



GOVERNMENT OFFICE  
FOR THE EAST OF ENGLAND

# East of England Plan

The Revision to the Regional Spatial Strategy for the East of England.



May 2008





GOVERNMENT OFFICE  
FOR THE EAST OF ENGLAND

*East of England Plan*  
*The Revision to the Regional Spatial*  
*Strategy for the East of England*

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Any queries relating to the content of this document should be referred to the Government Office for the East of England or the Regional Planning Body at the following addresses:

Government Office for East of England, Eastbrook, Shaftesbury Road, Cambridge CB2 8DF

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## Section 1

# Introduction

### Regional Planning in England

- 1.1 The Planning and Compulsory Purchase Act 2004 strengthened the role and importance of regional planning, introducing Regional Spatial Strategies (RSS) and making them the top tier of the statutory Development Plan in all regions of England except London, where the London Plan provides a similar role. The Act sets an objective for RSSs to contribute to sustainable development. Procedural policy on the content of RSSs and the process for revising them is set out in a Planning Policy Statement on Regional Planning, PPS11, 2004.
- 1.2 RSSs complement and generally do not repeat national planning policies, which are set out in Planning Policy Statements, Circulars and other Government statements, including White Papers.
- 1.3 RSSs provide a consistent regional framework to inform the preparation of Local Development Documents which must be in general conformity with the RSS, local transport plans and regional and sub-regional strategies and programmes with a bearing on land use activities. These include the regional housing, environment, health and social strategies produced by regional assemblies and their partners. It is a two-way relationship since the RSS should take account of those strategies and programmes. RSS policies may also be material to decisions on individual planning applications and appeals.

### The East of England Plan

- 1.4 The East of England Plan is published by the Secretary of State for Communities and Local Government. It covers the counties of Norfolk, Suffolk, Cambridgeshire, Essex, Hertfordshire and Bedfordshire. Together with relevant sections of the Milton Keynes South Midlands Sub-Regional Strategy, 2005 it constitutes the RSS for the East of England.
  - 1.5 The Milton Keynes South Midlands Sub-Regional Strategy covers parts of three regions, the East of England, East Midlands and South East. It contains policies which, within the East of England, relate to two growth locations: Bedford/Kempston/Marston Vale and Luton/Dunstable/Houghton Regis together with Leighton Linlade. The generic policies of this RSS apply to the whole of Bedfordshire and complement policies in the Milton Keynes South Midlands Sub-Regional Strategy. Paragraphs 13.79 – 13.81 provide further information about the strategic planning framework for Bedfordshire.
  - 1.6 The East of England Plan supersedes an initial RSS which comprised the former Regional Planning Guidance for East Anglia (RPG6, 2000) together with relevant sections of the former Guidance for the South East and Thames Gateway (RPGs 9, 9A & 3B/9B).
  - 1.7 This document is based on a draft revision to the RSS prepared by the East of England Regional Assembly (EERA) and submitted to the Secretary of State in December 2004. The original proposals have been amended through the Secretary of State's Proposed Changes, December 2006, which responded to the recommendations of the Panel which conducted an Examination in Public of the draft revision between November 2005 and March 2006, and as a consequence of considering the consultation responses to those Proposed Changes. The Plan also takes account of and builds on the Regional Economic Strategy produced by the East of England Development Agency and the Regional Sustainable Development Framework, which provides a high level statement of the regional vision for achieving sustainable development.
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- 1.8** Preparation was informed by Sustainability Appraisal at both the draft submission and Proposed Changes stages incorporating Strategic Environmental Appraisal. The Secretary of State's Proposed Changes were assessed against the requirements of the European Habitats Directive (East of England Regional Spatial Strategy Habitats Directive Assessment, ERM, December 2006). In response to representations on that assessment by the Regional Assembly, Natural England and others, the assessment was revisited (Draft Regional Spatial Strategy for the East of England: Appropriate Assessment under the Habitats Regulations, RPS, September 2007) and a number of additional changes made to ensure the Regional Spatial Strategy is fully compliant with the Directive (Secretary of State's Further Proposed Changes, October 2007). Taking account of the Assessment and the Further Proposed Changes we conclude that the policies of this Plan will not give rise to any adverse effects on the integrity of sites of European or international importance for nature conservation. Sites of European importance for wildlife comprise Special Areas of Conservation, Special Protection Areas, together with Offshore Marine Sites when designated. Sites of international importance for wildlife refers to those designated under the 1971 Ramsar Convention on Wetlands. They are not subject to the requirements of the Habitats Directive but, as a matter of Government policy, receive the same protection.
- 1.9** This RSS covers the period to 2021 but sets a vision, objectives and core strategy for the longer term. In particular it seeks to reduce the region's impact on, and exposure to, the effects of climate change and to put in place a development strategy with the potential to support continued sustainable growth beyond 2021. It incorporates the Regional Transport Strategy.
- 1.10** The RSS is accompanied by a Monitoring Framework and Implementation Plan produced by EERA and its partners and by EERA's Annual RSS Monitoring Report (see Section 14, Implementation, Monitoring and Review).

## Key Drivers of Policy in the East of England

- 1.11** This RSS responds to a number of regional policy drivers by:
- Fostering and developing European and inter-regional links. The region has global, European, and inter-regional links, e.g. via inward-investment, transport and communications, trading links and key employment clusters. It is also a conduit between the rest of the UK and Europe;
  - Recognising London's role as a world city and national economic powerhouse, directly or indirectly employing a significant proportion of the region's population and contributing to regional prosperity, whilst exerting pressures on the region – for example in terms of migration, impact on transport networks and waste management;
  - Putting in place a framework that promotes sustainable development, especially to address housing shortages, support the continued growth of the economy and enable all areas to share in prosperity, whilst driving up energy efficiency and carbon performance, improving water efficiency and recycling an increasing percentage of waste;
  - Reconciling growth with protection of the environment and avoiding adverse effect on sites of European or international importance for nature conservation;
  - Concentrating growth at the key centres for development and change, which include all the region's main urban areas and have potential to accommodate substantial development in sustainable ways to 2021 and beyond, whilst maintaining the general extent of the green belt;
  - Recognising the importance of a number of priority areas for regeneration, which include many of the key centres for development and change, whilst not overlooking pockets of deprivation in otherwise relatively buoyant towns and rural areas;
-



- Setting in motion a dynamic growth strategy that will endure well beyond 2021, involving an early review of this RSS (see Policy IMP3);
- Integrating region-wide policy for the East of England with the Milton Keynes and South Midlands Sub-Regional Strategy published in 2005; and
- Taking account of the 2003 Aviation White Paper, notably the implications of continuing expansion at Stansted and Luton airports.

**1.12** Policies in this RSS are illustrated by a Key Diagram which is folded into the back cover. Figure 1 illustrates the location of the East of England relative to other English regions and North West Europe. Figure 2 shows the local authorities in the region.

## Inter-Regional Linkages

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

*Figure 1: The East of England: Regional and European Context*



Figure 2: Local Authorities in the East of England



## INTER-REGIONAL LINKAGES

East Midlands	London	South East	Continental Europe
<ul style="list-style-type: none"> <li>• Net migration from East of England into East Midlands</li> <li>• Strategic transport links along Midland Mainline, East Coast Mainline, M1 and A14</li> <li>• The A14 provides a strategic east/west route between Felixstowe/Harwich ports and the Midlands</li> <li>• Role of the Felixstowe-Nuneaton Route in accommodating rail freight</li> <li>• Role of Peterborough as a services and employment centre serving parts of Lincolnshire, Northamptonshire and Rutland</li> <li>• The Wash as a shared environmental asset and World Heritage Site</li> <li>• Shared issues of flood risk management in coastal and low lying areas</li> <li>• Shared importance of agricultural &amp; food industries</li> </ul>	<ul style="list-style-type: none"> <li>• Substantial net migration from London into East of England, placing demands on housing market</li> <li>• Substantial net commuting from East of England into London, particularly from London Arc districts</li> <li>• Key economic sectors and clusters in East of England are dependant on proximity to the buoyant London economy.</li> <li>• M25 orbital and national radial routes from London pass through the East of England</li> <li>• Shared transport planning issues, including better integration of public transport, demand management options in congested corridors, need for consistent parking standards and need for rail freight interchanges</li> <li>• London's airports serve demand arising in East of England – shared interest in coordinated planning of airport expansion</li> <li>• Thames Gateway a regeneration and growth area of national importance extending from inner East London to Southend.</li> <li>• London / Stansted / Cambridge / Peterborough Growth Area begins in the lower Lee Valley in East London, with priority areas for regeneration extending into the East of England along the Lee Valley</li> <li>• Major town centre and out of centre shopping centres have overlapping catchments that cross the Greater London boundary.</li> <li>• London will continue to need to export waste for management/disposal in East of England, albeit a diminishing quantity and comprising a progressively higher proportion of treated residues</li> <li>• Outdoor recreation resources of inter-regional importance on the edge of London, including the Lee Valley Regional Park</li> </ul>	<p>Similar interest to East of England in relationship to London regarding migration, commuting, transport and inter-regional waste planning</p> <p>Direct linkages with East of England are:</p> <ul style="list-style-type: none"> <li>• Role of Milton Keynes / South Midlands Growth area in meeting wider needs as part of the Sustainable Communities Plan</li> <li>• Cross Thames linkages between Essex Thames Gateway and Kent Thames Gateway, which share similar regeneration and infrastructure issues</li> <li>• Shared interest in the Chilterns AONB and Thames Estuary, the latter an ecosystem of international importance</li> <li>• Shared concerns about stewardship of water resources</li> </ul>	<ul style="list-style-type: none"> <li>• Ports of Felixstowe, Harwich, and Great Yarmouth together with Port of London facilities in Essex provide major gateways for UK foreign trade</li> <li>• A14 and A120 are part of Trans European Road Network</li> <li>• Passenger links to Continental Europe via Stansted Airport, Harwich and the Channel Tunnel Rail Link from London, accessed at Stratford in the Lower Lee Valley</li> <li>• EU Regional Programmes provide support for parts of East of England including extensive rural areas.</li> <li>• Shared issues regarding impacts of climate change along low lying and vulnerable North Sea coastline</li> <li>• Shared interest in North Sea resources including renewable energy</li> </ul>

## Section 2

# Vision and Objectives

**2.1** The overall spatial vision and objectives below underpin the policies of this strategy and should inform reviews of other strategies and plans for the region.

### Overall Spatial Vision

**2.2** By 2021 the East of England will be realising its economic potential and providing a high quality of life for its people, including by meeting their housing needs in sustainable inclusive communities. At the same time it will reduce its impact on climate change and the environment, including through savings in energy and water use and by strengthening its stock of environmental assets.

### Objectives

(i): To reduce the region's impact on, and exposure to, the effects of climate change by:

- locating development so as to reduce the need to travel;
- effecting a major shift in travel away from car use towards public transport, walking and cycling;
- maximising the energy efficiency of development and promoting the use of renewable and low carbon energy sources; and
- reducing the risk of adverse impact of flooding on people, property and wildlife habitats.

(ii): To address housing shortages in the region by:

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

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

- facilitating the development needed to support the region's business sectors and clusters, improving skills and widening opportunities in line with the Regional Economic Strategy;
  - providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
  - maintaining and strengthening the East of England's inter-regional connections by improving access to economic opportunities in London; and
  - ensuring adequate and sustainable transport infrastructure.
-

(iv): To improve the quality of life for the people of the region by:

- ensuring new development fulfils the principles of sustainable communities, providing a well designed living environment adequately supported by social and green infrastructure;
- promoting social cohesion by improving access to work, services and other facilities, especially for those who are disadvantaged;
- maintaining cultural diversity while addressing the distinctive needs of each part of the region;
- promoting regeneration and renewal of disadvantaged areas; and
- increasing community involvement in the implementation of the strategy at the local level.

(v): To improve and conserve the region's environment by:

- ensuring the protection and enhancement of the region's environmental assets, including the built and historic environment, landscape and water;
  - re-using previously developed land and seeking environmental as well as development gains from the use of previously undeveloped land;
  - protecting and, where appropriate, enhancing biodiversity through the protection of habitats and species and creating new habitats through development;
  - providing a network of accessible multi-functional greenspace; and
  - reducing the demand for and use of water and other natural resources and reducing waste, whilst increasing the sustainable management of waste.
-

## Section 3

# Spatial Strategy

- 3.1** Policies SS1 to SS9 set out the core strategy and overall framework for development in the region and complement national planning policy statements.
- 3.2** RSS should not normally repeat national policy. However, national policies on sustainable development, including such fundamentals as climate change and what makes for a genuinely sustainable community, are set out in several documents. Policy SS1 draws key principles together by referring to them in a first over-arching policy, with has the weight of statutory development plan policy.
- 3.3** One of the key ambitions of this RSS is to allow the region to accommodate higher levels of growth in sustainable ways. It does this in a number of ways including by focusing development on a group of significant urban areas, termed Key Centres for Development and Change in Policy SS3, together with the policies for the individual centres and through the approach to selective green belt reviews in Policy SS7.
- 3.4** A group of factors – the most recent household projections, the continued deterioration in housing affordability, the proximity to London, and the region's economic potential suggest that the rate of growth needs to both increase further and continue after 2021. This will be addressed through the approach in Policy H1, the early review of this RSS, Policy IMP3, and through the role of core strategy Development Plan Documents in informing that review. However, this RSS has a key role in putting in place a strategy which promotes, rather than constrains, medium and longer term growth.

### Growth Areas, Growth Points and Ecotowns

- 3.5** The Sustainable Communities Plan was published in 2003 and is kept under regular review. It sets out overall aims for the four Growth Areas which were first proposed in the former Regional Planning Guidance for the South East (RPG9, 2001). The three largest Growth Areas include substantial areas within the East of England:
- Thames Gateway, a regeneration area of national importance which includes part of South Essex (Essex Thames Gateway);
  - Milton Keynes – South Midlands, which includes Luton and Bedfordshire; and
  - London-Stansted-Cambridge.
- 3.6** The policy has subsequently evolved. London-Stansted-Cambridge was extended to include Peterborough and Stevenage and renamed London-Stansted-Cambridge-Peterborough. Haven Gateway, Norwich and Thetford were identified as New Growth Points in October 2006. In July 2007 developers and local authorities were invited to propose schemes for eco-towns, new settlements of 5-20,000 homes with the whole settlement able to reach zero carbon standards. Through the consultation paper, 'Ecotowns Living a greener future', April 2008 the Government has identified a shortlist of 15 locations for Ecotowns, four of which are in the East of England. The paper explains the process for identifying the final list of locations before the end of 2008.
- 3.7** The growth areas and new growth points provide opportunities to capitalise on existing drivers of growth, notably London, Cambridge and the major ports and airports, and to use growth as a catalyst to address regeneration needs. It has never been the intention that the growth areas would be continuous corridors of development. Rather, they are broad areas based on key movement corridors within which there are a number of opportunities focussed on urban areas to deliver
-

significant sustainable growth over the long term. Away from these opportunities, the remaining parts of the growth areas will remain predominantly undeveloped.

- 3.8** The growth areas and new growth points are where the most significant development and regeneration challenges in the region are concentrated. They provide a framework for helping to prioritise investment in infrastructure and, where necessary, for establishing strengthened delivery arrangements.

## **POLICY SS1: Achieving Sustainable Development**

The strategy seeks to bring about sustainable development by applying:

- (1) The guiding principles of the UK Sustainable Development Strategy 2005:

- living within environmental limits;
- ensuring a strong, healthy and just society;
- achieving a sustainable economy;
- promoting good governance; and
- using sound science responsibly.

- (2) The elements contributing to the creation of sustainable communities described in Sustainable Communities: Homes for All:

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

Local Development Documents and other strategies relevant to spatial planning within the region should:

- (a) help meet obligations on carbon emissions; and
- (b) adopt a precautionary approach to climate change by avoiding or minimising potential contributions to adverse change and incorporating measures which adapt as far as possible to unavoidable change.

In particular, the spatial strategy seeks to ensure that development:

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

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

## **POLICY SS2: Overall Spatial Strategy**

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

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

Within this context Local Development Documents should develop policies which:

- ensure new development contributes towards the creation of more sustainable communities in accordance with the definition above and, in particular, require that new development contributes to improving quality of life, community cohesion and social inclusion, including by making suitable and timely provision for the needs of the health and social services sectors and primary, secondary, further and higher education particularly in areas of new development and priority areas for regeneration; and
- adopt an approach to the location of major development which prioritises the re-use of previously developed land in and around urban areas to the fullest extent possible while ensuring an adequate supply of land for development consistent with the achievement of a sustainable pattern of growth and the delivery of housing in accordance with Policy H1.

The target is for 60% of development to be on previously developed land.

- 3.10** The main strategy is to concentrate development at the region's cities and other significant urban areas including selected market towns. They provide its focal points for retailing and other commercial activities, administration, culture and tourism. They provide access to public transport and are a focus for improving the interchange facilities required to strengthen public transport.
- 3.11** Where new housing is proposed consideration needs to be given to its implications for the full range of health and social infrastructure that should be provided or augmented in parallel with development. Local Development Documents need to take account of the 2004 *Regional Social Strategy* and 2005 *Regional Health Strategy* together with advice from local education authorities, primary care trusts and the Strategic Health Authority, the police and other service providers.
- 3.12** The regional target for re-use of previously developed land should be monitored in relation to housing and employment development. The extent to which the 60% target is achieved will vary across the region. The Annual Monitoring Report should track performance in different parts of the region and whether the regional target is being achieved. The review of RSS should consider whether the target should be amended.
-



### **POLICY SS3: Key Centres for Development and Change**

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

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

- 3.13** Concentrating development at these locations will make the most of existing infrastructure and the potential for improvements or extensions to it. The principal aims for each of the centres are set out in Section 13, Sub-Areas and Key Centres for Development and Change.
- 3.14** The key centres reflect the polycentric nature of the East of England – a region of small and medium sized towns and cities surrounded by more rural areas which look to those towns for employment and higher level services. The main exceptions are Essex Thames Gateway and the London Arc. They are characterised by towns and urban areas which have been strongly influenced by London and which are located close to each other with complex movements between them for shopping, employment, education etc. The key centres are the main drivers of economic growth with potential for continuing growth after 2021. The spatial strategy builds on and reinforces the region's polycentric nature by focussing development on the key centres, including within Essex Thames Gateway and the London Arc, where the strategy looks to strengthen the role of a selected number of the towns.
- 3.15** In responding to household growth and affordability pressures, the further review of the RSS, Policy IMP3 will need to put in place a higher level of housing growth than the current RSS. The same sustainability based arguments that led to the spatial strategy in the current RSS review focussing development on the key centres imply that the network of key centres will need to play a major role in accommodating the growth required through the further review. The scale of longer term potential will be addressed through the roll forward of this RSS, Policy IMP3. Work on strategic development and transport options for the key centres, particularly in regard to their Core Strategies, should inform the RSS review by considering the potential for further growth towards the latter part of the current plan period and after 2021. Where key centres adjoin or cross local authority boundaries, local planning authorities should work jointly to develop co-ordinated strategies and delivery mechanisms.

## POLICY SS4: Towns other than Key Centres and Rural Areas

Local Development Documents should define the approach to development in towns other than those listed in Policy SS3 and in rural areas. Such towns include selected market towns and others with the potential to increase their economic and social sustainability through measures to:

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

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

For other rural settlements they should seek to support the viability of agriculture and other economic activities, diversification of the economy, the provision of housing for local needs and the sustainability of local services.

- 3.16** The RSS seeks to locate the majority of new development in and adjacent to the key centres for development and change, and to protect the quality and character of the region's rural areas. However, within that broad approach, Policy SS4 recognises the role of market towns and larger villages in providing employment and services to their rural hinterlands and meeting housing needs.
- 3.17** Key service centres are large villages with a good level of services, which might include:
- a primary school within the settlement and a secondary school within the settlement or easily accessible by public transport;
  - primary health care facilities;
  - a range of retail and service provision capable of meeting day-to-day needs, particularly for convenience shopping;
  - local employment opportunities; and
  - frequent public transport to higher order settlements.
- 3.18** Many villages have very limited local services and are dependent on key service centres, market towns, and main urban areas for everyday needs. The main challenges are securing small-scale local employment opportunities and supporting the needs of agriculture, improving public transport access to higher order settlements, providing housing for the full range of local needs and supporting the sustainability of local services.
- 3.19** The growth of villages has been unable to halt the closure of village services and commuting has increased dramatically. Careful examination of how a settlement or groups of settlements function is required, as well as analysis of the service base to determine the best solutions for each area.
- 3.20** There is an acute shortage of affordable housing in many rural areas. Responding to this challenge is a priority if significant sectors of the community are not to be excluded by high house prices. Effective use should be made of rural exceptions policies to deliver affordable housing. The provision of new homes in market and other towns can increase support for services such as schools, health facilities and shops. In the context of maintaining and improving the self-sufficiency of such towns, local authorities should seek to achieve an improved housing-employment balance to minimise commuting. Other rural settlements, including small villages, may have local housing needs that can best be met at those settlements
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rather than concentrating all housing at towns and key service centres, but care should be taken to ensure new development is directed to locations where it will have the greatest benefits for rural sustainability.

## **POLICY SS5: Priority Areas for Regeneration**

The priority areas for regeneration are:

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

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

- 3.21** The East of England is often regarded as an affluent area. However, many households live in relative deprivation. They tend to be concentrated in areas of the region with relatively high unemployment and disparities in wealth, income and job opportunities. People suffering such disadvantages often also suffer from poor access to services, worse health and life expectancy, and a lower overall quality of life.
- 3.22** It is not appropriate for the RSS to identify all areas of deprivation. Policy SS5 identifies only the most significant areas as priorities. They are concentrated in some of the larger urban areas and the more peripheral north and east. Even in prosperous and economically buoyant areas there are often pockets of deprivation. Local Development Documents and other relevant strategies should address localised regeneration needs.
- 3.23** The priority areas are also addressed in policies for sub-regions and key centres. In many instances regeneration action will need to focus on individual wards and other locally defined areas to ensure the effective targeting of resources.
- 3.24** The European Regional Development Fund (ERDF) programme for the period 2007-2013 aims to strengthen competitiveness and promote employment and economic growth through the knowledge economy and investment in human resources. The ERDF programme for the East of England is worth about £83 million and will support low carbon economic growth in the region. Other European funding is available across the region through the European Social Fund, worth £153 million, focusing on extending employment opportunities and developing a skilled and adaptable workforce, and through a range of territorial co-operation programmes.
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## **POLICY SS6: City and Town Centres**

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

Local Development Documents, local transport plans, sustainable community strategies and relevant economic, environmental and cultural strategies should:

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

- 3.25** The East of England has a network of mainly medium and small town centres which are vital elements of the regional economy and at the heart of economic, cultural, tourism, and other service provision and social interaction. They serve both their immediate urban areas and wider hinterlands. In areas with weaker economies a successful retail sector is often important to regeneration. There is a need to support, enhance and develop the role of all centres. The public sector and related agencies will be expected to support this strategy by locating new facilities e.g. healthcare, higher education, offices in appropriate centres wherever practicable.
- 3.26** Urban areas and retail catchments do not follow local authority boundaries. Local authorities should co-operate to develop strategies to ensure that centres are protected and enhanced, and that new provision is appropriately located.
- 3.27** The role of sustainable community strategies, local transport plans and local economic strategies in ensuring the economic, environmental and social success of town centres should be recognised in their preparation and review.

## **POLICY SS7: Green Belt**

The broad extent of green belts in the East of England is appropriate, and should be maintained. However, strategic reviews of green belt boundaries are needed in the following areas to meet regional development needs at the most sustainable locations:

- Stevenage, involving land in Stevenage and North Hertfordshire;
- Hemel Hempstead, involving land in Dacorum and probably St Albans District;
- Harlow, involving land in Harlow, East Hertfordshire and Epping Forest Districts; and
- Welwyn/Hatfield, involving land in Welwyn Hatfield District and potentially St Albans District.

A more local review will be required in Broxbourne.

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

The reviews at Harlow and Stevenage should identify compensating strategic extensions to the green belt in East Hertfordshire and North Hertfordshire respectively.

- 3.28** Extensive areas of the region are designated as green belt to constrain the growth of large urban areas, prevent coalescence, safeguard the countryside, preserve the setting of historic towns and assist urban regeneration. However the following exceptional circumstances justify strategic green belt reviews at the general locations in Policy SS7:
- (1) Policy SS2 directs strategically significant development to major urban areas for sustainability reasons that apply equally to urban areas within as well as beyond the green belts. Tightly drawn green belt boundaries, while assisting urban concentration, have made it increasingly difficult to meet development needs, particularly for housing, resulting in greater dispersal of development and thereby contributed to unsustainable travel patterns;
  - (2) The scale of the region's housing needs and the aim to achieve a better balance between supply and demand in all areas, including the London Arc where demand is particularly strong, affordability problems particularly acute, and pressures are likely to intensify further because of the proximity to London and scale of employment growth;
  - (3) In providing sustainable locations for growth, the former new towns to the north of London have:
    - a good record of balancing new housing with employment growth and are well-placed on strategic communications routes, making them both attractive for business investment and accessible to the London jobs market;
    - relatively good existing infrastructure compared with smaller and older settlements, which further expansion can make efficient use of; and
    - complex regeneration challenges, which the additional investment in infrastructure and services related to growth will help to address.
- 3.29** The reviews will result in significant change locally but can be made without eroding the principles and overall functioning of the green belt. The potential for more co-ordinated management of the countryside throughout the green belts in the region should be investigated and consideration given to preparing joint strategies to enhance landscape character, recreational access and habitats.
- 3.30** The local review in Broxbourne should support the regeneration of towns in the Lee valley while avoiding further coalescence between them.
- 3.31** The Milton Keynes South Midlands Sub Regional Strategy requires a strategic green belt review at Luton/ Dunstable/ Houghton Regis and Leighton Linlade. The RSS does not provide for the strategic review of the Cambridge green belt beyond that undertaken through the Cambridgeshire and Peterborough Structure Plan and related local plans/DPDs.
- 3.32** Where green belt boundaries are reviewed, the aim should be to release sufficient land to avoid further review before 2031. In preparing Development Plan Documents, provided sufficient suitable land can be identified taking account of locational constraints and other sustainability criteria, the assumption should be made that the rate of development will be the same from 2021 to 2031 as the average 2001 to 2021. Development Plan Documents should test whether this scale of growth after 2021 will be achievable in the local circumstances and, if not, release the maximum area commensurate with sustainable development.
- 3.33** Land released for long term housing and associated development needs after 2021 should be safeguarded for this purpose in accordance with Annex B to PPG2. The further review of RSS will set the rate of growth at each key centre or district to 2031. This may or may not require all the land excluded from the green belt and safeguarded on the basis outlined above to be developed in this period.
- 3.34** Policy 5 of the 1998 Hertfordshire Structure Plan described the general area of a green belt extension between Stevenage and Luton in North Hertfordshire District. While no longer part of the Development Plan, the provisions of that policy still
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provide a sound basis for redefining boundaries in that area. The extensions between Stevenage and Luton and to the north of Harlow will increase the overall area of green belt in the region, taking account of the releases in line with Policy SS7 and at Luton.

## **POLICY SS8: The Urban Fringe**

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

Local Development Documents should:

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

- 3.35** Policy SS8 complements Policy ENV1 in recognising the importance of improving the urban fringe, including undeveloped coast close to coastal towns.
- 3.36** The East of England contains considerable areas of urban fringe, which is the intermediary area between the urban area and open countryside. It is sometimes characterised by downgraded and under-used agricultural land and fragmented ownership, but can offer scope for environmental improvements. Strategies for the urban fringe should be underpinned by assessments of landscape character and the scope to enhance recreation provision and ecological diversity.
- 3.37** A number of initiatives are already in place to secure positive urban fringe management, including the Thames Chase, Watling Chase and Marston Vale Community Forests, and the Lee and Colne Valley Regional Parks. Such initiatives should be continued and extended. There are significant advantages to be gained through a strategic vision for urban fringe management of an extended area, such as the Green Grid in Essex Thames Gateway and the Green Arc around north-east London.
- 3.38** Some parts of the urban fringe will be used to accommodate urban extensions. Where this happens, it will be important to develop complementary strategies for the positive management of the adjoining countryside to ensure that development is successfully absorbed in the landscape, the needs of residents for access and recreation are provided for in a manner compatible with other objectives, for instance long-term agricultural management, and the setting of settlements taken into account.
- 3.39** Green space targets for urban extensions should have regard to local circumstances and take account of best practice advice, such as that provided by Natural England.
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## POLICY SS9: The Coast

The strategy for the coast is to adopt an integrated approach that recognises:

- its needs for environmental protection and enhancement;
- the economic and social role of the region's ports, seaside towns and coastal areas important to tourism; and
- predicted sea level rise and the adaptation challenge this presents to coastal communities and decision makers.

Reflecting this approach, local planning authorities and other agencies should seek, through their plans and management strategies:

- the regeneration of coastal towns and communities, reinforcing their local economic and social roles and importance to the wider region; and
- the conservation of the coastal environment and coastal waters, including the natural character, historic environment and tranquillity of undeveloped areas, particularly in the areas of coastline and estuary designated as sites of European or international importance for wildlife.

Local Development Documents should:

- adopt policies which support the restructuring of coastal economies and the provision of jobs to satisfy local needs;
- ensure, in the case of coastal resorts, that:
  - the town centre continues to provide for local and visitor needs;
  - improved linkages are created between the town centre and the main leisure area(s) to secure mutual strengthening of their vitality and viability; and
  - retailing in main leisure area(s) is limited to that necessary to support the vitality and viability of the leisure function without having adverse impacts on the retail function of the town centre.
- ensure that new development is compatible with shoreline management and other longer term flood management plans, so as to avoid constraining effective future flood management or increasing the need for new sea defences;
- protect important coastal environmental assets, if practicable and sustainable without causing adverse impacts elsewhere. If it is not practicable to protect sites and habitats in situ, including sites of European or international importance for wildlife, shoreline management plans and development plans should include proposals for their long-term replacement and the recording of any lost historic assets;
- investigate and pursue opportunities for the creation of new coastal habitats, such as salt marsh and mudflat, in areas identified for managed realignment. New development should not be permitted in such areas.

**3.40** The East of England has 723 km of predominantly low-lying coastline. The natural character of the coast is varied and home to some of the region's most important wildlife habitats, including inter-tidal mudflats. Extensive tracts are designated for their European and international importance to wildlife. Some of these areas are threatened by rising sea levels and, where existing flood defences are retained, the 'squeeze' of coastal habitats. This policy, together with Policy WAT4, will help redress the loss of inter-tidal habitat. The Suffolk and North Norfolk coasts are designated as Heritage Coasts. Features such as the timber circle at Holme-next-the-Sea and scheduled sites at Dunwich, demonstrate the vulnerability of historic assets in coastal areas.

- 3.41** The coast is characterised by relatively remote settlements, interspersed by larger towns such as Great Yarmouth, King's Lynn and Lowestoft. There are major ports at Felixstowe, Harwich and in the Thames Estuary. Pockets of the coast are relatively wealthy, but much is in need of significant regeneration. Tourism and recreation are important economic activities although declining in some areas, as are agriculture, offshore oil and gas, renewable energy, shipping and distribution, and some forms of manufacturing.
- 3.42** The coastline is naturally dynamic, with strong natural processes at work. It is particularly vulnerable to the effects of storm surges, sea level rise and saline intrusion. Coastal erosion has already resulted in some re-alignment of flood defences and loss of important habitats and, as the threat to existing defences grows, decisions will need to be made as to where and how much investment in coastal flood management should take place to protect communities and key infrastructure. Coastal towns and villages are likely to continue to be protected from flooding but, away from developed areas, there may be a need to relocate existing infrastructure and assets to less vulnerable zones.
- 3.43** Local planning authorities should adopt mutually supportive policies to protect threatened sites and habitats that cross local authority boundaries. Habitats which cannot be conserved in situ should be replaced by new areas of habitat in sustainable locations as close as possible to existing areas and, wherever possible, before the original site is lost. Where realignment and habitat creation may impact on buried archaeological sites, archaeological evaluation and/or mitigation is likely to be necessary.
- 3.44** Much of the coast is protected by flood and coastal defences. Flood management policy for the coast is set out in shoreline management plans prepared by local authorities and the Environment Agency. Shoreline management plans will normally be reviewed on a 5-10 year cycle and local planning authorities should take account of them when preparing Local Development Documents. This will help ensure:
- future development does not take place in unsuitable areas at risk from flooding, coastal erosion and cliff instability;
  - development is restricted in possible areas of managed realignment; and
  - development does not affect the natural balance of the coastline to the extent that erosion is caused elsewhere or that further or improved coastal defences have to be built or maintained.
- 3.45** In addition to shoreline management plans, integrated coastal zone management should be informed by estuary management plans and management programmes for sites designated under the Habitats Regulations. There is scope for improved integration between coastal defence and land use planning in regard to such issues as economic development, biodiversity, tourism and recreation.
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## Section 4

# Economic Development

- 4.1** To ensure the East of England contributes fully to national, regional and local prosperity and improves the quality of life of all who live and work in the region the RSS aims to ensure that the region's economy continues to grow and encourages greater investment. The region's economy is part of that of the Greater South East, centred on London, which is the leading driver of the national economy.
  - 4.2** The review of the Regional Economic Strategy (RES) for the East of England will be published in summer 2008. The RES provides for a leading economy founded on a world class knowledge base and the creativity and enterprise of its people. RSS Objective (iii), to realise the economic potential of the region, complements the vision and goals of the RES.
  - 4.3** A key strand of both the RSS and the RES is to ensure that the most dynamic areas, sectors and clusters continue to grow to lead the region's economic progress and competitive advantage, while promoting a step change in employment growth, development and diversification in underperforming locations, particularly priority areas for regeneration. Both documents seek better alignment or balance between homes and jobs.
  - 4.4** The 2008 RES Review has been informed by this RSS and will influence the next RSS review. The need for convergence between the RSS and the RES is underlined by the Sub-National Review of Economic Development and Regeneration (July 2007), which proposes replacing the RSS and the RES with a single regional strategy which will set out the economic, social and environmental objectives to achieve sustainable development for each region. EERA and EEDA are developing a joint implementation plan for the RSS and the RES, see Paragraph 14.7.
  - 4.5** Local Development Documents should take into account and facilitate the delivery of the RES, putting in place complementary land use policies and proposals.
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## POLICY E1: Job Growth

The following indicative targets for net growth in jobs for the period 2001-2021 are adopted as reference values for monitoring purposes and guidance for regional and local authorities, EEDA and other delivery agencies in their policy and decision making on employment. Local Development Documents should provide an enabling context to achieve these targets. They may be revised through the review of RSS taking account of the Regional Economic Strategy or testing through development plan document preparation.

Bedford / Mid Beds	27,000
Luton / South Beds	23,000
<b>Bedfordshire &amp; Luton</b>	<b>50,000</b>
<b>Cambridgeshire</b>	<b>75,000</b>
<b>Peterborough</b>	<b>20,000</b>
Essex Thames Gateway (Thurrock / Basildon / Castle Point /Southend-on-Sea / Rochford)	55,000
Essex Haven Gateway (Colchester / Tendring)	20,000
Rest of Essex (Braintree / Brentwood / Chelmsford / Epping Forest / Harlow / Maldon / Uttlesford)	56,000
<b>Essex &amp; Unitaries</b>	<b>131,000</b>
<b>Hertfordshire</b>	<b>68,000</b>
King's Lynn & West Norfolk	5,000
Great Yarmouth	5,000
Breckland	6,000
North Norfolk	4,000
Greater Norwich (Norwich / Broadland / S Norfolk)	35,000
<b>Norfolk</b>	<b>55,000</b>
Suffolk Haven Gateway (Ipswich / Suffolk Coastal / Babergh)	30,000
Waveney	5,000
Rest of Suffolk (Mid Suffolk / St Edmundsbury / Forest Heath)	18,000
<b>Suffolk</b>	<b>53,000</b>
<b>EAST OF ENGLAND</b>	<b>452,000</b>

- 4.6 The evidence was not sufficiently robust to set more than indicative targets. Job growth, its broad alignment with housing, and how best to monitor changes in the labour market should be reconsidered as part of the review of RSS, Policy IMP3. EERA and EEDA should work in partnership with the Mayor of London and adjacent Regional Planning Bodies and Development Agencies. The aim will be to produce more robust and readily monitorable targets, and to express these at district level, albeit with a degree of flexibility.
- 4.7 Local planning authorities may undertake joint employment land studies to inform preparation of Local Development Documents. Assumptions about job growth should be guided by Policy E1 but, reflecting national guidance, may consider additional evidence as part of Local Development Document preparation.

## **POLICY E2: Provision of Land for Employment**

Local Development Documents should ensure that an adequate range of sites/premises (including sites within mixed-use areas and town/district centres) is allocated to accommodate the full range of sectoral requirements to achieve the indicative job growth targets of Policy E1, or revisions to those targets as allowed in that policy, and the needs of the local economy revealed by up-to-date employment land reviews. Where development proposals and issues cross local authority boundaries this approach should be applied across the whole urban or development area.

Sites of sufficient range, quantity and quality to cater for relevant employment sectors should be provided at appropriate scales in urban areas, market towns and key rural centres at locations which:

- minimise commuting and promote more sustainable communities by achieving a closer relationship between jobs and homes;
- meet the needs of the region's sectors and clusters identified in Policy E3, the Regional Economic Strategy or through Local Development Documents;
- provide appropriately for identified needs for skills-training and education;
- maximise use of public transport;
- minimise loss of, or damage to, environmental and social capital and, where necessary, substitute for any losses and secure positive enhancements. This will often mean giving preference to the re-use of previously developed land and the intensification of development within existing sites over the release of greenfield land; and
- avoid any adverse impact on sites of European or international importance for wildlife.

- 4.8** EERA and EEDA have developed a consistent evidence base for employment land reviews and issued good practice advice on estimating employment land needs. National guidance is also available.
- 4.9** The quality of land to meet the needs of business is one of the critical factors in ensuring economic success and attracting inward investment. Local Development Documents should ensure there is a high quality employment land offer, taking account of the contribution from strategic employment sites.
- 4.10** Allocations can promote more sustainable communities directly by redressing an imbalance between the availability of local workers and local jobs (and hence the need to travel) or, more indirectly, such as through town centre office and retail development and the leisure economy.
- 4.11** Surplus employment land may be released for housing or other pressing development needs in line with PPS3. However it will be important to base such decisions on sound evidence. Land that is likely to be needed for employment should be safeguarded against other development pressures.
- 4.12** Local planning authorities should consider the future information and communications technology needs of business occupiers including through advice and guidance, inclusion in local planning guidance and development briefs, or by making provision a condition of planning permission, particularly at strategic employment locations.
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### **POLICY E3: Strategic Employment Sites**

Local Development Documents should identify readily-serviceable strategic employment sites of the quality and quantity required to meet the needs of business identified through the employment land reviews referred to in Policy E2. Sites should be provided particularly, but not exclusively, at the following regionally strategic locations:

- Bedford, Harlow, Stevenage, Hemel Hempstead and the Luton conurbation – to assist regeneration and ensure growth in key sectors and clusters;
- Thames Gateway, linked to the strategies for the key centres at Basildon, Southend-on-Sea and Thurrock Urban Area;
- Cambridge Sub-Region, to secure its full potential as a centre for world-class research and development;
- Peterborough, to achieve regeneration, attract business activities and key sectors and clusters including environmental services;
- Norwich, to support regeneration and its role in bio-technology;
- Haven Gateway, to support growth and regeneration at Colchester and Ipswich, including the latter's role in ICT, and development associated with port expansion at Harwich and Felixstowe;
- Great Yarmouth and Lowestoft, to support development associated with port expansion, regeneration and economic diversification;
- Hertfordshire, at locations (other than those noted above) where this would support strong, continued growth of mature and emerging clusters and sectors, or support regeneration of the Lee Valley; and
- other key centres of development and change, including Chelmsford, to meet needs identified in Local Development Documents.

**4.13** Strategic employment sites are needed for the reasons in Policy E3. In some areas appropriate land has already been allocated and the need is to safeguard and promote its use or redevelopment. In other areas additional sites will need to be allocated in locations which satisfy the criteria in Policy E2.

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## POLICY E4: Clusters

Local Development Documents should support the sustainable and dynamic growth of inter-regional and intra-regional sectors and business clusters including:

- the life-science regional super-cluster with concentrations in the Cambridge sub-region, Hertfordshire, Cranfield and Norwich;
- the energy cluster on the Norfolk/Suffolk coast;
- the environmental technologies cluster stretching from Essex to Cambridgeshire with a particular focus on Peterborough;
- the motor sports cluster with a focal point at Hethel in Norfolk linking to Cranfield;
- the multimedia cluster from London to Hertfordshire and in Norfolk;
- the ICT cluster in the Cambridge area; and
- the ICT/telecommunications cluster around Ipswich

Local Development Documents should also support and provide guidance for locally important clusters defined by local economic partnerships in collaboration with local authorities and EEDA by:

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

- 4.14** Sectors are categories of businesses in the same industrial group. Clusters are ‘concentrations of companies in related activities, specialised suppliers, service providers and institutions, which are co-operating, competing and collaborating to build competitive advantage, often across traditional sector boundaries’. Such concentrations often depend on access to specialist skills and infrastructure.
- 4.15** The Regional Economic Strategy highlights the importance of certain sectors and clusters, some with international quality research capacity, such as life sciences including biosciences and pharmaceuticals. Other key sectors include food, automotive, construction and built environment, transport gateways, environmental goods and services and renewable energy (Policy ENG 2 identifies renewable energy targets and relevant environmental considerations). Other sectors should be supported as essential components of a successful regional economy including finance and business services, the creative and cultural sector, and tourism, heritage and leisure. There is potential for economic links to be strengthened between Cambridge and Ipswich and westwards through Bedfordshire to Milton Keynes and Oxford, the Oxford to Cambridge Arc.
- 4.16** Other opportunities merit further analysis. EEDA working with partners should develop concepts and ideas and identify appropriate interventions and support. Opportunities include:
- micro-renewables, biofuel production and other technologies related to the need to reduce carbon emissions; and
  - ‘green businesses’ based on environmental industries, for example those specialising in recycling or exchange of materials.
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## POLICY E5: Regional Structure of Town Centres

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

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

Major new retail development and complementary town centre uses should primarily be located in the above centres and be consistent in scale with the size and character of the centre and its role in the regional structure.

Development plan documents should only propose higher order provision where need is clearly established and the development would:

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

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

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

- 4.17** Policy E5 defines the regional structure of centres for retail and other town centre purposes, whilst Policy SS6 sets the overall aims for city and town centre development. National policy on town centres is set out in PPS6.
- 4.18** The retail sector is an important driver of the regional economy. There is an established structure of retail centres in the East of England from major regional centres to market towns and villages. In the north of the region centres tend to be more widely dispersed with discrete catchments. The south of the region is strongly influenced by London and the larger centres are closer with more complex, overlapping catchments.
- 4.19** Retail, leisure and other services in the East of England compete with surrounding centres, particularly London, but also Milton Keynes, the Bluewater shopping centre and, to a more limited degree, Nottingham and Leicester. During the RSS plan period Milton Keynes is likely to continue to grow and town centres in Bedfordshire will need to respond to this by raising and upgrading their offer.
- 4.20** Growth in retail provision will be needed in response to growth in population and expenditure per capita but changes such as the growth in 'e-tailing' mean there are uncertainties about how much additional floorspace and of what types will be needed. At the same time, the scale of additional provision needed may be significant in areas of major regeneration or housing growth.
- 4.21** No need has been identified for additional out-of-centre regional/sub-regional shopping centres. The only such centre within the East of England is the Thurrock Lakeside regional shopping centre within the Lakeside Basin area of Thames Gateway. Lakeside Basin has the largest concentration of retail floorspace in the region but the Basin and regional shopping centre are not listed in Policy E5 as they do not currently have the functions of a town centre. Policy ETG2 gives guidance on the approach to the area's future development, including whether it should be reclassified as a town centre.
- 4.22** There are smaller out-of-town centre retail sites of local, rather than sub-regional importance, notably the Brookfield Centre in Broxbourne, Hatfield Galleries and Colney Fields near St Albans. Development Plan Documents should define the future role of such centres, in particular to determine whether they should remain purely retail centres or develop into
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centres with a fuller range of service provision. This approach should only be adopted where this would improve social, environmental and economic sustainability and deliver improved sustainable transport accessibility, particularly by public transport.

## **POLICY E6: Tourism**

Local Development Documents should:

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

- 4.23** Tourism is one of the East of England's key economic sectors and, with leisure and heritage, is projected to make one of the highest contributions to the increase in the region's gross domestic product. The main destinations include the historic cities of Cambridge and Norwich, long stretches of the coast, the Broads, Chilterns and purpose built leisure developments.
- 4.24** The Regional Tourism Strategy will assist the preparation of Local Development Documents and development proposals. National good practice guidance on tourism planning was issued in 2006. Careful management and sustainable development of tourism can create opportunities to boost local economies, enhance the natural and built environment and contribute to the social well-being of an area. Tourism can be a catalyst to stimulate investment, revitalise deprived areas and encourage growth in other employment sectors. The benefits in terms of reducing inequalities will be particularly marked in the north and east of the region, where natural assets with scope for supporting increased tourism and leisure enterprises are more prevalent than closer to London.
- 4.25** Particular attention should be given to tourism development in environmentally sensitive areas, including both natural and built heritage. Such areas often attract large numbers of visitors and it is important that these qualities are protected for future generations whilst maintaining the benefits of tourism. Significant growth in numbers in such areas can have detrimental effects and it is in the interests of tourism developers to conserve the environment upon which they rely. Measures to disperse visitors away from sensitive tourist hotspots such as the Heritage Coast and the Broads to areas with the capacity to cope with larger visitor numbers can be effective. Visitor management strategies, marketing and upgrading of infrastructure may be crucial to the future of some popular destinations.
- 4.26** Proposals for strategic tourism facilities should comply with Policy C2, which sets out strategic development control criteria. Regeneration proposals for coastal resorts should address broadening the tourism season through culture led regeneration. The region should also encourage less seasonal tourism sectors, such as business tourism.
- 4.27** Regional flagship tourism projects have the potential to both boost the image and profile of the region in terms of attracting new visitors and to stimulate further growth and investment in tourism and related sectors as well as potentially providing all-weather attractions that would spread tourism across the year. The Olympics may act as a catalyst for such
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opportunities. Smaller scale tourism development can contribute to finding new uses for existing buildings. Sensitive adaptation of historic or locally distinctive buildings can capitalise on the region's unique qualities.

- 4.28 Although new development is required to extend tourist infrastructure, priority should also be given to investment in existing attractions to ensure the quality of tourist products is maintained.
- 4.29 The East of England Tourist Board identifies five key principles of development: partnership, quality, sustainability, competitiveness and accessibility and inclusion. New tourism development should meet these principles along with the requirements of strategic and local planning policies.

## **POLICY E7: The Region's Airports**

The roles of Stansted and Luton Airports are outlined in the 2003 Air Transport White Paper. Future development at these airports, including timely provision of infrastructure, surface access strategies and rigorous environmental safeguards, is the responsibility of the relevant airport operator/owner in conjunction with partners. Proposals should be informed by the White Paper and the policies of this RSS, and avoid any adverse impact on sites of European or international importance for wildlife.

Support is given in the White Paper for the expansion of Norwich and Southend Airports to meet local demand and contribute to local economic development, subject to the same conditions as those above.

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

- 4.30 The Air Transport White Paper recognises the important role of Stansted and Luton Airports in providing airport capacity for the South East and supports new capacity at both airports, including a new runway at Stansted.
- 4.31 Norwich and Southend Airports have an important regional role in meeting local and niche markets, for example by providing business aviation and passenger routes not served by larger airports. Their services may also help to relieve congestion at the major South East airports.
- 4.32 The White Paper requires airport operators/owners to prepare development proposals and masterplans. Individual phases of development will, where relevant, be subject to Environmental Impact Assessment and, if necessary, appropriate assessment under the Habitats Regulations.
- 4.33 Airports provide a range of employment opportunities with a significant proportion of jobs not requiring high skill and educational attainment levels and attract firms that value proximity to airport services. Airport growth will provide a catalyst for the regeneration of nearby towns, notably Harlow, Luton, Norwich and Southend. Local planning authorities should make provision for the direct and indirect employment generated by airports operating in their area or nearby.
- 4.34 The housing allocations for Harlow, East Hertfordshire and Uttlesford should be sufficient for both airport-related and other housing needs, though this will need to be kept under review as the airport develops. The substantial growth in housing at Harlow should provide for a growing number of Stansted employees to live there, from where they can reach the Airport conveniently by public transport. Development plan documents for Uttlesford and East Hertfordshire should reflect the sustainability benefits of a growing number of airport employees living at towns close to the Airport.



## Section 5

# Housing

- 5.1** This section should be read with PPS3, which sets out national policy on planning for housing development, together with the accompanying guidance on such matters as strategic housing market assessments. It complements the Regional Housing Strategy for the East of England, which covers related delivery issues, including action to improve the existing housing stock and allocation of funding to support provision of affordable housing. It reflects the context of the Housing Green Paper, *Homes for the Future: More Affordable, More Sustainable*, July 2007. Priorities in the Green Paper include further increasing the level of new provision with a national target of 240,000 additional homes a year by 2016, increasing social rented housing and low cost home ownership, and a range of initiatives to support delivery and ensure growth is sustainable and compatible with environmental constraints.
- 5.2** Housing markets vary but there are affordability problems in nearly all parts of the East of England. Provision of sufficient high quality housing to meet the needs of the region's growing population is a key priority. In the most pressurised housing market areas, such as close to London and around Cambridge, the emphasis is on maximising sustainable housing capacity on previously developed land and limited green field development in response to strong market demand and acute affordability problems. Affordability problems are also acute in many coastal and rural areas, driven by demand from long distance commuters and for second homes. In other areas, mainly towards the north and east, the pressures are less acute and the emphasis is on creating the conditions in which the planned house building rate will be achieved in step with economic growth and without increases in long distance commuting.
- 5.3** The annual average of at least 26,830 net additional dwellings a year from 2006, together with its distribution across the region, is a significant step towards a more adequate rate of housing provision to meet the needs of the region's growing and ageing population and slow down the deterioration in affordability, which has made it increasingly difficult for large sections of the community to buy a home. It is, however, a partial step: provision is less than forecast household growth and than the National Housing and Planning Advisory Unit suggests is needed to avoid further deterioration in affordability. Hence the emphasis on treating the housing targets as minima, the role of Ecotowns in further increasing provision, and the crucial role of the further RSS review in putting in place a further step change.
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## **POLICY H1: Regional Housing Provision 2001 to 2021**

Through managing the supply of land for housing in accordance with PPS3, their Local Development Documents, and in determining planning applications local planning authorities should facilitate the delivery of at least 508,000 net additional dwellings over the period 2001 to 2021. Taking account of completions of 105,550 between 2001 and 2006 the minimum regional housing target 2006 to 2021 is 402,540. District allocations should be regarded as minimum targets to be achieved, rather than ceilings which should not be exceeded.

Local planning authorities should plan for delivery of housing for at least 15 years from the date of adoption of the relevant development plan documents. In doing so they should assume that the average annual rate of provision after 2021 will be the same as the rates in this policy for 2006 to 2021 or 2001 to 2021, whichever is the higher.

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

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

The minimum regional housing provision is distributed as follows:

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Area / District	Minimum Dwelling Provision, 2001 to 2021 (net increase, with annual average rates in brackets <sup>1</sup> )			Comments
	Minimum to build	<i>Of which already built</i>	Minimum still to build	
	April 2001 to March 2021	<i>April 2001 to March 2006</i>	April 2000 to March 2021	
MKSM Strategy Area: Bedford/ Kempston/ Northern Marston Vale	19,500	2,380 (480)	17,120	See footnote <sup>2</sup>
MKSM Strategy Area: Luton/ Dunstable/ Houghton Regis together with Leighton Linlade	26,300	4,400 (880)	21,900	
Rest of Bedford BC	1,300	1,020 (200)	280 (20)	
Rest of Mid Beds	11,000	3,120 (620)	7,880 (530)	
Rest of South Beds	1,000	170 (30)	830 (60)	
<b>Bedfordshire &amp; Luton</b>	<b>59,100</b>	<b>11,090 (2,220)</b>	<b>48,010 (3,200)</b>	
Cambridge	19,000	2,300 (460)	16,700 (1,110)	
East Cambs	8,600	3,240 (650)	5,360 (360)	
Fenland	11,000	3,340 (670)	7,660 (510)	
Huntingdonshire	11,200	2,890 (580)	8,310 (550)	
South Cambs	23,500	3,520 (700)	19,980 (1,330)	
Peterborough UA	25,000	3,620 (730)	21,380 (1,420)	
<b>Cambridgeshire &amp; Peterborough</b>	<b>98,300</b>	<b>18,910 (3,780)</b>	<b>79,390 (5,290)</b>	

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<sup>1</sup> Due to rounding the annual average rates in brackets may not match the totals. Totals take precedence.

<sup>2</sup> The total for Bedfordshire and Luton includes 45,800 at two growth locations identified in the Milton Keynes South Midlands Sub-Regional Strategy, Bedford/ Kempston/ Northern Marston Vale and Luton/ Dunstable/ Houghton Regis together with Leighton Linlade. The Sub-Regional Strategy set out targets for housing to be built 2001 to 2006 but monitoring shows actual completions were lower. Policy H1 sets out revised figures for 2006 to 2021 in order to achieve the Sub-Regional Strategy totals for 2001 to 2021, which remain unchanged.

Area / District	Minimum Dwelling Provision, 2001 to 2021 (net increase, with annual average rates in brackets <sup>1</sup> )			Comments
	Minimum to build	<i>Of which already built</i>	Minimum still to build	
	April 2001 to March 2021	<i>April 2001 to March 2006</i>	April 2000 to March 2021	
Basildon	10,700	1,220 (240)	9,480 (630)	Figures include an indicative allowance for 2,200 outside Essex Thames Gateway.
Braintree	7,700	3,360 (670)	4,340 (290)	
Brentwood	3,500	920 (180)	2,580 (170)	
Castle Point	4,000	1,010 (200)	2,990 (200)	
Chelmsford	16,000	3,570 (720)	12,430 (830)	
Colchester	17,100	4,640 (930)	12,460 (830)	
Epping Forest	3,500	1,210 (240)	2,290 (150)	Figures exclude provision in urban extensions to Harlow, which is included within the figures for Harlow.
Harlow	16,000	810 (160)	15,190 (1,010)	Figures are for total housing growth at Harlow, including urban extensions in Epping Forest and East Hertfordshire Districts, the split between the districts to be determined through development plan documents.
Maldon	2,400	750 (150)	1,650 (110)	
Rochford	4,600	810 (160)	3,790 (250)	
Tendring	8,500	2,110 (420)	6,390 (430)	
Uttlesford	8,000	1,610 (320)	6,390 (430)	
Southend UA	6,500	2,130 (430)	4,370 (290)	
Thurrock UA	18,500	4,250 (850)	14,250 (950)	Figures apply to the part of the district within Essex Thames Gateway, but does not imply a moratorium on housing development outside Thames Gateway through re-use of previously developed land.
<b>Essex, Thurrock and Southend</b>	<b>127,000</b>	<b>28,380 (5,670)</b>	<b>98,620 (6,580)</b>	Includes Harlow urban extensions in East Hertfordshire.

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Area / District	Minimum Dwelling Provision, 2001 to 2021 (net increase, with annual average rates in brackets <sup>1</sup> )			Comments
	Minimum to build	<i>Of which already built</i>	Minimum still to build	
	April 2001 to March 2021	<i>April 2001 to March 2006</i>	April 2000 to March 2021	
Broxbourne	5,600	1,950 (390)	3,650 (240)	
Dacorum	12,000	1,860 (370)	10,140 (680)	Figures include provision (the amount to be determined through Development Plan Documents) for any expansion of Hemel Hempstead within St Albans District
East Hertfordshire	12,000	2,140 (430)	9,860 (660)	Figures exclude provision in urban extensions to Harlow, which is included within the figures for Harlow.
Hertsmere	5,000	1,080 (220)	3,920 (260)	
North Hertfordshire	6,200	1,900 (380)	4,300 (290)	Figures exclude provision for 9,600 as urban extensions to Stevenage included in the Stevenage figure <sup>3</sup> and any urban extensions to Luton, reflecting the Milton Keynes South Midlands Sub-Regional Strategy.
St Albans	7,200	1,830 (370)	5,370 (360)	Figures exclude provision (the amount to be determined through Development Plan Documents) for any expansion of Hemel Hempstead within St Albans District, which is included in the Dacorum total.
Stevenage	16,000	1,570 (310)	14,430 (960)	Figures include provision for 9,600 outside the Borough boundary in North Hertfordshire
Three Rivers	4,000	1,010 (200)	2,990 (200)	
Watford	5,200	1,410 (280)	3,790 (250)	
Welwyn Hatfield	10,000	2,730 (550)	7,270 (480)	
<b>Hertfordshire</b>	<b>83,200</b>	<b>17,480 (3,500)</b>	<b>65,720 (4,380)</b>	Excludes Harlow urban extensions in East Hertfordshire and any urban extensions to Luton, reflecting the Milton Keynes South Midlands Sub-Regional Strategy.

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3 Great Ashby Park is included in the 16,000 Stevenage total.

Area / District	Minimum Dwelling Provision, 2001 to 2021 (net increase, with annual average rates in brackets <sup>1</sup> )			Comments
	Minimum to build	<i>Of which already built</i>	Minimum still to build	
	April 2001 to March 2021	<i>April 2001 to March 2006</i>	April 2000 to March 2021	
Breckland	15,200	3,460 (690)	11,740 (780)	Figures include 6,000 at Thetford
Great Yarmouth	6,000	1,190 (240)	4,810 (320)	
King's Lynn & W Norfolk	12,000	2,540 (510)	9,460 (630)	
North Norfolk	8,000	1,720 (340)	6,280 (420)	
Norwich	14,100	3,490 (700)	10,610 (710)	
				Figures for Broadland and South Norfolk include provision related to Norwich as part of the Norwich policy area, for which there is a total of 33,000. District totals for Norwich, Broadland and South Norfolk are indicative only and may be varied by mutual agreement provided they sum to 37,500.
Broadland	12,200	1,680 (340)	10,520 (700)	
South Norfolk	11,200	2,280 (460)	8,920 (590)	
<b>Norfolk</b>	<b>78,700</b>	<b>16,360 (3,270)</b>	<b>62,340 (4,160)</b>	
Babergh	5,600	1,340 (270)	4,260 (280)	Figures include about 600 on the edge of Ipswich as part of the Ipswich policy area
Forest Heath	6,400	810 (160)	5,590 (370)	
Ipswich	15,400	2,880 (580)	12,520 (830)	Figures are for Ipswich Borough only. Total in Ipswich Policy Area will be at least 20,00 including development in Babergh, Mid Suffolk and Suffolk Coastal.
Mid Suffolk	8,300	1,900 (380)	6,400 (430)	Figures include about 800 on the edge of Ipswich as part of the Ipswich policy area
St Edmundsbury	10,000	1,960 (390)	8,040 (540)	
Suffolk Coastal	10,200	2,560 (510)	7,640 (510)	Figures include about 3,200 on the edge of Ipswich as part of the Ipswich policy area
Waveney	5,800	2,160 (430)	3,640 (240)	
<b>Suffolk</b>	<b>61,700</b>	<b>13,600 (2,720)</b>	<b>48,100 (3,210)</b>	
<b>East of England</b>	<b>508,000</b>	<b>105,550 (21,120)</b>	<b>402,450 (26,830)</b>	

- 5.4** Local planning authorities should plan for an upward trajectory of housing completions, seeking first to achieve the annual average development rates for 2006-21 as soon as possible, then to make up any shortfall from the period before that rate is achieved. It is important that policies in existing plans do not constrain inappropriately the build-up of the house building rate while development plan documents which give effect to this RSS are put in place.
- 5.5** PPS3 requires RSS to set the overall level of housing provision distributed amongst local planning authorities. The particular circumstances in the East of England justify the approach where the housing allocations should be regarded as a minimum targets pending the proposed review of this RSS. This is because the figure of 508,000 dwellings falls significantly short of what is needed based on evidence about housing pressure, affordability and household projections. The proposed review of this RSS, Policy IMP3, will bring forward proposals for higher growth during the period 2011 to 2021, as well as setting requirements to 2031.
- 5.6** PPS3 requires local planning authorities to plan for continuous delivery of housing for at least 15 years from the date of adoption of housing allocation development plan documents. As most will not be adopted until 2008 – 2010, this review of RSS will not provide for the full 15 years in many cases. The requirement to assume, in planning for housing delivery after 2021, the continuation of planned annual rates 2001 to 2021 or 2006 to 2021 whichever is the higher, provides a consistent approach to ensure the achievement of this aspect of PPS3. This requirement may be waived where preparation of Development Plan Documents is at an advanced stage and planning beyond 2021 would cause significant delay to adoption. Elsewhere, if it will not be possible to identify specific, developable sites for the whole 15 year period, it will be sufficient to indicate broad areas for growth after 2021. Robust evidence will be needed to justify not doing so, for example green belt constraints in districts not proposed for green belt review.

## **POLICY H2: Affordable Housing<sup>4</sup>**

Within the overall housing requirement in Policy H1, Development Plan Documents should set appropriate targets for affordable housing taking into account:

- the objectives of the RSS;
- local assessments of affordable housing need, as part of strategic housing market assessments,
- the need where appropriate to set specific, separate targets for social rented and intermediate housing;
- evidence of affordability pressures; and
- the Regional Housing Strategy.

At the regional level, delivery should be monitored against the target for some 35% of housing coming forward through planning permissions granted after publication of the RSS to be affordable.

- 5.7** The widening of the ratio of house prices to incomes makes it increasingly difficult for those on low incomes and many key workers to obtain decent accommodation in reasonable proximity to their workplace. An adequate supply of good, affordable housing is essential to the quality of life of those of the region's residents who cannot afford to compete in the open market.
- 5.8** Housing stress varies across the region and targets of more than 35% may be justified in the more pressurised areas. PPS3 indicates that separate targets should be set for social rented and intermediate housing where appropriate.
- 5.9** Based on studies of affordable housing commissioned by EERA and its partners in 2003/04, the region needs approximately 11,000 new affordable homes each year (7,200 social rented, 2,400 intermediate rent and 1,320 social rented backlog). The studies also indicated that about 13,200 additional units were needed to address un-met needs, e.g. homelessness, families in overcrowded accommodation and suppressed households.

<sup>4</sup> For the purposes of this policy the definition of affordable housing is as in Annex B of PPS3.

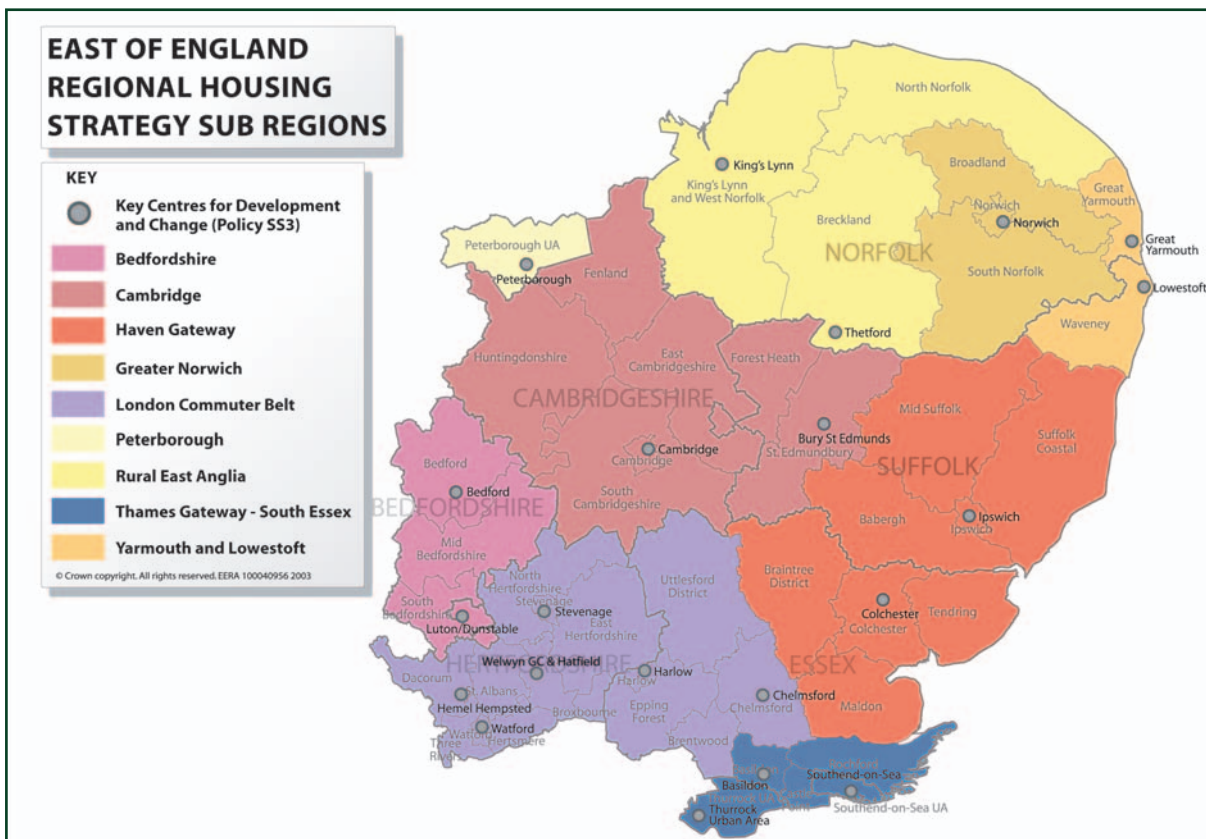
5.10 Figure 3 shows the sub-regions in the Regional Housing Strategy 2005 – 2010. The housing sub-regions inform investment in affordable housing and each has a sub-regional housing strategy and investment Plan. PPS3 requires the further review of RSS to be informed by sub-regional strategic housing market and housing land availability assessments. EERA and its partners will need to consider whether the sub-regions shown in Figure 3 need to be modified.

### POLICY H3: Provision for Gypsies and Travellers

Local authorities should make provision for sites/pitches to meet the identified needs of Gypsies and Travellers living within or resorting to their area. Pending the single issue review to this RSS on Gypsy and Traveller accommodation needs, provision in Local Development Documents and decisions on planning applications should be based on the latest available information on need within the region and local area, in the context of the urgent need for improved provision across the region.

5.11 There is an urgent need to address the shortage of sites for Gypsies and Travellers and the problems that flow from it in terms of Gypsy and Traveller families not being able to gain access to the housing, educational, health, employment and other opportunities enjoyed by other members of society, as well as the conflicts at local level over unauthorised encampment and use of sites without planning permission. This is a national issue, but is at its most intense in the East of England, which has the largest number of caravans – and by implication Gypsy and Traveller population – of any region as well as the highest level of caravans on unauthorised sites. Bedfordshire, Cambridgeshire and the Fens, and the southern half of Essex are particularly important areas for the Gypsy and Traveller population, but increased site provision is required across the East of England.

Figure 3: East of England Regional Housing Strategy Sub-Regions





- 5.12** Reflecting the guidance in ODPM Circular 1/2006, EERA submitted a single issue revision to this RSS in February 2008, which sets out the strategic framework to meeting the accommodation needs of Gypsies and Travellers and the additional pitch numbers required at district level. There will be an Examination in Public in October 2008 with the revision issued in spring or summer 2009. In preparation for the review, the information on need at the local and regional level is improving, including through the Gypsy & Traveller Accommodation Assessments carried out across the region. Pending its completion, site allocations and policies on provision in Local Development Documents and decisions on planning applications should be based on the latest available local and regional information, including the emerging RSS review policy, in the context of the urgent need for improved provision.
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## Section 6

# Culture

- 6.1** Culture consists of a number of sectors with different attributes: the arts, creative industries, enjoyment of the natural, historic and built environment, events and festivals, use of tourism, libraries, museums, archives and galleries, the diversity of the faith communities and places of worship, local cultural traditions and sport and recreation. Culture is inherently cross cutting, for example linking policies on economic growth and regeneration with those on environment, heritage and infrastructure provision.
- 6.2** The policy framework for culture is provided in national planning policy guidance and planning policy statements on town centres, rural areas, archaeology, the historic environment, sport and recreation and nature conservation together with policy statements and guidance from the Department of Culture, Media & Sport and its agencies, including Sport England, English Heritage and Natural England.

### **POLICY C1: Cultural Development**

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

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

- 6.3** The East of England provides a high quality urban and rural environment incorporating a wealth of cultural facilities, sites and activities which are enjoyed by both residents and visitors. The region has one of the main concentrations of creative industries in the UK. Collectively, the culture sectors employ substantial numbers, make a major contribution to the region's economy, and can play a significant role in driving regeneration.
- 6.4** Living East, the cultural consortium for the East of England, has prepared and keeps under review a Regional Cultural Strategy to identify priorities for the cultural sectors and influence and complement other regional strategies.
- 6.5** Two of the event sites for the 2012 Olympic Games have been proposed for the East of England. Together with the proximity of the main Games sites in East London and the legacy that will be left, they will – if confirmed – provide significant economic, cultural and sporting benefits for the region.
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## **POLICY C2: Provision and Location of Strategic Cultural Facilities**

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

- will enhance existing facilities of regional or national significance or, elsewhere, reflect a sequential approach – with priority to locations in town centres before off-centre or out-of-town locations, and to the use of brownfield land in preference to greenfield sites. Exceptionally the specific attributes of a rural site may make it appropriate for a regionally strategic proposal;
- are designed to enhance the environment and do not adversely affect areas designated for their ecological, landscape or historic value, including sites of European or international importance for nature conservation;
- meet sustainable development objectives as outlined in this RSS;
- maximise opportunities to use means of transport other than the car and use transport networks that have adequate capacity to accommodate passenger and rail freight requirements;
- are well related to regional transport nodes (Policy T5);
- minimise their use of energy and natural resources and impact on public services, and have satisfactory proposals for minimising their long-term use and impact; and
- are of an appropriate scale and impact.

The above criteria may be met by the introduction of measures to ameliorate or mitigate adverse effects. Proposals that meet the above criteria and would benefit a priority area for regeneration should be given particular support.

**6.6** A number of regionally significant development proposals are expected to come forward for leisure, sport, recreation, arts or tourism projects in future years. Uncertainties, for example in relation to changing consumer interests and financial viability, mean that it may not always be possible to adequately consider options and make allocations when Local Development Documents are prepared. Policy C2 provides a criteria-based policy against which to assess culture development proposals of regional or national significance. It complements national policy on the importance of high quality design standards.

**6.7** Wherever possible such developments should be in or close to key centres for development and change. In some cases their scale or nature may mean this would not be realistic and it may be necessary to exploit specific locations, e.g. former mineral workings or, in regard to facilities attracting large numbers of visitors, interchange facilities outside of large settlements with good or potentially good public transport.

## Section 7

# Regional Transport Strategy

- 7.1** The Regional Transport Strategy (RTS) provides a regional framework for the delivery of transport investment and policy priorities to support the aims of the spatial strategy.
  - 7.2** The existing transport network and the scope for service improvement was an important factor in shaping the spatial strategy of the RSS, which seeks to reduce dependence on car travel. The RTS recognises that transport solutions which manage use of the car, while improving the scope for alternatives, may be the best way to meet demand, particularly in urban areas.
  - 7.3** The basic shape of the transport system is shown on the key diagram. As much as possible the road and public transport networks have been viewed together. The hierarchy distinguishes between the elements that serve a major national or strategic regional purpose (Strategic); those that are regionally important in terms of inter-urban movements (Regional); and other links which complete the network (Local). The functions of the different levels of the hierarchy are not mutually exclusive, as each level may also fulfil the functions of a lower order. The classification is not about priorities nor particular standards of provision, but different roles.
  - 7.4** A range of indicators e.g. proportion of longer distance traffic, proportion of HGVs, routes to airports, seaports and peripheral areas was used to identify the strategic and regional elements of the network.
  - 7.5** The strategic road and rail network is economically important for the region and its development. The objective was to identify a set of routes which serve major movement patterns, including connections to London, surrounding regions, ports and airports, which can be managed as an integrated whole. For urban areas not served directly by the strategic rail network, buses and coaches play a significant role.
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## **POLICY T1: Regional Transport Strategy Objectives and Outcomes**

To implement the vision and objectives of the Regional Spatial Strategy, the following **objectives** of this RTS give a clear priority to increase passenger and freight movement by more sustainable modes, while reflecting the functionality required of the region's transport networks:

- to manage travel behaviour and the demand for transport to reduce the rate of road traffic growth and ensure the transport sector makes an appropriate contribution to reducing greenhouse gas emissions;
- to encourage efficient use of existing transport infrastructure;
- to enable the provision of the infrastructure and transport services necessary to support existing communities and development proposed in the spatial strategy;
- to improve access to jobs, services and leisure facilities.

The successful achievement of the objectives will lead to the following **outcomes**:

- improved journey reliability as a result of tackling congestion;
- increased proportion of the region's movements by public transport, walking and cycling;
- sustainable access to areas of new development and regeneration;
- safe, efficient and sustainable movement between homes and workplaces, education, town centres, health provision and other key destinations;
- increased proportion of freight movement by rail;
- safe, efficient and sustainable movement of passengers and freight to and from the region's international gateways
- economic growth without a concomitant growth in travel;
- improved air quality; and
- reduced greenhouse gas emissions.

**7.6** In line with "The Future of Transport", the Regional Transport Strategy objectives have the aim of ensuring that the East of England benefits from increased mobility and access, whilst minimising the impact on the environment and inhabitants of the region.

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## **POLICY T2: Changing Travel Behaviour**

To bring about a significant change in travel behaviour, a reduction in distances travelled and a shift towards greater use of sustainable modes, regional and local authorities, transport providers and other delivery agencies should implement policies to:

- raise awareness of the real costs of unsustainable travel and the benefits and availability of sustainable alternatives;
- encourage the wider implementation of workplace, school and personal travel plans;
- introduce educational programmes for sustainable travel;
- invest in business initiatives, including but not limited to tele-working, and other means of decoupling economic activity from the need for travel;
- investigate ways of providing incentives for more sustainable transport use; and
- raise awareness of the health benefits of travel by non-motorised modes.

## **POLICY T3: Managing Traffic Demand**

Demand management measures for highway use should be pursued to tackle congestion and, as a consequence, provide more reliable journeys. Road pricing may be considered as part of an integrated approach to managing the region's road network and should be consistent with national technical standards and guidelines. Road pricing schemes or other demand management measures should:

- be matched with provision of sustainable alternatives to private vehicle use, and
- be designed to avoid disadvantaging the region's rural communities and regeneration areas dependent on road access.

**7.7** Policies T2 and T3 provide a framework for influencing travel behaviour. They imply a considerable cultural change and redirection of resources and the scale of the challenge for Government, regional and local authorities, businesses and the general public should not be underestimated. There is growing recognition of the seriousness of climate change, traffic growth, congestion and pollution. Success in delivering these policies will not only address some of the problems linked to traffic growth, but also contribute to accommodating the development planned in this RSS.

**7.8** T3 cannot be implemented by the region working independently. Partners within the region should work closely with Government in considering any local initiatives. They should develop local proposals with road users to ensure integration with public transport improvements and avoid diverting traffic onto local routes. The objective is not about restricting all car movement. It is to reduce less necessary journeys and free up road space for essential users.

## **POLICY T4: Urban Transport**

Within urban areas, including key centres for development and change and appropriate market towns, Local Transport Plans, Local Development Documents and other plans or strategies should identify ways to bring about a shift away from car use to public transport, walking and cycling. This should be achieved through the following types of measures, in combination as appropriate to local circumstances:

- ensuring urban extensions and other major developments are linked from the outset into the existing urban structure through safe, well designed pedestrian and cycling routes and a high standard of public transport;
- capitalising on opportunities provided by new development to achieve area wide improvements in public transport services, footpaths and cycle networks;
- promoting public transport through quality partnerships or other agreements to deliver enhanced services, improved interchange, increased access, higher levels of public visibility, better travel information, and appropriate traffic management measures; and
- improvements to local networks for walking and cycling, including increasing the attractiveness and safety of the public realm.

- 7.9** Urban areas have the greatest scope for efficient public transport and more use of walking and cycling. Improvements in public transport provision and 'soft measures' to encourage alternatives to the car should be coupled with further traffic management to ensure traffic levels are at least stabilised. New peripheral development should be focussed on sustainable links with the rest of the urban area and not simply connections to the road network. Parking policy is an important tool, see Policy T14. Congestion problems are likely to grow in smaller towns and local authorities should be preparing strategies for traffic management here as well.
- 7.10** Park and ride schemes in conjunction with parking controls and other demand management are an important means of reducing traffic in urban areas. To date they have been mainly used in relation to individual larger towns. They also have potential as strategic interchange points for moving across the region by bus or rail.
- 7.11** There are wide variations in the form and size of urban areas across the region and the measures identified must be appropriate to the urban area and other nearby settlements. To achieve the required modal shift packages of complementary measures will normally be required.
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## **POLICY T5: Inter Urban Public Transport**

Improvements to inter-urban public transport should be focussed on the Regional Transport Nodes:

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

The priorities for improvements to inter-urban public transport will be: (i) to facilitate movement between the Regional Transport Nodes; (ii) to facilitate access to London and national networks, and, (iii) within the Regional Transport Nodes, to improve the interchange between modes and the integration of strategic and local networks.

Measures should include:

- improved access, particularly by sustainable local transport, to main line railway stations;
- improvements to rail services to enhance capacity and passenger comfort;
- facilities to support and encourage high quality interurban bus / coach services, particularly east-west links and other situations where rail is not available, co-ordinated with rail and local public transport; and
- strategic park and ride with the aim of reducing car use.

**7.12** Regional transport nodes have some or all of the following characteristics:

- access to mainline railways;
- good interchange between local urban systems and wider regional links;
- served by strategic inter-urban bus/coach links;
- major bus hubs with strong sub-regional bus networks;
- international airports accessed by rail and/or long distance coach services;
- international passenger ports accessed by rail and/or long distance coach services; and
- waterway connections.

**7.13** The majority of the regional transport nodes are key centres of development and change. Of the others, Brentwood, which incorporates Shenfield station, is a rail interchange which will be enhanced by Crossrail; St Albans is one of the busiest stations in the region; Harwich is an important passenger ferry port with rail connections and regeneration needs; and Stansted is an international airport.

**7.14** The objective of this policy is to enable more inter-urban movements by public transport and to provide links between modes and with local services. This includes encouraging an integrated bus/coach/rail network which provides good access to employment and service centres. Service frequency and access to services are critical factors in ensuring rail and bus/coach/rail services provide viable alternatives to the car and reduce social exclusion.

**7.15** There are a range of rail improvements, which can be delivered by local authorities and the railway industry using a variety of funding sources, including station upgrades, new stations, support for new services and minor works such as additional passing loops or signalling enhancements. Support will be given to proposals to improve rail services to regional transport nodes and to improve comfort and capacity on crowded routes in the light of the priorities in the July 2007 Rail White Paper, 'Delivering a Sustainable Railway', the Regional Planning Assessment for the Railway and the rail industry's Route Utilisation Strategies.

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- 7.16** In sections of the inter-urban network where public transport services are poor and there is no viable rail option the option of investing in high quality bus and coach services should be considered. This is unlikely to require new large scale infrastructure and is a relatively deliverable solution.
- 7.17** Strategic rail and bus services should be integrated with local public transport services and facilities for walking and cycling.

### **POLICY T6: Strategic and Regional Road Networks**

The strategic and regional road networks identified on the key diagram should be improved, managed and maintained in accordance with priorities for the strategic and regional functions of the region's motorway, trunk road and primary route network with the aim of achieving the following outcomes:

- improved journey reliability as a result of tackling congestion
- improved access to key centres for development and change, strategic employment locations and priority areas for regeneration;
- efficient movement of freight which cannot be carried by rail or waterway so as to minimise its impact on the environment and local transport networks;
- improved safety and efficiency of the network;
- mitigation of environmental impacts;
- maintenance of the benefits from managing traffic demand; and
- the effective operation of ports and airports which act as international gateways.

- 7.18** The strategic and regional inter-urban road network will continue to be economically important for the region and its development. Strategic roads cater principally for longer distance traffic but their regional and local roles, including for the strategic bus and coach network, should also be recognised. The regional road network should be the lowest level carrying significant volumes of heavy goods vehicles. Roads not within this hierarchy should carry predominantly local traffic, apart from commuting flows, and should only be used by lorries for access.
- 7.19** The relationship between the strategic, regional and local networks should be considered in Local Transport Plans to ensure that local access improvements enable links to be made to the strategic and regional networks. The contributions of maintenance and management of the network for environmental impacts and safety should also be recognised.

### **POLICY T7: Transport in Rural Areas**

In rural areas priority should be given to providing sustainable access from villages and other rural settlements to market towns and urban areas. Measures should include:

- support for public transport where viable, walking and cycling, to improve accessibility to services;
- innovative approaches to local transport provision including community based transport initiatives, delivering services to remote areas and measures to assist people without use of a vehicle; and
- support for increasing the availability and use of communications technology to reduce dependency on travel.

- 7.20** Rural areas have transport needs which are different from those of towns and cities but policy still needs to emphasise the need to move to more sustainable transport. Key drivers are access to jobs, schools and other services and sustaining rural communities and their economies. The much lower density of rural movement patterns means meeting access
-

needs by public transport will seldom be viable and the private car will remain essential in many situations. Innovative schemes to provide more flexible rural public transport, such as demand responsive and community initiatives, have a role in increasing the accessibility of rural areas to market towns and service centres, particularly for those without a car.

- 7.21** Providing transport is only one element of accessibility planning and local authorities should work with their partners in other sectors to consider whether services could be located or delivered differently.

### **POLICY T8: Local Roads**

Local Authorities should manage the local road network in accordance with their local transport plan objectives to complement the aims of Policies T2 to T7 with the following priorities:

- tackling congestion and its environmental impacts;
- facilitating the provision of safe and efficient public transport, walking and cycling;
- providing efficient vehicular access to locations and activities requiring it, particularly in areas of growth and where regeneration is dependent on improved access; and
- improving safety.

- 7.22** A balance is needed between remedying problems on the network and not encouraging unsustainable traffic growth. A bypass may be designed to improve the environment in the bypassed settlement, reduce congestion or increase accessibility to development or regeneration locations, but improved journey times will often generate increased traffic. Any benefits (e.g. improved environment with increased safety for walkers and cyclists) should be 'locked-in' to ensure they are not eroded over time. This may be achieved by measures such as discouraging through traffic from using the bypassed route or by increasing public transport provision with more reliable journey times.

### **POLICY T9: Walking, Cycling and other Non-Motorised Transport**

Provision for walking, cycling and other non-motorised transport should be improved and developed as part of an integrated strategy for achieving the RTS objectives. Pedestrian, cycle and other non-motorised transport networks should be managed and improved to enhance access to work, schools and town centres, and provide access to the countryside, urban greenspace, and recreational opportunities. Support should be given to completing the National Cycle Network in the region by 2010, and to linking it to local cycle networks.

- 7.23** Provision for walking, cycling and other non motorised transport is important regionally because of its implications for health and quality of life and because of the environmental impacts of car traffic. With so many short distance journeys there is scope for much more walking and cycling. The countryside is crossed by a network of footpaths and bridleways, the increased use of which can reduce risk of accidents and improve health. The National Cycling Strategy gives guidance on how cycling can be encouraged and local authorities set local targets. There is potential for provision to be related more directly to demand and for more strategic provision e.g. cycle routes, access to towpaths, bridleways and byways through means such as Rights of Way Improvement Plans and for better integration between such facilities and the strategic network. Policy T4 stresses the priority to bringing about a shift to cycling and walking in urban areas, including key centres. Policy ENV1 requires the provision of networks for walking, cycling and non-motorised transport within green infrastructure.

## **POLICY T10: Freight Movement**

Priority should be given to the efficient and sustainable movement of freight, maximising the proportion of freight carried by rail and water where those are the most efficient modes:

- high priority should be given to measures to provide adequate rail freight capability and capacity on routes to the region's major ports of Bathside Bay (Harwich), Felixstowe, London (including Tilbury), and London Gateway;
- provision should be made for at least one strategic rail freight interchange at locations with good access to strategic rail routes and the strategic highway network, unless more suitable locations are identified within London or the South East for all three to four interchanges required to serve the Greater South East;
- existing well-located freight wharves and facilities for rail and water freight interchange should be safeguarded for future use where there is a reasonable prospect of developing them for port operational uses. Improved provision should be made in locations with good road and rail access; and
- previously used rail accessible sites, including those owned by non-railway bodies, should be protected from development for non rail-based uses where there is a reasonable prospect of developing them for rail freight use.

**7.24** The freight scoping study undertaken for EERA forecasts large increases in freight movement.

**7.25** Currently, the movement of freight in the region is largely by road. To increase movements by rail and water there is a need for interchange locations. The 2004 Strategic Rail Authority Strategic Rail Freight Interchange Policy identified a need for three to four strategic rail freight interchanges for the Greater South East and the 2006 Eastern Regional Planning Assessment for the Railway envisaged development of strategic sites around the M25. Given that the region includes a third of the M25 ring and that all the main rail lines from London to the North and Scotland cross the M25 within the East of England, it is likely that at least one of the required strategic interchanges will need to be in the region.

**7.26** Because port traffic is such an important component of freight movement in the region and much is travelling long distances, EERA's monitoring framework should set a target for increasing the proportion of port-generated freight carried by non-road modes. Opportunities for moving freight along the coast and on inland waterways are encouraged by national policy and coastal shipping could lead to increased use of the region's smaller ports.

**7.27** The Regional Transport Strategy encourages movement of minerals by rail, sea and inland waterway and the safeguarding of related facilities.

**7.28** The phasing out of landfill, the emphasis on reducing waste and the expectation that waste will be managed locally will reduce the demand for long distance transport of waste. However, there may be opportunities for the sustainable movement of recyclable materials and products, including by inland waterway.

## **POLICY T11: Access to Ports**

Access to the region's ports should be managed and enhanced to support their development and enable them to contribute to national and regional objectives for economic growth and regeneration.

In accordance with Policy T10, a key priority will be to maximise the proportion of freight, particularly longer distance freight, by modes other than road, consistent with commercial viability.

**7.29** The investment and management required for the network to provide for ports, particularly the major ports: Bathside Bay (Harwich); Felixstowe; London (including Tilbury); and London Gateway needs to be considered in the context of the

approach to freight movement of Policy T10. Port developers should contribute to the delivery of improvements, and all development associated with the region's ports avoid any adverse impact on sites of European or international importance for wildlife.

## **POLICY T12: Access to Airports**

Access to the region's airports should be managed and enhanced to support development and enable them to contribute to national and regional objectives for economic growth and regeneration, consistent with the provisions of Policy E7. A key priority is to ensure airport surface access provision reinforces the shift to the more sustainable travel sought by the RTS.

- 7.30** The Air Transport White Paper sets the national policy framework for airports. The RSS does not have a role in determining the rate of air traffic growth or runway provision.
- 7.31** Proposals for airport expansion should take account of the improvements required to serve that expansion. The approach to surface access should reflect the wider aims of the RTS, in particular changing travel behaviour and increasing the proportion of passengers and workers travelling by public transport and other sustainable modes. Airport developers will be expected to pay the costs of surface access improvements where they are needed to cope with additional passengers and freight travelling to and from expanded airports and there are no wider beneficiaries.
- 7.32** Both Stansted and Luton Airports are regional transport nodes (the latter as a part of Luton/Dunstable). Their role in this regard extends beyond that of an international gateway, also providing interchange for movement within the region. The location and design of rail and bus stations should be an integral part of airport development, enabling easy travel for both workers and passengers.

## **POLICY T13: Public Transport Accessibility**

Public transport provision, including demand responsive services, should be improved as part of a package of measures to improve accessibility. Public transport use should be encouraged throughout the region by increasing accessibility to appropriate levels of service of as high a proportion of households as possible, enabling them to access core services (education, employment, health and retail).

- 7.33** Some parts of the region have better, or potential for better, public transport access than others. In many locations public transport provision is at a low level or non-existent. However, increasing the number of bus or rail services may not be the most appropriate solution. Whilst the unavailability of services could be the problem, it could be such issues as the high costs of using services, poor information, and fear of crime when using public transport. In many areas, where social exclusion is to be tackled, demand responsive services may offer the greatest levels of accessibility to all.
- 7.34** The importance of the various influences on accessibility varies from area to area and group to group and accessibility planning requires local authorities, together with their partners, to consider the main accessibility issues and solutions put in place. Through their Local Transport Plans authorities have been asked to develop accessibility indicators and targets to identify where services are inadequate in order that local priorities can be identified. Setting minimum accessibility levels is inappropriate as this may imply putting on additional bus services when they may not be the best way of addressing local issues.

## **POLICY T14: Parking**

Parking controls, such as the level of supply or the charges, should be used as part of packages for managing transport demand and influencing travel change, alongside measures to improve public transport accessibility, walking and cycling, and with regard to the need for coordinated approaches in centres which are in competition with each other. Demand-constraining maximum parking standards should be applied to new commercial development. The standards in PPG13 should be treated as maximums, but local authorities may adopt more rigorous standards to reinforce the effects of other measures particularly in regional transport nodes and key centres for development and change.

- 7.35** Regional car parking standards are required to support the integrated land use and transport policy envisaged by the RTS. A common approach in the region and with adjoining regions, particularly Greater London, will help avoid competition between areas.
- 7.36** The wide range of circumstances in the region justifies a flexible approach to maximum levels of parking at the local level. Parking standards should take account of three key parameters: location, land use and accessibility. The base position is the maximum standards in PPG13, which apply to all new developments above the threshold sizes. More rigorous standards should be set in those parts of the region where, and as, the levels of public transport accessibility is good or improving.
- 7.37** Local authorities should identify current levels of accessibility and apply the framework locally taking account of such factors as the economic buoyancy of the area and the pressures on historic centres. They should consider policies in neighbouring authorities and explore the potential for a sub-regional approach, as proposed in the Milton Keynes South Midlands Sub-Regional Strategy. An integrated parking and accessibility policy is critical and parking standards should be part of a package of measures. For instance, within an overall management policy for parking it will be important to review on-street parking and address levels and prices (short stay/long stay) of public town centre parking and park and ride provision. Railway station parking should encourage rail use and avoid conflict with town centre parking policies.
- 7.38** Public transport accessibility is one of the factors influencing parking policy – better public transport accessibility justifies lower levels of parking provision. This is particularly relevant to parking standards, but should also influence charging policy and the provision of public spaces.
- 7.39** Regional advice on parking provision for residential development is not needed. PPG3 discourages more than 1.5 off-street car parking spaces per dwelling in areas of high public transport accessibility and indicates that developers should not be required to provide more car parking than they want. Provision for bicycles, motorbikes and lorries should be made in accordance with PPG13 based on local judgement.
- 7.40** Regional policy in regard to workplace parking charges is not proposed. Demand management, including road pricing, is seen as more viable. However, any local decision to apply workplace parking charges would be consistent with the objectives of the RTS and would be supported where high levels of public transport accessibility have been achieved and minimal impact on the local economy can be demonstrated.
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## **POLICY T15: Transport Investment Priorities**

Investment programmes should be regularly reviewed to ensure they deliver the infrastructure and services necessary to support the RSS. Investment in transport should be prioritised according to its contribution to the RTS objectives and outcomes in Policy T1, the priorities and objectives in Policies T2 to T14, and the transport priorities in the policies for sub-areas and key centres for development and change. Reviews of Local Transport Plans and future prioritisation exercises for transport investment should reflect these priorities. Appendix A lists the regionally significant transport investment currently programmed for the region.

The following areas identified in Figure 4 are likely to come under increasing transport pressure as a result of underlying traffic growth and the development strategy of the RSS:

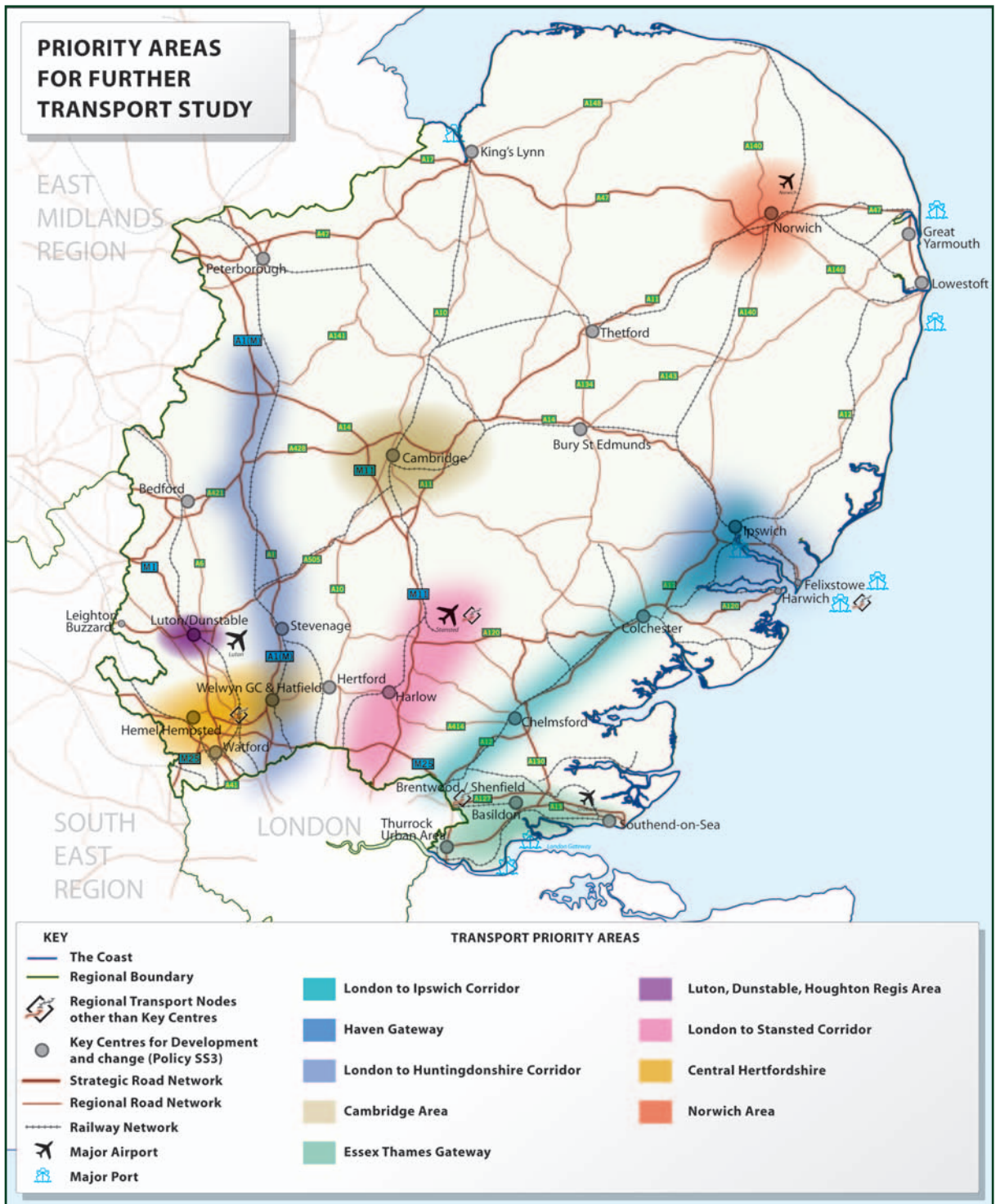
- the London to Ipswich corridor, including the Chelmsford and Colchester urban areas;
- Haven Gateway, including the Ipswich urban area;
- the London to Huntingdonshire corridor, including the Stevenage area;
- the Cambridge area;
- Essex Thames Gateway, including the London to Southend corridor;
- the Luton Dunstable Houghton Regis area;
- the London to Stansted corridor, including Harlow & access to Stansted Airport;
- Central Hertfordshire; and
- the Norwich area.

Further work in these areas should focus on developing the evidence to establish the interventions needed to address any problems. Partnership working, such as through multi-agency transportation boards, which have been established in a number of areas, is encouraged. The information available from the earlier multi-modal studies and other recent work should be fed into the evidence base.

**7.41** Further information is given in Appendix A, including funding sources for currently programmed schemes. The identification of areas likely to come under transport pressure has been informed by studies for the Highways Agency on the implications of the RSS development strategy for the strategic road network and for the Department of Transport on the implications for the rail network.

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Figure 4: Priority Areas for Further Transport Study



## Section 8

# Environment

- 8.1** National policy identifies the role of development plans in protecting the countryside and promoting biodiversity, and establishes the principles that planning policies should take account of the impact of development on landscape quality and the need to improve the built and natural environment in and around urban areas and rural settlements.
- 8.2** The following principles for the management of the East of England's natural, built and historic environment reflect national guidance and underpin the policies in this section. In their plans, policies and programmes local planning authorities and other agencies should seek to:
- conserve and enhance the natural, historic and built environment by positive management and protect it from development likely to cause harm;
  - adopt an approach that integrates protection and enhancement of nationally and internationally designated sites and areas while meeting the social and economic needs of local communities;
  - protect, for their own sake, all important aspects of the countryside, including individual features, special sites, their setting, and the wider landscape;
  - through the development plan system, conserve and enhance whenever possible regional and local distinctiveness and variety, based on a thorough assessment of local character and scrutiny of development impacts;
  - promote a sustainable approach to the use of the region's natural resources;
  - secure effective protection of the environment by considering the nature and location of proposed development as part of a broadly based concern for, and awareness of, biodiversity and other environmental assets, and of issues such as light and noise pollution;
  - restore damaged and lost environmental features whenever possible; and
  - adopt a common approach to environmental issues which cross local planning authority boundaries.
- 8.3** The Regional Environment Strategy '*Our Environment, Our Future*' (2003) outlined the main environmental challenges facing the region and set out a number of actions needed to meet identified aims. This, and other regional strategies, including the Regional Woodland Strategy, provide the context for Policies ENV 1-7.
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## POLICY ENV1: Green Infrastructure

Areas and networks of green infrastructure should be identified, created, protected, enhanced and managed to ensure an improved and healthy environment is available for present and future communities. Green infrastructure should be developed so as to maximise its biodiversity value and, as part of a package of measures, contribute to achieving carbon neutral development and flood attenuation. In developing green infrastructure opportunities should be taken to develop and enhance networks for walking, cycling and other non-motorised transport.

Local Development Documents should:

- define a multiple hierarchy of green infrastructure, in terms of location, function, size and levels of use, based on analysis of natural, historic, cultural and landscape assets, and the identification of areas where additional green infrastructure is required;
- require the retention of substantial connected networks of green space in urban, urban fringe and adjacent countryside areas to serve the growing communities in key centres for development and change; and
- ensure that policies have regard to the economic and social as well as environmental benefits of green infrastructure assets and protect sites of European or international importance for wildlife.

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

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

- 8.4** Green infrastructure refers to networks of protected sites, nature reserves, green spaces, waterways and green linkages. By providing for multi-functional uses, i.e. landscape, wildlife, recreational and cultural experience, it contributes to liveability, whilst delivering biodiversity and other benefits including, potentially, flood relief. Whilst Policy ENV1 applies region wide, and to all scales of development, green infrastructure will be particularly important in settlements and surrounding areas proposed for regionally significant development, notably the key centres for development and change.
- 8.5** Local Development Documents should set policies which respond to locally identified need, including increased demand for recreational open space associated with planned development, and identify the scale and location of green infrastructure required to ensure that existing, extended, and new communities are attractive places to live and work.
- 8.6** Provision should aim to extend and enhance existing infrastructure to create linked networks of green space. Any tension between the multiple demands made on such infrastructure should be addressed. It will also be important to ensure that areas of green infrastructure are managed and maintained appropriately.
- 8.7** Green infrastructure has the potential to contribute to capturing carbon emissions and, as part of a package of measures, to achieve developments which are carbon neutral. The Great Fen project is an example of where this approach is being developed. Where development may have adverse effects on sites of European or international importance for wildlife, green infrastructure can also help avoid or mitigate that risk.
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## POLICY ENV2: Landscape Conservation

In their plans, policies, programmes and proposals planning authorities and other agencies should, in accordance with statutory requirements, afford the highest level of protection to the East of England's nationally designated landscapes (Figure 5) – the Norfolk and Suffolk Broads, the Chilterns, Norfolk Coast, Dedham Vale, and Suffolk Coast and Heaths Areas of Outstanding Natural Beauty (AONBs), and the North Norfolk and Suffolk Heritage Coasts. Within the Broads priority should be given to conserving and enhancing the natural beauty, wildlife and cultural heritage of the area, promoting public enjoyment and the interests of navigation. Within the AONBs priority over other considerations should be given to conserving the natural beauty, wildlife and cultural heritage of each area.

Planning authorities and other agencies should recognise and aim to protect and enhance the diversity and local distinctiveness of the countryside character areas identified on Figure 6 by:

- developing area-wide strategies, based on landscape character assessments, setting long-term goals for landscape change, targeting planning and land management tools and resources to influence that change, and giving priority to those areas subject to most growth and change;
- developing criteria-based policies, informed by the area-wide strategies and landscape character assessments, to ensure all development respects and enhances local landscape character; and
- securing mitigation measures where, in exceptional circumstances, damage to local landscape character is unavoidable.

- 8.8** This is a region of contrasts. Its landscape varies in character from the long, low-lying coastline, with beaches, dunes, saltmarsh and estuaries, to the large scale open fen landscapes, the Norfolk and Suffolk heaths, and the rolling farmland with woodland and hedgerows characteristic of much of the rest of the region.
- 8.9** Some 7.5% of the land area is designated as nationally important landscape: the Norfolk and Suffolk Broads, which has equivalent status to a National Park, and the four areas of outstanding natural beauty (only part of the Chilterns AONB is within the East of England). The Broads Management Plan and AONB Management Plans set out the visions for these areas and provide more detailed context for Local Development Documents. The character of the Broads has implications for decision makers beyond the Broads Authority's boundaries and local authorities should be aware of the requirement to take account of the statutory purposes of the Broads, particularly in planning for adjacent areas. Figure 5 shows the main landscape and nature conservation areas designated in the region.
- 8.10** National policy for sustainable development in rural areas in PPS7 emphasises the continuing need to protect the countryside for the sake of its intrinsic character and beauty. Countryside character areas have been mapped and described by Natural England, see Figure 6. Many local authorities have also published landscape strategies, supported by character assessments and related studies that provide a finer level of analysis and these should inform Local Development Document preparation. Further work is proposed, aimed at developing a regional landscape strategy to inform the next RSS review.
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Figure 5: East of England Environmental Designations

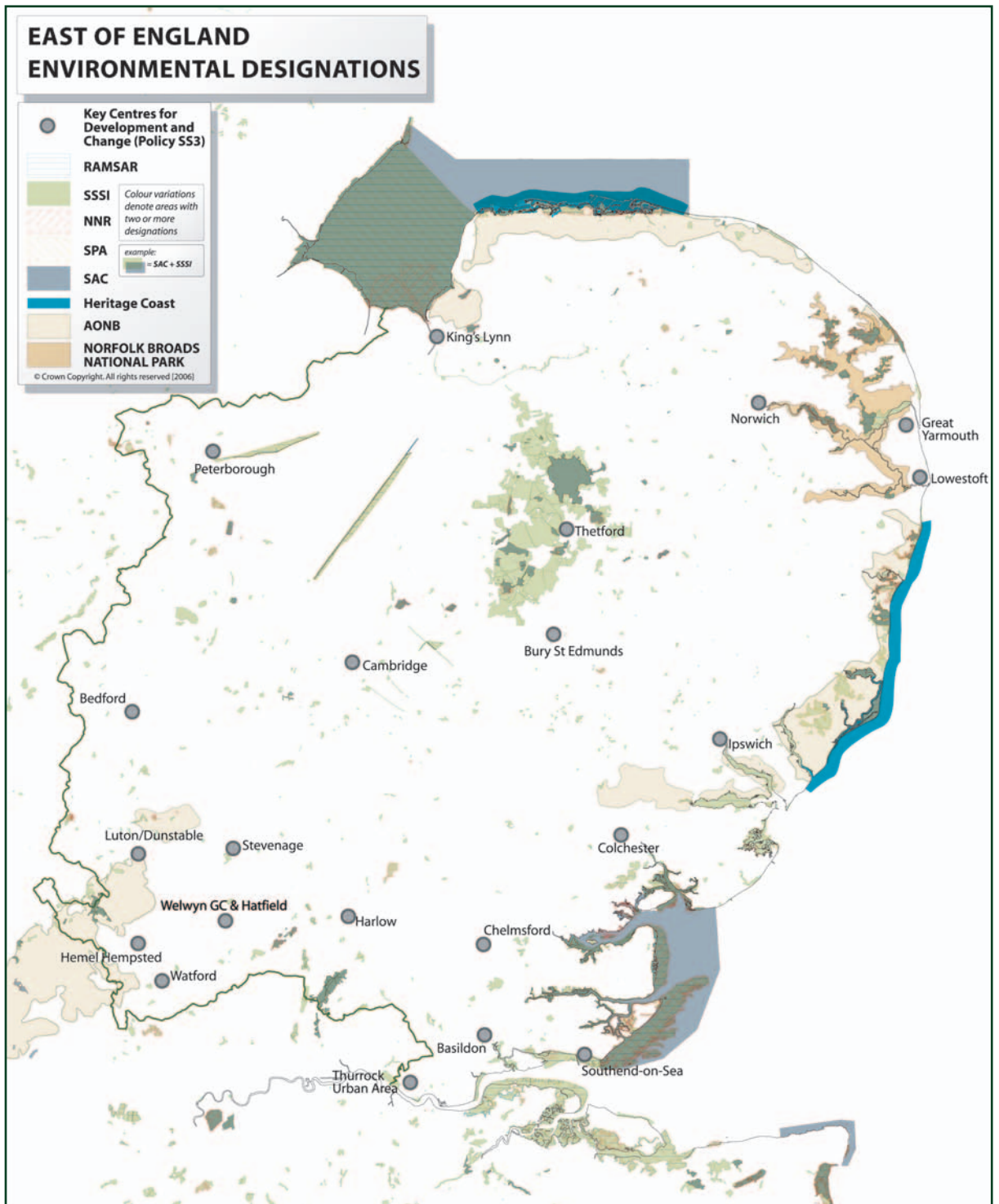
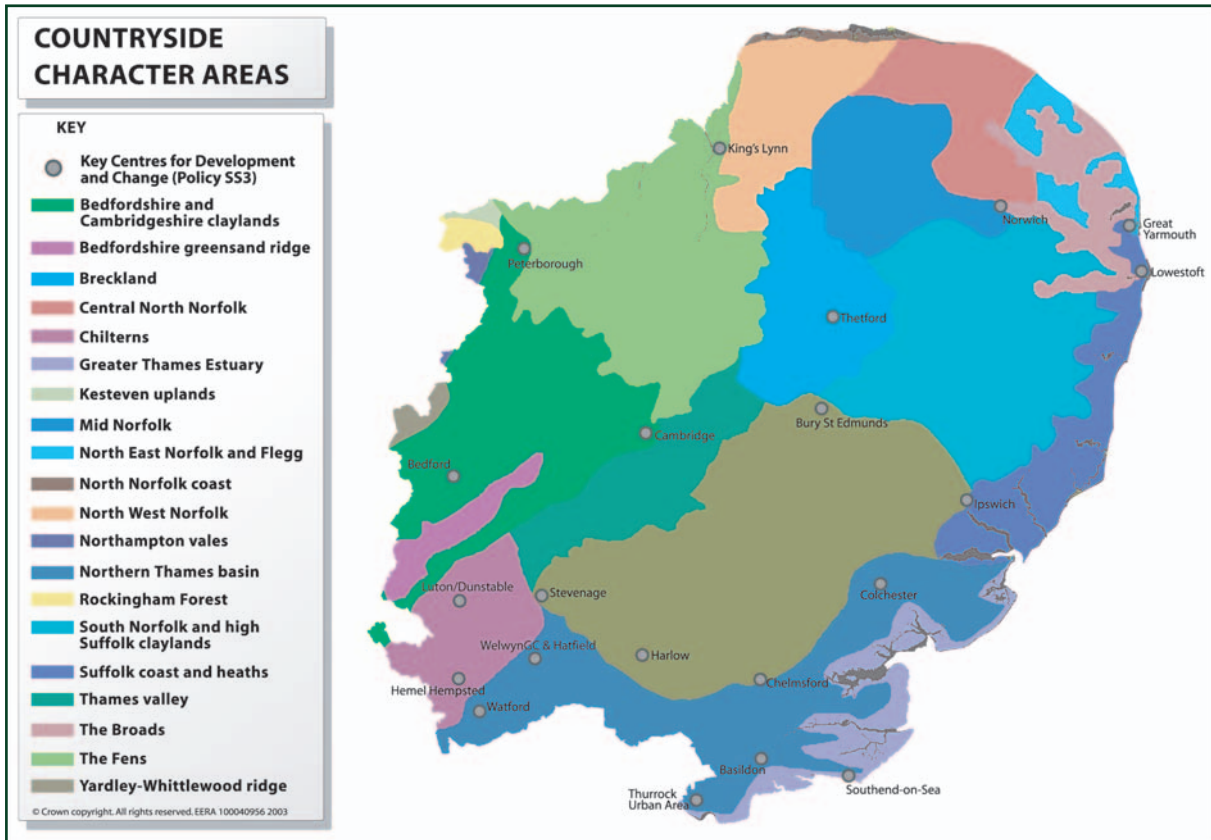


Figure 6: Countryside Character Areas



### **POLICY ENV3: Biodiversity and Earth Heritage**

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

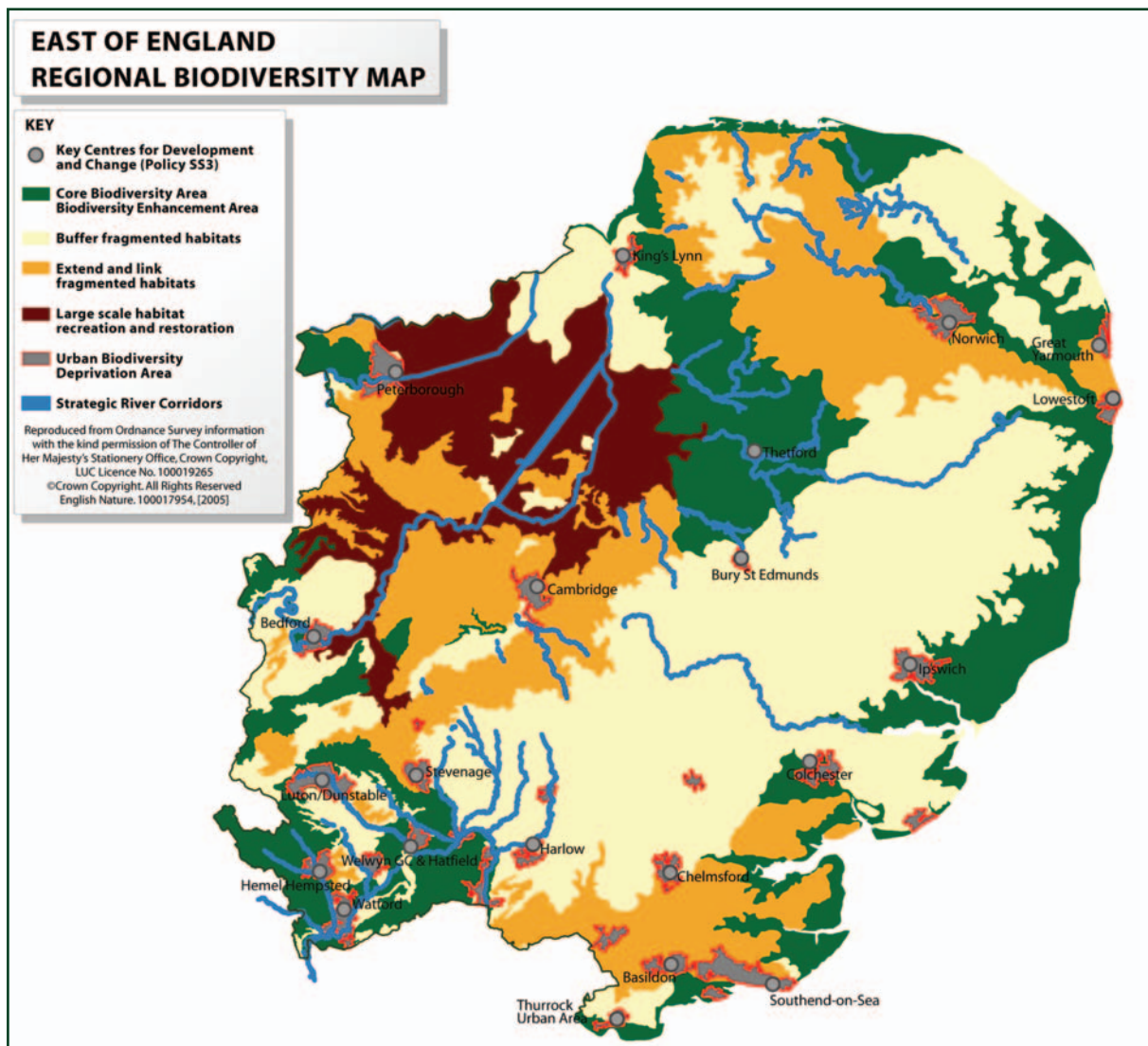
Planning authorities and other agencies should ensure that the region's wider biodiversity, earth heritage and natural resources are protected and enriched through the conservation, restoration and re-establishment of key resources by:

- ensuring new development minimises damage to biodiversity and earth heritage resources by avoiding harm to local wildlife sites and, wherever possible, achieving net environmental gains in development sites through the retention of existing assets, enhancement measures, and new habitat creation;
- promoting the conservation, enhancement, restoration, re-establishment and good management of habitats and species populations in accordance with East of England regional biodiversity targets (Appendix B) and the priorities in the East of England Regional Biodiversity Map (Figure 7);
- identifying and safeguarding areas for habitat restoration and re-establishment, in particular large-scale (greater than 200 ha) habitat restoration areas which will deliver human and wildlife benefit;
- identifying, safeguarding, conserving, and restoring regionally important geological and/or geomorphological sites and promoting their good management;
- ensuring the appropriate management and further expansion of wildlife corridors important for the migration and dispersal of wildlife;
- having regard to the need for habitats and species to adapt to climate change; and
- establishing networks of green infrastructure, maximising their biodiversity value, as provided for under Policy ENV1.

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

- 8.11** PPS9 Biodiversity & Geological Conservation, supported by wildlife legislation, accords the strongest possible level of protection to internationally and nationally designated sites; Circular 06/05 provides guidance on the protection of such sites. Designated sites cover some 6.6% of the region, comprising 567 Sites of Special Scientific Interest of which many are European sites – Special Areas of Conservation and Special Protection Areas – and Ramsar sites (wetlands designated for their international importance to wildlife). Some are also national nature reserves.
- 8.12** National policy also reflects wider nature conservation objectives, aimed at reversing past habitat losses. The UK Biodiversity Action Plan (BAP) identifies ambitious targets to create and restore new wildlife habitats and species populations. There is considerable potential for the East of England to achieve its targets and reverse recent reductions in biodiversity. Local Development Documents should take account of BAP targets and priorities identified in county biodiversity network maps. Action plans for the management of the region's biodiversity are set out in the Regional Environment Strategy. BAP priorities and targets are summarised in Appendix B.

Figure 7: East of England Regional Biodiversity Map



- 8.13** Opportunities for promoting the restoration and re-establishment of habitats and species populations may arise in conjunction with development proposals and as a result of climate change. Examples include wetland creation in the Fens, saltmarsh creation on the Essex coast, and heathland restoration in Breckland and the Suffolk Sandlings. Such schemes can provide accessible and attractive green spaces for local communities and visitors to enjoy.

## **POLICY ENV4: Agriculture, Land and Soils**

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

- promote and encourage the expansion of agri-environment schemes to:
  - increase the landscape, historic and wildlife value of farmland in accordance with regional priorities set out in other policies of this RSS;
  - maintain and enhance the resilience and quality of soils;
  - increase public access;
  - reduce diffuse pollution;
- include policies that respond to the changes taking place in agriculture to address issues such as climate change and consumer demands for higher standards of animal welfare and food safety and the implications of resultant development in the countryside;
- encourage the sustainable use of soil resources and, where soil and land have been degraded, maximise opportunities for restoration to beneficial after-uses including agriculture, woodland, amenity and habitat creation schemes in accordance with regional priorities set out in other policies of this RSS;
- encourage more sustainable use of water resources through winter storage schemes and new wetland creation.

**8.14** The region has the highest proportion of high quality agricultural land in the country. PPS7, Sustainable Development in Rural Areas, indicates that such land should, where possible, be protected from irreversible damage. The Government's Soil Action Plan for England identifies measures aimed at protecting this valuable and sometimes vulnerable resource.

**8.15** Farming and agricultural support mechanisms changed with the introduction of Single Farm Payments. The Rural Development Programme for England contains a range of diversification measures to support agriculture's contribution to landscape, biodiversity, and organic farming.

**8.16** Climate change will also bring changes. Irrigation demand for certain crops could increase significantly, putting added pressure on water supplies in times when water is likely to be scarce.

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## POLICY ENV5: Woodlands

In their plans, policies, programmes and proposals planning authorities and other agencies should seek to achieve an increase in woodland cover by protecting and achieving better management of existing woodland and promoting new planting where consistent with landscape character.

Ancient semi-natural woodland and other woodlands of acknowledged national or regional importance should be identified in Local Development Documents with a strong presumption against development that would result in their loss or deterioration. Aged or veteran trees should be conserved. The nature conservation and recreation value of woodland is recognised, and conversion to other land uses should be resisted unless there are overriding public and ecological benefits. Woodland unavoidably lost to development should be replaced with new woodland of at least equivalent area and composition, preferably in the same landscape unit.

New woodland creation should be targeted at:

- schemes for the restoration of derelict or contaminated land and sites formerly used for mineral-extraction or industry;
- green infrastructure projects associated with areas planned for significant growth;
- the Thames Chase, Watling Chase and Forest of Marston Vale Community Forests, with the aim of increasing their woodland cover to 30% by 2030;
- planting schemes along transport corridors; and
- schemes to expand and link areas of native woodland and create new wet woodland (which is a priority in this region), to meet regional and local BAP targets.

- 8.17** Woodland is the second largest land use after agriculture, comprising 7.3% of the land area (139,000 ha), of which 25,000 ha. is managed by the Forestry Commission. The southern part of the region contains some of the most ancient wooded areas in England, whilst Thetford Forest, a largely coniferous woodland, extends over 19,000 ha. Elsewhere, woodland cover is typically more sparse.
- 8.18** Trees and woodlands contribute to regional GDP, as well as providing economic, social and environmental benefits. The Woodland Strategy for the East of England, Woodland for Life 2003, sets out a vision for woodlands in the region, together with measures for realising that vision.
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## POLICY ENV6: The Historic Environment

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

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

**8.19** National advice on the identification and protection of historic buildings, conservation areas, archaeological remains and other elements of the historic environment is set out in PPGs 15, *Planning and the Historic Environment* and 16, *Archaeology and Planning*. The Regional Environment Strategy characterises the historic environment of the East of England, identifies issues relating to the erosion of assets, and emphasises the need for more robust policies at regional level. Information on the distribution of listed buildings, scheduled monuments and conservation areas can be obtained from 'Heritage Counts', an annual digest published by English Heritage. Table 8.1 provides a summary from the 2007 report and the Audit Commission Best Value Performance Indicators for 2006/7.

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

**8.21** In areas identified for growth and regeneration, it is important that the impact of new development on the historic environment is properly understood and considered. Historic character and significance, and the opportunities they offer, should be considered at an early stage in the development process, including master plans and planning briefs. Local Development Documents should be based on the identification, assessment, and evaluation of historic assets, their contribution to local character and diversity, and their capacity to absorb change. Policies should be founded on a robust evidence base and reflect a thorough understanding of the historic environment and enhancement opportunities through approaches such as historic environment characterisation.

**TABLE 8.1**

County/ Unitary	Listed Buildings	Scheduled Monuments	Conservation Areas	Registered Parks & Gardens
Bedfordshire & Luton	3,351	154	91	19
Cambridgeshire & Peterborough	8,183	324	223	37
Essex, Thurrock & Southend	14,315	320	235	39
Hertfordshire	7,746	173	186	42
Norfolk	10,527	436	291	52
Suffolk	13,188	328	169	23
<b>Total</b>	<b>57310</b>	<b>1,735</b>	<b>1,195</b>	<b>212</b>

## **POLICY ENV7: Quality in the Built Environment**

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

New development should:

- provide buildings of an appropriate scale, founded on clear site analysis and urban design principles;
- make efficient use of land;
- in the case of housing development, achieve the highest possible net density appropriate to the character of the locality and public transport accessibility;
- provide a mix of uses and building types where appropriate;
- have regard to the needs and well being of all sectors of the community;
- address crime prevention, community safety and public health;
- promote resource efficiency and more sustainable construction, including maximum use of re-used or recycled materials and of local and traditional materials;
- reduce pollution, including emissions, noise and light pollution; and
- maximise opportunities for the built heritage to contribute to physical, economic and community regeneration.

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

- 8.22** New development is often seen as a threat to the quality of life and attractiveness of an area but this need not be the case. Sensitively handled, the design and layout of buildings and landscape features can complement what already exists, strengthen the sense of place, and help confer new character.
- 8.23** Policy ENV7 draws together the different strands of national policy which underpin quality in the built environment from PPS 1, 3, and 15. Under this policy, high quality design will be a requirement of all new built development, whether in urban or rural areas, coupled to high standards of environmental performance. The Towns and Cities Strategy (EEDA,

2003), and the Code for Sustainable Homes (DCLG 2006), will be supported. Areas with distinctive local character may warrant local guidance setting out how new development can be sympathetic in form and layout to that which already exists.

- 8.24** To achieve innovative, high quality design, local authorities are encouraged to draw on authoritative guidance, e.g. 'Secured by Design' and the knowledge and expertise of appropriate advisory bodies, e.g. the Commission for Architecture and the Built Environment and Inspire East, set up local advisory panels on design to assist decisions on planning applications, and encourage architectural competitions for important developments.
- 8.25** In relation to conservation-led regeneration, policies should consider the potential for sensitive exploitation of:
- the maritime heritage of the East of England, including docks and waterspaces, fortifications, coastal resorts piers and historic buildings;
  - the industrial heritage, including maltings, mills, factories and pumping stations;
  - the traditional architecture of rural villages and market towns; and
  - redundant historic rural buildings, including barns and churches which can provide attractive premises for a variety of employment or community uses.
- 8.26** Such areas and buildings should be priorities for the region. Local authorities should liaise with English Heritage, GO East, and Inspire East to assess the opportunities for partnership working.
-

## Section 9

# Carbon Dioxide Emissions and Renewable Energy

- 9.1** The UK Government, as a signatory to the Climate Convention, is actively seeking to achieve its commitments under the Kyoto Protocol to reduce its greenhouse gas emissions by 12.5% below 1990 levels by 2012. It set higher carbon reduction targets in the Climate Change Programme, 2000, and aims to reduce domestic emissions by 20% by 2010. The Climate Change Programme, 2006 sets out the Government's current policies and priorities for action. In November 2007 it published its Climate Change Bill which aims to reduce carbon dioxide emissions through domestic and international action to 26-32% below 1990 levels by 2020 and to at least 60% by 2050. This target will be reviewed, based on a report from the independent committee on climate change.
- 9.2** The 2007 Housing Green Paper establishes targets for all new homes to emit 25% less carbon from 2010, 44% less from 2013 and to be carbon zero from 2016. The 2008 Budget set out the Government's intention for all new non domestic buildings to be carbon zero from 2019. The supplement to PPS1, Planning and Climate Change, December 2007, makes clear that tackling climate change is a key Government priority for the planning system. It sets out how planning should shape places which produce lower emissions and are resilient and appropriate for the climate change now accepted as inevitable.

### **POLICY ENG1: Carbon Dioxide Emissions and Energy Performance**

Working with regional partners, EERA should consider the performance of the spatial strategy on mitigating and adapting to climate change through its monitoring framework and develop clear yardsticks against which future trends can be measured, which should inform the review of the RSS and the preparation of Local Development Documents.

To meet regional and national targets for reducing climate change emissions, new development should be located and designed to optimise its carbon performance. Local authorities should:

- encourage the supply of energy from decentralised, renewable and low carbon energy sources and through Development Plan Documents set ambitious but viable proportions of the energy supply of new development to be secured from such sources and the development thresholds to which such targets would apply. In the interim, before targets are set in Development Plan Documents, new development of more than 10 dwellings or 1000m<sup>2</sup> of non-residential floorspace should secure at least 10% of their energy from decentralised and renewable or low-carbon sources, unless this is not feasible or viable; and
- promote innovation through incentivisation, master planning and development briefs which, particularly in key centres for development and change, seek to maximise opportunities for developments to achieve, and where possible exceed national targets for the consumption of energy. To help realise higher levels of ambition local authorities should encourage energy service companies (ESCOs) and similar energy saving initiatives.

- 9.3** For the East of England, the combination of vulnerability to the effects of climate change and the level of development with its potential contribution to emissions means that addressing climate change is particularly urgent and challenging. The concentration of research expertise on climate change within the region and the work being done by partners including the Sustainable Development Round Table, Climate Change Partnership, Regional Cities East and other cities, means

there is an opportunity for the East of England to be a leader in reconciling development with reduced emissions. This will also support the aspiration within the East of England to use the developing markets for micro-renewables, biofuel production and other technologies as an economic driver, building on the expertise and capacity in the region.

- 9.4 Complementing national objectives, local authorities should ensure that development in the region contributes towards medium and long term emissions targets through planning policies. These policies should promote approaches to the location and design of development which encourage the incorporation of suitable technologies and reduce energy consumption and carbon emissions. They should seek ways to incentivise further reductions in carbon emissions both on-site and by agreement elsewhere within their areas e.g. reductions in carbon output from existing buildings by retrofitting improvements in energy efficiency and fixing carbon through green infrastructure.

## **POLICY ENG2: Renewable Energy Targets**

The development of new facilities for renewable power generation should be supported, with the aim that by 2010 10% of the region's energy and by 2020 17% of the region's energy should to come from renewable sources. These targets exclude energy from offshore wind, and are subject to meeting European and international obligations to protect wildlife, including migratory birds, and to revision and development through the review of this RSS.

- 9.5 Substantial efforts to switch to energy produced from renewable and low carbon sources will be required to put the region on a less carbon-intensive path. The Climate Change Programme contains targets requiring suppliers to increase the provision of electricity from renewable sources to 10% and to at least double combined heat and power capacity by 2010. It looks to a doubling of the 2010 renewables' share of electricity by 2020. The 'Renewables Obligation' obliges suppliers to source a rising percentage of electricity from renewable sources. The 2006 Energy Review 'The Energy Challenge' strengthens the need to plan for a higher share of renewable energy and to ensure security of supply.
- 9.6 The targets in ENG 2 derive from studies commissioned by the East of England Sustainable Development Round Table. 'Making renewable energy a reality – setting a challenging target for the East of England' identified the sources of renewable energy likely to offer the greatest potential, including offshore wind, and concluded that 14% of the region's electricity could be produced from these sources by 2010. This work was reviewed through, 'Regional renewable energy targets for the East of England 2010 and 2020' which established a 2010 target for on-shore renewable generation and a target for 2020 of 44% of the region's electricity to be produced from renewable sources, or 17% excluding offshore wind. Based on then estimates of energy consumption these targets equate to the following targets for installed capacity:
- at least 1192 Megawatts by 2010 (820 MW excluding offshore wind); and
  - at least 4250 Megawatts by 2020 (1620 MW excluding offshore wind).
- 9.7 For the purpose of this policy means of generating renewable energy include photovoltaic energy, solar-powered and geothermal water heating, wind, energy crops and biomass (such as wood from existing woodlands, sawmill co-products, and organic waste products that might otherwise be destined for landfill) and energy from agricultural, plant and animal, domestic and industrial waste. It includes energy generated as a product of anaerobic digestion and energy gained on site and/or from a decentralised supply, including power from combined heat and power (but excluding renewable heat).
- 9.8 The development of energy sources and technologies such as biomass and biofuels could bring significant economic benefits but issues of location and scale will require careful consideration. The Regional Assembly proposes to develop fuller regional guidance for renewable energy as part of the review of RSS, including sub-regional targets based on an assessment of potential, together with locational criteria. The review should take account of national policy and initiatives on energy, including the Energy White Paper 2007 and the national Woodfuel Strategy and Implementation Plan, 2005 and should consider all forms of renewable energy generation, including renewable heat and energy from waste.
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## Section 10

# Water

- 10.1** The East of England is the driest region in England, and one of the fastest growing. Water resources are limited and there are already supply-demand issues in parts of the region. In some catchments abstraction is not reliable during dry winters and under predicted scenarios for climate change more frequent drought conditions are expected, leading to increased pressure on resources. Figure 8 shows the main rivers and their catchments.
- 10.2** Responsibility for planning and managing water supply rests with the water companies. Their water resources plans show how they intend to manage water supply and demand for the following 25 years, and determine the level of service for their water resource zones. Figure 9 shows the water supply companies and their water resources zones.

### **POLICY WAT1: Water Efficiency**

The Government will work with the Environment Agency, water companies, OFWAT, and regional stakeholders to ensure that development in the spatial strategy is matched with improvements in water efficiency delivered through a progressive, year on year, reduction in per capita consumption rates. Savings will be monitored against the per capita per day consumption target set out in the Regional Assembly's monitoring framework.

- 10.3** The Environment Agency's Water Resources Strategy for the East of England seeks a 'twin track' approach to meet the increasing demand for water in the region, whereby demand management (water efficiency) and resource development (increased supply) must go hand in hand. Government expects this approach to be reflected in the water resource plans.
- 10.4** Policy WAT 1 recognises the regional requirement to use less water which will be pursued through a co-ordinated programme including changes to Building Regulations, the Code for Sustainable Homes, fiscal measures, incentive schemes and other measures to reduce water consumption and wastage. Water efficient fittings and appliances should help achieve efficiencies in both new and existing development.
- 10.5** The Code for Sustainable Homes promotes a range of water efficiency levels in new dwellings, rising to a target consumption not exceeding 80 litres/ head/ day at level 5. The Government is to bring forward an amendment to Building Regulations in 2008 including a requirement for a minimum standard of water efficiency in new homes. It has also committed to review the Water Supply (Water Fittings) Regulations 1999.
- 10.6** Current average domestic consumption is about 150 litres per person per day, whereas the Environment Agency has advised that 110 litres represents a sustainable level of consumption, which is achievable assuming the deployment of water efficient fittings and the wise use of appliances. Through EERA's monitoring framework consumption will be monitored against a target for domestic consumption of 105 litres/ head/ day (Level 3 of the Government's Code for Sustainable Homes). This would equate to savings in water use of at least 25% in new development and 8% in existing development, compared with 2006 levels. Progress towards this target will inform the next review of RSS.
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Figure 8: Rivers and Catchments

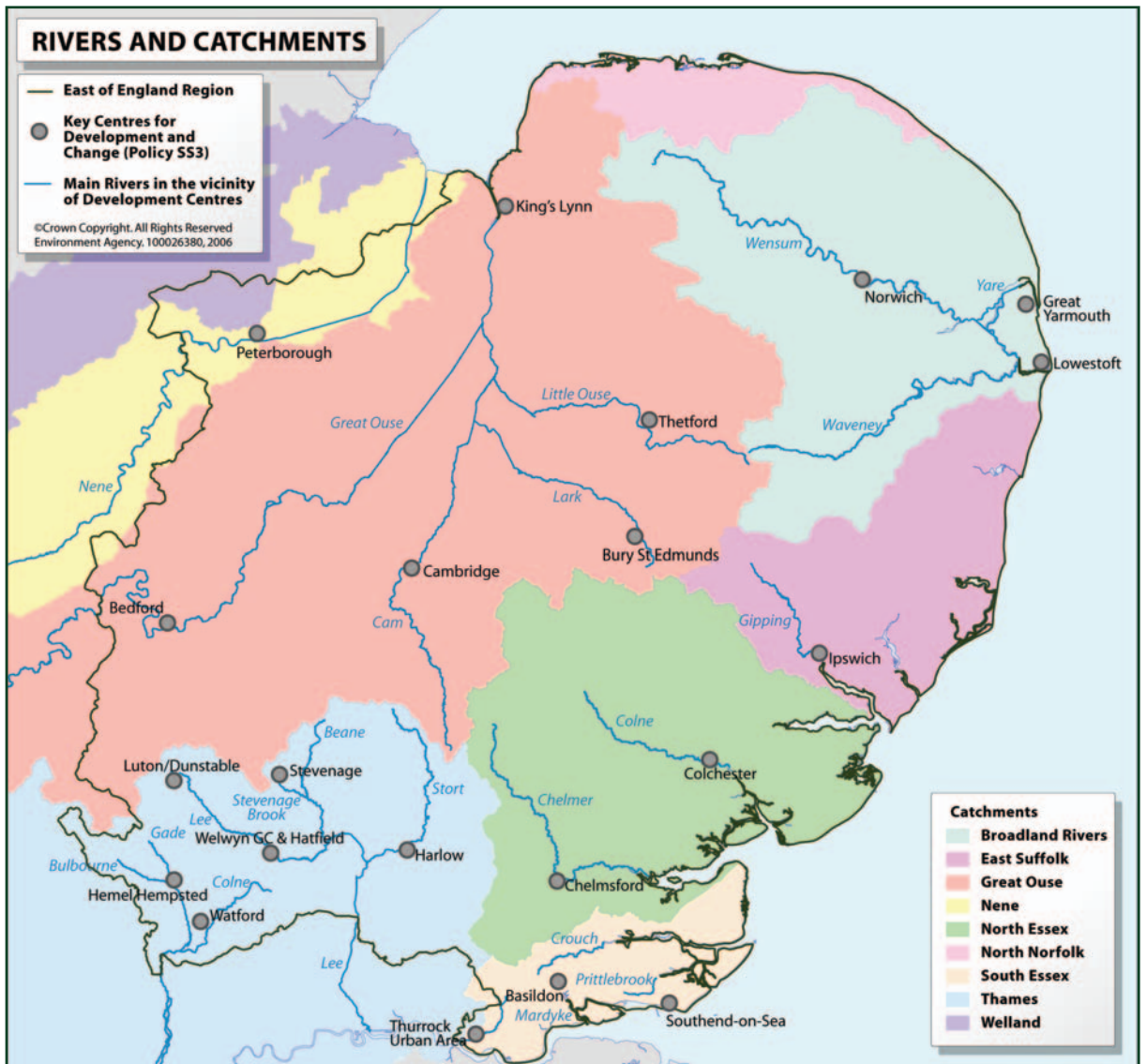


Figure 9: Public Water Supply by Water Resource Zones





## POLICY WAT2: Water Infrastructure

The Environment Agency and water companies should work with OFWAT, EERA and the neighbouring regional assemblies, local authorities, delivery agencies and others to ensure timely provision of the appropriate additional infrastructure for water supply and waste water treatment to cater for the levels of development provided through this plan, whilst meeting surface and groundwater quality standards, and avoiding adverse impact on sites of European or international importance for wildlife.

A co-ordinated approach to plan making should be developed through a programme of water cycle and river cycle studies to address the issues of water supply, water quality, wastewater treatment and flood risk in receiving water courses relating to development proposed in this RSS.

Complementing this approach, Local Development Documents should plan to site new development so as to maximise the potential of existing water/waste water treatment infrastructure and minimise the need for new/improved infrastructure.

- 10.7** Planned resource development will boost supply through existing networks by increasing storage e.g. at Abberton Reservoir, Essex and by water transfer. This takes account of environmental constraints, including the requirements of the Habitats and Water Framework Directives, and of the fact that water supply to parts of the East of England involves transfers within the region and from other regions, which may also require infrastructure improvements, e.g. from Rutland Water and the Wing Treatment Works.
- 10.8** Recent studies of waste water infrastructure and water courses indicate the degree of challenge in reconciling timely delivery of growth with environmental limits at the different growth locations within the region. Work on options for expanding sewage treatment capacity for the Rye Meads catchment area, which includes Stevenage, Harlow, and Welwyn, is a priority. Restrictions in capacity at Rye Meads will need to be overcome without harm to the adjacent Lee Valley Special Protection Area or its qualifying features. A strategic review of the options is required, looking beyond incremental expansion to new facilities or other possible works. Depending on the necessary lead in times, this may bear on the rate of delivery. Further work on river capacity is also needed in a number of other locations, including the key centres at Basildon, Chelmsford, and Luton Dunstable Houghton Regis. These studies should identify strategic water / waste water infrastructure requirements for inclusion in business plans. They should be completed to inform the preparation of Local Development Documents and the next RSS review.
- 10.9** In parts of the region, existing waste water treatment infrastructure (sewage treatment works and the associated pipe network) operate at the limits of their current discharge consents. Where capacity limits have been identified and additional infrastructure is required, development may need to be phased to ensure it does not exceed the capacity and/or environmental limits of the infrastructure. Additional capacity for waste water treatment will need to be included in water company investment plans, unless proposed by alternative providers working within the regulatory framework provided by OFWAT and the Environment Agency. The scale of investment required suggests this will be a critical delivery issue for the region. Key partners with an important role in ensuring coordinated and timely delivery, include water companies, EERA, Local Delivery Vehicles, local planning authorities and developers, working together through the East of England Water Partnership.

### **POLICY WAT3: Integrated Water Management**

Local planning authorities should work with partners to ensure their plans, policies, programmes and proposals take account of the environmental consequences of river basin management plans, catchment abstraction management strategies, groundwater vulnerability maps, groundwater source protection zone maps, proposals for water abstraction and storage and the need to avoid adverse impacts on sites of European importance for wildlife. The Environment Agency and water industry should work with local authorities and other partners to develop an integrated approach to the management of the water environment.

- 10.10** Discharge limits will become more restrictive under the European Water Framework Directive, which introduces a more integrated system of water management based on river basin districts, with a view to reducing water pollution, reducing the effects of floods and droughts, and ensuring that most inland and coastal waters attain 'good ecological status' by 2015. The Anglian and Thames River Basin Management Plans will identify the standards in the East of England. The Water Framework Directive requires 'no deterioration' from current water status and local authorities will need to take this into account in their water cycle strategies. Further guidance on the implications of the Water Framework Directive will emerge as it becomes operational.
- 10.11** The Environment Agency's Water Resources Strategy for the East of England, published in 2001, looks forward 25 years but did not take account of all development proposed in this RSS. The water industry, the Environment Agency, EERA and planning authorities will need to work to achieve closer alignment between their respective strategies with a view to informing longer term planning horizons and the next review of RSS.

### **POLICY WAT4: Flood Risk Management**

Coastal and river flooding is a significant risk in parts of the East of the England. The priorities are to defend existing properties from flooding and locate new development where there is little or no risk of flooding.

Local Development Documents should:

- use Strategic Flood Risk Assessments to guide development away from floodplains, other areas at medium or high risk or likely to be at future risk from flooding, and areas where development would increase the risk of flooding elsewhere;
- include policies which identify and protect flood plains and land liable to tidal or coastal flooding from development, based on the Environment Agency's flood maps and Strategic Flood Risk Assessments supplemented by historical and modelled flood risk data, Catchment Flood Management Plans and policies in Shoreline Management Plans and Flood Management Strategies, including 'managed re-alignment' where appropriate;
- only propose departures from the above principles in exceptional cases where suitable land at lower risk of flooding is not available, the benefits of development outweigh the risks from flooding, and appropriate mitigation measures are incorporated; and
- require that sustainable drainage systems are incorporated in all appropriate developments.

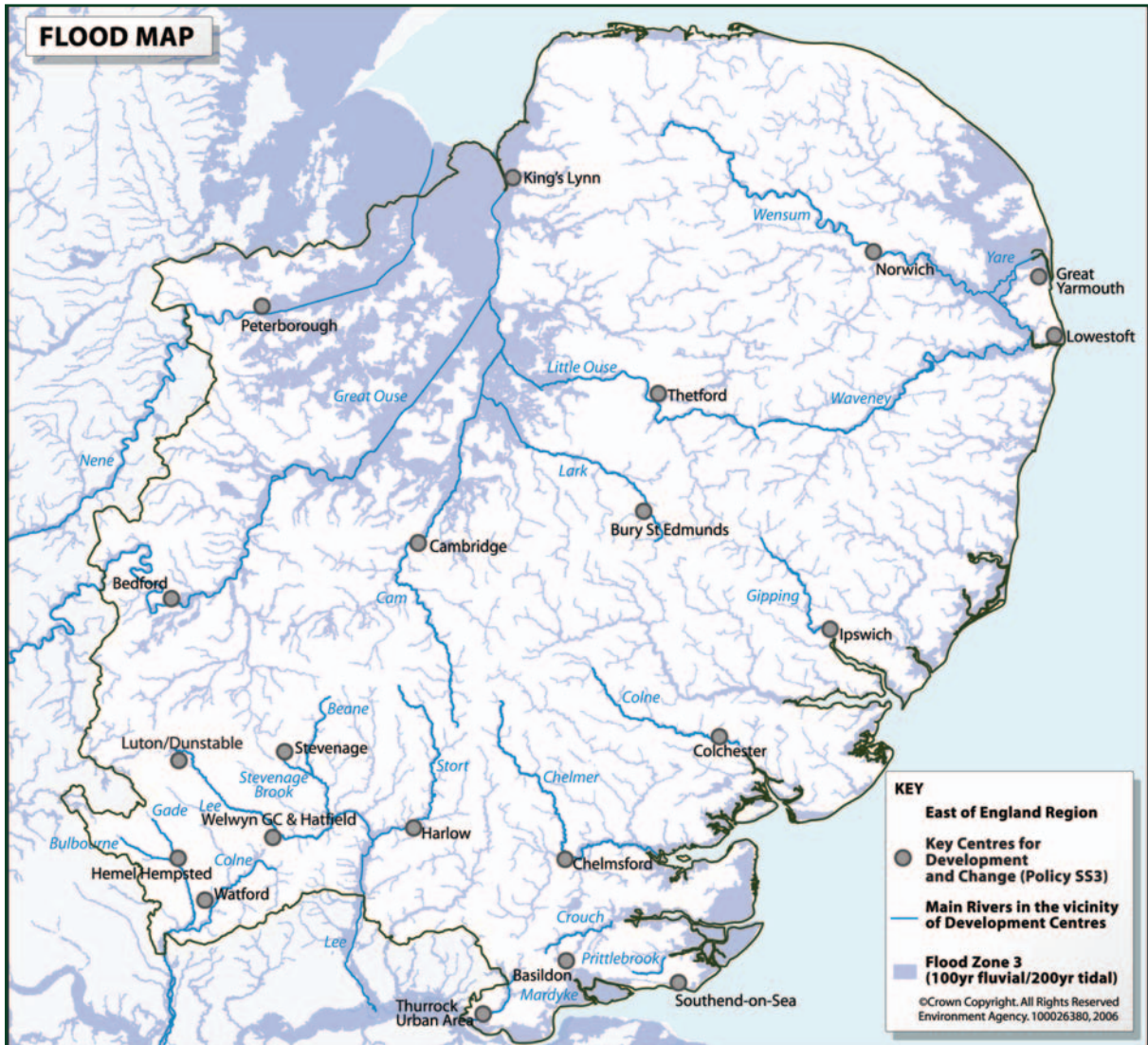
Areas of functional floodplain needed for strategic flood storage in the Thames Estuary should be identified and safeguarded by local authorities in their Local Development Documents.

- 10.12** The East of England contains many low-lying areas at risk from flooding. The Fens are England's largest river floodplain, but areas of river floodplain occur throughout the region. The coastline is also at significant risk from coastal flooding,

including inland from the Wash. PPS25, Development and Flood Risk and its Practice Guide provide planning policy and guidance on flood risk management and sets out the sequential approach and the tests that must be applied.

- 10.13** The extensive area vulnerable to flooding combined with existing development patterns mean that about 140,000 properties are within areas protected by existing flood defences. Where defences are to be maintained, particularly in coastal towns proposed for growth and regeneration, new development may be acceptable, particularly on previously developed land. However, mainly as a result of climate change the region's vulnerability to flooding is increasing and in parts of the region a policy of managed realignment may be both needed and beneficial to the management of flood risk by enabling development to be safeguarded and new habitats, such as saltmarsh, created. Where some flood risk is unavoidable it must be considered at all stages of the planning process, to minimise potential damage to property and loss of life, whilst avoiding harm to sites of European or international importance for wildlife.
- 10.14** PPS25 sets out the principles which local planning authorities should apply in relation to flood risk for inclusion in Local Development Documents. The Environment Agency has provided information on flood risk to all local planning authorities. Figure 10 is the Agency's flood zone map. Strategic Flood Risk Assessments should be carried out to refine information on areas that may flood from river or sea flooding and other sources of flooding, such as groundwater and sewers, and assess local flood risk. Strategic Flood Risk Assessments should take into account the impacts of climate change. They provide the basis from which to apply the sequential test and exception test in allocating areas for development, and for preparing policies for flood risk management and sustainable urban drainage.
- 10.15** The Environment Agency's Catchment Flood Management Plans will improve understanding of the factors influencing flood and flood risks at the catchment scale. They aim to identify the most sustainable approach to flood risk management by setting long term policies for areas within a catchment. They provide a similar level of guidance to Shoreline Management Plans in relation to coastal flood risk, see para 3.44.
- 10.16** Particular considerations apply in the Thames Estuary because of the flood defence measures to protect London. A similar approach to addressing flood risk, i.e. strategic flood risk assessment, will be required taking into account the long-term flood defence strategies for the Thames Estuary and London.
- 10.17** In preparing guidance about sustainable drainage systems local authorities should address the adoption of such systems by the relevant body and long-term liability issues.
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Figure 10: Flood map



## Section 11

# Waste

- 11.1** In 2003 EERA adopted the Regional Waste Management Strategy for the East of England, which provided a non-statutory framework for waste management. A subsequent study of waste facility capacity and future needs in the East of England, ERM, October 2005, showed that the region generated some 10m tonnes of non hazardous waste in 2003/4 (3m tonnes of municipal solid waste and 7 million of commercial and industrial), which is predicted to grow to over 14.5m tonnes by 2021 requiring significant investment in new treatment and disposal facilities.
- 11.2** Further work by EERA in 2006 built on this study to develop an apportionment of London's waste. Both informed EERA's technical note and advice to Government, September 2006, which is published on the Assembly's website. With the Regional Waste Management Strategy it underpins this section of the RSS.

### **POLICY WM1: Waste Management Objectives**

In implementing the overall vision and objectives of the Regional Spatial Strategy waste management policies should be based on the following objectives:

- to ensure timely and adequate provision of the facilities required for the recovery and disposal of the region's waste and for a reducing quantum of wastes imported into the region;
- to minimise the impact of new development, particularly in the key centres of development and change, on regional waste management requirements;
- to minimise the environmental impact of waste management, including impacts arising from the movement of waste, and help secure the recovery and disposal of waste without endangering human health;
- to seek community support and participation in promoting responsible waste behaviour and approaches to management, viewing waste as a resource and maximising re-use, recycling, composting and energy recovery; and
- in determining proposals for planning permission to give weight to the particular locational needs of some types of waste management facility, together with the wider environmental and economic benefits of sustainable waste management.

- 11.3** National Planning Policy (PPS10) seeks to drive the management of waste up the waste hierarchy of reduction, re-use, recycling and composting, energy recovery from material defined as biomass under the Renewables Obligation, and as a last resort, disposal. Policy WM1 reinforces aspects of national policy that will need to apply across the region if waste generation is to be successfully decoupled from economic growth. It respects the European and national policy context and, in seeking to achieve the required shift towards more sustainable waste management, builds on principles set out in the Waste Strategy for England and PPS10.
- 11.4** To achieve these objectives, efforts must be made to reverse the growth in waste, recover the maximum resource value from the waste produced, and accelerate progress in delivering increased waste management capacity. As communities take more responsibility for their waste, waste management is expected to take place near to where it arises. However, some waste movements will be necessary to allow for processing and disposal at appropriate facilities. Such movements should use appropriate routes and, where possible, modes other than road.
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## POLICY WM2: Waste Management Targets

Challenging but achievable targets should be adopted by all authorities and commercial waste producers to minimise waste and provide the basis for implementing the overall aim of recycling, composting and recovering value from waste. The objectives are to eliminate the landfilling of untreated municipal and commercial waste by 2021 and secure at least the following minimum levels of recovery:

- municipal waste – recovery of 50% at 2010 and 70% at 2015;
- commercial and industrial waste – recovery of 72% at 2010 and 75% at 2015;

The targets should be kept under review and extended beyond 2015 through the review of the RSS.

- 11.5** The targets were developed during preparation of the Regional Waste Management Strategy. Beyond 2015, the aim should be to ensure that waste is subject to the maximum practical level of treatment, such that untreated waste and the residues from treated waste are minimised.
- 11.6** The targets should be applied to the tonnages forecast to arise within each waste planning authority area and recovery capacity equivalent to these amounts should be provided (the term ‘recycling or recovery’ includes re-use, recycling, composting and recovering value including energy recovery consistent with the Renewables Obligation definition at para 11.3). Based on the available information extrapolated to 2021 and assuming that 98% of waste arisings are processed through an initial recovery and recycling stage, the tonnages requiring management (in rounded figures) will be:

### Municipal Solid Waste (thousands of tonnes)

	2010	2015	2021
Forecast arisings	3,850	4,000	4,150
Quantity to be subject to recycling or recovery	1,920	2,800	4,060

### Commercial and Industrial Waste (thousands of tonnes)

	2010	2015	2021
Forecast arisings	8,040	9,240	10,760
Quantity to be subject to recycling or recovery	5,790	6,930	10,550

- 11.7** To achieve these targets, a step change in provision for recycling, composting and recovery is needed, but decisions about how targets are met should take account of local circumstances. The policy allows for the range, type, capacity and location of new waste and/or expanded waste management facilities and their operational arrangements to be determined by the waste planning authority (or authorities) concerned, informed by relevant appraisals.
- 11.8** Waste planning authorities should consider the relationship of the RSS targets to the allowances for each waste disposal authority specifying the maximum amount of biodegradable waste they can send to landfill under the Landfill Allowance Trading Scheme (LATS). These allowances have been allocated in decreasing amounts annually to 2020 to meet mandatory UK targets for the diversion of waste from landfill, as required by the EC Landfill Directive (99/31/EC). Waste

planning authorities should have regard to Municipal Waste Management Strategies, which show how LATS targets should be met.

- 11.9** EERA will monitor progress across the region through its Annual Monitoring Report published on the Assembly's website. Data on commercial and industrial (C&I) waste is collected by the Environment Agency and they and local authorities should work together to monitor progress towards C&I waste recovery and recycling targets.
- 11.10** In reviewing these targets, EERA should take account of the national recovery and recycling targets in the revised Waste Strategy for England, and trends in the rates of growth in arisings, based on the best available information.

### **POLICY WM3: Imported Waste**

The East of England should plan for a progressive reduction in imported waste. After 2015 provision for the management of imported waste from London should be restricted to the landfill of residual waste that has been subject to the maximum practical level of recovery and treatment, for which landfill is the only practical option.

Through their Waste Development Plan Documents and when considering proposals for waste management facilities, in addition to that arising within their area, local authorities should provide for an apportionment of waste imported from London for landfill. Allowance should only be made for new non-landfill waste facilities dealing primarily with waste from outside the region where there is a clear benefit, such as the provision of specialist processing or treatment facilities which would not be viable without a wider catchment and which would enable recovery of more locally arising wastes.

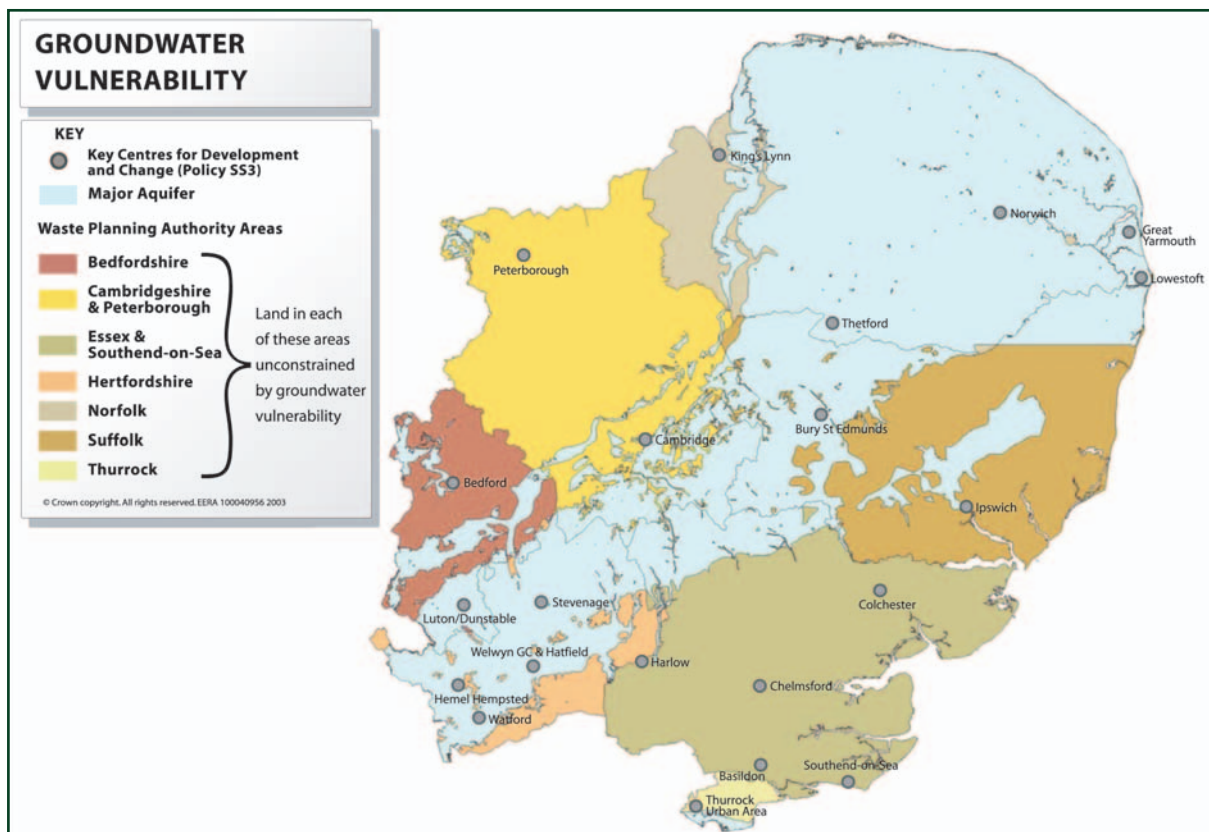
- 11.11** As all regions move to put waste management on a sustainable footing, each should assume responsibility for managing its own wastes. Exporting regions are expected to recover the maximum value from their waste and to progressively reduce the amount of untreated waste exported to landfill. This approach is broadly consistent with existing and emerging waste strategies for London and the South East and, although the import of untreated waste will continue, it would be inappropriate to make additional sites available for imports at historic levels. The following tonnages of imported waste (rounded figures) have been allowed for within the overall apportionment for the region (Policy WM4). They reflect the assumption that the level of waste imported from London will fall to 2015, when it would represent 30% of its 2003/04 weight, and then remain at that level.

### **Annual tonnages of London's waste (thousand tonnes) to be managed**

Year	2010/11	2015/16
Bedfordshire & Luton	240	120
Cambridgeshire & Peterborough	340	170
Essex & Southend	290	140
Hertfordshire	170	80
Norfolk	110	50
Suffolk	220	110
Thurrock	210	100
East of England	1,570	760

- 11.12** Using the best available forecasts, Policy WM3 implies imports from London will reduce from a base of approximately 2.5m tonnes per annum to 0.76 m tonnes by 2015. The methodology which underpins the apportionment of London's waste between waste planning authorities is set out in the Jacobs Babtie report, June 2006 and the Addendum Report, January 2007 published on the Regional Assembly's website.
- 11.13** The apportionment takes account of sustainability considerations, notably groundwater, geology, engineering and other environmental constraints and proximity to London, as well as the availability of suitable landfill void. Major Aquifers and Source Protection Zones are the most influential factors in the methodology, together with the potential for using sustainable transport modes. Figure 11 shows areas constrained by groundwater vulnerability due to the presence of major aquifers. No account was taken of existing contracts, although for the early part of the plan period, these will have a significant impact. Authorities should plan for imports in a pragmatic way. Over time the actual and planned apportionment should move into closer alignment, but the policy does not preclude movements of broadly equivalent volumes of locally arising or imported waste between waste planning authority areas where, for example, this reduces the long distance movement of imported waste or allows treatment at the most appropriate facility.
- 11.14** Waste from London makes up the bulk of imports into the East of England but there are also movements between the East of England and other regions. So that future reviews of RSS achieve closer alignment between the waste strategy for the East of England and those of adjoining regions, EERA should work with the South East Regional Assembly and the Mayor of London to ensure a coordinated approach to monitoring and strategic planning for waste management across the three regions.

Figure 11: Groundwater Vulnerability





## POLICY WM4: Regional Waste Apportionment

In developing policies in their waste Local Development Documents, and when considering proposals for waste management facilities, waste planning authorities should take responsibility for waste arising within their own administrative areas. They should plan for the following quantities of waste (rounded figures), including provision to be made for imported waste in accordance with Policy WM3:

### Annual tonnages of waste (thousand tonnes) to be managed

Year	2005/6 - 010/11	2010/11 - 2015/16	2015/16 - 2020/21
Bedfordshire & Luton	1,450	1,460	1,620
Cambridgeshire & Peterborough	2,140	2,190	2,460
Essex & Southend	3,150	2,300	3,670
Hertfordshire	2,220	2,360	2,650
Norfolk	2,090	2,280	2,580
Suffolk	1,870	1,950	2,180
Thurrock	540	510	510
Region	12,680	13,790	15,170

For waste arising in the region no allowance has been made for waste residues from treatment processes. Waste development documents should assess the level of post treatment residues requiring further management and plan to manage these wastes. Collaboration with other areas or between waste planning authorities should be pursued where it provides benefits in land use and sustainability terms.

- 11.15** National guidance promotes local responsibility for waste, with the region and each constituent local authority providing so far as possible for management of their own wastes. The annual waste apportionment has been derived by applying this approach to ERM's forecasts of waste arisings to 2021, taking account of the development proposed in this RSS.
- 11.16** Monitoring should allow EERA to track the implementation of Policies WM3 and WM4, and to identify possible obstacles to implementation as they emerge. (EERA's submission on New Waste Policies, published on the Assembly's website, provides supplementary information which will facilitate this). Waste planning authorities should work with operators and the Environment Agency to ensure that data on imported waste is collected on an annual basis. Waste planning authorities should monitor performance against the annual tonnages requiring management (Appendix C provides an annual breakdown of imported waste apportioned by waste planning authority for this purpose).
- 11.17** Forecasts of municipal waste arisings for each year to 2021 reflect assumptions that municipal waste will grow by 3% a year to 2010 and then remain stable, and that commercial and industrial waste will grow by between 2% and 3% per annum in line with economic growth. These assumptions are broadly consistent with those in the East of England Regional Waste Management Strategy but there is now an expectation that the growth in commercial waste will also slow. On the basis of the Waste Strategy for 2007, levels of commercial and industrial waste landfilled are expected to fall by 20% by 2010 compared to 2004. Waste producers in the East of England should aim for reductions equivalent to national forecasts, pending further study of commercial and industrial waste arisings. The next RSS review will provide an opportunity to update the regional waste apportionment.

## **POLICY WM5: Planning for Waste Management**

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

To minimise impacts on growth area objectives for Bedfordshire, the use of potential landfill capacity in the Marston Vale should reduce over time. New landfill development in the Marston Vale should not compromise proposals for environmental regeneration and housing development, and should only be permitted where the waste to be landfilled has been subjected to comprehensive pre-treatment, such that the maximum practicable value has been recovered, and provision is consistent with Bedfordshire's waste apportionment in Policies WM 3 and 4.

- 11.18** On the best available information, the East of England needs to provide up to 20 million tonnes of recovery capacity by 2021. The ERM study also identified a shortfall in landfill capacity for inert waste in most sub-regions, and an uneven spread of landfill capacity for non hazardous waste with early shortfalls in Bedfordshire and Essex. Informed by the best available data, Local Development Documents should allocate an appropriate number and range of sites for waste facilities reflecting the waste hierarchy. Facilities for composting and waste minimisation processes, such as mechanical-biological treatment and thermal energy recovery, should be encouraged.
- 11.19** Current levels of landfill activity in Marston Vale do not sit comfortably with proposals for regeneration and environmental improvement. Imported waste from London should reduce progressively from current levels to a substantially lower level by 2015. New landfill development in the area should only accept residual wastes from comprehensive treatment processes. The necessary waste treatment facilities should be in place before any new landfill sites become operational. Any future review of imported waste apportionments should take account of the need to avoid conflict between waste management and development in the Vale.

## **POLICY WM6: Waste Management in Development**

Development should be designed and constructed to minimise the creation of waste, make maximum use of recycled materials and facilitate the collection, separation, sorting, recycling and recovery of waste arising from the development and surrounding areas, where appropriate. Within major developments provision should be made for waste management facilities to enable the sustainable management of waste through innovative approaches to local waste reduction, recycling and management.

- 11.20** New development, especially high density and mixed use, should provide for waste collection and management in its design. This will mean, for example, ensuring new homes have sufficient space for the separation, storage and efficient collection of a range of wastes for recycling or recovery. Larger developments should be designed to minimise waste production and incorporate on site provision for waste minimisation and recovery. In the key centres for development and change in particular, strategically significant development schemes should adopt innovative approaches to community waste reduction, recycling and management, such as composting. Local Development Documents, frameworks, master plans and design briefs should reflect these requirements.
- 11.21** Construction and demolition waste represents the largest waste stream and is forecast to grow from over 12.5 m tonnes in 2002/3 to 17.5 m tonnes by 2021, ODPM survey 2003. Developers will need to account for the waste generated by their activities in their site waste management plans (mandatory for most developments from October 2007) and the majority of such waste managed on site.
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## **POLICY WM7: Provision for Hazardous Waste and other Regionally Significant Facilities**

Through the review of the RSS EERA should consider the need for additional waste management capacity of regional or sub-regional significance and identify the provision required for the management of hazardous waste.

Proposals should take account of:

- the likely arisings and hazardous waste types in the East of England;
- the implications of intra and inter regional movement of hazardous waste;
- the volumes of hazardous waste predicted to arise from previously developed land and opportunities and technologies to increase the treatment of contaminated construction and demolition waste, including soils, on site;
- the possible need for interim measures to manage hazardous waste; and;
- provision for the management of hazardous waste, including treatment and landfill.

Proposals for new facilities should reflect the need for hazardous waste management capacity and considerations of need should carry significant weight when determining planning applications.

- 11.22** In 2006 the East of England produced around 392,000 tonnes of hazardous waste. Trends are difficult to identify, but there are indications that the quantity of hazardous waste produced in the region is decreasing. Information from the Environment Agency shows that oily wastes and construction and demolition wastes account for nearly half of all hazardous waste. The development of large areas of previously developed land will continue to generate construction and demolition waste. Whilst there is an expectation that much of this will be treated on site, some will require specialist recovery or disposal. A shortage of suitable plant and/or sites for hazardous waste management and disposal could compromise the delivery of planned growth, particularly in Thames Gateway.
- 11.23** From July 2004 the EU Landfill Directive required that landfill sites are classified into one of three types: inert waste, non-hazardous waste e.g. most household waste and hazardous waste, and the co-disposal of hazardous and non-hazardous waste was prohibited. As a consequence, the region currently has very limited treatment and disposal facilities for hazardous waste. More treatment and landfill facilities will be required to meet the objectives of the Landfill Directive for treatment of waste and the need for additional hazardous waste treatment plants and landfill sites is a matter of regional significance, particularly given the scale of growth in the region.
- 11.24** A strategy for managing hazardous waste, which takes account of these and possible inter-regional issues, is urgently needed through the review of the RSS. It should identify the type, scale and broad location of facilities required. Based on current data, the following wastes require management:
- Construction and demolition waste, including asbestos and contaminated soils, and treated wood;
  - Oily wastes, batteries and accumulators, and end of life vehicles;
  - Chemical processing wastes, and marine wastes;
  - Waste water treatment and water industry wastes;
  - Waste electrical and electronic equipment, including TVs and fluorescent tubes.
- 11.25** Pending the development of locational or other guidance in RSS, and subject to other relevant policy considerations, proposals for the management of hazardous waste should be encouraged.
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## **POLICY WM8: Actions for Waste Authorities, Waste Companies and Other Partners**

When devising and operating waste management strategies, waste disposal and collection authorities and private sector waste companies should take into account the relationship between waste minimisation, waste collection and recycling/composting. Waste collection systems which aim to minimise waste at source should be adopted throughout the region, and separate collections of recyclable and compostable materials introduced. Waste disposal authorities should also adopt best practice, eg by ensuring that 'bring sites' and household waste recycling sites are widely available. All collection and recycling / composting schemes should be supported by a strong waste minimisation message. The Regional Assembly, EEDA and other partners should work to develop markets for recycled and recovered materials and products and to improve waste data quality.

- 11.26** To maximise recycling and composting, waste disposal authorities and waste management companies should encourage composting or biodigestion of biodegradable wastes. In addition to providing for the collection of separated biodegradable waste and green waste composting, initiatives such as home composting and the use of re-useable nappies should be supported and the feasibility of on-farm composting explored.
- 11.27** The production and collection of separated waste from industrial and commercial producers should be encouraged. Waste management companies should promote the collection of separate waste from firms. Joint action by or on behalf of groups of waste producers, for example tenants of industrial estates, should be encouraged.
- 11.28** The Regional Assembly, East of England Development Agency, Environment Agency and other partners should work to reduce the growth of all waste in line with national targets set out in the Waste Strategy for England:
- Ensuring regional and local strategies contain policies for waste reduction;
  - Identifying and disseminating examples of good practice and encouraging local authorities and businesses to implement waste minimisation programmes;
  - Working with the Regional Resources and Waste Support Group to identify opportunities and priorities for waste reduction in relation to supply chains, product design, manufacture, labelling, retailing, procurement, consumption and resource recovery; and
  - Developing enhanced regional information and awareness programmes to influence behaviour.
- 11.29** The Regional Assembly, local authorities and a range of partners all have roles in influencing the amount of waste produced. Policy WM8 provides a framework for the non-planning actions required to complement Policies WM1 to WM7, and drive down rates of waste production.
- 11.30** Future waste policy will evolve through revisions of this RSS, informed by monitoring. Improvements in data collection and consistency are required. In particular, the classification of data relating to the principal waste streams arising in the region and their management should be agreed between the waste planning authorities, waste industry, and the Environment Agency.
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## Section 12

# Minerals

- 12.1** The Region has a variety of mineral assets, notably land-won sand and gravel for construction (aggregates) and industry (silica sand) and rock, including limestone, sandstone, chalk and clay. They are a finite resource and their exploitation is an important part of the regional economy. The East of England is also the point of entry for marine dredged aggregates, crushed rock from the Midlands and South West, and oil and gas by sea and pipeline. There is some export of minerals mainly for construction use in London and elsewhere. The main alternative source of aggregates is recycled construction demolition material.
- 12.2** National policy is to ensure that there is an adequate supply of minerals to meet industry's needs, but this must pay full regard to sustainable development objectives including the protection of environmental assets. The aim is to move towards a more sustainable approach in the use of mineral resources with less reliance on primary aggregates and increased substitution with recycled construction and demolition waste and other secondary aggregates, as well as through reducing waste in construction. However, there will continue to be a need for primary minerals, which can only be worked where they occur. While extraction can have significant environmental impacts, there will usually be opportunities as part of site restoration for biodiversity enhancement such as creation of Biodiversity Action Plan priority habitats (Policy ENV3) and recreational facilities as part of green infrastructure (Policies SS8 and ENV1).
- 12.3** Minerals planning policy statements, accompanying guidance and other relevant national policies provide the main strategic framework for minerals planning authorities to prepare Development Plan Documents. Policy M1 completes the strategic framework by providing for an adequate supply of minerals and apportioning the supply of land won aggregates. It draws on revised national and regional guidelines for aggregates provision in England 2001-2016 published in 2003 and technical work by the Regional Assembly on apportionment between mineral planning authority areas. Figures for 2017 onwards, and any adjustments required in response to monitoring, should be provided through the review of the RSS. In the interim, those preparing minerals Development Plan Documents should maintain supply for the foreseeable future by projecting the annual guideline figure used during the period 2011-2016 forward i.e. as a 'flat line' to the end of the relevant plan period.
- 12.4** The review of RSS should also consider inclusion of figures for other significant minerals, such as silica sand, and for alternative aggregates, especially recycled construction waste.
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## POLICY M1: Land won Aggregates and Rock

Local Development Documents should identify and safeguard mineral resources to ensure that there are sufficient environmentally acceptable sources, avoiding harm to sites of European and international importance for wildlife in particular, to maintain the following annual average level of supply during the period 2001 to end 2016:

	Land won Sand & Gravel (million tonnes pa)	Land won Rock (million tonnes pa)
Bedfordshire and Luton	1.93	-
Cambridgeshire & Peterborough	2.82	0.3
Essex, Southend and Thurrock	4.55	-
Hertfordshire	1.99	-
Norfolk	2.98	0.2
Suffolk	1.73	-
Region	16.00	0.5

Where a minerals development plan document covers a period beyond 2016, the above figures should be used for the full plan period.

## Section 13

# Sub-Areas and Key Centres for Development and Change

- 13.1** The spatial strategy in Section 3 and the generic policies in Sections 4-12 apply to all parts of the region. In most areas, these policies should be sufficient to guide local planning authorities in preparing Local Development Documents. In some circumstances more specific sub-area policies are required to amplify the spatial strategy and resolve matters that cannot be left to the local level.
- 13.2** A theme running through the sub-area policies is that future planning requires cooperation between local authorities and other agencies across administrative boundaries. In many instances, joint or cooperative working on Local Development Documents will be required if areas are to achieve their full potential or successfully tackle their regeneration needs.
- 13.3** The areas covered by more specific policies fall into two groups:
- Four areas whose coherence and nature of the issues justifies sub-regional treatment. These are the Cambridge Sub-Region, Essex Thames Gateway, Haven Gateway, and the London Arc. Within them are a number of individual key centres for development and change, respectively: Cambridge; Basildon, Thurrock and Southend; Colchester and Ipswich; Hemel Hempstead, Welwyn Garden City together with Hatfield, and Watford.
  - Ten other key centres for development and change. Eight are focussed on relatively freely standing urban areas – Bury St Edmunds, Chelmsford, Harlow, King's Lynn, Norwich, Peterborough, Stevenage and Thetford. The others relate to the two distinct but closely related towns of Great Yarmouth and Lowestoft, which are dealt with through a joint policy.
- 13.4** Policies for the key centres in Bedfordshire – Bedford/Kempston/Northern Marston Vale and Luton/Dunstable/Houghton Regis with Leighton Linlade are set out in the Milton Keynes South Midlands Sub-Region Sub-Regional Strategy.
- 13.5** Important sub-regional relationships and issues exist in parts of the region not covered by sub-regional policies. For example Norwich and Peterborough are at the centre of sub-regions with extensive rural hinterlands. The lack of need for policies on such areas in RSS should not prevent local planning authorities and their partners from undertaking joint or coordinated work on issues of mutual importance. They are encouraged to do so and to identify such issues in their Local Development Documents and related strategies.

### Cambridge Sub-Region

- 13.6** The Cambridge sub-region comprises Cambridge and the surrounding area as far as and including the market towns of Chatteris, Ely, Haverhill, Huntingdon, Newmarket, Royston, St Neots, St Ives and Saffron Walden.
- 13.7** The continued economic success of the Cambridge sub-region, focused on education, research and knowledge-based industry, is of significance to the wider region and nationally. The previous Regional Spatial Strategy (RPG6) and the Cambridgeshire and Peterborough Structure Plan 2003 aimed to provide for a sustainable pattern of development to accommodate necessary growth in the sub-region, with a better balance between employment and housing focused on Cambridge and the surrounding area.
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- 13.8** The strategy for the sub-region in the Structure Plan is carried forward largely unchanged into the East of England Plan. Implementation of the strategy is underway. A local delivery vehicle, Cambridgeshire Horizons, is well-established and is working with local authorities, landowners and developers, public agencies and other stakeholders to ensure delivery of the strategy in a timely and integrated manner to provide high quality, sustainable development. Monitoring of implementation is necessary to determine whether action will be needed to address shortfalls or other difficulties in delivery.

### CSR1: Strategy for the Sub-Region

The vision for the Cambridge Sub-Region to 2021 and beyond is to continue to develop as a centre of excellence and world leader in higher education and research, fostering the dynamism, prosperity and further expansion of the knowledge-based economy spreading outwards from Cambridge. The historic character and setting of Cambridge should be protected and enhanced, together with the character and setting of the market towns and other settlements and the important environmental qualities of the surrounding area.

A comprehensive approach should be adopted to secure the necessary infrastructure, including green infrastructure.

Local Development Documents should provide for development focused on making the most of the development potential of land in the following order of preference:

- in the built-up area of Cambridge, subject to considerations of environmental capacity;
- on the periphery of the built-up area of Cambridge on land released from the green belt following the Cambridgeshire and Peterborough Structure Plan 2003 and through the Cambridge Local Plan and development plan documents prepared by the local planning authorities;
- at the new settlement of Northstowe, linked to the guided busway; and
- on land within or on the peripheries of the sub-region's market towns and within key service centres (or on the peripheries of key service centres, mainly limited to existing commitments) where such development would contribute to the social and economic needs of the community and good public transport exists or can be provided.

- 13.9** The sequential approach to development, focused on Cambridge, reflects the strategy for the sub-region in the former Regional Planning guidance for East Anglia, RPG6 and the Cambridgeshire and Peterborough Structure Plan 2003. Northstowe should take full advantage of the development potential of its location on the Cambridgeshire guided busway with a settlement initially of up to 10,000 new homes and associated employment, retail, leisure and other uses. To ensure delivery of Cambridge East as a strategic development location, this RSS supports the relocation of operations at Cambridge Airport to a suitable alternative location subject to timely provision of necessary infrastructure and environmental safeguards.
- 13.10** The focus in the early years will be on delivery. Given its national and regional importance the longer term framework for the Sub-Region looking well beyond 2021 should be an important aspect of the review of the RSS.



## CSR2: Employment-Generating Development

Employment land in and close to Cambridge, within boundaries to be defined in local plans/LDDs, should be reserved for development which can demonstrate a clear need to be located in the area to serve local requirements or contribute to the continuing success of the sub-region as a centre of high technology and research.

Employment-related development proposals should demonstrate that they fall into the following categories:

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

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

Local Development Documents and other implementation programmes should identify land in the market towns for employment development where this would improve the local balance of jobs and homes and diversify and strengthen the economies of the towns.

- 13.11** The sub-region has one of the most remarkable concentrations of high technology and research clusters in the UK. These should be fostered in the national interest and to promote further sustainable growth of the local and regional economy. The selective management of employment-generating development and the development and expansion of high technology clusters is well-established in the Cambridge sub-region through policy and practice. The sectors for which this policy will be important include: computer services; telecommunications/information technology; biotechnology and biomedical; medicine; and other emergent technologies.

## CSR3: Green Belt

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

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

- 13.12** The Cambridge Green Belt will be protected following the recent review in the Cambridgeshire and Peterborough Structure Plan 2003 and local plans/Development Plan Documents to deliver the vision for the sub-region. The extent of the green belt may need to be revisited in the review of the RSS.

## CSR4: Transport Infrastructure

New transport infrastructure requirements arising from development in the Cambridge sub-region should build upon the existing high quality public transport systems, high levels of cycling and demand management measures. The aim should be to reduce the need to travel, especially by car and secure the fullest possible use of public transport, cycling and walking. Strategic transport provision should take into account Cambridge's position at the junction of major east-west and north-south routes.

- 13.13** Successful implementation of the development strategy for the Cambridge sub-region relies on integration of development with new and upgraded transport infrastructure. Central to this is the provision of high quality public transport, in particular the Cambridgeshire guided bus, improvements to the strategic and local road network, and enhanced provision for cyclists and pedestrians. Reflecting the priority to the Cambridge area in Policy T15, stakeholders should look beyond the existing major programme of transport investment to identify further investment needs. There should be a strong emphasis on public transport, demand management and traffic restraint taking full advantage of likely sources of funding, including the Transport Innovation Fund and developer contributions.

## Essex Thames Gateway

- 13.14** Essex Thames Gateway comprises the Essex part of the Thames Gateway Growth Area, a regional and national priority for urban regeneration under the Sustainable Communities Plan which extends into London and the South East (Kent Thames Gateway). It is the largest corridor of urban development in the East of England. It broadly encompasses the areas south of the A13 in Thurrock and A127 in Basildon together with the Boroughs of Castle Point and Southend-on-Sea and London Southend Airport in Rochford District.
- 13.15** Essex Thames Gateway presents a unique opportunity reflecting the extensive areas of previously developed land, its proximity to central London, international transport links and access to continental Europe. Urban regeneration coupled with wider environmental enhancements will enable major improvements in quality of life and regional economic performance.
- 13.16** Separate policies are provided for the three key centres for development and change – Thurrock, Basildon and Southend. Castle Point does not contain any settlements of comparable size but includes South Benfleet and Canvey Island, centres with challenges and potential to contribute to regeneration.
- 13.17** Essex Thames Gateway contains the biggest assemblage of port infrastructure in the region, principally Port of London facilities at Thurrock. The London Gateway container terminal and supporting infrastructure is planned on the former oil refinery site at Shellhaven in east Thurrock.
- 13.18** The Gateway contains areas at risk of flooding. This must be taken into account at all stages in the planning process to avoid inappropriate development in areas at risk. A South Essex Strategic Flood Risk Assessment has been prepared by the Environment Agency and its partners, which takes account of planned flood protection infrastructure. This assessment, together with the updated policies in *PPS25: Development and Flood Risk*, should ensure that development is directed away from areas at highest risk, does not increase flood risk elsewhere and, where possible, reduces overall flood risk. Development should not constrain options for future flood management measures in the Thames Estuary, which are being developed through the Environment Agency's Thames Estuary 2100 project.
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## **POLICY ETG1: Strategy for the Sub-Region**

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

- substantially increase the numbers of jobs and homes in line with Policies E1 and H1 to bring about a better alignment of homes and workplaces while continuing to recognise and make the most of the area's complementary role in relation to London, especially the emerging development/transport nodes in East London at Stratford and elsewhere;
- give the area a more positive and attractive image building on its strengths and assets, promoting excellence in the design of buildings and public realm and creating townscapes and landscapes of high quality and distinctiveness;
- significantly increase the overall value of the sub-regional economy and the economic conditions, living standards, aspirations, and quality of life of its residents;
- enhance the education and skills base and improve access to higher education; and
- protect and enhance the quality of the natural and historic environments, including retaining and making more positive appropriate use of the green belt.

## **POLICY ETG2: Thurrock Key Centre for Development and Change**

The Thurrock Urban Area (from Purfleet in the west to Tilbury/Chadwell St Mary in the east) is a key centre for development and change. Local Development Documents should:

- achieve an urban renaissance, re-using previously developed land and making best use of the Thames riverside to bring about substantial improvement in the quality of the urban environment;
- upgrade the image of the area as a leading centre for logistics, and enhance the scale and sustainability of its role in that respect, while also seeking to diversify the employment base of the Borough;
- develop a safeguarding policy for wharves and quays necessary for the strategic functioning of the Port of London; and
- develop a long-term strategy for remodelling Lakeside Basin to provide a high-quality, pedestrian friendly environment containing a mix of uses including retail, leisure, offices, residential and areas of public realm linked to complementary revitalisation strategies for Grays town centre and the other urban centres in the Borough.

However, a robust strategic planning framework to guide the regeneration and redevelopment of Lakeside Basin is required. The Regional Assembly should undertake an immediate review of this policy working with partners including Essex County Council, Thurrock Borough Council and Thurrock Thames Gateway Development Corporation leading to a revision of the RSS by the end of 2009. The review should cover:

- a) the comprehensive regeneration and redevelopment of Lakeside Basin on sustainable mixed use lines;
- (b) an assessment of the need for and impact of further retail and leisure development;
- (c) how economic objectives for Essex Thames Gateway, particularly higher skill levels, increased inward investment, and a net increase in and greater diversity of employment can be advanced at Lakeside;
- (d) more sustainable movement patterns, including a reduction in the need to travel;
- (e) necessary improvements to transport infrastructure; and

*Continued*

## **POLICY ETG2: Thurrock Key Centre for Development and Change** *continued*

(f) whether Lakeside Basin should be designated a major town centre.

Any proposals for future growth at Lakeside Basin should safeguard the vitality and viability of existing town centres within the catchment of any proposed development, including relevant town centres beyond the region.

**13.19** Since the examination in public, new evidence has become available about the impact of additional retail floorspace at Lakeside Basin. Different parties take different positions on whether additional floorspace can be developed at Lakeside without harming the vitality and viability of existing town centres. Given Lakeside's importance to South Essex, which is emphasised in the Thames Gateway Delivery Plan 2007, and its potential, if remodelled and regenerated on sustainable development and transport lines to attract substantial investment and be a major driver of regeneration, the opportunity should be taken to review this work as a matter of urgency, and to determine the appropriate level of any additional retail and leisure floorspace growth and whether Lakeside should be defined as a major town centre. The Regional Assembly working with partners, particularly Essex County Council, Thurrock Borough Council, and Thurrock Thames Gateway Development Corporation, should review Policy ETG2 through an early revision of this RSS. The revision should be completed by the end of 2009 and should inform the preparation of the relevant Thurrock Development Plan Documents, particularly the core strategy currently in progress.

## **POLICY ETG3: Basildon Key Centre for Development and Change**

Local Development Documents for Basildon should:

- facilitate the physical, economic and social regeneration of the original new town together with expansion to create a sustainable and balanced community;
- support Basildon's role as a business hub within the sub-region, building upon its existing strengths as well as opportunities for continued diversification;
- promote regeneration of the town centre to secure a full range of high quality sub-regional services and facilities, including an enhanced retail and leisure offer, new jobs and homes, and the development of a strategic transport interchange.

## **POLICY ETG4: Southend on Sea Key Centre for Development and Change**

Local Development Documents for Southend on Sea should:

- facilitate physical, economic and social regeneration of the urban area including maximising the re-use of previously developed land;
- achieve an urban renaissance of the town centre by establishing it as a focus for cultural and intellectual activities led by the development of a university campus, securing a full range of high quality sub-regional services and facilities, and providing for mixed use development to secure new jobs and homes;
- upgrade strategic and local passenger transport accessibility, including the development of strategic transport interchanges around existing transport nodes; and
- improve surface access to London Southend Airport and support employment uses there that would benefit from an airport location.

### **POLICY ETG5: Employment-Generating Development**

Local Development Documents should provide an enabling context for not less than 55,000 net additional jobs in Essex Thames Gateway during the period 2001-2021, distributed as follows:

Basildon	11,000
Castle Point	2,000
Southend	13,000
Thurrock	26,000
Rochford	3,000
Total	55,000

The local authorities and Thurrock Thames Gateway Development Corporation, supported by regional and local partners, should facilitate these increases in jobs by promoting a competitive sub-regional business environment secured through:

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

**13.20** Currently the sub-region has about 300,000 residents in employment but a workforce of only about 233,000, which highlights the scale of out commuting, particularly to London. It also points to underlying weaknesses in the sub-region’s economic structure in terms of the quantity, quality and range of job opportunities. Improved alignment between homes and workplaces will result in a reduction in the proportion, if not necessarily the number, of the resident workforce who commute to London. The targets in Policy ETG5 are an apportionment of the job figure for Essex Thames Gateway in Policy E1 on the basis of a district level assessment. Southend Airport is a major employment location but no separate job growth target is available for it and so a target for Rochford as a whole is included.

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

### **POLICY ETG6: Transport Infrastructure**

Proposals for future transport infrastructure improvements should reflect the prioritised schemes in the Thames Gateway South Essex Business Plan for Transport, 2005. Proposals serving the sub-region as a whole should contribute to ensuring high quality links between the key centres.

- 13.22** Successful regeneration and further growth on the scale planned will require substantial improvements to the transport network. Related sub-regional strategies, Development Plan Documents and Local Transport Plans serving Essex Thames Gateway should address these needs.

### **POLICY ETG7: Implementation and Delivery**

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

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

- 13.23** The Thames Gateway South Essex Partnership has been established to develop co-operative working between partners and to ensure effective coordination of actions to deliver holistic, integrated regeneration and growth. The partnership draws together the local authorities, East of England Development Agency, other agencies and the voluntary and private sectors to maintain a strategic overview, oversee Essex Thames Gateway wide implementation challenges and ensure that commitment is obtained from other agencies to achieve delivery.
- 13.24** A range of local delivery vehicles have been established. An Urban Development Corporation has been formed covering all of the borough of Thurrock with responsibility for major physical redevelopment, including land acquisition and planning powers. Other local delivery vehicles are the Urban Regeneration Company, Southend Renaissance and the Basildon Renaissance Partnership. For Castle Point and Rochford the local authorities and Thames Gateway South Essex Partnership have formed a steering group with other partners to provide a focus for delivery.
- 13.25** Essex Thames Gateway is a complex area where many partners are contributing to regeneration and growth. There is a need for connectivity and complementarity between statutory development plan making and related non statutory plans, for example those addressing health planning, green infrastructure and flood defence, along with the regeneration frameworks and master planning exercises undertaken by local delivery vehicles. A delivery plan covering the whole of Thames Gateway was published in 2007, which reflects the commitment to back the vision for the Gateway with cross-Government priorities and funding. It provides a framework for making the best use of public investment, local ownership, big project expertise and private sector entrepreneurship, sets out shorter term spending plans and identifies the resources needed.
- 13.26** Waste management, including hazardous waste, is a major issue. There are limits to how far the area can continue to provide landfill capacity for the wider London / Essex area, whilst the scale of redevelopment on previously developed land requiring decontamination represents a particular challenge for waste management planning. The Thames Gateway South Essex Partnership and delivery agencies will need to work with the Environment Agency and waste planning partners to ensure that the significant volumes of waste predicted to arise in the course of development are managed effectively. Policy WM7 addresses this issue as part of a hazardous waste strategy to be developed in the further review of RSS.
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## Haven Gateway

- 13.27** Haven Gateway Sub-Region spans part of northeast Essex and southeast Suffolk. It consists of Tendring District, the Boroughs of Colchester and Ipswich and parts of Babergh, Mid Suffolk and Suffolk Coastal Districts. It is focussed on the key centres for development and change of Colchester and Ipswich, the towns of Clacton, Felixstowe, and Harwich and the major ports at Felixstowe and Harwich (Bathside Bay). The sub-region has substantial potential to develop further as a major focus for economic development and growth, which is recognised in its identification by the Government as a new growth point.
- 13.28** The geographical extent of the Gateway and, within it, an Ipswich Policy Area spanning Ipswich and adjacent parts of Babergh, Mid Suffolk and Suffolk Coastal districts should be agreed for monitoring purposes between EERA and the local authorities concerned.
- 13.29** The sub-region has a series of nationally and internationally important landscape and ecological designations, including the Dedham Vale and large parts of the Suffolk Coast and Heaths Areas of Outstanding Natural Beauty. All of the estuaries have national and international designations for nature conservation. These areas are close to likely locations for growth and regeneration. However, as well as being a possible constraint on some development, the attractive environment contributes to the character of the sub-region and is one of the foundations for its economic growth. The strategy needs to take into account the impact of these factors on growth and regeneration, in accordance with other policies in this RSS on protecting and enhancing the environment.

### **POLICY HG1: Strategy for the Sub-Region**

The sub-regional strategy aims to achieve transformational development and change throughout Haven Gateway which will:

- develop the diverse economy of the sub-region, including provision for the needs of an expanding tourism sector, support for the establishment and expansion of ICT clusters and recognition of the potential and need for employment growth in the smaller towns;
  - support existing and proposed academic, scientific and research institutions;
  - regenerate the sub-region to address unemployment, deprivation and social issues;
  - provide for major housing growth at the key centres of Colchester and Ipswich.
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## POLICY HG2: Employment Generating Development

Local Development Documents should provide an enabling context for not less than 50,000 additional jobs in Haven Gateway distributed as in Policy E1.

The local authorities, supported by regional and local partners, should facilitate this increase in jobs by promoting a competitive sub-regional business environment through:

- supporting the maintenance and appropriate expansion of the ports, maritime and related activities, recognising the role they play in making the sub-region a major economic growth point and approved proposals for container handling capacity at Bathside Bay and Felixstowe South;
- promoting the urban areas of Colchester and Ipswich as major centres of employment;
- providing appropriate sites, premises and infrastructure to attract a diverse range of employment to Ipswich, Colchester, Harwich, Felixstowe and Clacton;
- regeneration initiatives in Colchester (St Botolphs, North Station, East and North Colchester and the Garrison), Ipswich Waterfront and Village, Felixstowe (including measures to address its falling status as a resort), Harwich, Clacton, Jaywick and smaller scale projects elsewhere, with a focus on employment diversification and other social aims as well as physical renewal.

**13.30** The economic structure of the area is diverse, principally based on:

- a concentration of transport and logistics industries related to the internationally important Haven Ports;
- expanding cultural, tourism and marine leisure industries;
- the diverse economies of Ipswich and Colchester with a substantial service sector based on administration, insurance, financial and professional services;
- academic institutions, including Essex University, the proposed Essex University Science Park, and the new University Campus Suffolk on Ipswich Waterfront;
- established and expanding ICT clusters, including Adastral Park at Martlesham and its proposed Innovation Centre, the Cambridge to Ipswich corridor and Colchester Science Park.

**13.31** Further employment is expected in these sectors reflecting the maturing of the sub-region's economy and expanding population base. A significant amount of growth will be at Colchester and Ipswich, reflecting their roles as sub-regional centres.

## POLICY HG3: Transport Infrastructure

Priorities for transport in the sub-region should focus on the urban centres of Colchester and Ipswich and on the strategic infrastructure and services to facilitate access to and from the Haven Ports.

**13.32** Freight movement to and from the Haven Ports imposes major demands on the sub-region's transport infrastructure and minimising their impacts is important to allowing these networks to serve the needs from locally focussed developments, particularly in the main urban areas.



## **POLICY HG4: Implementation and Delivery**

The Haven Gateway Partnership, its partners and other agencies should work to ensure:

- appropriate guidance and co-ordination is available to ensure that Local Development Documents for Haven Gateway make complementary contributions towards meeting the objectives of the RSS, with joint working where appropriate: and
- implementation and delivery bodies have appropriate strategies and resources to achieve the objectives in the overall vision for the area in HG1 and detailed in the other Haven Gateway policies.

**13.33** The Haven Gateway Partnership is preparing a non-statutory sub-regional strategy to provide a fuller framework for the preparation of LDDs, other strategies including coastal issues, and coordinated implementation. The Haven Gateway Transport Board should take the lead in addressing transport issues, reflecting the priorities and approach in Policy T15.

### **The London Arc**

**13.34** Apart from Essex Thames Gateway, which has related but distinct issues, the London Arc comprises the areas closest to and most strongly influenced by London. For the purposes of this RSS and monitoring, it is defined as the districts of Broxbourne, Dacorum, Hertsmere, St Albans, Three Rivers, Watford and Welwyn Hatfield in Hertfordshire and Brentwood and Epping Forest, Essex.

**13.35** Some of the characteristics of the Arc extend further, for example into East and North Hertfordsire. Chelmsford, Harlow and Stevenage are on the margins of the Arc but have not been included because their commuting relationship with London is less strong. Nevertheless parts of Policy LA1 are broadly applicable to these areas, as they are to Essex Thames Gateway.

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## POLICY LA1: London Arc

- (1) Within the London Arc the emphasis will be on:
  - (a) retention of long-standing green belt restraint, supported by more positive green infrastructure use of neglected areas in accordance with green belt purposes; and
  - (b) urban regeneration, including the promotion of greater sustainability within the built-up areas, particularly measures to increase the use of non-car modes of transport.
- (2) Exceptions to the approach in (1) (a) are made at Hemel Hempstead, Welwyn Garden City and Hatfield where strategic green belt reviews will be undertaken to permit these new towns to develop further as expanded key centres for development and change.
- (3) Other towns in the London Arc will retain and develop their existing individual roles within its polycentric settlement pattern, recognising and making as much provision for new development within the built-up area as is compatible with retention and, wherever possible, enhancement of their distinctive characters and identities.
- (4) the local authorities should work with those in Greater London, especially Outer London, and to the north, and those responsible for delivering strategic transport networks, to ensure that:
  - opportunities presented by existing and developing public transport radial routes from London are exploited to support sustainable development at nodal points along these routes, while ensuring that the strategic function of radial routes is not overwhelmed by local movements; and
  - a network-wide approach (particularly critical in the London Arc) is adopted towards increasing opportunities for inter-urban journeys by public transport, in line with the Regional Transport Strategy.

**13.36** The London Arc is a complex polycentric area of market towns, commuter settlements and twentieth century new towns over which London has a powerful influence. Long-standing green belt policies have sought to restrain the outward spread of the capital and preserve the existing urban structure. These areas face a particular set of issues and pressures, which are distinct within the East of England but shared with parts of the South East.

**13.37** The area is characterised by a generally buoyant economy, although there are pockets of poor performance and deprivation, particularly within the new towns. There is very strong housing demand and development pressures are intense. There is considerable pressure on the area's road and rail networks reflecting both the high levels of movement to and from London and the complex movements for shopping, employment, education, leisure etc between the towns. There is a need to balance the priorities of restraining urban sprawl, enhancing the countryside and meeting development needs in sustainable ways. This will be done by retention and enhancement of the green belt and by accommodating development through effective use of the land within urban areas and selective green belt review.

**13.38** With their history as new towns, Hemel Hempstead, Welwyn Garden City and Hatfield have a good record of matching new housing with employment and are well-placed on strategic communications routes, which makes them both attractive for business growth and accessible to the London jobs market. The extent of national and regional housing needs, coupled with the benefits of increasing the towns' size, tying into existing infrastructure and tackling regeneration issues, present exceptional circumstances justifying green belt reviews to enable their expansion.

## POLICY LA2: Hemel Hempstead Key Centre for Development and Change

The strategy for Hemel Hempstead couples growth in housing and employment with transformational physical, social and economic regeneration of the original new town to create an expanded sustainable and balanced community. The main elements of this strategy are:

- (1) Overall housing growth of 12,000 in Dacorum by 2021, concentrated mainly at Hemel Hempstead. Brownfield redevelopment opportunities will be maximised but sustainable urban extensions will also be required, to be focused on the edge of the built-up area of Hemel Hempstead. Extension of Hemel Hempstead into St Albans District will probably be required, taking account of constraints and any opportunities arising from decisions on Buncefield and involving preparation of joint or coordinated Development Plan Documents with St Albans DC. Identification of the urban extensions will require a strategic review of the green belt that allows scope for continued growth of Hemel Hempstead until at least 2031.
- (2) Provision for substantial employment growth over the period to 2021 by:
  - capitalising on strategic links to Watford, proposed major development at Brent Cross/Cricklewood and elsewhere in London, Luton and Milton Keynes;
  - regenerating the Maylands Industrial Estate;
  - reconstruction and potential rationalisation of Buncefield; and
  - creating a more attractive and vital town centre, making best use of further regeneration and redevelopment opportunities.
- (3) Focused and coordinated action to raise opportunities and expectations and make better provision for local residents in terms of health, education, employment, transport and quality of life.
- (4) Ensuring the strategic transport network is adequate to support the growth of the town and creating the conditions for significantly increased public transport, walking and cycling within and around it.
- (5) Substantial improvement to the image and quality of the town's built fabric and public realm, including multi-functional green space.

**13.39** The regeneration and expansion of Hemel Hempstead provides a major opportunity for the town to be a key focus for growth, contributing to meeting West Hertfordshire's development needs and will reinforce recovery from the Buncefield fire.

**13.40** The approach to the future of Buncefield needs to balance continued operations, the highest safety standards within the site and in relation to existing and proposed neighbouring uses, and the potential of rationalisation to release land for other uses. In developing Local Development Documents it will be essential to take account of the wider implications of decisions on Buncefield. For example, any extension to safety buffers around operations on the site and pipelines may constrain development options. Alternatively, rationalisation of the site may release land for other uses, potentially increasing the overall scale of development potential at Hemel Hempstead in the longer term.

### **POLICY LA3: Welwyn Garden City and Hatfield Key Centre for Development and Change**

Welwyn Garden City and Hatfield are a joint key centre for development and change within the London Arc. The strategy for the towns involves:

- (1) Overall housing growth of 10,000 by 2021, focused mainly at these towns. Identification of urban extensions will require a strategic review of the green belt that allows scope for continued growth until at least 2031. Part of the 10,000 may be in St Albans District if extension of Hatfield to the west emerges as a preferred option, involving preparation of joint or coordinated development plan documents with St Albans DC.

Brownfield redevelopment opportunities will be maximised but sustainable urban extensions will also be required.

- (2) Provision for substantial employment growth by:
  - capitalising on strategic links to Stevenage and central London;
  - ensuring an adequate supply of employment land by developing new sites and rationalising and regenerating existing ones;
  - making the most of opportunities associated with the University of Hertfordshire;
  - reinforcing the town centre of Welwyn Garden City; and
  - creating a more vital Hatfield town centre.
- (3) Focused and coordinated action to raise opportunities and expectations and make better provision for local residents in terms of health, education, employment, transport and quality of life.
- (4) Ensuring the strategic transport network is adequate to support the growth of the towns and creating the conditions for significantly increased use of public transport, walking and cycling.
- (5) Retention/ reinforcement of the best qualities of Welwyn Garden City and substantial improvements to the image and quality of the two towns' built fabric and public realm, including provision of multi-functional green space and enhanced green infrastructure between Hatfield and St Albans.
- (5) Additional waste water treatment capacity planned and delivered working with the industry and its regulators.

**13.41** The neighbouring towns of Welwyn Garden City and Hatfield have the potential to make a greater contribution to the pressing housing needs of the London Arc in a strategic location on the A1(M) and East Coast Main Line where prospects for economic growth are favourable, while at the same time adding to the critical mass of the towns and assisting regeneration and urban restructuring.

**13.42** The locations of future growth in Welwyn Hatfield Borough is a matter for determination through the Local Development Framework process. This should develop the long term strategy for the future of the two towns, including testing their potential to meet development needs to 2031 and beyond in accordance with Policy SS7. The green belt review should include joint or coordinated work with St Albans District if further expansion of Hatfield to the west emerges as a preferred option. The area to the west of Hatfield includes land identified in the 2007 Hertfordshire Minerals Local Plan for sand and gravel extraction. If this location emerges as a preferred option for an urban extension, the relevant Development Plan Documents will need to provide guidance on the relative extent of areas for mineral extraction and built development and on phasing for any areas where extraction needs to take place before built development.

**13.43** Reconciling growth with the capacity constraints and pressures on the A1(M), A414 and East Coast Main Line is a key challenge. This is recognised in the identification of the London to Huntingdonshire Corridor and Central Hertfordshire as priority areas for further work on transport interventions, Policy T15. Any necessary waste water infrastructure

requirements will need to be programmed into the water companies' business plans, informed by the relevant studies, see paragraph 10.8, which addresses the constraints at Rye Meads sewage treatment works.

## **POLICY LA4: Watford Key Centre for Development and Change**

The strategy for this key centre for development and change on the edge of London should focus on continued strong economic performance, continuing regeneration and renewal that makes the most of urban capacity, expansion of higher order services and greater reliance on public transport.

The main elements of this strategy are:

- (1) Continued employment growth with restructuring of employment areas and parts of the town centre to meet the needs of established employment sectors and clusters, including knowledge-based activities and the health sector;
- (2) High quality redevelopment including mixed use schemes with further intensification of land uses where appropriate, coupled with firm defence of existing green belt boundaries and improvements to open spaces within the built up area;
- (3) Consolidation and strengthening of the town's role as a regional centre for retail and other higher order services;
- (4) Tackling deprivation;
- (5) Joint approaches to the provision of affordable housing inside and outside the Borough to meet needs as close as possible to where they arise; and
- (6) Better connectivity and more integrated operational planning with the London public transport network and the enhancement of the town as an interchange centre linking the strategic rail network to services serving nearby suburban areas.

- 13.44** Watford is a transport hub with good access to Heathrow Airport where the M1 and West Coast Main Line rail corridors converge and connect with strategic transport routes including the M25, A41 and A405/415 and the London transport network. Being on the edge of London, it is characterised by large commuting flows. It has much in common with the North West London Boroughs and shares many of the characteristics of the generally prosperous and economically buoyant Thames Valley to the west of London.
- 13.45** The scale of housing growth within the Borough boundary required in Policy H1 is less than for most other key centres. However, the built up area extends beyond Watford's tight local authority boundaries and the scale of housing and employment growth in the wider Watford area, including nearby settlements in Three Rivers and Hertsmere Districts that look to Watford as their main centre, makes the overall quantum of growth on a par with other key centres.
- 13.46** The Borough has experienced significant regeneration and renewal in recent decades, but challenges remain and Policy LA4 sets out the main elements of the vision. Interchange facilities at Watford Junction station are to be improved. A Croxley Rail Link extending the Metropolitan Underground line to Watford Junction will help reduce congestion in the town and improve interchange possibilities.
- 13.47** Watford Council will need to work jointly with a range of partners including other Hertfordshire local authorities and public transport authorities in London if all aspects of the strategy are to be delivered.
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### **POLICY BSE1: Bury St Edmunds Key Centre for Development and Change**

Provision should be made for further employment, service and housing development that reflects the role of Bury St Edmunds as an important service centre between Cambridge and Ipswich. Employment growth should be of a scale to minimise the volume of long distance out-commuting from the town.

Priority will be given to the development of vacant and underused land that respects and enhances the historic town centre. Development and transport strategies should promote a shift to non-car modes of travel.

- 13.48** Bury St Edmunds is the sub-regional centre for west Suffolk. Expansion over recent years has been boosted by its strong and diverse economy, particularly attractive historic urban environment, and location between Cambridge and Ipswich on the railway line and A14 at its junction with a number of radial routes.
- 13.49** Reflecting the role of Bury St Edmunds as a service centre, housing growth should be accompanied by employment and service growth. There is likely to be potential for additional growth beyond 2016, to be tested through the further RSS review, but this will require infrastructure capacity issues to be resolved.

### **POLICY CH1: Chelmsford Key Centre for Development and Change**

The strategy for Chelmsford should:

- provide for substantial growth of housing within an allocation of 16,000 for the District as a whole;
- strengthen the town's role as county town and sub-regional centre for central and northern Essex and centre for primary health care and further and higher education;
- further increase and diversify its employment base, building on strengths in areas such as business and financial services, manufacturing, research and development, and retailing and town centre uses;
- maximise the re-use of previously developed land and provide for sustainable urban extensions; and
- assist the development of more sustainable transport systems within the town, capitalise on and improve its strategic links to London and other regional centres.

- 13.50** Chelmsford has substantial potential to develop further as an important economic development and growth focus for central Essex, reflecting its roles as a county and university town and its diverse economy with strengths in retailing, administration, manufacturing, finance and a strategic location on the A12 and Great Eastern railway line. The strategy will further enhance these roles, move the town towards sustainable transport with high quality public transport, cycling and walking and provide the potential for further growth in the longer term.

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

The strategy for Great Yarmouth and Lowestoft is to promote the comprehensive regeneration of the two towns, capitalising on their strengths and protecting and enhancing their environmental assets. Local Development Documents and other strategies should pursue this strategy by:

- Promoting radical change in the economy building on the area's established sectors and diversifying into new and emerging sectors including:
  - the renewable energy cluster, building on offshore engineering skills;
  - a more diverse tourism cluster, based on the resort and leisure role of the towns, the proposal for a casino at Great Yarmouth and proximity to the Broads;
  - environmental technologies and the wider environmental economy furthered by establishing a research and teaching centre supported by further and higher educational institutions and others; and
  - port and related activities strengthening links with the rest of Europe.
- Encouraging an urban renaissance by identifying priority areas and projects for brownfield redevelopment to achieve economic, physical and social regeneration in inner urban areas and taking advantage of key waterfront sites. Priority will be given to regeneration projects that can assist in dealing with concentrations of deprivation.
- Delivering at least 11,800 additional dwellings in line with the Policy H1 to support a healthy housing market, assist the regeneration of brownfield sites and meet local affordable housing needs.
- Promoting improvements on key transport corridors into the area and between the towns, together with measures to relieve congestion, improve access to regeneration areas, and enable a significant increase in public transport, walking and cycling.

**13.51** The key centres for development and change encompass the built up areas of Great Yarmouth and Lowestoft. Both towns benefit from high quality beaches, proximity to the Broads and an important built heritage, which have traditionally attracted large visitor numbers, but face challenges including high unemployment, pockets of deprivation and areas vulnerable to tidal flooding events.

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

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

**13.54** Local Development Documents for Great Yarmouth and Lowestoft should be complementary to ensure a cohesive spatial strategy for the two towns. 1st East, the Urban Regeneration Company, is a driving force behind regeneration. The company is preparing Area Action Plans with Great Yarmouth and Waveney Councils, which will focus on spatial planning

and policies for the regeneration of brownfield and waterside areas. In supporting growth and regeneration, Local Development Documents should take careful account of strategic flood risk assessments.

## **POLICY HA1: Harlow Key Centre for Development and Change**

The strategy for Harlow is:

- (1) To promote the renaissance of the new town through developing its role as a major regional housing growth point, major town centre and strategic employment location to 2021 and beyond. Regeneration and redevelopment of the existing town and urban extensions will be combined with transport measures and enhancement and conservation of green infrastructure to fulfil this strategy.
- (2) Development Plan Documents should provide for a total of 16,000 additional dwellings between 2001 and 2021, including urban extensions in Epping Forest and East Hertfordshire districts. Additional housing should be provided:
  - within the existing area of the town through selective renewal and redevelopment, including mixed use development in the town centre; and
  - through urban extensions to the north, east, and on a smaller scale the south and west.

Joint or co-ordinated Development Plan Documents drawn up by the three district councils, informed by the options appraisal work below, should determine the appropriate distribution between the urban extensions, including the more detailed location and scale of required development. The objective is to put in place a development strategy which promotes Harlow's regeneration, is as sustainable as possible and can be implemented at the required pace. Additional waste water treatment capacity will be required, planned and delivered working with the industry and its regulators.

- (3) The green belt will be reviewed to accommodate the urban extensions. New green belt boundaries should be drawn so as to maintain its purposes, specifically to maintain the integrity of the principles of the Gibberd Plan and landscape setting of Harlow and the physical and visual separation of the town from smaller settlements to the west and north. The review to the north should provide for an eventual development of at least 10,000 dwellings and possibly significantly more – of a large enough scale to be a model of sustainable development. The review here should test the capacity to achieve the most sustainable size of urban extension in the longer term without the need for a further green belt review.
- (4) Local Development Documents should provide for the creation and maintenance of a network of multi-function greenspaces within and around the town, taking forward the principles of the Green Infrastructure Plan for Harlow. This network should:
  - maintain the principle of 'green wedges' penetrating the urban fabric of the town and urban extensions;
  - provide for enhanced recreational facilities;
  - protect and maintain designated wildlife sites and provide for biodiversity; and
  - contribute to a visually enhanced character and setting to the town.

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



## **POLICY HA1: Harlow Key Centre for Development and Change (continued)**

- (5) The town centre and employment areas should be developed to:
- enhance Harlow's retail offer and strengthen its position within the regional hierarchy of town centres;
  - enhance the role of Harlow as a key centre for further and higher education and research based institutions;
  - provide for growth of Harlow's established sectors and clusters;
  - attract employment related to the growth of Stansted Airport, which does not need to be located there; and
  - assist the growth of small and medium sized enterprises and attract new economic development and innovation.
- (6) The transport priorities for Harlow are:
- achieving a major increase in the use of public transport, walking and cycling;
  - enhancing access between Harlow and London, Stansted and Cambridge,
  - addressing traffic congestion for movements within and across the town without encouraging an increase in car use; and
  - measures to support the town's regeneration and growth and improve access to the strategic highway network from key employment sites.
- (7) The strategy for Harlow should be delivered through a strong partnership approach. As a matter of urgency Harlow, East Hertfordshire and Epping Forest District Councils working with the county transport authorities, the Regional Assembly, the Government Office and Harlow Renaissance should undertake an appraisal of planning and transport options to inform the preparation of joint or coordinated Local Development Documents. This work should establish the planning framework for Harlow and its urban extensions in accordance with this RSS and an implementation strategy to support its regeneration and growth. The Harlow and Stansted Gateway Transport Board, which brings together the local authorities, Highways Agency, BAA, public transport providers and other partners, should scope the transport issues in a comprehensive way and develop an implementation programme, which complements and supports the development strategy.

**13.55** The expansion of Harlow provides a major opportunity to address the substantial need for economic and physical regeneration of the post war new town, to meet a significant proportion of the development needs of the London Stansted Cambridge Peterborough growth area to 2021 and beyond, including in regard to employment activities related to the growth of Stansted Airport and housing, and to enhance Harlow's sub-regional status as an important centre for the surrounding areas of Essex and Hertfordshire.

**13.56** This RSS provides for the development of 16,000 dwellings at Harlow to 2021. It will be for joint or co-ordinated Development Plan Documents drawn up by the three district councils, informed by the options appraisal work referred to above to determine the appropriate distribution between the existing town and the urban extensions, including the more detailed location and scale of required development. The objective is to put in place a development strategy which promotes Harlow's regeneration, is as sustainable as possible, and can be implemented at the required pace. Factors to be taken into account include: an early and sustained emphasis on regeneration and development within the existing town, making use of urban capacity; the differing implementation issues in regard to the urban extensions; and the emerging transport proposals and implementation strategy.

**13.57** The strategy requires a green belt review. The landscape and environmental character of the local area and the importance of the M11 as a potential boundary are likely to constrain capacity south of the Stort Valley. North of Harlow

there is the potential to put in place a major development of a large enough scale to be a model of sustainable development. This is a significant and rare opportunity for somewhere so close to London. The green belt review should test the most sustainable eventual scale of urban extension in this area to 2031 and beyond and should not be restricted by the approach in paragraph 3.32 i.e. that the scale of green belt releases should look to 2031 and to the same rate of growth 2021-2031 as 2001- 2021.

- 13.58** Policy SS7 indicates that the Green Belt review should identify a compensating strategic extension to the green belt to the north of Harlow to define the long term limits to development. It should be several miles wide in accordance with PPG2 and to contribute to ensuring the overall area of green belt in the region is increased.
- 13.59** Key issues for joint or coordinated Local Development Documents include:
- ensuring urban extensions have a strong orientation towards the existing town and town centre and support their regeneration;
  - ensuring that the development strategy, particularly for the area north of Harlow, minimises the impact of noise from aircraft landing at Stansted Airport.
- 13.60** Resolving traffic congestion and achieving a major increase in the use of public transport, walking and cycling are key objectives. This will require a strong focus on management of Harlow's existing transport infrastructure. However, beyond such management there is a need to address the congestion on the approaches to and within the town through additional or enhanced infrastructure which will support regeneration and improve access to main employment areas and new areas of development. Policy T15 identifies the London to Stansted corridor, including Harlow and access to Stansted Airport, as one of the areas likely to come under transport pressure which should be a focus for further work to identify the interventions needed.
- 13.61** Transport proposals should make effective use of the full range of funding sources. The regional priorities agreed through the Regional Funding Allocation process (Appendix A) suggest that interventions in the early and middle years of the Plan period would need to focus on management of existing infrastructure and more modest infrastructure investment. Funding a scheme of the scale of a Harlow by-pass before the last years of the Plan period will require an innovative use of funding sources or reprioritisation in later Regional Funding Allocation rounds. The necessary waste water infrastructure will need to be programmed into the water companies' business plans, informed by the relevant studies, see paragraph 10.8.
- 13.62** The growth required by this RSS represents a significant uplift from that in recent years. The local delivery vehicle, Harlow Renaissance, will have a key role in its delivery and the pace of development needs to be kept under review. If appropriate, its powers may need to be extended or reviewed to ensure exemplary sustainable development and an appropriately fast rate of delivery.
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## **POLICY KL1: King's Lynn Key Centre for Development and Change**

Local Development Documents should make further provision for housing, employment and other development at King's Lynn to achieve an urban renaissance and growth, including provision for 12,000 additional dwellings and 5,000 jobs in the district. Policies should:

- enhance the quality of the urban environment;
- make effective use of previously-developed land;
- provide for an improved range of services in the town;
- support economic development, job growth and the regeneration of communities; and
- provide improved transport choices both within the urban area and between the town and its hinterland.

**13.63** King's Lynn is the principal service centre for a mainly rural hinterland that extends beyond the borough of King's Lynn and West Norfolk, encompassing adjoining parts of the counties of Lincolnshire, Cambridgeshire, and of the districts of Breckland and North Norfolk. Set in attractive countryside, it benefits from direct rail services to London and Cambridge, sea links to northern European ports, and its historic character and water frontage.

**13.64** The strategy for King's Lynn is to develop a strong employment base building on and diversifying from its strengths in engineering and food, providing high quality, well paid jobs to maintain a skilled and adaptable workforce and tackle social exclusion. King's Lynn will grow as the primary retail, leisure and cultural centre for western Norfolk, north east Cambridgeshire and south east Lincolnshire, a commercial port, and a short break visitor destination built around the town's heritage and the area's natural environment, making the most of its maritime traditions, waterfront, and inland waterways. Parts of King's Lynn are dependent on flood defences for protection and, in supporting growth and regeneration, Local Development Documents should take careful account of strategic flood risk assessments.

## **Norwich**

**13.65** Norwich exerts a powerful economic, social and cultural influence over the surrounding market towns and villages. With a population of around 200,000, the urban area is one of the largest in the East of England, and the city centre is the highest ranking retail centre in the region. Road and rail links are improving, particularly on the A11 corridor and the city is served by a growing regional airport.

**13.66** Norwich provides a gateway to the Broads, and to much of Norfolk's attractive coast and countryside. It is also a major visitor destination in its own right, especially for its heritage and cultural attractions and vibrant evening economy. However, parts of the city and its rural hinterland suffer high levels of deprivation and regeneration remains a priority.

**13.67** The area's economic strengths include a diverse economic base with specialisms in biotechnology, food processing, finance, insurance and business services, retail, leisure and tourism, media and creative industries and an important education and training base in the University of East Anglia, Norwich School of Art and Design, Easton College and Norwich City College. There are opportunities to build on existing strengths, with Norwich and surrounding towns and villages benefiting from the city's status as a major economic driver for the county and visitor destination of international importance. This is recognised in its identification by the Government as a new growth point.

## **POLICY NR1: Norwich Key Centre for Development and Change**

Norwich should be a regional focus for housing, employment, retail, leisure, cultural and educational development. Particular aims, reflecting its identification as a new growth point, should be to:

- provide for 33,000 net additional dwellings in the Norwich Policy Area (NPA) in the period 2001-2021 facilitated by joint or coordinated Local Development Documents prepared by Norwich, South Norfolk and Broadland;
- achieve a major shift in emphasis across the Norwich Policy Area towards travel by public transport, cycling and walking;
- support and enhance the retail, leisure and cultural role of Norwich through development which complements the outstanding historic heritage of the city centre;
- promote the city as a destination for tourists and visitors and a gateway to the wider rural and coastal areas of the county and the Broads; and
- address the deprivation concentrated in parts of the urban area.

Planning for employment growth should focus on:

- the city centre, particularly media and creative industries, finance and insurance, and information communication technologies;
- Thorpe St Andrew and Longwater, Costessy (business park uses);
- Colney/Cringleford (expansion of the research park reserved for research and development, higher education, and hospital/health related uses);
- Norwich Airport (uses benefiting from an airport-related location); and
- Wymondham/A11 corridor (high-tech development and rail-related uses).

Local delivery arrangements should be adopted to plan and deliver these aims. The broad extent of the Norwich Policy Area, based on that of the previous Structure Plan, should be established in Local Development Documents.

Requirements for transport infrastructure arising from development in the Norwich area should be determined having regard to the Norwich Area Transportation Study, which provides a strategy for improving access by all modes of transport across the Norwich policy area.

**13.68** The Norwich policy area covers the urban area, the first ring of villages and the market town of Wymondham. In terms of numbers it is, with Cambridge, one of the two locations with the highest level of growth in the region. It will be the main focus for the north-east of the region, and has the potential to develop further as a major focus for long term economic development and growth. However, to achieve its potential and for all sectors of the community to share in success, growth will need to be coupled with a concentrated focus on addressing the marked deprivation within parts of the urban area.

**13.69** The preparation of Local Development Documents will require co-ordination between Norwich, South Norfolk and Broadland. Some adjustment between the district targets, may be justified in the light of further appraisal, provided the combined allocations sum to 37,500 with at least 33,000 in the Norwich policy area. Key delivery issues include waste water and green infrastructure and measures to protect vulnerable wildlife populations and avoid harm to the Broads Special Areas of Conservation and the Broadland Special Protection Area.

**13.70** Existing and emerging economic clusters/sectors to be supported and promoted include media and creative industries, finance and insurance, ICT, energy (including renewable energy), advanced engineering (including high performance motor sport), environmental economy, plant biotechnology, education and tourism. Norwich is the major focus for retail,

culture, leisure and education and where possible and appropriate, growth in these sectors should be focussed on the city centre. In addition to the strategic sites a wide range of smaller scale employment sites, including in the market towns, should be promoted to provide local job opportunities and support sector/cluster development.

## Peterborough

- 13.71** Peterborough is a historic cathedral city and a post war new town at the centre of a sub-region which includes parts of Fenland and Huntingdonshire in the East of England and parts of East Northamptonshire, Rutland, South Kesteven and South Holland in the East Midlands.

### **POLICY PB1: Peterborough Key Centre for Development and Change**

The strategy is for growth and regeneration to strengthen Peterborough's role as a major regional centre and focus of the northern part of the London-Stansted-Cambridge-Peterborough Growth Area. Policies should seek to achieve an increase of at least 20,000 additional jobs in the period 2001-2021 together with strong housing growth, sustainable transport improvements and provision of social, community and green infrastructure and should address:

- development of the city centre to provide an improved range of services and facilities including retailing, housing, leisure, cultural and green infrastructure;
- the regeneration of the city centre and inner urban areas so as to realise the potential of the centre's historic heritage and promote quality in the built environment;
- delivery of a significant and sustained increase in housing;
- seeking to attract investment in sectors of the economy with scope for expansion such as knowledge based industries, public administration, retail and leisure services and environmental industries, building on its credentials as an environment city whilst also supporting important existing sectors, such as food processing;
- improving access to locally based further and higher education facilities through a strategy to establish and expand the provision of higher education and work towards the provision of a university; and
- providing improved transport choices within the urban area and between the city and its hinterland.

- 13.73** The strategy recognises that Peterborough's influence extends over a wide geographic area, and seeks to further develop its role as the principal commercial, retail and service centre for the north-western part of the East of England and adjoining areas of the East Midlands. It builds on Peterborough's potential for sustained long term growth, its strategic location and relatively unconstrained development opportunities.
- 13.74** Opportunity Peterborough, the Urban Regeneration Company for the city, is leading the regeneration of the city centre and is well placed to play an important role in stimulating and assisting housing and economic growth.
- 13.75** Co-operation is required across regional and local boundaries to ensure the mutual compatibility of policies in local development documents and co-ordinated monitoring. The framework for the city looking well beyond 2021 should be considered through the review of the RSS.
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## Stevenage

### **POLICY SV1: Stevenage Key Centre for Development and Change**

The strategy is to deliver a new vision for Stevenage as a regional employment and housing growth point twinned with transformational physical, social and economic regeneration of the original new town to create a self-contained, sustainable and balanced community.

The main elements of this strategy are:

- (1) overall housing growth of 16,000 dwellings within and on the edge of the built-up area by 2021. Local Development Documents should maximise opportunities for brownfield redevelopment within the town but sustainable urban extensions will also be required to the west and north including at least 5,000 dwellings west of Stevenage. The green belt review should establish defensible long term boundaries which allow scope for continued growth of the Stevenage built up area until at least 2031;
- (2) provision for strategic employment growth by improving the competitive position of Stevenage and capitalising on its position between London and Cambridge. Measures to achieve this will include retaining and developing existing advanced technology clusters, creating new high quality sites capable of attracting biotechnology and R&D activities, remodelling the town's more outworn employment areas to meet modern requirements, encouraging new enterprise and promoting a regenerated, expanded and more vital town centre;
- (3) raised expectations and opportunities and better provision for local residents in terms of health, training and education, working aspirations and quality of life;
- (4) improved strategic transport infrastructure including creating the conditions for significant increase in public transport usage, walking and cycling within the town and improvements in capacity in key strategic corridors;
- (5) substantial improvement to the image and quality of the town's built fabric and public realm, including the provision of multi-functional green space as an integral part of urban extensions; and
- (6) additional waste water treatment capacity, planned and delivered with the water industry and its regulators.

The strategy for Stevenage should be delivered through a strong partnership approach, including the preparation of joint or co-ordinated development plan documents by Stevenage and North Hertfordshire District Councils to establish the planning framework for the green belt review and urban extensions. To facilitate a significant increase in housing delivery as soon as possible, development to the west and north should be brought forward together, rather than sequentially.

**13.75** Major growth at Stevenage will help address some of the town's problems as well as making a substantial contribution towards the region's housing needs. This will require delivery mechanisms to address the range of physical, social and economic issues facing the town in a holistic way, working across administrative boundaries. Consideration should be given to whether existing partnerships need to be strengthened, possibly involving a new local delivery vehicle with a role, functions and composition to be determined locally.

**13.76** The main transport corridors are the A1(M), East Coast Mainline, A505 and A602. Policy T15 requires further study of what improvements in capacity may be needed on these and possibly other routes, taking account of Local Development Document level decisions on the scale of growth in different locations. Waste water infrastructure requirements will need to be programmed into the water companies' business plans informed by the relevant studies, see paragraph 10.8.

## **POLICY TH1: Thetford Key Centre for Development and Change**

Thetford will develop as a key centre for development and change, although on a smaller scale than some of the other key centres, building on its role as an employment and service centre, its links to Norwich, Cambridge, Bury St Edmunds and London, and its position as a gateway to the Brecks. The principal aims for Development Plan Documents supporting Thetford's role as a new growth point are:

- to increase the number of dwellings in and on the edge of the town by 6,000 through maximising sensitive development within the urban area which respects its historic settings and features and through sustainable urban extensions which avoid harm to the Breckland Special Protection Area and/or Breckland Special Areas of Conservation;
- to facilitate growth of a diversified employment base which maintains the town's economic self-containment and reflects its role as a key settlement in the A11 corridor;
- to achieve renaissance of the town centre, securing major improvements in the range and quality of its facilities and townscape while protecting and improving its historic attributes and natural setting; and
- to provide improved transport choices both within the urban area and between the town and its hinterland.

**13.77** Thetford is a well located service centre in a forest setting on the edge of the Brecks, equidistant between Norwich and Cambridge on the A11, with direct rail links to both cities. It grew rapidly between 1956 and 1980, boosted by a town expansion scheme, and has the potential to grow further. By building on development opportunities in and around Thetford and making the most of transport connections and environmental assets and strengthening links to the automotive/ motor sport industry, but recognising that the Brecks is designated as an area of European importance for wildlife for which secure long term management is sought, Local Development Documents can support social and economic regeneration objectives for the town.

**13.78** Thetford has been identified as a New Growth Point in recognition of its potential to grow and to benefit from growth. The objective is to provide an additional 6,000 dwellings by 2021 with further growth after 2021 but the development strategy and the scale of development and any proposals for increased recreational access to the Brecks will need to take full account of the town's proximity to vulnerable protected species and habitats. Key issues for delivery include the development of green infrastructure and management measures to protect sensitive breeding bird populations from disturbance and avoid harm to designated European sites and their qualifying features.

## **Bedfordshire**

**13.79** The strategic planning framework for Bedfordshire is provided by two documents, both of which are part of the Regional Spatial Strategy:

- The East of England Plan (this document); and
- The Milton Keynes South Midlands Sub Regional Strategy, which provides the sub-regional policy framework for the Bedfordshire growth towns of Bedford, including the northern Marston Vale, and Luton/Dunstable/Houghton Regis with Leighton Lincolns.

- 13.80** The provisions for Bedfordshire in Policies H1 and E1 represent revisions to the Sub Regional Strategy. Some aspects of the Sub Regional Strategy have ramifications beyond the growth locations, e.g. in relation to green infrastructure. It includes policy on the review of Luton Green Belt. It sets the framework for growth at Milton Keynes to 2021 and allows for some of its growth to extend into Aylesbury Vale and/or Mid Bedfordshire. The figures in Policy H1 for Mid Bedfordshire do not, however, make provision for any such expansion of Milton Keynes.
- 13.81** Proposals for the growth of Milton Keynes to 2026 were considered at the Examination in Public of the review of the Regional Spatial Strategy for the South East. The Panel recommended two urban extensions, one to the south east extending into Mid Bedfordshire. The implications for Mid Bedfordshire should be tested through the further review of the East of England RSS in the context of the Secretary of State's decisions on the relevant recommendations of the South East Regional Spatial Strategy Panel. The roll forward of the RSS should also give consideration to a compensatory extension of the green belt in Mid Bedfordshire to the north of Luton and may allow the Milton Keynes South Midlands Sub Regional Strategy and East of England Plan to be brought together.
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## Section 14

# Implementation, Monitoring and Review

**14.1** This RSS seeks to put in place an approach that will allow the region's development needs to be met in sustainable ways. Effective implementation is crucial. It requires significant investment in social, environmental and physical infrastructure from a variety of sources:

- central government, local government and European funding,
- private market funding for the bulk of development and contributions to the provision of necessary public/social infrastructure, and
- voluntary sector funding for a range of services not otherwise provided by public or private organizations.

**14.2** Implementation will require:

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

### **POLICY IMP1: Implementing the RSS**

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

- high level regional co-ordinating arrangements which will develop and secure the implementation of a region-wide implementation plan;
- Local Planning Authorities ensuring early preparation of Local Development Documents; and
- the work of Local Delivery Vehicles and local delivery partnerships.

**14.3** Achieving the implementation of this RSS at the required pace is a major task for the region, which requires effective coordinated commitment between the regional agencies, the development industry, local partners and Government over a sustained period.

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- 14.4** Implementation is principally a local or sub-regional issue but there is also the need for high-level regional co-ordinating arrangements with the membership and status to prepare a region-wide Implementation Plan and broad prioritised infrastructure budget, secure sufficient funding, ensure its delivery and broker and find solutions in the case of conflicts.
- 14.5** The Regional Partnership Group has been established bringing together EEDA, EERA, the ten Local Area Agreement groupings and key regional agencies. Alongside it the region has put in place a small number of delivery partnerships including the Regional Housing Delivery Group, Regional Transport Forum and Sustainable Communities Delivery Group. This structure will drive implementation at the regional level working with the established sub-regional bodies in the Thames Gateway and Milton Keynes South Midland growth areas – the Thames Gateway Strategic Partnership and Thames Gateway South Essex Partnership in regard to South Essex and Milton Keynes South Midland Inter Regional Board in regard to Luton and Bedfordshire.
- 14.6** In parallel with the Secretary of State publishing this RSS revision, EERA is publishing an interim RSS Implementation Plan, including an implementation schedule setting out responsibility for delivering the Plan's policies. This builds on Appendix F in the Regional Assembly's original Draft East of England Plan and subsequent work by the Assembly and partners.
- 14.7** In the light of the Sub National Review of Economic Development and Regeneration EERA and EEDA are developing a joint implementation plan for delivering both the RSS and the 2008 Regional Economic Strategy. The objective is to agree it through the Regional Partnership Group following publication of this RSS Review and the 2008 RES Review. It would then be kept under review and its implementation overseen through the Regional Partnership Group and the region's delivery partnerships, with performance monitored through the Annual Monitoring Report.
- 14.8** Translating this RSS into locationally specific policies and proposals through Local Development Documents to efficient timetables and identifying any critical infrastructure or service milestones are extremely important given the need for a step change in the delivery rate. This will be particularly important for the sub-regions and key centres of development and change where much of the region's development will be focussed but also for the rest of the region. Local Planning Authorities should see this as a major priority to be pursued with urgency. The Government Office will work with them to agree the appropriate approach in each local area and will monitor performance to ensure the avoidance of slippage in preparation programmes.
- 14.9** Driving and coordination of delivery is essential. Local delivery vehicles and local delivery partnerships have a major role to play in ensuring the effective implementation of approved development proposals in the major development locations. Their roles, functions and composition should be locally determined and will vary according to circumstances. Considerable effort has been put in by EEDA, English Partnerships, the local authorities and others to establish a network of local delivery vehicles and local delivery partnerships within the region – the Urban Development Corporation in Thurrock, the Urban Regeneration Companies in Great Yarmouth and Lowestoft, Peterborough, and Southend, the partnership local delivery vehicles in Basildon, Bedford, Cambridge and Harlow together with that being established for Luton and South Bedfordshire and local delivery partnerships, such as those in Greater Norwich, Haven Gateway and Thetford.
- 14.10** The local delivery vehicles and partnerships need to be strong enough to meet the nature and scale of the local challenges. In the light of the additional key centres for development and change identified through this RSS, consideration should be given to whether further such bodies are needed, whether the remit of any existing bodies need to be revised, and whether there is a case for one or more bodies covering a number of the key centres.
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## POLICY IMP2: Monitoring the RSS

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

- Progress towards delivery of infrastructure necessary to support development and economic success;
- Progress in the delivery of housing and evidence of housing need and housing market conditions, including affordability;
- Progress in the development of the region's economy, in particular the growth of employment and its alignment with housing and population growth; and
- Delivery of the environmental and other objectives of the RSS, in particular with regard to water consumption, waste water and emissions.

The results of such monitoring should be considered through the regional co-ordinating arrangements referred to in Policy IMP1, which will consider any need to review regional budgets and other aspects of implementation.

- 14.11** The plan, monitor and manage approach lies at the heart of the RSS and its implementation through Local Development Documents, transport plans and other means. Its outputs must be monitored in accordance with statutory requirements. To comply with these EERA has published annual monitoring reports since 2001 (available on its website). Working with the regional coordinating arrangements referred to in IMP1, EERA should consider whether its findings indicate a need for action(s) to secure the implementation of the RSS and/or its policies to be reviewed. In this way a check is kept on whether the strategy is working and any changes are necessary.
- 14.12** EERA's approach to monitoring the RSS should accord with the good practice set out in Regional Spatial Strategy Monitoring; a good practice guide (ODPM December 2005), the principles set out in PPS11 – Regional Planning (ODPM September 2004) and the Town and Country Planning (Regional Planning) regulations.
- 14.13** EERA should keep its monitoring arrangements under review, in liaison with local authorities and other partners. A particular aim will be to improve the efficiency and effectiveness of monitoring by ensuring that reliable and appropriate indicators are set and mechanisms put in place to collect data. In addition to the matters identified in Policy IMP2, the following areas require further development:
- an analytical process which addresses the key relationships and linkages between different policy areas (e.g. houses, jobs and infrastructure);
  - closer links between the processes for monitoring RSS and Local Development Documents;
  - closer links between the processes for monitoring RSS and other regional strategies (e.g. the Regional Housing Strategy, the Regional Economic Strategy, local transport plans);
  - trajectories for the carbon performance of new development;
  - sub-regional monitoring and closer working with neighbouring regions where sub-regions cross regional boundaries.
- 14.14** EERA's Monitoring Framework, published with its Implementation Plan, sets out provisional output indicators and targets related to the draft RSS objectives and policies and contextual indicators to assist understanding of the evolving context in which the RSS operates. Where appropriate they reflect the national set of output indicators. So far as possible the targets are SMART (specific, measurable, achievable, realistic and time-bound) but in some case further information is needed before they can be defined precisely.
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### **POLICY IMP3: Review of the RSS**

The East of England Regional Assembly should carry out an immediate single issue review on the future of Lakeside Basin consistent with Policy ETG2, for completion by the end of 2009. It should also proceed with its proposals for a review of the RSS to investigate and make provision for the development needs of the region for the 2011 to 2031 period. The review should be started in 2008 and be completed by 2011.

- 14.15** This RSS will do much to put in place a robust sustainable approach to developing the region. But there are a number of gaps in it, including in regard to the future of Lakeside Basin and the Lakeside regional shopping centre, see Policy ETG2. EERA's decision to commence a review in 2008 relating to the 2011-2031 period following the single issue review on site provision for Gypsies and Travellers is welcomed. Completion in 2011 is in accordance with the timetable for such reviews in the Housing Green Paper and will mean the RSS would look forward a full 20 years, a considerable advance on the 13 years for this RSS from its completion in 2008.
- 14.16** Many of the policies of this RSS should be robust and should not need to be fundamentally reviewed. The primary focus of the review will be to roll the plan forward to provide for the 2021-31 period and further increase the house building trajectory, providing an appropriate contribution to the Housing Green Paper target of 240,000 dwellings a year by 2016, testing a range of housing provision based on guidance from the Secretary of State. As well as the organic growth of existing settlements, it should consider spatial development options, including major urban extensions and major and small new settlements with the capacity for continuing development to and beyond 2031. In regard to regionally significant development it should make proposals for its role in relation to spatial, economic, social and environmental criteria, location, and implementation mechanisms.
- 14.17** The green belt reviews, Policy SS7, in looking at the potential to meet needs to 2031 and beyond will inform the RSS review. Depending on preparation timetables and planning horizons, core strategy development plan documents also have a role in informing the RSS roll forward because of their consideration of long term spatial vision and local development options. This applies particularly, but not exclusively, at the key centres for development and change, see Paragraph 3.15.
- 14.18** Factors to be taken into account in the review include:
- PPS3 and aspects of the 'post Barker' policy approach including housing market assessment, housing market based sub-regions and the implications of the proposals for affordability, drawing on modelling by the National Housing and Planning Advisory Unit;
  - the implications of the latest national household projections;
  - explicit consideration of the housing needs of an ageing population and of rural areas;
  - the implications of the Sub-National Review of Economic Development and Regeneration that RSS will be replaced by an Integrated Regional Strategy, which brings together elements of the RSS and the Regional Economic Strategy, with the Regional Development Agency becoming the regional planning body;
  - a fuller and more outward looking appreciation of the East of England's relationship with neighbouring regions, particularly London and the South East;
  - a closer relationship with the Environment Agency and the water industry over water resource issues and the options (and their implications) for water supply and waste water management, taking account of water cycle studies;
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- further development of national policy towards climate change and the performance of the RSS in mitigating and adapting to it;
  - the outcome of spending reviews and the options, and likely resources, for additional strategic infrastructure investment; and
  - hazardous waste management capacity, Policy WM7.
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## Appendix A

# Strategic Transport Infrastructure Priorities

This appendix lists regionally significant investment in transport infrastructure that has been built since April 2001, is currently under construction or is currently programmed for delivery. There are, and will be, other schemes not listed that are important in a local context.

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## TABLE 1: Schemes completed since April 2001

The following schemes have been completed and are now open

### *Funding Sources*

G – N	A14 Rookery Crossroads Grade Separated Junction
G – N	M25/A12 Brook Street Interchange
G – R	A6 Clapham Bypass
G – R	A120 Stansted to Braintree
G – R	A10 Wadesmill to Colliers End
G – R	A11 Roudham Heath to Attleborough Improvement
G – R	A47 Thorney Bypass
G – R	A47 Hardwick Flyover, King's Lynn
G – R	A421 Great Barford Bypass
G – R	A11 Attleborough Bypass
G – R	A428 Caxton Common to Hardwick Improvement
LTP	A143 Broome/ Ellingham Bypass, Essex
LTP	A131 Great Leighs Bypass, Essex
LTP	West Thurrock Regeneration Route, Essex/Thurrock
LTP	A142 Fordham Bypass, Cambridgeshire
LTP	Nar Ouse Regeneration Route, Norfolk
LTP	Norwich Central Bus Station
LTP	A505 Baldock Bypass, Hertfordshire
LTP	South Lowestoft Relief Road, Suffolk
LTP	Southend Major Transport Scheme (PT Element)
LTP	A1198 Papworth Everard Bypass, Cambridgeshire
DEV	M11 Junction Improvement and Access to Stansted Airport
PFI	A130 Bypass (A12 to A127), Essex
GAF	A15 Paston Parkway Dualling, Peterborough
GAF	A15 London Road Corridor Improvement, Peterborough
CIF	A1139 Fletton Parkway Widening, Peterborough
CIF	A131 Great Notley Bypass Dualling, Essex
RAIL	London Tilbury & Southend Line Modernisation & New Trains Fleet
RAIL	West Anglia Route Modernisation
RAIL	Midland Main Line – New Trains & Improved Services
RAIL	Greater Anglia Franchise – New timetable, services & trains

**TABLE 2: Schemes currently under construction (expected date of completion)***Funding Sources*

G – N	M1 Widening to Dual 4 Lane Junctions 6a – 10 (Dec 2008)
G – N	A14 Haughley New Street to Stowmarket Improvement (Dec 2008)
G – R	A1 Carpenters Lodge Junction Grade-Separation (August 2008)
LTP	Cambridgeshire Guided Busway (Feb 2009)
LTP	Ridgmont Bypass & Woburn Link Road, Bedfordshire (Sept 2008)
LTP	A1073 Spalding to Eye Improvement, Lincolnshire/Peterborough (Oct 2010)
LTP	B1115 Stowmarket Relief Road, Suffolk (Summer/Autumn 2009)
DEV	Bedford Western Bypass, Bedfordshire (Autumn 2009)
RAIL	West Coast Main Line Upgrade (December 2008)
DEV	Felixstowe to Peterborough Gauge Enhancement (Dec 2009)
CIF/GAF	East Luton Corridor Improvements (Oct 2008)
GAF	Addenbrooke's Access Road, Cambridge (Spring 2009)
TIF	Peterborough to Nuneaton Gauge Enhancement ( Spring 2011)



**TABLE 3: Schemes currently programmed for delivery**

The following schemes are being funded either through a Government programme (Highways Agency's Major Schemes Programme RFA/Local Transport Plans, Community Infrastructure Fund, Growth Area Fund, Transport Innovation Fund) or are being funded from developer contributions.

*Funding Sources*

G – N	M1 Capacity Improvements Junctions 10-13
G – N	M25 Widening to Dual 4 Lane Junctions 16 – 23
G – N	M25 Capacity Improvements Junctions 23 – 27
G – N	A14 Ellington to Fen Ditton Improvement
G – R	A421 Dualling Bedford to M1 Junction 13
G – R	A5-M1 Link (Dunstable Northern Bypass)
G – R	A11 Fiveways to Thetford Improvement
G – R	A47 Blofield to North Burlingham Dualling
LTP – CA	A127 / A1159 Cuckoo Corner & Priory Crescent, Southend
LTP – PE	Luton Town Centre Bus Station and Access Roads
LTP – PE	Watford Junction Station Area Improvements
LTP – PE	Luton-Dunstable Busway
LTP – PE	A130/A13 Sadlers Farm Junction, Essex
DEV	M25 Junction 30 Improvement
DEV	Stansted Airport Access Improvements from M11 and A120
DEV	A12 New Junction at Cuckoo Farm, Colchester
RAIL	Great Eastern Colchester-Marks Tey bi-directional signalling
RAIL	CrossrailRAILThameslink Upgrade Phases 1 and 2
RAIL	Additional Capacity on East Coast Main Line
CIF	A602 Corridor Improvements
GAF	Bedford Railway Station Improvements
GAF	Luton Railway Station Renaissance
HLOS	Additional Capacity on London, Tilbury and Southend Line
HLOS	Additional Capacity on West Anglia Main Line
HLOS	Additional Capacity on Great Eastern Line
HLOS	Additional Capacity on Great Northern Line
HLOS	Additional Capacity on West Coast Main Line

**TABLE 4:**

The following schemes, identified in the Regional Funding Allocation, are not yet approved. Full business case submissions and value for money appraisals will need to be made. Future funding may be provided through a number of Government streams (LTP, CIF, TIF etc) or it may come from developer contributions.

*Funding Sources*

G – R	A120 Braintree to Marks Tey (A12) Improvement
LTP	Croxley Rail Link
LTP	Ipswich Sustainable Major Scheme
LTP	A13 Passenger Transport Corridor II
LTP	TG Integrated Network of Inter Urban Buses (SERT)
LTP	A421 Improvements M1 J13 to Milton Keynes (Milton Keynes/Bedfordshire)
LTP	Norwich Northern Distributor Road, Norfolk
DEV	West Thurrock Regeneration Route – Stage 2
TIF	Cambridge Road User Charging (incl Chesterton new station)
DEV	Elstow (Wixams) new station
DEV	Luton North new station

***Funding Sources***

G – N	Central Government funding through Highways Agency National network
G – R	Central Government funding through Highways Agency Regional network
LTP – FA	Local Transport Plan Major Scheme – Fully Approved
LTP – CA	Local Transport Plan Major Scheme – Conditional Approval
LTP – PE	Local Transport Plan Major scheme – Programme Entry
DEV	Developer Funded
PFI	Private Finance Initiative
RAIL	Central Government funding through Network Rail
HLOS	High Level Output Specification for the Railway
CIF	Community Infrastructure Fund
GAF	Growth Areas Fund
TIF	Transport Innovation Fund

## Appendix B

# Biodiversity Action Plan Priorities and Targets for the East of England

<i>Grouped</i>	<i>Natural areas important for these habitats</i>	<i>Maintain habitat</i>	<i>Restore</i>	<i>Create</i>	
Lowland grass and heath	37, 46, 47, 48, 49, 66	100% of existing resource	100% in sympathetic management by 2010	2385 ha by 2010	
Arable, cereal margins	37, 46, 47, 49, 50, 51, 52, 66	No loss of overall resource	N/A	3500 ha by 2005	
Semi-natural woodland	45, 47, 48, 50, 51, 52, 53, 54, 65, 66	100% of existing	1700 ha by 2010	1400 ha by 2010	
Hedges	45, 46, 47, 48, 50, 51, 52, 53, 54, 65, 66	No loss of existing overall resource	100% in sympathetic management by 2010	200km by 2010	
Reed beds and fens	37, 46, 47, 48, 49, 50	100% of existing resource but allowing dynamic natural processes	Identify key potential sites, from local biodiversity action plans	2,000 ha by 2010	
Freshwater	37, 46, 48, 50, 66	100% of existing resource	Initiate restoration of water quality, flow and level by 2010	N/A	
Coastal	102, 103, 104, 105, 67	100% of existing resource but allowing dynamic natural processes	100% in sympathetic management	2300 ha by 2010	
<b>Natural Areas Key:</b>					
37	The Fens	50	East Anglian Plain	66	London Basin
45	Rockingham Forest	51	East Anglian Chalk	67	Greater Thames Estuary
46	Breckland	52	West Anglian Plain	102	The Wash
47	North Norfolk	53	Bedfordshire Greensand Ridge	103	Old Hunstanton to Sheringham
48	The Broads	54	Yardley-Whittlewood	104	Sheringham to Lowestoft
49	Suffolk Coasts and Heaths	65	Chilterns	105	Suffolk Coast

## Appendix C

## Forecasts of Waste to be Managed

Waste to be managed	Bedfordshire & Luton	Cambridgeshire & Peterborough	Essex & Southend	Hertfordshire	Norfolk	Suffolk	Thurrock	Regional Total
<b>2005/06</b>								
MSW (Municipal Solid Wastes)	363	413	882	587	450	418	83	3196
C&I (Commercial & Industrial Wastes)	679	1136	1592	1193	1273	1011	197	7081
Imported (From London)	361	520	432	249	159	332	320	2373
<b>Total</b>	<b>1403</b>	<b>2069</b>	<b>2906</b>	<b>2029</b>	<b>1882</b>	<b>1761</b>	<b>600</b>	<b>12650</b>
<b>2006/07</b>								
MSW	377	431	914	609	468	434	86	3319
C&I	697	1166	1634	1224	1306	1037	202	7266
Imported	336	484	402	232	148	310	298	2210
<b>Total</b>	<b>1,410</b>	<b>2081</b>	<b>2950</b>	<b>2065</b>	<b>1922</b>	<b>1781</b>	<b>586</b>	<b>12795</b>
<b>2007/08</b>								
MSW	392	449	947	632	486	450	90	3,446
C&I	715	1196	1676	1255	1339	1063	207	7,451
Imported	312	449	373	215	137	287	277	2,050
<b>Total</b>	<b>1,419</b>	<b>2094</b>	<b>2996</b>	<b>2102</b>	<b>1962</b>	<b>1800</b>	<b>574</b>	<b>12,947</b>
<b>2008/2009</b>								
MSW	407	468	981	655	505	466	93	3,575
C&I	733	1226	1718	1286	1372	1089	212	7,636
Imported	287	414	344	198	127	264	255	1,889
<b>Total</b>	<b>1,427</b>	<b>2108</b>	<b>3043</b>	<b>2139</b>	<b>2004</b>	<b>1819</b>	<b>560</b>	<b>13,100</b>
<b>2009/10</b>								
MSW	422	487	1016	679	524	483	97	3,708
C&I	749	1254	1758	1317	1405	1117	217	7,817
Imported	263	378	314	181	116	242	233	1,727
<b>Total</b>	<b>1,434</b>	<b>2119</b>	<b>3088</b>	<b>2177</b>	<b>2045</b>	<b>1842</b>	<b>547</b>	<b>13,252</b>
<b>2010/11</b>								
MSW	438	506	1052	703	544	501	101	3,845
C&I	770	1290	1808	1355	1445	1149	223	8,040
Imported	238	343	285	165	105	220	212	1,568
<b>Total</b>	<b>1,446</b>	<b>2139</b>	<b>3145</b>	<b>2223</b>	<b>2094</b>	<b>1870</b>	<b>536</b>	<b>13,453</b>
<b>2011/12</b>								
MSU	441	513	1058	709	548	505	101	3,875
C&I	791	1326	1857	1393	1485	1181	230	8,263
Imported	214	308	256	148	94	197	190	1,407
<b>Total</b>	<b>1,446</b>	<b>2147</b>	<b>3171</b>	<b>2250</b>	<b>2127</b>	<b>1883</b>	<b>521</b>	<b>13,545</b>

Continued

<i>Waste to be managed</i>	<i>Bedfordshire &amp; Luton</i>	<i>Cambridgeshire &amp; Peterborough</i>	<i>Essex &amp; Southend</i>	<i>Hertfordshire</i>	<i>Norfolk</i>	<i>Suffolk</i>	<i>Thurrock</i>	<i>Regional Total</i>
<b>2012/13</b>								
MSW	445	519	1065	714	553	509	102	3,907
C&I	812	1362	1907	1431	1525	1213	236	8,486
Imported	189	272	226	131	83	174	168	1,243
<b>Total</b>	<b>1,446</b>	<b>2153</b>	<b>3198</b>	<b>2276</b>	<b>2161</b>	<b>1896</b>	<b>506</b>	<b>13,636</b>
<b>2013/14</b>								
MSW	448	525	1071	718	558	512	103	3,935
C&I	833	1398	1957	1469	1565	1245	242	8,709
Imported	165	237	197	114	73	152	146	1,084
<b>Total</b>	<b>1,446</b>	<b>2160</b>	<b>3225</b>	<b>2301</b>	<b>2196</b>	<b>1909</b>	<b>491</b>	<b>13,728</b>
<b>2014/15</b>								
MSW	452	531	1078	723	562	516	105	3,967
C&I	856	1433	2008	1505	1606	1276	248	8,932
Imported	140	202	168	97	62	129	125	923
<b>Total</b>	<b>1,448</b>	<b>2166</b>	<b>3254</b>	<b>2325</b>	<b>2230</b>	<b>1921</b>	<b>478</b>	<b>13,822</b>
<b>2015/16</b>								
MSW	456	537	1084	728	567	519	106	3,997
C&I	885	1482	2076	1556	1661	1320	257	9,237
Imported	116	167	139	80	51	107	103	763
<b>Total</b>	<b>1,457</b>	<b>2186</b>	<b>3299</b>	<b>2364</b>	<b>2279</b>	<b>1946</b>	<b>466</b>	<b>13,997</b>
<b>2016/17</b>								
MSW	459	543	1090	733	572	523	107	4,027
C&I	914	1531	2145	1607	1716	1364	265	9,542
Imported	116	166	138	80	51	106	103	760
<b>Total</b>	<b>1,489</b>	<b>2240</b>	<b>3373</b>	<b>2420</b>	<b>2339</b>	<b>1993</b>	<b>475</b>	<b>14,329</b>
<b>2017/18</b>								
MSW	463	549	1097	738	577	527	108	4,059
C&I	943	1580	2213	1658	1771	1408	274	9,847
Imported	116	166	138	80	51	106	103	760
<b>Total</b>	<b>1,522</b>	<b>2295</b>	<b>3448</b>	<b>2476</b>	<b>2399</b>	<b>2041</b>	<b>485</b>	<b>14,666</b>
<b>2018/19</b>								
MSW	467	555	1103	743	581	530	109	4,088
C&I	972	1629	2282	1709	1826	1452	282	10,152
Imported	116	166	138	80	51	106	103	760
<b>Total</b>	<b>1,555</b>	<b>2350</b>	<b>3523</b>	<b>2532</b>	<b>2458</b>	<b>2088</b>	<b>494</b>	<b>15,000</b>
<b>2019/20</b>								
MSW	470	561	1110	748	586	534	110	4,119
C&I	1,001	1678	2350	1760	1881	1496	291	10,457
Imported	116	166	138	80	51	106	103	760
<b>Total</b>	<b>1,587</b>	<b>2405</b>	<b>3598</b>	<b>2588</b>	<b>2518</b>	<b>2136</b>	<b>504</b>	<b>15,336</b>
<b>2020/21</b>								
MSW	474	567	1116	753	591	538	111	4,150
C&I	1,031	1727	2420	1813	1935	1538	299	10,763
Imported	116	166	138	80	51	106	103	760
<b>Total</b>	<b>1,621</b>	<b>2460</b>	<b>3674</b>	<b>2646</b>	<b>2577</b>	<b>2182</b>	<b>513</b>	<b>15,673</b>

# Appendix D

## List of Policies

### ***Section 3: Core Spatial Strategy***

- SS1: Achieving Sustainable Development
- SS2: Overall Spatial Strategy
- SS3: Key Centres for Development and Change
- SS4: Towns other than Key Centres and Rural Areas
- SS5: Priority Areas for Regeneration
- SS6: City and Town Centres
- SS7: Green Belt
- SS8: The Urban Fringe
- SS9: The Coast

### ***Section 4: Economic Development***

- E1: Job Growth
- E2: Provision of Land for Employment
- E3: Strategic Employment Locations
- E4: Clusters
- E5: Regional Structure of Town Centres
- E6: Tourism
- E7: The Region's Airports

### ***Section 5: Housing***

- H1: Regional Housing Provision 2001 to 2021
- H2: Affordable Housing
- H3: Provision for Gypsies and Travellers

### ***Section 6: Culture***

- C1: Cultural Development
  - C2: Provision and Location of Strategic Cultural Facilities
-

**Section 7: Regional Transport Strategy**

T1: Regional Transport Strategy Objectives and Outcomes

T2: Changing Travel Behaviour

T3 Managing Traffic Demand

T4 Urban Transport

T5 Inter Urban Public Transport

T6: Strategic and Regional Road Networks

T7: Transport in Rural Areas

T8: Local Roads

T9: Walking, Cycling and other Non-Motorised Transport

T10 Freight Movement

T11 Access to Ports

T12 Access to Airports

T13 Public Transport Accessibility

T14 Parking

T15 Transport Investment Priorities

**Section 8: Environment**

ENV1: Green Infrastructure

ENV2: Landscape Conservation

ENV3: Biodiversity and Earth Heritage

ENV4: Agriculture, Land and Soils

ENV5 Woodlands

ENV6: The Historic Environment

ENV7: Quality in the Built Environment

**Section 9: Carbon Dioxide Emissions and Renewable Energy**

ENG1: Carbon Dioxide Emissions and Energy Performance

ENG 2 Renewable Energy Targets

**Section 10: Water**

Wat 1: Water Efficiency

Wat 2: Water Infrastructure

Wat 3: Integrated Water Management

Wat 4: Flood Risk Management

**Section 11: Waste**

WM1: Waste Management Objectives

WM2: Waste Management Targets

WM3: Imported Waste

WM4: Regional Waste Apportionment

WM5: Planning for Waste Management

WM6: Waste Management in Development

WM7: Provision for Hazardous Waste and other Regionally Significant Facilities

WM8: Actions for Waste Authorities, Waste Companies and other Partners

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**Section 12: Minerals**

M1: Land Won Aggregates and Rock

**Section 13: Sub Areas and Key Centres for Development and Change****Cambridge Sub Region**

CSR1: Strategy for the Sub-Region

CSR2: Employment Generating Development

CSR3: Green Belt

CSR4: Transport Infrastructure

**Essex Thames Gateway**

ETG1: Strategy for the Sub-Region

ETG2: Thurrock Key Centre for Development and Change

ETG3: Basildon Key Centre for Development and Change

ETG4: Southend on Sea Key Centre for Development and Change

ETG5: Employment Generating Development

ETG6: Transport Infrastructure

**Haven Gateway Sub-region**

HG1: Strategy for the Sub-Region

HG2: Employment Generating Development

HG3: Transport Infrastructure

HG4: Implementation and Delivery

**London Arc**

LA1: London Arc

LA2: Hemel Hempstead Key Centre for Development and Change

LA3: Welwyn Garden City and Hatfield Key Centre for Development and Change

LA4: Watford Key Centre for Development and Change

BSE1: Bury St Edmunds Key Centre for Development and Change

CH1: Chelmsford Key Centre for Development and Change

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

HA1: Harlow Key Centre for Development and Change

KL1: King's Lynn Key Centre for Development and Change

NR1: Norwich Key Centre for Development and Change

PB1: Peterborough Key Centre for Development and Change

SV1: Stevenage Key Centre for Development and Change

TH1: Thetford Key Centre for Development and Change

**Section 14: Implementation and Delivery, Monitoring and Review**

IMP1: Implementing the RSS

IMP2: Monitoring the RSS

IMP3: Review of the RSS



# EAST OF ENGLAND REGIONAL KEY DIAGRAM

Regional Boundary

## SETTLEMENTS AND GROWTH STRATEGY

CENTRE NAME	Key Centres for Development and Change	Policies SS2 & SS3
Basildon		Policy ETG3
Bedford with Kempston and Northern Marston Vale		See separate Sub-Regional Strategy for Milton Keynes & South Midlands, published March 2005
Bury St Edmunds		Policy BSE1
Cambridge		Policies CSR 1-3
Chelmsford		Policy CH1
Colchester		Policies HG1-4
Great Yarmouth		Policy GYL1
Harlow		Policy HA1
Hatfield & Welwyn Garden City		Policy LA3
Hemel Hempstead		Policy LA2
Ipswich		Policies HG1-4
King's Lynn		Policy KL1
Lowestoft		Policy GYL1
Luton with Dunstable, Houghton Regis and Leighton Linlade		See separate Sub-Regional Strategy for Milton Keynes & South Midlands, published March 2005
Norwich		Policy NR1
Peterborough		Policy PB1
Southend on Sea		Policy ETG4
Stevenage		Policy SV1
Thetford		Policy TH1
Thurrock		Policy ETG2
Watford		Policy LA4
Regional Structure of Town Centres		Policy E5
	Regional Centre or Major Town Centre	
	Priority Area for Regeneration	Policy SS5 <i>(Also Transitional EU Objective 5b areas in parts of Norfolk, Waveney &amp; Luton.)</i>
	Green Belt Review	Policy SS7
	Green Belt Review including Extension of Green Belt	Policy SS7
	Other settlements	<i>(Shown only for spatial context. No specific policies. Depiction does not indicate these are more important than other settlements that are not shown.)</i>

### Housing Growth at Key Centres

Scale of Housing Growth:

1 block = 10,000 dwellings (each block = 2000)

Bricks correspond to numbers of dwellings during the period 2006 to 2021

\* = Growth indicated is for whole district within which key centre is located, except Cambridge where growth indicated is combined total for Cambridge City and South Cambs District.

No Asterisk = Growth indicated is all at key centre, in most cases split between more than one district as set out in relevant policy.

### Housing Growth away from Key Centres

(about 34% of total provision)

Rest of Bedfordshire



Rest of Cambridgeshire



Rest of Essex



Rest of Hertfordshire



Rest of Norfolk



Rest of Suffolk



## SUB REGIONAL POLICIES

	Thames Gateway	Policies ETG 1-6
	Haven Gateway	Policies HG 1-4
	London Arc	Policies LA 1-4
	Cambridge Sub Region	Policies CSR 1-3
	Milton Keynes South Midlands	Separate Sub-Regional Strategy published in March 2005

Boundaries shown are indicative and will be defined in detail by Local Planning Authorities for monitoring purposes

## COAST AND DESIGNATED AREAS

	Coast	Policy SS9
	Green Belt	Policies SS7 & CSR 3
	Areas of Outstanding Natural Beauty	Policy ENV1
	Norfolk and Suffolk Broads	Policy ENV1
	Heritage Coast	

## TRANSPORT

	Regional Transport Nodes other than Key Centres	Policy T5
	Strategic Road Network	Policy T6
	Regional Road Network	Policy T6
	Railway Network	Part of Policy T5
	Major Airport	Policy T12
	Major Port	Policy T11

Broad areas for further study in regard to transport investment priorities are listed in Policy T15 and shown on Figure XX.

This map is diagrammatic and not to scale  
Policies only apply to East of England Region  
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