

FOREST HEATH DISTRICT COUNCIL



Forest Heath Local Plan

Adopted December 1995

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PREFACE

This version of the Local Plan was adopted by the Council in December 1995. To produce the Plan has taken a number of years, as it has been necessary to comply with the various statutory requirements of the Development Plan process. As a result of this, some of the text and policies contained in the Plan have been altered several times. Other parts have remained as originally drafted in 1992 for the "Deposit Draft" version, or even as in the 1990 "Consultation Draft".

Since starting on this process of preparing the Local Plan, there have been a number of changes in circumstances. In particular, these have included:

- changes from a buoyant economy to recession and, now to slow recovery;
- further national policy guidance from the Government (PPGs);
- a review of the County Structure Plan (Alterations No.3);
- changes in Planning Legislation; and
- revisions to the U.S. defence policy affecting the numbers of service personnel based in the District.

Consideration has been given to updating this version of the Plan to acknowledge these changed circumstances. It was decided, however, that such an exercise was more likely to cause further confusion as it would remove the text and policies from the context in which they were written. It would then be difficult to explain or to justify the changes within the format of the Plan.

Given the time which it takes to produce a Local Plan, and progress it through the statutory framework, it is inevitable that some of the text or background information will be out of date by the time that the final version is published. In the case of this Plan, this is not considered to be a significant problem because:

- most of the national policy guidance which has been produced since 1992 has been clarification of existing principles rather than a change of policy;
- alterations to the Structure Plan are mostly acknowledgements of the fact that more detailed policy issues are best considered in a Local Plan. There has not been a review of the basic housing allocation figures; and
- the continued recession in the development industry has resulted in a slower than anticipated rate of take up in allocated sites, thus resulting in a more than adequate supply remaining available.

On this basis, it is considered that the Forest Heath Local Plan and the policies which it contains are still capable of dealing adequately with current circumstances. It is accepted, however, that a Local Plan will never provide a completely up to date policy cover for every development proposal. In such cases, it is recognised that other contemporary policy guidance will need to be considered. This will include any revisions to the Structure Plan or other National policy.

ERRATA

Following the Local Plan Inquiry, a "Proposed Modifications" document was published in August 1995, which indicated those changes to the Deposit Draft version of the Plan that the Council resolved to accept. Amendments to the Policies now numbered 6.2, 6.8 and 10.14, and the paragraphs now numbered 10.12, 10.15, 10.16, 12.19 and 13.17 in the Adopted Plan were published for public consultation before the Inquiry and considered by the Inspector at the Inquiry. However, in error, they were not included in the Proposed Modifications document. At the Inquiry, the Inspector recommended that they be included in the adopted version of the Local Plan, and it was the resolution of this Local Planning Authority to accept the Inspector's recommendations. Prior to the Inquiry, these proposed amendments were agreed by the Council and their availability for public consultation was advertised in the local press in August and September 1993.

This omission was not noted until after the formal resolution to adopt the Plan in December 1995. To try to rectify this omission, the amended Policies are now included with the amendments printed in bold italic text. However, it is understood that these amendments do not form part of the Local Plan for the purpose of Section 70(2) and Section 54A of the Town & Country Planning Act 1990, but would be material considerations in the assessment of any relevant proposal. This matter will be resolved formally when the Local Plan is reviewed.

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1. INTRODUCTION

The Forest Heath Local Plan

- 1.1 The Plan has been prepared in accordance with Part II of the 1990 Town and Country Planning Act and the Town and Country Planning (Development Plan) Regulations 1991. It provides a comprehensive statement of land use policies and proposals for the District of Forest Heath for the period up to 2001, and up to 2006 in relation to the expanded settlement of Red Lodge.

Statutory Framework

- 1.2 Local Plans form an integral part of the Development Plan system, as laid down by the Town and Country Planning Act 1990 and the Town and Country Planning (Development Plan) Regulations 1991, which involves the preparation of two complementary plans in a two-tier system. Firstly, the County Council prepares the Structure Plan, which covers the whole of the County of Suffolk. The Structure Plan has regard to Government guidance and the Regional Planning Guidance for East Anglia, published in July 1991, and allocates broad levels of housing and employment provision for the County as a whole. Policies and proposals are written in general terms and normally do not refer to specific sites or locations.
- 1.3 The second tier of plans are District-wide Local Plans whose preparation is the responsibility of the relevant District Council. These refine the strategic policies of the Structure Plan by formulating detailed policies and proposals, some of which are specific to sites and locations in that area. Local Plans must generally conform with Structure Plan policies and require the approval of the Secretary of State before coming into operation. They are the subject of rigorous public consultation which normally includes a Local Plan Inquiry prior to statutory adoption.

The Plan Boundary

- 1.4 The Plan area comprises the District of Forest Heath which includes the towns of Newmarket, Mildenhall and Brandon (see Plan 1).

The Plan Context

- 1.5 The Suffolk Structure Plan Alteration No 1 (approved in 1988), amended by Alteration No 2 (approved in 1992), in respect of the rate of growth, provided the strategic framework for the Local Plan. Since the Local Plan was prepared a 3rd Alteration has been adopted by the County Council in June 1995, and it is now this version of the Structure Plan which provides the strategic background up to 2006.

The Local Plan Format

- 1.6 The Plan consists of a Written Statement and a Proposals Map which includes Insets for the major settlements, villages and minor settlements. The Written Statement is divided into chapters, each dealing with a specific topic. The Proposals Map illustrates the

proposals in the Written Statement, identifying those sites allocated for development and defining areas where special policies will apply. Settlements are defined by a development boundary. Where no proposals are shown for the built up areas within these boundaries, the current use of land will be taken as the appropriate land use for development control purposes. The exception to this concerns those sites which have non-conforming uses in that they are incompatible with other adjacent uses. The future of these sites will be determined by consideration of local circumstances and by reference to environmental and other policies set out elsewhere in this Plan. Where applicable the Plan will be supported by supplementary planning guidance.

Status of the Plan

1.7 The Forest Heath Local Plan replaces the following existing statements of planning policy:

- The Newmarket Town Map and Written Statement, 1958
- The Newmarket District Plan, 1979
- The Horse Racing Industry Policy, 1988
- The Mildenhall District Plan, 1981
- Village Policy Guides for various settlements in the District.

1.8 Other supplementary planning guidance which is to be retained, or consolidated, is as follows:

- Conservation Area Guides
- Housing Allocation Site Design Briefs
- The Newmarket Charter
- Red Lodge Design Guide
- Suffolk Design Guide which incorporates Suffolk County Highway Standards.

Public Consultation

1.9 The District Council has prepared this Local Plan in close consultation with the people of Forest Heath District and other interested persons or organisations. The Deposit Draft was drawn up following the publication of the Public Consultation Draft in September 1990 and the subsequent period of public participation between September and December 1990. Representations on the Consultation Draft were considered between June and October 1991 and, as a result, there were a number of changes incorporated in the Deposit Draft. Other changes between the Consultation Draft and the Deposit Draft were to take account of revised and additional planning guidance from Central Government that has been issued between 1990 and 1992.

- 1.10 Following publication of the Deposit Draft in September 1992, 814 representations were received by the Council, of which 169 were in support of the Plan. Of the 645 objections, 63 were conditionally withdrawn and 40 fully withdrawn following discussions between objectors and the District Council during 1993. The remaining objections were considered by a Department of the Environment Inspector during a Local Plan Inquiry in March and April 1994, and the Inspector's report on the Inquiry was received in January 1995. In August 1995 the District Council published proposed modifications to the Deposit Draft, based largely on the recommendations made in the Inspector's report. The final version of the Plan was adopted by the District Council in December 1995.

2. STRATEGIC BACKGROUND TO THE LOCAL PLAN

- 2.1. The location of the District within Suffolk, adjacent to the boundaries with Norfolk and Cambridgeshire, close to north west Essex and with direct access to two major trunk roads, puts it at the heart of East Anglia. As a result, pressures for new development experienced in the 1980s are expected to return with improvements in the national economy, and remain for the foreseeable future. The Local Plan will be crucial in resolving the conflicting demands that will arise.

Regional Context

- 2.2. Planning policies in the 1970s and 1980s for the District had to cope with the aftermath of the high level of growth associated with Town Expansion schemes in the 1960s. They proposed a reduced rate of immigration and, whilst allowing for development, did not specifically promote the area for major growth in the County context. Policies primarily addressed the problems of encouraging development in the right location, sufficient to meet local needs, and of providing a community infrastructure to meet the needs of the resident population while, at the same time, not compromising established policies, such as those to protect the horseracing industry in Newmarket.
- 2.3. The situation has now changed. The highway system continues to be improved, removing obstacles to the movement of goods and allowing easy commuting, particularly from the South East. The ability to commute and move goods over greater distances, and the provision of housing at more affordable prices in an agreeable environment, are important attractions to future growth. As demand for land in London and the South East continues to be countered by the planning restraint policies, the demand tends to move out along the main transport corridors. Road improvements which are likely to take place in the 1990s include the completion of the A1-M1 link, which will provide a dual carriageway connection between the Midlands and the East Coast Ports; the dualling of the A11 from the M11 to Norwich; and the upgrading of the A12 from Ipswich to Chelmsford, which will improve access to the Channel Tunnel. As these improvements are implemented, accessibility to East Anglia will be improved, generating employment and housing demand within the District.
- 2.4. Cambridgeshire, and particularly Cambridge, with its high technology industries, has been a desirable location for development throughout the 1980s, resulting in high land prices and growing traffic congestion. The shockwaves of the Cambridge Phenomenon, constrained by Green Belt and Rural Area policies, have moved outwards into West Suffolk along the A45/A11 corridors. In order to plan for Cambridge's expansion, the Cambridgeshire Structure Plan proposes a new settlement of 3000 dwellings on the A45 corridor, and this resulted in a Public Inquiry into eight potential sites. However, all of these proposed sites have recently been rejected by the Secretary of State.
- 2.5. Another major influence on future growth will be the development of Stansted Airport in North Essex. Planning permission has been granted which will allow for an expansion of up to 15 million passengers per annum, with a first phase of 7-8 million passengers per annum. The Essex Structure Plan has taken this into account with the allocation of land for 4000 dwellings within half an hour drive time of the Airport. It has been left to a further

review to look at the development implications of the next phase after 1996. As the full capacity of the runway is reckoned to be some 25 million passengers per annum, the development implications of the Airport and the impact on the A11 corridor outside Essex could be considerable.

Regional Guidance

- 2.6. Despite subregional disparities, and the current recession, East Anglia, which includes the Counties of Cambridgeshire, Norfolk and Suffolk, is still one of the most economically buoyant regions of the United Kingdom. The Standing Conference of East Anglian Local Authorities (SCEALA), in its own Regional Strategy, sets out a planning framework which constituent Member Authorities felt best represented the needs of the region. The Strategy was submitted to the Department of the Environment, and the Regional Planning Guidance (RPG6) for East Anglia was published by the Secretary of State in July 1991.
- 2.7. Economic success carries with it the pressure for new development. The influx of people in recent years, principally from the South East Region, has come as a result of the increase in job opportunities, the availability of mortgage finance and improvements in the transport system. In addition, the substantial difference in house prices between the South East and East Anglia, prior to the boom of 1988, encouraged many people to move northwards and to capitalise on this differential. The result has been to accelerate the net inward migration of both retired people and those of working age. Population growth has been associated with continued house building which, since 1984, returned to the levels experienced during the late 1970s, i.e., 11,000 - 12,000 per annum. As a result, between 1984 and 1987 the region's population increased by 74,000, or 1.3% per annum, re-emphasising its position as the fastest growing region in the country. Since 1988 this has slowed as the housing market has responded to the substantial increase in land prices, high interest rates, and the problems of the national economy. However, the pressures for development will continue. In the region there are outstanding planning permissions for around 60,000 more dwellings and new permissions will continue to be given in accordance with the provisions of Structure and Local Plans.
- 2.8. In response to these pressures, the strategy promotes the extension of the strong economy of the most successful areas, e.g. Cambridge City, across the region along the trunk road corridors specifically by the relocation and promotion of 'high tech.' industry. At the same time, protection of the environment is fundamental to the regional approach, and the accommodation of continuing growth has to be made in the context of safeguarding environmental interests. The obvious conflict between these demands has to be resolved within the regional context. The key theme of the strategy is, therefore, to achieve environmentally sustainable growth, "that is, development that meets the needs of the present without compromising the ability of future generations to meet their own needs". This theme will need to be translated into the policies of both the Structure Plans and the Local Plans.

Suffolk County Structure Plan

- 2.9. The original Structure Plan for Suffolk was formally approved by the Secretary of State for the Environment in 1979. It has subsequently been reviewed and amendments were approved by the Secretary of State in 1988 as Alteration No 1. A further review of this

Plan, Alteration No 2, was submitted to the Secretary of State in January 1991, and this rolls forward the end date of the Structure Plan to January 2006. Draft Alteration No 2 updates the county strategy including housing and transport policy, and work is now underway on Alteration No 3, which will review all other policies.

- 2.10. This review of Structure Plan policies has resulted in specific new proposals for Forest Heath District. Draft Alteration No 2 to the Structure Plan now indicates that, in the A11 corridor, Newmarket itself is not an appropriate location for major new development. The scattered settlement of Red Lodge on the A11, north east of Newmarket, was identified during the first review of the Plan as offering potential in the long term for the development of a new settlement, once a bypass had been provided. Given the constraints at Newmarket, the projected housing requirements to 2006, and the guidance in the Regional Planning Guidance for East Anglia regarding the A11 growth corridor, Alteration No 2 now recognises that an expanded settlement at Red Lodge could make a significant contribution to meeting development needs, both for the region and Forest Heath District. It therefore makes provision for development at Red Lodge of some 1500 houses.
- 2.11. The Draft review of the County Strategy aims to accommodate population growth in the whole county of up to 73,400 between 1988-2001 and 24,300 between 2001-2006. This will involve an anticipated amount of population growth in Forest Heath District of around 10,220 (see Table I).

TABLE I : Normally Resident Population

	1988	Change	2001	Change	2006
Suffolk	608,220	70,460	678,680	23,390	702,070
Forest Heath	41,900	8,300	50,200	2,600	52,800
Mildenhall Policy Area	24,600	6,700	31,300	2,100	33,400
Newmarket Policy Area	17,300	1,700	19,000	400	19,400

Source : Suffolk County Structure Plan Draft Alteration No 2, 'Suffolk Beyond 2000'. (NB. Secretary of State has proposed the deletion of these policy areas.)

Note: Figures are rounded and may not sum to totals.

- 2.12. In order to accommodate the households that will come as a result of this population increase and the changes in household formation, as well as protect the landscape of the District, the Structure Plan contains a number of key policies that will provide the strategic context for the Local Plan. The County Strategy and the relevant Area Policies are set out in the Explanatory Memoranda to the Structure Plan Draft Alteration No 2 as follows:

"POLICY CS1 THE STRUCTURE PLAN PROVIDES FOR ABOUT 41,630 ADDITIONAL DWELLINGS BETWEEN 1988 AND 2001, AND ABOUT 12,520 DWELLINGS BETWEEN 2001 AND 2006 GENERALLY ALLOCATED AS FOLLOWS:

	<u>1988</u>	<u>Change</u>	<u>2001</u>	<u>Change</u>	<u>2006</u>
SUFFOLK	259,500	41,630	301,130	12,520	313,650
FOREST HEATH	21,460	4,160	25,620	1,170	26,790
POLICY AREA:					
MILDENHALL	13,350	3,220	16,570	950	17,520
NEWMARKET	8,110	950	9,060	220	9,280

Note: Figures are rounded and may not sum to totals"

2.13. "POLICY CS5 SUBJECT TO THE PROVISIONS OF THE AREA POLICIES, MAJOR NEW HOUSING AREAS AND MOST HOUSING ESTATES WILL ONLY BE LOCATED:

a) IN OR ADJOINING TOWNS WHICH ARE (INTER ALIA)

BRANDON
MILDENHALL
NEWMARKET

b) IN AN EXPANDED SETTLEMENT AT RED LODGE IN FOREST HEATH DISTRICT...."

2.14. "POLICY M1 PROVISION WILL BE MADE FOR THE CONTINUED GROWTH OF HOUSING AND EMPLOYMENT IN THE MILDENHALL AREA IN THE FORM OF:

a) LIMITED ADDITIONAL HOUSING IN MILDENHALL AND BRANDON;

b) AN EXPANDED SETTLEMENT IN THE A11 CORRIDOR AT RED LODGE, CAPABLE OF ACCOMMODATING APPROXIMATELY 1500 ADDITIONAL DWELLINGS. PROPOSALS FOR AN EXPANDED SETTLEMENT SHOULD:

i) PROVIDE SAFE AND EASY ACCESS TO THE A11 TRUNK ROAD;

ii) MEET HIGH STANDARDS OF LAYOUT AND DESIGN, AND BE WELL RELATED TO EXISTING DEVELOPMENT IN RED LODGE;

- iii) PROVIDE FOR NEW EMPLOYMENT;
- iv) INCLUDE PROVISION FOR NEW INFRASTRUCTURE, EDUCATION AND COMMUNITY FACILITIES BY OR AT THE EXPENSE OF THE DEVELOPER, IN PARALLEL WITH NEW HOUSING AND EMPLOYMENT;
- v) PROVIDE FOR ADVANCE STRUCTURAL LANDSCAPING AND SUBSTANTIAL PUBLIC AND AMENITY OPEN SPACE;

NO SUBSTANTIAL DEVELOPMENT SHOULD TAKE PLACE UNTIL THE A11 RED LODGE BYPASS IS COMPLETED."

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| 2.15. | "POLICY N1 | PROVISION WILL BE MADE FOR NEW HOUSING IN THE NEWMARKET AREA TO ACCOMMODATE HOUSEHOLDS FORMED FROM THE EXISTING POPULATION AND LIMITED NET INWARD MIGRATION." |
| 2.16. | "POLICY N2 | FUTURE DECISIONS ON THE RATE AND LOCATION OF GROWTH IN NEWMARKET WILL HAVE REGARD TO THE NEEDS OF THE HORSE RACING INDUSTRY AND THE NEED TO CONSERVE THE LANDSCAPE ASSOCIATED WITH IT." |
| 2.17. | "POLICY M2 | <p>NEW RESIDENTIAL DEVELOPMENT TO MEET THE NEEDS OF MILITARY AIR BASES AT MILDENHALL AND LAKENHEATH SHALL, AS FAR AS IS REASONABLY PRACTICAL, BE LOCATED WITHIN THE EXISTING BASES, PROVIDED THERE IS NO SIGNIFICANT ADVERSE IMPACT ON:</p> <ul style="list-style-type: none"> a) EXISTING COMMUNITIES; b) THE ENVIRONMENT; c) SERVICES; d) HIGH QUALITY AGRICULTURAL LAND; e) HIGHWAYS; f) NATURE CONSERVATION. |

SUBJECT TO THE SAME PROVISOS, DEVELOPMENT TO MEET SUCH NEEDS MAY BE INTEGRATED WITH EXISTING DEVELOPMENT IMMEDIATELY ADJOINING THE BASES; ANY APPROVAL FOR DEVELOPMENT PERMITTED IN THESE CIRCUMSTANCES WILL

NORMALLY BE CONTROLLED BY LEGAL AGREEMENT TO RESTRICT OCCUPATION OF THE DWELLINGS IN VIEW OF THE SPECIAL PLANNING CONSIDERATIONS INVOLVED."

2.18. "POLICY CS2 POSITIVE INITIATIVES WILL BE UNDERTAKEN TO STRENGTHEN THE ECONOMY AND ENCOURAGE EMPLOYMENT GROWTH THROUGHOUT THE COUNTY. IN ALLOCATING RESOURCES PRIORITY WILL BE GIVEN TO AREAS MEETING THE FOLLOWING CRITERIA:

- a) CONSISTENTLY HIGH UNEMPLOYMENT RATES;
- b) PARTICULAR PROBLEMS ASSOCIATED WITH THE SCALE AND COMPOSITION OF THE UNEMPLOYED, INCLUDING LONG-TERM UNEMPLOYED, NEW ENTRANTS TO THE WORKFORCE AND ETHNIC MINORITY UNEMPLOYMENT;
- c) LIMITED RANGE OF JOB OPPORTUNITIES;
- d) DEPENDENCE ON A SMALL NUMBER OF INDUSTRIES;
- e) A HIGH PROPORTION OF DECLINING INDUSTRIES."

2.19. "POLICY CS6 HOUSING ESTATE DEVELOPMENT ON A LIMITED SCALE WILL BE APPROPRIATE AT SOME LARGER VILLAGES, PROVIDED THAT:

- a) THERE IS A GOOD RANGE OF SERVICES, FACILITIES AND LOCAL EMPLOYMENT;
- b) IT IS WITHIN OR ADJOINING THE BUILT-UP AREA AND IN SCALE AND CHARACTER WITH THE VILLAGE;
- c) THERE IS NO SIGNIFICANT IMPACT ON THE ENVIRONMENT OF THE VILLAGE AND SURROUNDING COUNTRYSIDE;
- d) DEVELOPMENT CONFORMS WITH POLICY AREA HOUSING GUIDELINES.

WHERE LOCAL PLANS ARE PREPARED THEY WILL IDENTIFY SUCH SITES AS APPROPRIATE."

2.20. "POLICY CS7 MAJOR NEW DEVELOPMENT WILL BE CLOSELY RELATED TO THE HIGHWAY PRIMARY ROUTE NETWORK AND THE RAILWAYS."

2.21. "POLICY CS10 WHERE PLANNING PERMISSION IS GRANTED FOR MAJOR NEW DEVELOPMENT REQUIRING THE PROVISION OF ON-SITE AND OFF-SITE INFRASTRUCTURE, DEVELOPERS WILL NORMALLY BE EXPECTED TO PROVIDE THE NECESSARY INFRA- STRUCTURE OR CONTRIBUTE TO ITS COST."

- 2.22. "POLICY CS8 FULL RECOGNITION WILL BE GIVEN TO THE QUALITY OF AGRICULTURAL LAND AND THE PATTERN OF AGRICULTURE IN THE DETERMINATION OF THE FUTURE PATTERN OF DEVELOPMENT."
- 2.23. "POLICY CS9 THE HISTORIC, ECOLOGICAL AND SCENIC QUALITY OF THE SUFFOLK LANDSCAPE WILL BE CONSERVED THROUGH THE CONTROL OF DEVELOPMENT AND BY MANAGEMENT MEASURES. IN CASES WHERE CONFLICT MAY ARISE BETWEEN PROPOSALS FOR DEVELOPMENT AND CONSERVATION IN OR NEAR THE HERITAGE COAST, THE SUFFOLK COAST AND HEATHS AREA OF OUTSTANDING NATURAL BEAUTY (AONB) AND THE DEDHAM VALE AONB AND THE BROADS, THERE WILL BE A PRESUMPTION IN FAVOUR OF CONSERVATION. DEVELOPMENT WHICH WOULD HAVE A SIGNIFICANT IMPACT ON HISTORIC BUILDINGS AND PARKLAND, CONSERVATION AREAS, SPECIAL LANDSCAPE AREAS OR AREAS OF OUTSTANDING ARCHAEOLOGICAL OR ECOLOGICAL IMPORTANCE WILL NOT NORMALLY BE PERMITTED."
- 2.24. "POLICY C16 THERE WILL BE A PRESUMPTION AGAINST DEVELOPMENT LIKELY TO LEAD TO THE LOSS OR SIGNIFICANT ALTERATION OF IMPORTANT HABITATS, INCLUDING HEATHLAND, WOODLAND, DUNES, WATERMEADOWS, OTHER PERMANENT PASTURE, PARKLAND, MARSHES, STREAMS, PONDS AND GREEN LANES, OR TO THREATEN VULNERABLE SPECIES. WHERE DEVELOPMENT IS PERMITTED, THE RETENTION OF WILDLIFE HABITATS WILL BE SECURED THROUGH CONDITIONS OR LEGAL AGREEMENT. DEVELOPMENT WHICH WOULD ADVERSELY AFFECT NATIONAL NATURE RESERVES, SITES OF SPECIAL SCIENTIFIC INTEREST AND LOCAL NATURE RESERVES WILL NOT BE PERMITTED EXCEPT IN CASES OF OVERRIDING NEED. THE COUNTY AND DISTRICT COUNCILS WILL DECLARE LOCAL NATURE RESERVES ON THEIR OWN LAND OR ACQUIRE LAND FOR THAT PURPOSE. THE COUNTY COUNCIL WILL BY AGREEMENT WITH LANDOWNERS DECLARE AND PROMOTE LOCAL NATURE RESERVES ON PRIVATE LAND."
- 2.25. One of the major functions of the Local Plan is to examine these strategic issues and draw up more detailed policies and proposals specific to Forest Heath District for inclusion in the Plan. To ensure the compatibility of these policies, the Local Plan will, as part of the statutory procedure, have to be certified by the County Council as being in general conformity with the strategic policies of the County Structure Plan.
- 2.26. The Structure Plan also contains a number of detailed policies which provide guidance for development control more appropriate for inclusion in the Local Plan. The Local Plan

will, where appropriate, either include these policies as written, or develop its own policies more applicable to Forest Heath District. In the event of a conflict between Local Plan and Structure Plan policies, the Local Plan will take precedence once it has been certified as being in general conformity with the Structure Plan by the County Council and will be used for Development Control purposes. Appendix A indicates the relationship between Structure Plan and Local Plan policies.

3. THE DISTRICT STRATEGY AND SETTLEMENT POLICY

- 3.1. The function of the Local Plan is to set out detailed policies and specific proposals for the development and use of land. The policies and proposals should give a clear understanding of the weight to be given to different aspects of the public interest in the use of land, and give a clear picture of the pattern of development in the District.
- 3.2. Land is a finite resource, and the Local Plan needs to find enough for all the District's needs - homes, jobs, shops, community facilities, transport, recreation, food and raw materials. At the same time, the Local Plan must protect what we value most in our surroundings, not just for the Plan period, but for future generations. Future development should make environmentally efficient use of land and other resources while, at the same time, minimise processes that are harmful to the environment and human health. The Local Plan will, therefore, be looking for a balance between the need for future development with the need to conserve the environment, and its resources.
- 3.3. The overall aim of the Local Plan is to enhance the long term quality of life in Forest Heath District. This quality of life consists of the following:
- economic prosperity (including satisfying housing needs);
 - social and cultural enhancement; and
 - environmental protection and enhancement.

In order to achieve this aim, the Local Plan needs to promote environmentally sustainable growth, i.e., development which meets the needs of the present without compromising the ability of future generations to meet their own needs.

- 3.4. In trying to reconcile the need for growth with the demands for conservation, the Local Plan will, no doubt, have to compromise. Sometimes growth and conservation can be in direct conflict while, at other times, they can complement each other. In many cases the relationship is much more complex and will be subject to considerable argument as to the merits of any particular proposal. However, these will have to be resolved in the long term public interest by the District Council. If too much weight is given to growth, then an unacceptable level of environmental change is likely to result. Conversely, too much emphasis on conservation is likely to result in stagnation and unresolved need. The Local Plan's policies and proposals will seek to define the balance between these demands. The overall District Strategy is, therefore, composed of two elements, the Development Strategy and the Environmental and Conservation Strategy which, together, will provide the objectives behind the policies and proposals of the Local Plan.

Development Strategy

- 3.5. The principal aim of the Development Strategy is to promote development necessary for the area while, at the same time, safeguarding and enhancing the character of both the rural and urban areas of the District. Future development should, in the main, respect the existing patterns of development and make best use of the existing infrastructure and services. The only exception to this is where development will result in a major improvement to the environment, as at Red Lodge. However, it is important that such a strategy should provide for the legitimate needs of local people for housing and for employment. The Local Plan, in implementing the District Strategy, must therefore contain policies and proposals that take a balanced view of the demands of the built and natural environment.

- 3.6. Past planning policies have concentrated housing in the towns of Newmarket, Mildenhall, and Brandon in order to safeguard the rural area and make the most cost effective use of the existing social and physical infrastructure. This principle is sound and, with the exception of the inclusion of Red Lodge, the Local Plan will continue to concentrate major new housing provision in the towns. However, the allocation of land for new development will have to take account of the physical constraints on the further development of the towns. The location and extent of major new development has, therefore, been related to the need to retain the character of the individual towns and to local planning constraints on development.
- 3.7. The planned and orderly development of Newmarket and Mildenhall over the last 20 years has resulted in urban forms well related to their rural surroundings. However, in recent years Brandon has been expanded beyond originally planned levels. Lakenheath and Beck Row have also experienced growth pressures well in excess of those originally anticipated. The Local Plan will need to recognise the rates of past growth, the problems that have arisen, and the environmental and community thresholds which have now been reached.
- 3.8. To achieve the requirements of Structure Plan Draft Alteration No 2, the strategy for the District proposes a dwelling provision commensurate with:-
- a) the acceptable development capacities of the towns; and
 - b) a new District growth point at Red Lodge.

This approach will allow the scale of development in the towns to be adjusted to meet local circumstances. For example, Newmarket will have relatively little additional development as it is constrained by the requirements of the horse racing industry. Brandon, having experienced a glut of planning permissions, will need to have its infrastructure improved and to build up its community facilities before accepting any more significant housing developments. Critical to the success of this approach is the designation of Red Lodge as an expanded settlement to meet the short and long term needs for housing and industrial development in the District.

- 3.9. Within this framework for new development there should be sufficient flexibility to deal with specific local problems. In particular, there is a need to ensure that a wide range of housing is provided throughout the District. With the limited involvement of Local Authorities in providing low cost housing, planning powers are now an important means of encouraging the provision of new housing for rent and sale to meet specific local needs not catered for by the existing housing market. Policies are also required to meet the particular requirements of United States Air Force personnel. Similarly, there is a need for a flexible approach to the provision of employment opportunities that both increase the number and range of jobs available in the District. It is possible, with carefully defined policies, to increase the range of employment opportunities without seriously undermining the character and adversely affecting the environment of the District. The success of adopting a flexible attitude to meet the needs of local people depends on a close adherence to the policies of the Local Plan. Without such a commitment, it will be impossible to achieve the desired benefits.
- 3.10. To achieve this strategy, the Local Plan will need:-
- a) To allow development in the towns mainly to meet locally generated housing requirements, or where it achieves particular local objectives. Mildenhall, Newmarket and Brandon will have only limited development.
 - b) To concentrate the majority of land for new development at Red Lodge, which will be planned as an integrated settlement.

- c) To limit housing development in villages and minor settlements by the use of strict criteria, thereby ensuring that the housing provided meets specific local needs, including USAF.
- d) To only permit development in the open countryside in exceptional circumstances.
- e) To provide a wide range of housing throughout the District, ensuring provision for those not catered for by the housing market.
- f) To encourage the development of small businesses, particularly where they involve the re-use of existing redundant buildings, and aid the diversification of rural economy.
- g) To allocate sufficient land in the major towns to encourage the provision of a wide range of employment opportunities for the local population.
- h) To provide a safe and efficient transportation network to cater for the existing and future patterns of movement, giving special regard to pedestrians and cyclists, encouraging the use of public transport, minimising adverse environmental impact, and reducing the need for car and lorry journeys and the distances driven.
- i) To promote the future prosperity of the existing town centres by ensuring the scale and quality of shopping provision meets existing and future needs.
- j) To provide community facilities to meet the growing needs of the District.
- k) To safeguard and enhance the important areas of open space and amenity within towns and villages.
- l) To protect the best and most versatile agricultural land from development.
- m) To promote the District's attractiveness to visitors, in particular, by making full use of the potential of Newmarket as the national centre of the Horse Racing Industry.
- n) To ensure, where possible, the retention of existing facilities, such as schools and local shops, in village communities.
- o) To promote a wide range of both formal and informal recreation and leisure facilities through the District.

Environment and Conservation Strategy

- 3.11. The Local Plan needs to balance its positive approach to development with a clear view of how it intends to protect and promote environmental quality, and to conserve both the built and natural environment. The planning system has, for many years, accepted its role in conserving landscape, nature conservation and the built heritage. Recently, however, it has been required to address more complex and less directly related issues, such as CO2 emissions and the depletion of the ozone layer.
- 3.12. The Local Plan will certainly address the more traditional aspects of planning's concern for the environment. It will contain environmental policies to protect and conserve the built environment, particularly Listed Buildings and Conservation Areas. There will also be particular concern to achieve a higher standard of design and layout in new developments. This is the townscape of the future and should be given as much commitment as conserving the better townscapes of the past. In

particular, Red Lodge offers a unique opportunity to develop a built environment, suitable for the 21st century. The design and layout of new developments will also need to be concerned with creating a safe environment, and the need to provide for people with particular disabilities.

- 3.13. The countryside of the District has its own unique character, containing areas of fen, heath and downland. The inherent character of these areas needs to be protected but, at the same time, the District Council has to accept the importance of maintaining the local rural economy. Similarly, the area has a number of nationally and internationally important wildlife sites, and these, again, need to be protected and conserved. There are also a considerable number of sites of more local interest which, again, will need the protection of the planning system. The Plan, however, should provide sufficient development land, and contain sufficient policies, to avoid any major adverse effect of new development on these areas of recognised importance.
- 3.14. Finally, the Local Plan must consider the implications its proposals may have on general environmental issues. The cumulative effect of failing to respond to these problems at the local level cannot be ignored. In particular, the Plan should look to encourage the conservation and efficient use of all resources, not just land. Similarly, the Plan should try to minimise processes such as the burning of fossil fuels that are harmful to the environment and ultimately to human health. The likely impact of such an approach to this Local Plan is inevitably limited, but is an important first step for Forest Heath District Council.
- 3.15. To achieve this element of the strategy, the Local Plan will need:-
- a) To conserve and enhance the more attractive and the historically and archaeologically important elements of the built environment.
 - b) To promote an improvement in the standard of design, layout and landscape of new developments in the area.
 - c) To encourage the layout and design of new developments that create a safe environment and cater for the less mobile members of society.
 - d) To safeguard the unique character of Newmarket and its setting that has evolved as a result of its importance to the horse racing industry.
 - e) To protect the countryside, in particular The Brecks and similar areas of high landscape value, from development harmful to its unique character.
 - f) To protect important nature conservation interests of the District, particularly those in The Brecks, from new development which may have a detrimental effect on their ecological value.
 - g) To promote and control development in such a way as to reduce the pollution that is harmful to the environment and human health.
 - h) To promote development that conserves or makes environmentally efficient use of resources, in particular land and energy.

Settlement Policy

The Towns

Newmarket

- 3.16. Since the 1960s, the scale of development in the town has been linked to the Newmarket Charter, an agreement reached between the Local Authority and representatives of the horse racing industry. This agreement foresaw

an ultimate population of 20,000 by the end of this century, and had the primary purpose of co-ordinating the needs of the horse racing industry with those of the people of Newmarket for residential, industrial and community development.

- 3.17. The Local Plan continues to recognise the importance of the industry and sets out policies for it elsewhere in the Written Statement. The development of the industry has resulted in a unique relationship between the built-up area of the town, the training yards and studs, and the landscape setting of the town, which is valuable for its own sake, as well as providing for the long term future of the industry. The need to safeguard training and breeding establishments is fundamental to the economy and character of the town and therefore provides considerable constraints to the identification of suitable land for additional development, and for the provision of community facilities. This factor, together with the desire to maintain Exning as a separate entity, makes it necessary to divert most of Newmarket's development pressure to Red Lodge.

Mildenhall

- 3.18. The development of Mildenhall owes much to the Town Expansion scheme of the 1960s and 1970s, and the resultant planned increase in the town's population, together with public investment in schools and housing. Since then the town has continued to grow, much of the housing taking the form of planned estates. Development has extended the town to the west, with a major residential development off Folly Road. Once this is completed, the town is limited in its scope for expansion by physical constraints. Growth is physically constrained to the south by the Lark Valley; to the west by partly Grade 2 and partly Grade 3 agricultural land, the proximity to West Row and the problem of traffic movement; and to the north by Mildenhall Air Base. As there is limited capacity for infill development, any future major expansion therefore has to be in the forest to the east.
- 3.19. Development of land to the east is, however, constrained by the N.R.A.'s Aquifer Protection Zones, and dependent upon the provision of a relief road to take both the newly generated and existing industrial traffic out of the town centre. Large scale new residential development in this area will need the approval of the N.R.A. whereas it is likely that the N.R.A. will object to any industrial development. The future growth of Mildenhall is, therefore, likely to be limited.

Brandon

- 3.20. Previous plans have sought to promote limited development in Brandon, particularly to broaden the town's economic base, which was biased towards primary industries, and to adjust the age structure of the population. Over the last few years there has been growing pressure for development, and this has resulted in the granting of a number of planning permissions for residential development on appeal. Community facilities are limited, but are now slowly improving, with the completion of a new supermarket in the town centre and the development of a Sports Centre and Heritage Centre for Brandon.
- 3.21. The town is physically constrained by forest to the south and east, and the Little Ouse River to the north. The proximity of the town to the flightpaths of Lakenheath Air Base, which result in adverse noise conditions, is a further constraint on development. Brandon, however, needs time to consolidate and absorb the growth implicit in recent land releases and, therefore, further residential allocations should be limited. Traffic congestion in the town is a matter of considerable local concern, and the Plan includes proposals for a new southern relief road, as well as pressing the County Council for a commitment to the early provision of a northern bypass.

Red Lodge

- 3.22. Red Lodge is a village made up of sporadic development on the All between Newmarket and Mildenhall. The main part of the settlement has been developed as a series of unco-ordinated residential estates, whilst the majority of the village suffers from environmental dereliction and a history of poorly planned development. The completion of the bypass in 1991 has given the opportunity, not only to rejuvenate the village by the comprehensive development of the area, but also to help meet the development needs in the District over the Plan period, which existing settlements are unable to absorb. For these reasons, Red Lodge is designated as an expanded settlement, capable of accepting major growth.
- 3.23. A constraints plan has been prepared for Red Lodge, illustrating the area to be considered by a Master Plan, the limit of built development, a broad indication of the preferred locations of the main land use allocations, together with a landscape structure. The detailed development boundaries and disposition of land uses at Red Lodge will be defined by a Master Plan, to be prepared as Supplementary Planning Guidance.
- 3.24. The expanded settlement will be designed to provide an attractive, well balanced community. It will involve major new housing with complementary employment development in the Plan period and will require the provision of the required infrastructure, community facilities and public open space. All these will be provided as an integral part of the development by the developers, phased, where possible, to provide maximum benefit for local residents. Detailed requirements to be included in a Master Plan are set out in Chapter 13.

POLICY 3.1

NEW DEVELOPMENT WILL PRIMARILY BE DIRECTED TO:

- a) THE TOWNS OF NEWMARKET, MILDENHALL AND BRANDON AND THE DEVELOPMENT BOUNDARIES OF THESE SETTLEMENTS ARE DEFINED ON THE PROPOSALS MAP; AND
- b) RED LODGE WHICH IS DESIGNATED AS AN EXPANDED SETTLEMENT AS SHOWN ON THE PROPOSALS MAP.

THE RURAL AREA

The Villages

- 3.25. In the Rural Area, defined as the area outside the towns and Red Lodge, development is to be strictly controlled. Most villages will have little development, other than small groups of houses on suitable sites or infill (see Policy 4.15). The villages usually comprise a well defined and cohesive cluster of dwellings. The definition of a settlement as a village in the Local Plan does not imply that it has potential for development.

POLICY 3.2

THE FOLLOWING SETTLEMENTS ARE DEFINED AS VILLAGES FOR THE PURPOSES OF THE LOCAL PLAN AND THEIR DEVELOPMENT BOUNDARIES ARE SHOWN ON THE PROPOSALS MAP:

BARTON MILLS
BECK ROW
EXNING
FRECKENHAM
GAZELEY
ICKLINGHAM
KENTFORD
LAKENHEATH
MOULTON
TUDDENHAM

**WEST ROW
WORLINGTON**

Minor Settlements

- 3.26. Apart from the villages defined in Policy 3.2, there are 8 other defined settlements in the District, but these have significant environmental and physical constraints to development. In these settlements, development will be limited to infill and conversion where appropriate (see Policy 4.16).

POLICY 3.3

**THE FOLLOWING SETTLEMENTS ARE DEFINED AS MINOR
SETTLEMENTS FOR THE PURPOSES OF THE LOCAL PLAN AND THEIR
DEVELOPMENT BOUNDARIES ARE SHOWN ON THE PROPOSALS MAP:**

**CAVENHAM
DALHAM
ELVEDEN
ERISWELL
HERRINGSWELL
HIGHAM
HOLYWELL ROW
SANTON DOWNHAM**

The Countryside

- 3.27. The Plan classifies the countryside as the Rural Area, outside towns, Red Lodge, villages and minor settlements. It is characterised by a dispersed pattern of isolated dwellings and small groups of dwellings. Here it is intended that existing land uses will, for the most part, remain undisturbed. The natural and environmental qualities of the countryside severely restrict development opportunities. Though recent changes in agriculture and the development of tourism, e.g., the Center Parcs development, have introduced a change of emphasis in the role of the countryside, the District's high grade agricultural land and its farming and forestry interests need to be given long term protection. Other changes aimed at influencing agricultural practice (e.g., Environmentally Sensitive Areas) are also giving nature conservation in the countryside more emphasis.

POLICY 3.4

**IN THE RURAL AREA OUTSIDE VILLAGES AND MINOR
SETTLEMENTS, NEW DEVELOPMENT WILL NOT NORMALLY BE
PERMITTED AND EXISTING LAND USES WILL REMAIN FOR THE
MOST PART UNDISTURBED UNLESS SUCH PROPOSALS ARE
COMPATIBLE WITH OTHER POLICIES OF THE LOCAL PLAN.**

Local Needs Housing in the Rural Area

- 3.28. There is growing concern over the problem of providing housing in rural settlements to meet specific local needs. Therefore, the presumption against development has to be balanced against the need to provide for those who have to live and work within the rural economy, but who cannot afford the market price or the rent for housing on the open market. In the past, the District Council has itself provided housing for rent at affordable prices for those in need. Government policy is now progressively transferring this role of providing rented accommodation to Housing Associations and the private sector.
- 3.29. It is clear from Government advice that there should be no specific allocation of land for special local needs housing, but that this should be considered in addition to allocations for general housing provision. Sites may therefore have to be found outside development boundaries, although they should be well related to existing settlements, taking advantage of their infrastructure and facilities.

- 3.30. Current Government advice encourages Local Authorities to make provision for small scale low cost housing schemes as an exception to normal policies of restraint in the countryside. Housing for local need can be provided by the District Council, Housing Associations, Local Housing Trusts, local self-build groups or private developers. Definition of 'local need' would be limited to the following categories:
1. existing residents needing separate accommodation (newly married couples, people leaving tied accommodation on retirement);
 2. people whose work provides important services and who need or wish to live closer to the local community;
 3. people who are not necessarily resident locally but have long-standing links with the local community (e.g., elderly people wishing to move back to a village to be near relatives); and
 4. people with the offer of a job in the locality, who cannot take up the offer because of lack of affordable housing.
- 3.31. In assessing the local need, the District Council will have regard to the housing waiting list and the views of the local Parish Council. In respect of the latter, Parish Councils are encouraged to give consideration to the housing needs of their villages, including those of extended families that wish to remain in the same locality. Developers, or other providers, will be expected to substantiate the local need including, if required by the District Council, the carrying out of household surveys. Before any development is permitted, there will need to be sufficient legal safeguard to ensure it meets the needs of local people when first completed, and for the foreseeable future. In addition, the Housing Chapter also includes policies on securing a proportion of affordable housing on all substantial residential developments in urban areas and in Red Lodge.

POLICY 3.5

WITHIN OR ADJOINING VILLAGES AND MINOR SETTLEMENTS PLANNING PERMISSION MAY BE GRANTED FOR HOUSING AS AN EXCEPTION TO POLICY 3.4 OF THE LOCAL PLAN WHERE IT WOULD SECURE THE PROVISION OF LOW-COST HOUSING TO MEET IDENTIFIED LOCAL HOUSING NEEDS. ALL HOUSES WHICH RECEIVE PLANNING PERMISSION UNDER THE PROVISIONS OF THIS POLICY WOULD BE LOW-COST AND SUBJECT TO RESTRICTIONS TO ENSURE THAT THE BENEFITS OF LOW-COST PROVISION PASS NOT ONLY TO INITIAL BUT SUBSEQUENT OCCUPANTS AS WELL.

IN CONSIDERING SCHEMES FOR LOW-COST HOUSING THE DISTRICT COUNCIL WILL ENSURE THAT THE DEVELOPMENT IS OF A SIZE AND MIX APPROPRIATE TO THE SPECIFIC LOCAL HOUSING NEED, IS OF A SCALE APPROPRIATE TO THE SIZE AND CHARACTER OF EACH VILLAGE, THAT THE SITE IS WELL RELATED TO THE EXISTING VILLAGE AND THAT DEVELOPMENT WOULD NOT DAMAGE VILLAGE CHARACTER OR THE SURROUNDING COUNTRYSIDE.

LOCAL HOUSING NEED WILL BE RESTRICTED TO THE FOLLOWING GROUPS OF PEOPLE WHO ARE UNABLE OTHERWISE TO AFFORD HOUSING IN A VILLAGE WITH WHICH THEY HAVE STRONG LOCAL TIES:

- a) RESIDENTS OF UNFIT, UNSAFE OR UNSUITABLE ACCOMMODATION IN THE VILLAGE, PARISH OR ADJACENT PARISHES;
- b) PEOPLE FORMERLY RESIDENT IN THE PARISH WHO MOVED AWAY DURING THE PREVIOUS TWENTY YEARS. THE PRIMARY REASON FOR THEIR MOVE MUST HAVE BEEN TO SECURE

**SUITABLE HOUSING NOT OTHERWISE AVAILABLE WITHIN THE
VILLAGE, PARISH OR ADJACENT PARISHES;**

c) **DEPENDANTS AND CHILDREN OF RESIDENTS OF DWELLINGS
IN THE VILLAGE, PARISH OR ADJACENT PARISHES;**

d) **PEOPLE LIVING AWAY FROM BUT EMPLOYED IN THE
VILLAGE, PARISH OR ADJACENT PARISHES.**

Housing for the Military Air Bases

3.32. The District contains two major United States Air Force Bases which together in 1988 had an assigned population of 16,200. Some 9087 of these servicemen and dependants lived within the District at that time. In 1991 approximately 4890 units of accommodation were needed to house the USAF servicemen and dependants within the District. These were divided in three main groups

a) Government owned accommodation which is generally within or adjoining the bases and consists of

Married quarters	- 778 units
Single Person Dormitories	- 1644 units.

b) Direct lease Anglo-American housing - 1037 units.

c) Individually leased accommodation - 1430 units (approximately)
housing 'on the economy'

Most of category a) and many of category b) units can be seen as direct responses to USAF housing needs, and would probably not have been built if it were not for the existence of the bases. In that sense, they are separate from the general housing stock of the District. This is clearly not the case with housing 'on the economy', such that occupation of this housing by USAF servicemen and dependants is in direct competition with the general housing needs of the District and, when vacant, would normally be available for the general public.

3.33. The pressure exerted by the bases for housing in the District was recognised in the Mildenhall District Plan and was taken into account when housing allocation policies were drafted for that Plan in 1981. Accordingly, some 3100 units, which were shown to be occupied by Armed Forces personnel at the time of drafting the Plan, were assumed to remain occupied at 1991. These units were effectively taken out of the housing stock for the purposes of calculating how much provision needed to be made for natural growth and migration in Forest Heath District over the period 1981 to 1991, in order to meet the Structure Plan requirements. The approval of Alteration No 1 to the Structure Plan in 1988 formally introduced a policy of recognising and addressing the particular housing needs of USAF personnel and dependants.

3.34. The future role of USAF in Europe and, in particular, in Great Britain is under continuous review, more so in recent years as a result of the political changes in Eastern Europe. The changes have resulted in a substantial reduction in US military personnel in Europe and this in turn has affected both Mildenhall and Lakenheath Airbases. It is understood that Lakenheath is to remain as an important fighter/bomber base and is currently being re-equipped with a new aircraft to replace the F111s. Although Mildenhall will remain as the gateway airfield, its role is changing and will continue to do so to meet the varying requirements of USAF. In these circumstances, it is difficult for the USAF to give definite long term forecasts of their housing requirements.

3.35. In order to have a greater understanding of USAF housing requirements within the District, consultations have taken place with USAF

representatives from the Lakenheath and Mildenhall bases. At a meeting in April 1992, the following points were established:

- a) All USAF personnel and dependants are currently housed, and there is no homelessness.
- b) There would appear to be no room for additional accommodation to be constructed at either base.
- c) The United States Government is unlikely to agree to enter into any further long term direct leases of Anglo-American housing, including renewal of existing schemes.
- d) USAF housing needs are currently satisfied for operational reasons.
- e) The Base Commanders would wish to encourage more houses for USAF personnel to be built near the bases for a number of well founded socio-economic/'quality of life' reasons. Similarly, a number of properties currently rented are substandard for their requirements. However, the USAF is unable to define a total need or requirement for additional houses 'on the economy' close to the bases.
- f) 44% of USAF personnel are currently housed 'on the economy', either within Forest Heath District or elsewhere. Only a small percentage live outside the adopted USAF world-wide standard of 30 minutes travel time to the base. Monitoring shows that the number outside this band has reduced in recent years and the current situation is acceptable for operational reasons. As the number of personnel reduces, then the proportion of personnel who have previously lived some distance from the bases is likely to reduce unless there is a reduction in the supply of existing 'on the economy' housing nearer to the base.
- g) The withdrawal of USAF personnel from Mildenhall and Lakenheath, first announced by the Ministry of Defence in July 1991, has been substantially confirmed. The USAF expect a reduction over the next five years of 1360 personnel.

3.36. It is assumed that the number of government owned units of accommodation will remain constant. However, the number of direct lease units is likely to diminish. It is unlikely that direct leases on all the 397 units at Studlands Park will be renewed in 1996. Whilst some units are likely to revert to the general housing market, a large proportion are likely to remain as USAF housing, in the form of individual leases, i.e., 'on the economy' housing. However, given the scale of the proposed reductions in personnel, it is highly probable that there will be some reduction in total demand for 'on the economy' housing during the Plan period, but still an unmet demand to be nearer the base.

3.37. To meet the current uncertainty, it is considered that the policy for USAF housing needs should be as flexible as possible, but within clearly defined parameters. These should be as follows:

- a) Acceptance of the flexible philosophy and wording of the current Structure Plan Policy on USAF housing, M2, and the amended Policy CS7 proposed in the Draft Alterations No 3.
- b) Acceptance of the difficulties in agreeing specific requirements for 'on the economy' housing as personnel are redeployed due to the uncertainty regarding the timing and extent of the redeployment.
- c) The fact that, although there is no defined operational need for additional USAF housing, there is a 'quality of life' requirement that has to be considered, although it lacks clear definition and has not been quantified.

- 3.38. In attempting to provide housing for USAF personnel in such circumstances, there is a danger of providing dwellings which in a short space of time may be surplus to requirements. Alternatively, if there is no increase in provision at all, there is a danger of not meeting the legitimate requirements of base personnel. If houses are to be provided, the lack of definite information on actual needs makes it important that the Local Plan Policy is sufficiently definite so as to avoid any speculative developments. The policy, therefore, should allocate specific numbers of dwellings as phased development but with no specific site allocation. The policy will initially limit the number to be provided to 100. This is sufficient to make development viable but at the same time minimise any potential damage to the Council's Settlement Strategy. This policy will be reviewed following an assessment of how such development is taken up, how it meets the requirements of USAF and how it has affected local circumstances.
- 3.39. Any released land outside existing allocations should be phased so as to ensure that land is only released for development as the potential 'need' is actually realised. It would be possible to release land specifically for USAF personnel in phases of 25 dwellings in such a way that the second and subsequent phases of 25 dwellings cannot be commenced until the first phase has been substantially occupied by USAF personnel. There would need to be a stated maximum scale of development for any particular site, not only for site specific reasons, but also for social and economic considerations. Any further phased releases of land would depend upon a reassessment of the situation once the initial allocation had been taken up. Such an approach would require legal agreements to ensure occupation by USAF personnel and the implementation of the phasing agreement.

POLICY 3.6

NEW RESIDENTIAL DEVELOPMENT, LIMITED INITIALLY TO 100 DWELLINGS, MAY BE PERMITTED TO MEET THE NEEDS OF MILITARY AIR BASES AT MILDENHALL AND LAKENHEATH, SUBJECT TO THE FOLLOWING PROVISOS:-

- a) THE COUNCIL MUST BE SATISFIED THAT A NEED FOR SUCH DEVELOPMENT EXISTS;**
- b) ALL DEVELOPMENT PERMITTED UNDER THIS POLICY SHALL BE SUBJECT TO LEGALLY BINDING AGREEMENTS PROVIDING FOR THE CONSTRUCTION OF THE PERMITTED DWELLINGS IN PHASES OF UP TO 25, PROHIBITING A START ON THE CONSTRUCTION OF THE NEXT PHASE UNTIL THE DWELLINGS OF THE PREVIOUS PHASE HAVE BEEN SUBSTANTIALLY OCCUPIED AND ENSURING THAT ALL DWELLINGS IN THE DEVELOPMENT MAY BE OCCUPIED ONLY BY USAF PERSONNEL AND THEIR DEPENDANTS;**
- c) ALL DEVELOPMENT PERMITTED UNDER THIS POLICY SHALL, AS FAR AS IS REASONABLY PRACTICAL, BE LOCATED WITHIN THE EXISTING BASES;**
- d) IF, AND ONLY IF, IT IS NOT REASONABLY PRACTICAL TO LOCATE THE DEVELOPMENT WITHIN THE EXISTING BASES, IT MAY BE INTEGRATED WITH EXISTING DEVELOPMENT IN SETTLEMENTS IN CLOSE PROXIMITY TO THE BASES;**
- e) NO DEVELOPMENT SHALL BE PERMITTED UNDER THIS POLICY IF IT WOULD HAVE A SIGNIFICANTLY DETRIMENTAL IMPACT ON EXISTING COMMUNITIES, THE ENVIRONMENT, LOCAL SERVICES, BEST AND MOST VERSATILE AGRICULTURAL LAND, HIGHWAYS OR NATURE CONSERVATION.**

4. HOUSING

- 4.1. The Local Plan has to provide for an adequate and readily available supply of housing land to meet the housing needs of the District, as expressed in the Suffolk County Structure Plan, for the Plan period 1992-2001. The scale of requirements has been assessed in the Structure Plan on the basis of the estimated change in the size of the population as modified by natural change and net migration; the estimated changes in the age, sex and marital status of the population and the rate of household formation, assuming that one dwelling will be required for each household. However, the Structure Plan Draft Alteration No 2 sets out the resultant dwelling requirement for two time periods, 1988 to 2001 and from 2001 to 2006. As the Local Plan is intended just to cover the period from 1992 to 2001, it will only make provision for new development specifically for the period 1992 to 2001, having taken account of the dwellings completed in the period July 1988 to December 1991.

Structure Plan Dwelling Provision

- 4.2. The Structure Plan divides Forest Heath District into the Newmarket and Mildenhall Policy Areas. Policy CS1, in the Structure Plan Draft Alteration No 2, sets out the proposed dwelling requirements for both the District and Policy areas for the period 1988-2001. The Structure Plan figures for the policy areas and the figure for the whole District were rounded off separately. As a result, the sub-totals do not sum to the total. The Local Plan corrects this discrepancy by rounding up the figure for the whole District by 10 dwellings to 4170 (see table 4.1).

TABLE 4.1

STRUCTURE PLAN DWELLING PROVISION 1988-2001 FOREST HEATH DISTRICT

	<u>Dwellings</u>
Newmarket Policy Area	950
<u>Mildenhall Policy Area</u>	<u>3220</u>
District	4170

Source : Suffolk County Structure Plan Draft Alteration No 2
'Suffolk Beyond 2000'

Local Plan Dwelling Provision

- 4.3. There are a number of ways in which the Local Plan will provide for the 4170 extra dwellings required between 1988 and 2001 (see Appendix B). Certain sites have been developed in the period since 1988. For the period after 1991, some sites are already committed by existing planning permissions, the majority of which are accepted by the Local Plan, while others will be new allocations included in the Local Plan for consideration. Principally, there are four main elements to the new dwelling provision for the period 1988 to 2001:

- completed dwellings 1st July 1988 to 31st December 1991;
- land with outstanding planning permission on 31st December 1991;
- development of new land allocations set out in the Plan; and
- development of other unspecified sites (windfalls) allowed by the policies of the Plan from 1st January 1992 to 2001.

- 4.4. The Structure Plan requires that enough land is made available for housing to ensure the number of new dwellings required is actually achieved during the Plan period. For example, the granting of planning permission does not automatically result in the construction of new dwellings. It is therefore proposed, in order to provide the necessary flexibility, that the equivalent of a 3 year supply of dwellings, i.e. planning permission for approximately 1000 dwellings, should be added to the number of additional dwellings required in Policy 4.1 (see Appendix B).

Completions

- 4.5. It has been agreed with the County Council that the total District dwelling stock, as at 30th June 1988 was 21,460. In the period 1st July 1988 to 31st December 1991, 1237 dwellings were completed in the District. This leaves about 2950 dwellings (2923 dwellings rounded up) to be provided in the period 1st January 1992 to 2001. The main means of provision anticipated at 31st December 1991 is outlined in Appendix B. However, the situation will be monitored annually throughout the Plan period, and the Plan reviewed if the District Council considers that the housing land supply requirements outlined in PPG 3 are not being met.

POLICY 4.1

PROVISION IS MADE FOR SUFFICIENT LAND TO ENSURE THAT ABOUT 2950 DWELLINGS ARE CONSTRUCTED BETWEEN 1992 AND 2001, AND TO IMPLEMENT THE STRUCTURE PLAN PROPOSALS FOR RED LODGE THROUGH TO 2006.

Outstanding Planning Permissions

- 4.6. As at December 1991 there existed outstanding planning permissions for approximately 1500 dwellings in the District, and these will make a considerable contribution towards the required dwelling provision. It is intended that the majority of these permissions will be included in the new Local Plan, as long as they conform to the Settlement Policy. Accordingly, those sites with outstanding planning permission, where 5 or more dwellings were still to be completed on 31 December 1991, are shown on the Proposals Map as 'sites with existing planning permission'. The inclusion of a site in Policy 4.2 and on the Proposals Map does not, in itself, confer planning permission. To find out the present planning status of particular sites, reference should be made to the statutory register of planning applications.

POLICY 4.2

AS AT 31 DECEMBER 1991 THE FOLLOWING SITES, AS DEFINED ON THE PROPOSALS MAP, WERE COMMITTED BY THE GRANT OF PLANNING PERMISSION WITH 5 OR MORE DWELLINGS STILL TO BE COMPLETED. EXISTING PLANNING PERMISSIONS FOR RESIDENTIAL DEVELOPMENT WHICH LAPSE, INCLUDING THOSE BELOW, WILL NORMALLY BE RENEWED, PROVIDED THAT SUCH PROPOSALS CONFORM WITH THE SETTLEMENT POLICY AND THE POLICIES AND PROPOSALS ELSEWHERE IN THE PLAN:

NEWMARKET

CODE NO:	APPLIC NO:	DESCRIPTION
N1	87/319	PHANTOM & MORETON
N2	87/572	PALACE HOUSE MANSION
N3	87/841	4 CHEVELEY ROAD
N4	88/1051	C/O ALL SAINTS ROAD/VICARAGE ROAD
N5	89/196	37 THE AVENUE
N6	89/506&507	THE GROVE, FALMOUTH AVENUE
N7	89/844	ALL SAINTS ROAD
N8	90/549	176 EXNING ROAD
N9	90/733	BARTON PLACE
N10	90/628	30 ROWLEY DRIVE

N11	91/430	OAKFIELD HOUSE, VICARAGE ROAD
EXNING		
E1	87/702	SWAN LANE
MOULTON		
MO1	89/436	JUNCTION OF DALHAM ROAD AND CHEVELEY ROAD
MO2	89/626	11 CHIPPENHAM ROAD
MILDENHALL		
M1	88/318	WEST ROW ROAD
M2	88/355	OFF FOLLY ROAD
M3	89/296	LAND WEST OF FOLLY ROAD
M4	89/620	PHASE 4A WEST OF FOLLY ROAD
BRANDON		
B1	83/49	OFF LONDON ROAD
B2	87/108	R/O 13 RATTLERS ROAD
B3	87/304	THETFORD ROAD/DOWNHAM WAY
B4	88/635	FOREST GAME FARM, THETFORD ROAD
B5	88/642 & 90/433	GREEN ROAD/LINGHEATH ROAD
B6	88/710	FIELD ROAD/SEYMOUR AVENUE
B7	89/344 & 91/18	OFF LONDON ROAD
B8	89/788	MOUNTS PIT, THETFORD ROAD
B9	89/813	FINEVALE SERVICE STATION
B10	89/929	RIVERSIDE WAY
B11	90/323	BENEDICT ROAD
LAKENHEATH		
L1	89/445	R/O CASARELLA, 17 BACK STREET
L2	89/707	ERISWELL DRIVE/ROAD
L3	89/652	R/O 53-71 STATION ROAD
L4	90/670	ADJACENT 102 ERISWELL DRIVE
BECK ROW		
BE1	90/587	ADJACENT 5 OAK DRIVE
BE2	88/1030	ADJACENT DONEGAL CARAVAN SITE
BE3	89/973	65-83 HOLMSEY GREEN
RED LODGE		
R1	89/468	FORMER VILLAGE HALL SITE, WARREN ROAD
R2	89/750	OFF MAGNOLIA CLOSE

ICKLINGHAM

I1 89/653

OLD ROAN HALL FARMYARD, THE STREET

WEST ROW

W1 87/776

PARK FARM, FRIDAY STREET

W2 89/610

ADJACENT MALCOLM HOUSE

New Residential Allocations

- 4.7. The strategy for allocating new housing development has been set out in the previous chapter on Settlement Policy. The specific allocation of sites for housing to meet the requirements of the Policy has followed a detailed survey of the District and, in particular, the existing settlements which contain the most appropriate sites for major intensification or peripheral expansion. The development of the sites allocated in the Plan, together with the proposals for Red Lodge, should provide an additional 1950 dwellings, assuming the granting of planning permission for 1300 dwellings at Red Lodge by 2001. The sites specifically allocated for residential development between 1992 and 2001, with the exception of Red Lodge which is dealt with in Chapter 13, are identified in the following policies. All the housing allocations are for general market housing with the exception of Policy 4.4 in Newmarket, which is allocated to meet a specific housing need relating to employees of the horse racing industry. This specific allocation is in accordance with Policies N1 and N2 of the Suffolk Structure Plan which seeks both to safeguard the interests of the horse racing industry and provide housing primarily to accommodate local needs. Their implementation will have regard to the detailed Development Control policies set out elsewhere in the Local Plan.
- 4.8. The allocations for new development concentrate on the development or redevelopment of sites within the existing settlements, rather than on committing substantial development in peripheral or 'greenfield' locations. The result of this is that many sites have specific problems which will delay or limit the extent of their development. The flexibility allowance in paragraph 4.4 is intended to cater for the granting of planning permission for this. In some instances new infrastructure, such as roads or bypasses, will be required. In other cases, nature conservation or open space requirements will result in significantly lower overall densities of housing than could be assumed on greenfield sites. Further, some sites are parts of potentially larger development schemes which are not proposed to come forward until the latter part of the current Plan period. For these reasons, therefore, the overall provision of housing by the allocated sites is not expected to exceed about 650 by 2001.

POLICY 4.3

A SITE OF ABOUT 2 HECTARES (5 ACRES) LOCATED BETWEEN ALL SAINTS ROAD AND THE AVENUE, NEWMARKET, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1992 AND 2001. THE DISTRICT COUNCIL WILL SEEK A HIGH QUALITY URBAN LAYOUT, WHICH WILL IMPROVE THE VISUAL QUALITY OF THE AREA, AND THE PROVISION OF AN ACCEPTABLE ACCESS, WHICH SHOULD INCLUDE A LINK ROAD FROM ALL SAINTS ROAD TO GREEN ROAD. DEVELOPMENT OF THE SITE IS DEPENDENT UPON THE PROVISION OF SATISFACTORY SURFACE WATER DRAINAGE. A DESIGN BRIEF WILL BE REQUIRED FOR THE SITE.

POLICY 4.4

A SITE OF ABOUT 2 HECTARES (5 ACRES) LOCATED TO THE SOUTH WEST OF SEFTON WAY AND LEADERS WAY, NEWMARKET, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1992 AND 2001. DEVELOPMENT ON THE SITE WILL ONLY TAKE PLACE ONCE ACCEPTABLE ACCESS

ARRANGEMENTS HAVE BEEN PROVIDED. THE SITE IS WITHIN AQUIFER PROTECTION ZONE A, WHERE BOTH FOUL AND SURFACE WATER WILL BE REQUIRED TO DRAIN TO PUBLIC SEWERS. DEVELOPMENT WILL ALSO BE DEPENDENT ON THE PLANTING OF SUBSTANTIAL BELTS OF LANDSCAPING TO SAFEGUARD THE AMENITIES OF THE ABUTTING RESIDENTIAL AREA AND THE PRIVACY OF THE RACEHORSE EXERCISE AREA TO THE SOUTH WEST. LEGAL AGREEMENTS WILL BE SOUGHT TO ENSURE THE DEVELOPMENT RELATES TO THE NEEDS OF THE HORSERACING INDUSTRY. A DESIGN BRIEF WILL BE REQUIRED FOR THE SITE.

POLICY 4.5

A SITE OF ABOUT 5.3 HECTARES (13 ACRES) NORTH OF WEST ROW ROAD, MILDENHALL, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1992 AND 2001. THE DEVELOPMENT OF THE SITE SHALL INCLUDE THE PROVISION OF PUBLIC OPEN SPACE, TO NATIONAL PLAYING FIELDS ASSOCIATION STANDARDS, AND APPROPRIATE COMMUNITY FACILITIES TO MEET THE REQUIREMENTS OF THE AREA AS A WHOLE, I.E., AREA COVERED BY DESIGN BRIEF, LAND WEST OF FOLLY ROAD, MILDENHALL.

POLICY 4.6

A SITE OF ABOUT 2.6 HECTARES (6.5 ACRES) TO THE SOUTH OF GONVILLE CLOSE, MILDENHALL, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1992 AND 2001. THAT PART OF THE SITE REQUIRED TO BE SAFEGUARDED TO PROTECT NATURE CONSERVATION INTERESTS SHALL BE RETAINED AS INFORMAL OPEN SPACE. NO DIRECT MEANS OF ACCESS TO THE SITE WILL BE PERMITTED FROM COLLEGE HEATH ROAD. A DESIGN BRIEF WILL BE REQUIRED FOR THE SITE.

POLICY 4.7

A SITE OF ABOUT 6.1 HECTARES (15 ACRES) TO THE EAST OF COLLEGE HEATH ROAD, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1997 AND 2001. DEVELOPMENT OF THE SITE IS DEPENDENT UPON THE PROVISION OF HIGHWAY IMPROVEMENTS AS MAY BE IDENTIFIED BY A TRAFFIC IMPACT ASSESSMENT TO BE CARRIED OUT PRIOR TO THE GRANT OF ANY PERMISSION. FOUL AND SURFACE WATER DRAINAGE SYSTEMS SHOULD BE CONSTRUCTED TO A STANDARD THAT PROVIDES ADEQUATE PROTECTION TO THE QUALITY OF THE UNDERLYING GROUND WATER. THE DEVELOPMENT OF THE SITE SHALL INCLUDE THE PROVISION OF PUBLIC OPEN SPACE TO NATIONAL PLAYING FIELDS ASSOCIATION STANDARDS. A DESIGN BRIEF WILL BE REQUIRED FOR THE SITE.

POLICY 4.8

A SITE OF ABOUT 2.2 HECTARES (5.5 ACRES) NORTH OF GREEN ROAD, BRANDON, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1992 AND 2001. DEVELOPMENT OF THE SITE WILL NOT COMMENCE UNTIL THE COMPLETION OF THE LINK ROAD BETWEEN THETFORD ROAD AND BURY ROAD, VIA GREEN ROAD, AND WILL BE DEPENDENT UPON THE PROVISION OF A SUBSTANTIAL LANDSCAPE BELT BETWEEN THE SITE AND ABUTTING RESIDENTIAL AREAS. THE SITE IS WITHIN AQUIFER PROTECTION ZONE A WHERE BOTH FOUL AND SURFACE WATER WILL BE REQUIRED TO DRAIN TO PUBLIC SEWERS. A DESIGN BRIEF WILL BE REQUIRED FOR THE SITE.

POLICY 4.9

A SITE OF ABOUT 4 HECTARES (10 ACRES) WEST OF BURY ROAD, BRANDON, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1992 AND 2001. DEVELOPMENT OF THE SITE WILL REPRESENT THE FIRST PHASE OF DEVELOPMENT OF A LARGER SITE BETWEEN BURY ROAD AND LAND ALLOCATED FOR EMPLOYMENT DEVELOPMENT SOUTH OF

LONDON ROAD, BRANDON AND WILL NOT BE IMPLEMENTED BEFORE JANUARY 1997. DEVELOPMENT WILL BE DEPENDENT UPON THE PROVISION OF A NEW ROAD LINKING BURY ROAD, B1106, AND LONDON ROAD, A1065, FROM WHICH ACCESS WILL BE TAKEN. THE JUNCTION WITH BURY ROAD SHOULD MAKE SATISFACTORY ARRANGEMENTS FOR THE BURY ROAD/RATTLERS ROAD AND BURY ROAD/GREEN ROAD JUNCTIONS. THE LAYOUT OF THE SITE WILL BE IN ACCORDANCE WITH A DESIGN BRIEF WHICH WILL INDICATE HOW IT WILL RELATE TO FUTURE PHASES OF DEVELOPMENT. THERE SHOULD BE ADEQUATE SCREENING ON THE SOUTHERN BOUNDARY OF THE SITE TO PROTECT THE AMENITIES OF THE ADJOINING COUNTY WILDLIFE SITE AND COUNTRY PARK.

POLICY 4.10

A SITE OF ABOUT 1.8 HECTARES (4.5 ACRES) INCLUDING MATTHEWS NURSERY AND LAND TO THE NORTH IN LAKENHEATH, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1992 AND 2001. DEVELOPMENT OF THE SITE WILL BE DEPENDENT UPON THE PROVISION OF A SATISFACTORY NEW VEHICULAR ACCESS OFF THE HIGH STREET FROM THE NORTH AND WILL TAKE ACCOUNT OF ITS PARTIAL LOCATION IN THE CONSERVATION AREA. A DESIGN BRIEF WILL BE REQUIRED FOR THE SITE.

POLICY 4.11

A SITE OF ABOUT 4.5 HECTARES (11.1 ACRES) NORTH OF STATION ROAD, LAKENHEATH, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1992 AND 2001. DEVELOPMENT OF THE SITE WILL BE DEPENDENT UPON THE PROVISION OF SATISFACTORY ACCESS ARRANGEMENTS OFF STATION ROAD, AND THE PRIOR RELOCATION OF THE VEGETABLE PROCESSING PLANT. DEVELOPMENT SHOULD REFLECT THE SITE'S LOCATION ON THE RURAL EDGE OF THE SETTLEMENT AND, PRIOR TO DEVELOPMENT COMMENCING, A NEW HEDGEROW SHALL BE PLANTED ALONG THOSE BOUNDARIES ADJOINING OPEN COUNTRYSIDE. A DESIGN BRIEF WILL BE REQUIRED FOR THE SITE.

POLICY 4.12

A SITE OF ABOUT 1.6 HECTARES (4 ACRES) OFF LAMBLE CLOSE, BECK ROW, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1992 AND 2001. DEVELOPMENT POTENTIAL OF THE SITE WILL BE DEPENDENT ON AGREEING SATISFACTORY ACCESS AND SURFACE WATER DRAINAGE ARRANGEMENTS. A DESIGN BRIEF WILL BE REQUIRED FOR THE SITE.

POLICY 4.13

A SITE OF ABOUT 0.5 HECTARES (1.2 ACRES) OFF TWEED CLOSE, MOULTON, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR RESIDENTIAL DEVELOPMENT BETWEEN 1992 AND 2001. DEVELOPMENT OF THE SITE WILL BE DEPENDENT UPON THE PROVISION OF A SUBSTANTIAL BELT OF LANDSCAPING ON ITS NORTH AND WEST BOUNDARIES. A MINIMUM DISTANCE OF 9 METRES SHOULD BE RETAINED BETWEEN THE DEVELOPMENT (INCLUDING GARDEN AREAS) AND THE RIVER EDGE. THE LAYOUT AND DENSITY OF THE DEVELOPMENT SHOULD RESPECT THE SITE'S POSITION ON THE RURAL EDGE OF THE VILLAGE. A DESIGN BRIEF WILL BE REQUIRED FOR THE SITE.

Windfall Sites

- 4.9. Within the development boundaries, as defined on the Proposals Map, there is a presumption in favour of development, subject to satisfying other policies contained in the Plan. It is likely that over the Plan period sites will come forward for residential development which have not been anticipated by allocations in the Plan. These sites can range in size

from infill plots to large sites resulting from the recycling of other urban land uses, and are known as 'windfall sites'. Intensification can also take place through the conversion of existing buildings which may be especially appropriate for small flat development. The Structure Plan makes no specific allowance for windfalls, and leaves the Local Plan to anticipate enough land to meet the required housing provision from all sources, including windfalls.

- 4.10. In seeking to take account of the likely windfall provision for the District, regard has been given to the advice set out in the Department of the Environment's Planning Policy Guidance Note No 3, 'Land for Housing'. Whilst to some extent the provision of small windfall sites can be anticipated, sites of more than 0.4 hectares are much more difficult. The majority of these sites have been specifically allocated by the Plan, particularly where there is a strong likelihood of development. However, as the supply of small windfall sites has been historically more predictable, the Plan assumes that some 500 dwellings may come forward up to 2001 as a result of such development. This estimate is based upon a number of factors - the contribution that sites of under 0.4 hectares have made to housing provision in the District between 1985 and 1989; the broad definition of a windfall site adopted for the purposes of this plan; and the general likelihood that opportunities for windfall development will decrease as time goes by because land is a finite resource.
- 4.11. The development of a windfall site will only be acceptable if it respects the existing pattern of development in both visual and use terms. The development of backland sites will not normally be permitted unless it can be demonstrated that the development will clearly enhance the character and appearance of the locality and not cause the significant loss of amenity to surrounding areas.
- 4.12. Valuable public or private space, or gaps in the existing built form that make a significant contribution to the quality of townscape and amenity should be preserved. The loss of valuable public and private amenity areas will normally be resisted as unacceptable windfall sites.
- 4.13. In all but the higher density core of the District's towns, the traditional pattern of development is varied; some buildings nestle closely together, whilst others are more generously spaced. Sometimes the gap between buildings is linked by an historical boundary wall or mature hedge which makes an important contribution to the street scene. The irregular spacing and orientation of buildings are important characteristics of townscape that should be respected when considering development of any windfall sites.

Towns

POLICY 4.14

WITHIN THE TOWNS HOUSING DEVELOPMENT IN THE FORM OF ESTATES WILL NORMALLY BE PERMITTED ON SITES ALLOCATED ON THE PROPOSALS MAP. THERE MAY ALSO BE OPPORTUNITY FOR ESTATE DEVELOPMENT ON REDEVELOPMENT SITES, AND GROUPS OF DWELLINGS OR INFILLING DEVELOPMENTS TO BE BUILT. SUCH PROPOSALS WILL NORMALLY BE PERMITTED PROVIDED THAT:

- a) THEY ARE WITHIN THE DEVELOPMENT BOUNDARY AS DEFINED ON THE PROPOSALS MAP;
- b) THEY DO NOT RESULT IN THE LOSS OF RESIDENTIAL OR VISUAL AMENITY;
- c) THEY DO NOT RESULT IN THE LOSS OF A VALUABLE OPEN SPACE, A VIABLE EMPLOYMENT SITE OR OTHER IMPORTANT COMMUNITY USE;

- d) THEY ARE NOT DETRIMENTAL TO SIGNIFICANT NATURE CONSERVATION INTERESTS;
- e) THEIR LAYOUT AND DESIGN RESPECTS THE ESTABLISHED PATTERN AND CHARACTER OF DEVELOPMENT IN THE LOCALITY.

Villages and Minor Settlements

- 4.14. In the future, development in the majority of villages will continue to be restricted. Some allowance may be made in certain villages to deal with specific local issues, such as local needs housing, otherwise the development boundaries, as defined on the Proposals Map, are the limit of development. The only exception to this policy will be the larger villages of Beck Row, Lakenheath and Moulton. In these villages specific allocations have been made for new development, which are shown on the Proposals Map. Elsewhere in these three villages, and in the remaining villages, development will be limited to infill or small groups of dwellings, where appropriate, within the development boundary. "Infill" is defined as the filling of a small undeveloped plot on an otherwise built up road frontage by one or two dwellings. A "small group" is up to four or five related dwellings.
- 4.15. The irregular pattern of development referred to in paragraph 4.13 is even more characteristic of villages and minor settlements. Existing gaps in development often allow wedges of surrounding countryside to permeate into the built up area, or at least allow views of the countryside beyond. These features, together with prominent, indigenous trees, hedges and mature landscaping, give many parts of villages a traditional rural character and appearance, and should be respected.
- 4.16. Villages in the District are generally linear in form, and mainly restricted to frontage only development, the latter being particularly true of the smaller villages. In-depth or estate development can result in an alien suburban form which is particularly difficult to integrate satisfactorily with the traditional pattern and character of the village. Hence the allocation of sites for estate development has been restricted to a limited number within the larger villages.

POLICY 4.15 **WITHIN THE DEVELOPMENT BOUNDARIES OF THE VILLAGES, AS DEFINED ON THE PROPOSALS MAP, NEW HOUSING DEVELOPMENT WILL NORMALLY TAKE THE FORM OF INFILL OR SMALL GROUPS OF DWELLINGS. WITHIN BECK ROW, LAKENHEATH AND MOULTON, ESTATE DEVELOPMENT MAY BE APPROPRIATE ON SITES ALLOCATED ON THE PROPOSALS MAP. DEVELOPMENT SHOULD COMPLY WITH THE CRITERIA OUTLINED IN POLICY 4.14.**

POLICY 4.16 **WITHIN THE DEVELOPMENT BOUNDARIES OF THE MINOR SETTLEMENTS, AS DEFINED ON THE PROPOSALS MAP, NEW DEVELOPMENT WILL ONLY BE ALLOWED IN EXCEPTIONAL CIRCUMSTANCES FOR INFILL OR CONVERSION OF EXISTING BUILDINGS. DEVELOPMENT SHOULD COMPLY WITH THE CRITERIA OUTLINED IN POLICY 4.14.**

Density

- 4.17. A balance needs to be struck between the requirement to make the best and most efficient use of land allocated for new housing development, and the need to create a pleasant residential environment, appropriate for its location and integrated within the established pattern of development. These objectives can, in part, be met by the application of controls over the density of new housing development. Densities, which are an expression of the relationship between site area and the number of dwelling units which are built on it, vary throughout the District. In Suffolk the Structure Plan proposes an overall net residential density of

between 25-37 dwellings per hectare (10-15 dwellings per acre) in suburban areas. However, in rural areas, such as villages, and the rural edge of towns, densities of less than 25 dwellings per hectare (10 dwellings per acre) will be more appropriate. Alternatively, on town centre, or distinctly urban sites, density of over 37 dwellings per hectare (15 per acre) may be appropriate. Densities will also vary according to the type of site, and in response to design factors and service capacities. Standard of design and layout will be particularly important issues in deciding an acceptable density for a site.

- 4.18. There are some areas of the towns where the existing character of the residential area should be retained because of their contribution to the overall townscape of the settlement. These areas, which are generally low density with mature landscape, are recognised in the Local Plan as Areas of Special Character, where new development should reflect the existing density and character of the area.

POLICY 4.17 IN NEW HOUSING DEVELOPMENT IMPORTANCE WILL BE ATTACHED TO OBTAINING AN ADEQUATE RANGE OF DWELLING TYPES AND SIZES TO MEET THE DIFFERING NEEDS OF THE POPULATION. HOUSING DENSITIES WILL NEED TO VARY ACCORDING TO THE LOCATION, SITE CHARACTERISTICS AND THE NATURE OF THE PROPOSED DEVELOPMENT. THE DISTRICT COUNCIL WILL SEEK TO ACHIEVE A DENSITY THAT IS CONSISTENT WITH THE NEED TO PROVIDE AN ATTRACTIVE RESIDENTIAL ENVIRONMENT FOR ALL TYPES OF HOUSEHOLDS, AND THE NEED TO MAKE BEST USE OF LAND AVAILABLE FOR DEVELOPMENT.

POLICY 4.18 WITHIN AREAS OF SPECIAL CHARACTER, AS DEFINED ON THE PROPOSALS MAP, REGARD SHALL BE GIVEN TO THE EXISTING OVERALL RESIDENTIAL DENSITY OF THE AREA OF SPECIAL CHARACTER AND ANY PROPOSED DEVELOPMENT SCHEMES SHALL BE COMPLEMENTARY TO THAT DENSITY.

Residential Development in Areas of Poor or Mediocre Townscape Quality

- 4.19. The design of new residential schemes, whether as infill sites or as larger estate development, is recognised as being crucial to enhancing the attractiveness of the District as a place to live and work. The main components of design are scale and density of development, height and massing of its various elements, materials used, layout, landscaping, access and parking. In particular, it is the scale of new housing development, and the way in which it is integrated into the existing environment, which has the most potential to cause adverse public reaction.
- 4.20. All three main towns, and most of the villages, have their own special character which has derived from the historical origin of the settlement. The layout and design of new housing estates should therefore follow the established form of development found within each particular settlement. Policies 4.3 to 4.13, together with associated Development Briefs and Policies 4.14 to 4.16, all seek to safeguard the character and appearance of attractive areas of towns and villages. However, it is recognised that not all parts of the towns and villages are as attractive as their historic core. Unfortunately, not all postwar development has been successfully integrated into the traditional pattern of the settlement. It is important to learn lessons from the past and to recognise that good quality new development has the potential to make a positive contribution and improve areas currently lacking in townscape quality.

POLICY 4.19 IN AREAS WITH POOR OR MEDIOCRE TOWNSCAPE QUALITY, THE FORM, LAYOUT OR DESIGN OF HOUSING AND ASSOCIATED LANDSCAPING SHOULD CREATE A NEW SENSE OF PLACE AND POINT OF INTEREST, WHICH WILL PROVIDE A POSITIVE IMPROVEMENT

**TO THE STANDARD OF THE BUILT ENVIRONMENT OF THE AREA IN
GENERAL.**

Layout of New Housing Estates

- 4.21. Within new housing estates, the adoption of appropriate standards for the provision of informal open space, car parking and highways, and guidance on layout and design, will help to ensure the most satisfactory and visually pleasing development. The Plan includes policies which give general guidance as to the principles to be adopted in the design of the new development. As a result, it is hoped the layout of the new housing development, and the appearance of the buildings, will make a positive contribution to the environment of the Plan area.
- 4.22. Highway standards are of considerable significance in determining the quality of a housing layout. The intention within housing areas must be to provide a safe environment, in both use and visual terms, by means of a hierarchy of roads, a residential environment in which people are more important than the motor vehicle, and an attractive layout appropriate for the site's locality. Developers will be expected to meet the current local or national highway design standards, but these should be applied flexibly to achieve imaginative housing layouts. Consideration of the full range of traffic calming measures will be encouraged.
- 4.23. Both the "Suffolk Design Guide", together with the second edition of the Department of the Environment's Design Bulletin 32 - "Residential Roads and Footpaths", will be adopted as supplementary planning guidance to provide advice when designing new residential development. Guidance on the provision of public open space, including children's play areas, is contained in Chapter 10, "Recreation and Leisure", under the section entitled "Outdoor Playing Space".

POLICY 4.20

**THE FOLLOWING CRITERIA WILL BE APPLIED TO THE LAYOUT OF
NEW HOUSING ESTATES:**

- a) A HIERARCHY OF ROUTES SHOULD BE CREATED, WHICH INCLUDE THE USE OF TRAFFIC CALMING MEASURES AS AN INTEGRAL PART OF THE DESIGNS. ROAD LAYOUTS SHOULD BE DESIGNED IN ACCORDANCE WITH THE REQUIREMENTS OF THE HIGHWAY AUTHORITY;
- b) THE DESIGN OF LAYOUTS SHOULD PROVIDE SAFE AND PLEASANT CONDITIONS FOR PEDESTRIANS, DISABLED PERSONS AND CYCLISTS; EASY ACCESS TO PUBLIC TRANSPORT AND DISCOURAGE THROUGH TRAFFIC, AND AN ATTRACTIVE LAYOUT APPROPRIATE FOR THE SITE'S LOCALITY;
- c) UNDEVELOPED AREAS, SUCH AS CHILDREN'S PLAY AREAS AND INFORMAL OPEN SPACE, SHOULD BE CREATED WITHIN THE DEVELOPMENT TO AVOID MONOTONY AND TO FORM A PLEASANT LIVING ENVIRONMENT;
- d) ALTHOUGH THERE SHOULD BE DIVERSITY OF DWELLING TYPES, SIZES AND DESIGNS, BUILDINGS SHOULD RELATE HARMONIOUSLY WITH EACH OTHER AND BE IN SYMPATHY WITH THEIR SURROUNDINGS;
- e) NATURAL LANDSCAPE FEATURES, INCLUDING HEDGES AND TREES, SHOULD BE RETAINED WHEREVER POSSIBLE, TOGETHER WITH WALLS OR INCIDENTAL BUILDINGS;

- f) ELECTRICITY, TELEPHONE, AND OTHER CABLE SYSTEMS SHOULD BE PLACED UNDERGROUND, OR IN SUITABLY CONCEALED LOCATIONS; AND
- g) PROVISION OF A SAFE AND SECURE ENVIRONMENT IN ACCORDANCE WITH POLICY 8.27.

Detailed Design of New Housing

- 4.24. Particular importance is attached to the appearance of individual buildings. There is considerable concern that many of the new buildings constructed in the District fail to reflect the architectural form and materials typically found in this area. However, it is not expected that new developments should slavishly follow set guidelines or copy 'historical designs'. What is required is that the designs of new schemes should be inventive and balance traditional values of workmanship and materials with modern requirements. New development will be judged against broad criteria, supported by the 'Suffolk Design Guide'.

POLICY 4.21 THE FOLLOWING CRITERIA WILL BE APPLIED TO THE DESIGN OF NEW HOUSING:

- a) CAREFUL ATTENTION WILL BE PAID TO THE CHARACTER OF THE SITE TO ENSURE THE RELATIONSHIP OF THE PROPOSED DEVELOPMENT TO THE LOCAL ENVIRONMENT IS SATISFACTORY;
- b) DESIGNS SHOULD PAY REGARD TO THE SCALE, FORM AND MATERIALS OF TRADITIONAL BUILDINGS IN THE AREA; AND
- c) NATURAL FEATURES AND RETAINED TREES AND HEDGES SHOULD BE ENHANCED BY SUITABLE LANDSCAPING SCHEMES.

External Space Standards

- 4.25. The tendency towards smaller households is likely to be reflected in the construction of smaller size dwellings. There is a danger that this will lead to the erosion of residential amenities, particularly in the reduction of garden size and the private space associated with each dwelling. Whereas it may be desirable to achieve a traditional form of layout, particularly in historical areas, with minimal private space in front of the dwelling, it is desirable to ensure that adequate private amenity space is provided. The design of residential layouts should ensure that adequate privacy is provided for these areas. In particular circumstances, the Council may consider it appropriate to curtail the Permitted Development Rights of the General Development Order to safeguard the residential amenities of future occupiers.

POLICY 4.22 NEW HOUSING DEVELOPMENT SHOULD BE DESIGNED TO ENSURE THAT EACH DWELLING HAS AN ACCEPTABLE AMOUNT OF PRIVATE AMENITY SPACE, WITH ADEQUATE PRIVACY AND SUFFICIENT DAYLIGHT AND SUNLIGHT. WHERE NECESSARY, THE COUNCIL WILL IMPOSE CONDITIONS TO CURTAIL PERMITTED DEVELOPMENT RIGHTS FROM DWELLINGS TO SAFEGUARD THESE AMENITIES.

Agricultural/Essential Workers' Dwellings in the Countryside

- 4.26. While there is a presumption in Policy 3.4 against new isolated dwellings in the countryside, the need to provide housing for those engaged in agriculture, forestry or other essential rural workers, must be recognised. Changes in farming needs, greater personal mobility and the desire of agricultural workers and their families to live close to facilities in villages, has considerably reduced the need for dwellings for agricultural personnel on farms. Nevertheless, there will be cases where it is essential for the efficient working of an enterprise to

locate a new dwelling away from a village. In the case of a new agricultural business being formed, temporary accommodation may be appropriate. This type of development is dealt with by Policy 9.3 in Chapter 9 "The Rural Area".

POLICY 4.23 NEW DWELLINGS FOR AGRICULTURAL AND FORESTRY PERSONNEL WILL BE EXPECTED TO BE LOCATED WITHIN EXISTING SETTLEMENTS UNLESS, IN THE CASE OF CERTAIN KEY PERSONNEL, THE NEEDS OF THE ENTERPRISE CAN BE SHOWN TO JUSTIFY AN EXCEPTION BEING MADE TO POLICY 3.4 IN RESPECT OF RESIDENTIAL DEVELOPMENT IN THE RURAL AREA. PROPOSALS WILL BE CONSIDERED IN ACCORDANCE WITH ANNEX E OF PPG 7.

Replacement or Extended Dwellings in the Countryside

- 4.27. The replacement or extension to existing dwellings in the countryside may be allowed subject to strict criteria. A modest change in the size or appearance compared to the original may be acceptable. Problems may arise from proposals for house extensions, especially where the dwelling has resulted from the conversion of an existing building. It is essential that such proposals are of a scale and design compatible with the existing dwelling and its surroundings and do not adversely affect the landscape.

POLICY 4.24 REPLACEMENT OR EXTENSION OF AN EXISTING DWELLING IN THE COUNTRYSIDE MAY BE PERMITTED, PROVIDED THAT:

- a) THE SCALE AND APPEARANCE OF THE RESULTANT BUILDING IS NOT DETRIMENTAL TO THE AMENITIES OF THE COUNTRYSIDE;
- b) THE NUMBER OF DWELLING UNITS IS NOT INCREASED; AND
- c) DOES NOT INVOLVE THE ENLARGEMENT OF THE RESIDENTIAL CURTILAGE.

WHERE A PROPOSAL FOR REPLACEMENT OR EXTENSION INVOLVES SUBSTANTIAL CHANGE, IT WILL BE TREATED AS A NEW DWELLING.

Residential Caravans

- 4.28. There are a number of sites in the District where residential caravan sites have been established. Where these fall within the development boundaries, as identified on the Proposals Map, proposals for the redevelopment of these sites for permanent housing will normally be allowed. Sites which fall outside the development boundaries will be strictly controlled in accordance with the Settlement Policy. Temporary permissions are sometimes given for residential caravans where exceptional personal circumstances dictate, such as accommodation for an elderly relative.

POLICY 4.25 PLANNING PERMISSION WILL NOT NORMALLY BE GRANTED FOR RESIDENTIAL CARAVANS ON SITES WHICH WOULD NOT RECEIVE PLANNING PERMISSION FOR PERMANENT RESIDENTIAL DEVELOPMENT. THE REDEVELOPMENT OF EXISTING CARAVAN SITES WITHIN DEVELOPMENT BOUNDARIES WILL NORMALLY BE ALLOWED.

Affordable Housing

- 4.29. Recent studies show that only 12% of new households within the District can afford to buy a 3-bedroomed house on the open market. It also shows that only 49% of new households can afford to buy a 1-bedroomed starter home. When this is coupled with the reduction in the availability of

public sector rented housing, and the effect of the United States Air Force on the private rented sector, the problems of providing accommodation for the lower income groups is an important issue for the Plan to consider.

- 4.30. In terms of assessing current need for low cost rented accommodation, the main indicator, the waiting list, has remained constant for a number of years at around 1000 applicants. However, the number of properties becoming available for re-letting has significantly decreased. Often, need is hidden, only becoming evident when suitable properties become available for let. As a result, there is concern that the waiting list does not reflect the underlying need for low cost housing in the area.
- 4.31. In the rural areas, Central Government is now encouraging Local Planning Authorities to operate an "exceptions" policy to help increase the supply of low cost houses. Within this Plan, the exception Policy 3.5 allows the possibility of affordable housing for local needs on land without 'hope value' outside the development boundary of a rural settlement.
- 4.32. Whilst higher land values make the task more difficult, there is also some scope to provide affordable housing within development boundaries, either on District Council owned land, or on larger private sector developments. The District Council's Housing Policy Statement dated September 1991, contains a number of policies indicating that the District Council will seek to work in partnership with Housing Associations and/or the private sector, to provide affordable housing wherever possible. This document is referred to as Supplementary Planning Guidance.
- 4.33. Government guidance in PPG 3 makes it clear that Local Plans can contain Policies that seek to obtain a proportion of affordable housing within general housing allocations and developments, provided such Policies do not seek to impose a quota on developers, regardless of market or site conditions. When assessing local need, the District Council will take into account its housing waiting list, and any additional relevant information available. A range of measures which may be an acceptable means of providing affordable housing are outlined in the District Council's Housing Policy Statement dated September 1991.

POLICY 4.26

THE DISTRICT COUNCIL WILL SEEK TO ENSURE THAT ALL SUBSTANTIAL NEW RESIDENTIAL DEVELOPMENTS IN THE DISTRICT, OF 50 OR MORE DWELLINGS, HAVE AN AGREED PROPORTION OF AFFORDABLE HOUSING FOR RENT AND/OR SHARED OWNERSHIP, SUBJECT TO RESTRICTIONS TO ENSURE THAT THE BENEFITS OF LOW COST PROVISION PASS NOT ONLY TO INITIAL BUT SUBSEQUENT OCCUPANTS AS WELL. THE AGREED PROPORTION WILL BE IN ACCORDANCE WITH THE NEED OF THE AREA AND THE REQUIREMENT TO PROVIDE A BALANCED SOCIAL STRUCTURE. IT MAY BE ACCEPTABLE TO MAKE THIS PROVISION ON AN ALTERNATIVE SITE, OR IN COLLABORATION WITH AN APPROPRIATE AFFORDABLE HOUSING AGENCY.

Special Needs Housing

- 4.34. Responsibility for the provision of specialist residential accommodation which provides for people in need of care, such as homes for the elderly, and nursing homes, is divided between public authorities, charities and privately financed organisations. Such accommodation is as defined in Class C2 of the Town and Country Planning (Use Classes) Order 1987.
- 4.35. In view of the residential nature of these uses, and the limited mobility of occupants, it is considered that, in the future, such accommodation should normally be located within predominately residential areas of the District, and with easy access to the necessary community facilities and shops, providing such accommodation does not adversely affect the

character and amenities of the particular area in which it is to be located.

POLICY 4.27

PLANNING PERMISSION WILL NORMALLY BE GRANTED FOR NURSING HOMES, REST HOMES, SHELTERED HOUSING SCHEMES FOR THE ELDERLY, HOMES FOR SPECIAL NEEDS GROUPS, INCLUDING THE PHYSICALLY OR MENTALLY HANDICAPPED, PROVIDED THAT:

- a) THE LOCATION OF THE PROPOSED DEVELOPMENT REFLECTS THE REQUIREMENTS OF ITS PROSPECTIVE OCCUPANTS, BEING SITED IN CLOSE PROXIMITY TO SHOPS, COMMUNITY FACILITIES, PARKS AND BUS ROUTES;
- b) THE PROPOSED DEVELOPMENT DOES NOT CREATE AN OVER CONCENTRATION OF SIMILAR ACCOMMODATION IN ANY ONE STREET OR AREA;
- c) THE PROPOSED DEVELOPMENT IS DESIGNED, OR WILL BE ADAPTED, TO REFLECT THE SPECIFIC NEEDS OF RESIDENTS, INCLUDING MAKING APPROPRIATE PROVISION FOR THOSE WITH DISABILITIES; AND
- d) THE PROPOSED DEVELOPMENT DOES NOT CONFLICT WITH OTHER POLICIES AND PROPOSALS PUT FORWARD IN THE PLAN.

WHERE PLANNING PERMISSION IS GRANTED SPECIFICALLY FOR SHELTERED HOUSING SCHEMES FOR THE ELDERLY, THAT PERMISSION WILL NORMALLY BE SUBJECT TO A LEGAL AGREEMENT REQUIRING OCCUPATION BY AT LEAST ONE PERSON OVER SIXTY YEARS OF AGE.

Conversion of Existing Properties to Flats/Houses in Multiple Occupation (HMOs)

- 4.36. The conversion of large dwellings no longer suited to modern family housing requirements, of redundant commercial buildings, or of underused space above commercial premises, can help to meet the needs of an increasing number of smaller households. This consideration must be balanced against the need to retain family housing and preserve residential amenity. Small family houses, such as terraced and semi-detached premises, are generally unsuited to horizontal division and can create problems of noise where living rooms are next to bedrooms in adjoining properties. Difficulties can also be created with inadequate car parking which has an adverse effect on adjacent properties or car parking provision in the immediate locality.

POLICY 4.28

THE CONVERSION OF AN EXISTING RESIDENTIAL PROPERTY INTO MORE THAN ONE SELF-CONTAINED UNIT OF ACCOMMODATION, OR MULTIPLE OCCUPATION, WILL ONLY BE ACCEPTABLE WHERE:

- a) IT IS TOO LARGE TO BE SUITABLE FOR CONTINUED FAMILY OCCUPATION;
- b) IT CAN BE ACHIEVED WITHOUT SIGNIFICANTLY DAMAGING THE CHARACTER AND APPEARANCE OF ITS IMMEDIATE LOCALITY OR IMPAIRING THE AMENITIES OF THE OCCUPIERS OF ADJOINING PROPERTIES; AND
- c) A SATISFACTORY STANDARD OF ACCOMMODATION IS PROPOSED, INCLUDING AMENITY AREA, OFF-STREET PARKING AND ACCESS, IN ACCORDANCE WITH THE DISTRICT COUNCIL'S ADOPTED STANDARDS, AND ADEQUATE SOUND INSULATION BETWEEN PARTY FLOORS.

PERMISSION WILL NOT NORMALLY BE GRANTED FOR THE CONVERSION OF FAMILY HOUSES INTO FLATS. PROPOSALS FOR THE CONVERSION OF REDUNDANT COMMERCIAL BUILDINGS TO RESIDENTIAL USE MUST BE ACCEPTABLE IN TERMS OF SUITABILITY OF THE PREMISES AND SITE, RESIDENTIAL AMENITY, HIGHWAY AND ENVIRONMENTAL CONSIDERATIONS AND CAR PARKING.

Loss of Dwelling Stock

- 4.37. In order to retain the size of the existing housing stock to meet needs, proposals for changes of use from residential will not be permitted, unless such a change is required to achieve an overriding planning objective. This Policy will also prevent the establishment of unacceptable uses in residential areas, giving rise to environmental disturbance.

POLICY 4.29

PROPOSALS FOR CHANGES OF USE FROM RESIDENTIAL WILL NOT BE PERMITTED UNLESS:

- a) IT IS UNFIT FOR HUMAN HABITATION AND THE DISTRICT COUNCIL IS SATISFIED THAT IT CANNOT BE REHABILITATED; AND
- b) IT IS NECESSARY FOR THE PROVISION OF FACILITIES OF SIGNIFICANT BENEFIT TO THE LOCAL COMMUNITY.

Gypsies

- 4.38. It is primarily the County Council's responsibility to ensure that the required number of gypsy caravan sites are provided in the County. However, the District Council has agreed that it will provide a permanent gypsy caravan site in its area, and this is currently under construction. Once completed, an assessment will be made as to future requirements.

POLICY 4.30

THE DISTRICT COUNCIL, IN CONJUNCTION WITH THE COUNTY COUNCIL, WILL ENSURE THAT SUFFICIENT PERMANENT GYPSY CARAVAN PITCHES ARE PROVIDED, TOGETHER WITH TRANSIT SITES WHERE REQUIRED.

Self-Contained Residential Annexes

- 4.39. It is recognised that there is a demand for self-contained annexes, which are normally required for a relative that is either elderly or has other special needs. Annexes have a special relationship with the main accommodation, and different standards may be appropriate from those applied to independent dwellings. This manifests itself most obviously in reduced privacy standards and the shared use of parking and private amenity areas. Where an independent dwelling would not be acceptable, for design or amenity reasons, or in relation to other Local Plan policies, then any self-contained residential annexe should be capable of being used as an integral or ancillary part of the main dwelling, when no longer required as a separate unit for a relative. The annexe must be seen as part of an extended residence which would be sold and used together with the main unit, and not as a separate and independent unit of accommodation. Therefore, an annexe as an extension to an existing dwelling is generally more satisfactory in planning terms than a separate building.
- 4.40. Where annexes cannot take the form of extensions, due to the design and layout of the main house, a separate annexe in a converted outbuilding may be acceptable. Only exceptionally will a new building be allowed. In the case of a separate annexe, the District Council will seek a legal

agreement to prevent the annexe from being occupied as a separate dwelling unit in the future.

POLICY 4.31 SELF-CONTAINED ANNEXES TO EXISTING DWELLINGS WILL NORMALLY ONLY BE PERMITTED IN THE FORM OF AN EXTENSION. WHERE AN EXTENSION IS NOT APPROPRIATE FOR DESIGN REASONS, CONVERSION OF AN EXISTING BUILDING OR, EXCEPTIONALLY, A NEW BUILDING MAY BE PERMITTED, SUBJECT TO THE ANNEXE BEING OF A SATISFACTORY SCALE, LOCATION AND DESIGN IN RELATION TO THE EXISTING DWELLING, ITS CURTILAGE AND SURROUNDING DWELLINGS. SUCH A SEPARATE ANNEXE MUST BE DESIGNED SO THAT IT WILL SERVE A USEFUL ANCILLARY FUNCTION TO THE MAIN HOUSE WHEN NO LONGER REQUIRED FOR SELF-CONTAINED RESIDENTIAL PURPOSES, AND SHOULD NOT BE OF A FORM WHICH WOULD ENCOURAGE ITS OCCUPATION AS A SEPARATE DWELLING. WHERE AN ANNEXE WOULD BE CAPABLE OF FORMING A SEPARATE DWELLING IN CONTRAVENTION OF THE HOUSING POLICIES OF THE LOCAL PLAN, A LEGAL AGREEMENT WILL BE SOUGHT TO ENSURE ITS OCCUPATION IS TIED TO THE MAIN DWELLING.

Extension to Dwellings

- 4.41. Proposals to extend dwellings add to the overall housing provision, particularly if they increase the number of bedspaces. There is a presumption in favour of allowing extensions to dwellings and the General Development Order does allow a certain amount of development, without specifically requiring planning permission. Larger extensions to dwellings will normally be approved, provided that their design and relationship to adjoining properties is acceptable and sufficient private amenity space remains around the dwelling. Of particular concern is the desire to achieve space around dwellings and, where side extensions are considered, a reasonable gap will be provided to the boundary.

POLICY 4.32 APPLICATIONS FOR ALTERATIONS OR EXTENSIONS TO EXISTING DWELLINGS WILL NORMALLY BE APPROVED PROVIDED THAT THE PROPOSAL:

- a) IS IN KEEPING WITH THE CHARACTER, SIZE AND DESIGN OF THE EXISTING DWELLING;
- b) WILL NOT RESULT IN OVERDEVELOPMENT OF THE DWELLING CURTILAGE;
- c) DOES NOT SERIOUSLY AFFECT THE AMENITIES OF NEIGHBOURING PROPERTIES; AND
- d) IS IN KEEPING WITH THE CHARACTER OF THE AREA AND RETAINS A SATISFACTORY RELATIONSHIP WITH ADJOINING DWELLINGS.

5. EMPLOYMENT AND TOURISM

- 5.1. One of the main aims of the Local Plan is to promote the economic well-being of the District by ensuring that sufficient opportunities exist for employment-based development during the Plan period to meet the employment needs of the local population. This will be achieved by providing a continuous supply of industrial land and premises, and adequate provision for retail and commercial development to meet the growing needs of the population. The likely level of demand for additional employment is difficult to estimate, but will come from the projected additional population in the District, changing trends in the labour force, and the specific requirements of existing and new firms in the area. The District Council's policies and proposals will therefore need to be sufficiently flexible to deal with the likely changes over the next 10 years. The Council's policy of encouraging employment provision to match population growth will, in turn, minimise the potential requirement for car borne commuting and its attendant environmental impact.

Existing Planning Policies

- 5.2. In the Newmarket Policy Area, the strategy has been to provide employment to support anticipated population growth, primarily on sites in Newmarket. Employment needs in villages were recognised in the 'Rural Focus' of Moulton, Kentford and Gazeley. Increased employment provision in the Newmarket District Plan was based on expansion of existing firms, completion of development with outstanding permission, uptake of allocated sites and occupancy of vacant office floor space. The importance of the horseracing and bloodstock industry to the economy of the town was a key feature. The strategy emphasised the need to protect it from the adverse effects of new development, while diversifying the local economy to meet the needs of the town's growing population.
- 5.3. In the Mildenhall Policy Area, the matching of job opportunity and population growth was a fundamental objective of the District Plan, together with the concentration of industrial and commercial development at Mildenhall and Brandon. Beck Row and Lakenheath were not seen as appropriate locations for industrial growth, other than for small firms related to the air bases. Red Lodge was seen as having some potential, with its advantageous location on the A11. Land allocations in the settlements were made accordingly.
- 5.4. In April 1992 there was a total of 20.6 hectares of land available for industrial development in the District. The majority of this has planning permission.

Strategy for Future Economic Development

- 5.5. The District Council currently takes a positive role towards encouraging new employment opportunities by directly providing land, serviced sites and premises for industrial development. This role will continue in the future and is explained in the Council's Economic Development Strategy. However, the essential function of the Local Plan is to ensure the provision of sufficient land to enable the continued expansion of industrial and commercial activity to take place, irrespective of the developer.
- 5.6. The location and scale of employment provision must ultimately be governed by considering a combination of factors. In particular, the scale of employment provision should relate to the needs of the local community and take due account of the likely impact on the environment of the District.
- 5.7. The actual take up of employment land in the District over the last 6 years has been a total of 13.5 hectares (33.4 acres). This covers

periods of both economic boom and recession; therefore, it is considered this previous rate of take up is the best indication available of future demand in the District. Consequently, it is estimated that the likely demand for employment land in the District during the 10 year plan period will be approximately 22.5 hectares (55.7 acres). There is currently 20.6 hectares (51.1 acres) of employment land which either has planning permission or was allocated for industry in the Newmarket Local Plan (3.4 hectares at Willie Snaith Road). None of this land has significant infrastructure constraints and should be capable of being developed during the plan period.

- 5.8. However, in deciding new land allocations, it is important to offer a variety of new employment opportunities throughout the District to attract prospective industrialists, including major employers who may be looking to relocate or establish a new headquarters in the District. To achieve this aim, a science/business park is proposed for Newmarket. Employment development is proposed for Red Lodge to ensure a balanced community. Further industrial development is proposed for Brandon tied to the southern link road, although the scale of development proposed should provide for Brandon into the 21st century. The main principles behind the location of future employment provision is that industrial land should continue to be made available in the main settlements, including Red Lodge, and that the preferred sites are those which have the advantage of good access to the Primary Route Network. The development of individual small units will be encouraged in certain villages, and elsewhere, by the conversion of existing buildings. Wherever such developments are allowed, an important consideration will be to safeguard the local environment and the character of the location.

Existing Industrial Estates

- 5.9. Existing industrial estates in the towns will be further developed and adapted by encouraging the development of vacant sites and extension of existing buildings, subject to appropriate controls. The implementation of outstanding planning permissions will be encouraged. Where appropriate, action will be taken to improve access to industrial estates, and environmental improvements will continue to be a priority.
- 5.10. There may well be pressure to diversify the use of industrial estates from General to Class B1 for office/high technology industry uses. Such developments and changes of use will be approved. The introduction of uses, such as retail, leisure and sports facilities, will be discouraged. The District Council wishes to see the maximum use made of the land allocated for general employment use in terms of providing a comprehensive range of job opportunities. In this respect, B1 (Business) and B2 (General Industrial) uses will be encouraged, but B8 (Storage and Distribution) uses will be assessed by Policy 5.11 and assessed to ensure that excessive areas of low job generating uses are not permitted. When making such an assessment, the District Council will take account of its 'Economic Development Strategy' which is reviewed and published annually.

POLICY 5.1

IN AREAS DEFINED FOR GENERAL EMPLOYMENT USE ON THE PROPOSALS MAP, PLANNING PERMISSION WILL NORMALLY BE GRANTED FOR MOST FORMS OF DEVELOPMENT WHICH ARE CONCERNED WITH INDUSTRIAL AND COMMERCIAL ACTIVITY AND WHICH PROVIDE AN ACCEPTABLE LEVEL OF EMPLOYMENT. PROPOSALS FOR THE CHANGE OF USE OR DEVELOPMENT OF SITES FOR RETAIL, LEISURE AND SPORT USES WILL NOT BE PERMITTED. PROPOSALS FOR NEW OR EXTENDED INDUSTRIAL AND COMMERCIAL DEVELOPMENT WILL HAVE REGARD TO THE FOLLOWING CRITERIA:

- a) DEVELOPMENT SHOULD NOT ADVERSELY AFFECT ANY ADJACENT PROPERTIES OR LAND USES BY REASON OF UNDUE

ENVIRONMENTAL DISTURBANCE SUCH AS NOISE, VIBRATION, SMELL, NOXIOUS EMISSIONS OR DUST;

- b) THE OPEN STORAGE OF GOODS, CONTAINERS, WASTE MATERIALS OR FINISHED PRODUCTS MAY BE CONTROLLED OR PROHIBITED BY PLANNING CONDITION IF SUCH ACTIVITY IS CONSIDERED TO BE SIGNIFICANTLY DETRIMENTAL; AND
- c) THE GUIDANCE OF THE HEALTH AND SAFETY EXECUTIVE, AND OTHER RELEVANT AGENCIES, WILL BE SOUGHT IN DETERMINING PLANNING APPLICATIONS FOR THE DEVELOPMENT OF CONTAMINATED LAND OR DEVELOPMENT INVOLVING THE HANDLING OR STORAGE OF HAZARDOUS SUBSTANCES, OR FOR DEVELOPMENT IN PROXIMITY TO SUCH ACTIVITIES.

POLICY 5.2

THE DISTRICT COUNCIL WILL CONTINUE TO PURSUE ITS POLICY OF ENCOURAGING ENVIRONMENTAL IMPROVEMENTS WITHIN THE EXISTING INDUSTRIAL AREAS.

New Allocations for Industrial and Commercial Development

- 5.11. Although there is currently industrial and commercial land available throughout the District, it is important that the supply is closely monitored to ensure a variety of land and property is always available for future development. The Local Plan proposes further areas for development in two of the main centres, and at Red Lodge, with development of small areas in West Row, Beck Row and Lakenheath. The District Council is also keen to encourage the re-use of existing buildings in the rural areas to provide employment outside the main centres, as long as they conform with the general policies for development in these areas, as outlined in Policies 9.1 and 9.2.

POLICY 5.3

THE DISTRICT COUNCIL WILL ENSURE THAT SUITABLE LAND IS AVAILABLE THROUGHOUT THE DISTRICT TO ENSURE ADEQUATE EMPLOYMENT OPPORTUNITIES ARE AVAILABLE. SUCH DEVELOPMENT SHOULD RELATE TO THE GENERAL DEVELOPMENT CRITERIA CONTAINED IN OTHER POLICIES AND, IN PARTICULAR, SHOULD BE OF GOOD DESIGN, WITH ATTRACTIVE LANDSCAPING.

Newmarket

- 5.12. There are few options available to provide for additional industrial development in Newmarket. Past policy has been to concentrate new development near to the junction of the A45 and Fordham Road specifically on Studlands Park Industrial Estate and, more recently, off Willie Snaith Road. The proposed redevelopment of the Old Sewage Treatment Works site, and the more intensive use of the CI Caravan site, both of which are zoned in Policy 5.1 for general employment use, have reinforced this. It would therefore seem sensible to locate any future development in this general area, taking advantage of the easy access to the A45 and A11. The close proximity of Newmarket to Cambridge also offers the opportunity, in accordance with the Regional Strategy, to develop a high quality business and science park, if a site can be found that has the potential for such a development. For this reason, the site of the George Lambton Playing Field is allocated for the future development of a Science/Business Park. This opportunity has arisen because of the need to provide new and more extensive playing fields elsewhere in the town.

POLICY 5.4

A SITE OF 8 HECTARES (19.8 ACRES) IS ALLOCATED AS A BUSINESS/SCIENCE PARK ON THE FORMER GEORGE LAMBTON PLAYING FIELD, NEWMARKET, AS SHOWN ON THE PROPOSALS MAP. NO DEVELOPMENT WILL BE PERMITTED INVOLVING THE USE, STORAGE OR PRODUCTION OF TOXIC OR PERSISTENT MATERIALS.

SURFACE WATER DRAINAGE WILL REQUIRE SPECIAL CONSIDERATION. THIS PROPOSAL IS DEPENDENT UPON PROVISION OF SATISFACTORY NEW RECREATION FACILITIES ELSEWHERE IN THE TOWN.

Mildenhall

- 5.13. Land is still available on the Mildenhall Industrial Estate, which is well suited to General and Class B1 industrial uses. Further extension of the estate at the western end is likely to cause congestion, particularly at the highway junctions with Field Road. It is proposed that no new extension to the estate be approved until the new bypass is complete.

Brandon

- 5.14. The Brandon Industrial Estate off London Road is substantially developed. There are two further areas of industrial land available immediately to the north of the town in the Fengate Drove area, and off the Weeting Road on the old Forestry Commission Depot. During the Plan period it is intended that additional land be allocated adjoining the existing Industrial Estate off London Road, and will be related to the provision of a new road which will ultimately link to Bury Road (see Policy 6.4). The rate of release of this land will be related to growth in demand.

POLICY 5.5

A SITE OF 12 HECTARES (30 ACRES) IS ALLOCATED OFF LONDON ROAD, BRANDON FOR GENERAL EMPLOYMENT USE, AS SHOWN ON THE PROPOSALS MAP. NO DEVELOPMENT WILL BE PERMITTED INVOLVING THE USE, STORAGE OR PRODUCTION OF TOXIC OR PERSISTENT MATERIALS. SURFACE WATER DRAINAGE WILL REQUIRE SPECIAL CONSIDERATION. NO PART OF THE DEVELOPMENT SHALL BE PERMITTED UNTIL THE LINK ROAD BETWEEN LONDON ROAD AND BURY ROAD, INCLUDING THE JUNCTION OF RATTLERS ROAD AND GREEN ROAD WITH BURY ROAD, HAS BEEN COMPLETED AND OPENED TO TRAFFIC.

Red Lodge

- 5.15. As part of the planned new settlement at Red Lodge, there will be provision made for new employment areas. The scale of provision will be dependent upon the ultimate population size of the settlement, and it will be an objective to achieve as good a balance as possible between the resident workforce and the number and type of local jobs provided. In practice, it will be impossible to provide for a direct match as Red Lodge will attract residents working in a variety of locations, taking advantage of commuting by car or rail to other employment centres.

Lakenheath

- 5.16. Lakenheath is now a substantial settlement. At present, apart from land at the Lakenheath railway station, there is no land specifically allocated for industrial development. In looking at the village, opportunities for small-scale light industrial development should be considered. Any such sites would require careful development to protect the interests of the neighbouring uses, but this should be possible, particularly if development is limited to Class B1 industrial use, or small craft workshops. An important consideration will be the access arrangements, which will have to be agreed with the County Surveyor. The one area under consideration is off the High Street and involves a collection of rundown farm buildings. The rehabilitation of these buildings would offer a good opportunity for the development of small craft workshops, which would have a minimal impact on the surrounding area, but would make good use of existing traditional buildings.

POLICY 5.6

A SMALL AREA OF LAND OFF HIGH STREET, LAKENHEATH, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR THE DEVELOPMENT OF SMALL CRAFT WORKSHOPS INVOLVING THE RE-USE OF EXISTING TRADITIONAL BUILDINGS.

- 5.17. Many of the smaller villages originally developed around the agricultural industry. In certain areas they contained a number of small industrial premises, which have now been demolished or redeveloped. In view of this, it is important, where possible, to retain existing local employment opportunities within these villages, rather than see them become exclusively residential. Therefore, any proposal to change the use of such sites should be viewed in the context of retaining locally based employment.

Employment Development in the Rural Area

- 5.18. Some types of industrial and commercial uses, particularly those which have direct connections with the local rural economy, may wish to be located in rural areas in existing buildings. However, where the need is to locate outside a settlement in the countryside, it will have to be clearly demonstrated, and conform to Policies 9.1 and 9.2. Where such development is proved necessary, it should, where possible, be related to existing buildings and structures, rather than located in open countryside (See policy 9.5). In principle, there will be a presumption against new industrial development in the open countryside.

POLICY 5.7

IN THE RURAL AREA FAVOURABLE CONSIDERATION MAY BE GIVEN TO INDUSTRIAL OR COMMERCIAL PROPOSALS IN THE FOLLOWING CIRCUMSTANCES:-

- a) REUSE OF REDUNDANT RURAL BUILDINGS SUBJECT TO COMPLIANCE WITH POLICY 9.5;
- b) NEW OR EXTENDED BUILDINGS WITHIN SITES ALREADY IN INDUSTRIAL OR COMMERCIAL USE SUBJECT TO COMPLIANCE WITH POLICY 9.2;
- c) NEW SMALL SCALE SITES CLOSELY RELATED TO THE BUILT UP AREA OF A VILLAGE WHERE THERE IS A LACK OF SUITABLE SITES OR PREMISES WITHIN THE VILLAGE, AND SUBJECT TO COMPLIANCE WITH POLICIES 9.1 AND 9.2;
- d) PARTS OF DWELLING HOUSES OR SITES WITHIN THE CURTILAGE OF DWELLING HOUSES, SUBJECT TO COMPLIANCE WITH POLICY 9.2.

WAREHOUSING AND HAULAGE USES WILL NOT BE PERMITTED UNLESS THE ACTIVITY IS PRIMARILY TO PROVIDE A SERVICE TO THE IMMEDIATE LOCALITY.

BUSINESSES SHOULD BE SMALL SCALE AND PREFERABLY PROVIDE JOBS AND/OR SERVICES FOR THE LOCAL COMMUNITY.

POLICY 5.8

WHERE THE USE OF EXISTING BUILDINGS IS IMPRACTICABLE, PROPOSALS FOR NEW DEVELOPMENTS IN THE COUNTRYSIDE WILL ONLY BE ACCEPTABLE WHERE THERE IS AN OVERRIDING NECESSITY TO BE LOCATED AWAY FROM EXISTING SETTLEMENTS, AND SUBJECT TO POLICIES 9.1 AND 9.2.

- 5.19. One exception to this policy is at Beck Row where a site has been allocated for unneighbourly uses at Rookery Drove. This is currently an area of sporadic mixed residential and industrial development, including a scrap yard. In allocating it for this purpose, the Plan will require a high standard of landscaping around the site and will bring development

in the area under better control. To achieve this the District Council will prepare a Development Brief.

POLICY 5.9 A SITE OF 3.2 HECTARES (8 ACRES) IS ALLOCATED AT ROOKERY DROVE, BECK ROW, FOR NON-CONFORMING INDUSTRIAL USES, AS SHOWN ON THE PROPOSALS MAP. DEVELOPMENT OF THE SITE IS DEPENDENT UPON THE PROVISION OF A HIGH QUALITY LANDSCAPING SCHEME, APPROPRIATE DRAINAGE AND ANTI-POLLUTION RESOURCES. A DEVELOPMENT BRIEF FOR THE SITE IS REQUIRED.

Small Scale Business Promotion

- 5.20. The District Council is keen to encourage as wide a range and size of industrial premises as possible in order to give the opportunity for the development of new employment initiatives. The District Council will continue to give grants for the conversion of redundant agricultural buildings in the Rural Area, where appropriate. Where small-scale businesses are seeking sites in areas not allocated for industry, the following policy will apply.

POLICY 5.10 PROPOSALS FOR THE ESTABLISHMENT OF SMALL SCALE BUSINESSES, EITHER IN EXISTING PREMISES OR ON SITES WITHIN TOWNS AND VILLAGES OUTSIDE AREAS DEFINED OR ALLOCATED FOR EMPLOYMENT USE, WILL NORMALLY BE PERMITTED PROVIDED THERE IS NO SIGNIFICANT OBJECTION ON GROUNDS OF ADVERSE EFFECT ON RESIDENTIAL AMENITY, TRAFFIC, THE ENVIRONMENT, SITES OF NATURE CONSERVATION INTEREST, LOCAL SERVICES OR THE SURROUNDING COUNTRYSIDE.

Warehousing

- 5.21. With the A11 and A45 corridors running through the District in close proximity to the towns of Newmarket and Mildenhall, there will be continuing pressure for the location of warehousing and haulage depots. These uses should be located so as to minimise the environmental problems caused by heavy goods vehicles using unsuitable roads, to minimise visual impact on the countryside, to maximise the use of investment that has been made in improving Suffolk's road network and be primarily for local distribution purposes.

POLICY 5.11 THE DEVELOPMENT OF LARGE SCALE WAREHOUSES AND HAULAGE DEPOTS WILL NOT BE PERMITTED, EXCEPT FOR LOCAL DISTRIBUTION PURPOSES. IN THESE CASES DEVELOPMENT WILL BE RESTRICTED TO SITES PROPOSED FOR INDUSTRIAL USE WITH GOOD ACCESS TO THE PRIMARY ROAD NETWORK. THEIR DESIGN AND LAYOUT MUST RESPECT THE NEED TO PROTECT THE LANDSCAPE, SITES OF CONSERVATION INTEREST AND RESIDENTIAL AMENITY.

Office Development

- 5.22. In order to protect the traditional role of town centres as service centres, speculative office development will not normally be permitted where this is out of scale or damaging to the economy of the centre. Where acceptable, such development will be diverted to those areas defined or allocated for employment uses where Class B1 uses are allowed.

POLICY 5.12 OFFICE DEVELOPMENT (CLASS B1) WILL BE PERMITTED IN AREAS DEFINED OR ALLOCATED FOR GENERAL EMPLOYMENT USE. SMALL SCALE OFFICE DEVELOPMENT MAY BE ALLOWED ELSEWHERE WITHIN SETTLEMENTS, SUBJECT TO THE REQUIREMENTS OF POLICIES 4.29, 5.10 AND 7.5.

- 5.23. Provision for small-scale offices is often made by conversion of residential accommodation around the town centre. However, the need to retain, wherever possible, housing within town centres, and to avoid changes in the character of historic towns, has to be balanced against the contribution that office uses may make to the repair and conservation of historic buildings (see Policy 4.29).

Tourism Development

- 5.24. An important aspect of the local economy that can be further developed is that of tourism, and the Plan can provide the opportunity for such development. The recent development at Center Parcs will attract 250,000 visitors each year into the District. Similarly, a large number of people travel through the District, but are not encouraged to stop. American Service personnel regularly enter Europe through RAF Mildenhall, and more visitors will come via Stansted and the East Coast Ports. To take maximum economic advantage of this potential market, the District Council will seek the maintenance and improvement of existing, and provision of new, visitor attractions and facilities.
- 5.25. Tourism can also place pressures on the locality and thus its development needs to be balanced against its possible impact on the local built and rural environment. A Tourism Strategy is to be developed for the District which will identify those aspects which should be marketed, either individually or in co-operation with other adjoining Districts, and which will have an acceptable impact on the local environment. In particular, development should relate to other policies in the Plan aimed at protecting the natural environment, e.g. Policies 5.17, 8.6, 8.8 and 8.10. In the Brecks, development should be compatible with the objectives of The Brecks Study and, in all cases, reference should be made to Government policy currently found in PPG21 relating to environmentally sustainable development.

POLICY 5.13

DEVELOPMENT OF NEW VISITOR ACCOMMODATION AND FACILITIES WILL GENERALLY BE ENCOURAGED WHERE IT DOES NOT CONFLICT WITH OTHER POLICIES IN THE LOCAL PLAN. DEVELOPMENT WILL BE PARTICULARLY WELCOME WHERE IT:

- a) EXTENDS OR ENHANCES THE RANGE OF TOURIST ATTRACTIONS IN THE DISTRICT THROUGHOUT THE TOURIST SEASON;**
- b) PROVIDES EMPLOYMENT; AND**
- c) RELIEVES EXISTING CONFLICTS, LEADS TO THE REMOVAL OF EYESORES OR BRINGS ABOUT THE CONSERVATION OR IMPROVEMENT OF THE ENVIRONMENT.**

Visitor Attractions

- 5.26. The District has all the right ingredients to benefit from the attraction of visitors into the area. In Newmarket the horse racing industry provides a unique opportunity to capitalise on Newmarket's world-wide reputation as the centre of the industry. At present, only a limited insight is offered into the industry through the National Horse Racing Museum and selected equine tours. The District Council considers that a Heritage Centre, dedicated to all aspects of the horse racing industry, could be developed in the town, complementing the National Horse Racing Museum. Other visitor facilities and attractions associated with the horseracing industry will be encouraged subject to compliance with the Policies in Chapter 12.

POLICY 5.14

THE DISTRICT COUNCIL WILL PROMOTE THE TOURIST POTENTIAL OF NEWMARKET'S RACING HISTORY AND ENCOURAGE THE ESTABLISHMENT OF A HERITAGE CENTRE IN NEWMARKET DEDICATED TO THE HORSERACING INDUSTRY.

- 5.27. Elsewhere in the District, the very attractive and diverse countryside, together with the historical connections of Mildenhall and Brandon, can provide the kind of attractions that will bring real economic benefit to the District. To achieve this, not only will the attractions need to be developed, but also information and promotion will need to be improved, the environment protected and the amenities maintained to a high standard.
- 5.28. Mildenhall already has its own museum and, to complement this, the District Council has provided a visitor attraction at Brandon devoted to the town's origins as the centre of the flint and fur industry. The use of an Interpretation Centre, provided by the Forestry Commission, for the newly designated Thetford Forest Park, Brandon Country Park and the Heritage Centre will be promoted and specifically aimed at the potential visitors resident at the Center Parcs development.

Provision of Tourist Information and Promotion

- 5.29. The development of tourist facilities within the area will be of little benefit to the local economy if the public is unaware of their existence. Tourist Information Centres (TIC's) enable important information to be made available to visitors. They can often be accommodated in existing buildings. The District Council considers that TIC's should be provided in each of the District's towns.

POLICY 5.15

THE DISTRICT COUNCIL WILL CONTINUE TO PROMOTE THE AREA FOR TOURISM AND, IN PARTICULAR, WILL CONSIDER THE PROVISION OF TOURIST INFORMATION CENTRES. SUCH FACILITIES WILL GENERALLY BE APPROPRIATE IN EXISTING BUILDINGS OR STRUCTURES, PROVIDED THERE IS NO SIGNIFICANTLY ADVERSE EFFECT ON RESIDENTIAL AMENITIES OR ON THE CHARACTER AND APPEARANCE OF THE BUILDINGS OR CONSERVATION AREAS.

Visitors' Accommodation

- 5.30. The existing developments at Center Parcs and Isleham Marina mean that the District is already very well provided for in terms of holiday village/marina type tourist facilities.
- 5.31. In recent years there has been an increase in visitor accommodation in the District, which now gives a good range of accommodation. Of those establishments that have registered with the East Anglian Tourist Board, it is estimated that there are the following number of bedspaces:

Hotels/Inns	-	940
Guest Houses and B & B	-	146
Self-Catering	-	17

The above figures do not include the following:

- 334 spaces at establishments near the United States Air Forces Bases, catering almost exclusively for their needs;
- 700 self-catering villas at Center Parcs;
- 110 chalets at Isleham Marina; or
- a significant number of small Guest Houses/B & B who do not register with the East Anglian Tourist Board.

Compared to the proportion of self-catering accommodation in the whole of Suffolk (3% of all accommodation in 1989), it would appear that there is a shortfall of individual self-catering accommodation in the District, e.g., holiday cottages.

5.32. In looking to the future, the English Tourist Board, in its strategy for tourism entitled "Planning for Success", has identified the following general needs:

- improved new and modernised family accommodation;
- expanded low cost or "budget" accommodation;
- improved self-catering facilities;
- more and better quality holiday cottages;
- development and expansion of farm holiday accommodation;
- general improvement and upgrading of all types of tourist accommodation; and
- much greater emphasis on design quality and respect for the environment in all tourist developments.

5.33. The District Council will generally expect permanent new or improved visitor accommodation to be located within towns or villages. However, a limited number of self-catering or farm holiday accommodation could be provided in the countryside by the conversion of redundant traditional buildings, subject to compliance with Policy 9.5. However, the demand from the USAF personnel for private rented accommodation will limit the number of properties available for holiday lets.

POLICY 5.16 **THE DISTRICT COUNCIL WILL GIVE FAVOURABLE CONSIDERATION TO PROPOSALS FOR SERVICED OR SELF-CATERING TOURIST ACCOMMODATION, PROVIDED THAT IT ACCORDS WITH THE OTHER POLICIES IN THE PLAN.**

5.34. It is anticipated that there will be a growing need for additional touring caravan and camping facilities. These facilities should normally be located outside Special Landscape Areas and Areas of Local Landscape Value, but close to areas to which tourists would be attracted.

POLICY 5.17 **THE DISTRICT COUNCIL WILL ENCOURAGE THE PROVISION OF TOURING CARAVAN/CAMPING SITES WITHIN THE THETFORD FOREST. IN CONSIDERING PROPOSALS FOR SUCH DEVELOPMENT, THE DISTRICT COUNCIL WILL PAY PARTICULAR REGARD TO THE SCALE OF OPERATION, WHICH MUST COMPLEMENT THE SURROUNDINGS, HAVE SATISFACTORY ACCESS AND NO ADVERSE EFFECT ON THE LANDSCAPE, NATURE CONSERVATION, AGRICULTURE OR FORESTRY INTEREST, OR RESIDENTIAL AMENITY.**

5.35. Static caravans, chalets and cabins will not be acceptable for permanent occupation, when permitted in locations unsuitable for permanent dwellings. Conditions will normally be attached to permission for such development restricting the period of the year during which the units can be occupied.

POLICY 5.18

STATIC CARAVANS, CHALETS AND CABINS FOR RECREATIONAL USE WILL ONLY BE PERMITTED WHERE THEY CONFORM WITH POLICIES 9.1 AND 9.2. THEY WILL NOT NORMALLY BE PERMITTED IN SPECIAL LANDSCAPE AREAS AND AREAS OF LOCAL LANDSCAPE VALUE. IN LOCATIONS WHERE PERMANENT RESIDENTIAL USE WOULD NOT NORMALLY BE PERMITTED BUT HOLIDAY USE IS ACCEPTABLE, LEGAL RESTRICTIONS WILL BE IMPOSED LIMITING THE PERIOD OF OCCUPANCY TO ENSURE THAT THE UNITS REMAIN AVAILABLE FOR HOLIDAY USE ONLY.

6. TRANSPORT

- 6.1. The District Council is neither the Highway or Transportation Authority for the District, and has no agency agreement for these functions. However, it does influence transportation strategy in the District, both through its close contact with the relevant authorities and its control over land use development. It can play an active part in the modernisation of public transport services by promoting new interchange facilities and improved bus stops, and in the improvement of pedestrian facilities, both through its own development and by agreements with the private developers. It can also, through the Local Plan, safeguard land which may be required for the implementation of highway proposals and identify opportunities and priorities for highway development as part of the allocation of land for housing and employment in the District.
- 6.2. In performing this role, the District Council is well aware of the environmental impact of increased road traffic usage and the potential harmful, as well as beneficial, effects of new road proposals. There is little doubt that the proposed highway improvements throughout East Anglia, together with the future growth of its economy, will significantly increase the amount of traffic passing through the District. Highway proposals in the Plan are aimed at minimising its impact on the local environment by ensuring that through traffic remains on the Primary Route Network, and that necessary improvements to the Primary Route Network, particularly in Brandon, are implemented as quickly as possible. The proposed routes of these improvements, particularly those on the A11 around Elveden, will be closely monitored to assess their environmental impact.
- 6.3. In allocating major new developments, the aim has been to minimise the need for journeys by car. All major new developments are located in the main settlements where jobs, houses and social and community facilities are already concentrated, thereby minimising the need for travelling out of the town. The provision of new housing will be balanced, where possible, by the provision of new jobs and community facilities.
- 6.4. Red Lodge is to be developed as a 'self-contained settlement', which will have employment, social and community provision commensurate with its estimated needs. Again, the aim is to minimise the potential need to travel. Its layout and design will also aim to discourage the use of cars for moving around within the settlement itself.

Roads

Primary Route Network

- 6.5. The Eastern Region Primary Route Network was first adopted in 1978 by County Councils in the region as a basis for strategic road planning. It consists of all the trunk roads and the more important County principal roads, which provide links between centres of significant traffic generation.
- 6.6. The District is crossed by two trunk roads; the A11 and the A45. The A45 is a dual carriageway, while the A11 is only dualled along certain stretches. Within the Plan period it is likely that the A11 will be dualled most, if not all, of the way from the M11 junction south of Cambridge through to Norwich. Within the District the Red Lodge bypass and the dualling from Red Lodge to the A45 will be completed in the first part of the Plan period. Other improvements, particularly to the south and west of the County, will considerably improve highway connections from the South East, the Midlands and the North West. On completion of these improvements, the District will be at one of the major junctions of the country's trunk road network. The amount of traffic, therefore, travelling through the area will increase considerably, with its attendant economic and environmental implications.

- 6.7. The Primary Route Network in the County is completed by the principal roads. Within the District there are two principal roads in the Primary Route Network, these being the A1065, which runs from Mildenhall to Brandon and into Norfolk, and the A142, Newmarket to Ely road. Principal roads include the A1101, which runs from Littleport through Mildenhall to Bury St Edmunds, and the A1304, the old A11 route through Newmarket.

POLICY 6.1 **THE DISTRICT COUNCIL SUPPORTS IMPROVEMENTS TO THE PRIMARY ROUTE NETWORK WHICH CONTRIBUTE TO PUBLIC SAFETY, PROVIDE BYPASSES TO SETTLEMENTS, IMPROVE THE QUALITY OF LIFE AND IMPROVE THE ACCESSIBILITY TO INDUSTRIAL AREAS.**

Mildenhall

- 6.8. The A1101, which runs through Mildenhall, is not recognised as part of the Primary Route Network. However, the location of the Mildenhall Air Base and Mildenhall Industrial Estate relative to the primary network means that much of the heavy traffic has to pass along the A1101, through the town centre or adjacent residential areas. The District Council's preferred solution to this problem is to construct a new road from near the Air Base and the Industrial Estate, east to the A1065. The County Council has included a scheme in its Transport Policies and Programme for commencement in 1996/97, since it meets the Department of Transport criteria set out for such improvements.

POLICY 6.2* **TO IMPROVE TRAFFIC FLOWS, TO REDUCE PRESENT ENVIRONMENTAL PROBLEMS, AND TO FACILITATE POTENTIAL NEW DEVELOPMENT TO THE NORTH EAST OF THE TOWN, THE DISTRICT COUNCIL SUPPORTS THE PROPOSAL BY SUFFOLK COUNTY COUNCIL TO CONSTRUCT A NORTHERN RELIEF ROAD AROUND MILDENHALL. THE ROUTE OF THE RELIEF ROAD IS IDENTIFIED ON THE PROPOSALS MAP AND WILL BE SAFEGUARDED.**

*** SEE ERRATA AT BEGINNING OF DOCUMENT**

Brandon

- 6.9. Brandon is on the Primary Route Network with the A1065 passing through the town centre. As a result, traffic congestion, and its effect on the local environment, has reached an unacceptable level. To provide more detailed information on the problem, an initial survey was undertaken of existing traffic patterns in the area. The survey's conclusions suggested that the most appropriate solution would be to provide a bypass on a northern route between the A1065 London Road, and B1107 Thetford Road, thereby relieving the High Street and Bridge Street of most of the through traffic. Given the financial constraints, the most cost effective scheme, and the one most likely to be implemented in the short term, is a more limited proposal linking the A1065 London Road to A1065 Mundford Road, including a junction with the B1105 Weeting Road.
- 6.10. The County Council's current policy on the traffic problems of Brandon are contained in the 1991/92 Transport Policies and Programme, which is as follows:

"Discussions with Norfolk County Council have taken place with a view to upgrading the earlier Brandon Relief Road proposal into a bypass. This proposal will be the subject of fuller investigation in view of its high estimated cost.

Only very preliminary route location exercises have so far been carried out. It is likely that the scheme will run to the north-west of Brandon, bypassing the level crossing and possibly including a spur linking the B1106 at Weeting with the B1107 east of Brandon."

The County Council has now commissioned a more detailed study of the problem, and a report on the preferred option should be available at the end of 1992.

- 6.11. Pending the outcome of the study, the scheme, however, is now of sufficiently high priority to be included in the current 5 year major schemes programme, although it is currently last on the list behind some very expensive schemes elsewhere in the county. The schemes are re-assessed annually, and the highest priority scheme(s) will be rolled forward within the 5 year programme. The District Council is committed with the County Council to the provision of a bypass at the earliest opportunity. As it is likely to be wholly within the rural area while in Suffolk, it will not be compromised by other Local Plan policies, but it will require the close co-operation of Breckland District Council and Norfolk County Council to ensure that the bypass is built.

POLICY 6.3 **THE DISTRICT COUNCIL SUPPORTS THE URGENT PROVISION OF A BYPASS AT BRANDON AND WILL SAFEGUARD THE LAND REQUIRED FOR THE NEW ROAD AGAINST ANY DEVELOPMENT.**

- 6.12. The Plan proposes that land to the south of the existing industrial area on London Road (see Policy 5.5) will be allocated for industrial development. Development of this land will include provision of a road which will serve the development and be capable of further extension, ultimately to link with Bury Road. The line of this road is therefore safeguarded.

POLICY 6.4 **A CORRIDOR OF LAND, AS DEFINED ON THE PROPOSALS MAP, WILL BE SAFEGUARDED FOR CONSTRUCTION OF A ROAD LINKING LONDON ROAD, A1065, AND BURY ROAD, B1106, BRANDON. INITIALLY THE ROAD WILL BE PROVIDED TO SERVE THE NEEDS OF FUTURE EMPLOYMENT DEVELOPMENT OFF LONDON ROAD, AND RESIDENTIAL DEVELOPMENT OFF BURY ROAD, BUT SHOULD BE DESIGNED TO MEET THE LONG TERM HIGHWAY NEEDS OF THE TOWN.**

Newmarket

- 6.13. There has been considerable highway investment in Newmarket, with the provision of the Newmarket bypass and the implementation of traffic calming measures in Newmarket High Street, provided by pelican crossings and pavement widening. The High Street is now classified as the A1304 but, in County terms, still forms an important part of the County road system. For this reason, it is unlikely that any further measures will be taken to reduce the volume of traffic in the High Street within the Plan period, unless alternative arrangements are provided. The District Council will continue to encourage the County Council to provide clear highway direction signs to ensure that only traffic that needs to use the High Street is directed through it. Also, it will consider any proposals to provide alternative routing or road space to alleviate localised problems in the town centre.
- 6.14. One such possibility is at the northern end of the High Street at the junction of the A1304, the A142 and the B1063. The Plan will seek to reduce congestion and traffic movements in this location through co-ordinated re-planning of the area and provision of alternative road space (see Policy 7.2).

POLICY 6.5 **THE DISTRICT COUNCIL WILL SUPPORT PROPOSALS FOR ROAD REALIGNMENTS AND IMPROVEMENTS AT THE NORTHERN END OF NEWMARKET HIGH STREET TO RELIEVE TRAFFIC CONGESTION AND CIRCULATION PROBLEMS ASSOCIATED WITH THE PRESENT ROUNDABOUT/ONE WAY SYSTEM.**

- 6.15. The District Council has recently secured the provision of Willie Snaith Road as a link road between Exning Road and Fordham Road. This road is of a modern standard, capable of accommodating heavy vehicle movements generated by the Studlands Park Industrial Estate. The opportunity now exists to rationalise traffic flows in and out of the industrial estate and to remove industrial traffic away from the adjoining residential areas.

POLICY 6.6

THE DISTRICT COUNCIL WILL PROMOTE A SCHEME FOR THE CLOSURE OF STUDLANDS PARK AVENUE TO SECURE WILLIE SNAITH ROAD AS THE PRINCIPAL LINK BETWEEN EXNING ROAD AND FORDHAM ROAD AND TO SERVE THE MAIN INDUSTRIAL AREA OF NEWMARKET.

Red Lodge

- 6.16. The Local Plan has identified Red Lodge as an expanded settlement and has allocated land for 1500 additional dwellings. This provision is dependent upon, amongst other things, the provision of an adequate highway system to serve the new settlement. The District Council will require that these roads are provided by the developers as an integral part of the development of Red Lodge (see Chapter 13).

Minor Roads

- 6.17. Many of the District's minor roads are coming under increasing pressure, in particular, the C624 between Barton Mills and the A45 and the C602, Mildenhall to Eriswell, which connects the two Air Bases in the District. Whilst it is possible to improve the maintenance to these roads, the ever-increasing weight of lorries causes increasing damage to structures and environmental problems within villages and minor settlements. Where a specific problem exists which makes a route unsuitable for lorries, it may be appropriate to implement an area lorry ban. Areas bounded by roads in the Primary Route Network may be suitable for consideration, and the County Council will be encouraged to consider this. The District Council will keep under review its requirements for action on minor roads within the District.

POLICY 6.7

THE DISTRICT COUNCIL WILL SUPPORT MEASURES TO OVERCOME SPECIFIC TRAFFIC PROBLEMS IN TOWNS AND VILLAGES CAUSED BY THE GROWTH IN THROUGH TRAFFIC, PARTICULARLY HEAVY GOODS VEHICLES, AND ENCOURAGE SUFFOLK COUNTY COUNCIL TO TAKE EFFECTIVE ACTION, INCLUDING THE IMPLEMENTATION OF AREA LORRY BANS, WHERE APPROPRIATE.

Traffic Management

- 6.18. Where it is unlikely that additional road space will be provided to improve the local environment, measures to enable the more efficient use of existing roads and better traffic management will be encouraged. In looking at traffic management schemes, the District Council will take into account the environment of residential areas, having particular regard to pedestrian safety. A review of signposting would achieve some benefit by directing through traffic, and traffic looking for a particular location, along the most environmentally appropriate route. Measures for calming of traffic will be encouraged. Other measures to improve the environment of town centres, villages and residential areas, which may include the imposition of waiting restrictions or resident parking schemes, will be kept under review and promoted to the County Council, when necessary. At the same time, it is important, where a new access is created, it does not impede the free flow of traffic on the main routes in the District, or reduce highway safety. The District Council will support schemes to give buses priority.

POLICY 6.8 * **TRAFFIC MANAGEMENT MEASURES TO MAKE FULL USE OF THE HIGHWAY NETWORK CONSISTENT WITH ACCEPTABLE ENVIRONMENTAL STANDARDS WILL BE SUPPORTED. WHERE NECESSARY, ROAD IMPROVEMENTS IN URBAN AREAS WILL ALSO BE SUPPORTED TO COMPLEMENT COMPREHENSIVE TRAFFIC MANAGEMENT SCHEMES. WHERE DEMAND CANNOT BE MET SATISFACTORILY BY TRAFFIC MANAGEMENT, RESTRAINT MEASURES WILL BE ENCOURAGED, TOGETHER WITH SUPPORT TO PUBLIC TRANSPORT. RESTRAINT IS NOT APPROPRIATE IN RURAL TOWNS.**

*** *SEE ERRATA AT BEGINNING OF DOCUMENT***

POLICY 6.9 **THE DISTRICT COUNCIL WILL SUPPORT MEASURES TO EXCLUDE THROUGH TRAFFIC, AS FAR AS POSSIBLE, FROM SHOPPING AREAS, HOUSING AREAS, CONSERVATION AREAS AND VILLAGES BY TRAFFIC MANAGEMENT OR THE CONSTRUCTION OF RELIEF ROADS WHERE THE BENEFITS RESULTING FROM SUCH ROADS OUTWEIGH ANY RESULTANT ENVIRONMENTAL DAMAGE. ENVIRONMENTAL IMPACT ASSESSMENTS MAY BE REQUIRED FOR SOME SCHEMES. IN TOWN CENTRE SHOPPING STREETS, THE DISTRICT COUNCIL WILL PROMOTE SCHEMES WHEREVER POSSIBLE TO GIVE PEDESTRIANS PRIORITY OVER OTHER USERS. ELSEWHERE WITHIN TOWN CENTRES, THE DISTRICT COUNCIL WILL SUPPORT SCHEMES TO GIVE BUSES AND ESSENTIAL SERVICE VEHICLES PRIORITY OVER OTHER TRAFFIC.**

Horse Walks

- 6.19. Within Newmarket there is a particular requirement that traffic measures take account of the need for the safe passage of horses, particularly across the town centre between peripheral training establishments and the training grounds. The existing horse walks provide segregated cross-town links between the training grounds on the racecourse side and the Bury side. The walks follow Rowley Drive, Bury Road, Heath Road and the Newmarket Riverside Walk, north east of the former Phantom and Moreton Stud. The crucial link between the walks is Rayes Lane. There is an obvious conflict between vehicular traffic and race horses in the town, and yet limited scope for the further segregation of horses from traffic. Measures which can be taken include the signing of major roads leading into the town to warn motorists to expect race horses on the road; speed limits; review of horse walk routing; where possible, prioritising routes to the training grounds and the careful consideration of new development proposals, so as not to aggravate the conflict.

POLICY 6.10 **THE DISTRICT COUNCIL WILL ENCOURAGE THE PROTECTION OF THE EXISTING HORSE WALKS IN NEWMARKET. IT WILL SUPPORT THE EXTENSION OR THE PROVISION OF NEW FACILITIES BY TRAFFIC MANAGEMENT PROPOSALS, PARKING RESTRICTIONS, SIGNING, RESERVING LAND FOR THE PURPOSE AS PART OF NEW DEVELOPMENT PROPOSALS, OR BY DIRECT PROVISION BY HORSE RACING INTERESTS.**

Car Parking and Servicing Provision for New Development

- 6.20. Adequate provision needs to be made for parking and servicing requirements in all developments. Standards of provision are provided by the County Council and these will be adhered to by the District Council when granting planning permission for development. In town centres it may not be possible, or desirable, for the parking requirements of a development to be provided within the site, and a commuted sum may be acceptable in accordance with Policy 7.10.

POLICY 6.11

ALL TYPES OF DEVELOPMENT WILL BE REQUIRED TO MAKE PROVISION FOR THE PARKING OF VEHICLES, INCLUDING PROVISION FOR VEHICLES DRIVEN BY PEOPLE WITH DISABILITIES, AND THE SERVICING OF THE SITE, IN ACCORDANCE WITH THE STANDARDS ADOPTED BY THE COUNTY COUNCIL AT THAT TIME.

Lorry Parking

- 6.21. Casual on-street parking of heavy goods vehicles can cause amenity problems, particularly in residential areas at night. The County Council, as Highway Authority, has undertaken to give careful consideration to private proposals for HGV parking, related to the Primary Route Network. It is also suggested that elsewhere more extensive use of suitable Industrial Estate roads, or off-street car parks, for overnight lorry parking, could reduce problems in residential areas.

POLICY 6.12

THE DISTRICT COUNCIL, IN LIAISON WITH THE COUNTY COUNCIL, WILL SUPPORT PROPOSALS FOR LORRY PARKING FACILITIES, PROVIDED ENVIRONMENTALLY ACCEPTABLE LOCATIONS CAN BE FOUND CONVENIENT TO THE PRIMARY ROUTE NETWORK.

Public Transport

Railway Services

- 6.22. Rail services for the District are provided to the north by a line running from Cambridge to Norwich, with stations at Brandon, Shippea Hill and Lakenheath and, in the south, by the Ipswich to Cambridge line, with stations at Kennett and Newmarket. These provide links to main line services at Ely, Ipswich and Cambridge. The use made of these services by local people, particularly in the north of the District, is limited, and there is growing concern that the stations there will eventually be closed. The District Council is a member of the Suffolk Rail Policy Group which represents East Anglian interests, and the District Council will play its part in persuading British Rail to retain the rail services to stations within the District. As development of Red Lodge proceeds, the use of Kennett station for commuters into Cambridge, and elsewhere, could be increasingly important and encouragement will be given to British Rail to provide an appropriate level of service on this line.

Buses

- 6.23. The present bus network is centred on the towns of Newmarket, Mildenhall and Brandon, all of which have urban minibus services. All were originally designed and sponsored by Suffolk County Council, but those in Newmarket and Mildenhall have proved so successful that they now operate without external financial support. Regular inter-urban services link Newmarket with Cambridge, Bury St Edmunds and Ely, Mildenhall with Bury St Edmunds, and Brandon with Thetford and Bury St Edmunds. Limited Services link more rural areas with local market towns. Following de-regulation, a number of services are now provided by small local companies, both commercially and under County Council financial sponsorship. There has been a significant increase in the provision of bus services, especially in the three towns since de-regulation. Any lack of bus services in the rural area is to some extent compensated for by the existence of local taxi services which provide access for non-car users to the three towns.
- 6.24. The County Council, as Transport Authority, has produced a revised Public Transport Plan for 1991/92 to 1995/96, as required by the Transport Act 1985. This contains their current policies regarding public transport. The District Council has been consulted on these policies, and will

encourage the County Council to take into account the public transport needs of the District.

POLICY 6.13

THE DISTRICT COUNCIL WILL ENCOURAGE THE COUNTY COUNCIL TO PROVIDE FOR THE PUBLIC TRANSPORT NEEDS OF THE DISTRICT WHEN PREPARING ITS PUBLIC TRANSPORT PLAN. IN PARTICULAR, IT WILL ENCOURAGE:

- a) BRITISH RAIL TO MAINTAIN AND, WHERE APPROPRIATE, ENHANCE, RAILWAY SERVICES IN THE DISTRICT; AND**
- b) THE PROVISION OF BUS PRIORITY MEASURES AND THE PROVISION OF FACILITIES, SUCH AS BUS STATIONS AND BUS LAYBYS.**

- 6.25. In Brandon the need has been identified for a safe alighting point for passengers arriving by bus and coach to the town centre. At present the main bus stop serving the Market Place is located in George Street, adjacent to the existing car park. This causes congestion because of the lack of adequate pull-in facilities. Investigations have shown that to provide a layby at this point is costly, and alighting passengers would still have to cross the Bury Road to get into the town centre. As an alternative, a new bus priority system will be promoted using old Bury Road.

Pedestrians

- 6.26. Throughout the Plan area it is important that the rights of the pedestrian are protected. With the growing volume of traffic, and an increasing number of heavy goods vehicles using the roads, the public should still be able to walk in safety and, where appropriate, be given priority over vehicle users. Within the town centres of Newmarket, Mildenhall and Brandon, the aim is to give the pedestrian an attractive environment in which to shop. Works have been completed to Newmarket High Street and the new shopping centre is pedestrian only. Efforts will continue to keep non-essential traffic out of the town centre, particularly the High Street. In Mildenhall, works have been completed within the town centre, again to give pedestrians greater priority and to segregate them from parking and service vehicles. In Brandon, there is already a pedestrianised area and proposals to provide an alternative route for through traffic around the town should eventually lead to improvements in the High Street. Outside of the three main centres, and particularly where Conservation Areas have been designated, there are schemes proposed to improve the general environment and to give the pedestrian greater priority.
- 6.27. In both new and existing residential areas, their design and layout should aim to give priority to pedestrians and include measures to reduce the speed of traffic. The Suffolk Design Guide will provide further advice. The County Council, as Highway Authority, will be encouraged to carry out improvements to pedestrian facilities, and the District Council will promote new pedestrian priority schemes. Improvements will continue to be made to Riverside Walks in both Newmarket and Mildenhall.

POLICY 6.14

THE DISTRICT COUNCIL WILL GIVE PRIORITY TO PEDESTRIANS, PARTICULARLY IN TOWN AND VILLAGE CENTRES AND RESIDENTIAL AREAS. WHEN CONSIDERING PROPOSALS FOR LARGE HOUSING AND INDUSTRIAL DEVELOPMENTS, THE COUNTY COUNCIL WILL BE ENCOURAGED TO MAINTAIN AND IMPROVE EXISTING PEDESTRIAN FACILITIES. SPECIAL CONSIDERATION SHOULD BE GIVEN TO PROVIDING FOR THE LESS MOBILE PEDESTRIANS, PARTICULARLY THE DISABLED.

Cycling

- 6.28. The popularity of cycling nationally is increasing, and bicycles are recognised as a cheap, 'pollution free' form of transport. In the future it is likely that bicycles will be used as an alternative to cars for short trips, particularly in towns. The scope for action includes the provision of purpose designed cycleways, particularly in new estate developments, the provision for cycle parking in appropriate locations and the consideration of the needs of cyclists in traffic management schemes. Design of the new village at Red Lodge will include a comprehensive cycle network.

POLICY 6.15

THE DISTRICT COUNCIL WILL CONSIDER THE NEEDS OF CYCLISTS IN TRAFFIC MANAGEMENT SCHEMES BY THE PROVISION OF CYCLE ROUTES, ESPECIALLY WITHIN NEW DEVELOPMENTS AND BY THE PROVISION OF CYCLE PARKING FACILITIES. THE DEVELOPMENT OF THE RECREATIONAL POTENTIAL OF CYCLING IN RURAL AREAS, FORESTS AND OTHER SUITABLE LOCATIONS WILL BE ENCOURAGED.

7. TOWN CENTRES AND SHOPPING PROVISION

- 7.1. The town centres are the traditional foci of commercial and community activity. Past planning policy has reinforced this traditional function by trying to concentrate new retail, commercial, community and leisure development there and by balancing this with environmental enhancement schemes and improvements to accessibility. In recent years the District Council has accepted that some retail and commercial activities may be conveniently located outside the town centres, particularly on the grounds of accessibility. However, the principles behind the previous policies remain valid and form the basis of the policies of the new Plan.

TOWN CENTRES

- 7.2. The Plan will seek to retain the attractiveness of town centres by promoting policies aimed at enhancing their environment. These include improvements to the pedestrian environment, provision of adequate car parking, the broadening of retail opportunity by redevelopment, the encouragement of environmental improvements, and protection against the loss of retail units either to other uses or to out-of-town locations. However, provided there is no unacceptable effect on the viability and vitality of the town centres, then a variety of appropriate and compatible land uses in the town centre will be encouraged, e.g., family orientated leisure/recreational uses, tourist and community facilities and residential use. Richness and diversity are vital ingredients to achieve vitality.

POLICY 7.1

THE FUNCTION, VIABILITY AND VITALITY OF THE TOWN CENTRES WILL BE MAINTAINED AND ENHANCED BY THE RETENTION OF EXISTING AND PROVISION OF ADDITIONAL RETAIL SPACE AND OTHER COMPLEMENTARY USES WHERE THIS IS COMPATIBLE WITH THE CHARACTER OF THE CENTRE, ITS ENVIRONMENT AND EASE OF ACCESSIBILITY.

Newmarket

- 7.3. Newmarket is the largest town in the District, and this is reflected in the scale of its retail, leisure and tourist provision. The recent expansion of retail facilities, through the further development and refurbishment of The Rookery Shopping Centre, together with improved car parking, will ensure that Newmarket is better able to compete with the nearby centres of Bury St Edmunds and Cambridge. In response to the growing mobility of the population, and trends in retailing towards larger units and one-stop shopping, large scale retail development has taken place outside the town centre of Newmarket in the form of a food supermarket and the non-food retail units. As indicated in Chapter 5, it is also intended to increase the tourist potential of Newmarket.
- 7.4. Future development on the fringe of the main shopping area, such as in Sun Lane, for specialist shopping purposes will be promoted in order to maintain the character of the town. Two areas in particular need to be considered for future development. One area lies at the northern end of the High Street, to the west of the Clock Tower, and a development brief will be prepared to promote the redevelopment of this area. The other area under consideration is that occupied by the Memorial Hall, the Cabaret Club and the Grosvenor Car Park. Again, a development brief will need to be prepared. A mix of retail and leisure/tourism uses will be considered acceptable in principle for both these sites, together with a small residential element.

POLICY 7.2

NEWMARKET WILL CONTINUE TO BE DEVELOPED AS THE DISTRICT'S LARGEST SHOPPING CENTRE, WITH PARTICULAR EMPHASIS ON THE PROVISION OF SMALL UNITS FOR SPECIALIST RETAIL ACTIVITY. CONSIDERATION SHOULD BE GIVEN TO THE FUTURE MIXED USE DEVELOPMENT OF THE AREA WEST OF THE CLOCKTOWER AND THE CABARET CLUB/MEMORIAL HALL AREA.

Mildenhall

- 7.5. Mildenhall is a small market town, and its prime role is to serve the local resident population. Virtually all of the commercial area is within a Conservation Area, and the historic pattern of development means that there is only limited scope for an extension of retail and commercial opportunities if its special character and appearance is to be preserved. However, there is some scope to both improve the existing retail and commercial area, particularly the post-war shopping precinct and to increase the attractiveness of the town to visitors, particularly between Mill Street and the River Lark. The limited scope for future development emphasizes the importance of retaining existing retail uses.

POLICY 7.3

THE DISTRICT COUNCIL WILL, WHERE POSSIBLE, PROTECT AND ENHANCE THE EXISTING SHOPPING ENVIRONMENT AND FLOORSPEACE IN MILDENHALL, AND UNDERTAKE SPECIFIC SCHEMES TO WIDEN THE APPEAL OF THE SHOPPING CENTRE.

Brandon

- 7.6. Some environmental improvements have already been undertaken in Brandon, but there is still the fundamental problem of the busy A1065 road cutting the town centre in half. The District Council is pressing the County Council for the early provision of a bypass for Brandon, and the provision of an alternative route for through traffic will result in a marked improvement in the shopping environment. With the recent construction of a supermarket at the northern end of the High Street, it is unlikely that there will be demand for any further large scale shopping development in the centre, but it is important that the level of service currently available in Brandon should be retained. Further improvement to the environment is an important objective, particularly in the Market Hill area.

POLICY 7.4

THE DISTRICT COUNCIL WILL, WHERE POSSIBLE, PROTECT AND ENHANCE THE EXISTING SHOPPING FLOORSPEACE IN BRANDON. A BYPASS SCHEME TO REMOVE THROUGH TRAFFIC FROM THE HIGH STREET WILL BE PROMOTED AND, WHEN ALTERNATIVE HIGHWAY ARRANGEMENTS BECOME AVAILABLE, FURTHER IMPROVEMENT TO THE PEDESTRIAN ENVIRONMENT IN THE HIGH STREET WILL TAKE PLACE.

Non-Retail Uses in Town Centres

- 7.7. Whilst the main land use in town centres is retail, traditionally there have been a variety of other uses. The Town & Country Planning (Use Classes) Order 1987 and Department of the Environment Circular 13/87, make it clear that A2 (Financial and Professional Services) and Class A3 (Food and Drink) are, in general terms, appropriate uses for town centres. In addition, hotels (Class C1), public halls, art galleries and churches (Class D1), concert halls, bingo halls, swimming baths and recreation and sporting facilities (Class D2) and Offices (Class B1) are all examples of other traditional uses.
- 7.8. It is important to achieve a balance between retail and non retail uses in order to achieve the objectives outlined in Policy 7.1. Experience has proved that if market forces are left entirely to themselves, then imbalances can start to occur that are detrimental to the character and appearance of town centres. Therefore, some measure of control is

considered necessary, albeit within a generally flexible framework. Supplementary Planning Guidance will be produced to clarify this issue.

POLICY 7.5

PROPOSALS FOR NON-RETAIL USES APPROPRIATE FOR A TOWN CENTRE WILL GENERALLY BE ACCEPTABLE, PROVIDED THEY COMPLY WITH EACH OF THE FOLLOWING CRITERIA:

- a) **THEY DO NOT RESULT IN AN UNACCEPTABLE REDUCTION IN THE RANGE OF RETAIL SERVICES AVAILABLE IN THE TOWN CENTRES, OR THE LOSS OF OTHER IMPORTANT COMMUNITY FACILITIES.**
- b) **THEY DO NOT RESULT IN AN EXCESSIVE PROPORTION OF NON RETAIL USES.**
- c) **THEY DO NOT RESULT IN AN EXCESSIVELY NOISY OR POLLUTING USE THAT IS DETRIMENTAL TO THE AMENITIES OF THE TOWN CENTRE.**

Residential Accommodation in Town Centres

- 7.9. Residential accommodation above shops and other commercial premises in town centres is often either vacant or underused. This is usually more the result of anticipated legal and management difficulties, rather than a lack of real demand.
- 7.10. Whilst the majority of people probably prefer to live in quiet residential areas, there are some people who wish to live within, or close to, town centres because of convenience and/or because they enjoy the vitality and amenities of the town centre. It is important that those that wish to live in town centres are given the opportunity to do so, and that vacant or underused property is utilised to the full.

POLICY 7.6

THE DISTRICT COUNCIL WILL ENCOURAGE THE PROVISION OF RESIDENTIAL ACCOMMODATION ABOVE EXISTING OR PROPOSED SHOPS AND OTHER COMMERCIAL PREMISES. THE LOSS OF A RESIDENTIAL UNIT IN TOWN CENTRES WILL NOT NORMALLY BE PERMITTED, UNLESS IT COMPLIES WITH THE CRITERIA OUTLINED IN POLICY 4.29.

Environmental Policies in Town Centres

- 7.11. Each of the three main town centres have been the subject of environmental improvement schemes which were aimed at reducing the impact of traffic on the shopping environment, providing better pedestrian facilities, and improving the quality of the shopping centre. Conservation Areas have been designated in the centres of Brandon and Mildenhall, and major improvements have taken place along the High Street and at the Rookery Shopping Centre in Newmarket. There are further opportunities for this type of improvement within the centres, including rationalisation of street furniture, altered pavement widths and surfaces to improve appearance, accessibility and safety, better directional signing and information, and the better use of design and materials which increase pedestrian interest.

POLICY 7.7

THE DISTRICT COUNCIL WILL PROMOTE AND IMPLEMENT SCHEMES OF ENVIRONMENTAL ENHANCEMENT IN TOWN CENTRES, PARTICULARLY IN CONSERVATION AREAS.

- 7.12. Development in town centres has an immediate and public impact. It is very important, therefore, to ensure the highest standard of design for such proposals.

POLICY 7.8

IN ASSESSING ANY PROPOSAL FOR DEVELOPMENT IN TOWN CENTRES, THE DISTRICT COUNCIL WILL HAVE REGARD TO THE

RELATIONSHIP OF THE PROPOSAL TO THE STREET SCENE AND WILL REQUIRE THAT ANY DEVELOPMENT IS IN A STYLE SYMPATHETIC TO THE CHARACTER OF THE CENTRE AND PRESERVES AND ENHANCES THE BEST ASPECTS OF THE STREET SCENE.

Car Parking in Town Centres

- 7.13. The District Council has always recognised that the provision of easily accessible public car parking is an important element in the attraction of town centres. However, the substantial cost and difficulty in acquiring suitable sites for car parking severely limits the extent to which the District Council can remedy a particular problem. Despite this, the Council has, in Newmarket, Mildenhall and Brandon, increased the car parking provision in the recent past, and this plan proposes additional car parking provision. For example, in Newmarket, the Council would wish to see the land to the rear of the Catholic Church used as a town centre car park.
- 7.14. In certain cases, on-site car parking related to new development is inappropriate, or difficult to provide. To make up a limited shortfall, commuted sums for off-site parking provision may be accepted where the Council has a proposal for additional public car parking provision. Where significant private car parking results from new development, the Council may seek to make this publicly available, particularly at peak shopping times. Car parking standards for commercial development will be in accordance with car parking Policy 6.11.

POLICY 7.9

ADDITIONAL PUBLIC CAR PARKING SHALL BE PROVIDED IN TOWN CENTRES WHEN THE OPPORTUNITY ARISES. IN NEWMARKET, THE SITE TO THE REAR OF THE CATHOLIC CHURCH HAS BEEN ALLOCATED.

POLICY 7.10

IN TOWN CENTRES, WHERE CAR PARKING PROVISION CANNOT BE MADE ON SITE, THE APPLICANT, WHERE APPROPRIATE, MAY BE INVITED TO ENTER INTO A LEGAL AGREEMENT TO MAKE A COMMUTED PAYMENT IN RESPECT OF ANY SHORTFALL IN THE REQUIRED PARKING PROVISION. SUCH PAYMENTS WILL ONLY BE ACCEPTED WHERE THE DISTRICT COUNCIL INTENDS TO PROVIDE ADDITIONAL PUBLIC PARKING FACILITIES IN THE TOWN CENTRE.

- 7.15. The town centres have a significant residential element, and conflict can arise between users of the centre for commercial purposes and those living in the area. This manifests itself most noticeably in competition for on-street car parking, and much of the inner town centre road networks are the subject of parking restrictions. The objective in applying parking restrictions is to ensure that roads are kept clear and that parking is confined to the off street car parks during hours of peak use, thereby minimising traffic congestion on residential streets. The District Council will keep under review the necessity for residential parking schemes which give preference to residents. These schemes have to be self-financing and cover the cost of their implementation and policing.

POLICY 7.11

THE DISTRICT COUNCIL WILL SEEK TO PROMOTE THE MAINTENANCE OF RESIDENTIAL AMENITY IN TOWN CENTRES BY SUPPORTING RESIDENTIAL PARKING SCHEMES, WHERE THESE ARE DEMONSTRATED AS NECESSARY, AND ARE CONSIDERED BY THE COUNCIL TO BE VIABLE.

SHOPPING OUTSIDE TOWN CENTRES

Major Out-of-Town Shopping

- 7.16. Past planning policy has, in the main, sought to concentrate shopping development in the main town centres, thus reinforcing their historic

market function. However, as indicated in paragraph 7.1, some out-of-town retailing has been permitted in recent years at Newmarket. Brandon and Mildenhall have each recently had a large store developed in their centres and, given the size of their catchment area, proposals for large out-of-town stores are unlikely to be acceptable. It is considered that all these recent retail developments, together with town centre redevelopment in accordance with Policies 7.2, 7.3 and 7.4 are likely to meet the needs of the three towns for the Plan period, bearing in mind the population increase proposed for each of the towns. Therefore, it is considered that the right balance has now been achieved, and that any further major out-of-town retailing development is likely to adversely affect the vitality and viability of at least one of the three main town centres in the District. Therefore, out-of-town development will not normally be permitted, unless the District Council is satisfied that the development complies with all the criteria outlined in Policies 7.12 and 7.13.

POLICY 7.12 **MAJOR NEW SHOPPING DEVELOPMENTS WILL NOT NORMALLY BE PERMITTED IN THE RURAL AREA OR WHERE THEY HAVE A MATERIAL ADVERSE EFFECT ON THE FUNCTION, VIABILITY, VITALITY OR CHARACTER OF THE TOWN CENTRES, OR LOCAL SHOPPING FACILITIES. IMPACT ASSESSMENTS WILL BE REQUIRED FOR MAJOR SHOPPING PROPOSALS.**

POLICY 7.13 **PROPOSALS FOR LARGE RETAIL STORES OUTSIDE EXISTING TOWN CENTRES WILL BE CONSIDERED AGAINST POLICY 7.12 AND THE FOLLOWING CRITERIA:**

- a) **THE OPPORTUNITIES FOR SUCH DEVELOPMENT WITHIN OR ADJACENT TO THE TOWN CENTRES;**
- b) **THE QUALITATIVE NEED OF THE PROPOSAL IN TERMS OF ACCESS TO COMPARABLE FACILITIES;**
- c) **THE IMPLICATIONS FOR THE LESS MOBILE;**
- d) **THE EFFECTS ON AGRICULTURAL LAND, THE LANDSCAPE, NATURE CONSERVATION INTEREST AND RESIDENTIAL AMENITY;**
- e) **THE EFFECTS ON TRAFFIC FLOWS AND ON PARKING FACILITIES; AND**
- f) **THE LOSS OF LAND MORE SUITED FOR OTHER USES PARTICULARLY INDUSTRIAL DEVELOPMENT.**

Red Lodge

- 7.17. The new settlement at Red Lodge will have its own centre, with shopping facilities. The size of retailing floorspace will be dependent upon the ultimate size of the settlement and, as this will be developed over time, it is likely that a phased provision will be made. Shopping policy for Red Lodge is set out in Chapter 13.

Shopping in Suburban Areas

- 7.18. Local shops are found in suburban areas of towns, ranging from the traditional corner shop to small parades on post-war housing developments, such as Studlands Park, Newmarket. In recent years local shops have been under increasing threat because of changing shopping and social habits. However, local shops do perform a useful function in preventing or reducing unnecessary car journeys, providing local facilities for the less mobile, and helping to create a sense of place by introducing variety into the street scene.

POLICY 7.14 **DEVELOPMENT OF SMALL SCALE SHOPPING FACILITIES, WELL DESIGNED AND LOCATED, TO SERVE THE NEEDS OF THE SUBURBAN AREA, WILL NORMALLY BE APPROVED AND CHANGES OF USE OF EXISTING PREMISES FROM RETAIL WILL NORMALLY BE RESISTED.**

Shopping in Villages, Minor Settlements and the Rural Area

- 7.19. The retention and provision of village shops is even more important than in suburban areas if the traditional role of the village as a largely self-sufficient community is not to be totally lost. Those village shops that still remain are an important element of the rural heritage and should be retained and encouraged, wherever possible. However, this is not, in itself, a matter solely for planning control and, although changes of use can be resisted, the key to the future of the village shop is its economic viability.

POLICY 7.15 **DEVELOPMENT OF SMALL-SCALE SHOPPING FACILITIES, WELL DESIGNED AND LOCATED, TO SERVE THE NEEDS OF THE RURAL AREA WILL NORMALLY BE APPROVED AND CHANGES OF USE OF EXISTING PREMISES FROM RETAIL WILL NORMALLY BE RESISTED.**

Ancillary Retail Use

- 7.20. Some retail outlets are ancillary to, but an integral part of, the main manufacturing or agricultural use of a business, such as craft workshops, farms shops or horticultural uses. Such businesses are often located in areas where pure retail uses would not normally be acceptable, such as industrial estates and, more importantly, the countryside. However, such dual uses are normally acceptable provided the retail element is clearly related and subordinate to the main use and, where applicable, involves sales of goods produced on the site.

POLICY 7.16 **WHERE PLANNING PERMISSION IS REQUIRED FOR EXTENSIONS AND/OR CHANGE OF USE TO PROVIDE ANCILLARY RETAIL SALES FACILITIES, THE DISTRICT COUNCIL WILL HAVE REGARD TO THE FOLLOWING CRITERIA:**

- a) THE SALE OF GOODS SHOULD BE SMALL IN SCALE AND DEMONSTRABLY ANCILLARY TO THE PRIMARY USE OR ACTIVITY.
- b) THE PRIMARY USE SHOULD BE UNSUITABLE FOR A TOWN CENTRE LOCATION.
- c) TRAFFIC GENERATION AND ACCESS TO THE SITE SHOULD BE ACCEPTABLE.
- d) ADEQUATE CAR PARKING, SIGNING AND APPROPRIATE VISITOR AMENITIES MUST BE PROVIDED.
- e) THERE SHOULD BE NO SIGNIFICANT LOSS OF AMENITY TO NEARBY RESIDENTS.
- f) A NUISANCE OR VISUAL INTRUSION WILL NOT BE CREATED.
- g) THERE SHOULD BE NO CONFLICT WITH OTHER POLICIES IN THE LOCAL PLAN.

IN THE CASE OF FARM SHOPS, PROPOSALS FOR RETAIL SALES OF FOOD OR GOODS NOT RELATED TO THE AGRICULTURAL HOLDING WILL NOT NORMALLY BE PERMITTED.

IN THE RURAL AREA, IN THE CASE OF MANUFACTURERS (CLASS B1 AND B2), REPAIRERS AND CRAFT WORKSHOPS, THE SALE OF

RETAIL GOODS SHOULD NORMALLY ONLY CONSIST OF PRODUCTS
MANUFACTURED OR REPAIRED ON SITE.

8. ENVIRONMENTAL PROTECTION AND ENHANCEMENT

- 8.1. In view of the growing concern, both in this country and worldwide, concerning the effects of development on the environment, the Local Plan needs to provide clear guidance on all aspects of the environment. In particular, the Local Plan will address not only those aspects traditionally associated with the planning process, such as conservation of historic buildings and protection of the countryside, but also look more closely at issues such as nature conservation, energy conservation, air and water pollution and noise.

NATURAL ENVIRONMENT

Landscape

- 8.2. The character of the countryside is established principally by its landscape. The Forest Heath District has a diverse landscape, due both to geological influences and the long term impact of man's response to this through the use of the land. This has resulted in the three significant landscape types found in the District, the Fens, the Brecks and the chalk Downlands, each with their own distinctive character.
- 8.3. The importance of the countryside to the English character, and its perception of town and village life, is an underlying feature of national and local planning policy. The protection of the countryside for its own sake remains an important part of established Government policy guidance. All of the policies which seek to control development which takes place in the countryside emphasise the need to maintain the character and the pre-eminence of the landscape.
- 8.4. The Structure Plan recognises those rural areas of County wide landscape significance by designating them as Special Landscape Areas, and these are identified in the Local Plan. Within these areas special regard is paid to the vulnerability of the landscape, and its conservation is achieved by the strict control of development, with particular emphasis on design and siting of new development.
- 8.5. The areas of Local Landscape Value have been drawn to correspond to two distinct local landscape types; the Brecklands and the studland to the west and north of Newmarket. The designation of the Breckland Environmentally Sensitive Area (ESA) and the setting up of the Breckland Study Group is described in paragraphs 8.15 and 8.16. These events have occurred since the original Area of Special Landscape was designated. Therefore, those parts of the Breckland ESA that were not in the Special Landscape Area are now designated as Local Landscape Area, apart from the built up areas (including the air bases). The landscape value of the studland surrounding Newmarket is explained more fully in Chapter 12 "The Horse Racing Industry". Currently, there is a discrepancy in the recognition of the landscape value of the studland surrounding Newmarket between the Suffolk and Cambridgeshire Structure Plans. The designation of the land in question as an Area of Local Landscape Value will help to remove this local discrepancy.

POLICY 8.1

SPECIAL LANDSCAPE AREAS, AS DEFINED ON THE PROPOSALS MAP, WILL BE SAFEGUARDED THROUGH THE STRICT CONTROL OF DEVELOPMENT, EXCEPT WHERE SPECIFICALLY MENTIONED IN THE PLAN.

POLICY 8.2

IN CONSIDERING PROPOSALS FOR DEVELOPMENT IN THE RURAL AREA, THE DISTRICT COUNCIL WILL HAVE REGARD TO THE LIKELY IMPACT ON AREAS OF LOCAL LANDSCAPE VALUE AS INDICATED ON THE PROPOSALS MAP.

POLICY 8.3

WHEN CONSIDERING PROPOSALS FOR DEVELOPMENT ON THE FRINGE OF ANY SETTLEMENT, THE DISTRICT COUNCIL WILL HAVE CLOSE REGARD TO DESIGN, LAYOUT AND LANDSCAPING SO AS TO ENSURE AN ACCEPTABLE RELATIONSHIP AND TRANSITION BETWEEN THE BUILT UP AREA AND THE ADJOINING COUNTRYSIDE.

Trees, Hedgerows and Woodlands

- 8.6. Aside from protecting areas of important landscape, and ensuring that new development is designed not to conflict with the landscape, the District Council will positively encourage tree planting through the Parish Tree Planting Scheme and its own environmental improvement schemes. It will also, under the auspices of the County Council and the Countryside Commission, encourage and advise farmers and other landowners to protect landscape features through the Suffolk Branch of the Farming and Wildlife Advisory Group; reinforce existing shelter belts and woodland; and, where necessary, the implementation of Tree Preservation Orders to protect areas of acknowledged amenity value. In the Fenland areas of the District, isolated trees or small clumps of trees often provide an important point of visual interest on an otherwise flat and largely featureless landscape.
- 8.7. The District Council has the power to protect trees worthy of retention by making them the subject of a Tree Preservation Order in the interests of amenity. There is also specific protection for trees in Conservation Areas. Owners are required to notify the Authority of any proposal to top, lop, fell or carry out certain other work to trees in Conservation Areas six weeks prior to such work being carried out. This gives the District Council the opportunity to consider serving a Tree Preservation Order to give the trees permanent protection.

POLICY 8.4

THE RETENTION AND MANAGEMENT OF EXISTING TREES, HEDGEROWS AND WOODLANDS, TOGETHER WITH NEW PLANTING, WILL BE ENCOURAGED FOR THEIR ECONOMIC, LANDSCAPE AND ECOLOGICAL VALUE AND HISTORIC INTEREST. THE DISTRICT COUNCIL WILL CARRY OUT PLANTING AND, WHERE POSSIBLE, WILL ENSURE THAT NATIVE TREE SPECIES ARE USED WHEN UNDERTAKING ENVIRONMENTAL IMPROVEMENT SCHEMES.

POLICY 8.5

THE DISTRICT COUNCIL WILL, WHERE APPROPRIATE, MAKE TREE PRESERVATION ORDERS IN ORDER TO RETAIN THE TREES AS AN AMENITY FEATURE BY SAFEGUARDING THEM AGAINST THE THREAT OF DEVELOPMENT, OR UNNECESSARY TOPPING, LOPPING, CUTTING DOWN OR WILFUL DESTRUCTION. WHERE, IN EXCEPTIONAL CIRCUMSTANCES, THE FELLING OF A TREE THE SUBJECT OF A TREE PRESERVATION ORDER HAS BEEN APPROVED BY THE DISTRICT COUNCIL, ITS REPLACEMENT BY A TREE OF SUITABLE SIZE AND SPECIES WILL BE REQUIRED WITHIN THE EARLIEST PLANTING SEASON FOLLOWING THE FELLING.

Nature Conservation

- 8.8. Forest Heath District contains important nature conservation interests, particularly within the Breckland area. Department of Environment Circular 27/87 advises that Local Authorities should take full account of nature conservation issues when considering planning applications and land management within their Districts.
- 8.9. English Nature is the Government agency responsible for providing advice on nature conservation matters in England, and designates Sites of Special Scientific Interest (SSSIs) and National Nature Reserves (NNRs) under Section 28 of the Wildlife and Countryside Act, 1981. Sites are identified on the basis of published scientific criteria, and their designation is intended to protect the nature conservation interest of the site. Forest Heath District contains 22 SSSIs, including one NNR at

Cavenham Heath, which are shown on the Proposals Map. The District Council has a statutory duty to consult English Nature and take nature conservation interests into account when considering planning applications within SSSIs, and within all sites affecting an endangered species which is afforded protection under Section 9 of the Wildlife and Countryside Act, 1981. Department of Environment Circular 27/87 also urges Local Authorities to consult English Nature over any proposals outside SSSIs which may have a detrimental affect on their ecological value. Additional guidance on the retention of existing trees and hedgerows and landscaping schemes for new development is contained in Policies 8.4 and 8.5.

- 8.10. In addition to the above sites in the Plan Area, the Breckland Heaths are a proposed Special Protection Area (SPA). SPAs are sites containing bird habitats of international importance and are designated under Article 4 of the European Communities Directive on the Conservation of Wild Birds (79/409/EEC), following recommendations from English Nature. This Directive obliges European Community Member States to take special measures to avoid the deterioration of habitats within an SPA. Department of Environment Circular 27/87 advises all Local Planning Authorities to treat proposed SPAs as if they have been formerly designated and, although all SPAs must also be notified as SSSIs in Great Britain, to have special regard to the requirements of the Bird Directive when exercising their planning powers.

POLICY 8.6

DEVELOPMENT WHICH MAY DESTROY OR ADVERSELY AFFECT A NATIONAL NATURE RESERVE, A SITE OF SPECIAL SCIENTIFIC INTEREST, OR A SITE CONTAINING AN ENDANGERED SPECIES IDENTIFIED UNDER THE 1981 WILDLIFE AND COUNTRYSIDE ACT, WILL NOT BE PERMITTED, OTHER THAN IN EXCEPTIONAL CIRCUMSTANCES. WITH RESPECT TO SSSIs DESIGNATED OR PROPOSED AS SPECIAL PROTECTION AREAS, THE DISTRICT COUNCIL WILL HAVE REGARD TO THE UNITED KINGDOM'S INTERNATIONAL OBLIGATIONS.

- 8.11. Local Nature Reserves (LNRs) are statutory sites owned, leased or managed under agreement by Local Authorities and are designated under Section 21 of the National Parks and Access to the Countryside Act, 1949 (as amended). Where there is a denotification of an SSSI or, in other cases, where it is prudent to do so, the District Council will consider the designation of LNRs and will subsequently have regard to their protection.

POLICY 8.7

THE DISTRICT COUNCIL WILL CONSIDER THE DESIGNATION OF LOCAL NATURE RESERVES ON THEIR OWN LAND, OR ACQUIRE LAND FOR THAT PURPOSE, AND WILL ENCOURAGE THE COUNTY COUNCIL TO SEEK AGREEMENTS WITH LAND OWNERS TO DECLARE AND PROMOTE LOCAL NATURE RESERVES ON PRIVATE LAND. DEVELOPMENT WHICH MAY DESTROY OR ADVERSELY AFFECT A LNR, WILL NOT BE PERMITTED OTHER THAN IN EXCEPTIONAL CIRCUMSTANCES.

- 8.12. In addition to those sites with statutory protection, there are many areas of semi-natural habitat within the Plan Area which are of important nature conservation interest. Department of Environment Circular 27/87 emphasises the need for Local Authorities to have regard to non-statutory wildlife sites when determining planning applications. The Suffolk Wildlife Trust, on Forest Heath District Council's behalf, in association with English Nature, the County Council and the Suffolk Biological Records Centre, has identified those sites most worthy of protection within the District in the Suffolk County Wildlife Site Register, as listed in Appendix D. It further advises that the District Council should make reference to the Register when considering development proposals, as well as consulting with the Suffolk Wildlife

Trust on any planning applications on land within or adjacent to County Wildlife Sites.

- 8.13. Protecting non-statutory sites from inappropriate development or land use change is vital, but the District Council is aware that appropriate management of these areas is also essential. Local Authorities have a number of routes open to them to achieve this aim. These include Section 39 of the Wildlife and Countryside Act, 1981, which permits District Councils to make an agreement for the purpose of conserving the natural beauty or amenity of land. Also, Section 106 of the Town and Country Planning Act, 1990, which provides an opportunity to link management conditions to planning permissions, for example, to ensure the conservation and management of areas within application sites that are of high nature conservation value.

POLICY 8.8 **DEVELOPMENT THAT WILL BE SIGNIFICANTLY DETRIMENTAL TO SITES OF NATURE CONSERVATION INTEREST WILL NOT NORMALLY BE ALLOWED.**

- 8.14. The District Council recognises that the nature conservation interest of an area may be increased by extending the margin of existing habitats, and by creating new ones. Linkages, such as hedgerows, streams and ditches, form wildlife corridors between areas of nature conservation importance, providing cover and encouraging movement. New habitats can be created as part of new housing or industrial developments, and commuted sums provided for their future management, and this should be encouraged. The District Council's own landholdings may also provide opportunities for enhancement. For example, regularly mown grassland not used for formal sports can be modified to create new habitats and 'wildlife corridors'.

POLICY 8.9 **THE DISTRICT COUNCIL WILL ENCOURAGE THE CREATION OF NEW WILDLIFE HABITATS, SUCH AS GRASSLAND, HEATHLAND, WETLAND, WOODLAND AND HEDGES. IN PARTICULAR, THE PROVISION OF WILDLIFE CORRIDORS WILL BE PROMOTED.**

Environmentally Sensitive Areas

- 8.15. Environmentally Sensitive Areas (ESAs) are designated under the Agriculture Act 1986 as areas of special landscape, wildlife or historic interest which can be protected or enhanced by the use of particular agricultural practices. ESAs are, therefore, intended as an agricultural measure to influence farming practices and have no special planning status. However, the features which contribute to the designation of an area as an ESA may also be important aspects of local countryside planning policies and be considerations in decisions on planning applications. Part of the District was designated in 1988 as the Breckland ESA, the area of which is shown on the Proposals Map. The objectives of the Breckland ESA are to ensure environmentally sympathetic management of existing heathland, especially by encouraging grazing at suitable levels; to encourage the reversion of marginal arable land to heath; to discourage the conversion of river valley grassland to arable; where possible, to encourage reversion of arable land to grass and to maintain unimproved river valley grassland; where possible, to encourage reversion of existing improved grassland; to encourage annual and biennial flowering plants and other wildlife in the margins of arable fields; and, in general, to avoid damage to historic features including archaeological remains.
- 8.16. The area covered by the Breckland ESA is also the subject of a special study being undertaken by a Joint Working Party, including representatives of the District Council, known as 'The Brecks Study Group'. The aim of the study is to highlight the problems and potential of the Breck, including the safeguarding of the landscape and nature conservation interests of the area, and to suggest how a co-ordinated

approach to the problems of the area might be formulated and implemented. A document, 'The Norfolk and Suffolk Brecks Study', was published in the Summer of 1991, and will be used as supplementary planning guidance when considering planning applications within the ESA.

POLICY 8.10 **IN THE BRECKLAND ENVIRONMENTALLY SENSITIVE AREA, THE DISTRICT COUNCIL WILL SUPPORT THE MINISTRY OF AGRICULTURE AND THE BRECKS STUDY GROUP IN THEIR PROMOTION OF NATURE CONSERVATION AND LANDSCAPE INTERESTS.**

BUILT ENVIRONMENT

- 8.17. As well as controlling the scale and location of new development in the District, the District Council has a responsibility to protect and enhance the quality of the existing built environment and to encourage a high standard of design and layout in new developments. In recent years insufficient emphasis has been given to the effect of a poor or even mediocre environment on the overall quality of life. The Plan should therefore, wherever possible, provide a framework that will help create a higher quality built environment.

Listed Buildings

- 8.18. The purpose in protecting historic buildings, landscapes and townscapes is to retain tangible links with the past and, in the face of pressures for change, provide stability in the built environment. The Town and Country Planning Acts, and other related legislation, give Local Planning Authorities the duty of protecting buildings listed as being of architectural or historic interest, and the designation and enhancement of Conservation Areas.
- 8.19. It is important that the character and setting of Listed Buildings be retained. This does not imply that the function of buildings should not change, or that they should not be adapted to modern requirements when such proposals are otherwise appropriate. Listed Building Consent is required for any form of demolition or alteration that materially affects the special architectural and historical character and appearance of these buildings. The District Council may, from time to time, give grant aid towards the preservation of features of architectural or historic interest, and has a duty to ensure that owners of Listed Buildings or structures keep them in a good state of repair.

POLICY 8.11 **THE DISTRICT COUNCIL WILL CONTINUOUSLY REVIEW BUILDINGS AND STRUCTURES IN THE PLAN AREA AND, IF IT APPEARS THAT ANY SHOULD BE INCLUDED ON THE STATUTORY LIST OF BUILDINGS OF ARCHITECTURAL OR HISTORIC INTEREST, REPRESENTATIONS WILL BE MADE TO THE SECRETARY OF STATE FOR THE ENVIRONMENT.**

POLICY 8.12 **THE DISTRICT COUNCIL WILL, WHERE NECESSARY, TAKE ACTION TO SECURE THE PRESERVATION OF:**

- a) **BUILDINGS WHICH ARE INCLUDED IN THE LIST OF BUILDINGS OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST; AND**
- b) **UNLISTED BUILDINGS IN CONSERVATION AREAS WHERE THE PRESERVATION OF THE BUILDING IS IMPORTANT TO THE CHARACTER OR APPEARANCE OF THE AREA.**

WHERE IT APPEARS THAT SUCH A BUILDING, OR STRUCTURE, IS UNDER IMMEDIATE THREAT FROM DEVELOPMENT, OR DEMOLITION, THE DISTRICT COUNCIL WILL TAKE APPROPRIATE ACTION.

- 8.20. Listed building consent is required for the demolition of the whole or part of a listed building. The total demolition of a listed building will normally be strongly resisted. Where a proposal is made, an applicant must demonstrate the need for demolition and show that every effort has been made to continue the present use, or find a suitable alternative. The District Council encourages owners of redundant listed buildings to consider alternative uses which are appropriate to the structure, and will take this into account when considering applications for a change of use. The demolition of parts of listed buildings or of outbuildings within their curtilage may be acceptable where it is essential to allow schemes of alteration or extension or where the character or appearance of the building will be unaffected. Occasionally the demolition, removal or alteration of the unsympathetic additions or features can enhance the special architectural or historic character of a listed building.

POLICY 8.13 THE DISTRICT COUNCIL WILL NOT GRANT LISTED BUILDING CONSENT FOR THE DEMOLITION OF A LISTED BUILDING OTHER THAN IN THE MOST EXCEPTIONAL CIRCUMSTANCES. PARTIAL DEMOLITION OR ALTERATION WILL ONLY BE ACCEPTABLE IN THE CIRCUMSTANCES OUTLINED IN PARA 8.20.

POLICY 8.14 THE CONVERSION OR CHANGE OF USE OF A BUILDING ON THE STATUTORY LIST OF BUILDINGS OF ARCHITECTURAL OR HISTORIC INTEREST MAY BE PERMITTED WHERE IT ENSURES THE CONTINUED USE OF THE BUILDING, PROVIDED THAT THE ARCHITECTURAL AND HISTORIC FEATURES ARE PRESERVED AND THAT OTHER PLANNING OBJECTIVES ARE MET.

POLICY 8.15 EXTENSIONS OR OTHER ALTERATIONS TO BUILDINGS ON THE STATUTORY LIST OF BUILDINGS OF ARCHITECTURAL OR HISTORIC INTEREST WILL ONLY BE APPROVED IF:

- a) THE MATERIALS USED MATCH, AS FAR AS POSSIBLE, THOSE OF WHICH THE BUILDING IS CONSTRUCTED;
- b) THE ESSENTIAL ARCHITECTURAL AND HISTORIC DETAILS OF THE BUILDING AND ASSOCIATED FEATURES ARE RETAINED OR REPLACED;
- c) WHERE APPROPRIATE, PURPOSE-MADE BUILDING COMPONENTS ARE USED; AND
- d) INTERNAL CHANGES ARE KEPT TO A MINIMUM TO RETAIN THOSE FEATURES WHICH CONTRIBUTE TO THE ARCHITECTURAL OR HISTORIC INTEREST OF THE BUILDING.

SPECIAL ATTENTION WILL ALSO BE PAID TO OTHER RELATED PROPOSALS, SUCH AS ON-SITE CAR PARKING, WHICH COULD DETRACT FROM THE APPEARANCE OR CHARACTER OF THE BUILDING OR ITS SETTING. WHEN CONSIDERING PROPOSALS FOR DEVELOPMENT IN THE VICINITY OF A LISTED BUILDING, SPECIAL ATTENTION WILL BE GIVEN TO THE NEED TO SAFEGUARD ITS SETTING.

Conservation Areas

- 8.21. The District Council has the duty to preserve the character and appearance of areas of special architectural or historic interest by designating these as Conservation Areas. Sixteen Conservation Areas have been designated in the Plan area (see Appendix C), and the desirability of designating further areas is kept under review. It is currently intended to investigate the suitability of Freckenham, Gazeley,

Herringswell, Icklingham, Newmarket Town Centre and Worlington for designation.

POLICY 8.16 **THE DISTRICT COUNCIL WILL, WHERE APPROPRIATE, DESIGNATE CONSERVATION AREAS TO PRESERVE AND ENHANCE THE CHARACTER AND APPEARANCE OF AN AREA OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST.**

- 8.22. Conservation Area Consent is required for the demolition of most buildings in a Conservation Area. In assessing whether or not to grant consent, the District Council will have regard to the desirability of preserving or enhancing the character or appearance of the Conservation Area in which the building is situated. Consent to demolish will only be given where detailed plans for redevelopment are submitted showing the development and its siting. Any new building will be carefully designed in order to reflect the established character of the area.

POLICY 8.17 **WITHIN CONSERVATION AREAS:**

- a) **THE DISTRICT COUNCIL WILL PROTECT AND PRESERVE BY PLANNING CONTROL, PRESERVATION ORDERS AND OTHER APPROPRIATE MEASURES, ALL THOSE BUILDINGS, OPEN SPACES, TREES, VIEWS AND OTHER ASPECTS OF THE ENVIRONMENT THAT CONTRIBUTE TO THE CHARACTER OF THE AREA;**
- b) **THE DISTRICT COUNCIL WILL ENHANCE THE AREA BY ENCOURAGING APPROPRIATELY DESIGNED DEVELOPMENT AND LANDSCAPING, TOGETHER WITH THE REMOVAL OF UNSIGHTLY ELEMENTS AND THE PROMOTION OF ENHANCEMENT SCHEMES;**
- c) **CONSENT TO DEMOLISH A BUILDING WILL NORMALLY BE GRANTED ONLY WHERE IT CAN BE SHOWN THAT IT IS WHOLLY BEYOND REPAIR, INCAPABLE OF REASONABLY BENEFICIAL USE, OF INAPPROPRIATE STRUCTURE OR DESIGN, OR WHERE ITS REMOVAL OR REPLACEMENT WOULD BENEFIT THE APPEARANCE OR CHARACTER OF THE AREA. IN THE CASE OF REDEVELOPMENT, A DETAILED SCHEME SHOULD HAVE PREVIOUSLY BEEN GRANTED PLANNING PERMISSION.**
- d) **THE DISTRICT COUNCIL WILL NORMALLY EXPECT PLANNING APPLICATIONS TO CONTAIN SUFFICIENT INFORMATION TO ENABLE THE IMPACT OF THE PROPOSAL TO BE ASSESSED;**
- e) **DESIGN AND DEVELOPMENT BRIEFS FOR DEVELOPMENT SITES SHOWN ON THE PROPOSALS MAP WILL BE EXPECTED;**
- f) **THE DISTRICT COUNCIL WILL EXPECT THAT THE DESIGN, FORM, SCALE, DETAILING AND MATERIALS USED IN DEVELOPMENT REFLECT THE EXISTING CHARACTER AND FORM OF THE CONSERVATION AREA;**
- g) **OTHER DEVELOPMENT, INCLUDING STREET FURNITURE, PAVING, LIGHTING AND ADVERTISEMENT DISPLAYS, SHOULD BE IN KEEPING. WHEREVER PRACTICABLE, ELECTRICITY, TELEPHONE AND OTHER CABLE SYSTEMS SHOULD BE PLACED UNDERGROUND, OR IN SUITABLY CONCEALED LOCATIONS; AND**
- h) **NATURAL FEATURES INCLUDING TREES SHOULD BE PRESERVED WHEREVER POSSIBLE. SCHEMES OF LANDSCAPING AND TREE PLANTING WILL BE ENCOURAGED.**

- 8.23. Mildenhall Conservation Area includes the commercial core of the town. Within this area there is a high concentration of both listed buildings and other historic buildings that collectively make an important contribution to the traditional character and appearance of the town. A number of these buildings are in need of repair.
- 8.24. The Town Scheme is an arrangement for making grants towards the cost of repairing selected buildings within the central area of Mildenhall Conservation Area. Funding for the Town Scheme is being provided jointly by English Heritage, Forest Heath District Council and Suffolk County Council (known collectively as the Town Scheme Partners) for an initial three years from April 1992. By concentrating funding for repair works in one area, not only are the overall effects greater than by spending funds on individual buildings across a wide area, but also it can lead to an air of greater confidence and well-being within the town centre.

POLICY 8.18 **THE DISTRICT COUNCIL WILL IMPLEMENT A TOWN SCHEME FOR THE MILDENHALL CONSERVATION AREA.**

- 8.25. Where Conservation Areas coincide with the commercial areas in towns or villages, new shop fronts, facias, signs and advertisements should make a positive contribution to the character of the Conservation Area and relate to the building upon which they are located.

POLICY 8.19 **WITHIN CONSERVATION AREAS NEW SHOP FRONTS, FASCIAS, AWNINGS, CANOPIES, ADVERTISEMENTS AND OTHER ALTERATIONS TO SHOP AND OFFICE PREMISES MUST BE OF A HIGH STANDARD OF DESIGN. THEY SHOULD RESPECT THE CHARACTER OF THE CONSERVATION AREA AND QUALITY OF THE BUILDING TO WHICH THEY RELATE. STANDARDISED SHOP FRONTS, UNSYMPATHETIC 'HOUSE' SIGNS AND AWNINGS, PROJECTING BOX SIGNS, INTERNALLY ILLUMINATED SIGNS AND EXTERNALLY LIT SIGNS WILL NOT NORMALLY BE GRANTED CONSENT. WHERE IT CAN BE DEMONSTRATED THAT THE PREMISES RELY PRINCIPALLY ON TRADING AFTER DARK (E.G. RESTAURANTS, PUBLIC HOUSES AND PLACES OF ENTERTAINMENT), THE DISTRICT COUNCIL MAY GIVE FAVOURABLE CONSIDERATION TO EXTERNALLY LIT SIGNS, SYMPATHETIC TO THE CHARACTER OF THE BUILDING AND THE SURROUNDING AREA.**

Archaeological Sites

- 8.26. Suffolk is one of the outstanding areas in Britain for its wealth of archaeological sites of all periods. The District Council acknowledges that archaeological remains are a non-renewable resource, forming an essential part of the County's identity, valuable both for their own sake and for their role in education, leisure and tourism. In addition to its historic villages and towns, the Forest Heath District contains, at present, 936 archaeological sites, of which, only 32 are Scheduled Ancient Monuments with statutory protection. Scheduled Monument Consent from the Secretary of State is necessary for any operations which involve disturbance of the ground, or tipping, on or around a Scheduled Ancient Monument. The District Council will pursue a policy of positive conservation of archaeological sites. It will encourage owners of monuments to take measures both to conserve and enhance them, and to improve visitor access to them at a level appropriate to their long term preservation.

POLICY 8.20 **THE DISTRICT COUNCIL WILL SEEK PROVISION TO BE MADE FOR THE EVALUATION OF ARCHAEOLOGICAL SITES OF UNKNOWN IMPORTANCE AND AREAS OF HIGH POTENTIAL PRIOR TO THE DETERMINATION OF DEVELOPMENT PROPOSALS. WHERE NATIONALLY OR LOCALLY IMPORTANT SITES, WHETHER SCHEDULED OR NOT, AND THEIR SETTINGS, ARE AFFECTED BY PROPOSED DEVELOPMENT, THERE WILL BE A PRESUMPTION IN FAVOUR OF**

THEIR PRESERVATION. ON SITES WHERE THERE IS NO OVERRIDING CASE FOR PRESERVATION, DEVELOPMENT WILL NOT NORMALLY BE PERMITTED UNLESS AGREEMENT HAS BEEN REACHED TO PROVIDE EITHER FOR THEIR PRESERVATION OR FOR THEIR RECORDING AND, WHERE DESIRABLE, THEIR EXCAVATION PRIOR TO DEVELOPMENT.

Parks and Gardens of Special Historical Interest

- 8.27. The National Heritage Act 1983 provides that English Heritage should compile a register of gardens and designed landscapes. These are deliberately created ornamental environments which now have significant historical interest. Should any such parks or gardens be designated in the District during the Plan period, it is important that their special historical features are preserved or enhanced.

POLICY 8.21 THE DISTRICT COUNCIL WILL ENCOURAGE THE PRESERVATION AND ENHANCEMENT OF PARKS AND GARDENS OF SPECIAL HISTORIC INTEREST. IN CONSIDERING PROPOSALS FOR DEVELOPMENT OR CHANGE OF USE OF LAND OR BUILDINGS WITHIN SUCH PARKS AND GARDENS, ACCOUNT WILL BE TAKEN OF THE EXTENT TO WHICH THE SPECIAL HISTORIC FEATURES ARE AFFECTED AND/OR PRESERVED.

Design of New Development

- 8.28. The form of new development and the standard of its design has, and will continue to have, a significant effect on the environmental quality of the District. Good design is considered to be an essential requirement for all new development throughout the District. Elsewhere within the Local Plan there is specific design guidance for residential development and for the development to Red Lodge. Certain aspects of this guidance can be applied in the wider context of the whole District and other types of developments. Some of the principles regarding the design of industrial and commercial buildings at Red Lodge can be equally valid elsewhere in the District. The more detailed aspects of the Suffolk Design Guide can be applied to small infilling housing schemes, or even to residential extensions, and not just new estates.
- 8.29. However, some specific types of development or locations have particular issues that would benefit from more precise guidance. Therefore, the District Council intends to issue a number of development or design guides as supplementary planning guidance during the Plan period on the following topics:
- a) Updated Village Policy Guides in terms of a description and analysis of the key characteristics and development constraints of the village;
 - b) Shops fronts and their advertisements;
 - c) Farm buildings;
 - d) Building materials;
 - e) Landscaping and trees; and
 - f) Residential extensions.
- 8.30. Pending the publication of a), the descriptive element of the following existing Village Policy Guides (VPGs) will be retained as supplementary planning guidance. The policy element, in particular the definition of the development boundary, has been superseded by Policies 3.2 and 3.3 of this Local Plan.

Barton Mills Village Policy Guide, 1985
Elveden Village Policy Guide, 1987
Freckenham Village Policy Guide, 1984
Herringswell Village Policy Guide, 1985
Holywell Row Village Policy Guide, 1985
Icklingham Village Policy Guide, 1984
Tuddenham Village Policy Guide, 1984
West Row Village Policy Guide, 1986
Worlington Village Policy Guide, 1984

- 8.31. The main principle behind all the District Council's design guidance is that development should take account of the particular characteristics of the development site and its locality, rather than simply using a copied or standard building type, or layout, from elsewhere. The appropriate response is to respect and reflect positive characteristics and/or minimise negative ones.
- 8.32. In determining applications for new development, the Council will apply a number of environmental criteria to ensure that the proposal is visually pleasing, in character with its surroundings, and is not materially detrimental to the amenities of surrounding development. The following general policy should be read in conjunction with the more specific and detailed guidance given in this Plan, or as contained elsewhere in supplementary planning guidance.

POLICY 8.22 PROPOSALS FOR NEW DEVELOPMENT MUST BE DESIGNED TO RESPECT THE CHARACTER, OPPORTUNITIES AND CONSTRAINTS OF THE SPECIFIC SITE AND ITS SURROUNDINGS; THEY SHOULD HAVE REGARD TO ANY HISTORIC AND ARCHITECTURAL CHARACTER AND NATURAL FEATURES OF THE NEIGHBOURHOOD AND THE POTENTIAL TO CREATE A NEW SENSE OF PLACE THROUGH SENSITIVE DESIGN. PROPOSALS OF OBVIOUSLY POOR DESIGN, WHICH ARE OUT OF SCALE AND CHARACTER WITH THEIR SURROUNDINGS, WILL NOT BE PERMITTED.

Protection of Amenities

- 8.33. In addition to issues of design, townscape and protecting the wider environment, the District Council is concerned to protect the amenities of the occupants of adjoining and neighbouring properties when development occurs. It is particularly concerned that residential properties are protected from an unreasonable loss of privacy, caused by overlooking, obtrusive development and disturbance.

Landscape Schemes for New Development

- 8.34. Many planning applications involve building on land that contains natural features, such as trees or hedges. Particularly with new residential and employment-based schemes, the landscape setting of the development must be taken into account and, where this is a dominant feature, measures must be taken to integrate buildings within the landscape. Landscaping schemes should be designed as an integral part of the overall development, and landscaping on residential development should be in accordance with the guidance contained in the 'Suffolk Design Guide'.
- 8.35. Landscape schemes should consist of a survey of existing trees and site features, and a scheme for hard and soft landscaping and planting, including the retention and safeguarding during the development of existing trees and features.

POLICY 8.23 DETAILED PROPOSALS FOR NEW DEVELOPMENT SHOULD NORMALLY BE ACCOMPANIED BY LANDSCAPING SCHEMES TO BE CONSIDERED AS PART OF THE PLANNING APPLICATION. SCHEMES WILL BE EXPECTED TO TAKE INTO ACCOUNT THE EXISTING LAND FORM AND LANDSCAPE CHARACTER OF THE SITE. THE DISTRICT COUNCIL

MAY ALSO REQUIRE OUTLINE APPLICATIONS FOR LARGE DEVELOPMENTS, OR ON VISUALLY SENSITIVE SITES, TO SHOW LANDSCAPING PROPOSALS, EITHER FORMALLY OR FOR ILLUSTRATIVE PURPOSES. DEVELOPMENT THAT INVOLVES THE LOSS OF TREES, OR OTHER LANDSCAPING FEATURES, THAT MAKE A SPECIAL CONTRIBUTION TO THE CHARACTER AND APPEARANCE OF THE AREA, WILL NOT NORMALLY BE PERMITTED.

Temporary Buildings

- 8.36. The practice of putting up temporary buildings may be acceptable to provide short term accommodation to meet unexpected demand or during construction work. However, such buildings are rarely attractive and can become eyesores if they remain on site for a long time.

POLICY 8.24

WHERE PLANNING PERMISSION IS GRANTED FOR TEMPORARY BUILDINGS, THE DURATION OF THAT PERMISSION WILL BE FOR A PERIOD DECIDED FOR EACH APPLICATION NOT EXCEEDING TWO YEARS AND WILL NOT NORMALLY BE RENEWED. TEMPORARY BUILDINGS SHOULD NOT NORMALLY BE SITED IN A PROMINENT AND OBTRUSIVE POSITION, OR INVOLVE A REDUCTION IN THE OVERALL CAR PARKING PROVISION BELOW THE DISTRICT COUNCIL'S STANDARD. DESIGN AND MATERIALS SHOULD BE UNOBTRUSIVE AND MINIMISE IMPACT ON LOCAL AMENITY.

Vehicular Access for New Development

- 8.37. Achieving satisfactory access arrangements on new development is important, not only for safety reasons, but also for wider design considerations. Road networks and access arrangements are one of the main factors determining siting and layout, and hence the visual quality of development. Large areas of road and parking areas are rarely attractive, and their visual impact should be minimised wherever possible. Parking areas that are too remote from buildings should be avoided. The need to deter crime is also a factor that should influence the design of access and parking areas.

POLICY 8.25

ROAD AND ACCESS LAYOUTS SHOULD BE DESIGNED TO THE SATISFACTION OF THE DISTRICT COUNCIL FOLLOWING CONSULTATION WITH THE HIGHWAY AUTHORITY. THE LAYOUT OF ANY NEW DEVELOPMENT SHOULD NOT BE DOMINATED VISUALLY BY THE ACCESS AND PARKING REQUIREMENTS OF CAR AND SERVICE VEHICLES. LARGE PARKING OR SERVICING AREAS WITHOUT ADEQUATE LANDSCAPING, DISTANT FROM USERS AND INCAPABLE OF REGULAR SURVEILLANCE WILL NOT NORMALLY BE ACCEPTED.

Accessibility

- 8.38. New development should, whenever possible, be accessible to everyone who wishes to use it. This is particularly important with regard to public buildings or buildings attracting large numbers of users, such as shops or large offices. Many of the public have special access requirements that need to be considered as an integral part of any design.

POLICY 8.26

NEW DEVELOPMENTS, INCLUDING CHANGES OF USE, PARTICULARLY THOSE IN PUBLIC, SEMI-PUBLIC OR INSTITUTIONAL USE, WILL BE EXPECTED TO BE FULLY ACCESSIBLE TO PEOPLE WITH DISABILITIES, PARENTS WITH PUSHCHAIRS/PRAMS AND THE ELDERLY, VIA THE PRINCIPAL ENTRANCE, UNLESS EXCEPTIONAL SITE CONSTRAINTS MAKE THIS IMPOSSIBLE.

Designing for Public Safety

- 8.39. The design and layout of development can influence the rate of crime and vandalism. The provision of a safe and secure environment is an important factor that should be given due weight and consideration as an integral part of any development.

POLICY 8.27 **IN CONSIDERING DEVELOPMENT PROPOSALS, THE DISTRICT COUNCIL WILL SEEK TO ENSURE THAT THE DESIGN AND LAYOUT OF BUILDINGS AND SPACES ABOUT AND BETWEEN BUILDINGS PROVIDE FOR PUBLIC SAFETY AND DETER VANDALISM AND CRIME.**

Advertisement Control

- 8.40. Under the powers of the Town and Country Planning (Control of Advertisements) Regulations, 1992, the District Council can restrict and regulate the display of advertisements in the interests of amenity and public safety, with further guidance given in PPG 19. Under the Regulations, certain advertisements require Express Consent from the District Council, whereas others have Deemed Consent. The District Council, however, does have the power to require the discontinuance of the display of advertisements with Deemed Consent, in certain circumstances.
- 8.41. Advertisements are appropriate to the commercial function of towns and can add colour and interest to such areas. However, they can also be intrusive and inappropriate, particularly in Conservation Areas, residential areas and the countryside. Policies controlling the display of advertisements in Conservation Areas have been dealt with under Policy 8.19. Elsewhere, advertisements need to be in scale and character with the buildings and the general location and, to this end, the District Council will continue to strictly control both existing and new advertisements.

POLICY 8.28 **WHEN CONSIDERING APPLICATIONS FOR THE DISPLAY OF ADVERTISEMENTS, THE DISTRICT COUNCIL WILL TAKE ACCOUNT OF THE EFFECT ON LOCAL AMENITY AND PUBLIC SAFETY AND WILL NEED TO BE SATISFIED THAT THE ADVERTISEMENT IS SATISFACTORILY RELATED TO, AND DOES NOT DETRACT FROM, THE SCALE AND CHARACTER OF THE BUILDING CONCERNED AND THE LOCAL ENVIRONMENT.**

Statutory Undertakers and Other Service Equipment

- 8.42. The buildings, operations and infrastructure of the Statutory and Public Service Undertakers, and other service equipment, such as television aerials/satellite dishes and bin stores, can have a detrimental visual and environmental impact. Similarly, the unsympathetic and cluttered appearance of unco-ordinated street furniture and wirescape can detract from the visual amenity of an area. Street furniture, including traffic and direction signs, lamp columns, litter bins, telephone kiosks, letter boxes, bus shelters and public seating are all important components in the built environment. The District Council has, from time to time, undertaken improvement schemes in town centres and in Conservation Areas to minimise the impact of these structures. This issue is particularly important in Conservation Areas and the Plan contains policies specifically to cover these areas (see Policy 8.17). Elsewhere the District Council seeks to lessen the environmental impact of public service operations by encouraging good design and layout of buildings and facilities, by screening buildings and plant, by the rationalisation of street furniture and by the undergrounding of wires.

POLICY 8.29 **THE DISTRICT COUNCIL WILL SEEK TO CO-OPERATE WITH AND ENCOURAGE THE VARIOUS PUBLIC UNDERTAKERS, DEVELOPERS AND OCCUPANTS, TO CARRY OUT WORKS IN ORDER TO MINIMISE THE**

**DETRIMENTAL ENVIRONMENTAL IMPACT OF THEIR BUILDINGS,
INFRASTRUCTURE AND OPERATIONS, AND TO UNDERTAKE SCHEMES
TO ENHANCE THE ENVIRONMENT.**

Prominent Boundary Features

- 8.43. The boundary treatment of land fronting the public highway is always a prominent visual feature. The District has a wealth of historic and attractive boundary walls, constructed of local materials, such as flint or clunch. Historic railings, fences and gates are also found in the District. These traditional boundary treatments help to give the District's towns and villages their distinctive character and appearance. Hedgerows are a visually important characteristic of the countryside and of many villages. They also provide a valuable habitat for a variety of animal and plant life.
- 8.44. The development of infill plots can involve the removal of all or part of historic walls or mature hedgerows in order to provide for a new access to normal highway standards. Development that involves the unacceptable loss of such boundary features without adequate replacement will normally be resisted.

POLICY 8.30

THE DISTRICT COUNCIL WILL NORMALLY REQUIRE THE RETENTION OF HISTORIC BOUNDARY WALLS, RAILINGS, FENCES OR GATES, AND MATURE INDIGENOUS HEDGEROWS, WHICH MAKE AN IMPORTANT CONTRIBUTION TO THE CHARACTER AND APPEARANCE OF THE LOCALITY. WHERE REMOVAL IS UNAVOIDABLE, THEN THE PROVISION OF NEW BOUNDARY FEATURES OF EQUIVALENT QUALITY WILL NORMALLY BE REQUIRED.

WIDER ENVIRONMENTAL ISSUES

Environmental Assessment of Development

- 8.45. Environmental Assessment is a technique for expert quantitative and qualitative analysis of the environmental effects of a particular proposal. The types of projects where Environmental Assessment will be required in every case, and the criteria by which other projects will be evaluated in order to determine whether Environmental Assessment is required, are set out in the Town and Country Planning (Assessment of Environmental Effects) Regulations, 1988 and further explained in Circular 15/88.
- 8.46. When considering planning applications which are likely to give rise to significant environmental effects, the District Council will have regard to the need for Environmental Assessment, as set out in the Regulations. In general, the District Council will expect Environmental Assessments, including an Environmental Impact Statement, to accompany all significant planning applications which involve major hazards; which could result in the loss of important landscape or nature conservation interests, or which increase public use on sensitive wildlife sites.

POLICY 8.31

WHERE A PROPOSED DEVELOPMENT SEEMS LIKELY TO HAVE SIGNIFICANT ADVERSE ECOLOGICAL EFFECTS, THE DISTRICT COUNCIL WILL REQUIRE THE APPLICANT TO PRODUCE AN ENVIRONMENTAL IMPACT STATEMENT.

Air and Water Pollution

- 8.47. Land use planning has an important role to play in controlling the location of potentially polluting installations or uses. In that sense, the risk of pollution is a material planning consideration.
- 8.48. Almost all of Forest Heath District is situated on a chalk aquifer, designated as Zone A or Zone B in the National River Authority's (NRA)

Aquifer Protection Policy (APP). In some areas, notably Mildenhall and Lakenheath, the water table is extremely high. Therefore, the potential risk of pollution of the underlying groundwater supplies is a particularly important issue for the District, and the District Council will consult with the NRA on a wide range of planning applications. Some industrial or commercial uses have the potential to cause atmospheric pollution, and the District Council's Environmental Health Section, or the Health and Safety Executive, will be consulted on such proposals.

POLICY 8.32 **PROPOSALS FOR DEVELOPMENT WILL NOT BE PERMITTED WHERE THE DISTRICT COUNCIL, AFTER CONSULTATION WITH EITHER THE NATIONAL RIVERS AUTHORITY OR THE HEALTH AND SAFETY EXECUTIVE, CONSIDER THEY CONSTITUTE A SIGNIFICANT RISK OF AIR OR WATER POLLUTION.**

Noise

- 8.49. Noise can seriously affect the quality of the environment relating to noise sensitive developments, or uses such as homes, schools, hospitals and open space. Therefore, it is important to have regard to noise generation when planning for new development. This is particularly so in Forest Heath District, which has two major United States Air Force bases. Studies of noise related to low flying aircraft have been carried out on behalf of the Ministry of Defence. As a result, areas have been identified within which, at April 1989, residential properties were eligible for Government grants towards acoustic double glazing designed to reduce the internal noise levels. New development within the areas defined will not be eligible for grant. Because of operating changes at the air bases since 1989, it may be necessary to review the existing noise contours, and the District Council will consider undertaking such a study.
- 8.50. Other possible sources of excessive noise in the District are from road traffic, some industrial and commercial premises and railways.
- 8.51. When considering proposals for either noise sensitive development, or proposals that are likely to generate high noise levels, the District Council will have regard to the emerging guidance contained in the Draft Planning Policy Guidance (PPG) entitled "Planning and Noise".

POLICY 8.33 **WHEN CONSIDERING NEW SITES FOR NOISE SENSITIVE DEVELOPMENT, THE DISTRICT COUNCIL WILL HAVE REGARD TO SOURCES OF EXCESSIVE NOISE. NOISE SENSITIVE DEVELOPMENTS WILL ONLY BE ALLOWED WHERE THEY CAN BE ADEQUATELY PROTECTED AGAINST NOISE INTRUSION.**

POLICY 8.34 **NEW DEVELOPMENT WHICH WOULD GENERATE HIGH NOISE LEVELS WILL ONLY BE PERMITTED WHERE THESE NOISE LEVELS CAN BE LIMITED TO AN ACCEPTABLE LEVEL.**

Environmental Protection from Existing Unneighbourly Or Non Conforming Uses

- 8.52. Throughout the District there are a number of uses that have developed over a considerable number of years and which cause local environmental problems to the neighbouring uses. The District Council has very limited powers to control these uses, other than to provide alternative sites and encourage such firms to move. Existing problems often become worse if the use intensifies and, again, planning controls over intensification are limited unless it can be shown there is a major change in the level of operation of a particular site. The Council's only real option is to encourage such users to move to more suitable sites.

POLICY 8.35 **PROPOSALS LIKELY TO RESULT IN THE INTENSIFICATION OF NON-CONFORMING OR UNNEIGHBOURLY USES WHICH ARE POORLY**

RELATED TO THE HIGHWAY NETWORK OR WHICH WILL CAUSE OVERRIDING PROBLEMS FOR LOCAL RESIDENTIAL AMENITY, PROVISION OF SERVICES, OR THE CONSERVATION OF THE ENVIRONMENT, WILL NOT BE PERMITTED. IN THESE CASES, THE DISTRICT COUNCIL WILL ENCOURAGE FIRMS TO RELOCATE WITH MINIMUM DISTURBANCE TO THEIR OPERATION.

Environmental Impact of Traffic

- 8.53. Many of the roads in the District carry significant traffic flows. The District Council will continue to try to minimise the environmental effects of such traffic, particularly where it flows through residential areas or town and village centres. Policies for road transport are contained in Chapter 6. Consideration will continue to be given to schemes for removing extraneous traffic or rationalising on-street parking, in order to improve the quality of life in residential areas.

Hazardous Substances and Contaminated Land

- 8.54. The Health and Safety Executive (HSE) have informed the District Council that there are a series of notifiable installations within the Plan area relating to high pressure gas pipelines. The Executive has defined a consultation zone around such sites within which it is consulted on certain types of planning applications.
- 8.55. Under the Environmental Protection Act 1990, the District Council has to prepare a Register of Contaminated Land. This will include former waste disposal and industrial sites or areas where hazardous substances have been stored or disposed of. The District Council will require that any proposed development on or adjoining such sites is subject to the necessary investigations to establish site suitability, safety and identify any necessary precautions to be taken prior to development.
- 8.56. The District Council will consult the HSE, Waste Disposal Authority or other relevant organisation regarding proposals which may be affected by hazardous substances. Where advised that a risk to the surrounding population would be involved, controls over development or suitable precautions will be enforced.

POLICY 8.36

IN CONSIDERING PROPOSALS CONCERNING HAZARDOUS DEVELOPMENT, DEVELOPMENT IN THE VICINITY OF HAZARDOUS INSTALLATIONS AND THE DEVELOPMENT OF CONTAMINATED SITES, ACCOUNT WILL BE TAKEN OF THE AMOUNT, TYPE, LOCATION OF HAZARDOUS SUBSTANCES PRESENT AND THE NEED FOR SPECIAL PRECAUTIONS OR RESTRICTIONS TO PROTECT FUTURE USERS OF THE SITE AND ANY AFFECTED LAND.

Vacant Sites

- 8.57. Vacant sites, particularly those awaiting development, are vulnerable to dumping of rubbish, unauthorised car parking, temporary unauthorised uses or general deterioration. Where it appears to the Council that such sites are injurious to the amenity of the area, steps shall be taken to alleviate the problem. This may include the serving of a Notice under the Town and Country Planning Acts or, in appropriate cases, the granting of a temporary use of the site for a particular purpose.

POLICY 8.37

THE COUNCIL WILL ENDEAVOUR TO ENSURE THAT VACANT OR UNUSED LAND DOES NOT ADVERSELY AFFECT THE AMENITY OF THE NEIGHBOURHOOD. IN APPROPRIATE CASES, SUITABLE TEMPORARY USES MAY BE ALLOWED.

Flood Protection

- 8.58. The District Council, in consultation with the National Rivers Authority (N.R.A.), will seek to ensure new development is not at risk from flooding and does not put other areas at risk of flooding which could endanger life and damage property. Any work which is needed to reduce the risk of flooding created by a new development should normally be paid for by the developer.

POLICY 8.38 PROPOSALS FOR DEVELOPMENT (INCLUDING THE RAISING OF LAND) WILL NOT BE PERMITTED WHERE THE DISTRICT COUNCIL, AFTER CONSULTATION WITH THE NATIONAL RIVERS AUTHORITY, TAKE THE VIEW THAT SUCH DEVELOPMENT IS LIKELY TO IMPEDE MATERIALLY THE FLOW OF FLOOD WATER, OR TO INCREASE FLOODING ELSEWHERE, OR TO INCREASE THE NUMBER OF PEOPLE AND/OR PROPERTIES AT RISK FROM FLOODING.

Energy Conservation and Global Warming

- 8.59. PPG 12 indicates that the conservation of energy and global warming are key issues which should be considered by Development Plans. Some detailed factors, such as insulation standards and energy efficient buildings are, in general, best dealt with under Building Regulations. Nevertheless, a number of factors that influence energy conservation have been long established planning considerations for other environmental and amenity reasons. Therefore, the planning system can play an important role in helping energy conservation and preventing global warming in the following ways:

- a) Making best use of urban and vacant land or buildings without 'town-cramming';
- b) locating and laying out development well related to existing settlements, shops, facilities and transport systems in order to minimise the need for car journeys and the distances driven, thereby helping to reduce and control CO² emissions;
- c) determining the position, orientation and fenestration of buildings to ensure that they receive adequate levels of day and sunlighting, thereby helping to reduce artificial lighting and heating requirements;
- d) encouraging the reuse of existing materials and buildings, in particular the use of traditional materials in relation to listed buildings, conservation areas or other important historic areas on architectural or historical grounds. This can also help to prevent the use of environmentally damaging materials, such as plastics or non-renewable tropical hardwoods; and
- e) where they affect the external appearance of buildings, or are classified as development, the use of renewable energy sources, and matters such as double glazing, can become material planning considerations.

- 8.60. A number of the above points are already covered by other Policies in the Local Plan. However, it is important that energy conservation/ global warming issues, are also considered and given due weight and importance.

POLICY 8.39 WHEN CONSIDERING DEVELOPMENT PROPOSALS, THE DISTRICT COUNCIL WILL, WHENEVER POSSIBLE, TAKE ACCOUNT OF ENERGY CONSERVATION FACTORS. IN PARTICULAR, THE DISTRICT COUNCIL WILL SEEK TO ENSURE THAT ALL BUILDINGS ARE DESIGNED SO THAT THEY RECEIVE ADEQUATE LEVELS OF DAY AND SUNLIGHT.

9. THE RURAL AREA

- 9.1. National policy for rural areas aims to enhance the quality of life in rural communities by conserving the nation's countryside heritage and sustaining the rural economy. The policy seeks to strike a balance between the need for conservation of the countryside for its own sake, whilst maintaining a healthy rural economy. Forest Heath District is essentially rural in character and its countryside, which has great diversity, provides a dominant setting for its settlements. For the purposes of the Plan, the Rural Area is defined as all that part of the District which lies outside the settlement boundaries of the three main towns of Newmarket, Mildenhall and Brandon, and includes the Villages, Minor Settlements and the Countryside.

The Rural Area and New Development

- 9.2. The Local Plan has established a settlement strategy which provides for the housing and employment needs of the District's population, while protecting the character of the Rural Area. While some development will be allowed in the Rural Area in existing settlements (see Policies 3.2 to 3.4), development outside these settlements will only be allowed in exceptional circumstances. Two of the most important land uses in the Rural Area are agriculture and forestry. Although much of their development is outside the scope of the Town and Country Planning Acts, a recent change to the General Development Order will give Local Planning Authorities greater control over materials, design and setting of new buildings. However, there are pressures for development which are unrelated to these primary functions, and there is a need to protect the appearance and character of the Rural Area from the impact of this development, particularly from the more intrusive uses.

POLICY 9.1

IN CONSIDERING PROPOSALS FOR ANY NEW DEVELOPMENT IN THE RURAL AREA OUTSIDE DEFINED SETTLEMENTS, THE DISTRICT COUNCIL NEEDS TO BE SATISFIED THAT:

- a) THERE IS JUSTIFICATION FOR THE DEVELOPMENT TO BE IN THE RURAL AREA, PARTICULARLY WHERE IT IS NOT RELATED TO EXISTING BUILDINGS;**
- b) SUITABLE ALTERNATIVE BUILDINGS, INCLUDING REDUNDANT BUILDINGS WHICH COULD BE CONVERTED, ARE NOT AVAILABLE;**
- c) THE DEVELOPMENT WILL NOT INVOLVE AN UNACCEPTABLE LOSS OF THE BEST AND MOST VERSATILE AGRICULTURAL LAND;**
- d) THE RATE AT WHICH AGRICULTURAL LAND IS BEING TAKEN FOR DEVELOPMENT IS ACCEPTABLE;**
- e) THE DEVELOPMENT WILL FACILITATE ECONOMIC ACTIVITY THAT WILL, IN TURN, PROVIDE EMPLOYMENT;**
- f) THE DEVELOPMENT WILL NOT HAVE A SIGNIFICANTLY ADVERSE IMPACT ON THE LOCAL HIGHWAY NETWORK; AND AN ACCEPTABLE SITE ACCESS SHOULD BE PROVIDED;**
- g) THE RELEVANT SERVICES ARE, OR CAN, BE MADE AVAILABLE;**
- h) THE DEVELOPMENT WILL NOT CAUSE WASTE DISPOSAL AND/OR POLLUTION PROBLEMS;**

- i) THERE WILL BE NO SIGNIFICANT DETRIMENTAL IMPACT ON THE VISUAL AMENITY OF THE LANDSCAPE;
- j) THERE WILL BE NO SIGNIFICANTLY DETRIMENTAL EFFECTS ON THE NATURE CONSERVATION INTEREST OF THE AREA;
- k) SITES OF ARCHAEOLOGICAL INTEREST AND THEIR IMMEDIATE SURROUNDINGS WILL BE SAFEGUARDED.

9.3. Where development has to take place in the Rural Area and satisfies criteria in Policy 9.1, it is essential that any buildings, structures, operations and uses respect their surroundings.

POLICY 9.2

DEVELOPMENT PROPOSALS IN THE RURAL AREA OUTSIDE DEFINED SETTLEMENTS, REQUIRE A HIGH STANDARD OF LAYOUT AND DESIGN. NEW BUILDINGS SHOULD, WHERE POSSIBLE, BE RELATED TO AN EXISTING BUILDING OR GROUP OF BUILDINGS. PARTICULAR ATTENTION WILL BE PAID TO ENSURING THAT THE SCALE, SITING, CONFIGURATION, FORM, MATERIALS AND DETAILING OF A BUILDING, OR GROUP OF BUILDINGS, HAS AN APPROPRIATE RURAL CHARACTER AND APPEARANCE. DESIGNS THAT ARE PREDOMINATELY URBAN OR SUBURBAN IN CHARACTER AND APPEARANCE WILL NOT NORMALLY BE PERMITTED. LANDSCAPING, SURFACE AND BOUNDARY TREATMENT SHOULD ALSO BE OF AN APPROPRIATE RURAL CHARACTER.

Agriculture

- 9.4. The geology of the District, and past agricultural practices, have created a wide variety of soil types and consequent agricultural land uses. The District has areas of the highest classification of agricultural value, Grades I and II, particularly to the west where the Fens provide land with high productivity levels. At the other end of the scale, low grade land is used for forestry or exercise grounds related to the horse racing industry at Newmarket. The policy of the Minister of Agriculture, Fisheries and Food has been to exhort Local Planning Authorities to prevent development of the highest grades of agricultural land.
- 9.5. The planning system has been, and will continue to be, the principal means for regulating the rate at which land is transferred from agricultural to urban use. Changes in agricultural land requirements mean that it is no longer necessary to retain as much land as possible in agricultural use. Government policy now sets a priority on encouraging diversification of the rural economy to provide a wide variety of employment opportunities and broaden the economic base of the countryside. However, while it may be necessary to encourage development to increase economic activity and to provide new jobs, there is the overriding need to protect the countryside for its own sake. The mere existence of open and attractive countryside is now recognised as an important asset.
- 9.6. Demand for agricultural products fluctuates over time but, once land is developed, its return to agricultural use is seldom practicable. The best and most versatile land is of special importance and should not be developed unless there is no other site suitable for a particular purpose. The absence of a need to retain a site in agricultural use does not constitute grounds for allowing development. Most changes in the use of land and buildings from agricultural to other uses continue to require planning permission, and each application must be considered individually on its merits, having regard to national guidance, the provisions of the Structure and Local Plans and any other local material considerations.

New Agricultural Enterprises

- 9.7. The District Council recognises that changing economic circumstances may give rise to the sub division of existing agricultural holdings, or to the creation of new and possibly experimental forms of farming, some of which may require the provision of accommodation for essential agricultural personnel. In accordance with Policy 3.4, the presumption against new dwellings in the countryside is retained but, to facilitate changes in the agricultural economy and to support enterprise and initiative, the use of temporary accommodation may be justified in exceptional circumstances where a specific need related to an agricultural holding can be demonstrated.

POLICY 9.3 **IN EXCEPTIONAL CIRCUMSTANCES, TEMPORARY PERMISSION FOR A RESIDENTIAL CARAVAN MAY BE GRANTED TO ENABLE A VIABLE AGRICULTURAL ENTERPRISE TO BE ESTABLISHED, SUBJECT TO POLICY 9.1.**

Farm Buildings

- 9.8. Many farm buildings on agricultural holdings do not require specific planning permission, but are allowed as Permitted Development in the General Development Order. Recent amendments to the General Development Order allow Local Authorities a measure of control over the materials used and the design and siting of certain new agricultural buildings. This should enable Local Authorities to minimise the impact of large new developments on the character of the countryside. However, it is important that all farm buildings, whether or not they require specific planning permission, should be designed and built to blend with neighbouring buildings and the surrounding countryside. To achieve this the District Council will encourage individual farms, as well as farming organisations, to appreciate the importance of good design. Where planning permission is required for new agricultural buildings, the District Council will take into account their design, siting, and impact on the countryside (see Policy 9.2). The District Council will issue supplementary planning guidance to help ensure its requirements are clearly understood by potential developers.
- 9.9. Particular problems can arise with intensive food production units because of the scale of their buildings and the traffic and effluent that they may generate. Effluent from such units can cause pollution, and Water Authorities have statutory responsibilities to control this. There is a general presumption in the Structure Plan against this type of development in Special Landscape Areas.

POLICY 9.4 **INTENSIVE FOOD PRODUCTION UNITS NOT SPECIFICALLY RELATED TO THE CULTIVATION OF NEARBY LAND WILL NOT NORMALLY BE PERMITTED IN THE SPECIAL LANDSCAPE AREAS. ELSEWHERE THEY WILL BE PERMITTED ONLY IF THEY MEET THE CRITERIA IN POLICIES 9.1 AND 9.2.**

Farm Diversification and Use of Redundant Rural Buildings

- 9.10. The success of planning policies in safeguarding agricultural land from unnecessary development, and increases in the productivity of farming, have resulted in recent guidance from the Government advocating diversification of the rural economy to provide wide and varied employment opportunities. The implication of this for planning policy is to provide flexibility when considering new enterprises in the Rural Area. Environmental considerations will always be of prime importance in assessing the acceptability of development in both the countryside and villages, but the provision of jobs is a key objective in considering new rural activities. Diversification which still relates to agriculture does not usually need planning permission. Other activities which do involve

the change of use of land and buildings will require planning permission and proposals will be considered against the policies of the Plan.

- 9.11. Proposals for the re-use and adaptation of rural buildings will be assessed in relation to the guidance given in paragraph 2.15 and in Annexe D of PPG 7 "The Countryside and the Rural Economy". Examples of uses that may be acceptable in principle are as follows:-

- uses related to agriculture;
- employment, including offices;
- community use;
- recreation; and
- tourist accommodation.

The conversion of rural buildings to residential use is of very little benefit to the rural economy. Also, experience has shown that it is very difficult to convert such buildings to residential use without a significant change to their character and appearance. Therefore, it is unlikely that proposals for residential conversions will be acceptable.

- 9.12. Rural buildings can range in type from those which may be listed as being of architectural or historic interest, or form an attractive element of the established landscape, to those which are little more than modern industrialised buildings which can be detrimental to the landscape quality of the countryside. The sensitive conversion of attractive traditional buildings in sound condition to appropriate uses will generally be acceptable, subject to there being no adverse impact on existing landscape setting. The conversion of Listed Buildings must also comply with policies 8.14 and 8.15. However, where an existing building is out of keeping with its surroundings by reason of its form, bulk and general design, then the desirability of its retention will be a factor to consider.
- 9.13. The District Council, together with the Mid Anglian Enterprise Agency (MENTA), provides advice on employment development in the District and may be prepared to make available grants for the conversion of suitable redundant buildings in the area (see Policies 5.7 and 5.8).

POLICY 9.5

PROPOSALS FOR THE DIVERSIFICATION OR THE CHANGE OF USE OF AGRICULTURAL LAND AND RURAL BUILDINGS WILL NEED TO DEMONSTRATE THAT THEY CONFORM TO POLICIES 9.1 AND 9.2. IN THE CASE OF BUILDINGS, THEY MUST BE IN SOUND CONDITION, OF A CHARACTER AND APPEARANCE IN KEEPING WITH THEIR RURAL SURROUNDINGS AND CAPABLE OF CONVERSION WITH MINIMAL REBUILDING. THE PROPOSALS MUST SAFEGUARD THE ESSENTIAL CHARACTER OF THE RURAL AREA. CHANGE OF USE TO RESIDENTIAL OR FOR RETAIL USE MAY EXCEPTIONALLY BE PERMITTED. THE DISTRICT COUNCIL MAY CONSIDER THE REMOVAL OF PERMITTED DEVELOPMENT RIGHTS IN ORDER TO SAFEGUARD THE APPEARANCE OF THE BUILDING IN THE FUTURE.

Horse Related Uses

- 9.14. Policies for the control of the Horse Racing Industry are set out in Chapter 12. When considering proposals for development involving horses in the Rural Area, particular care should be taken to minimise their effect on the appearance of the countryside, and ensure sufficient land is available for the number of horses concerned. Buildings should be sited and designed to blend with their surroundings. Regard will be given to the Code of Practice for horse owners and riders published by

the Countryside Commission, and supplementary guidance that will be issued by the District Council.

POLICY 9.6

IN CONSIDERING PLANNING APPLICATIONS FOR THE USE OF LAND OR THE CONSTRUCTION OF BUILDINGS FOR KEEPING HORSES FOR NON-AGRICULTURAL PURPOSES, THE DISTRICT COUNCIL WILL NEED TO BE SATISFIED THAT THE PROPOSALS CONFORM TO POLICIES 9.1 AND 9.2 AND THERE IS SUFFICIENT LAND AVAILABLE FOR THE PURPOSE.

Forestry

- 9.15. The north western part of the District is dominated by the Thetford Forest, which extends northwards into Norfolk. This is the largest lowland coniferous forest in the country. There are many other woodlands in the District associated with large estates, such as Elveden, Dalham and those around Newmarket. The Forestry Commission's forests are commercial woodlands and, although the environmental impact of wholesale felling is much more obvious, such work is outside planning control and akin to agricultural production. However, the Forestry Commission is well aware of the impact their industry has on the environment and its woodland policy is to achieve a balance between timber production, recreation, nature conservation and landscape. It consults with the District Council, through the County Council, on felling and replanting schemes which are promoted for the establishment, protection and enhancement of woodlands and Farm Woodland Schemes which involve a change of land use from agriculture to woodland.
- 9.16. Further guidance on the retention and management of trees and woodlands is given in policies 8.4 and 8.5.

POLICY 9.7

WHEN CONSIDERING APPLICATIONS FOR WOODLAND FELLING, PLANTING AND MANAGEMENT, UPON WHICH THE DISTRICT COUNCIL IS CONSULTED BY THE FORESTRY COMMISSION, CONSIDERATION WILL BE GIVEN TO THE VISUAL IMPORTANCE OF THE TREES IN THE LANDSCAPE, THE NATURE CONSERVATION INTERESTS, AND THE PROXIMITY OF PUBLIC RIGHTS OF WAY WHICH INCREASE THE AMENITY VALUE OF SUCH WOODLAND TO THE PUBLIC.

10. RECREATION AND LEISURE

10.1. As the population of the District increases, it becomes even more important that the Plan ensures sufficient land is available to meet the future recreational needs of the District's resident population, and its visitors. It is the function of the Local Plan to ensure that adequate land and water resources are allocated, both for organised and informal sport and recreation. The principle influences that the Plan can have are:

- a) to encourage direct action by the District Council, or other agencies, to ensure the provision of indoor and outdoor sports facilities, particularly new playing fields;
- b) to require adequate provision for informal open space and equipped playgrounds for children's play space as part of schemes for new residential development; and
- c) in the wider recreational context, to encourage recreational development in the countryside, particularly proposals to enhance passive recreation, such as walking.

POLICY 10.1 **THE DISTRICT COUNCIL WILL SEEK TO MAINTAIN AND, WHEREVER POSSIBLE, IMPROVE, THE RANGE OF MAINSTREAM AND SPECIALIST OUTDOOR AND INDOOR SPORTS AND RECREATION FACILITIES IN ACCORDANCE WITH THE NEEDS OF THE DISTRICT'S POPULATION, INCLUDING THE PARTICULAR RECREATIONAL NEEDS OF THE ELDERLY AND DISABLED PEOPLE.**

Outdoor Playing Space

10.2. In accordance with PPG17 the District Council considered whether to retain the National Playing Fields Association's (NPFA's) standards, or adopt a standard based on "The Playing Pitch Strategy". Following advice from the Eastern Council for Sport & Recreation, it was decided to retain the NPFA's standards because they are more appropriate for a largely rural Authority such as Forest Heath. These standards, known collectively as "The Six Acre Standard", i.e., 6 acres of outdoor playing space per 1000 population, can be applied to the existing provision of open space in the District as a basis for assessing how well it is provided for and to pinpoint areas of particular shortfall. The standard is subdivided into categories for youth and adult use, and children's play. The standards are not the only criteria that need to be used and a more detailed study of the settlements in the District, including the age structure and the types of activity most evident, have revealed other local factors relevant in assessing the adequacy of the current provision.

10.3. In general terms, the outdoor playing space provision in the Plan area is about adequate, i.e., 97.2 hectares of land are available as play space with a theoretical requirement of 100.8 hectares. Within this overall provision there are, however, significant local variations, both in the total provision of open space and the detailed breakdown of categories of that space. A comprehensive survey of outdoor playing space was undertaken in Brandon, Lakenheath, Mildenhall and Newmarket between September 1989 and January 1990. Deficiencies were found in Lakenheath and Newmarket and localised imbalance in Mildenhall. There is a general shortage of equipped playgrounds although, generally, the provision for youth and adult use and casual informal open space on housing areas is close to the standard. For this reason the District Council will require, as a matter of policy when granting planning permission for estate development, that more equipped playgrounds are provided.

- 10.4. The scale of new housing provision set out in Chapter 4 is based upon the Suffolk Structure Plan's estimated population increase between 1988 and 2001 of 7780. This population increase will generate a theoretical demand for about a further 19 hectares of playing space, of which, about 13 hectares is required for adult and youth playing fields, and 6 hectares for child play space. These figures are not mandatory, but indicate that it is important to increase provision relating it to new housing development. The Plan, therefore, needs to ensure that extra provision is made where there is an existing shortfall, and where it relates to new housing development. In particular, new playing field provision will be required at Red Lodge. The NPFA's standards have been translated into an area of 60 square metres of public open space required per dwelling. For smaller scale development of less than 20 dwellings, and particularly less than 10 dwellings, it may be more appropriate to make adequate provision for amenity/play open space within the design and layout of individual plots rather than public open space. However, which of the two approaches is appropriate will vary in each case depending on the scale and type of development, together with site characteristics and the existing amount of public open space in the locality.

POLICY 10.2 **THE DISTRICT COUNCIL WILL SEEK TO INCREASE THE AMOUNT OF OUTDOOR PLAYING SPACE TO MEET THE STANDARDS SET BY THE NATIONAL PLAYING FIELDS ASSOCIATION. WHERE THERE IS A NEED FOR PLAYING FIELDS, THE DISTRICT COUNCIL WILL NORMALLY GRANT PLANNING PERMISSION FOR THEIR PROVISION, PROVIDING THERE ARE NO OVERRIDING DETRIMENTAL EFFECTS ON AGRICULTURAL LAND, RESIDENTIAL AMENITY AND CONSERVATION INTERESTS.**

POLICY 10.3 **OUTDOOR PLAYING SPACE WILL BE PROVIDED AS AN INTEGRAL PART OF NEW RESIDENTIAL DEVELOPMENT IN ACCORDANCE WITH THE STANDARDS OF THE NATIONAL PLAYING FIELDS ASSOCIATION. IN SOME CASES, PROVISION WILL BE MADE FOR A WIDER AREA THAN JUST THE DEVELOPMENT SITE.**

- 10.5. In Newmarket, primarily due to the constraints to outward growth imposed by the horse racing industry, and its unique landscape, there are particular problems in finding suitable sites for residential, industrial and community development. In order to improve the existing recreation facilities, a new site is proposed for recreation and sport facility development to the west of Exning Road. This will be larger than the current George Lambton Playing Fields. The effect of the loss of this site to the horse racing industry is considered in Chapter 12. Exact details of this proposal are still under discussion, and the George Lambton Playing Field will remain in use until an acceptable alternative is available. In order to make best use of the limited space available in the town, it is proposed that the existing George Lambton Playing Field be allocated for development as a Business Park once the alternative recreation site is available (see Policy 5.4).

POLICY 10.4 **A SITE IS ALLOCATED FOR RECREATION AND SPORTS FACILITY DEVELOPMENT TO THE WEST OF EXNING ROAD, NEWMARKET.**

- 10.6. Open space is important, not just for recreational purposes, but because of the contribution it makes to the quality of life and the character of an area. Throughout Forest Heath District, proposals involving the loss of existing public open space, whether used for recreational purposes or not, will normally be resisted unless suitable alternative provision can be made. Important amenity areas are identified on the Inset Plans, including areas for both formal and informal recreation and allotments. Amenity areas outside of development boundaries are not specified because there is a general presumption against their development and loss on the basis of Policy

3.4. Within the development boundaries, open spaces associated with horse racing stables and school playing fields are not shown because their development is specifically covered by other policies in Chapters 11 and 12. Also, there are many areas of open space that are too small and numerous to reasonably identify on the inset plans. The fact that they are not specifically identified does not imply that their loss will necessarily be acceptable. Rather, any development proposals on such open areas will be assessed against the relevant criteria outlined in Policy 4.14.

POLICY 10.5 PROPOSALS WHICH INVOLVE THE LOSS OF AN EXISTING OR PROPOSED PUBLIC OR PRIVATE OPEN SPACE OR RECREATIONAL FACILITY, IDENTIFIED ON THE INSET MAPS AS AN IMPORTANT AMENITY AREA, WILL BE JUDGED AGAINST THE OVERALL NEEDS OF THE COMMUNITY, THE IMPACT OF THE DEVELOPMENT ON THE LOCAL ENVIRONMENT, ADOPTED STANDARDS OF PROVISION, THE AVAILABILITY OF FACILITIES ELSEWHERE, AND ARRANGEMENTS TO PROVIDE SUITABLE ALTERNATIVE PROVISION.

Joint Use of Schools

- 10.7. The use of school playing fields and buildings can help to meet the demand for provision of public open space and community leisure facilities, as outlined in "A Sporting Double : School & Community", published by the Department of Education & Science in 1991. The expansion of joint use schemes is fundamental to this. School playing fields and buildings should be used as intensively as is practical, having regard to the need to conserve the playing surface and structures concerned.

POLICY 10.6 IN CONSULTATION WITH THE SCHOOL GOVERNORS, THE DISTRICT COUNCIL WILL ENCOURAGE THE MAXIMUM USE OF BOTH SCHOOL BUILDINGS AND PLAYING FIELDS THROUGH THE SETTING UP OF JOINT USE SCHEMES BETWEEN THE SCHOOLS AND THE COMMUNITY.

Sports Facilities in Towns and Larger Settlements

- 10.8. Studies carried out by the Eastern Council for Sport and Recreation have identified deficiencies in squash and indoor tennis. The new Sports Centre at Brandon has helped increase the provision for indoor facilities in the north of the District. The development of Red Lodge offers the potential of improved facilities in the southern part of the District. It is considered that there is a need for the replacement of Newmarket Swimming Pool.

POLICY 10.7 THE DISTRICT COUNCIL WILL CONSIDER THE PROVISION OF A NEW SWIMMING POOL IN NEWMARKET AS PART OF ANY REDEVELOPMENT OF THE MEMORIAL GARDENS/CABARET CLUB AREA REFERRED TO IN POLICY 7.2, OR ON ANY OTHER APPROPRIATE SITE.

POLICY 10.8 THE DISTRICT COUNCIL WILL SEEK THE PROVISION OF APPROPRIATE SPORTS FACILITIES AS PART OF THE EXPANDED SETTLEMENT AT RED LODGE.

Indoor Recreation in the Villages

- 10.9. A survey of Village Halls in the District indicates that most are too small for the majority of indoor sports, with participants generally travelling to Sports Centres at Brandon, Mildenhall and Newmarket. If replacement Village Halls are proposed, the District Council will encourage them to be built to the size standards recommended by the Sports Council, subject to compliance with other relevant policies in the Local Plan.

POLICY 10.9 **THE DISTRICT COUNCIL WILL ENCOURAGE THE USE OF VILLAGE AND COMMUNITY HALLS FOR INDOOR RECREATIONAL ACTIVITIES AND SUPPORT THE DEVELOPMENT OF ADDITIONAL VILLAGE INDOOR SPORTS FACILITIES.**

Access to the Countryside

10.10. Access to the Countryside by means of the District's public rights of way network is very important, for both residents and visitors. The General Household Survey for 1990 confirms that walking is still the most popular of all informal recreational activities. There is also increasing demand for horse riding and "rough" cycling routes and the need to minimise any conflict between these different groups. The District's public rights of way network is made up of a mix of footpaths, bridleways, byways and RUPPS. In addition to definitive routes, there are permissive ones as well. The County Council is responsible for the maintenance of the network, but the District Council has shared responsibility for protection matters. The Thetford Forest Park, which stretches from Mildenhall in the south, to Brandon in the north and also includes the Brandon Country Park, provides these two towns with good access to the countryside. However, the south of the District around Newmarket is relatively poorly accessed and, elsewhere, many routes are fragmented. In addition to undertaking its statutory responsibilities, the District Council will seek improvements to the network by liaison with the County Council, the Brecks Countryside Management Project, Parish Councils, user groups and landowners, when appropriate. In particular, the District Council will seek to undertake the following improvements:

- Create and promote circular walks, particularly adjoining larger towns and villages such as Brandon, Lakenheath, Mildenhall, Newmarket and the expanded settlement at Red Lodge.
- Promote local awareness of public rights of way by means of the Parish Partnership Scheme, Rural Action and Parish footpath maps.
- In association with applications for diversions, landowners will be encouraged to increase access facilities, allowing further designation of footpaths and bridleways.
- Create and promote footpath and bridleway routes.
- Promote cycling routes.

POLICY 10.10 **PROPOSALS FOR SMALL-SCALE RECREATION FACILITIES IN THE RURAL AREA WILL NORMALLY BE PERMITTED PROVIDED THEY COMPLY WITH POLICY 9.1. SUCH FACILITIES WILL BE PARTICULARLY ENCOURAGED WHERE THEY REPLACE FACILITIES IN UNSATISFACTORY LOCATIONS, MEET AN OBVIOUS SHORTFALL IN PROVISION, OR SIGNIFICANTLY LESSEN EXISTING CONFLICTS.**

POLICY 10.11 **THE DISTRICT COUNCIL WILL CONTINUE TO SUPPORT THE OBJECTIVE OF THE BRECKS COUNTRYSIDE MANAGEMENT PROJECT TO IMPROVE OPPORTUNITIES FOR THE QUIET ENJOYMENT OF THE BRECKS COMPATIBLE WITH FARMING, FORESTRY AND CONSERVATION INTERESTS IN THE AREA. THE PROJECT AREA IS SHOWN ON THE PROPOSALS MAP.**

POLICY 10.12 **THE DISTRICT COUNCIL WILL SEEK TO PROTECT AND PROMOTE THE EXISTING PUBLIC RIGHTS OF WAY NETWORK IN THE DISTRICT AND, BY LIAISON WITH THE COUNTY COUNCIL, ENCOURAGE ITS MAINTENANCE. IT WILL ALSO**

SEEK THE PROVISION, IN APPROPRIATE LOCATIONS, OF ADDITIONAL PUBLIC RIGHTS OF WAY, OR PERMISSIVE ACCESS ROUTES.

Formal Sport and Recreation in the Countryside

- 10.11. Some formal sports and recreational activities, due to their nature, are best located in the countryside, e.g., golf or shooting. Where a need is adequately demonstrated for country based sport development, very careful consideration will have to be given when selecting an appropriate site, ensuring that any requirement for new buildings or roads/parking, is kept to a minimum, and that all aspects of the development are of an appropriate rural character and appearance.

POLICY 10.13

SPORTS AND RECREATIONAL FACILITIES INVOLVING LARGE LAND AREAS WILL BE LOCATED SO AS TO AVOID UNDUE DISTURBANCE TO HIGH QUALITY AGRICULTURAL LAND, HOUSING, NATURE CONSERVATION INTERESTS OR THE LANDSCAPE. NEW FACILITIES GENERATING CONSIDERABLE VOLUMES OF TRAFFIC AND/OR NOISE WILL NORMALLY BE LOCATED CLOSE TO PUBLIC TRANSPORT, ADEQUATE CAR PARKING AND MAIN ROADS AND WHERE THE AMENITY OF HOUSING AREAS WILL NOT BE SIGNIFICANTLY IMPAIRED.

Noisy Sports

- 10.12.* Certain sports, by their nature, give rise to noise and visual disturbance. Some of these noisy sports, such as motor sports, trial bike riding, clay pigeon shooting, flying activities and kart racing create major problems of noise and, therefore, require more remote countryside locations. *Such locations need to be carefully considered in order to still allow the quiet enjoyment of the countryside by the general public and to safeguard nature conservation interests.* There is a growing demand for these types of facilities so these problems need to be accommodated if demand is to be satisfied. The Council will consider proposals for noisy sports against the factors set out below.

* SEE ERRATA AT BEGINNING OF DOCUMENT

POLICY 10.14*

WHEN CONSIDERING PROPOSALS FOR A NOISY SPORT, THE DISTRICT COUNCIL WILL TAKE ACCOUNT OF THE FOLLOWING CRITERIA:

- a) POLICY 9.1;
- b) AMBIENT NOISE LEVEL AND ATTENUATION MEASURES AVAILABLE TO REDUCE THE NOISE TO AN ACCEPTABLE LEVEL; AND
- c) ITS EFFECT ON OTHER RECREATIONAL USES, INCLUDING THE QUIET ENJOYMENT OF THE COUNTRYSIDE BY THE GENERAL PUBLIC.

THE DISTRICT COUNCIL WILL SEEK TO ENSURE THAT FACILITIES FOR NOISY SPORTS ARE MANAGED EFFECTIVELY BY ORGANISED CLUBS AND WILL, WHERE APPROPRIATE, IMPOSE CONDITIONS TO:

- a) ENSURE EFFECTIVE LANDSCAPING;
- b) LIMIT THE TIMES OF USAGE;
- c) CONTROL THE INCIDENCE AND LEVEL OF NOISE; AND

d) PROTECT ECOLOGICALLY IMPORTANT AREAS.

* SEE ERRATA AT BEGINNING OF DOCUMENT

Golf Courses

- 10.13. Pressure for more golf course development is increasing, reflected in the number of applications being submitted for golf courses. A number of proposals have been approved by the Council and, if these were implemented, the District would be well provided, although there may still be a shortfall of 'pay and play' facilities in the District.
- 10.14. The effect of golf courses on the quality of the landscape is a contentious issue since the character of a golf course is of a more managed appearance than that of the indigenous landscape. However, golf courses can have positive effects in certain locations, but a more cautious approach must be taken in special landscape areas to ensure that the character and appearance of the area is not harmed. Golf courses need to be carefully designed to make sensitive use of existing topography, hedgerows and trees, and traditional buildings. In certain cases a sensitive design will be able to enhance the quality of the landscape and encourage wildlife in the area. Golf courses use large quantities of water for their maintenance. This is a finite resource and the advice of the NRA in terms of the adequacy of supply will be sought when considering such proposals.

POLICY 10.15

PROPOSALS FOR GOLF COURSES AND DRIVING RANGES IN THE SPECIAL LANDSCAPE AREA WILL NOT BE PERMITTED UNLESS THE DEVELOPMENT WOULD BRING SPECIAL BENEFITS FOR THE PARTICULAR SITE CONCERNED. IN CONSIDERING PROPOSALS FOR GOLF COURSES ELSEWHERE, THE DISTRICT COUNCIL WILL NEED TO BE SATISFIED THAT:

- a) THE PROPOSAL WILL COMPLY WITH THE CRITERIA FOR DEVELOPMENT IN THE RURAL AREA, AS SET OUT IN POLICIES 9.1 AND 9.2;
- b) ANY PROPOSED COURSE OR DRIVING RANGE WILL BE APPROPRIATELY LAID OUT AND LANDSCAPED TO ACHIEVE GOOD VISUAL INTEGRATION IN THE COUNTRYSIDE SETTING, HAVING REGARD TO THE PREVAILING LANDSCAPE CHARACTERISTICS OF THE LOCALITY. THE COURSE LAYOUT, SITING AND SIZE OF ITS BUILDINGS, CAR PARKING AND A LANDSCAPING SCHEME SHOULD NORMALLY BE INDICATED AS PART OF THE PLANNING APPLICATION;
- c) NATURE CONSERVATION INTERESTS HAVE BEEN TAKEN INTO ACCOUNT. APPLICATIONS MUST BE ACCOMPANIED BY AN ECOLOGICAL STATEMENT DEMONSTRATING THAT EXISTING ECOLOGICAL FEATURES AND HABITATS ARE FULLY SAFEGUARDED. HABITAT CREATION OR ENHANCEMENT MAY BE REQUIRED AS PART OF THE PROPOSALS;
- d) THERE WILL BE NO SIGNIFICANT DETRIMENTAL IMPACT UPON THE SAFETY AND OTHER AMENITIES OF USERS OF PUBLIC RIGHTS OF WAY.

Water-Based Recreation

- 10.15.* In the Plan Area opportunities for water-based recreation exist within the River Lark and River Little Ouse systems. Angling and canoeing

are important activities on both river systems, but navigation by motor powered craft is limited. ***At present, within or on the boundary of the District, the River Lark is only navigable along a section between Lark Grange and Judes Ferry, West Row.*** The possibility of restoring navigation for a further 4 km (2½ miles) between Judes Ferry and Mildenhall has been investigated and, although being technically feasible, the high cost of such a scheme makes it unlikely that it will ever be implemented. For similar financial reasons, and because of possible environmental impacts, it is considered that an extension of navigation from Mildenhall to Barton Mills, and on to Bury St Edmunds, would be impractical. The River Little Ouse is at present navigable to Brandon Sluice, although being little used by cruising traffic. The Eastern Council for Sport and Recreation, in its 'Regional Strategy for Water Recreation', recommends that moorings should be provided at the Sluice and a footpath created to enable access to the town.

**** SEE ERRATA AT BEGINNING OF DOCUMENT***

- 10.16.* There are currently no areas of enclosed water in the District which could accommodate specialist sports, such as sailing, windsurfing, powerboating and water skiing, except in the Center Parcs complex. ***Whilst there are limited opportunities, the District Council will encourage the provision of such facilities, provided they are environmentally sustainable.***

**** SEE ERRATA AT BEGINNING OF DOCUMENT***

POLICY 10.16

THE DISTRICT COUNCIL WILL ENCOURAGE APPROPRIATE WATER-BASED RECREATIONAL ACTIVITIES, SUBJECT TO THE CRITERIA SET OUT IN POLICY 9.1.

11. COMMUNITY AND UTILITY SERVICES

- 11.1. There are a number of services provided in the community which are not directly the responsibility of the District Council, but whose requirements for land and buildings have to be taken into account in planning policy. These services include education, health and welfare, and utility services.

Education

- 11.2. The provision of education facilities is primarily the responsibility of Suffolk County Council as the Education Authority. The District Council, in consultation with the County Council, will allocate and safeguard land for education purposes against other forms of development. There are two existing safeguarded school sites in the Plan area, one at Studlands Park, Newmarket and the other at Folly Road, Mildenhall. The Mildenhall site is no longer required, but the Newmarket site will continue to be protected. A site is needed to replace Forest County Primary School at Brandon, but a satisfactory location has not yet been found. A future site for a First School will be required as part of the planning of the expanded settlement at Red Lodge. The Local Plan will require the provision of a site.

POLICY 11.1 **THE DISTRICT COUNCIL WILL SEEK, THROUGH EXERCISE OF ITS PLANNING POWERS AND RESPONSIBILITIES, TO ASSIST THE COUNTY COUNCIL AS EDUCATION AUTHORITY IN MAKING ADEQUATE PROVISION FOR EDUCATION FACILITIES. PARTICULAR REGARD WILL BE GIVEN TO THE NEEDS OF THE EDUCATION AUTHORITY IN IDENTIFYING AND SAFEGUARDING NEW SITES FOR SCHOOLS, AND LAND FOR EXTENSION TO EXISTING SITES.**

POLICY 11.2 **PROVISION WILL BE MADE BY THE DEVELOPERS FOR A NEW FIRST SCHOOL SITE AT RED LODGE AS PART OF THE OVERALL DEVELOPMENT OF THE EXPANDED SETTLEMENT. THE PRECISE LOCATION, SIZE AND DESIGN OF BUILDINGS WILL BE DETAILED IN A MASTER PLAN TO BE PREPARED FOR THE NEW SETTLEMENT. ENCOURAGEMENT WILL BE GIVEN TO THE COUNTY COUNCIL TO CONSIDER THE JOINT USE OF NEW SCHOOL BUILDINGS AT RED LODGE FOR COMMUNITY PURPOSES.**

- 11.3. The District Council will encourage the maximum use of school facilities, both playing fields and buildings, by the community at large, thereby increasing opportunities for recreation and leisure and make more economical use of facilities (see Policy 10.6).

Redundant School Sites

- 11.4. The demand for school places varies from year to year, and even term to term, depending on changes in the total population and its structure. Where it appears to the Education Authority that existing school sites are redundant through reorganisation of catchment areas, or that sites safeguarded for educational purposes will not be required in the future, the Education Authority may decide to dispose of the sites. Often, these sites are located in visually sensitive parts of built up areas and are important to the amenity of local people. In particular, these can provide informal open space, which contributes to the character of the area. Elsewhere, school buildings serve a valuable local community function where no alternative buildings exist. Their closure and use for non-community purposes can have a significant social impact. When considering proposals by the Education Authority to dispose of such sites, the District Council will carefully consider their community value, and will require that adequate weight is given to the impact, both physical and social, of their loss to the community.

POLICY 11.3

WHERE THE EDUCATION AUTHORITY SEEKS TO DISPOSE OF AN EXISTING SCHOOL SITE, OR A SITE SAFEGUARDED FOR EDUCATION PURPOSES IN THE DEVELOPMENT PLAN, THE DISTRICT COUNCIL WILL REQUIRE THAT ADEQUATE WEIGHT IS GIVEN TO THE NEED FOR COMMUNITY OPEN SPACE AND COMMUNITY FACILITIES IN THE AREA WHEN DECIDING THE FUTURE USE OF THE SITE.

Health and Welfare and Other Community Facilities

- 11.5. The District Council has a limited role with regard to health and welfare provision in the District. When considering planning applications from the private sector for the provision of doctors' and dentists' surgeries, and other facilities for health care, the District Council will take into account locational and community requirements, and balance these against the environmental acceptability of such developments. A similar view will be taken for other community based facilities, such as village halls, or places of worship, where there are no suitable sites within the existing settlement.

POLICY 11.4

THE DISTRICT COUNCIL WILL, IN GENERAL, GIVE FAVOURABLE CONSIDERATION TO THE DEVELOPMENT OF HEALTH AND COMMUNITY FACILITIES, SUBJECT TO IT CAUSING NO SIGNIFICANT DETRIMENT TO THE ENVIRONMENT, AND BEING CONVENIENTLY LOCATED TO SERVE THE APPROPRIATE COMMUNITY.

Newmarket Hospital

- 11.6. Proposals for the expansion of existing hospital facilities in Newmarket will continue to be supported, and land is allocated for a hospital extension on land owned by the District Council. If the proposed extension is not implemented, the land will be allocated for future residential development.

POLICY 11.5

AN AREA OF 2.3 HECTARES (5.7 ACRES), AS SHOWN ON THE PROPOSALS MAP, IS RESERVED FOR HOSPITAL EXPANSION PURPOSES IN NEWMARKET.

New Development by Utility Services and Government Departments

- 11.7. Where development is proposed by a Utility Service, or Government Department, to provide equipment for services such as telecommunications, water, gas or electricity, it should be located and designed to minimise its impact. Such development may sometimes require an Environmental Impact Assessment by virtue of Schedules 1 and 2 of the 1988 Assessment of Environment Regulations and any amendments thereto. Guidance on the consideration of telecommunications development is given in PPG 8. When assessing telecommunications proposals, applicants will be encouraged to use an existing mast or seek out less sensitive sites, unless these are ruled out for overriding technical or operational reasons. Development in Special Landscape Areas should be avoided if it is technically possible to do so. Development that will result in detriment to buildings or areas of special architectural and historic interests and important nature conservation interests will not be permitted. The following policies are equally valid for gas and water undertakings and in the consideration of proposals by the Ministry of Defence.

POLICY 11.6

PROPOSALS FOR TELECOMMUNICATION DEVELOPMENT REQUIRING PLANNING PERMISSION WILL BE APPROVED PROVIDED THAT THE DISTRICT COUNCIL IS SATISFIED THAT:-

- a) THERE IS EVIDENCE OF A NEED FOR THE DEVELOPMENT;

- b) THERE ARE NO SATISFACTORY ALTERNATIVE SITES AVAILABLE;
- c) THERE IS NO REASONABLE POSSIBILITY OF SHARING EXISTING OR EXPECTED FACILITIES;
- d) IN THE CASE OF RADIO MASTS, THERE IS NO POSSIBILITY OF ERECTING ANTENNAE ON EXISTING BUILDINGS;
- e) THE SITE AND DESIGN MINIMISE THE VISUAL IMPACT ON THE SURROUNDING AREA; AND
- f) THERE IS NO DETRIMENTAL IMPACT ON A CONSERVATION AREA, LISTED BUILDING OR SITE OF SPECIAL SCIENTIFIC INTEREST.

POLICY 11.7

THE DISTRICT COUNCIL WILL CO-OPERATE WITH THE RELEVANT UTILITY SERVICE OR GOVERNMENT DEPARTMENT TO ENSURE THAT, SUBJECT TO TECHNICAL AND OPERATIONAL REQUIREMENTS, BY CAREFUL SITING OF ELECTRICITY LINES OR OTHER PLANT, THERE WILL BE MINIMAL INTRUSION INTO THE LANDSCAPE AND TOWNSCAPE. IN EVERY INSTANCE, THE FEASIBILITY OF UNDERGROUNDING PLANT SHOULD BE CONSIDERED. MAJOR UTILITIES AND POWER LINES SHOULD AVOID SPECIAL LANDSCAPE AND CONSERVATION AREAS.

Provision of Cemeteries

- 11.8. The need has been identified for a new cemetery in Brandon by the Brandon Parish Council. Cemetery uses are best located within, or immediately adjoining, the existing urban area of towns, and where there would be minimal impact on the countryside. A suitable location has been identified off Church Road, Brandon, subject to the satisfaction of the National Rivers Authority regarding aquifer protection.

POLICY 11.8

A SITE OF 0.8 HECTARES (2 ACRES) IS RESERVED FOR CEMETERY PURPOSES AT CHURCH ROAD, BRANDON, AS SHOWN ON THE PROPOSALS MAP.

12. THE HORSE RACING INDUSTRY

- 12.1. Newmarket is recognised as being the capital of the horse racing industry, both in national terms and in international terms. This arises from the unique assembly of horse racing interests in the town covering all aspects of the racing industry. The historic association of these interests within the town, commencing with royal patronage under Charles I, has led to an unbroken relationship between the fortunes of the town and horse racing activity over the last 400 years. The town is the headquarters of the Jockey Club, the sport's controlling body, and similar organisations for trainers and breeders. In addition, it is the location of the Tattersall's Sales Paddocks and a wide variety of closely related specialist bloodstock services, including veterinary health and research units, commercial and financial services and specialist suppliers. No other town in the country contains such a concentration of facilities which, taken together with the gallops, stud farms, training grounds and racecourse, gives Newmarket its unique status.

Review of Past Policy

- 12.2. Despite quite marked fluctuations in the fortunes of horse racing over the years, planning policy for horse racing activities has remained constant. This policy was originally illustrated by the 1958 Newmarket Town Map prepared by the then West Suffolk County Council. This Plan recognised that the breeding and training of horses was a basic industry to the town, employing, in 1955, about one-third of the total insured workforce. The objective of planning policy was to safeguard the industry and its contribution to employment, while still meeting the essential land requirements of the town's population. In practice, this resulted in a policy which gave total protection to the training grounds, racecourse and trainers' yards in the town, whilst allowing planned release of some of the stud land close to the built up area for other purposes. The studs themselves being allowed to be relocated in the surrounding rural areas.
- 12.3. The policy of the 1958 Town Map has been retained as further adjustments have been made to the relationship between the needs of the town's population and the racing industry. This is most graphically illustrated in the 'Newmarket Charter' (1966) which allowed for the expansion of the town's population up to a maximum of 20,000 by the end of the century. A non-statutory Town Map Review in 1972 increased the amount of industrial and housing land available within the town, in accordance with the previous agreements, by the allocation of the Phantom and Moreton Stud for housing and industrial purposes. The 1958 Town Map is still the statutory Plan for the town.
- 12.4. It can be seen that the special presumption in favour of safeguarding land used for the horse racing industry has only been relaxed as part of the planned provision of alternative uses required to meet the special needs of the town's population, either for housing, industrial or recreational space. Some essential changes of use within the industry itself have also been allowed, for example, at the Hamilton Stud where former stud land has been used for new training gallops and training yards. This change, as well as allowing for an extension of horse racing facilities in the town, was well related to the built-up area of the town and did not result in a compromising change to the character or setting of the town.
- 12.5. This emphasis in previous Plans of protecting the horse racing industry had an equally important purpose in achieving the preservation of the unique character of the town's landscape setting and its urban form. These matters have been addressed in various

appeal decisions where Department of the Environment Inspectors have not only supported established Horse Racing Industry Policy, but have also recognised the importance of the built environment created by the industry. The existence of stable yards, both around the town and very close to its centre, results in them being an inextricable part of its built fabric. It has been recognised that these make an essential contribution to the character of the town, and a number of Conservation Areas have been designated in Newmarket based on particularly fine examples of this special townscape. It is also recognised that the fine landscape around Newmarket, which results specifically from the training grounds and studs, deserves special protection. This Plan contains policies which seek to preserve the special landscape setting of the town, including Exning. In considering future policy for the industry, the issues of employment, the well-being of the industry, and character of the town are inextricably tied together.

Future Policies and Proposals

- 12.6. In considering detailed policies, it is accepted that, although the various elements of the industry are inextricably linked, they do require separate planning policies, given their very different land use characteristics. The new Plan intends to continue the established policies and attitudes towards the horse racing industry and the character of the town in the future. The industry itself will be safeguarded, as will the unique townscape which it has created in Newmarket. However, as in the past, the Plan will be used to review the scope of the policy, and specific areas will be excluded to provide for essential land requirements of the town (see Policies 4.4 and 10.4).

Racecourse and Training Grounds

- 12.7. These are to the north east and south west of the town, and partly fall within the administrative area of East Cambridgeshire District. The current East Cambridgeshire Local Plan (Draft for Deposit, 1991) also contains policies aimed at protecting these areas of landscape through their designation as 'Horse Racing Interest Area'. The gallops on the Bury Road side of the town are considered to be overused for training, although irrigation and grassland management techniques have been introduced to help overcome this. There is some spare capacity on the racecourse side. No significant pressures for development have been identified on these areas, although their loss to the industry would be immense. They provide the landscape setting for the town and its main northern and southern approaches, and are irreplaceable components of the town's character.

POLICY 12.1 PROPOSALS FOR DEVELOPMENT WHICH WOULD ADVERSELY AFFECT THE USE OR APPEARANCE OF THE RACECOURSE OR TRAINING GROUNDS, OR RESULT IN THEIR LOSS FOR HORSE RACING PURPOSES WILL NOT BE PERMITTED.

The Studs

- 12.8. Historically some areas of stud land close to the town have been released for uses essential to the continued growth and prosperity of the town, or other horse related uses. However, the loss of these studs has been compensated for by the development of new breeding establishments outside the town. There are, however, remnants of designated stud land around the periphery of the town which represents a valuable land resource, should there be the need to expand the activities in the town any further. Again, the existence of studs, with their particular landscape form of small fields

surrounded by fencing and tree shelter belts, are a valuable component of the landscape setting of the town.

POLICY 12.2 CHANGES OF USE OF STUD LAND (INCLUDING BUILDINGS) FOR ANY PURPOSE OTHER THAN THAT ESSENTIAL TO THE HORSE RACING INDUSTRY WILL NOT BE PERMITTED, OTHER THAN FOR THOSE PROPOSALS CONTAINED IN THE PLAN.

POLICY 12.3 THE RACECOURSE TRAINING GROUNDS AND STUD FARMS AROUND NEWMARKET ARE DEFINED AS AN AREA OF LOCAL LANDSCAPE VALUE. PROPOSALS FOR DEVELOPMENT WHICH AFFECT THE APPEARANCE OR LANDSCAPE SETTING OF THE TOWN WILL NOT BE PERMITTED.

Training Establishments

- 12.9. "Racehorse training establishments" - this phrase is used to describe the enclosed yards containing stable boxes used to house racehorses undergoing training. Frequently, but not necessarily, they are associated with a paddock and other buildings such as a trainer's house, ancillary residential accommodation for stable lads and other staff, and other ancillary buildings for fodder storage and other ancillary uses.
- 12.10. One of the keys to the success of the horse racing industry is the number and diversity, in size and tenure, of its training establishments. The availability of yards and ancillary facilities, together with the name of 'Newmarket', makes it a desirable location in which to train. This has been supported by the District Council's planning policy which refuses any change of use for training establishments. These, taken together with an aggressive stance by the industry wishing to retain all the elements which contribute to its viability, has resulted in the continuation of premises which, to outside eyes, may have considerable disadvantages of access, size and quality of accommodation. Indeed, the industry is unusual in that, in many cases, the older the premises the more desirable they become, due to the original quality of the construction of stable boxes and the historic association of the name of a stable which may have trained famous winners in the past.
- 12.11. Racehorse training is a cyclical activity, reflecting the economic fortunes of the racehorse industry. When such premises are not required for racehorse training, they may lend themselves to uses ancillary to the industry, such as overspill yards, provision of accommodation for horses in transit, racehorse veterinary practices and other similar uses which do not conflict with their long term retention for the industry and retain the presence of racehorses in the yards, thus maintaining the character and interest of the area in which they are located. This latter consideration is of particular importance with reference to the town centre yards.

POLICY 12.4 THE CHANGE OF USE OF RACEHORSE TRAINING ESTABLISHMENTS WILL NOT BE PERMITTED. SIMILARLY, ANY DEVELOPMENT WHICH WOULD ADVERSELY AFFECT THEIR OPERATION WILL NOT BE ALLOWED.

- 12.12. A detailed survey of training establishments in the town has enabled them to be classified in locational terms as the new yards, peripheral yards and town centre yards. Each of these categories has slightly different considerations for policy as follows:

- a) The New Yards: These are those which have recently been established in the main along Hamilton Road on former stud

land. These yards have good access onto the racecourse training grounds, but horses can cross the town relatively easily by the existing horse walk network to the Bury Road gallops. A new gallop has been developed on part of the former Hamilton Stud. This is the growth area for the industry in the town and, subject to normal planning considerations, is an area which could continue to expand as the need arises. In order to control pressure for alternative development on the margins of the town, some land in this area has been allocated for residential development (see Policy 4.4), and recreational development (see Policy 10.4), while the remainder is protected by Horse Racing Policies (see Policies 12.2, 12.3 and 12.4).

b) Established Peripheral Yards: These are those mainly on the Bury, Fordham and Snailwell Roads to the north and east of the town. These are generally large yards, training about half the number of horses in the town. They form very distinctive architectural entities and this has been recognised, particularly by the designation of a Conservation Area from Fordham Road to Old Station Road. These yards make a major contribution to the industry and to the character of the town and will be protected against changes of use which would adversely affect this. As a result, they have much in common with the town centre yards.

c) Town Centre Yards and Paddocks: There are 17 yards in the town centre, which vary in size from 17 to 91 boxes. Each yard is different in its tenure, accommodation, relationship to its immediate environment, and access to the horse walk system. It is this group which is particularly vulnerable to speculative redevelopment. Many of these yards are small and some have an interdependency with other larger yards elsewhere in the town centre, based on either shared use of paddocks, or their use as overspill yards. The success of past planning policy in retaining the important contribution of these yards to the industry in the town has also protected the character and appearance of the town. This, taken together with the movement of racehorses in the streets, is what makes Newmarket unique. It is, therefore, a planning objective to retain that character by not allowing the development of the town centre stable yards for any other purpose. In order to establish a basis for such a policy, a number of elements have been identified which make up the unique contribution of the yards to Newmarket's townscape. The most important elements are:

- i) Defensible space. The yards normally take the form of a quadrangle, with road access from a narrow frontage, creating an insular, quiet space, surrounded by stable boxes. Some examples have a large area of backland, which may include a paddock, increasing the secretive quality of the yards but resulting in large areas of space within a densely developed town centre.
- ii) Low density development. Buildings are rarely more than two-storey with boxes on the ground floor and storage above. The majority of these have pitched roofs, often with occasional architectural features, such as an archway or clock tower, or ornate roof ventilators.
 - iii) A similar age of buildings. Many of the original stable buildings which have survived are 19th century, although there are some earlier examples.
- iv) Homogeneity of design. The buildings in each yard are usually good examples of vernacular architecture, frequently using the

same materials and detailing, giving them a unique sense of completeness.

- 12.13. If the existing use of the historic training yards, and hence their intrinsic character and appearance, is to be safeguarded, then some alterations or additions may be necessary to take account of changing operational requirements. However, further development to meet these functional requirements will need to be carefully considered to ensure there is no adverse impact on the character of the built environment, particularly in terms of loss of open space, massing of buildings, type of materials used and access arrangements for vehicles and horses.

POLICY 12.5 WITHIN RACEHORSE TRAINING ESTABLISHMENTS, NEW DEVELOPMENT OR REDEVELOPMENT WILL BE ALLOWED WHERE IT IS ESSENTIAL FOR THE PURPOSES OF THAT TRAINING ESTABLISHMENT. IN CONSIDERING ANY PROPOSAL FOR DEVELOPMENT, SPECIAL REGARD WILL BE GIVEN TO:

- a) EVIDENCE OF THE NEED FOR THE DEVELOPMENT;
- b) THE RELATIONSHIP OF THE PROPOSAL TO THE EXISTING BUILDINGS, AND PARTICULARLY THE UNIQUE SETTING OF BUILDINGS AND SPACES WITHIN THE ESTABLISHMENT;
- c) THE SCALE AND DENSITY OF DEVELOPMENT;
- d) THE CONTRIBUTION THIS MAKES TO THE TOWNSCAPE OR LANDSCAPE SETTING OF THE YARD IN ITS WIDER VISUAL CONTEXT; AND
- e) THE IMPACT OF ANY INCREASED USE OF AN EXISTING ACCESS, OR THE CREATION OF A NEW ACCESS, PARTICULARLY WHERE THIS IS RELATED TO ANOTHER NEARBY ESTABLISHMENT.

- 12.14. Despite their individuality, many training establishments contain a number of ancillary uses which are common to each stable. Security, and the unsocial hours worked, require that residential accommodation is close at hand. Often a trainer's house, or head lad's accommodation, forms part of the yard and some of the larger yards have a number of flats and recreation facilities. The need for 24 hour supervision is part of the licensing requirement for yards under Jockey Club rules. Loss of such accommodation would certainly affect the operating ability of a yard and will not be permitted.

POLICY 12.6 WHERE A RACEHORSE TRAINING ESTABLISHMENT INCLUDES WITHIN ITS PREMISES RESIDENTIAL ACCOMMODATION FOR THE PURPOSES OF SUPERVISION AND TRAINING ACTIVITIES, THE LOSS OF SUCH ACCOMMODATION WILL NORMALLY BE RESISTED.

POLICY 12.7 WHERE ADDITIONAL RESIDENTIAL ACCOMMODATION IS REQUIRED FOR THE PURPOSES OF SUPERVISION IN A RACEHORSE TRAINING ESTABLISHMENT THIS WILL NORMALLY BE ALLOWED SUBJECT TO NEED BEING DEMONSTRATED AND CONDITIONS RESTRICTING THE USE OF THE ACCOMMODATION TO THOSE EMPLOYED BY THE ESTABLISHMENT.

POLICY 12.8 WHERE NEW TRAINING ESTABLISHMENTS ARE PROPOSED, THEY SHOULD NORMALLY INCLUDE UNITS OF RESIDENTIAL ACCOMMODATION FOR WORKERS, INCLUDING STABLE LADS. THE USE OF THE ACCOMMODATION WILL BE RESTRICTED.

POLICY 12.9 WHERE THEIR SPECIAL CHARACTER IS OF EXCEPTIONAL VALUE, INDIVIDUAL OR GROUPS OF TRAINING ESTABLISHMENTS WILL BE DESIGNATED AS CONSERVATION AREAS.

- 12.15. There is an historical precedent for changes in the coverage of the Horse Racing Industry Policy through the Development Plan process. In the past stud land has been allocated for housing, employment and community uses and to allow diversification within the industry itself, following a review of the town's needs. Policies in this Plan involve the use of some further stud land adjacent to the town for non-horse racing purposes, but this has been kept to a minimum. However, within the town centre there are three racehorse training establishments where there is concern over their future, and the aims of the Horse Racing Industry Policy have to be weighed against the particular circumstances of these sites. The three sites involved are Palace House Stables, Queensbury Lodge Stables and Fitzroy Stable Paddocks.
- 12.16. Palace House Stables was last used actively as a stable some 7 years ago, and currently has 34 boxes with planning permission for a further 30. It is a unique training establishment, built on the site of the original royal stables and contains 2 stable yards and a paddock, together with residential accommodation. The stables and the trainer's house have been Listed Grade II in recognition of their historical associations and their fine architectural features. The house is fire damaged and requires restoration. The continuing use of this site as a training establishment, given its size, quality and accommodation compared with other town centre sites, is not in doubt. There would be no justification, in planning terms, for promoting the site for an alternative use unrelated to the horse racing industry.
- 12.17. Queensbury Lodge Stables is the smallest unit in the town centre, having 17 boxes, and currently only has access onto a busy road. It also has a Grade II Listed house as part of the premises, which is in poor condition and requires renovation, as, indeed, do the cottage and stable/outbuildings which are essential elements of the unit, and which were recognised in the latest appeal decision as being of architectural and historic significance. Past applications for an alternative use of the site for residential development have been refused permission. Subsequent appeals have been dismissed. The policy for retaining the horse racing industry has been a key feature of these planning decisions, with particular reference to the objective of retaining the character of this yard with its historic associations and buildings situated, as it is, at an important entrance to the town and in the heart of the Conservation Area. For this reason, the retention of the buildings and the enhancement of the Conservation Areas must be given due regard. The difficulties of generating enough income from the small yard to pay for refurbishment of the Listed Building are understood. However, it is evident that the yard was used as an overspill yard in the past. With improved access to the horse walk network it may therefore have a future either in conjunction with another yard or for other uses related to the support of the horse racing industry, such as the provision of racehorse accommodation and transport, horse racing veterinary services or some other use, retaining the presence of racehorses on the premises.
- 12.18. Fitzroy Stables has the largest capacity of the town centre establishments and is in active use. The paddocks are not now part of the stable, and are currently unused. The character of the area is dominated by the open aspect of the paddocks, and the question of an alternative residential use of the site has been examined on appeal. The Inspector did not accept that the paddock land was redundant. He was also of the opinion that the character of Fitzroy Stables had been diminished by the loss of the paddocks which provide a pleasing setting for the buildings. The Inspector concluded that

the proposed residential development would be contrary to the objectives of the Horse Racing Industry Policy and detrimental to the essential quality of Newmarket whose unique feature is the juxtaposition of horse training related land uses with the more usual urban uses for housing; shopping and commercial activities. The Inspector further concluded that residential development of the paddock land would neither enhance nor preserve the character and appearance of the Conservation Area. In addition to the degree of visual intrusion, consideration had to be given to the effect of the activities generated by people and vehicles in preserving or enhancing the character of the Conservation Area.

- 12.19.* In Policy 5.14 there is a commitment by the District Council to the development of a 'National Horse Racing Heritage Centre' in Newmarket. Its location is currently being considered and one option is to develop one of the more historic stables, which could offer a unique opportunity to combine the Centre with a site important in the history of the industry in Newmarket. In view of the uniqueness of the proposal, such a development will require the support of the horse racing industry and, if applicable, is the only exception that would be **normally** allowed to the policies covering horse racing stables.

*** SEE ERRATA AT BEGINNING OF DOCUMENT**

Related Uses

- 12.20. These vary considerably, and include Tattersall's Sale Yard, veterinarian health and research units, buildings housing the major horse racing organisational bodies and institutions, such as the Jockey Club. Other specialised commercial activities could be added to this list, but they are not significant in land use terms. Collectively these form a unique resource which is fundamental to the continuation of the industry within the locality. In some cases, premises which have been specifically designed for a horseracing related use make a unique and important contribution to townscape quality. The Tattersalls' Sales Paddocks are protected as a Conservation Area.

The Horse Walks

- 12.21. These are a unique feature of the town and a well used facility which separates the horse traffic from vehicular traffic. Conflicts between the two exist at the crossing points, although this can be lessened by the use of traffic lights. The network has recently been extended parallel to Fordham Road, but some further extensions may be necessary. The need to expand the capacity of the Bury Road horse walk has also been identified. The Local Plan seeks to safeguard horse walks and to increase their capacity and coverage, where appropriate (see Policy 6.10).

Other Facilities

- 12.22. There are a variety of other facilities and services upon which the horse racing industry depends. These vary considerably, but include specialised commercial services, such as, animal feed, muck carting, saddlery, and horse transport services. These are all subject to the normal planning controls related to land use and environmental protection.

POLICY 12.10 PROPOSALS FOR THE DEVELOPMENT OF HORSE RACING RELATED FACILITIES ESSENTIAL FOR THE CONTINUATION OR IMPROVEMENT OF THE INDUSTRY WITHIN THE TOWN WILL GENERALLY BE GIVEN FAVOURABLE CONSIDERATION WHERE THERE ARE NO OVERRIDING ENVIRONMENTAL, AMENITY OR HIGHWAY PROBLEMS ASSOCIATED

**WITH THE PROPOSAL, AND THEY CONFORM WITH OTHER POLICIES
WITHIN THE PLAN.**

- 12.23. It is also recognised that the specialist nature of some of these facilities means that for operational reasons relocation or fundamental reorganisation are sometimes necessary. In this context, the Animal Health Trust has obtained planning permission for an extensive development at Landwades Park, Moulton, and a development programme for this site is under consideration. In circumstances such as this, the normal presumption against development in rural areas, or other areas of restraint, will be balanced against 'favourable consideration', allowed by Policy 12.10.

13. RED LODGE

- 13.1. The village of Red Lodge is to be the major growth point within the District during the Plan Period. The village currently has a population of 1500 living in approximately 690 residential properties. The Structure Plan proposes to increase the number of dwellings in the village by some 1500 in the period up to 2006. The proposal will provide an ideal location to develop new housing and employment to provide not only for local people but for people moving into the District. It will also provide the impetus to improve the community for both existing and new residents. It is imperative, therefore, that the development of Red Lodge is planned and controlled to ensure that not only are the houses provided but the quality of the environment of the whole area is substantially improved and a new community created.

Background

- 13.2. Red Lodge is not a typical traditional Suffolk village that has gradually evolved through the centuries. The settlement did not emerge in its current form until after the First World War, when "leisure plots" were developed alongside the old A11 in the inter war years. There was a gradual expansion of development during the 1950s, then a period of rapid growth during the late 1960s and early 1970s, which brought additional houses but no community facilities or coherent form to the village.
- 13.3. Red Lodge's existence is due to its position adjoining the old A11 London to Norwich road and the sandy, poor quality soils underlying it. The existence of sand and gravel attracted the interests of the minerals industry, but extraction has now been replaced by landfill and waste disposal. These developments in turn attracted a major haulage contractor to establish in the village. A number of roadside services, such as transport cafes and petrol stations/vehicle servicing, developed, but some of these are now vacant and dilapidated. Hence, the character of Red Lodge has, until the completion of the bypass, been dominated by the A11 road which ran through the centre and the associated transport based uses. This character needs to be changed.
- 13.4. In 1986 the decision was made that the village would be bypassed to the west. The proposed removal of the traffic from the village, and the subsequent prospects of environmental improvement, provided the opportunity to consider the future development of Red Lodge. As a result, the District Council adopted the principle that, following the completion of the bypass, substantial new development should be encouraged at Red Lodge to improve the local environment and create a real community in Red Lodge. The bypass was completed in 1991.
- 13.5. To coincide with the decision on the bypass, the District Council produced an initial appraisal of the problems of Red Lodge. This was subsequently discussed with Suffolk County Council and finally resulted in the inclusion in Draft Alteration No 2 of the Structure Plan of a proposal for the expansion of Red Lodge to accommodate another 1500 additional dwellings. Following an Examination in Public in July 1991, the Secretary of State decided not to modify the Plan and accepted the principle of an expanded settlement at Red Lodge in May 1992. The inclusion of Red Lodge within the Structure Plan has now enabled the District Council to include the development of Red Lodge as an important element of its strategy for the Local Plan.

POLICY 13.1

THE SETTLEMENT OF RED LODGE SHALL BE EXPANDED TO ACCOMMODATE APPROXIMATELY 1500 ADDITIONAL DWELLINGS BY 2006. PROPOSALS FOR THE EXPANDED SETTLEMENT SHOULD:-

- a) BE BASED ON THE CONCEPT OF CREATING A COHERENT, INTEGRATED, ENVIRONMENTALLY SUSTAINABLE SETTLEMENT;
- b) MEET HIGH STANDARDS OF LAYOUT AND DESIGN, BE WELL RELATED TO EXISTING DEVELOPMENT IN RED LODGE, TAKE ACCOUNT OF ITS LANDSCAPE SETTING TO MINIMISE ITS IMPACT ON THE SURROUNDING COUNTRYSIDE;
- c) PROVIDE FOR ABOUT 10 HECTARES (25 ACRES) OF EMPLOYMENT LAND;
- d) PROVIDE FOR NEW INFRASTRUCTURE, EDUCATION, RECREATION AND COMMUNITY FACILITIES, IN PARALLEL WITH NEW HOUSING AND EMPLOYMENT PROVISION;
- e) PROVIDE FOR ADVANCED STRUCTURAL LANDSCAPING, SUBSTANTIAL PUBLIC AND AMENITY OPEN SPACE, REFLECTING THE SETTLEMENT'S RURAL SETTING AND FOR PROTECTION OF NATURE CONSERVATION INTERESTS. PUBLIC OPEN SPACE AND RECREATIONAL LAND WILL TOTAL AT LEAST 30% OF THE SETTLEMENT AREA OUTLINED ON INSET PLAN 4; AND
- f) PROVIDE FOR PHASED HOUSING DEVELOPMENT THROUGH TO 2006.

The Planning Framework

- 13.6. In addition to the policies establishing the principle of development at Red Lodge (see Policy 3.1 and 13.1), the Local Plan contains a series of further policies to establish a strong planning framework which will ensure the development of Red Lodge contributes towards the benefit of the people who currently live there and who will live there in the future. Further guidance on the interpretation of these policies is contained in subsequent sections of this chapter and this will be supported at a later date by Supplementary Planning Guidance. These policies and the guidance are intended to provide a clear basis for the subsequent preparation of a more detailed Master Plan for the whole of the expanded settlement. Such a Master Plan is required to be submitted to and approved by the District Council prior to any planning permission for expansion being granted.
- 13.7. The area to be considered for the expansion of Red Lodge and to be covered by a Master Plan is shown on the Development Diagram (Plan II) and the Inset Plan. It totals an area of approximately 200 hectares (500 acres), of which approximately 40 hectares (100 acres) is already developed by existing buildings. The area specified is considered to be sufficient to accommodate the required scale and appropriate form of development, to provide enough land for public open space or nature reserves to provide the right setting for the village and to take account of the identified constraints. It should also be sufficient to give the necessary flexibility required to promote the development at Red Lodge to create an attractive and coherent community.
- 13.8. The designated boundary of the expanded settlement is considered to follow logical or natural limits/edges and still contain sufficient land for the scale of development envisaged. The new bypass forms the obvious western edge of the settlement. Any development on the western side of the bypass will be difficult to integrate with the rest of the settlement, in both visual and use terms. The northern end of the bypass forms the logical northern extremity of the

settlement, for similar reasons. Also, if development continued any further northwards up Chalk Hill to the east of the All, it would result in an excessively linear, unbalanced and sprawling form of development. The eastern boundary follows the edge of the Special Landscape Area designation, thus avoiding any development on the Special Landscape Area. The boundary also coincides with the edge of a number of wooded areas and an existing track. The southern boundary is chosen to avoid developing stud land and to follow the River Kennett which also coincides with the County/District boundary.

POLICY 13.2

THE DISTRICT COUNCIL WILL CO-ORDINATE THE PREPARATION OF A MASTER PLAN FOR THE EXPANSION OF RED LODGE IN CONJUNCTION WITH DEVELOPERS, LANDOWNERS AND OTHER INTERESTED PARTIES. THE MASTER PLAN SHALL COVER THE AREA DEFINED BY THE SETTLEMENT BOUNDARY ON THE INSET PLAN AND CREATE THE FRAMEWORK FOR THE DEVELOPMENT OF THE WHOLE SETTLEMENT RESPECTING THE DEVELOPMENT DIAGRAM AND THE IMPACT ASSESSMENT. ANY PROPOSALS OUTSIDE THE SETTLEMENT BOUNDARY WILL ONLY BE PERMITTED IF THEY ARE CONSISTENT WITH THE POLICIES CONTAINED ELSEWHERE IN THE PLAN.

- 13.9. In view of the inadequate structure of and the lack of facilities in the existing village, it is important that all new development should contribute towards the creation of a new physical and social community. There should be a balance of land uses to provide local opportunities for employment, shopping and recreation and to minimise the need to travel out for such opportunities. To achieve this Red Lodge should not develop further without a clear physical framework to control the design, location and phasing of new development. It is, therefore, important that a Master Plan is prepared that not only provides such a framework but ensures that the new development is integrated with existing development to provide a coherent new settlement. Without such a document, it will be very difficult to improve the existing situation and provide what is required in Red Lodge.
- 13.10. To create a settlement that is physically and visually attractive, there is a need to provide a satisfactory answer to the present environmental problems around the settlement. Red Lodge also needs to be a balanced social community with representatives from across all social spectrums. The development will need to provide the opportunity to achieve this by providing a range of housing tenure, including low cost housing for sale and rent. Development will need to be phased to ensure that community facilities and infrastructure are provided to meet the needs of the residents as and when required. Similarly, employment development and local shopping facilities should be phased to complement housing developments. These physical developments need to be supported by a complementary Social Development Plan which will concentrate on the social aspects of the growth of Red Lodge. Finally, of crucial importance will be the creation of a legal framework to promote the development of Red Lodge but which ensures that the development in Red Lodge makes an acceptable financial contribution towards the provision of the community facilities, the necessary infrastructure, public open space, environmental improvements and low cost housing, all of which are required to make Red Lodge a success. The District Council will use its planning powers to the full, including its compulsory purchase powers, to ensure the success of the development of Red Lodge.
- 13.11. The involvement of the existing residents of Red Lodge will be vital if the development of the settlement is to be a success. The views of the residents of Red Lodge have been an important factor in deciding the policies to be included in the Local Plan. The District Council, together with the Parish Council, will ensure that there is continuing

public consultation over the contents of the Master Plan to ensure that the local residents' views are given due consideration and they will be involved fully in the development of Red Lodge.

POLICY 13.3

THE MASTER PLAN SHALL INCLUDE SPECIFIC DETAILS, TO THE SATISFACTION OF THE DISTRICT COUNCIL, OF:-

- a) AN OVERALL LAYOUT PLAN RESPECTING THE DEVELOPMENT DIAGRAM AND SHOWING THE DISPOSITION OF ALL PRINCIPAL LAND USES THROUGHOUT THE SITE, THE PHASING OF DEVELOPMENT, MEANS OF ACCESS THERETO AND INFRASTRUCTURE PROVISION;
- b) A WIDE RANGE OF HOUSING TYPE AND DENSITY, AS OUTLINED IN POLICY 4.17 TO INCLUDE A PROPORTION OF AFFORDABLE HOUSING IN ACCORDANCE WITH POLICY 4.26;
- c) IMPROVEMENTS TO THE EXISTING HOUSING AREAS, THE OLD A11 ROUTE, THE AREAS OF DESPOILED AND UNDERUSED LAND IN AND AROUND THE VILLAGE, THE WILDLIFE AREA OFF TURNPIKE ROAD, AND PROPOSALS FOR THE RELOCATION OF NON-CONFORMING USES. IMPROVEMENTS TO THE OLD A11 ROUTE SHOULD TAKE PLACE DURING THE FIRST PHASE OF DEVELOPMENT;
- d) THE PROVISION OF NEW EMPLOYMENT AREAS LOCATED, DESIGNED OR RESTRICTED IN USE TO GIVE ADEQUATE PROTECTION TO RESIDENTIAL AMENITIES AND TO MINIMISE THE ENVIRONMENTAL IMPACT ON THE SETTLEMENT AND THE SURROUNDING COUNTRYSIDE;
- e) A NEW MAIN CENTRE IN THE GENERAL LOCALITY SHOWN ON THE DEVELOPMENT DIAGRAM, TOGETHER WITH, AS NECESSARY, SMALLER NEIGHBOURHOOD FACILITIES EAST OF WARREN ROAD. THE MAIN CENTRE SHOULD CONTAIN COMMUNITY FACILITIES, INCLUDING A MULTIPURPOSE CENTRE AND FIRST SCHOOL, AS WELL AS SHOPS AND OFFICES. THE OVERALL GROSS AREA FOR RETAIL USE PLUS A2 AND A3 USES WILL BE BETWEEN 2-4 HECTARES (5-10 ACRES);
- f) THE EXTENT AND TIMING OF STRUCTURAL LANDSCAPING AND PLANTING AND A SCHEME FOR THE MANAGEMENT OF THE CENTRAL WILDLIFE SITE;
- g) PROPOSALS FOR DEVELOPMENT WITHIN THE AREA DESIGNATED AS THE "CENTRAL UNDEVELOPED AREA" ON THE DEVELOPMENT DIAGRAM SHOWING HOW THE NATURE CONSERVATION INTERESTS AND THE OTHER POTENTIAL PHYSICAL CONSTRAINTS CAN BE ACCOMMODATED;
- h) ALL ROAD IMPROVEMENTS REQUIRED AS A CONSEQUENCE OF THE DEVELOPMENT.

POLICY 13.4

PROVISION FOR INFRASTRUCTURE, COMMUNITY FACILITIES (INCLUDING THE MULTI PURPOSE CENTRE AND RECREATION FACILITIES), THE SCHOOL SITE, PUBLIC OPEN SPACE, NECESSARY OFF-SITE HIGHWAY IMPROVEMENTS, ENVIRONMENTAL IMPROVEMENTS AND AFFORDABLE HOUSING, IS EXPECTED TO BE THE SUBJECT OF LEGAL AGREEMENTS IN RESPECT OF ALL NEW DEVELOPMENTS IN RED LODGE. SUCH AGREEMENTS ARE EXPECTED TO PROVIDE FOR:

- a) CONTRIBUTIONS TO BE MADE BY ALL NEW DEVELOPMENTS;
AND
- b) THE PHASING OF DEVELOPMENT TO AN AGREED TIMETABLE, TAKING INTO ACCOUNT THE NEEDS OF EXISTING AND NEW RESIDENTS.

POLICY 13.5

NO DEVELOPMENT WILL BE PERMITTED AT RED LODGE UNTIL THE MASTER PLAN HAS BEEN APPROVED BY THE DISTRICT COUNCIL AND THE NECESSARY LEGAL AGREEMENTS COMPLETED.

Guidance for the preparation of the Master Plan

Vision for Red Lodge

- 13.12. The successful expansion of Red Lodge is dependent on a replacement of its existing poor image with a positive new concept. To achieve this, a decision on an overall vision and design concept for Red Lodge, prior to the commencement of development, is imperative. The Master Plan should contain an explanation of this concept so that all potential developers are aware of what is to be achieved in Red Lodge. It is anticipated that illustrative layouts and artists' drawings of key areas and views will be used to convey the design concept. The Master Plan should consider and interpret the range of design principles and building codes outlined on the "Development Diagram" and in the supplementary planning guidance contained in the "Red Lodge Design Guide". In conclusion, the Master Plan should give the impression of the 'feel' Red Lodge will have, its sense of place and it should demonstrate that the whole will be more than just the sum of its parts.

Land Use Distribution

- 13.13. In broad terms, scale of land uses and facilities to be provided at Red Lodge are outlined in both the Structure and Local Plan policies and the settlement boundary is given on Inset 4. However, further guidance on the general distribution is given in the form of a Development Diagram (Plan II). This is not meant to convey precise areas and boundaries of land use, within the settlement boundary. The Diagram simply seeks to give a general indication of the extent, location and distribution of the major land uses that will form a basis for the Master Plan. In interpreting this advice, it is important to consider the need:-
- to break up large residential areas into clearly defined neighbourhoods;
 - to avoid large areas of single use by creating a degree of mixed compatible use in order to promote qualities of vitality, variety and a sense of place;
 - to address the question of the existing non-conforming land uses within the settlement; and
 - to integrate the required open space provision.

It is the role of the Master Plan to interpret these principles and clarify the more detailed aspects of development. There is sufficient area within the settlement boundary to give the necessary flexibility which will allow the Master Plan to consider a variety of the potential development land.

POLICY 13.6

THE DEVELOPMENT DIAGRAM IS INTENDED TO GUIDE THE PREPARATION OF THE MASTER PLAN. IT SHOWS THE BROAD DISTRIBUTION OF LAND USES PROPOSED WITHIN THE SETTLEMENT BOUNDARY. THE MASTER PLAN IN INTERPRETING THE DEVELOPMENT DIAGRAM WILL NEED TO RESPECT THIS GENERAL DISTRIBUTION WHILST CLARIFYING THE DETAILED ASPECTS OF DEVELOPMENT.

Movement within the Settlement

- 13.14. Roads, footpaths, cycleways and open spaces will provide the basic skeletal framework on which the overall vision of the expanded settlement will be based. The Master Plan will first need to consider the existing network of the settlement and indicate:-
- How existing problems can be reduced and the existing system enhanced.
 - How new roads, footpaths and cycleways can be linked to the existing system.
- 13.15. The new system should be based on the principle of a wide choice of routes within the settlement, whether by foot or in a vehicle. Through traffic should be discouraged. The framework should unify various parts of the village and ensure that previous problems are not repeated. New roads, footpaths and cycleways should be designed on the basis of the latest principles outlined in the second edition of Design Bulletin 32 and the Suffolk Design Guide. The Master Plan should also address the movement issues outlined on the Development Diagram, and in the Traffic Impact Assessment, by reducing the movement of lorries through the settlement and increasing the scope for east-west movement within the settlement.
- 13.16. Finally, routes should be legible and it should be clear where such routes will ultimately lead to. It is important that residents and visitors are quickly and easily able to develop a mental image or map of the settlement by recognising and memorising the spaces they are in and pass through. This will give people a sense of place and belonging.
- 13.17.* ***The provision of suitable public transport services, allowing easy travel within the settlement as well as to local towns and the rail-head at Kennett, will help ensure an environmentally sustainable settlement by offering an alternative to the car. The design of the local road network within the settlement should permit bus services to penetrate close to passengers' destinations. Suitable services should be provided from an early stage in the settlement's development.***

*** SEE ERRATA AT BEGINNING OF DOCUMENT**

The Main Centre and Provision of Community Facilities

- 13.18. The Development Diagram shows what is considered to be the best general location for a new centre to serve the needs of both existing and new residents. It is considered that community facilities should normally be within a maximum of 10 minutes walking distance of all dwellings. The location shown corresponds with the preferred location indicated by developers already involved in Red Lodge and the views so far expressed by residents. However, the Diagram does not preclude the option of extending the main centre to the west side of the old All and the provision of minor centres elsewhere in the village. It is the task of the Master Plan to clarify in more detail the extent of the main centre and the degree to which shops and offices are distributed between the main centre and, where applicable, secondary areas such as neighbourhood centres.

- 13.19. Further guidance on the image and design of the main centre is given as supplementary planning guidance in the "Red Lodge Design Guide". The design and layout of the village centre will be of crucial importance in giving the village a new image and attracting new residents to the village. It should quickly become the centre of village life.
- 13.20. A provisional list of community facilities that should be provided by developers at Red Lodge is indicated in Table I (see page 130). The provision, location, design and management of these facilities should be further clarified in the Master Plan. Of equal importance to the scale and design of facilities to be provided is their timing. There should be a clear indication of when facilities will be provided in relation to the phasing of both the residential and employment development.

Housing and the Development of a Community

- 13.21. It is important that there should be a cross section of housing types and sizes to create a balanced social structure. This should include housing for rent and shared ownership. There needs to be a commitment that the development will help fund these schemes by, at the very least, offering serviced sites available at no cost. It is felt that over the period of development there should be a provision to meet established needs but in any case not less than 10% of the houses available. A proportion of land should be allocated for self-build projects.
- 13.22. It is also important that there should be a variety of housing types, forms and configurations for visual reasons and further advice on this aspect is given as supplementary planning guidance in the "Red Lodge Design Guide". There is sufficient land within the settlement boundary to create an attractive and varied built environment with a wide variety of densities, layouts and house types.
- 13.23. Of equal importance to the physical structure is the creation of a community structure. Suitable arrangements will need to be made for community development. In particular, these should create the necessary machinery for residents themselves to develop their own community and welcome newcomers into the village.

Employment Land

- 13.24. The majority of employment land indicated on the Development Diagram is shown at the northern end of the settlement adjoining the main road link between the village and the A11 bypass. This location will minimise the problem of service vehicles needing to travel through the village. However, the Master Plan should demonstrate that east bound employment generated traffic will not be significantly detrimental to residents of Red Lodge or the surrounding villages. As detailed in Para 13.13, however, this location is indicative and alternative proposed locations which respect these principles and offer other benefits can be considered on their merits.
- 13.25. It is considered that a range of employment uses should be provided, designed and restricted in use where necessary so as to provide adequate environmental protection. It is anticipated that B1 and B2 uses will be accommodated. Warehouse or lorry depot uses will generally be discouraged. Industrial uses that fall within the definition of Classes B3 to B7, Special Industrial Groups, or uses that require hazardous substances content, will not normally be permitted. In total, it is proposed to allocate some 10 hectares (25 acres) of land to employment development. As part of the environmental protection, substantial landscaping and planting will be required as an integral part of the development.

13.26. The proposed employment area between the bypass and the old A11 is particularly prominent and adjoins one of the main gateways into the settlement. It is important that a high quality environment is created in this locality and attractive office or research buildings set in landscaped grounds are considered to be the best means of achieving this objective. In allocating areas for new industrial uses, consideration should be given to the need to relocate the principal non-conforming uses where environmental benefit can be obtained from this, and where suitable alternative sites can be identified, then favourable consideration may be given to such proposals. If the relocation involves sites outside the settlement boundary, then the proposal will fall to be considered against other Policies in the Plan.

13.27. This guidance on employment provision is based on the following factors:-

- a) To date, the high level of lorry traffic in Red Lodge has been a major problem. It is very important to move away from the image of Red Lodge as primarily a transport based centre.
- b) B1 uses are the highest employment generators.
- c) The principle of mixed use areas is being encouraged, but these uses must be compatible with residential use.
- d) Scale of employment development should be commensurate with the overall scale of development at Red Lodge.

Off-site Works

13.28. Developers will be expected to provide the necessary infrastructure for the scheme and ongoing discussions with the NRA and AWS will resolve what is required. Balancing reservoirs should, wherever possible, be fitted into the design and layout of the settlement to be a positive feature. A traffic impact assessment (TIA) has been prepared by Traffic Consultants, and the conclusions and recommendations are outlined in Appendix E of the Local Plan. The precise requirements and the cost implications will need to be addressed at the Master Plan stage.

Environmental Improvements and Nature Conservation

13.29. Another key issue in the development of Red Lodge is the environmental improvement of the existing settlement. The Master Plan needs to include sufficient detail of these improvements to convince the Local Authority and local residents that these will be sufficient to achieve their objectives; in particular, proposals for improving the old A11, the land to the south of Green Lane including the resolution of the methane problem; the environment of the existing housing areas; the old gravel workings in the centre of the village, safeguarding important nature conservation interests on the County Wildlife Site; and relocating 'bad neighbour' uses. In certain cases these issues are interrelated. The problem of the old A11 can only be resolved once the question of access to the haulage depot and the waste disposal area have been resolved. The Master Plan should include a visual explanation of what these improvements will involve and how they will be achieved.

13.30. The future of the County Wildlife Site in the centre of the village is of key importance. Given that the wildlife interests on the site need to be protected, there needs to be detailed consideration of those interests related to the future role of the site within the expanded settlement. The site, and adjoining undeveloped area, has now been given a particular designation on the Development Diagram reflecting

its wildlife interest and the fact that it may have a role to play in the future development of Red Lodge. At the present time, however, there are a number of constraints to development which need to be resolved before any decisions can be made. In addition to the wildlife interests, these include ground conditions, water levels and possible contamination. Until the extent of these has been quantified, the amount of land suitable for development, and the type of development which may be appropriate, cannot be indicated. Policy 13.3 g) applies specifically to this site.

- 13.31. The Development Diagram shows the area of landfill in the southern part of the village indicated as suitable for commercial/recreational use. This is considered to be the most feasible use to allow significant environmental improvements to be made to this area, bearing in mind the limitations imposed by the previous one. It is also important that previous problems are not repeated and that, for example, new residential development in the vicinity of the bypass should be located, designed and safeguarded to prevent unacceptable noise intrusion into the properties. Further guidance on all of the above points is given as supplementary planning guidance in the "Red Lodge Design Guide".

Open Space

- 13.32. Policy 13.1(e) gives the open space requirement for the development. Given the relatively large area of land included within the settlement boundary, the 30% requirement will afford the opportunity to protect the best and most versatile agricultural land from permanent development. The matter of agricultural land grading has not been finalised, and gives rise to some uncertainty. Once this is resolved, however, it will be possible for significant areas of open space within the settlement to be located on this land.

Phasing

- 13.33. The Master Plan should contain details of how the residential development will be phased, in both numbers and locations, and how this will relate to provision of employment, open space, infrastructure, environmental improvements and community facilities. It is important that each phase, where possible, should be discrete so that new residents can be assured that all works on their phase will be completed before another phase commences.

Implementation

- 13.34. Development at Red Lodge is likely to be a more difficult project than would be the case with a 'greenfield' development where land is in one ownership. It needs to take account of the existing community and existing elements of an infrastructure. Within the settlement boundary, there are also numerous land holdings and development interests, many of whom will have an interest, and in many cases an important part to play, in the development. There are also large numbers of residents with limited land holdings but who will have a direct interest in how Red Lodge is developed. The success of the development will be dependent to a large extent on the degree to which these different interests can be brought together and co-ordinated to achieve the objectives of this Plan and the proposed Master Plan.
- 13.35. As with most developments of this scale, there are very significant 'start up' costs, particularly relating to infrastructure provision. Although basic services - water supply, drainage, electricity - are already provided, none of them have the capacity to serve the proposed expansion. All will need significant and costly upgrading. The transport infrastructure will also need upgrading. Community facilities and landscaping schemes will need early implementation as an important part of the 're-imaging' of the settlement.

- 13.36. Many of these costs are not incremental. They require all the investment at an early stage of the development. It would be inequitable for a single developer to face these start up costs alone if this meant allowing later phases to take advantage of the investment without contributing towards its cost. It is also the case that this investment cannot take place at public expense. Neither the relevant Local Authorities nor the service providers are in a position to fund the infrastructure costs and it is accepted that these will be met from the development of Red Lodge. The implementation of the proposals will, therefore, require some form of agreement whereby the necessary funding can be generated at the requisite time with a sufficient degree of certainty and equity.
- 13.37. Funding on the scale required will have to be generated from increase in land values as a result of development. However, large increases in land values are only achieved once their development potential is realised and development potential will not be realised without provision of the necessary infrastructure. As a result, land values within Red Lodge must reflect the substantial costs involved in enabling development to take place. Without a realistic view of such values, funding will not be generated to meet the development's requirements.
- 13.38. The Plan will propose a variety of land uses within the village. In conventional terms, this should generate differential values. To achieve an acceptable development and meet the planning requirements, one land use cannot subsist without the other. Ideally, this would be reflected in a uniform land value for the whole development. Because of the variety of land holdings and development interests which exist, however, this is unlikely to be achieved and thus there is a need to develop a suitable mechanism to provide equity.
- 13.39. These issues can be overcome by the development of an acceptable promotional framework. This can be achieved by means of a development agreement, possibly including some type of trust fund. This could be a joint venture between developers and the Council which could use its powers - including the Council's land acquisition powers if necessary - to promote the initial phases of development in Red Lodge, in particular the provision of the necessary infrastructure. This in turn will need to be supported by a legal arrangement to ensure that all developments contribute towards the overall implementation costs. Contributions would be based on an equitable and quantifiable agreement that allowed the development of Red Lodge to proceed in a cost effective way and also meet the aspirations of the Local Planning Authority and the residents of the village. The framework will be development in co-operation with the development industry, in particular with those involved directly in Red Lodge.
- 13.40. A legal agreement would be needed for the development as a whole. It is envisaged that at the time the Master Plan is approved there will be a draft agreement under Section 106 of the Town and Country Planning Act 1990. Developers will be expected to enter into such an agreement before planning permission is granted. The agreement will regulate the development to ensure that the necessary facilities and infrastructure are provided, phasing is adhered to and any relevant on or off site works are provided at the appropriate time and place.

Chapter 14

Implementation, Monitoring & Review



TABLE I

Provisional List of Community Facilities and Infrastructure to be provided by the Developers at Red Lodge, based on approximately 1,500 additional dwellings

Facility	Land	Construction	Threshold
Two-form County Primary School 1.4 - 1.6 hectares (3.5 - 4 acres).	X	X	750 - 1000
Contribution towards the cost of providing 300 new Secondary School places.		X	750 - 1000
Multi-purpose Community Centre, including pre-school play facilities, Day Care Centre for the elderly, indoor sport and recreational facilities and Ecumenical Centre	X	X	300
Outdoor sports facilities, independent of the school. Range of playing pitches, including one all-weather, floodlit surface, Bowling Green, hardcourt Tennis Courts, together with appropriate changing facilities.	X	X	1000 - 1500
Provision of recreational/open space land, in accordance with Design Guidance and including full hard and soft landscaping, together with maintenance costs.	X	X	*
Car parking provision for all facilities.	X	X	*
Community Development costs, eg. setting up a Joint Development Corporation, manage- ment of the Community Hall, Social Development Plan.		X	*
Management of a wildlife area in conjunction with the Suffolk Wildlife Trust.	X	X	1500
Environmental improvements, including the old All, tipped areas and existing housing areas.	X	X	*
Necessary off-site road improvements as a result of the TIA.	X	X	*
All on-site infrastructure costs.	X	X	*
Social housing provision.	X		*
Village Centre including provision of shops and services.	X	X	*

Those marked * are expected to be provided throughout the development
their phasing being determined by the requirements given in the Plan.

14. IMPLEMENTATION, MONITORING AND REVIEW OF THE LOCAL PLAN

Implementation

- 1.1. The most important part of any Plan is the means for its implementation. Many of the policies within the Plan are primarily intended to control development through the procedures of the Town and Country Planning Act. Other policies, however, involve positive action by the District Council to encourage implementation. Funds to Local Authorities for major projects are now severely limited, and the District Council and County Council have to use their resources in results. Sometimes this can involve the District Council in providing for all the costs of a particular project in the belief that it will be of benefit to the District. In other cases, the Local Authority will join with the private sector in a formal or informal partnership to see a project completed. However, for the majority of developments, the District Council will have to rely solely on funding from the private sector. The aim of the Plan must be to create the right environment that encourages such investment into Forest Heath District. The Plan, therefore, contains a mixture of opportunities, together with clear statements of the constraints on how and where development can take place.
- 1.2. Major developments, such as Red Lodge, have serious implications for the provision of local services, infrastructure and the need for community facilities. In these cases, the developer will be expected to contribute substantially towards the provision of 'new facilities or the upgrading of existing ones. This approach is now recognised by all parties concerned with the development process as the only way to ensure that major new developments have the facilities they require.

POLICY 14.1 WHERE PLANNING PERMISSION IS GRANTED FOR MAJOR NEW DEVELOPMENTS REQUIRING THE PROVISION OF ON-SITE AND OFF-SITE INFRASTRUCTURE, DEVELOPERS WILL NORMALLY BE EXPECTED TO PROVIDE THE NECESSARY INFRASTRUCTURE AND COMMUNITY FACILITIES, OR CONTRIBUTE SUBSTANTIALLY TO THEIR COSTS.

Monitoring and Review

- 1.3. Now that the Plan is formally adopted, the District Council will continually monitor its progress to see how effective the policies and proposals in the Plan have been. This monitoring process, together with the next review and roll-forward of the Structure Plan (Alterations No.4) will be key items in the subsequent review of the Plan. Although the Plan is intended to cover the period to 2001, constant monitoring of the document will indicate as and when the Plan will need to be reviewed. At present it is intended that a formal review will take place within 5 years of the Plan being formally adopted, but a major change in local circumstances may require an earlier review of the Plan.