

Post-consultation draft

SHADINGFIELD, SOTTERLEY, WILLINGHAM AND ELLOUGH

NEIGHBOURHOOD DEVELOPMENT PLAN

2022 – 2036



Our vision:

“In 2036, the parishes of Shadingfield, Sotterley, Willingham and Ellough will continue to be a thriving and vibrant rural community, retaining their current character, with the traditional buildings, tranquil countryside and natural environment being maintained and protected.”



June 2022

FOREWORD

This draft of the Neighbourhood Plan for Shadingfield, Sotterley, Willingham and Ellough (the SSWE Plan) has been prepared by a Project Team comprising members of the local community and representatives of the Parish Council and has been informed through community engagement exercises, evidence collection, discussions with appropriate groups and authorities and a formal consultation with residents and businesses in the four parishes. The Plan aims to describe the way that you would like to see our parishes develop until 2036.

The draft is now being submitted to East Suffolk Council Planning Authority for approval. There will be a further opportunity to make representations at this stage (under Regulation 16 of the Neighbourhood Planning Regulations, 2012). The Local Planning Authority will then appoint an Independent Examiner, who will determine whether the SSWE Plan and associated documents meet various conditions and legal requirements.

A final version of the SSWE Plan will be prepared taking account of the examiner's comments and any further discussions with residents. Residents on the electoral roll living within our Neighbourhood Area (see section 2.1) will then be invited to vote in a local referendum to determine whether you accept the final SSWE Plan. If accepted by the majority of voters, the plan will come into force as part of the Development Plan for the area. The SSWE Plan will then be a statutory consideration in determining all relevant planning applications within our Neighbourhood Area. If, however, the plan is not accepted by a majority of voters, it will not be adopted and planning decisions will be made on the basis of the National Planning Policy Framework and the Waveney Local Plan alone.

THE SSWE PLAN AT A GLANCE

If you do not have time to read the whole document, this is what you need to know:

- i. The SSWE Plan covers the whole of the parishes of Shadingfield, Sotterley, Willingham¹ and Ellough, with the exception of the dwellings on the east side of Redisham Road in Redisham village. This is called the Neighbourhood Area.
- ii. The prime purpose of a Neighbourhood Plan is to set out policies relating to the development and use of land in the Neighbourhood Area. The policies in this Plan have been developed from the responses to the questionnaire survey (conducted in 2018), public engagement, discussions with relevant groups and authorities, and other evidence gathering.
- iii. The SSWE Plan cannot conflict with National Planning Policy, or change or promote less development than proposed in the strategic policies of the Waveney Local Plan. This includes the proposal for the development of approximately ten houses on the site to the east of Woodfield Close in Shadingfield/Willingham.
- iv. The policies (Section 4) reflect the strongly-held community aspiration to retain the rural identity of the joint parishes. This includes conserving the landscape, tranquillity and character of the parishes and ensuring that any new development is of an appropriate size, scale and design for a small rural parish with very limited facilities or public transport. The policies address residents' opinions and concerns over the natural environment, the historic environment, housing, facilities and services, sustainable transport, and businesses and employment.
- v. A number of issues came to light from the survey and public engagement that do not relate to land-use or development (Section 5). These include concerns about traffic, littering and fly-tipping, and the lack of safe pedestrian and cycle access along the A145. These issues are not eligible to be addressed by policies within the SSWE Plan, but actions have been outlined which will be addressed by the Joint Parish Council and other stakeholders as opportunities arise.
- vi. Once finalised and adopted, the Neighbourhood Plan for Shadingfield, Sotterley, Willingham and Ellough (the SSWE Plan) will sit alongside the Local Plan to form part of the Development Plan for the Neighbourhood Area. It is therefore an important document and will play a central role in planning decisions within the parishes through to 2036.
- vii. Following a formal consultation on the draft Plan in early 2020, a revised version of the SSWE Plan was produced taking account of the comments received. This was then submitted to East Suffolk Council, who will publicise the plan and invite comments, before arranging an examination by an independent examiner of this and the associated documents.
- viii. Following any modifications, East Suffolk Council will undertake a local referendum to find out whether residents wish to accept the final version of the SSWE Plan. Following a successful referendum, East Suffolk Council will formally 'make' the plan part of the Development Plan.

¹ The full name of the parish is 'Willingham Saint Mary' but it is referred to as 'Willingham' throughout the SSWE Plan

BRIEF SUMMARY OF THE SSWE POLICY TOPICS

The SSWE Plan includes eleven policies that have been developed to help guide planning decisions within the parishes through to 2036. These fall within six broad areas:

Natural Environment

- Policy NEP1: Protecting wildlife habitats and landscape.
- Policy NEP2: Renewable and low carbon energy.

Historic Environment

- Policy HEP1: Protecting and enhancing heritage assets.

Housing

- Policy HP1: Housing development within the settlement boundary.
- Policy HP2: Housing development outside the settlement boundary.
- Policy HP3: Housing density, mix and design.
- Policy HP4: Rural tourism accommodation.

Facilities and Services

- Policy FSP1: Community facilities.

Sustainable Transport

- Policy STP1: Highway Safety.
- Policy STP2: Pedestrian and cycle access.

Business and Employment

- Policy BEP1: Business development.

A map summarising many of the important features relating to these policies is provided in Appendix 1, Map 9.

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SECTION 1. INTRODUCTION

What is this document?

1. The Neighbourhood Plan for the parishes of Shadingfield, Sotterley, Willingham and Ellough (the **SSWE Plan**) is first and foremost a planning document. However, this Plan has also been written to provide residents with an overview of current relevant national and local policies, and to explain the context within which the SSWE Plan will operate. While it inevitably contains technical terminology, this is explained in footnotes and a glossary (Appendix 2), and links are provided to further reference material on the internet (Appendix 3).
 2. The Plan is divided into six main sections and seven Appendices.
 - Section 1** provides background on the purpose of the Neighbourhood Plan, how it relates to other higher-level planning documents and how it can help the local community; it also outlines the consultation process in the development of this plan.
 - Section 2** summarises the vision and objectives of the SSWE Plan which arose from the evidence collection.
 - Section 3** describes the parishes and provides information arising from the evidence collection about what people like and dislike about living in the parishes.
 - Section 4** contains five sub-sections addressing the policy areas for housing, environment, sustainable transport, facilities and amenities, and business and employment.
 - Section 5** lists the issues raised by residents during the consultation process that are not related to land-use or development and so cannot be addressed directly by policies within the SSWE Plan.
 - Section 6** summarises who will be responsible for implementing the SSWE Plan and how it will be monitored and kept up to date.
- Appendices** include maps, a glossary, information and evidence sources, and other material referred to in the text.

What is a Neighbourhood Plan?

3. The primary purpose of the SSWE Plan is to set the framework for the extent and type of development that residents wish to see in the parishes until 2036. Neighbourhood planning is a relatively new right available to communities, which was introduced under the Localism Act in 2011. It empowers communities to develop a shared vision for their neighbourhood and to shape the development and growth of their local area through the production of a Neighbourhood Plan² (sometimes referred to as a Neighbourhood Development Plan).
4. Once adopted, a Neighbourhood Plan becomes part of a hierarchy of planning documents which includes the **National Planning Policy Framework** (NPPF) and the Local Plan. At national level, the Government sets out national planning policies and guidance in the NPPF and in online resources known as Planning Practice Guidance³; the revised NPPF, updated in July 2021⁴, has been used in the development of the SSWE Plan.
5. At the local level, the Local Planning Authority develops a **Local Plan** for the district. This sets out the amount and type of development that is expected to be needed. The SSWE

² The Neighbourhood Planning (General) Regulations 2012 No. 637

³ <https://www.gov.uk/government/collections/planning-practice-guidance>

⁴ National Planning Policy Framework (July 2021)

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf

parishes are covered by the new Waveney Local Plan⁵ which was adopted on 20th March 2019 and will apply for the period until 2036.

6. Once approved, the Neighbourhood Plan sits alongside the Local Plan and forms part of the **Development Plan** for the Neighbourhood Area. Decisions on planning applications will therefore be made using both the Local Plan and the Neighbourhood Plan, and any other material considerations (Appendix 4). The Neighbourhood Plan thereby allows residents to identify locally important features and characteristics which are not contained within the higher-level Local Plan, but that they wish to be taken into consideration in the context of the material considerations when deciding planning applications. It is intended that the SSWE Plan will be effective until 2036 in order to mirror the time period of the Waveney Local Plan.
7. A Neighbourhood Plan allows local people to have a greater say in the development of their parishes, but as a statutory document, it must meet the 'Basic Conditions' set out in the legislation⁶. First and foremost, it must have regard to national planning policy as described in the NPPF and must be in general conformity with the Local Plan. Most importantly, the Neighbourhood Plan cannot change or promote less development than proposed in the strategic policies of the Local Plan and it must not undermine those policies⁷. The Neighbourhood Plan must also be compatible with any remaining relevant EU obligations, including human rights requirements.
8. Neighbourhood planning can also inspire local people and businesses to consider ways to improve their neighbourhood other than through the development and use of land⁸. They may identify specific actions or policies to deliver these improvements and these can be included in the Neighbourhood Plan, as long as they are clearly identifiable. During the evidence collection, a number of 'non land-use' issues were raised which are of particular concern to residents. These are described in Section 5 of this report, and provisional actions are included to be addressed by the Joint Parish Council and other stakeholders.
9. Conformity of the SSWE Plan with the conditions outlined above is demonstrated in a separate **Basic Conditions Statement**, which will accompany the SSWE Plan when it is formally submitted to the Local Planning Authority.

Community engagement and data sources

10. The SSWE Plan has been prepared by a Project Team comprising members of the local community and representatives of the Joint Parish Council. The views and opinions expressed by the residents of the four parishes form the backbone of the Plan which has been informed through community engagement exercises, evidence collection and discussions with appropriate groups and authorities.
11. The development of the SSWE Plan has been guided by the NPPF and Waveney Local Plan, and it supports the strategic policies in those documents. The principal means of consultation with residents was through a survey conducted in early 2018. A self-completion questionnaire was designed by the Project Team and approved by Waveney District Council (now East Suffolk Council). When the questionnaires were delivered, efforts were made to speak to at least one member of each household to explain the purpose of the Neighbourhood Plan and the questionnaire. A separate questionnaire was delivered to businesses in the Neighbourhood Area. Residents were encouraged to respond to the questionnaires by means of notices in the parish magazine (The Sheaf) and large road-side notices located throughout the parishes.

⁵ Waveney Local Plan (East Suffolk Council). (Adopted 20 March 2019).

⁶ paragraph 8 of Schedule 4B of the Town and Country Planning Act 1990 (as amended)
<http://www.legislation.gov.uk/ukpga/2011/20/schedule/10>

⁷ NPPF Para 29

⁸ Neighbourhood Planning Guidance - <https://www.gov.uk/guidance/neighbourhood-planning--2>

12. Stalls advertising the Plan and the survey were manned by members of the Project Team at the Sotterley Village Fete in May 2018 and at the Sotterley Country Fair in June 2018. A public meeting was organised to allow residents to discuss the results of the survey and to update them on the progress with the development of the Plan. Owing to unexpected changes in the Project Team in 2019/20, and the restrictions imposed due to the subsequent COVID pandemic, further active consultation with businesses and residents in the parishes was delayed. Further progress was made during 2020 and 2021 to refine and update the plan, chiefly through consultation with East Suffolk Council Planning Department. In January 2022, the formal consultation on the pre-submission version of the draft plan was launched. Leaflets outlining the plan, indicating how the full plan could be accessed and advising on ways to make feedback were distributed to all residents and businesses in the parishes. Residents were once again encouraged to provide comments by means of articles in the parish magazine, publishing details on village notice boards and through large road-side notices located throughout the parishes. A public meeting was also held in early March 2022 to present and discuss the draft plan and seek feedback. The Parish Council was updated on progress with the Plan at their regular meetings, and presentations were made to the Annual Village Meetings each year. Discussions have also been held with various groups within the parishes (e.g. the Village Hall Committee and the Sotterley Chapel Preservation Trust) and with outside bodies including neighbouring Parish Councils, the District Council and Suffolk County Council.
13. Data sources used in the SSWE Plan are referenced by means of footnotes, and a list of online sources is provided in Appendix 3. Demographic data on the parishes have also been obtained from the 2011 UK Census results provided by the Office of National Statistics online Nomis service⁹. However, census data for Ellough are not available through this service because the parish has fewer than 100 residents or 40 dwellings. They have therefore had to be omitted from some of the statistics, or estimated, and where this occurs it is recorded in the text or footnotes.
14. Full details of the consultation process are contained in the **Consultation Statement** which will be submitted to the Local Planning Authority along with the SSWE Plan.

⁹ <https://www.nomisweb.co.uk/>

SECTION 2. VISION AND OBJECTIVES

15. The SSWE Plan has been prepared to deliver the community's ambitions for the future of the parishes. These ambitions are spelt out in the vision and objectives which have been developed on the basis of information collected in the questionnaire survey and discussions with residents. The policies in Section 4 of this Plan aim to address these objectives and ensure the delivery of the community's ambitions when planning decisions are being considered.

The vision for the SSWE Plan is that:

In 2036, the parishes of Shadingfield, Sotterley, Willingham and Ellough will continue to be a thriving and vibrant rural community, retaining their current character, with the traditional buildings, tranquil countryside and natural environment being maintained and protected.

The principal objectives of the SSWE Plan are:

- Objective 1.** To make the parishes of Shadingfield, Sotterley, Willingham and Ellough a pleasant place to grow up, live and retire in, and to welcome new residents into a safe and friendly environment;
- Objective 2.** To protect and enhance the rural character and tranquillity of the parishes, including the traditional buildings, green spaces and natural environment for wildlife;
- Objective 3.** To ensure there is housing to suit a range of incomes and age groups and that all new housing is in character with its surroundings and supports low energy consumption;
- Objective 4.** To encourage and support the development of low impact employment opportunities and the provision of facilities to encourage more home working;
- Objective 5.** To protect and improve the existing network of Public Rights of Way and cycle routes and reduce the use of cars, thereby promoting a healthier lifestyle for residents;
- Objective 6.** To support and enhance local amenities, facilities and services, and protect them for both present parishioners and future generations;
- Objective 7.** To maintain the separate identity of the parishes from Beccles and Worlingham;
- Objective 8.** To promote unobtrusive low carbon energy consumption projects and renewable forms of energy.

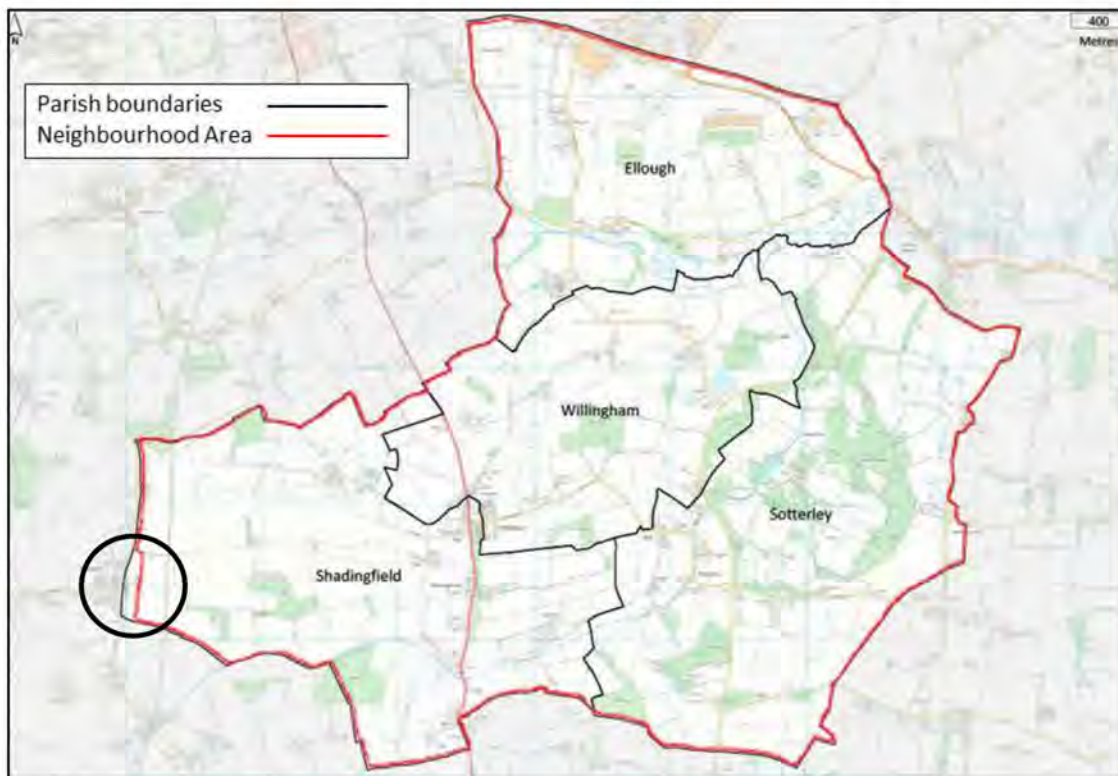
SECTION 3. ABOUT OUR PARISHES

16. This section presents a description of the parishes gleaned from a wide variety of evidence sources. It thereby provides the background against which the policies for future development are set.

The Neighbourhood Area

17. The area addressed by the SSWE Plan (the 'designated **Neighbourhood Area**') is the whole of the parishes of Shadingfield, Sotterley, Willingham and Ellough, with the exception of a small area on the western boundary of Shadingfield parish which is within the village of Redisham (Figure 1 and Appendix 1, Map 1). This area was omitted because it should more logically be included within a Neighbourhood Plan for Redisham parish should that be developed. (Areas may not be included in two plans.)

Figure 1. The designated Neighbourhood Area for the SSWE Plan; the black circle highlights the small area of Redisham village that lies within Shadingfield parish but is omitted from the Neighbourhood Area.



Landscape of the parishes

18. Shadingfield, Sotterley, Willingham and Ellough are a group of predominantly rural parishes, centred about four miles south of the market town of Beccles in the north-east of Suffolk. They principally embrace undulating open countryside, mainly set to arable farming with some pasture and scattered areas of woodland. A small area dedicated to light industrial development is located on the boundary of the joint parishes with Worlingham to the north. The parishes are about 3.5 miles (5.5 km) from north to south and 4 miles (6 km) from east to west and have a combined area of 2,078 ha (5,136 acres)¹⁰.

¹⁰ <https://www.eastsuffolk.gov.uk/planning/neighbourhood-planning/town-and-village-profiles/>

19. Much of the landscape of the parishes is categorised in the Waveney Landscape Character Assessment (2008)¹¹ (WLCA) as Farmed Plateau Clayland and described as '*an elevated, gently undulating plateau landform ... Predominant landcover is that of arable cultivation, set within a rectilinear field pattern of variable scale...Field boundaries are defined by mixed native hedgerows with mature hedgerow oak trees*'. The plateau areas are bisected by Hundred Tributary Valley Farmland which is described as '*an area of undulating farmland cut by tributaries draining into the minor Hundred River*'.
20. The WLCA also notes that '*the landscape is tranquil and often remote in character, although a network of rights of way facilitates access for recreation*', whilst another key characteristic is the '*narrow/sunken rural lanes often lined with mature hedgerows and hedgerow oaks [which] contribute heavily to the wooded quality of the character area and add to a sense of enclosure and intimacy*'. It is many of these features that residents value most highly about living in the parishes.



Photo 1: Rural lane in Sotterley.



Photo 2: Countryside in Shadingfield

21. More than one third of the parish of Sotterley is taken up by an area of particularly attractive parkland surrounding Sotterley Hall. Sotterley Park has been included in the local list of important historical parks and gardens¹². The park forms a rough circle 123 ha in area, with the hall and the 12thC parish church of St Margaret located close to the centre. The wooded parkland and ancient woodlands have been designated as a Site of Special Scientific Interest (SSSI) for the veteran oaks, which support the richest epiphytic lichen flora in East Anglia¹³, and the remains of the ancient semi-natural hornbeam-ash woodland to the parkland boundary (Appendix 1, Map 2); it is also a Nature Conservation Review site¹⁴. The remainder of the Sotterley Estate includes 950 ha (2347 acres) of arable land and 172 ha (450 acres) of broad-leafed and coniferous woodland.

¹¹ <https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Landscape-Character-Assessment/Landscape-Character-Assessment-Part-1.pdf>

¹² <https://www.eastsuffolk.gov.uk/planning/design-and-conservation/public-consultation-local-list-of-historic-parks-and-gardens/>

¹³ Natural England - <https://designatedsites.naturalengland.org.uk/PDFsForWeb/Citation/1000961.pdf>

¹⁴ Ratcliffe, D. (1977)

22. There are numerous patches of woodland within the parishes which create vertical elements and visual variety, breaking up the arable landscape and providing important habitat for fauna and flora. Many of these are listed in the inventory of Priority Habitats under the Natural Environment and Rural Communities Act (2006) Section 41. Several are ancient woods which have existed continuously since at least 1600¹⁵. This includes Willingham Wood, Likely Wood, Ashley Wood, Southwell Lane Wood and New Plantation, which have also been classified as County Wildlife Sites¹⁶, and Titsal Wood which has been designated an SSSI due to its ecological value as an area of hornbeam woodland¹⁷ (Appendix 1, Map 2).
23. There is also a network of Public Rights of Way in the parishes, providing some routes for commuting, access to services and facilities, and enabling access to the countryside for leisure purposes. However, there are a number of gaps in this network. A map of the Public Rights of Way in the four parishes are provided in Appendix 1, Map 8.
24. There is some risk to farmland from flooding along the valley of the Hundred River and its tributaries and some minor risk of flooding from surface water in small localised areas. East Suffolk Council conducted strategic flood risk assessments in support of the Local Plan and these represent the starting point in assessing whether a proposal is likely to be at risk from flooding. These assessments considered the risks of flooding from rivers, the sea and surface waters. However, applicants will be required to take account of impacts from all sources of flood risk, including climate change, when submitting planning proposals. The ESC Strategic Flood Risk Assessment maps can be accessed here:
- <https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Strategic-Flood-Risk-Assessment-Level-1/02-Figure-05-Risk-of-Flooding-from-Rivers-and-Sea-Part-1.pdf>
 - <https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Strategic-Flood-Risk-Assessment-Level-1/02-Figure-06-Risk-of-Flooding-from-Surface-Water-Part-1.pdf>
 - <https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Strategic-Flood-Risk-Assessment-Level-1/02-Figure-09-Risk-of-Flooding-from-Rivers-and-Sea-with-an-allowance-for-climate-change-Part-1.pdf>

Heritage assets

25. A number of churches, chapels, halls, farmhouses and cottages make a significant contribution to the rural landscape and historical character of the parishes. Thirty of these buildings are listed¹⁸ (Appendix 5 and Appendix 1 Map 3), which means that there is about one listed building for every 16 residents, compared with about one for every 150 residents across the whole of the UK¹⁹.
26. There are four Grade I listed buildings: Sotterley Hall and the three remaining churches, All Saints church Ellough, St. Margaret's church Sotterley and St John the Baptist church Shadingfield. St Mary's church Willingham fell into disrepair in the 16thC, and no remains are now visible.
27. St John the Baptist church stands above the London Road (the A145 from Beccles to Blythburgh). It dates from around 1200 and has a 15thC tower and fine Tudor red-brick porch. All Saints church is a largely redundant Anglican church dating from the 14thC which is now

¹⁵ Ancient woodland includes ancient semi natural woodland and plantations on ancient woodland.

¹⁶ Suffolk Biodiversity Information Service - <https://www.suffolkbis.org.uk/suffolk-sites/cws>

¹⁷ Natural England - <https://designatedsites.naturalengland.org.uk/PDFsForWeb/Citation/1001775.pdf>

¹⁸ <https://historicengland.org.uk/>

¹⁹ Grade I buildings are regarded by Historic England as being of 'exceptional interest'; Grade II* buildings are 'particularly important buildings of more than special interest'; and Grade II buildings are of 'special interest'. Historic England. <https://historicengland.org.uk/listing/what-is-designation/listed-buildings/#Categories>

under the care of the Churches Conservation Trust. It stands in a relatively isolated position on the top of a low hill on the southern edge of Ellough parish and is a landmark on the local skyline. The pretty Norman church of St Margaret's has been called one of Suffolk's best kept secrets²⁰. It lies within Sotterley Park close to the Georgian manor house of Sotterley Hall, which was built by Miles Barne in 1744 and has been occupied by the family ever since. St Margaret's church can be accessed by car to attend religious services and some other events but is otherwise only accessible via a private footpath from the southwest corner of the Park. It contains the largest collection of memorial figure brasses in any Suffolk church and the ornate tomb of Sir Thomas Playters (d. 1638), which is considered to be one of Suffolk's finest 17thC monuments¹⁹.

28. There are two Grade II* listed and 24 Grade II listed buildings, including: Shadingfield Hall, a white brick Georgian manor house built between 1806 and 1808; Shadingfield House, a red brick house built in the early 19thC; Willingham Hall, a late 16th or early 17thC farm house; Sotterley Mortuary Chapel; and thirteen farmhouses and barns. The Sotterley Mortuary Chapel and cemetery were built in 1883 to replace the burial facilities at St Margaret's church and are now owned by the Joint Parish Council. In the early 2000s, the chapel was in poor condition and was threatened with demolition. Fortunately, an enthusiastic band of locals got together to repair and restore the building, which is now maintained by the Sotterley Chapel Preservation Trust. The 16thC Moat Farmhouse in Shadingfield, which is Grade II* listed, is also on the East Suffolk Council Buildings at Risk Register²¹.



Photo 3: Shadingfield Hall (Grade II listed)



Photo 4: Hill Farmhouse (Grade II*).

29. There are also two Scheduled Monuments in Willingham parish, a moated site and associated earthworks at Westend Farm and the moated site at Moat Farm.
30. A large number of other unlisted buildings, structures and sites, such as old cottages and barns, contribute significantly to the character of the parishes. The parishes also contain a number of archaeological remains and sites, which are recorded in the County Historic Environment Record. Further details can be found via the Suffolk Heritage Explorer²².

Population and housing

31. The population of the parishes was over 700 in the first half of the 19thC, but there was a gradual decline in numbers from 744 in 1881 to 610 in 1951 and then a more rapid decline

²⁰ Britain Express. <https://www.britainexpress.com/counties/suffolk/churches/sotterley.htm>

²¹ East Suffolk Council. <https://www.eastsuffolk.gov.uk/planning/design-and-conservation/buildings-at-risk/buildings-at-risk-register/>

²² <https://heritage.suffolk.gov.uk/>

to 395 in 1971. Since then, the population has increased again, reaching about 485 at the time of the 2011 census. (This includes an estimate of the numbers for Ellough.)

32. In 2011, the population density across the whole area was around 0.25 people per hectare. The mean age of the population was about 43 years, with about 15% being aged under 18 and 25% being over 65.
33. A substantial proportion of the dwellings in the parishes are scattered farmhouses and cottages, many dating from the 19thC or earlier and demonstrating the traditional vernacular character of red brick and pantiles, with occasional thatched buildings. The total number of dwellings doubled in the first half of the 19thC, but then remained stable at around 150 until about 1960. Since then, the numbers have increased to around 200, principally as a result of the building of two small housing estates: Chartres Piece comprising 25 houses built in the 1960s and Woodfield Close comprising 11 properties built in the 1990s. These estates form part of the only significant grouping of houses in the Neighbourhood Area, the village of Shadingfield and Willingham, which lies on London Road on the boundary between the two parishes and is classified as a 'smaller village' in the Waveney Local Plan (Policy WLP7.1 - Rural Settlement Hierarchy and Housing Growth).



Photo 5: Chartres Piece, Willingham.



Photo 6: Woodfield Close, Shadingfield.

34. Based on the 2011 UK Census data for Shadingfield, Sotterley and Willingham²³, it is estimated that about 50% of the dwellings are detached houses or bungalows, 40% are semi-detached and 9% are in terraces. Twenty percent of occupied homes have 1-2 bedrooms, 44% have 3 bedrooms, 23% have 4 bedrooms and 16% have 5. Fifty-five percent of homes are owned (outright or with a mortgage or loan) while 44% are rented (32% privately).

Amenities

35. In common with many rural areas, there are few facilities and amenities in the parishes, and residents must travel to nearby villages and towns to find post offices, schools, doctors' surgeries and supermarkets. There is one small farm shop operating on the southern border of Shadingfield parish, the farmer's market at Ellough is held twice a month and a few households sell eggs or vegetables from roadside stalls. The rural coffee caravan attends Sotterley Chapel every month, dispensing free coffee, cake and community advice.

²³ Data for Ellough are not separately available because the parish has fewer than 100 residents or 40 dwellings.



Photo 7: North Green Farm Shop, Shadingfield.



Photo 8: Shadingfield Village Hall.

36. There were formerly schools in Sotterley and Shadingfield, built in the late 19thC, but these have both been closed, and so the nearest primary schools are in the neighbouring parishes of Brampton and Ringsfield, and the nearest secondary school is in Beccles.
37. There is one community hall, Shadingfield Village Hall (known locally as 'the Abbey'), which is located in the village of Shadingfield and Willingham. It was built in 1898 as a mission hall. In 1912 the deeds were passed to the diocese to be held in trust for the benefit of the parish of Shadingfield. As it approached its centenary, it fell into disrepair, and in 2001 the Shadingfield Village Hall Management Committee was formed to raise funds for its restoration and modernisation. This group obtained a 25-year lease on the property from the diocese in 2003 and charitable status in 2005 (Charity No. 1112222). They have since raised over £130,000 for improvements to the hall and its facilities.
38. On the opposite side of the London Road (the A145) from the Village Hall there is a playing field with some simple play equipment and a football pitch (Appendix 1, Map 5). This is owned by Sotterley Estate and is licensed to the Joint Parish Council, which cares for the site. The playing field was rated as being of poor quality as a football pitch in the Waveney District Council - Playing Pitch and Outdoor Sports Facilities Assessment (2014)²⁴.
39. There is one remaining pub, the Shadingfield Fox; several pubs in neighbouring parishes have closed in recent decades.



Photo 9: Fox Pub, Shadingfield & Willingham.



Photo 10: Community picnic on Shadingfield and Willingham playing field

²⁴ <https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Background-Studies/Playing-Pitch-and-Outdoor-Sports-Facilities-Assessment.pdf>

40. There are no allotments in the parishes, although there is interest from some residents to have them.
41. The table below shows the location of additional amenities which are not available within the parishes, and their distances from the approximate centre of the parishes.

Amenities	Distance from approximate centre of parishes²⁵
Fire station	• Beccles (5.5 miles)
Doctor's surgeries	• Longshore Surgery, Wrentham (4.5 miles) • Beccles Surgery (4.5 miles)
Hospital A&E Dept.	• James Paget Univ. Hosp., Gorleston (16 miles)
Library	• Beccles (5 miles) • Mobile library at Redisham every 3 weeks (6 miles)
Police station (manned)	• Bungay (11 miles)
Post Office	• Beccles (centre & Rigbourne Hill) & Worlingham (all 5 miles)
Primary schools	• Ringsfield (Church of England) (5 miles) • Brampton (Church of England) (3 miles)
Secondary schools	• Sir John Leman High School, Beccles (5 miles) • Beccles Free School (5 miles) • Bungay High School (11 miles)
Swimming Pool (public) & Gyms	• Beccles Sports Centre (5 miles) • Beccles Lido (5 miles) • Bungay Pool & Gym (10 miles)
Supermarket	• Several in Beccles (5.5 miles)
Railway station	• Brampton (5.5 miles) • Beccles (5 miles) (Branch line between Ipswich & Lowestoft)

Infrastructure and services

42. In common with many rural areas, domestic services are also limited in the SSWE parishes. Fewer than 5% of households have access to mains gas, with more than half using oil for central heating and roughly equal proportions of the remainder using electricity, bottled gas or solid fuel²⁶. Around 40% of households are on mains sewage, the remainder having septic tanks²⁷.
43. While broadband speeds have been improved significantly within the four parishes in recent years, they remain variable²⁸. There are still some areas where speeds are below 10 Mbps, although some properties are able to get superfast broadband (>30Mbps) and parts of Ellough have access to ultrafast reception (>300 Mbps)²⁹.
44. Mobile phone coverage within the parishes varies significantly between providers, and reception and speeds are limited (e.g. only 'good' outdoors) in some parts of the parishes.

²⁵ Centre of parishes estimated to be on The Run, Sotterley.

²⁶ 2011 Census data – excluding Ellough

²⁷ Questionnaire results

²⁸ Ofcom data – <https://checker.ofcom.org.uk/broadband-coverage>

²⁹ <https://labs.thinkbroadband.com/local/broadband-map#12/52.3513/1.5956/uso/>

45. Although there is no post office in the parishes, there are six post boxes, each of which has a single daily collection on weekdays and Saturdays.
46. The monthly parish magazine, The Sheaf, which also serves a number of other parishes, is taken by about 85% of households in the parishes and provides useful information on events and services in the local area. There are also five parish notice boards on which details of parish events are posted.

Roads and transport

47. The parishes are mainly served by small country lanes, many of which are single track. These are frequently used by large agricultural vehicles, moving machinery or transporting harvested crops to and from nearby farms and the anaerobic digestion plant at Ellough.
48. A one-mile stretch of the A145, London Road, between Beccles and Blythburgh lies within the parishes of Willingham and Shadingfield. In 2016, traffic levels were recorded at around 2000 vehicles per day in each direction during the week and around 1500 per day in each direction at weekends³⁰, but numbers, particularly of large lorries, are thought to be increasing following the opening of the Beccles Southern Relief Road. The majority of the stretch has a 30 mph speed restriction, but in 2016 average speeds were around 35 mph during the day and 40 mph at night. Around 85% of vehicles exceeded the speed limit, with some passing through the village at over 60 mph. Traffic is also relatively heavy on the B1127 adjacent to the Ellough Industrial Estate.



Photo 11: Beet lorry in rural lane, Willingham



Photo 12: Traffic on London Rd (A145)

49. Residents are largely reliant on private transport to access the facilities and services of nearby towns. The distance to places of employment, schools and shops means that car ownership in the parishes is significantly higher than in local urban areas. In 2011, only 5% of households had no car and over 50% had two or more cars. At that time, 75% of the population was economically active, and while about 30% of them worked mainly from home or within 5 km (3 miles), nearly 40% travelled more than 10 km (6 miles) to work, some travelling more than 60 km (37.5 miles)³¹.
50. Recent cut-backs have resulted in there being only limited public bus services passing through the parishes. Although there is a regular Borderbus service four times per day from Monday to Saturday between Southwold and Beccles (return three times per day), it passes along the A145 and so only serves about one third of the houses in the parishes. Bungay and Beccles Community Transport (BACT) organises Door-to-Door and Dial-a-Ride services for registered members using community cars or buses, although bus passes

³⁰ Data from Vehicle Activated Speed Signs operated by the Joint Parish Council

³¹ 2011 Census data, excluding Ellough.

cannot be used on these services. There are currently no bus services to the Ellough Industrial Estate.

51. The only areas in the parishes that have street lights are around the Ellough Industrial Estate and in Chartres Piece, and most of the remainder of the Neighbourhood Area has some of the darkest skies in the county³².
52. Many cyclists use the narrow lanes through the parishes, some of which are formally designated as part of the Sustrans National Cycle Network, and this occasionally causes conflict with vehicle drivers, due to unsympathetic behaviour on either side. Horse-riders also make use of the lanes, as well as bridleways and a network of permissive tracks on Sotterley Estate land.
53. There are a number of signposted Public Rights of Way in the parishes, providing recreational access to the countryside for residents and visitors, however these do not always form a coherent network and so it is frequently necessary to walk on the roads to make a circuit or gain access to community facilities. There is no direct traffic-free pedestrian access along the A145, London Road, through Shadingfield and Willingham between the pub, the church and the farm shop.

Business and employment

54. Although the majority of the parishes comprise agricultural land, only a small proportion of residents are employed in farming. A number of businesses are operated from private dwellings including several related to the building trade, and about 20% of people work mainly at or from home²². However, the main employment area within the parishes is around the Ellough Industrial Estate (Appendix 1 Map 6), which has been designated as one of the four Enterprise Zones established in East Suffolk³³. Much of this estate lies in the parish of Worlingham, but part is in Ellough. During the second World War, an airfield was built on this site. This was closed in 1945, but the eastern part reopened as a heliport in 1965 and currently operates as a base for private aircraft. In the 1970s, the northern part of the airfield was developed into an industrial estate which is now the location for around fifty local businesses.
55. The Ellough airfield also provides a centre for a number of businesses providing recreational activities, including sky-diving, flight training, model aircraft flying and a Kart track. A farmers' market operates twice per month in one of the WW2 hangers.



Photo 13: Ellough Industrial Estate



Photo 14: RPCMH Plastics, Ellough Industrial Area

³² Campaign for the Protection of Rural England Night Bright Map (2016) - <https://www.nightblight.cpre.org.uk/maps/>

³³ <https://www.eastsuffolk.gov.uk/business/business-incentives/enterprise-zones/>

SECTION 4. POLICIES

56. The prime purpose of the SSWE Plan is to set out policies for the development and use of land in the Neighbourhood Area which add to or complement the policies within the Waveney Local Plan. The SSWE policies were developed after obtaining the views of residents from the questionnaire survey (conducted in 2018), public engagement and other evidence gathering.

57. The following sections set out the SSWE Plan policies, grouped under six topic areas:

- Natural Environment
- Historic Environment
- Housing
- Facilities and amenities
- Sustainable transport
- Businesses and employment

58. The table below indicates how these policy areas address the objectives of the SSWE Plan:

SSWE Plan Objective (abbreviated)	Policy topic area					
	Natural Environment	Historic Environment	Housing	Facilities & Amenities	Sustainable Transport	Business & employment
1. To make the SSWE parishes a pleasant place to grow up, live and retire ...;	Y	Y	Y	Y		
2. To protect and enhance the rural character and tranquillity of the parishes ;	Y	Y				Y
3. To ensure there is housing to suit a range of incomes and age groups ...;			Y			
4. To encourage and support the development of low impact employment opportunities ...;				Y		Y
5. To protect and improve the existing network of Public Rights of Way and cycle routes ...;					Y	
6. To support and enhance local amenities, facilities and services ...;				Y		
7. To maintain the separate identity of the parishes from Beccles and Worlingham;	Y		Y			Y
8. To promote unobtrusive low carbon energy consumption projects and renewable forms of energy.	Y		Y	Y		

Natural Environment Policies

Protecting habitats and wildlife:

59. The survey results showed that residents are passionate about the countryside in which they live, and the features of the parishes that they value most highly are the landscape, wildlife and the peace and tranquillity associated with them. Nearly 19 out of every 20 residents consider the preservation and enhancement of the natural environment to be of high importance, and residents have further highlighted the importance of ready access to the countryside during the recent pandemic. The retention of the tranquil nature of the countryside and natural environment is therefore paramount, particularly if the villages' separate identity from Beccles and Worlingham is to be maintained.

60. It is of great importance that the SSWE Plan works towards conserving and enhancing the natural environment and landscape of the parishes, and making them an attractive, environmentally friendly and sustainable place to live in and visit. The SSWE Plan therefore strongly supports the NPPF which states (para 174) that '*Planning policies and decisions should contribute to and enhance the natural and local environment*' in various ways, including by '*protecting and enhancing valued landscapes*', '*recognising the intrinsic character and beauty of the countryside*' and '*minimising impacts on and providing net gains for biodiversity*'.
61. A number of areas of woodland have been designated as Priority Habitats under the Natural Environment and Rural Communities Act 2006 and County Wildlife Sites under the Natural England criteria and guidelines³⁴. While these designations do not provide full protection to the sites, they support the conservation of fauna and flora, and there is a presumption against granting permission for development that would have an adverse impact. As there are no policies relating specifically to County Wildlife Sites or Priority Habitats in the Waveney Local Plan, these are addressed in SSWE Policy NEP1. It is recognised that further integration of existing ecological assets within the parishes, for example by linking small areas of woodland with hedgerow planting and natural regeneration, would improve biodiversity.
62. The Waveney Local Plan (Policy WLP8.35 – Landscape Character) recognises the importance of protecting and enhancing the tranquillity and dark skies of the former Waveney District area. This is supported by residents, the majority of whom do not consider street lighting to be important in the parishes. The Joint Parish Council will therefore work with residents to promote the benefits of keeping external lighting to a minimum intensity level unless safety is compromised, to conserve the dark skies and maintain the aesthetic character of the parishes which is so valued by the community.

SSWE Policy NEP1: Protecting wildlife habitats and landscape

Future development should reflect the existing landscape character and retain the tranquil rural nature of the parishes. As such:

- a. New development proposals should maintain and, where possible, enhance biodiversity and the natural environment, avoid fragmentation of wildlife habitats, corridors and networks, and encourage biodiversity net gain. In line with the Environment Act 2021³⁵, new proposals should achieve a minimum of 10% net gain in biodiversity; and where possible aim for the more aspirational target of 20% advocated by Suffolk County Council³⁶. Proposals which have the potential to negatively affect the natural environment must demonstrate that any negative impacts on flora, fauna or wildlife habitats will be adequately mitigated.
- b. New developments should retain trees and hedgerows wherever possible. All new landscape planting should employ species that are best able to support wildlife and adapt to climate change; these should ideally be native species. New landscape planting should also aim to integrate the development into the surrounding landscape and enhance links between existing ecological assets, such as areas of woodland. Any losses of trees or hedgerows should be compensated.
- c. Development will not be supported in Priority Habitats or County Wildlife Sites where it would have a material adverse impact on the conservation of fauna and flora or the qualities of the landscape that make it special. Where development is

³⁴ Suffolk Biodiversity Information Service <https://www.suffolkbis.org.uk/suffolk-sites/cws>

³⁵ <https://www.legislation.gov.uk/ukpga/2021/30/contents/enacted>

³⁶ <https://www.suffolk.gov.uk/council-and-democracy/council-news/>

considered acceptable, landscape improvements and biodiversity enhancements should be included as an integral part of the development proposal.

- d. New development and land use should encourage and support the creation of habitat corridors to improve biodiversity.
- e. Proposals should respect the dark skies that are characteristic of the parishes and should include a proportionate statement explaining how any external lighting (including its luminosity) has regard to preserving the dark night skies in the neighbouring area. Proposals should demonstrate how light pollution is being minimised.

Open and green spaces

63. The Waveney Local Plan (Policy WLP8.23) states '*There will be a presumption against any development that involves the loss of open space or community sport and recreation facilities*'. Access to green outdoor spaces has proven links with the physical and mental health and wellbeing for the population as a whole, including increasing the quality of life for elderly, working age adults, and for children³⁷. Areas within the Neighbourhood Area that have been identified as Open Spaces include the playing field in Shadingfield and Willingham village (Appendix 1, Map 5) and the cemeteries of All Saints church Ellough, St. Margaret's church Sotterley, St John the Baptist church Shadingfield and Sotterley Mortuary Chapel. Additional protection may be afforded to green areas of particular importance to the community by designating them as Local Green Spaces where development will only be permitted in very special circumstances. Consideration was given to designating the playing field in the village of Shadingfield and Willingham as a Local Green Space. However, it was decided that it would be preferable to designate this as a "Community Facility" in Policy FSP1, given that designation as a Local Green Space may restrict future potential development and enhancement opportunities. Identifying the playing field as a Community Facility will ensure that this is protected as an asset to the community, but still enable the aspirations for improvements to the playing field, set out in paragraph 115, to be pursued. The Parish Council are also proposing to apply for the playing field to be designated as an Asset of Community Value³⁸ (further details regarding this designation are also provided in paragraph 115).
64. Most residents of the parishes have potentially easy access to Public Rights of Way and the countryside, and there is not therefore considered to be a need to designate additional Open Spaces.

Renewable energy:

65. While there is strong support among residents for increased use of renewable energy, there are also concerns about the potential adverse impacts. The NPPF (para. 155) states that the use and supply of renewable and low carbon energy and heat should be increased '*while ensuring that adverse impacts are addressed satisfactorily (including cumulative landscape and visual impacts)*'. The Waveney Local Plan (policy WLP8.27 - Renewable and Low Carbon Energy) reinforces this national strategy, but also notes (para 8.156) that renewable energy developments can have '*significant negative effects on the environment, including design, heritage, biodiversity and landscape*'.
66. East Suffolk is already home to a number of renewable energy and low carbon developments, including wind turbines in Lowestoft, Kessingland and Holton, and solar farms and an anaerobic digester around Ellough, and the Local Plan does not identify any further suitable sites within the District.

³⁷ <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5663018/>

³⁸ [What are Assets of Community Value \(ACV\)? - MyCommunity](#)



Photo 15: Upper Holton wind farm, from Shadingfield



Photo 16: Solar farm, Ellough.

67. Residents generally favour the increased generation and use of green energy and consider that this should be encouraged in any residential or commercial developments; 92% of residents were in favour of domestic solar power and 61% in favour of commercial solar farms. However only 35% of residents were in favour of commercial wind farms within the parishes, citing the lack of suitable areas at an acceptable distance from dwellings as a constraint. The majority were concerned about the potential impact that large structures would have on the open areas of countryside currently enjoyed by residents of the parishes. No sites were identified where commercial turbines could be installed that would be sufficiently distant from at least some existing dwellings to avoid the risk of significant visual or noise impact. Concern has also been expressed about anaerobic digestors because of the smell.

SSWE Policy NEP2: Renewable and low carbon energy

- a. The development of renewable energy projects will be supported in the parishes, provided that such projects meet the conditions in the Waveney Local Plan (Policy WLP8.27 Renewable and Low Carbon Energy) and:
 - i. are appropriately located so they will not cause significant visual, aural, olfactory or other amenity disturbance to local residents; and
 - ii. do not adversely affect the rural character of the villages.

Historic Environment Policies

68. In addition to the designated heritage assets (graded listed buildings), a number of other buildings and structures contribute significantly to the rural character of the parishes which is so much valued by the residents. The National Planning Practice Guidance³⁹ encourages Councils to identify Non-Designated Heritage Assets (NDHA) in their Local Plans. It defines NDHAs as *'buildings, monuments, sites, places, areas or landscapes identified by planning bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets'*. The Waveney Local Plan, Policy WLP8.38, states that *'Proposals for the re-use of Non-Designated Heritage Assets will be supported if compatible with the fabric and setting of the building'*, and *'New uses which result in substantial harm to a building or its setting will not be permitted unless all other options for the building have been exhausted.'* It also restricts conditions under which demolition or part-demolition will be permitted. Appendix 6 of the Waveney

³⁹ Ministry of Housing, Communities & Local Government - <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment#non-designated>

Local Plan also sets out the criteria that should be used to establish if any potential non-designated heritage asset that is a building or structure meets the definition in the NPPF.

69. East Suffolk Council has not identified any NDHAs in the SSWE parishes but has advised that it is a good use for Neighbourhood Plans to identify NDHAs in their area. A number of buildings and other features within the parishes have been identified as NDHAs in the SSWE Plan (Appendix 6). This list will be reviewed on a regular basis, including the possibility of adding some private dwellings. As noted previously, a substantial proportion of the dwellings in the parishes are scattered farmhouses and cottages, many dating from the 19thC or earlier and demonstrating the traditional vernacular character of red brick and pantiles, with occasional thatched buildings.

SSWE Policy HEP1: Protecting and enhancing heritage assets

- a. The buildings and structures listed in Appendix 6 and shown on Appendix 1 Map 4 are identified as non-designated heritage assets based on the criteria in the Waveney Local Plan Appendix 6.
- b. All development proposals should be sensitive to the character, fabric and setting of identified heritage assets, both designated (Appendix 5) and non-designated (Appendix 6), and seek to protect and where appropriate, enhance them and their setting. Development schemes which demonstrate how they have positively addressed these heritage assets, taking account of the historic context and landscape setting, will be supported.
- c. Development proposals that may affect a heritage asset will be required to submit a heritage statement setting out how the proposal seeks to enhance the setting of the heritage asset and how any harm will be sufficiently mitigated.

Housing Policies

70. It is notable that SSWE residents consider housing development to be their lowest priority objective for the SSWE Plan and have indicated that the retention of the tranquil nature of the countryside and natural environment are paramount. Some listed the lack of groups of new houses as one of the features they most like about the parishes. There was also a widely held view that it is inappropriate to allow significant new developments while services, amenities and access within the parishes are so limited.
71. The final Waveney Local Plan, adopted in March 2019, estimated the housing need across the District based on the Strategic Housing Market Assessment (2016)⁴⁰. Overall, it identified a need for 9,235 new homes over the plan period 2014 – 2036, of which 3,033 had already been built or had planning permission. Nearly 10% of this housing growth – 865 new homes – is allocated in rural villages, including 196 homes across ten 'smaller villages' in the district. Shadingfield and Willingham is classified as one of these smaller villages.
72. The Waveney Local Plan defines those areas where development will be permitted and those where it will be restricted. First it specifies settlement boundaries which '*define the built-up area of settlements, and subject to the other policies of [the] Local Plan, indicate where development for housing, employment and town centre development would be suitable*'. There is a single settlement boundary within the SSWE Neighbourhood Area which covers the main grouping of houses in the village of Shadingfield and Willingham (Appendix 1, Map 5).

⁴⁰ <https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Waveney-Strategic-Housing-Market-Assessment-and-Objectively-Assessed-Housing-Need-Study-Preliminary-Report-2016.pdf>

73. The Waveney Local Plan also defines additional sites outside of settlement boundaries where development will be permitted, and a single 0.57 ha site to the east of Woodfield close has been allocated in the SSWE area for the development of approximately ten dwellings (Appendix 1, Map 5) (Policy WLP 7.16 - Land East of Woodfield Close, Willingham).
74. Land which is outside of the settlement boundary, or the additional site allocated for development, is considered as the countryside. New development in the countryside is only permitted in certain 'exceptional circumstances.' These circumstances are listed in both the NPPF and the Waveney Local Plan, and replicated below, and cannot be opposed by the SSWE Plan.
75. The NPPF (para. 80) states that 'Planning policies and decisions should avoid the development of isolated homes in countryside unless one or more of the following circumstances apply:
- there is an essential need for a rural worker, including those taking majority control of a farm business, to live permanently at or near their place of work in the countryside;
 - the development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets;
 - the development would re-use redundant or disused buildings and enhance its immediate setting;
 - the development would involve the subdivision of an existing residential dwelling; or
 - the design is of exceptional quality, in that it: - is truly outstanding or innovative, reflecting the highest standards in architecture, and would help to raise standards of design more generally in rural areas; and - would significantly enhance its immediate setting, and be sensitive to the defining characteristics of the local area.

The NPPF Glossary also defines rural exception sites as: '*Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. A proportion of market homes may be allowed on the site at the local planning authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.*'

76. The Waveney Local Plan (Policy WLP1.3 – Settlement Boundaries) states that '*new residential, employment and town centre development will not be permitted in the Countryside except where specific policies in this Local Plan indicate otherwise.*' The most relevant of these 'exceptional circumstances' are:
- Affordable housing adjacent to built-up areas - Policy WLP8.6;
 - Small scale development - Policy WLP8.7;
 - Dwellings for rural workers - Policy WLP8.8;
 - Barn conversions - Policy WLP8.11;
 - New Employment Development - Policy WLP8.13;
 - Conversion and Replacement of Rural Buildings for Employment Use - Policy WLP8.14
 - New Self-Catering Tourist Accommodation - Policy WLP8.15.
77. Limiting development beyond the settlement boundary is intended to remove what is termed the 'hope value' for land in these areas, provide certainty for developers and the public about which land may be developed, and concentrate development in a pre-defined area.
78. The SSWE Neighbourhood Area is within the 13km recreational disturbance Zone of Influence around the European designated sites of Minsmere/Walberswick, identified in the

Waveney Local Plan⁴¹. Mitigation for potential adverse effects arising from new residential growth on these designated sites is therefore required as part of any new development. A mitigation strategy is being delivered by East Suffolk Council which includes the collection of financial contributions from new developments towards any required mitigation measures.

Development within the settlement boundary

79. Residents want development within the present settlement boundary to be sympathetic to the layout and character of current buildings. There are strong views that development should not be allowed on greenfield sites, and damage to wildlife habitats should be minimised. Development within the settlement boundary will generally be in the form of **infill**⁴² or **backland**⁴³ development.

SSWE Policy HP1: Housing development within the settlement boundary

- a. Development proposals within the settlement boundary of Shadingfield and Willingham village will be supported subject to proposals being well designed and meeting all relevant requirements of the Waveney Local Plan and the SSWE Plan.
- b. Infill development of small gaps of land between existing dwellings will be supported where:
 - i. it will be set back from the road in line with neighbouring or nearby properties and is consistent with the character of the locality;
 - ii. the design and layout of the development is of a high quality and in keeping with the local street scene;
 - iii. landscape features, particularly mature trees and natural features, will be retained where possible;
 - iv. it will not significantly reduce the privacy of adjoining properties;
 - v. it will not have significant adverse effects on the living conditions of residents in the existing dwellings either side of the plot, including visual or noise intrusion or loss of light;
 - vi. It is not considered to require unsafe access.
- c. Backland development will be supported where:
 - i. it will not cause significant loss of amenity, including: privacy, loss of daylight, visual intrusion by a building or structure, or harm the living conditions of existing or future neighbours;
 - ii. access to the site does not require demolition of another building, where this building contributes positively to the character of the existing street frontage, excluding outbuildings;
 - iii. there is sufficient space for off-road parking and turning vehicles within the curtilage;
 - iv. provision is made for the off-road placement of waste collection/ recycling bins; and
 - v. existing mature trees, vegetation and landscape screening are retained as far as possible.

⁴¹ Habitats Regulations Assessment (HRA) of the Waveney Local Plan

<https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Habitats-Regulations-Assessment.pdf>

⁴² **Infill** is the development of a relatively small gap between existing buildings; such sites will normally have direct access to the highway.

⁴³ **Backland** development is the development of 'landlocked' sites behind existing buildings, such as rear gardens and private open space, usually within predominantly residential areas; such sites often have no street frontages.

Development outside the settlement boundary

80. With the exception of the allocated site to the east of Woodfield Close, new housing development in the Countryside within the SSWE parishes is likely to be single infill and backland dwellings, or small-scale developments which will be required to conform to Waveney Local Plan policy WLP8.7.
81. The Waveney Local Plan requires that the impact of such developments on the landscape should be assessed using policy WLP8.35 - Landscape Character, especially where rural sites are involved. Residents have clearly indicated that the retention of the tranquil nature of the countryside and natural environment are paramount, and they do not wish to see further housing developments in the countryside other than in exceptional circumstances. For example, if there is an essential need for a rural worker to live permanently at or near their place of work in the countryside, any development would need to conform to Waveney Local Plan policy WLP8.8.
82. The SSWE Plan therefore strongly supports the Waveney Local Plan policy WLP1.3- Settlement Boundaries, which restricts development in the countryside.

SSWE Policy HP2: Housing development outside the settlement boundary

- a. Development outside the settlement boundary of Shadingfield and Willingham will only be supported in exceptional circumstances⁴⁴.
- b. Conversion of redundant and dilapidated farm buildings for residential use or small-scale commercial use will be supported, provided this enhances the immediate setting through the use of building materials which complement adjacent buildings and the retention of trees and hedgerows, wherever possible.

Housing density, mix and design

83. The Waveney Local Plan (Policy WLP8.32 – Housing density and design) states that *'Proposals for residential development will be permitted provided that the development makes best use of the site in a manner that protects or enhances the distinctiveness and character of the area and takes into account the physical environment of the site and its surrounding'*. The Local Plan (para 8.184) recognises that *'outside of Lowestoft and the market towns, housing density will vary, and housing densities should reflect local character'*. The densities proposed in the Local Plan (Policies WLP7.9 to WLP7.17) for housing development in smaller villages are between 10 and 25 dwellings per hectare. The SSWE Plan considers that similar limits should be imposed on infill and backland developments in the parishes.
84. The Waveney Local Plan (Policy WLP8.1 – Housing Mix) states that *'Proposals for new residential developments will only be permitted where at least 35% of new dwellings on the site are 1 or 2-bedroom properties, unless this can be satisfactorily demonstrated to be unfeasible.'* It also allows for Neighbourhood Plans to set out a more detailed approach to housing type and mix which reflects local circumstances and is supported by evidence.
85. Respondents to the SSWE survey had serious concerns about the lack of housing for young families and retired people in the parishes, including supported or sheltered accommodation. Currently only 20% of homes in the parishes have one or two bedrooms, while nearly 40% have four or more bedrooms (data from 2011 census). Residents consider that priority should be given to building starter or retirement homes and small family homes, and there was very limited support (10%) for the building of large and expensive executive homes. This is consistent with estimates of the potential housing demand in the Waveney Housing

⁴⁴ See paragraphs 74-76

Market Area in 22 years' time⁴⁵, which indicate that the overall size profile of new owner-occupied dwellings should be approximately 10% one bedroom, 28% two bedrooms, 35% three bedrooms and 27% four bedrooms and above. Similar values apply to rented properties.

86. Given residents' concerns and the high proportion of elderly residents in the parishes, there is merit in building homes that are accessible, adaptable and built to M4(2) standards⁴⁶. This would facilitate homes being changed in line with the needs of occupants, for example, if their mobility worsens with age.
87. The SSWE Plan supports the Waveney Local Plan's guidance on housing design (policy WLP8.29 - Design) which includes requirements for '*development proposals to demonstrate high quality design which reflects local distinctiveness*' and to '*demonstrate a clear understanding of the form and character of the built, historic and natural environment and use this understanding to complement local character and distinctiveness*'. Traditional designs such as brick and pantile are favoured by residents.
88. Residents generally favour new housing developments being of traditional design and materials, supporting low energy consumption and having good off-street parking. In view of the greater use of cars by households in rural areas, additional off-road parking spaces to the number specified in the Suffolk Parking Guidance (2019) should be provided where possible. There is also a need for adequate on-street parking, for example to accommodate visitors and deliveries, and to ensure vehicle access is not restricted or pedestrian access and safety compromised.
89. New developments should also take account of the need for sustainable management of water resources. The introduction of water management features such as Sustainable Drainage Systems (SuDS)⁴⁷ in developments would potentially provide environmental net gains by harvesting rainwater, reducing flood risks, and enhancing biodiversity and landscape features.

⁴⁵ Ipswich and Waveney Housing Market Areas Strategic Housing Market Assessment Volume 2 (May 2017v2)

⁴⁶

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/540330/BR_PDF_AD_M1_2015_with_2016_amendments_V3.pdf

⁴⁷ <https://www.gov.uk/flood-and-coastal-erosion-risk-management-research-reports/update-to-the-suds-manual>

SSWE Policy HP3: Housing density, mix and design

- a. All new development should reflect adjacent housing density. Outside the site allocated in Waveney Local Plan Policy WLP7.16, this will not exceed 20 dwellings per hectare for semi-detached properties, and 15 dwellings per hectare for detached properties⁴⁸.
- b. New residential development should reflect the relationship between plot sizes and building footprints in the immediate vicinity of the proposed development site.
- c. Proposals for new residential developments for 2 or more dwellings will only be supported where at least 40% of the new dwellings are 1 or 2-bedroom properties and at least 35% are small family homes of 3 bedrooms⁴⁹.
- d. Support will be given to homes that are adaptable (meaning built to optional M4(2) standards), in order to meet the needs of the aging population, without excluding the needs of younger buyers and families.
- e. Housing developments within the parishes should:
 - i. use traditional design and materials;
 - ii. support low energy consumption and water conservation, including rainwater harvesting;
 - iii. include appropriate Sustainable Drainage Systems (SuDS) in order to manage water and provide environmental net gain;
 - iv. provide sufficient off-road parking, taking account of the Suffolk Parking Guidance (2019) and the greater requirement for car use in rural areas, and incorporate charging points for electric vehicles; and
 - v. provide a proportion of visitor parking on-street within any new developments, that is well designed, located and integrated into the scheme to avoid obstruction to all highway users or impede visibility.

Rural tourism accommodation

90. The parishes are located close to the popular tourist areas of the Broads and the Suffolk Heritage Coast. The NPPF (para. 84) states that planning policies should support a prosperous rural economy by enabling '*sustainable rural tourism and leisure developments which respect the character of the countryside*', but the Waveney Local Plan (para. 8.86) notes that '*The valuable character of the Waveney landscape is one of the assets which helps support the local tourism industry*' and '*It is therefore important that tourism development does not harm this asset on which it depends.*'
91. The Waveney Local Plan (policy WLP8.15 – New Self-Catering Tourist Accommodation) states that '*New self-catering tourist accommodation will be restricted by means of planning conditions or a legal agreement which permits holiday use only and restricts the period the accommodation can be occupied*' ... '*Small scale (10 pitches/units or fewer) self-catering tourist accommodation developments will be supported, in principle, across the District. Medium sized sites (11-79 pitches/units) will require good access to A or B roads and public transport.*' Within rural areas, '*Self-catering tourist accommodation comprising permanent buildings will only be permitted within the Settlement Boundaries ...; [or] through the conversion of rural buildings of permanent structure...*'.

⁴⁸ Values consistent with those reported for a number of rural locations specified in the Waveney Local Plan.

⁴⁹ Proposed values informed by Policy WLP8.1 in the Waveney Local Plan (which advises that new residential developments will only be permitted where at least 35% of new dwellings on the site are 1 or 2-bedroom properties), but increased to 40% in response to views of residents and the mix of housing currently available in the parishes.

SSWE Policy HP4: Rural tourism accommodation

- a. Proposals to convert existing buildings outside of settlement boundaries into tourism accommodation will only be supported where the structure is permanent and has been established for at least five years⁵⁰.
- b. A business plan will be submitted with any planning application for rural tourism accommodation demonstrating the financial viability of the proposal. This should be prepared in accordance with Appendix 5 of the Waveney Local Plan and guidance included in the National Planning Practice Guidance.

Facilities and Services Policies

92. The Waveney Local Plan (para 8.118) recognises that '*Community facilities and services are an integral part of neighbourhoods and communities... They provide places for people to meet and socialise, support community activities, encourage people to be active, access everyday goods and foster a sense of identity and well-being to those who live and visit there.*' The NPPF (para 93) notes the need to: '*plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.*'
93. By their nature as a rural community, the SSWE parishes do not enjoy the level of facilities, amenities and services available in most urban areas (see paras 34 to 45). The provision of better community facilities would reduce the need for residents to travel by car, foster social cohesion and wellbeing, and encourage all age groups to be more active. Improved access, such as the provision of well-maintained footpaths / Public Rights of Way and benches (e.g. Chatty Benches⁵¹), would also facilitate enjoyment of these facilities for residents with limited mobility. The SSWE Plan therefore supports the retention and development of further local services and facilities that are easily accessible within the villages.

SSWE Policy FSP1: Community facilities

- a. Proposals to improve the viability and current community use of the buildings and facilities identified in Appendix 1, Map 7 will be supported.
- b. Extension or partial redevelopment of existing buildings will be supported, provided the design of the scheme and the resulting increase in community use are appropriate and will not be detrimental to adjoining residential properties.
- c. New development that will result in the loss of facilities and/or loss of communal floor space will be resisted unless it can be demonstrated that the facility's benefit to the community is no longer viable, relevant or necessary.

94. The facilities identified in Appendix 1, Map 7 are:

1. St John the Baptist church and cemetery, Shadingfield.
2. St Margaret's church and cemetery, Sotterley.
3. All Saints church and cemetery, Ellough.
4. Sotterley chapel and cemetery.
5. The Shadingfield Fox.

⁵⁰ Applicants will need to demonstrate that a property has been established for at least five years, for example by reference to Building Regulation Completion Certificates or photographic evidence.

⁵¹ <https://www.sheffield.ac.uk/news/nr/benches-research->

6. Shadingfield Village Hall.
7. Shadingfield and Willingham playing field.
8. The North Green Farm Shop.
9. World War II hanger at Ellough – site of Ellough Farmers Market and other events.

This list will be reviewed on a regular basis.

Shadingfield and Willingham playing field

95. The Shadingfield and Willingham playing field is owned by Sotterley Estate and is licensed to the Joint Parish Council for the enjoyment of the residents. However, the facilities on it are limited and access is currently poor. More than 9 out of 10 residents consider the playing field to be particularly important for the future development of the community, although over half reported that they hardly ever use it. As noted previously, consideration was given to designating the playing field as a Local Green Space, but it was decided that the future needs of residents would be better provided through designation as a Community Facility. The Parish Council are also proposing to apply for the playing field to be designated as an Asset of Community Value. Further details on this, and the future management of, and improvements to, the playing field are addressed in Section 5 - Non Land-Use Issues Arising From Public Engagement.

Community centres

96. Communal meeting areas are central to the development of a thriving community. More than 9 out of 10 residents consider the Shadingfield Village Hall to be important to the future of the village, although two thirds use it no more than once a year. Sotterley Mortuary Chapel is also used for occasional community events, mainly organised to raise funds for the preservation of the chapel or for other local charities. Another building that could be developed for more community use is All Saints church at Ellough, which is currently only used for a small number of events and religious services each year.
97. The existing village hall facilities in Shadingfield meet the current requirements of the community, but the SSWE Plan recognises that a new facility may be proposed at some time in the future and could provide a valuable asset for the development of the community. Any such proposal would be informed by engagement with the local community.

Mobile phone and broadband

98. Nearly 90% of residents reported having a broadband connection in their home, and good mobile phone reception and broadband speeds were identified as being of great importance in meeting the current and future needs of the community¹⁶. The Waveney Local Plan (para 1.49) recognises that broadband is essential for economic development but remains poor in many rural areas and notes that mobile phone coverage is an issue in rural areas, and this is the case in parts of the SSWE parishes.
99. The Waveney Local Plan (Policy WLP1.4 – Infrastructure) states that *'The Council will work with the telecommunications industry to maximise access to super-fast broadband, wireless hotspots and improve mobile signals for all residents and businesses. All new developments must provide the most viable high-speed broadband connection. If a fibre connection cannot currently be provided, infrastructure within the site should be designed to allow for fibre provision in the future.'* The SSWE Plan strongly supports this policy with regard to both residential and business developments within the parishes.

Sustainable Transport Policies

100. The Waveney Local Plan (Policy WLP8.21 – Sustainable Transport) states that *'Development proposals should be designed from the outset to incorporate measures that*

will encourage people to travel using non-car modes to access home, school, employment, services and facilities' and notes that development will be supported where, among other things, 'it is proportionate in scale to the existing transport network... it is located close to, and provides safe pedestrian and cycle access to services, facilities and public transport,'... 'and the cumulative impact of new development will not create significant adverse impact on the existing transport network'.

101. New developments within and outside the parishes, particularly those proposed for Worlingham, will inevitably increase traffic pressures within the parishes. Traffic through the villages, both on the A145 London Road and in the back lanes, was one of the greatest areas of concern to local residents which emerged during the evidence collection process, with many regarding the need for improvements in road safety as particularly important. This also highlighted concerns about the lack of dedicated Public Rights of Way and cycle ways, and consequent concerns about the safety of pedestrians and cyclists due to widespread disregard of the speed limit, particularly on the A145 through Shadingfield and Willingham. However, the majority of residents did not consider streetlighting to be important or consistent with the character of the villages⁵².

SSWE Policy STP1: Highway Safety

- a. Proposals for residential developments should be designed to provide safe layouts and access provisions in order to safeguard vulnerable highway users such as pedestrians, cyclists and horse riders, and include proportionate measures to mitigate any adverse impacts.
- b. Proposals should also provide secure parking for cycles to reduce reliance on motor vehicles.

102. The Waveney Local Plan (Policy 8.21 – Sustainable Transport) also states that *'Developments should connect into the existing pedestrian and cycle network, and where possible, proposals should include measures set out in the Waveney Cycle Strategy (2016), due to be replaced by the East Suffolk Cycling and Walking Strategy⁵³, and demonstrate they have considered how the scheme will encourage people to walk and cycle to access services and facilities where practical.'*

103. Suffolk County Council's Green Access Strategy (2020-2030)⁵⁴ sets out the Council's commitment to enhance Public Rights of Way, including new linkages and upgrading routes where there is a need. The strategy also seeks to improve access for all and support healthy and sustainable access between communities and services through development funding and partnership working. Similarly, the draft East Suffolk Cycling and Walking Strategy seeks to identify potential cycling and walking infrastructure opportunities across the district. Pedestrian access along the A145 through Shadingfield is currently limited and unsafe. Public Right of Way access might be improved by agreeing permissive routes with local land-owners. Foot and cycle-path access is something that needs to be given strong consideration as part of any new housing, or other, developments if residents are to be encouraged not to use cars for short journeys within the villages, for example to the Village Hall, the pub, the farm shop and the playing field. A map of existing Public Rights of Way are provided in Appendix 1, Map 8.

⁵² Questionnaire results

⁵³ <https://storymaps.arcgis.com/stories/cbc57e4a9cc24e4e7d174fb34b1bf0e>

⁵⁴ <https://www.suffolk.gov.uk/assets/Roads-and-transport/public-rights-of-way/suffolk-green-access-strategy2020-2030.pdf>

SSWE Policy STP2: Pedestrian and cycle access

- a. Existing Public Rights of Way and bridleways provide a high level of amenity value and will be protected and where possible extended.
- b. In order to support healthy lifestyles within the community; reduce dependence upon cars; and protect the environment; new developments should, where applicable, include actions to:
 - i. improve connectivity of the Public Rights of Way network to enhance pedestrian safety and discourage car usage for short journeys within the villages; and
 - ii. provide safe pedestrian and cycle access to the main facilities, amenities and businesses in the villages.
- c. Development which would adversely affect the character of, or result in the loss, of existing or proposed Public Rights of Way (PROW) will not be permitted unless alternative provision or diversions can be arranged which are at least as attractive, safe and convenient for public use. Development will be expected to provide PROW enhancement when opportunities arise.

Business and Employment Policies

104. There are relatively few employment opportunities within the parishes, and most residents travel to local towns for work. It is clearly desirable to provide additional employment within reasonable reach of the parishes, and residents favour the development of a range of types of employment, particularly in the provision of local services (e.g. shops, cafes) and related to agriculture and forestry. However, some residents have expressed concern about the development of intensive livestock rearing units in rural areas. These are widely felt to provide limited additional employment at the expense of significant amenity disturbance, an increase in regular HGV traffic in rural lanes, and the potential for substantial and adverse transformation of the valued landscape, rural character and natural environment of the parishes. There has been robust opposition to such a development proposal in the parishes.
105. There is strong support for encouraging and assisting home working, and this is in line with policies to reduce the dependence on car usage. While supporting the development of businesses within the parishes, residents are particularly keen to maintain and be sensitive to their rural character, rather than to construct new business premises in the countryside.
106. The Waveney Local Plan maintains the focus on the Ellough Industrial Estate for employment growth, and has allocated an additional area of 13.4 ha to the south of Benacre Road (B1127) for employment development falling under use-classes B1, B2 and B8 (Waveney Policy WLP3.3 - Land South of Benacre Road at Ellough Airfield) (Appendix 1, Map 6). Ninety percent of respondents who suggested locations for business development within the parishes supported this extension of the Ellough Industrial Area. Policy WLP3.3 also includes conditions on developments in this area relating to landscaping, protection of Public Rights of Way and certain natural areas and the requirement for transport and archaeological assessments in relation to any planning application. This is supported by residents.
107. Residents feel that development of businesses outside the above areas within the parishes should be sensitive to the rural character of the parishes and maintain the identity of the parishes as farming-based communities separate from Beccles and Worlingham. This is in accord with the Waveney Local Plan (Policy 8.12 - Existing Employment Areas), which puts conditions on the redevelopment or change of use of employment premises falling within classes B1, B2 or B8 (Appendix 7), and Policy 8.13 – New Employment Development, which

puts conditions on new employment development within or adjacent to existing employment areas and within settlement boundaries.

108. Residents have highlighted the need to improve infrastructure, such as broadband and mobile phone connectivity, throughout the parishes to support new and existing businesses and the development of more home working, and this view was supported by business respondents.

SSWE Policy BEP1: Business development

- a. Proposals for new business developments will be supported where they provide suitable access and parking which meets or exceeds the current requirements specified in the Suffolk Parking Guidance (2019), including:
 - i. off-road parking for the expected number of employees and customers;
 - ii. off-road turning areas;
 - iii. safe cycle and pedestrian access; and
 - iv. adequate secure cycle parking.
- b. Development proposals for the employment land allocation at Ellough, and other locations, will be encouraged to provide good⁵⁵ 4G/5G, or better, mobile connectivity and superfast broadband connectivity.
- c. Proposals for the development of retail or other small businesses⁵⁶ within the Shadingfield and Willingham settlement boundary will be supported provided that:
 - i. the retail use is of an appropriate scale to serve the local area and sensitive to the character of the area;
 - ii. the design and layout of the development is of a high quality and in keeping with the local street scene (e.g., plot size, building size and footprint);
 - iii. landscape features, particularly mature trees and natural features, will be retained where possible;
 - iv. they will not significantly reduce the privacy of adjoining properties;
 - v. they will not have significant adverse effects on the living conditions of residents in adjacent dwellings, including visual or noise intrusion or loss of light; and
 - vi. they are not considered to require unsafe access.
- d. Proposals for the development of agriculture related premises that require planning permission will:
 - i. be supported provided that such developments are of a scale that is consistent with maintaining the rural character of the villages (as identified in the local Landscape Character Assessment⁵⁷ and Settlement Fringe Landscape Sensitivity Study⁵⁸) and protecting the open countryside for the benefit of all.
 - ii. in the case of major developments (i.e. the provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or where development carried out on a site has an area of 1 hectare or more⁵⁹), need to ensure, through an environmental impact assessment, where required, that there is no significant detrimental impact on residential amenity (including visual, aural or olfactory disturbance to local residents), or heritage assets.
- e. New business developments that will generate significant regular HGV traffic should have direct access to an A or B class highway which is demonstrated by swept path analysis to provide safe access for HGVs.

⁵⁵<https://www.ofcom.org.uk/phones-telecoms-and-internet/advice-for-consumers/advice/broadband-speeds/broadband-basics>

⁵⁶ Other small businesses might include the following purposes: (i) the display or retail sale of goods, principally to visiting members of the public; (ii) an office to carry out any operational or administrative functions; (iii) small scale advisory, consultancy, financial and professional services (other than health or medical services) principally to visiting members of the public.

⁵⁷ <https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Background-Studies/Landscape-Character-Assessment.pdf>

⁵⁸ <https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/First-Draft-Local-Plan/Settlement-Fringe-Landscape-Sensitivity-Study.pdf>

⁵⁹ The Town and Country Planning (Development Management Procedure) (England) Order 2010. <https://www.legislation.gov.uk/uksi/2010/2184/made>

SECTION 5. NON LAND-USE ISSUES ARISING FROM PUBLIC ENGAGEMENT

109. During the evidence collection process, residents raised a range of issues that are not directly related to development matters, although several indirectly relate to the use of land in some form. The SSWE Plan can only include Policies to address issues related to the use or development of land and so these additional issues cannot be addressed directly by the provision of a planning policy in the SSWE Plan. This does not mean that these are not significant matters, and it is important that a strategy for dealing with them is developed and taken forward to help to achieve the vision and objectives of the SSWE Plan. The plan therefore sets out proposed actions to address non-development issues, and these are outlined below.

Environmental issues:

110. Littering from passing vehicles and pedestrians, and persistent fly-tipping were among the most frequently voiced issues that residents dislike about living in the parishes. Additional concerns were expressed about dog owners allowing their dogs to foul the playing field, Public Rights of Way and road sides and failing to clear up after them.

Proposed actions: The Joint Parish Council will continue to organise regular community litter picks; efforts will be made to encourage residents to keep the villages tidy and to report fly-tipping incidents so that prosecutions may be obtained; and more dog waste bins will be placed at strategic locations in the village and signs posted to discourage dog fouling.

Traffic and transport:

111. The volume and speed of traffic on both the A145 and back lanes emerged as a major concern in responses to the survey, with more than half of residents saying that it was one of the three things that they most disliked about living in the parishes. The speed of traffic was generally considered to be a consequence of lack of speed enforcement, rather than inadequate speed limits.

Proposed actions: The Joint Parish Council will continue to work with Suffolk Highways to seek ways to reduce speeding in the parishes and will continue to operate Speed Indicator Devices (SIDs) on the A145. They will also encourage active and sustainable travel by seeking to designate single-track lanes with a low traffic flow level (up to 100 vehicles per day) as Quiet Lanes, thereby indicating to motorists to 'Expect and Respect' other road users. The criteria for designation of Quiet Lanes requires a speed and volume traffic survey to demonstrate low speeds and little use.

112. Lack of safe pedestrian and cycle access along the A145, through Shadingfield and Willingham village, makes it difficult for many residents to access amenities such as the pub, church and farm shop without using their cars.

Proposed action: The Joint Parish Council will investigate and implement options for developing permissive Public Rights of Way /cycleways to provide access through Shadingfield.

113. There was widespread dissatisfaction with the lack of public transport (no train station in any of the villages and infrequent buses) and a wish to see improvements in the availability of bus services. Fears were expressed about further reductions in bus services and how that would affect older residents and access to work in Beccles or Lowestoft.

Proposed actions: The Joint Parish Council will endeavour to facilitate and encourage greater collaborative use of the community bus services.

114. The lack of road maintenance and the number of large potholes raised concerns about road safety and impacts on pedestrian and cyclist safety.

Proposed action: The Joint Parish Council will ensure that the appropriate authorities are informed promptly about the need for road maintenance in the parishes.

Infrastructure and facilities:

115. The **Shadingfield and Willingham Playing Field** was widely viewed as neglected and inadequate for both the current and future needs of the parishes.

Proposed action: The Joint Parish Council will establish a Playing Field Committee to take forward the maintenance and development of the playing field. Developments to be considered should include provision of:

- improved access from Sotterley Road, including disabled access;
- parking space for cars and cycles;
- new playground equipment for children;
- adult exercise equipment;
- a path/running track around the perimeter
- improved drainage for the football pitch and marked area;
- improved basketball court; and
- a covered area/pavilion.

The Joint Parish Council is also proposing to apply to have the playing field designated as an Asset of Community Value⁶⁰.

116. The poor quality of broadband and mobile services were major concerns to residents. While Waveney Local Plan Policy addresses this issue for new developments, this may not assist rural areas where there is little or no expected development.

Proposed action: The Joint Parish Council will seek to achieve improved broadband speeds and reliable mobile phone coverage throughout the SSWE parishes.

Community cohesion:

117. During the development of the plan concerns have been expressed about declining community spirit in the parishes. There is also evidence of some young people feeling ignored and some older people feeling isolated.

Proposed actions: The Joint Parish Council will continue to take forward initiatives to bring the community together (e.g. Picnic on the Playing field), tackle isolation (e.g. Rural Coffee Caravan), cater for young people (e.g. playing field developments) and elderly residents (e.g. Good Neighbour Scheme) and address concerns about crime (e.g. develop Neighbourhood Watch areas). The Joint Parish Council is also proposing to apply to have both Shadingfield Village Hall and the Shadingfield Fox Public House designated as Assets of Community Value.

⁶⁰ An Asset of Community Value (ACV) is defined as: A building or other land is an ACV if its main use has recently been or is presently used to further the social wellbeing or social interests of the local community and could do so in the future. Once listed as ACVs with the local authority, the local community will be informed if they are listed for sale within the five-year listing period. The community can then enact the Community Right to Bid, which gives them a moratorium period of six months to determine if they can raise the finance to purchase the asset.

SECTION 6. IMPLEMENTATION AND MONITORING

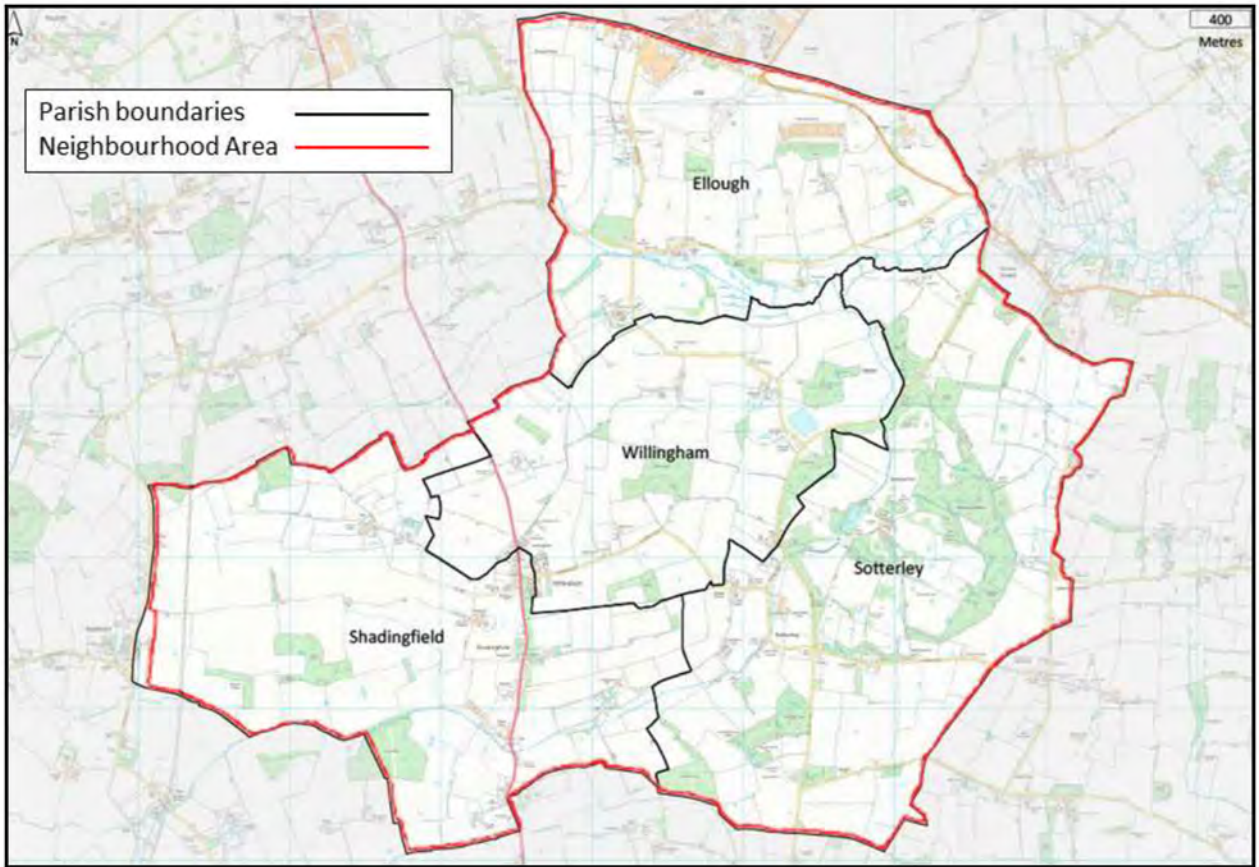
118. The policies in the SSWE Plan will be implemented by Shadingfield, Sotterley, Willingham and Ellough Joint Parish Council and East Suffolk Council. Whilst East Suffolk Council is responsible for managing development in their area through the Local Plan, the Joint Parish Council will use the SSWE Plan to frame its representations on any future planning applications submitted in the Parishes.
119. Subject to the amount and rate of any development that takes place in the Neighbourhood Area, the Joint Parish Council may be allocated funds by East Suffolk Council arising from the use of section 106 agreements⁶¹ and the Community Infrastructure Levy (CIL)⁶². Any such funds will be expected to assist in delivering the objectives and community projects identified in the SSWE Plan, in particular, improving the facilities on the Shadingfield and Willingham playing field, and the network of footways through the parishes. The Joint Parish Council will also use this and other sources to assist in securing funding from other programmes, for example the Lottery and other Government initiatives, as they become available.
120. The influence of the SSWE Plan policies on the shape and direction of development across the Neighbourhood Area will be monitored by the Joint Parish Council. An annual report on issues relating to the Plan will be presented at the public meeting of the JPC, and the Plan will be subject to review every 5 years.
121. If it is apparent that any policy in the SSWE Plan has unintended consequences or is ineffective it will be reviewed by the Joint Parish Council and amended accordingly. Any amendments to the SSWE Plan will only be made following consultation with East Suffolk Council, residents of Shadingfield, Sotterley, Willingham and Ellough and other statutory stakeholders as required by legislation.

⁶¹ Local Government Association - <https://www.local.gov.uk/pas/pas-topics/infrastructure/s106-obligations-overview>

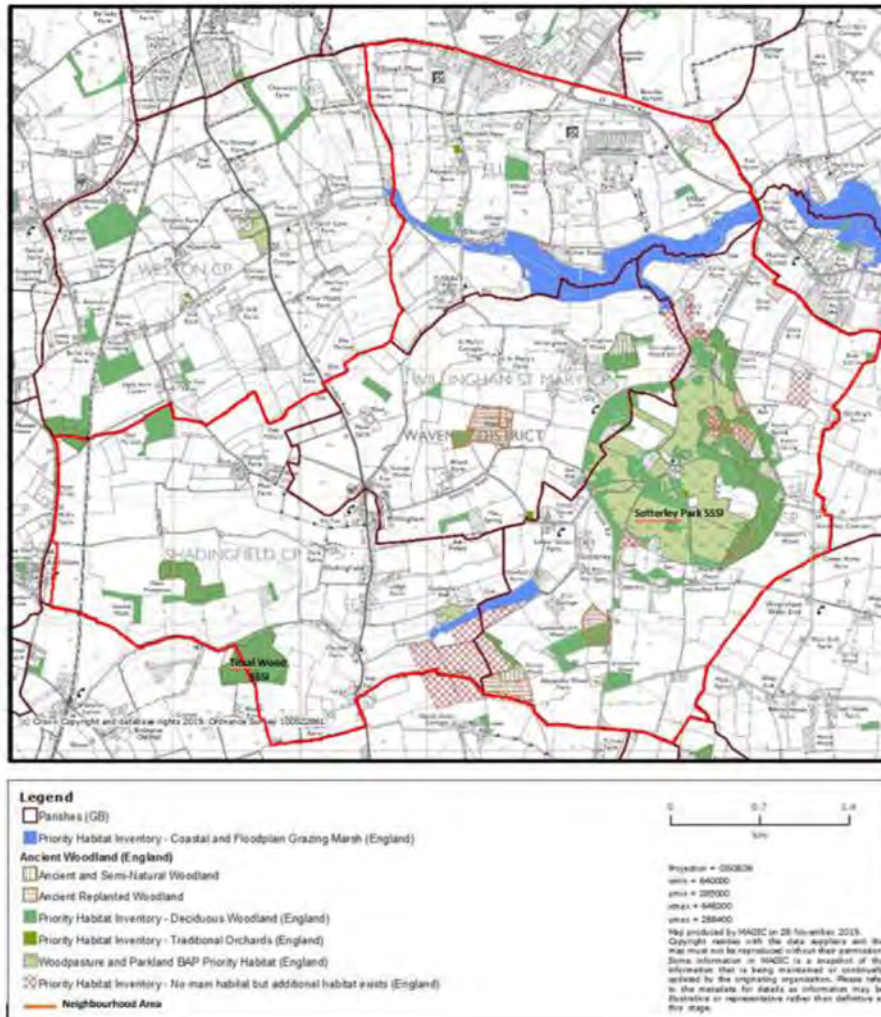
⁶² East Suffolk Council - <https://www.eastsuffolk.gov.uk/planning/community-infrastructure-levy/>

APPENDIX 1: CONTEXT MAPS

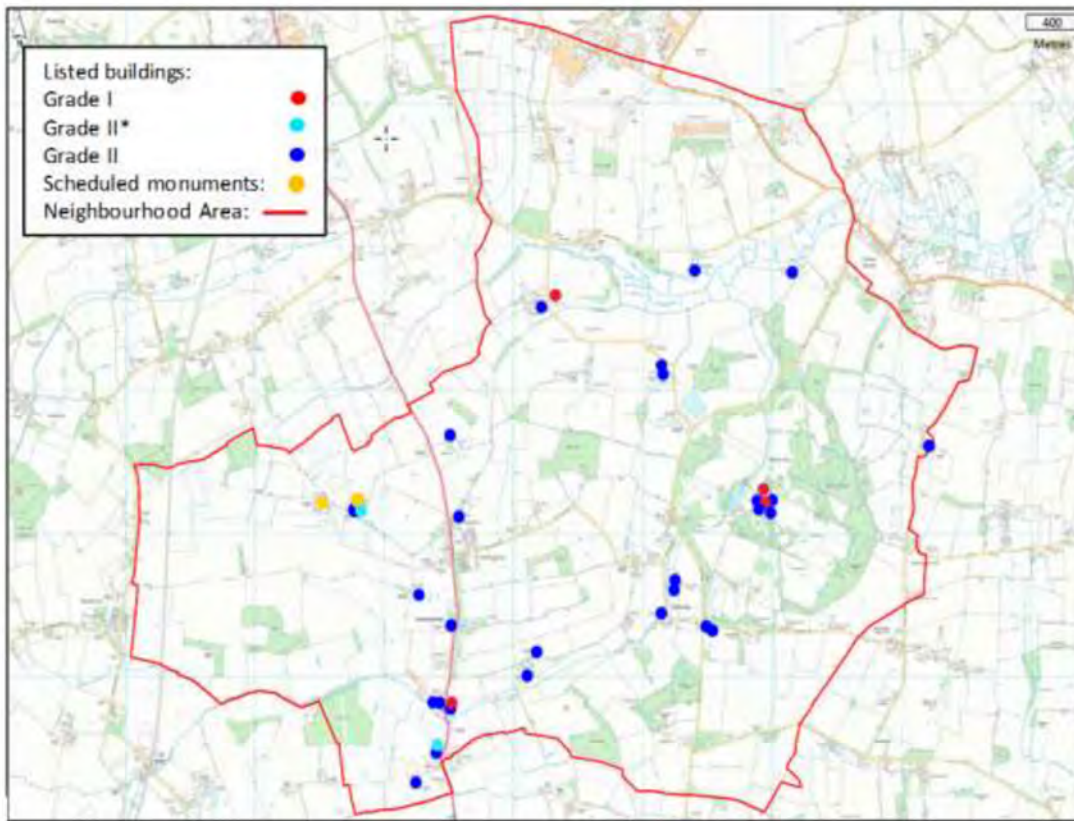
Map 1. Approved Neighbourhood Area.



Map 2. Sites listed in the inventory of Priority Habitats under the Natural Environment and Rural Communities Act (2006) Section 41. (Ref: SSWE Policy NEP1)

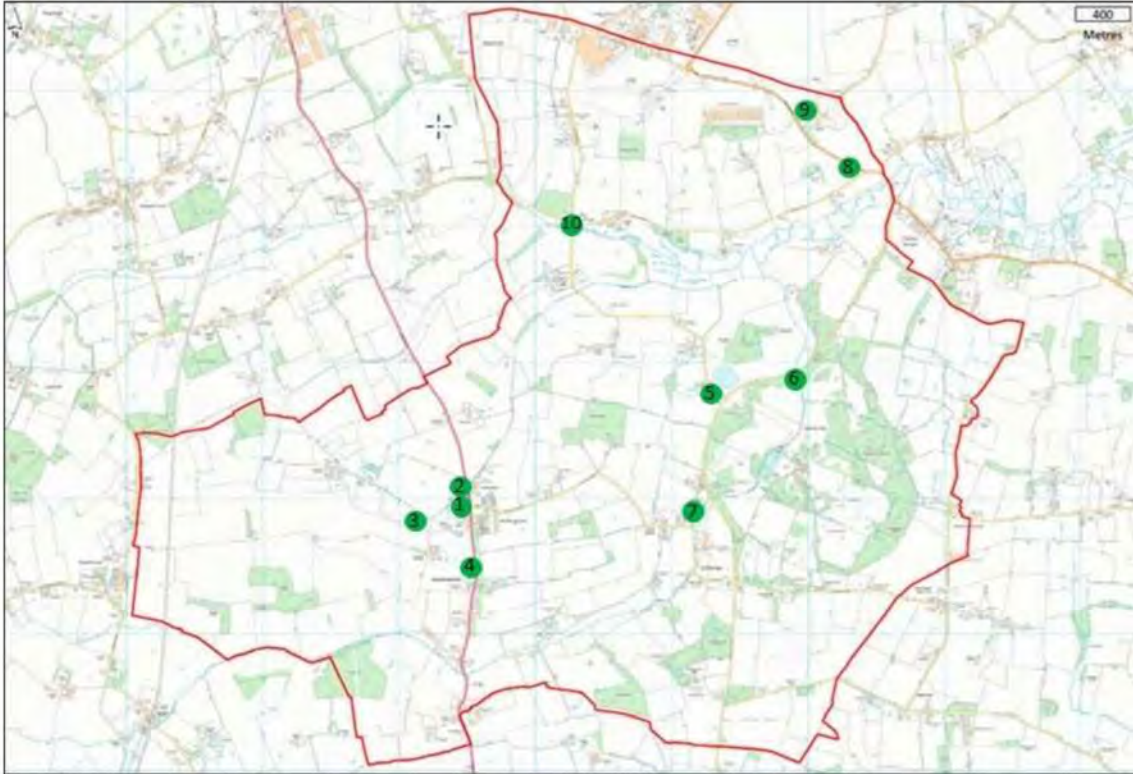


Map 3. Designated Heritage Assets (Ref: SSWE Policy HEP1)



Map 4. Non-designated Heritage Assets

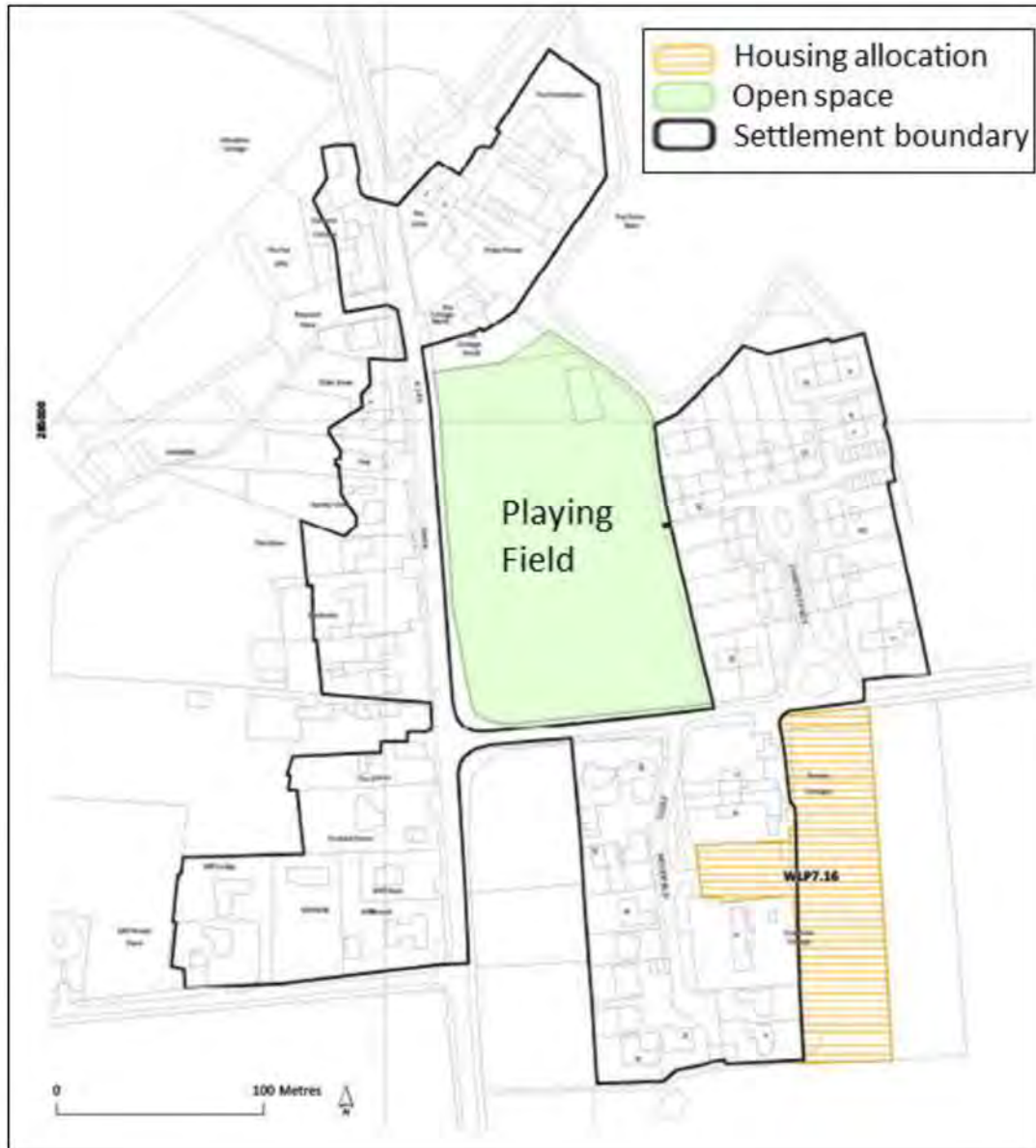
Location of buildings and structures that have been identified as **non-designated heritage assets** in the **SSWE Policy HEP1**, based on the criteria in the Waveney Local Plan. Numbering refers to the list in Appendix 6.



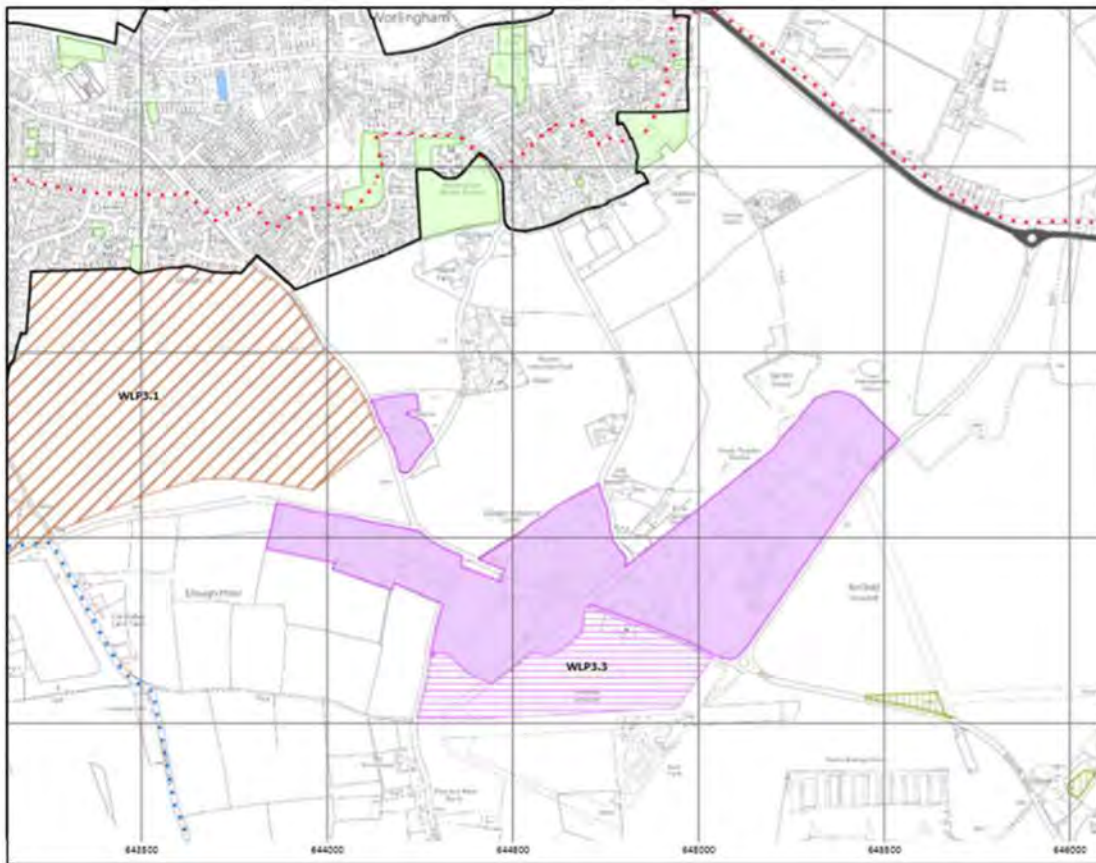
Map 5. Settlement Boundary of Shadingfield/Willingham village.

The 'Housing Allocation' is the area allocated for development of ten dwellings in the Waveney Local Plan, Policy WLP 7.16 - Land East of Woodfield Close, Willingham.

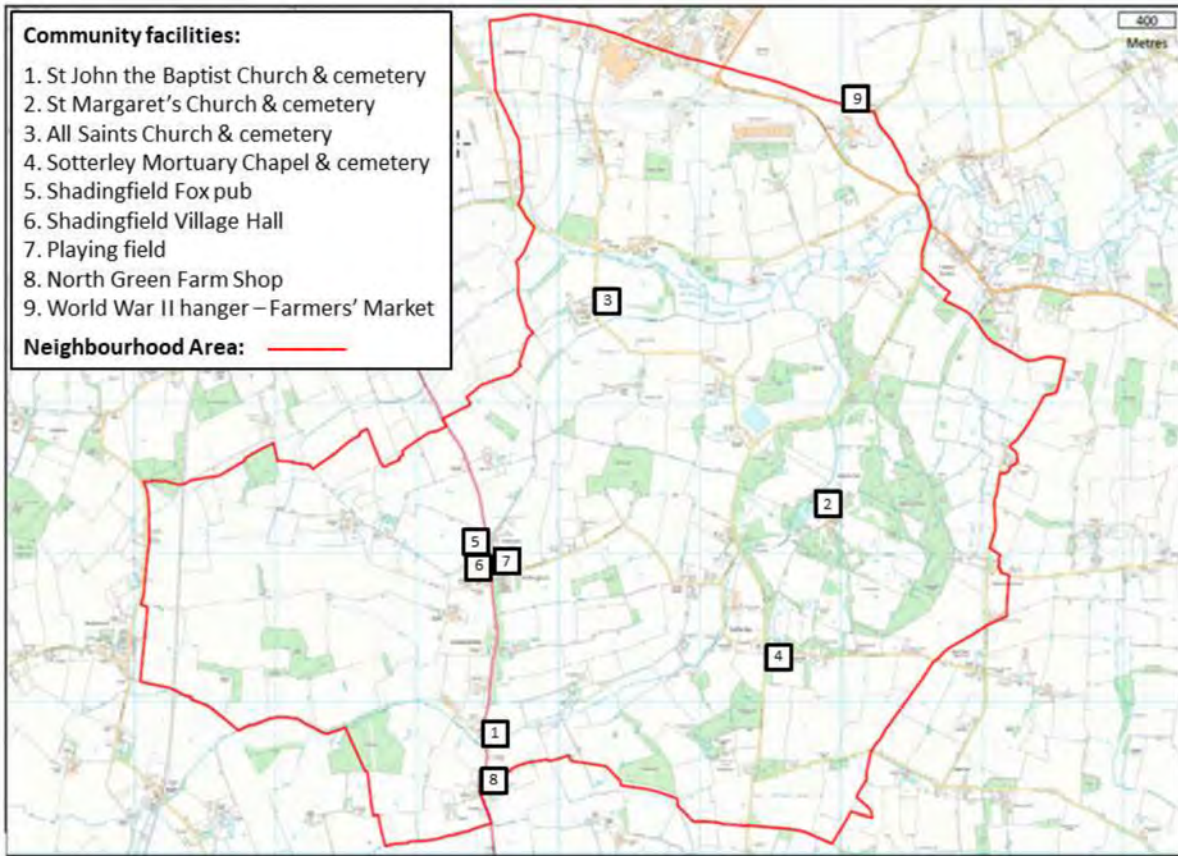
The 'Open Space' is the playing field which is designated as a Community Facility in SSWE Policy FSP1.



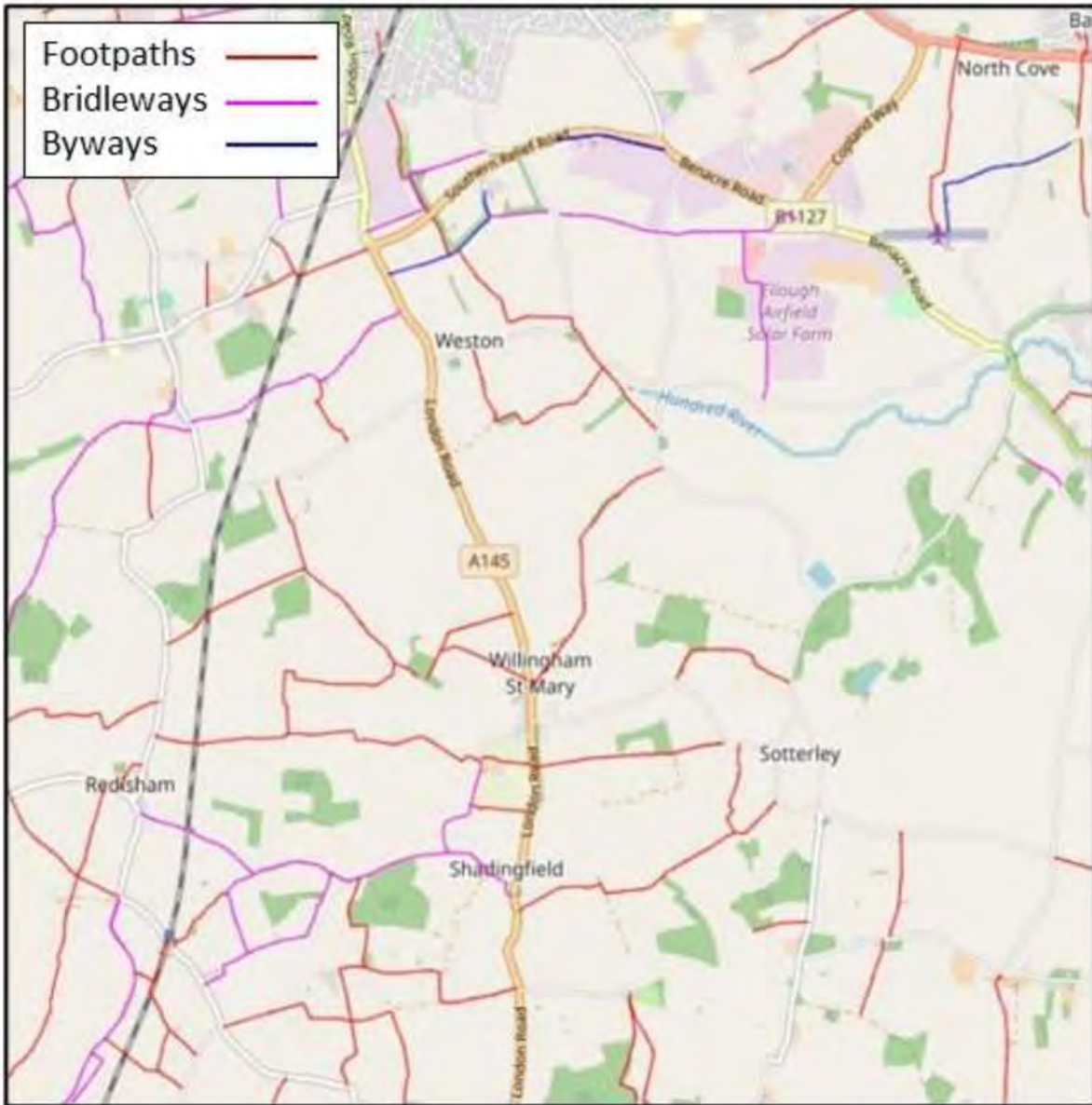
Map 6. Existing employment area at Ellough Industrial Estate (WLP8.12) (purple area) and proposed 13.4 ha extension to the south of Benacre Road, Ellough (WLP3.3) (purple hatched area) [From Waveney Local Plan]. (Ref: SSWE Policy BEP1)



Map 7. Community facilities identified in SSWE Policy FSP1.

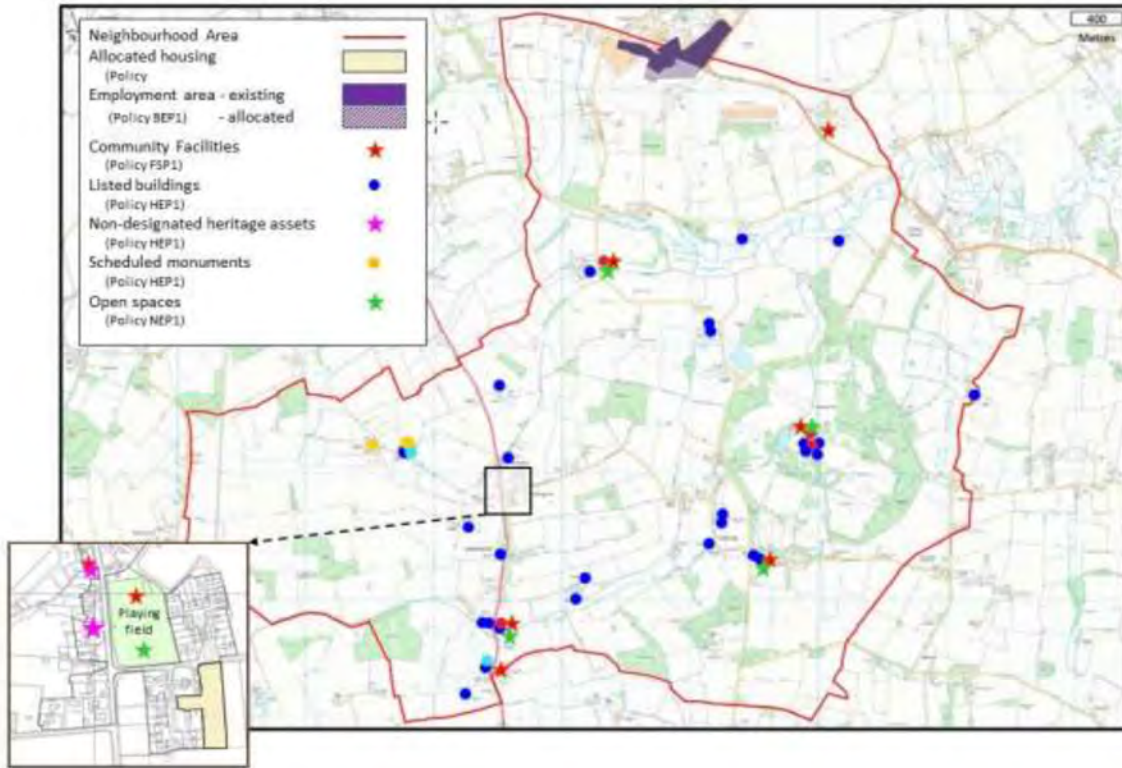


Map 8. Public Rights of Way in Shadingfield, Sotterley, Willingham and Ellough.



Maps for each individual parish are available to download at: [Definitive Map and Statement of public rights of way | Suffolk County Council](#)

Map 9. Policy Summary Map



APPENDIX 2: GLOSSARY

Ancient woodland

An area of woodland that has existed continuously since 1600. May be original or replanted.

Asset of Community Value

A building or other land is an ACV if its main use has recently been or is presently used to further the social wellbeing or social interests of the local community and could do so in the future.

Community Infrastructure Levy (CIL)

A **charge** that local authorities can set on new development in order to raise money to help fund the infrastructure, facilities and services - such as schools or transport improvements - which are needed to support new homes and businesses in the areas.

Countryside

Where the term 'Countryside' with a capital 'C' is used within the document, this refers to all land outside of the Settlement Boundaries defined in The Waveney Local Plan (Policy WLP1.2)

County Wildlife Site

County Wildlife Sites (CWSs) are areas known to be of county or regional importance for wildlife. CWS designation is non-statutory, but is recognition of a site's high value for biodiversity. <https://www.suffolkbis.org.uk/sites/default/files/pictures/PS2.jpg>

Heritage asset

An overarching term that refers to buildings, parks and gardens, monuments and archaeological remains that are of historic or archaeological value. May be designated (see listed buildings) or non-designated. Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets.

Listed building

A building that is recognised and statutorily protected for its historic and architectural value. www.historicengland.org.uk/listing

Local green space

Local green space designation allows local communities to protect green spaces of local importance, for reasons including setting and nature conservation, which will then receive protection equivalent to green belt land.

Material consideration

Matter that should be taken into account in deciding a planning application or on an appeal against a planning decision. (See Appendix 4)

Neighbourhood Area

The area designated by the Local Planning Authority following an application by the parish council or a prospective Neighbourhood Forum to develop a Neighbourhood Plan.

Neighbourhood plan

An optional plan, which can be produced by a designated neighbourhood organisation, to guide development within a neighbourhood or local area.

Non-material consideration

Matter that cannot be taken into account in deciding a planning application or on an appeal against a planning decision. (See Appendix 4)

Open space

A range of different sites and areas, including wildlife areas, natural greenspace, parks and gardens, amenity greenspace, play space, allotments, cemeteries and churchyards and green corridors.

Priority Habitat

Priority habitats cover a wide range of semi-natural habitat types and are those that were identified as being the most threatened and requiring conservation action under the UK Biodiversity Action Plan.

Section 106

A Section 106 is a legal agreement between an applicant seeking planning permission and the local planning authority, which is used to mitigate the impact of a new home on the local community and infrastructure.

Settlement Boundary

Line around a settlement defined under Policy WLP1.2 which dictates in principle where some types of development can take place.

Site of Special Scientific Interest

A site designated because of its high wildlife value and in receipt of statutory protection. This includes both Special Areas of Conservation and Special Protection Areas.

Use classes

Different categories of use identified in the planning system by the Use Class Order 1987 (as amended) https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

APPENDIX 3: PRINCIPAL REFERENCES USED IN DEVELOPMENT OF THE SSWE PLAN

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- East Suffolk Council 2016. Waveney Strategic Housing Market Assessment and Objectively Assessed Housing Need Study - Preliminary Report 2016
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<https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment#non-designated>
- Ministry of Housing, Communities and Local Government (2016, updated 2019) Planning Practice Guidance
<https://www.gov.uk/government/collections/planning-practice-guidance>
- Ministry of Housing, Communities and Local Government (2021) National Planning Policy Framework (NPPF) (updated July 2021).
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf
- Natural England – Designated Sites View - Sotterley Park SSSI
<https://designatedsites.naturalengland.org.uk/SiteDetail.aspx?SiteCode=S1000961&SiteName=sotterley+park&countyCode=&responsiblePerson=&SeaArea=&IFCAAarea=>
<https://designatedsites.naturalengland.org.uk/PDFsForWeb/Citation/1000961.pdf>
- The Neighbourhood Planning (General) Regulations 2012 No. 637
<http://www.legislation.gov.uk/uksi/2012/637/contents/made>

https://www.legislation.gov.uk/ukxi/2012/637/pdfs/ukxiem_20120637_en.pdf

- Ofcom – Mobile and broadband checker.
<https://www.checker.ofcom.org.uk/broadband-coverage>
- Office for National Statistics - 2011 Census statistics
<https://www.ons.gov.uk/census/2011census>
<https://www.nomisweb.co.uk/reports/localarea?compare=1170218926>
- Ratcliffe, D. (1977) A Nature Conservation Review, Natural Environment Research Council and Nature Conservancy Council. 401pp
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- Waveney District Council - Playing Pitch and Outdoor Sports Facilities Assessment (2014)
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APPENDIX 4: MATERIAL AND NON-MATERIAL PLANNING CONSIDERATIONS

Listed below are the principal material and non-material considerations in relation to planning applications. **Material considerations** are matters that should be taken into account in deciding a planning application or on an appeal against a planning decision. **Non-material considerations** are issues that cannot be taken into account.

<u>Material Planning Considerations:</u>	<u>Non-Material Considerations:</u>
<p><u>Procedural / law</u></p> <ul style="list-style-type: none"> • Consultee Responses • Site history • Case law • Recent appeals <p><u>Heritage & design</u></p> <ul style="list-style-type: none"> • Listed building, conservation area, locally important building • Urban design, local character & context <p><u>Scheme specifics</u></p> <ul style="list-style-type: none"> • Layout, density, design/appearance • Materials, boundary treatment • Drainage, highway access & car parking <p><u>Environmental</u></p> <ul style="list-style-type: none"> • Ecological impacts • Flood risk • Trees • Contamination & hazardous materials • Landscape impact <p><u>Amenity</u></p> <ul style="list-style-type: none"> • Daylight, sunlight, privacy & outlook • Noise, smell or other disturbances <p><u>Miscellaneous</u></p> <ul style="list-style-type: none"> • Infrastructure – schools, drainage, affordable homes • Local economy • Cumulative impact • Viability 	<ul style="list-style-type: none"> • Impact on property values • Retrospective works • Commercial competition • Loss of view • History of the applicant • Objections to prior application or similar site • Change from previous schemes • Principle when settled in prior outline application • Ownership of land/right of access • Restrictive covenants • Matters covered by other legislation, e.g. Building Regulations • Applicants personal circumstances (rarely material) • Misrepresentation • Moral objections • Neighbour disputes

APPENDIX 5: LISTED BUILDINGS AND DESIGNATED SITES IN SHADINGFIELD, SOTTERLEY, WILLINGHAM AND ELLOUGH

The buildings and structures below have been designated graded status in the National Heritage List for England. Buildings are added to the list for their special architectural and historic interest and as a consequence enjoy statutory protection.

Shadingfield:

- Grade I - Church of St John the Baptist
- Grade II* - Hill Farmhouse
- Grade II* - Moat Farmhouse
- Grade II - Service Range immediately South West of Hill Farmhouse
- Grade II - Barn 20 metres South West of Moat Farmhouse
- Grade II - Church Farmhouse
- Grade II - Service Range 10 metres West of Church Farmhouse
- Grade II - Hall Farmhouse
- Grade II - Park Farmhouse
- Grade II - Shadingfield Hall
- Grade II - Shadingfield House
- Grade II - Shadingfield War Memorial
- Grade II - Turnpike Farmhouse

Sotterley:

- Grade I - Church of St Margaret
- Grade I - Sotterley Hall
- Grade II - Barn 30 metres North of Lower Green Farmhouse
- Grade II - Brook Cottages
- Grade II - Cowsheds 50 metres East of Sotterley Hall
- Grade II - Golding's Farmhouse
- Grade II - Lower Green Farmhouse
- Grade II - Service Wing Immediately South East of Sotterley Hall
- Grade II - Sotterley Mortuary Chapel
- Grade II - Sotterley War Memorial
- Grade II - Stabling and Coach House immediately to East of Sotterley Hall
- Grade II - Valley Farmhouse
- Grade II - Water Tower (inc. Engine House), 60m South East of Sotterley Hall

Ellough:

- Grade I - Church of All Saints
- Grade II - Marsh Farmhouse
- Grade II - The Grange

Willingham:

- Grade II - Barn 15 metres North of Willingham Hall
- Grade II - Barn 40 metres North of Moat Farmhouse
- Grade II - Fox Farmhouse
- Grade II - Willingham Hall
- Scheduled Monuments - Moated site at Moat Farm
- Scheduled Monuments - Moated site and associated earthworks at Westend Farm

APPENDIX 6: NON-DESIGNATED HERITAGE ASSETS

Buildings and structure that have been identified as **non-designated heritage assets** in the SSWE Plan, based on the criteria in the Waveney Local Plan (Appendix 6); the criteria are summarised below.

This list will be reviewed on a regular basis, including the possibility of adding some private dwellings.

	Parish	Building or structure	Date	Criteria
1	Shadingfield	Village Hall ("The Abbey"), London Rd	1898	2d, 4d
2		Fox Public House, London Rd	unknown	2d, 4d
3		Water Tower, Mill Lane	c.1950s	2d, 4a, 4d
4		Milestone on London Rd at 52°24'12"N 1°34'45"E	unknown	2d, 4a, 4c
5	Willingham	Telephone Box, Church Rd (Des: Sir Giles Gilbert Scott)	unknown	2a, 4a, 4d
6		Bridge on Jay's Hill Rd at 52°24'57"N 1°36'52"E	unknown	3a, 4c
7	Sotterley	Parochial Reading Room + VR letterbox, Rectory Rd	1840	2e, 3a, 4c
8	Ellough	WWII Pill Box at junction of Hulver Rd & Benacre Rd	~1940	2c, 2d, 4c
9		WWII Hangers, Ellough Airfield	~1943	2d, 4a, 4d
10		VR letter box at junction of Hulver Rd & Church Rd	19 th C	2a, 4a, 4d

Criteria for classifying a building/structure as a non-designated heritage asset:

A building or structure must meet two or more of the following significance criteria to meet the definition in the NPPF and be identified by the Council as a non-designated heritage asset.

1. Archaeological interest
 - a. Recorded in the Suffolk County Historic Environment Record Architectural interest
2. Architectural interest
 - a. Aesthetic value
 - b. Known architect
 - c. Integrity
 - d. Landmark status
 - e. Group value
3. Artistic interest
 - a. Aesthetic value
 - b. Known designer
4. Historic interest
 - a. Association
 - b. Rarity
 - c. Representativeness
 - d. Social and communal value

APPENDIX 7: BUSINESS USE CLASSES CLASSIFICATIONS

[Town and Country Planning (Use Classes) Order 1987]

The following 'use classes' are referred to in the SSWE Plan.

Part B

- **B1 Business** - Offices (other than those that fall within A2), research and development of products and processes, light industry appropriate in a residential area.
- **B2 General industrial** - Use for industrial process other than one falling within class B1 (excluding incineration purposes, chemical treatment or landfill or hazardous waste).
- **B8 Storage or distribution** - This class includes open air storage.

Following amendments to the Use Classes in September 2020⁶³, Class B1 is now classified within Class E(g) Commercial Business and Service.

⁶³ https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use