the cultural sector can play an important role in regeneration and urban renaissance. There is likely to be a demand for more and better arts provision in East Anglia during the period covered by this guidance.
- 11.13 The Eastern Arts Board (EAB), which covers East Anglia, is the main focus for the development of the arts in East Anglia. It is responsible for providing a strategic framework against which capital and revenue funding is allocated, with funding coming from central government, principally through the Arts Council, local government and, of increasing importance, the National Lottery. Despite the resources now available through the National Lottery, the East of England Region has a significantly smaller allocation of funding from the Arts Council than almost all other regions.
- 11.14 The EAB's strategy identifies the need to:
- Consolidate and strengthen the existing network of medium and small-scale arts provision across East Anglia. Many small-scale facilities are in need of renewal and re-equipment and the problems of the remote, rural areas, which have limited choices and poor access to facilities, need to be addressed.
 - Identify opportunities to improve large-scale infrastructure and develop new large-scale facilities where there is a demonstrable need – East Anglia has a relative lack of large-scale facilities.
 - Seek out innovative projects that can lead East Anglia's future cultural development.

- 11.15 Local authorities have an important role to play in the development of the arts in terms of planning for the development of new facilities, advising and guiding organisations, helping to assess funding applications from projects in their areas, and providing partnership funding. Many have developed local arts strategies that are a principal source of guidance to the EAB in determining local priorities.

Policy 66: Arts and regeneration

Local planning authorities should take account of the contribution that can be made by the arts in promoting the regeneration and urban renaissance of their areas.

CHAPTER 12

Minerals

- 12.1 Minerals are an important resource for the economy of East Anglia. The Government recognises that they are also an important natural resource and that they can be worked only where they occur naturally. However, mineral extraction can have a significant environmental impact. Government planning policies for minerals aim, therefore, to ensure that there is an adequate supply of minerals, while due regard is given to the protection of the environment. Overall policy for minerals planning is set out in MPG1 *General Considerations and the Development Plan System*.
- 12.2 The main minerals produced in East Anglia are sand and gravel aggregates for construction and clay for manufacture of bricks, pipes and tiles. There is also a nationally-strategic silica sand working for glass making and foundry use in Norfolk. Although there is some production of sandstone and limestone in East Anglia, the majority of crushed rock, especially that for higher specification use, is imported.
- 12.3 The Guidelines for Aggregates Provision in England set out in MPG6 recognise the increasing constraints on working land-won aggregates within the principle of sustainable development. They therefore aim to achieve a gradual change from the present supply approach so that, over time, less reliance is placed on traditional land-won sources. The Guidelines stress that future levels of demand are inevitably uncertain and that the balance of different sources of supply cannot be predicted accurately. The planning system is required to provide flexibility so that markets can respond and provision can be adjusted. The regional figures for supply up to the year 2006 contained in the Regional Guidelines in MPG6 are therefore not targets but are 'indicative figures for the purposes of preparing development plans and administration of development control'.
- 12.4 On the basis of anticipated demand at the time of preparation of MPG6 (1994) it was estimated that East Anglia will need to produce 145 million tonnes (mt) of aggregate material from primary land sources between 1992 and 2006. It was anticipated that 135 mt of this would be sand and gravel and 10 mt crushed rock. Mineral planning authorities are required to make provision for this in their development plans. It is assumed that 45 mt of East Anglia's aggregates supply will be imported from other regions of England, principally the East Midlands. The majority of these imports will be crushed rock. Broad assumptions have been made about supplies from other sources. 35 mt of aggregates supply will come from sources other than primary land based production in England. Of this, 10 mt may be provided from marine dredged sources, 10 mt may be provided by imports from outside England and Wales, and 15 mt may be provided from secondary and recycled material. A precautionary approach towards using marine aggregates should be adopted to meet concerns over the impact of dredging on natural coastal processes, sea defences and coastal protection. Since MPG6 is about to be reviewed, it is likely that the policies for aggregates contained in this RPG will need to be reviewed once the new MPG6 has been published.

Policy 67: Aggregate production

The share of sand and gravel production will be:

- Cambridgeshire – 36%;
- Norfolk – 37%; and
- Suffolk – 27%.

Rock production will be divided equally between Cambridgeshire and Norfolk. The landing of marine dredged material will be divided between Norfolk and Suffolk. Minerals planning authorities should aim to maximise the use of recycled aggregates. Recycled aggregates and imports from outside England and Wales may be split equally between the three counties.

- 12.5 Structure Plans may include policies which consider the extent to which current or future mineral extraction sites may provide suitable landfill sites for disposal of controlled wastes. More detailed policies or proposals on this topic may be included in minerals local plans. It is open to authorities to prepare combined minerals and waste local plans. Policies should take into account the best practicable environment option in order to reduce the proportion of waste going to landfill.

Policy 68: Provision for the supply of minerals

Provision for the supply of minerals will be based on the principles of sustainable development. The objectives of sustainable development in relation to minerals planning are set out in MPG1. Structure Plans should indicate general locations within which mineral workings would be acceptable or not acceptable, taking account of the principles of sustainable development, including environmental and economic requirements, the locations and extent of known deposits and consistency with the policies set out in this Guidance. Such locations should be defined more precisely in Minerals Local Plans.

Policy 69: Monitoring

The progress and implementation of the indicative guidelines for the provision of aggregates in East Anglia, as set out in MPG6, should be carefully monitored. The appropriateness of the guidelines should also be kept under review and tested through the development plan process.

Policy 70: Supply of aggregates

Development plans should maintain a stock of permitted reserves (a landbank) for all aggregates, sufficient to meet the regional apportionment guidelines set out in MPG6. Emphasis should be placed on the increased use of secondary aggregates and recycled materials, in accordance with the concept of the Best Practicable Environmental Option (see paragraph 9.4), to reduce the need to extract primary aggregates and to lead to less waste going to landfill sites. Mineral planning authorities should include policies in their development plans to facilitate and encourage the use of waste materials and secondary and recycled aggregates. They should also include criteria for identifying appropriate locations for recycling plants. The development of alternative sources of aggregates should be promoted through positive initiatives in partnership with industry, in conjunction with the Waste Management Strategy.

Policy 71: Working of other minerals

Development plans should include policies for the working of other minerals. They should ensure that development does not sterilise significant mineral resources or, where this is unavoidable, allowance is made for the prior extraction of the minerals.

Policy 72: Transport of minerals

Development plans should include policies relating to the transport of minerals and should encourage the use of the rail and inland waterway network as means of transport. The use of the rail and inland waterway network should be particularly encouraged for the onward transport of hard rock imported into the region by sea. Development plans should also identify, safeguard and, where appropriate, make provision for rail depots and wharves to receive and distribute imported aggregates.

Policy 73: Reclamation of mineral working

Mineral Planning Authorities should require high standards of restoration, particularly where the best and most versatile agricultural land has been worked for minerals. Such restoration should include amenity and nature conservation afteruses where appropriate, whilst safeguarding the long term agricultural potential of the land. Minerals Local Plans should, where possible, provide guidance on preferred after-uses for restored mineral sites.

CHAPTER 13

Implementation and Monitoring

IMPLEMENTATION

- 13.1 This RPG has been produced to guide the major development pressures expected in East Anglia up to 2016 in a way that will sustain its distinctive environment and meet the economic and social needs of its people. The policies set out in the RPG provide a framework for the production of development plans and local transport plans as well as a longer term planning framework for the regional economic strategy. They will also inform the strategies and programmes produced by other agencies throughout the region. The successful delivery of the RPG depends to a great extent on the agencies in the East of England working together in partnership. It is important that regional agencies take account of the RPG in the preparation of their plans and in setting priorities for future expenditure in the region.
- 13.2 Local planning authorities will need to take account of the RPG in the review and roll forward of development plans, and in the preparation of their local transport plans, economic development plans, waste local plans, waste management and recycling plans and other strategies. Collaborative working between local authorities, EEDA and other agencies in the public, private and voluntary sectors will be crucial to the successful implementation of the RPG. The partnership approach is particularly important to:
- ensure that the maximum advantage is taken of current national and European designations in the region;
 - attract inward investment through the East of England Investment Agency;
 - improve the quality of the region's labour force through improved investment and training;
 - ensure the regeneration of the region's priority areas for regeneration; and
 - ensure the protection of East Anglia's environment.

Implementation of this Guidance will also require close co-operation between the regional planning body, EEDA and their counterparts in the South East, East Midlands and Greater London.

MONITORING

- 13.3 Monitoring of the Regional Planning Guidance should be carried out on a regular and systematic basis to assess whether its policies are being properly implemented and whether

they are having the desired effect. To do this a monitoring group should be set up as a matter of priority and establish quantifiable and, where appropriate, sub-regional targets that provide a benchmark of the success of the RPG. The regional planning body should take the lead in setting up this group in partnership with GO-East and EEDA, with the aim of producing its first report within a year of the date of the publication of this guidance and, thereafter, on an annual basis. In setting up the monitoring group, the regional planning body should be mindful that future reviews will encompass the entire East of England region, and the monitoring arrangements should be compatible with those for Bedfordshire, Hertfordshire and Essex relating to RPG9. In particular it is important that there is a commonality of approach between the two parts of the East of England region and continuity of data collection to inform preparation of future RPG for the East of England.

- 13.4 The monitoring group should ensure that the monitoring programme reflects the objectives set out in this guidance. It should not merely be a matter of general intelligence gathering, but should involve the analysis of data relevant to the regional circumstances of East Anglia. Whilst the selection of targets and indicators will have to reflect the availability of data, the monitoring system must be sufficiently robust to address any adverse impacts of the strategy as well as changes in national policy. The monitoring programme should ensure that there is a clear link between the objectives in this guidance, any implementation programmes, including those contained in development plans and local transport plans, and the proposed performance targets and indicators.
- 13.5 All indicators identified by the monitoring group should have a corresponding target and should be at least partially influenced by land use planning. Whilst some of the background indicators might relate to individual policies, the key indicators should relate to the achievement of the RPG's aims and objectives.
- 13.6 While the monitoring group should identify and propose possible targets and indicators, it is not the role of that group to settle what the targets should be. These will need to be legitimised through the RPG process to include wide consultation and public examination as set out in PPG11 (except for those proposed in this guidance by the Secretary of State).
- 13.7 In proposing a draft list of key targets and indicators, the monitoring group should, where possible, follow the following process:
- translate aims and objectives into key indicators that are measurable;
 - set a realistic target for each indicator;
 - set a level at which intervention will be necessary;
 - define the type of intervention and who is to take action; and
 - put in place a system for monitoring indicators and initiating intervention.

If any of these stages cannot be achieved, the monitoring group should consider selecting a different indicator.

- 13.8 Rather than developing a plethora of targets it is important that the monitoring group focuses on those areas where the guidance is likely to have the most effect. In developing such targets, the monitoring group should be mindful of the advice contained in PPG11, any

other advice issued by DETR on indicators at the national or regional level, notably PPG3 on Housing, and the objectives listed in paragraph 4.6 of this guidance. Because future reviews of this guidance will relate to the East of England, targets and indicators that are applicable to the wider area should be selected whenever possible. The number of indicators selected should be sufficient to give a broad indication of the success of the guidance whilst being a small enough group to be readily comprehensible. Selectivity and prioritisation should be the aim. It is likely that some 6-12 indicators would achieve this.

13.9 The targets and indicators considered by the monitoring group should include the output targets and indicators and contextual indicators set out in paragraphs 16.2 to 16.5 of PPG11, together with those required through this guidance, for example relating to previously developed land (Policy 5), major business sites (Policy 6), and housing provision (Policy 9), and those recommended for consideration by the public examination panel:

- *Economic growth*: ratio of gross domestic product per head in East Anglia to that in the European Union (because assumptions about economic growth underlie the whole strategy);
- *Employment*: the difference between the average unemployment rate in East Anglia and unemployment rates in areas of disadvantage in East Anglia (because a widening of the gap might call into question the economic policies of the guidance, or the way they had been carried through into development plans);
- *Transport*: car mileage (as a measure of achievement in conserving energy/reducing emissions);
- *Land use*: the area of development on previously developed land as a percentage of the area of all new development (because the benefits of reusing previously developed land are not related to housing alone);
- *Water quality*: proportion of river of good or fair quality (because of the importance of wetlands and waterways to the ecology and environment of East Anglia);
- *Biodiversity*: an index or other aggregate measure, taking advice from the East of England Biodiversity Forum and other organisations as necessary (as a guide to the health of the region's environment).

13.10 A more rapid response is needed to the results of monitoring than can be provided through the conventional development plan process. However, any change must be subject to checks and balances to ensure that the confidence of stakeholders in both the RPG and the development plan system is not eroded. The monitoring group should therefore aim to produce annual monitoring reports in relation to the selected targets and indicators so that reviews of RPG may be triggered by the results of the monitoring process rather than being carried out on a fixed cycle. In any event, review of the RPG should be undertaken at least every five years. It is important that the regional planning body and local authorities allocate sufficient resources to monitoring of the RPG to ensure that this is achieved.

APPENDIX A

Relevant Policy Guidance Notes

Planning Policy Guidance Notes

PPG1	General Policy and Principles
PPG2	Green Belts
PPG3	Housing
PPG4	Industrial and Commercial Development and Small Firms
PPG5	Simplified Planning Zones
PPG6	Town Centres and Retail Developments
PPG7	The Countryside: Environmental Quality and Economic and Social Development
PPG8	Telecommunications
PPG9	Nature Conservation
PPG10	Planning and Waste Management
PPG11	Regional Planning Guidance
PPG12	Development Plans
PPG13	Transport
PPG14	Development on Unstable Land
PPG14A	Annex 1: Landslides and planning
PPG15	Planning and the Historic Environment
PPG16	Archaeology and Planning
PPG17	Sport and Recreation
PPG18	Enforcing Planning Control
PPG19	Outdoor Advertisement Control
PPG20	Coastal Planning
PPG21	Tourism
PPG22	Renewable Energy
PPG22A	Annexes to PPG22
PPG23	Planning and Pollution Control
PPG24	Planning and Noise
PPG25	Development and Flood Risk

Mineral Planning Guidance Notes

MPG1	General Considerations and the Development Plan System
MPG2	Applications, Permissions and Conditions
MPG3	Coal Mining and Colliery Spoil Disposal
MPG4	Revocation, Modification, Prohibition and Suspension Orders
MPG5	Stability in Surface Mineral Workings and Tips
MPG6	Guidelines for Aggregate Provision in England
MPG7	The Reclamation of Mineral Workings
MPG8	Interim Development Order Permission – Statutory Provisions and Procedures
MPG9	Interim Development Order Permission – Conditions
MPG10	Provision of Raw Materials for the Cement Industry

MPG11	The Control of Noise at Surface Mineral Workings ¹
MPG12	Treatment of Disused Mine Openings
MPG13	Guidelines for Peat Provision in England, including the place of Alternative Materials
MPG14	Review of Mineral Planning Permissions
MPG15	Silica Sand
MPG17	Oil, Gas and Coalbed Methane

¹ A consultation draft of revised MPG11, 'Controlling and Mitigating the Environment Effects of Mineral Extraction in England', was issued in May 2000.

APPENDIX B

GLOSSARY

Accessibility profile

a method of comparing the relative access levels of different modes of travel to particular locations.

AONB

Area of Outstanding Natural Beauty – designated because they are areas of particular natural beauty which are in need of special protection. There are three in East Anglia: Norfolk Coast (450 sq km), Suffolk Coast and Heaths (391 sq km) and Dedham Vale (72 sq km).

Assisted Areas

areas designated by the UK Government which makes available grants and loans to the private sector to encourage industrial regeneration. There are two Intermediate Assisted Areas in East Anglia: the Great Yarmouth TTWA and the Wisbech TTWA.

Best Practical Environmental Option (BPEO)

the outcome of a systematic and consultative decision making procedure which emphasises the protection and conservation of the environment across land, air and water.

Biodiversity

the whole variety of life encompassing genetic, species and ecosystem variation.

Broads

extensive wetland area of grazing marsh, fen, river and lakes. Much of the area is covered by the Broads Authority which was created in 1989 and given similar duties to those of a National Park Authority. The Authority covers an area of about 300 sq km in Norfolk and Suffolk.

Bus priority measures

measures, such as bus lanes or preferential treatment at signalled junctions, which give buses an advantage over other traffic.

Capacity study

study to determine whether and how particular development can be accommodated and its wider implications, for example for the environment.

Combined Heat and Power (CHP)

use of the waste heat from power generation to provide heating for a building or neighbourhood.

Community Heating

the heating of a number of buildings or dwellings from a central source.

Conservation Areas

areas of special character or historic interest whose character will be preserved or enhanced. Over 400 Conservation Areas have been designated by local authorities in East Anglia.

DETR

Department of the Environment, Transport and the Regions.

East Anglia

Cambridgeshire (including Peterborough), Norfolk and Suffolk.

East of England

Bedfordshire (including Luton), Cambridgeshire (including Peterborough), Essex (including Thurrock and Southend-on-Sea), Hertfordshire, Norfolk and Suffolk.

EEDA

East of England Development Agency.

GDP

Gross Domestic Product.

GO-East

Government Office for the East of England.

Heritage Coasts

areas of coast defined by agreement between local authorities and the Countryside Agency (formerly Countryside Commission) in order to promote positive management and protect their nationally important wildlife and landscape features. There are two stretches of Heritage Coast in East Anglia: the Norfolk and Suffolk Heritage Coasts, which lie wholly within the Norfolk Coast AONB and Suffolk Coast and Heaths AONB respectively.

Hi-tech (or high-tech) industry

industry producing computer and telecommunications equipment.

Landfill tax

tax imposed to try and ensure that the total costs of landfill reflect environmental costs and to encourage moves towards waste reduction, re-use and recycling.

Listed buildings

buildings of special architectural or historic merit listed by the Secretary of State for Culture, Media and Sport on the advice of English Heritage. Buildings are graded to indicate their relative importance.

Local Plan

that part of the development plan which sets out the detailed policies and proposals based on strategic policies in structure plans.

LTP

Local Transport Plan.

MAFF

Ministry of Agriculture, Fisheries and Food

MPG

Minerals Planning Guidance Note – a document prepared and issued by central Government as advice to minerals planning authorities and the minerals industry (see Appendix A).

Natura 2000

the title for the network of areas designed to conserve natural habitats and species of plants and animals which are rare, endangered or vulnerable in the European Community; the term Natura 2000 comes from the 1992 EC Habitats and Species Directive which symbolises the conservation of precious natural resources for the year 2000 and beyond.

NNR

National Nature Reserve declared under Section 19 of the National Parks and Access to the Countryside Act 1949 or Section 35 of the Wildlife and Countryside Act 1981.

Objective 2 and Objective 5b

European aid programmes directed to areas designated by the European Union as deprived.

Park and ride

long stay parking areas at the edge of a built-up area linked by frequent bus or other public transport to the city centre.

PPG

Planning Policy Guidance Note – document produced by central Government setting out its policies on different areas of planning. Local authorities must take its contents into account in preparing their development plans.

Precautionary Principle

When an activity raises threats of harm to the environment or human health, precautionary measures should be taken even if some cause and effect relationships are not fully established scientifically.

Ramsar site

a site listed under the Convention on Wetlands of International Importance.

R&D

research and development.

REDS

Regional Economic Development Strategy

Rural Development Area

a rural area designated by the Rural Development Commission as suffering from the concentration of economic and social problems, and therefore eligible for support through the Commission's rural development process and small business support programme.

SAC

Special Area of Conservation designated under the EC Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora.

SCEALA

Standing Conference of East Anglian Local Authorities.

Scheduled monuments

ancient monuments scheduled by the Secretary of State because of their national importance.

SERPLAN

South East Regional Planning Conference.

SPA

Special Protection Area classified under the EC Directive on the Conservation of Wild Birds.

Special waste

waste which contains one or more substances that make it “dangerous to life” (such as hazardous waste, controlled waste and waste prescription-only medicines) and which is controlled under the Special Waste Regulations 1996.

SRB

Single Regeneration Budget – a budget to support economic and social regeneration through a package of funding measures.

SSSI

Site of Special Scientific Interest notified under Section 28 of the Wildlife and Countryside Act 1981.

Structural Funds

funds from the European Union which attempt to reduce economic disparities within the EU and address the impact of structural change. They comprise the European Regional Development Fund, the European Social Fund, the European Agriculture and Guidance Fund and the Financial Instrument for Fisheries Guidance.

Structure Plan

that part of the development plan which sets out strategic planning policies for the relevant county which form the basis of detailed policies in local plans.

Sustainable development

development which meets the need of the present without compromising the ability of future generations to meet their own needs.

Trans-European Network

strategic rail and road routes, ports and airports designated by the European Union because of their importance for the future development of Europe.

TTWA

Travel To Work Area – an area with a working population of at least 3,500 of which 75% both live and work in the area.

Windfall site

a site which becomes available for development not anticipated when the local plan was prepared.

Figure 2

East Anglia in its European & Regional Context

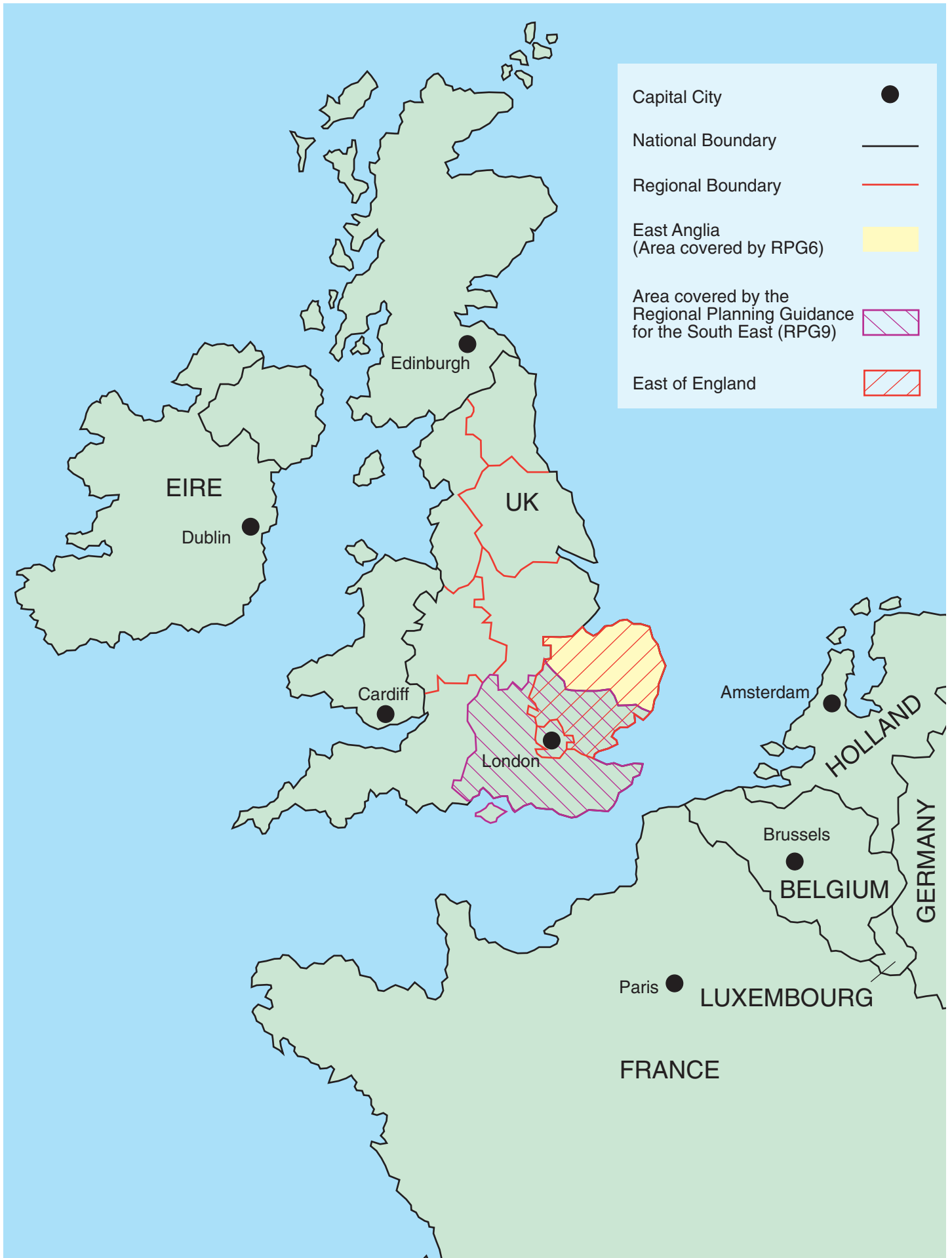


Figure 3
 East of England - Regional Context



Proposed Rail Improvements (not all shown): Policy 36	Motorway		Thames Gateway	
Channel Tunnel Rail Link	Main Road		East of England	
EastWest Rail Link	Main Railway		East Anglia	
Felixstowe to Midlands				
Rail Freight Route				

RPG6 sets the regional framework for development plans in East Anglia to 2016. It sets out strategic aims and objectives for land use and development within a sustainable framework and provides the regional context for other strategies and programmes, complementing national planning policy guidance.

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