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1 About this document

What is the Thetford Area Action Plan Document?

1.1 The Local Development Framework (LDF) for Breckland will replace the existing Local Plan which was adopted in September 1999. The LDF is being prepared under the relevant legislation for development plans in England. The LDF comprises a number of Development Plan Documents (DPDs) that set out policies and proposals for the development and use of land in the district. The first DPDs cover the period to 2026. The adopted Breckland LDF Core Strategy (2009) includes a Spatial Vision for the future of Breckland as well as objectives and targets which developments must meet to secure that vision. The Thetford Area Action Plan (TAAP) Document has been prepared in accordance with the Core Strategy.

1.2 The TAAP:

- Takes account of national, regional and strategic planning policies;
- Identifies sites for, and requirements of, major developments to deliver the adopted Spatial Strategy and Core Strategy policy;
- Provides the framework of policies for assessing planning applications on allocated sites;
- Enables infrastructure and service providers to bring forward their services when needed by new development;
- Enables the public to be fully involved in developing local policies and proposals; and
- Is accompanied by an updated Policies Map including a revised Settlement Boundary for Thetford in accordance with the adopted Core Strategy.

1.3 The TAAP covers the whole of the Parish of Thetford and parts of the parishes of Croxton and Brettenham and Kilverstone.

Community Involvement

1.4 The TAAP has been prepared following a programme of consultation and public participation. Consultation with the community on the Area Action Plan began in the Summer of 2008 with the publication of an Issues and Options document. This Issues and Options consultation took place over a 6 week period. This was followed by a 6 week Preferred Options consultation in Spring 2009. Following the adoption of the Core Strategy in December 2009, the Council proceeded in January 2011 to carry out a consultation on a Draft Final document which gave people the opportunity to comment on how the local planning authority should approach the final content of the document.

1.5 The Pre-Submission document was published in August 2011 and was subject to a six-week long publication period, allowing people to make representations which were considered through the Examination process. The DPD was then submitted to the Secretary of State in November 2011.

1.6 Further information on the plan preparation process can be found on the Council's website: www.breckland.gov.uk.

1.7 A glossary of technical and other terms is to be found at the back of this document.



2 Introduction

Key Facts

2.1 The Thetford Area Action Plan (TAAP) will;

- Provide an urban extension of 5,000 dwellings⁽¹⁾ on greenfield land to the north of the town;
- Allocate 22Ha of new employment land (in addition to the 18Ha at the Thetford Enterprise Park (TEP) which already has planning permission);
- Provide for 5,000 net new jobs;
- Seek to regenerate the town centre and existing employment and residential estates;
- Seek to improve education and health;
- Encourage modal shift to more sustainable modes of transport; and,
- Ultimately, improve the town's reputation.

Thetford Area Action Plan

2.2 The TAAP will provide a policy framework that steers significant change so it is delivered in a way that protects and enhances the environment, boosts the economy of the town and provides for the needs of the existing and new communities.

2.3 The Thetford Area Action Plan should be read in conjunction with the Breckland Core Strategy and Development Control Policies DPD (Core Strategy) which contains policies and land allocations which cover all of the district of Breckland. The TAAP has regard to and is in overall conformity with the Core Strategy (more detail on this is included in Appendix C 'How the TAAP conforms with the Breckland Core Strategy and Development Control Policies DPD').

2.4 The policies and land allocations are supported by considerable background evidence. All this evidence is free to download and available on the LDF pages of the Breckland Council Website (www.breckland.gov.uk) and can also be reached from the Moving Thetford Forward website (www.movingthetfordforward.com).

Thetford – a Growth Point

2.5 Thetford was awarded Growth Point Status in 2006. Growth Points are locations that are pursuing large-scale, sustainable housing growth through a partnership between local organisations and central government.

2.6 Growth Points are an example of an initiative that has been promoted by local tiers of Government (County, District, Town), with central government encouraging and supporting proposals from those local partners. In 2006, 20 local authorities and partnerships were named as first round Growth Points, with a wide regional spread covering the east (including Thetford), south east and south west of England as well as the Midlands.

2.7 Growth Point Status is a national designation, which only growing towns and cities receive. The main benefit of such a status is the extra funding from Government of around £6.4m for Thetford during 2008-11 to help enable growth and regeneration to happen.

2.8 The overall housing requirements for Breckland, including specific housing targets for Thetford, were included and consulted on as part of the East of England Plan or Regional Spatial Strategy (RSS) from late 2003 to 2005. Both BDC and Thetford Town Council supported the proposed levels of growth for Thetford in their consultation responses to the RSS recognising that growth could create the critical mass for wider regeneration of the whole

1 Please note that whilst the Core Strategy allocates 6,000 dwellings to Thetford, the TAAP plans for 5,000 dwellings. Please see section 18 'Housing' and the accompanying Housing Topic Paper which discuss this in more detail.



Adopted Thetford Area Action Plan DPD: Historic Past, Healthy Future

town. As a result of the RSS process the Government invited BDC, Thetford Town Council and Norfolk County Council (NCC) to bid for Growth Point Status (including funding) to help these authorities deliver the identified growth.

Historic Past, Healthy Future

2.9 The tag line of the TAAP seeks to emphasise the importance of Thetford's historic past and the potential for a healthy future in the widest sense.

- **Thetford - An Historic Town**

2.10 Thetford possesses a remarkable range of heritage assets – an Iron Age site of at least national importance with probable connections to Boudicca, an iconic British figure; very important Viking Age remnants; major Norman and medieval assets; one of the world's great democratic thinkers, Thomas Paine; important milestones in the cosmopolitan development of England; industrial revolution pioneers; landmark events associated with both World Wars and major social migration programmes.

- **Thetford – A Healthy Town.**

2.11 Healthy Town status has been awarded to nine towns and cities across England, and will result in £1.8m of initiatives taking place in Thetford during 2009-11 to encourage healthy eating and tackle obesity issues. The projects and aims are centred around healthy travel, healthy food and healthy living and seek to leave a long lasting legacy in the town.

Moving Thetford Forward.

2.12 The Moving Thetford Forward Partnership is dedicated to the delivery of the Thetford Growth Point Initiative. The aims of the Moving Thetford Forward (MTF) Partnership are to:

- Facilitate and accelerate the delivery of growth and economic development of Thetford
- Assist the regeneration and renaissance of Thetford for all its residents, existing and new
- Positively engage with all those with an interest in Thetford, including the public, local businesses, landowners and public bodies
- Positively communicate the benefits and potential of Thetford, in order to raise its profile and encourage investment in the town

2.13 More information can be found at www.movingthetfordforward.com

Local Planning Context

2.14 The Local Planning context for the preparation of the Thetford Area Action Plan is to be found in the adopted Breckland Core Strategy and Development Control Policies document. Policy SS1 of that document reads:

2.15 *'(Thetford) will provide 6000 homes⁽²⁾ over the period between 2001 and 2021 and between 1,500 and 2000 new homes between 2021 and 2026. In addition, up to 5,000 net new jobs to the end of the plan period will have been delivered. This jobs growth will include the allocation of a new business park. The centre of the town*

2 Please note that the TAAP plans for 5,000 dwellings See section 18 'Housing' and accompanying Housing Topic Paper for more information.



will be the subject of major regeneration and with expanded retail, leisure, cultural and educational facilities will become a civic hub bringing together existing and new communities. Total food and non-food retailing floorspace will expand by approximately 9,400m²³ over the plan period in connection with this town centre regeneration.'

2.16 Since the adoption of the Core Strategy at the end of 2009 a considerable volume of work has been undertaken on housing delivery in Thetford. In particular examination has focused on the environmental capacity of the proposed urban extension to the north of the town and the impact of a reduced development area on the density of development. At this early part of the document it is useful to put into context housing numbers being planned for in Thetford as part of the Area Action Plan.

2.17 The adopted Core Strategy at Policy CP1 refers to a total delivery of 7,877 homes in Thetford between 2001 and 2026. This factored in 1,104 homes which had been built between 2001 and 2009 and a further 273 homes with planning permission at 1st April 2009. Importantly, the Core Strategy was based on an allocation of 6,500 homes. The additional work since 2009 has affected the allocation figure for Thetford which is now reduced to 5,000 homes. This reduction is as a consequence of a better understanding of the developable area to the north of Thetford and previous commitments not to allocate development north of the A11. Latest evidence indicates a developable area of 202 hectares of which a maximum of 135 hectares is for residential. Accommodating 6,500 homes on 135 hectares would result in densities in excess of 48 homes to the hectare; accordingly 5,000 homes on 135 hectares is a density of 37 homes to the hectare which is similar to recent developments. Breckland Council is keen that the new approach and character to an expanded town is not a hard, dense urban edge which does not respond to the rural character. More detail around the housing numbers is contained in a separate Housing Topic Paper published alongside this document.

The TAAP and the Core Strategy

2.18 The Core Strategy sets out the approach to growth and change in the Breckland district. For Thetford, it sets out the broad direction of growth as well as certain issues the TAAP must address. These are set out in detail in Appendix C 'How the TAAP conforms with the Breckland Core Strategy and Development Control Policies DPD'.

2.19 The Core Strategy was consulted on as part of its production. It underwent an Examination in Public in Summer 2009 and was adopted in December 2009. The growth strategy for Thetford has therefore been determined through the Core Strategy production process. It is for the TAAP to take the strategic guidance from the Core Strategy and produce more detailed land allocations and policies to guide the growth and regeneration of Thetford.

2.20 The Council intends to review its Core Strategy on a five yearly basis as set out in the adopted Local Development Scheme. Given the timeframe needed for reviewing a Core Strategy as well as the imminent changes to the planning system, the review process for the Core Strategy will commence around the adoption of this DPD. The Core Strategy Review will focus on housing delivery over a longer timeframe (2031-36). It will also respond to the contents of the National Planning Policy Framework and new technical evidence which informs the Spatial Vision and Strategy. Much of the Core Strategy remains robust and as such a review process is likely to be targeted on particular policies rather than a comprehensive review. This will enable the process to move forward expediently and provide certainty that housing delivery and infrastructure investment will be maintained. This process will enable the Core Strategy to remain responsive to new circumstances such as changes to national guidelines.

2.21 It is anticipated that this Area Action Plan will be reviewed on an at least three yearly basis. However, assessment through the Local Annual Monitoring Report could result in a need to review the adopted Core Strategy, or its successor document, which would be another trigger point for a review of related documents, such as this Area Action Plan.

3 This figure is taken from the 2007 Retail Study. The TAAP reflects the retail need as identified in the more recent 2010 Retail Study.



Documents and Initiatives influencing the TAAP

2.22 The following diagram shows which documents have directly influenced the Thetford Area Action Plan⁽⁴⁾.

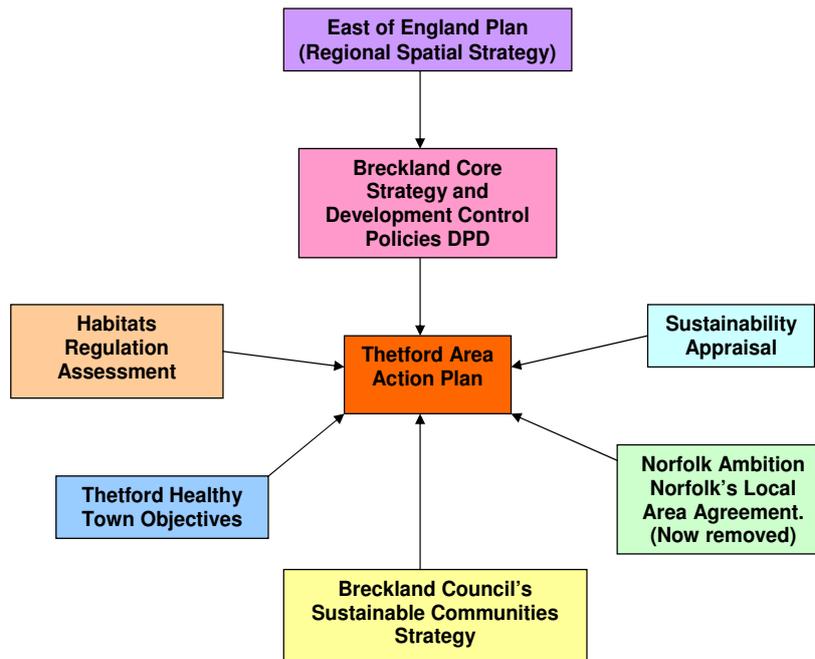


Figure 2.1 How the TAAP is influenced by other documents.

Sustainability Appraisal

2.23 The Sustainability Appraisal (SA) incorporating a Strategic Environment Assessment (SEA) is a systematic process undertaken during the preparation of the TAAP, to assess the extent to which the emerging policies and proposals will help to achieve relevant environmental, social and economic objectives. In doing so, it will provide an opportunity to consider ways in which the TAAP can contribute to improvements in environmental, social and economic conditions as well as a means of identifying and addressing any adverse effects that policies and proposals might have which are subsequently addressed and the plan improved.

2.24 The Sustainability Appraisal Report (SA) prepared for the Preferred Options and Draft Final versions of the TAAP contained detailed analysis of Preferred Alternative options. The SA that accompanies this version of the TAAP updates the SA and reflects the contents of this version of the TAAP.

4 The East of England Plan was part of the Development Plan for the preparation of the Core Strategy and early drafts of the TAAP. On 6 July 2010 the Rt Hon Eric Pickles MP, Secretary of State for Communities and Local Government, announced the revocation of Regional Strategies with immediate effect. The same letter also included guidance that the evidence informing the RSS could be treated as a material consideration in preparation of the Local DPDs. The revocation was subject to a legal challenge which was successful on 10 November 2010. The results of which means that Regional Plans have been reinstated but are likely to be removed in the forthcoming Localism Bill.



Habitats Regulations Assessment (HRA)

2.25 The European Habitats and Birds Directives protect sites of exceptional importance in respect of rare, endangered or vulnerable natural habitats and species within Europe. Currently these consist of Special Areas of Conservation (SACs) and Special Protection Areas (SPAs). Thetford has areas under both of these designations in close proximity.

2.26 Articles 6(3) and 6(4) of the Habitats Directive requires an 'appropriate assessment' of any plans or projects likely to have a significant effect on a feature of a European Site. The intention is that a plan or project should only be approved after determining that it will not adversely affect the integrity of any European Site. The requirements of the Directive were incorporated into UK legislation by way of 'The Conservation of Habitats and Species Regulations' 2010 (otherwise known as the 'Habitats Regulations').

2.27 Breckland Council has prepared an Appropriate Assessment (AA) under the Habitats Regulations for its Core Strategy and Development Control Policies DPD (2009). For Thetford, the Breckland Core Strategy HRA is extremely important to inform what development, in broad terms, can be taken forward in Thetford and where. However, because the Thetford Area Action Plan will be more specific in terms of land allocations, and because of the sensitive habitats that are close to Thetford's urban edge, there is a need for a separate HRA to be prepared alongside the Thetford Area Action Plan, testing its detailed policies and land allocations for effects on European habitats and species.

2.28 Natural England is the statutory nature conservation body responsible for providing advice on AA and has been involved throughout the HRA of the Breckland Core Strategy. Breckland Council has also consulted with and involved the RSPB, with particular reference to the Breckland SPA and the growth promoted in Thetford through this Area Action Plan.

Key Challenges and Opportunities facing Thetford

2.29 The following issues and challenges have been identified in the Sustainability Appraisal as a result of the literature review and assessment of the baseline indicators (evidence and information) and confirmed through previous consultation. It is right that the challenges are recognised so that they can be appropriately addressed but there is also a need to emphasise the opportunities arising from growth and regeneration for both existing and new communities.

2.30 The following table shows issues that could result from the growth and how such issues can be addressed.

Potential issue to result from the growth	How issue to be addressed.
Loss of agricultural land	Land around Thetford is lower grade. This is an unavoidable consequence of meeting the housing need as set out in the Core Strategy.
Tensions between water demand and supply in Breckland	Water policies look to address this by going further than the building regulations. BREEAM requirements (environmental assessment method and rating system for buildings).
Increased contamination of water and soil resources	Sustainable Drainage Systems (SuDS) policy gives some guidance.
Development in certain areas may be subject to fluvial flooding and the effects of climate change	Adoption of SFRA2 flood zones, PPS25, Surface Water Management Plans, SuDS
Reduced air quality	Modal shift to more sustainable modes of transport emphasised in the TAAP and related detailed transport policies.
Increased traffic congestion and increased dependency on forms of transport that contribute to climate change	Modal shift to more sustainable modes of transport emphasised in the TAAP and related detailed transport policies.



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Potential issue to result from the growth	How issue to be addressed.
Energy supply issues.	Energy Service Company (ESCo) and energy policies. BREEAM requirements.
Reductions in biodiversity and natural and semi-natural habitats as well as adverse effects on species as a result of development and the associated recreation pressure the increase in population will bring.	Gallows Hill Policy seeks to create habitat. TAAP seeks to protect locally distinctive features of the landscape and promotes tree planting. The TAAP has had a Habitats Regulation Assessment completed which has informed it. River Valley Park project. Access and Bird Monitoring Framework.
Loss of heritage assets and impact on historical character.	Gallows Hill addressed in TAAP. Existing buildings in Urban Extension addressed. Town Centre policy highlights historical importance. TAAP contains archaeological policies.
Pressures on landscape from new development	Locally distinctive features are protected and enhanced. Green roof requirement. Gallows Hill addressed in the TAAP. Structural Tree Planting.
The need for good quality design	The TAAP sets out design principles. The policies in the TAAP combine to result in good quality design.
Integration of the new and existing residents	The TAAP: <ul style="list-style-type: none"> Encourages use of existing community facilities; Includes the regeneration of the town centre and bus interchanges; Promotes strong connectivity across the town by foot, cycle and bus; and, Promotes the rejuvenation of residential and employment areas.

Table 2.1 Potential issues arising from the growth and how issues are to be addressed.

2.31 The following issues currently exist in the town:

Issues in town	How issues to be addressed.
Loss and continued shortfalls in the provision of public open space.	Core Strategy policies still apply to Thetford and set open space requirements. Play equipment section.
Inequalities in health.	Thetford has Healthy Town Status and the Thetford Healthy Town Programme seeks to address inequalities in health. Healthy Town officers have been involved in the production of the TAAP. NHS Norfolk has helped identify the health needs of Thetford.
Higher crime rates in Thetford.	Police requirements are addressed in the TAAP. The Police Architectural Liaison Officer has been involved in the TAAP. The importance of addressing crime and the fear of crime is emphasised in some of the policies, for example Policy TH 38 'Existing Employment Areas'.
Ageing population	NHS Norfolk has helped identify the health needs of Thetford. Thetford is a Healthy Town.
Pressure placed on healthcare infrastructure.	NHS Norfolk has helped identify the health needs of Thetford. Thetford is a Healthy Town. Access to West Suffolk Hospital is a destination in the bus policy.
High incidence of limiting long term illnesses.	Thetford is a Healthy Town and its programme seeks to address this issue. Healthy Town officers have been involved in the production of the TAAP. NHS Norfolk have helped identify the health needs of Thetford.
Lack of affordable housing	Core Strategy policies still apply to Thetford and set affordable housing requirement at 40%. TAAP includes guidance on the existing residential estates. MTF are addressing the existing residential estates.
Deprivation and low paid economy	TAAP includes guidance on the existing residential estates. MTF are addressing the existing residential estates. TAAP seeks to address existing employment estates and also allocates employment land. NCC and Thetford Academy looking to improve education attainment in the town.



Issues in town	How issues to be addressed.
Poor education attainment	NCC and Thetford Academy are looking to improve education attainment in the town. TAAP sets out the primary and secondary school requirement.
Vulnerable and constrained economy	TAAP seeks to address existing employment estates and also allocates employment land. Rural Enterprise Valley (REV) programme seeks to promote area for businesses. Thetford Enterprise Park employment land has planning permission. Town Centre to be improved, including preparation of Masterplan. Employment Topic Paper.
Higher order shopping centres outside the district attract shoppers from Thetford which results in a leakage of expenditure away from Thetford and Breckland.	Town Centre to be improved, including preparation of Masterplan. TAAP identifies retail floorspace figures and directs retail to the town centre.
There are a number of heritage assets on English Heritage's "Heritage at Risk" (HAR) Register and Norfolk County Council's "Building at Risk" (BAR) Register.	Bus Interchange includes the renovation of the Cosy Carpets building. Train Station policy promotes improvements to the station. Town Centre masterplan recommended. Other MTF projects could help address this issue.

Table 2.2 Potential issues in the town and how issues are to be addressed.

2.32 The aim of the TAAP is to provide the planning framework to address these issues and challenges. The right planning policy framework can also help make the most of the opportunities already available in Thetford as well as deliver new successes and investment going forward.

Thetford - Opportunities and Successes

2.33 Thetford's opportunities result from its location, which in turn are influenced by the environment and reflected in the heritage. The proximity of the town to Thetford Forest and surrounding Brecks provides a superb area for leisure and tourism. There are significant green areas in and immediately around the town, not least the river, which provides a town centre waterside which is rare in market towns in the East of England. Moreover the town benefits from an historic core which is now being revitalised and promoted through the Thetford 13 project⁽⁵⁾

2.34 As well as the high environmental quality, Thetford's location and connections provide good access to regional cities, the national rail network, to London and to Stansted Airport. The dualling of the A11 has been confirmed recently with work due to start in 2015. This scheme will have positive effects for safety and congestion along the key route as well as the economy of the town and the whole of Norfolk. To support the local economy Breckland Council has been proactively supporting local businesses and encouraging inward investment through the REV⁽⁶⁾ and REV-ACTIVE⁽⁷⁾ programmes. Despite recent restructuring in the local economy, new employers have been secured and existing businesses have expanded.

2.35 In terms of successes, Thetford is fortunate in that it has been awarded both Growth Point and Healthy Town status by central government. This means the government recognises the challenges and opportunities faced in Thetford and has been willing to help achieve the local vision and aims through £millions of investment.

5 The 'Discovering Thetford' scoping study, which can be viewed at www.movingthetfordforward.com, recognises the importance of the town's heritage offer to tourists and residents alike.

6 REV phase 1 provided support, advice and financial assistance to the advanced engineering and motorsport sector, leading to over 400 businesses along the A11 and in Norfolk being supported. www.revproject.com

7 REV ACTIVE is a project developed by Breckland Council to support regeneration and economic growth predominantly along the A11 reaching from Thetford to Norwich in Norfolk as a part of its REV programme. The project provides direct, hands-on assistance for businesses to cut costs through utilities management and improved efficiency. www.revactive.co.uk/



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Compared to other Growth Point towns Thetford has done very well in securing more money per head of population from this fund. Additionally, Thetford is the only community in the East of England to have received the Healthy Town funding.

2.36 Moving Thetford Forward is also now well established as a local delivery vehicle to coordinate and deliver the ambitious plans. Going forward the local delivery vehicle could be a platform to creating other delivery groups and mechanisms which can make local authority assets and developer contributions work harder for Thetford.

2.37 The growth and regeneration framework set out in this document is intended to leave a positive legacy. A key strand to the vision is about improving the reputation of Thetford as a place to live and for businesses to invest in. A good legacy will be achieved by addressing the challenges identified previously, whilst recognising, protecting and revitalising the many positive aspects of Thetford. This legacy is about the quality of new development going forward, its environmental footprint and the ability of the town to respond to events in the next 20 years of its history. Most of all, the legacy is about maintaining the community of Thetford. This document must ensure growth and regeneration takes place simultaneously in a way which fosters and maintains one community

Integration of the new and existing residents.

2.38 This plan guides Thetford through a period of great change. The effect on the community of this change needs to be considered through this plan and the strategies and actions of other partner organisations.

2.39 Early occupiers of major new housing areas can experience isolation and disruption and may be unable to access services which may lag behind the population growth. New communities can face significant issues in the early periods of development in relation to access to services, isolation and lack of knowledge about the local situation. This can lead to adverse effects on mental wellbeing in particular which can be severe.

2.40 The provision of community development support can help in overcoming these problems and give new residents a channel through which to seek information and reassurance. In time this support may lead to greater social cohesion and greater health and well being for instance. The support may take the form of facilities such as community space or services tailored to meet diverse needs of young families and elderly people.

2.41 It is essential that adequate steps are taken to offer the fullest support to new residents. The scope of this will range from activities to simply providing information. Such support should be responsive and tailored to needs and be sustained until such time as the community has matured. Breckland Council and its partners will prepare for the development with the aim of integrating the extension with the existing town.

2.42 Breckland Council realises the importance of the Thetford Urban Extension forming part of Thetford, rather than being a separate entity. Community coherence and capacity together with wellbeing will mean that the Thetford Urban Extension will be more likely to be a success both commercially and as a place to live and enable it to contribute to the community of Thetford as a whole.

How to use this document

2.43 The TAAP is a statutory planning document which is part of the Local Development Framework (LDF). It holds the policies and land allocations specific to Thetford. The policies (in purple boxes) within this document:

- are additional to the policies in the Core Strategy;
- apply to the area within the boundary of the Thetford Area Action Plan Area (see Map 6.1 'Boundary of the Thetford Area Action Plan.');
- should be read in conjunction with each other.

2.44 There are three sections containing policies in this document. Look at the bottom of the page you are on to check which section you are in:



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1. TAAP-wide section - these policies apply to the whole area within the boundary of the Thetford Area Action Plan Area.
 2. Thetford Urban Extension section - the policies and supporting text in this section only apply to the Urban Extension as shown on the Policies Map. The TAAP-wide policies also apply.
 3. Area Intervention section - these policies and supporting text refer to the existing residential or employment areas in Thetford. The TAAP-wide policies also apply.
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3 Spatial Portrait of Thetford

Location

3.1 Thetford is located about 80 miles north east of London, and has grown at the confluence of the River Thet and the Little Ouse River, a tributary of the River Great Ouse. It is located in Norfolk in the East of England. The nearest major urban centres are the cities of Norwich (32 miles) and Cambridge (35 miles) and the towns of Bury St Edmunds (12 miles) and Newmarket (20 miles). The town serves a wide rural catchment including a number of scattered small villages and hamlets. The area surrounding Thetford is relatively sparsely developed, consisting largely of Thetford Forest, military and open agricultural land, and with few nearby villages. The A11 bypass connecting Cambridge and Norwich borders the town to the north and west.

History⁽⁸⁾

3.2 Thetford's history stretches back to prehistoric occupation. The town has undergone several shifts and changes in its status of identity. It emerged as one of the most important late Saxon Towns in East Anglia, becoming the sixth largest town in early medieval period where for a very short time it held cathedral status. The town has survived many Danish invasions and was established as an important religious centre in the medieval period. The dissolution of England's monastic and ecclesiastical buildings in the 16th century, resulted in the decline of the town's economic importance.

3.3 The 18th and 19th centuries saw a revival in the town's industrial prowess where at the end of the 19th century, the town became a manufacturing centre for steam engines until the late 1920s. The industrial centre of the 19th and early 20th century disappeared resulting in a town with high unemployment. As a consequence, the Borough of Thetford approached the London County Council (LCC) in the 1950s to become a destination for relocating jobs and businesses from bomb-damaged London.

3.4 The second half of the 20th Century saw rapid growth and expansion of light industry on the town's periphery. Planned residential expansion in the 1950-70s brought an influx of new residents from the London area, housed in large new social housing estates, designed in Radburn⁽⁹⁾ based layouts typical of the period which unfortunately now exhibit signs of stress. Recent residential developments based around a low density cul-de-sac arrangement have consolidated growth on the northern periphery in land leading up to the bypass, and also extended beyond the River Thet creating new development to the east, into the parish of Brettenham in the 1990s. Thetford is developed in a very distinct 'zoned' way, with two large employment areas off London Road and Mundford Road and also residential zones.

3.5 The town has a historic core with a street pattern documented to have existed from the medieval period. As a result, Thetford is commonly described as containing a medieval street arrangement. However archaeological evidence provides conformation of Saxon occupation north of the river, consequently, many of the streets are said to be based on earlier Saxon trackways.

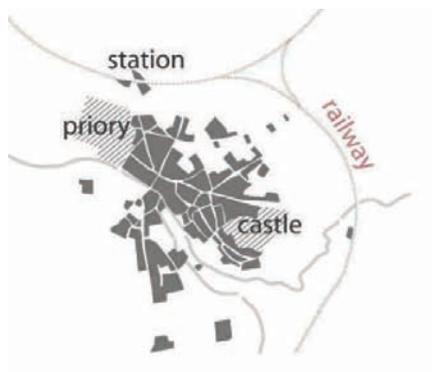
3.6 The town contains a number of sites of archaeological significance, both listed and of historic importance such as the Castle Mound, Priory and Gallows Hill. Thetford contains 182 listed buildings and obtained Conservation Area Status in 1973.

8 Thetford Historic Environment Assessment (BDC 2009) and Thetford Historic Environment Survey (NAU Archaeology 2009)

9 The primary innovation of Radburn was the separation of pedestrian and vehicular traffic. This was accomplished by doing away with the traditional grid-iron street pattern and replacing it with an innovation called the superblock. The superblock is a large block of land surrounded by main roads. The houses are grouped around small culs-de-sac, each of which has an access road coming from the main roads. The remaining land inside the superblock is park area, the backbone of the neighbourhood. The living and sleeping sections of the houses face toward the garden and park areas, while the service rooms face the access road.



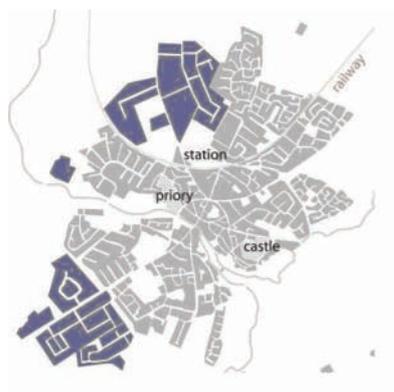
3.7 The following plans illustrate the growth of the town.



Thetford before major growth.



London Overspill and more.



Highlighting the existing Industrial Estates.



More recent growth.

Landscape Context⁽¹⁰⁾

3.8 The town benefits from a unique natural landscape setting in the valleys of the Little Ouse and Thet. It is on the edge of Thetford Forest, a large man-planted lowland coniferous forest which has colonised former Breck Heath. The town has a rich built heritage and distinctive townscape reflecting the local geology in the vernacular, notably flint and chalk. These natural and built heritage assets combine to make the town an important destination for tourism and recreation.

3.9 Thetford is surrounded by significant landscape and environmental assets, including the culturally and archaeologically important landscape of the Brecks and sites of European importance for Nature Conservation, including the Breckland Special Protection Area (SPA) and Special Area of Conservation (SAC).

3.10 Breckland SPA is designated due to its internationally significant populations of rare bird species (Woodlark, Nightjar and Stone Curlew), whilst the SAC is designated to ensure the extensive tracts of lowland heath, semi-natural dry grasslands, marshes, bogs and ancient woodland are protected. The Brecks is therefore a significant area for its landscape and natural heritage value and for its visitor value.

10 Thetford green Infrastructure Study (LUC 2007), Breckland Settlement Fringe Study (LUC 2007) and Breckland District Landscape Character Assessment (LUC 2007)



Adopted Thetford Area Action Plan DPD: Historic Past, Healthy Future

3.11 The landscape context of Thetford is a large scale landscape of coniferous plantation, arable fields and remnant heathland. It is a landscape of simple elements with an open, exposed quality, although localised variety, interest and microclimate is created by plantation blocks and locally distinctive twisted scots pine windbreaks.

Economy⁽¹¹⁾

3.12 Thetford is a major employment centre providing an estimated 17,000 jobs, many of which are in manufacturing including several established multi-national companies (Jeyes, Baxter Healthcare) with a higher proportion employed in this sector compared with the national average. In addition, the Rural Enterprise Valley (REV) programme has been set up to establish Thetford as a centre for advanced engineering along the A11 corridor as a nationally significant employment cluster. The town is also a significant retail, service and administrative centre for South-West Norfolk and North-West Suffolk.

3.13 The town centre has a mix of uses including retail and office areas as well as residential and recreational areas. The principal retail areas in the centre are at Minstergate, Riverside Walk and King Street.

Population and Community⁽¹²⁾

3.14 Thetford is currently Norfolk's fourth largest settlement with a diverse population of 24,220 (Mid 2009 population estimates). The town has a significant proportion of young people with over a fifth of the population under the age of 16. More recently, the town has attracted many immigrants to the area, mainly Portuguese, Latvian, Polish and Lithuanian.

3.15 The Thetford-Abbey ward in Thetford is in the most deprived ten per cent nationally (Indices of Multiple Deprivation 2010). See Map 3.1 '2010 Indices of Multiple Deprivation - Norfolk'.

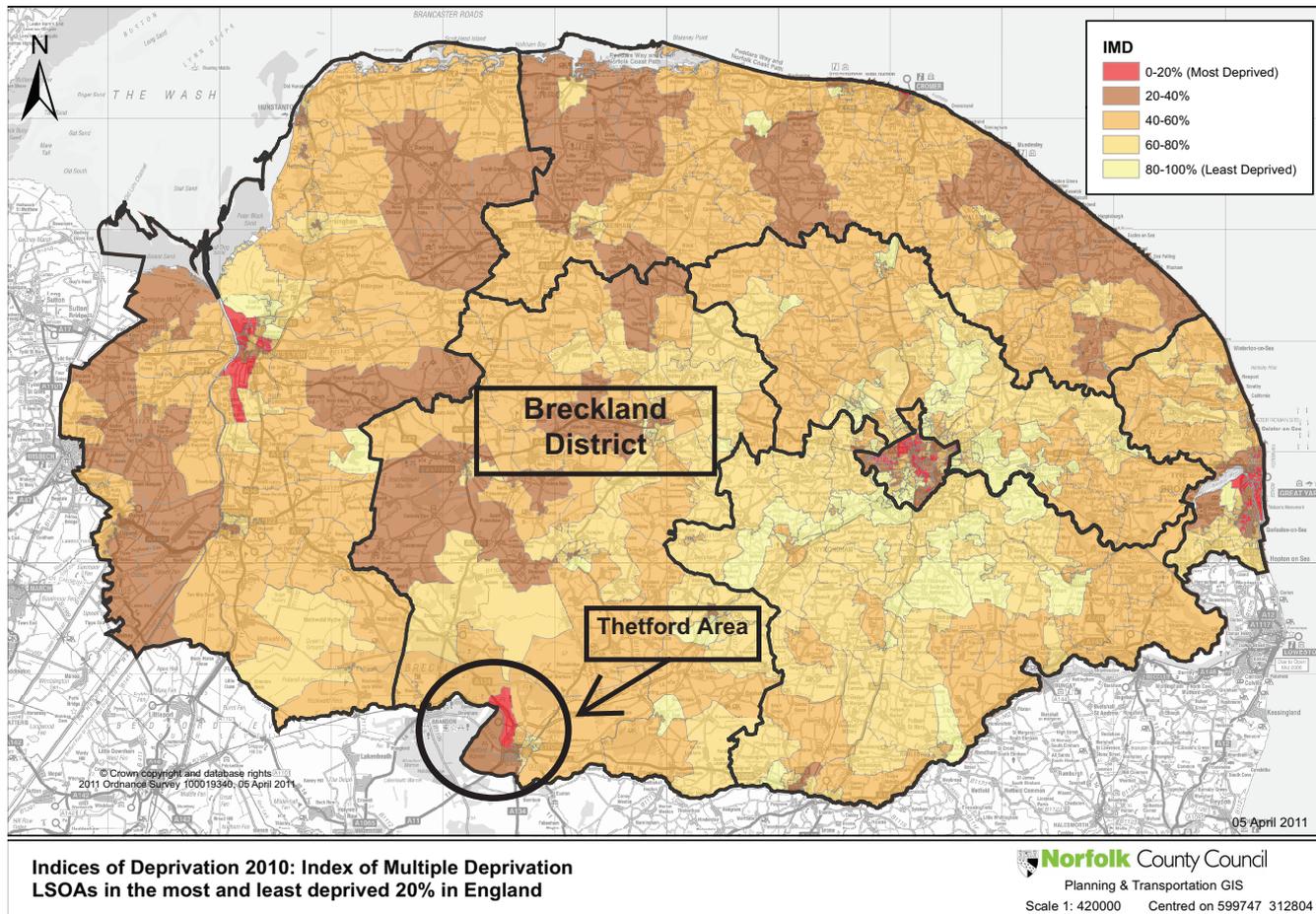
3.16 Child health is a major concern as it has the highest number of children on the Child Protection Register for its size of population in the whole of Norfolk. There is a high rate of teenage pregnancy and anecdotally, there are said to be large problems associated with substance misuse.

3.17 With regards to health, in recognition of high adult obesity rates, Thetford was awarded Healthy Town Status in 2008/9. The town received £900,000 of funding from the Department of Health for healthy lifestyle projects in the town.

3.18 In terms of education provision and attainment, Thetford's secondary education provision operates as an Academy and has two campuses, South Site (formerly Charles Burrell) (542 pupils 11-16) and North Site (formerly Rosemary Musker) (697 pupils 11-16), with the shared Thomas Paine Sixth Form (200 students). Both schools have been getting help from National Challenge, a government programme to make sure that over 30% of young people get at least five GCSEs, including English and Maths, by 2011. Proposals are being considered to amalgamate and integrate provision.

11 Employment Land Review (Roger Tym and Partners 2006) and Breckland Retail and Town Centre Study (Nathaniel Lichfield and Partners 2010)

12 Indices of Multiple Deprivation 2010, NCC Education Data, NCC Mid 2009 Population Estimates, Thetford Healthy Town



Map 3.1 2010 Indices of Multiple Deprivation - Norfolk

Transport Links⁽¹³⁾

3.19 Thetford lies on the main railway line between Norwich and Cambridge. Two trains an hour stop at Thetford Station. One of the services provides a direct line to Manchester and Liverpool. London stations can be reached by changing at either Ely or Norwich. Some residents drive to Diss to then use the train to Liverpool Street. There is an internal bus service around Thetford and additional bus links to nearby towns and villages, including links to Bury St Edmunds. At present there is no direct bus connection to Norwich other than National Express. Thetford is also on the National Cycle Network Route 13⁽¹⁴⁾.

3.20 The town provides necessary service and retail provision to outlying villages and hamlets. In particular the town supports higher order services to towns and villages to the west and north-east including Brandon, Mundford, Harling and Hockham. However, the retail catchment area of Thetford is reduced by the proximity to Bury St Edmunds to the south and the sparsely populated Brecks to the south west and north of the town. Thetford in turn looks to Norwich, Cambridge and Bury St Edmunds for services not provided in the town.

13 Transport Studies (Mott Macdonald 2008 and 2010)

14 <http://www.sustrans.org.uk/what-we-do/national-cycle-network/route-numbering-system/route-13>



3.21 The A11 bypasses the town and is dualled between Norwich and Thetford with a single carriageway through Elveden and onto Barton Mills. This single carriageway stretch is proposed to be dualled by 2015.

Transport and Accessibility

3.22 The following table shows the travel to work data for Thetford, from the 2001 Census.

Mode	Share
Walking and Cycling	22%
Bus	2%
Homeworking	6%
Train, Taxi and motor cycle	3%
Car driver	60%
Car passenger	7%

Table 3.1 Thetford Travel to Work data - Census 2001.

Housing⁽¹⁵⁾

3.23 The proportion of affordable housing stock in Thetford is high relative to nearby towns. The condition of some of that stock and the neighbourhoods in which the stock stand is poor, with many homes coming to the end of their useful life at a uniform point in time. There are also some housing needs not being met such as smaller housing units and other specialist accommodation for the elderly and disabled.

15 Breckland District Housing Team



4 Overarching Vision for Thetford

A Vision for the Sustainable Growth and Regeneration of Thetford

Overarching Vision for Thetford

To deliver a thriving 21st century market town at the centre of life in the East of England by implementing the sustainable growth and comprehensive social, economic and environmental regeneration of Thetford.

By 2026 Thetford will become a well planned, self-contained sustainable town where people feel part of the community and where they continue to enjoy living and working. It will be a place people will be attracted to for its renowned natural and historic environment qualities.

Thetford will be an important town for jobs, shops, services, schools and tourism, and will continue to be the fourth largest town in Norfolk. Thetford will be known as a town where healthy lifestyles are at the heart of what people, communities and businesses do.

Thetford's reputation will be improved.

4.1 The principal vision for Thetford and Breckland can be found in the Core Strategy and is therefore not repeated here. The over-arching vision for Thetford is broken down into themed mini visions. These mini visions show how Thetford will be in the future, not only through the policies within this Area Action Plan, but also as a result of the work of Moving Thetford Forward . Moving Thetford Forward is an informal local delivery vehicle, made up of partners from many local organisations working together to support and advise the growth and regeneration of Thetford and its environs. The themed mini-visions (in orange boxes) are as follows:

Climate Change and promoting efficient use of resources.

Alongside the growth, Thetford and its surrounding area will shift away from heavy reliance on the car towards more sustainable forms of travel, especially to walking, cycling and buses (with new bus interchange provided by around 2012/13) and improvements to the train station.

All the new development will comprise high quality design, high environmental performance and take advantage of all opportunities to maximise energy and water efficiency and energy coming from renewable resources.

The existing development will not be forgotten – owners and occupiers will have been offered help with retrofitting water and energy efficiency devices.

Measures will have been taken to not only reduce greenhouse gas emissions, but also to mitigate and adapt to any challenges that climate change could bring.

4.2 Thetford contributes to 50% of the growth in Breckland between 2009 and 2026. It is critical that such a large proportion of the District's growth is delivered in a way which minimises effects on climate change.



4.3 The scientific evidence is now overwhelming: climate change presents very serious global risks, and it demands urgent local responses across the globe. The stocks of greenhouse gases in the atmosphere (including carbon dioxide, methane, nitrous oxides and a number of gases that arise from industrial processes) are rising as a result of human activity. Other than the effect on the climate, changing behaviour can benefit everyone on an individual basis by improving health or saving money⁽¹⁶⁾.

Biodiversity and the Historic Environment

Thetford's considerable natural and heritage assets will be conserved and enhanced where appropriate. In particular, all new development will protect the internationally important wildlife sites and respect the significant national and local biodiversity and geodiversity, historic, architectural and archaeological assets both within and surrounding the town.

A comprehensive network of accessible green spaces, corridors and other green areas will be put in place or improved, focused on the River Thet and Little Ouse corridors providing a viable network within, to and from surrounding areas such as Thetford Forest.

The biodiversity interest of Breckland SPA and Breckland SAC will be protected whilst recognising the recreation value/interest of Thetford Forest, Barnham Cross Common and other surrounding natural areas.

4.4 Thetford is well known for its historic and natural assets. It is important that these are recognised, protected and managed. These assets are core to the local distinctiveness and many are of international and national value. Part of the purpose of the TAAP is to manage change in such a sensitive location.⁽¹⁷⁾

4.5 Thetford is set against the backdrop of the Brecks, a landscape of significant cultural and ecological importance. Thetford Forest Park which surrounds the town is a major recreational resource for the Brecks⁽¹⁸⁾.

Housing

Thetford will increase in size by at least 5,000 dwellings between 2001 and 2026 including a significant amount of affordable housing. The majority of these new dwellings will be located on greenfield land to the north and north-east of the town. Infrastructure will be delivered in a timely manner to keep pace with the rate of development.

All new development and regeneration projects will be appropriately co-ordinated and managed to ensure the integration between new and existing housing areas to promote a sustainable community across the town

4.6 The table below sets out how this strategic requirement will be met over the plan period.

Already built (April 2001 to 31 March 2011)	Currently permitted (1 April 2011)	New allocations (to 2026)	Total (2001 to 2026)
1,223	280	5,000	6,503

Table 4.1 Showing Thetford's housing delivery over the plan period from 2001 to 2026.

16 STERN REVIEW: The Economics of Climate Change, www.hm-treasury.gov.uk/stern_review_report.htm
 17 Thetford Historic Environment Assessment (2009) and the Thetford Historic Environment Survey (2009) are key pieces of background evidence.
 18 Thetford Green Infrastructure Study, Land Use Consultants, September 2007



4.7 The majority of the allocation will be on an urban extension to the north and north east of Thetford, inside the A11. Other important contributors to housing growth will be estate regeneration and town centre redevelopment opportunities.

4.8 In order to avoid adverse impact of development on the Breckland Special Protected Area (SPA) and Special Area of Conservation (SAC), the Habitats Regulations Assessment (HRA) work for the Core Strategy limited the direction of growth of Thetford. The outcome of the HRA process has been the protection of the qualifying features of the Breckland SPA whilst simultaneously enabling growth to occur, provided this takes place via a single urban extension to the north of the town. If evidence comes forward to demonstrate that it is possible to mitigate the adverse effects on the Stone Curlew, then additional windfall development may come forward to contribute to the overall development numbers, provided there is sufficient infrastructure capacity. This approach would be in accordance with Policy CP10 of the adopted Core Strategy.

Thetford Urban Extension

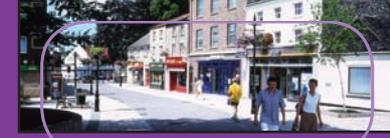
Thetford Urban Extension will have positive, tangible impacts for all who live in Thetford, and its adjoining communities, enhancing its status as a destination of choice and contribute to the revitalisation of Thetford town centre. It will create a unique environment for residents and businesses building on the riverside shopping district, the important and diverse heritage of the town combined with excellent access to the leisure and recreational opportunities provided by its intimate proximity to the forest. It will create a highly desirable location to live work and play. It will act as a catalyst for change, will improve social cohesion and contribute to Thetford's Healthy Town Status. The development will promote the use of public transport and a healthier lifestyle with the provision of pedestrian and cycle routes to the town and surrounding countryside.

The development will respect the local distinctive character of Thetford (including heritage assets and existing green infrastructure) and will have the potential to come forward in a manner that has an organic feel. It will be well designed and deliver a place that maximises the locational advantages, particularly relating to landscape and green infrastructure and its location as a gateway into the town.

The site should provide distinct places and new communities which are also "of Thetford" and evolve with the town. The development will result in neighbourhoods whose delivery will be gradually phased to reflect local infrastructure capacity and the delivery of employment areas and will ensure integration with existing communities.

4.9 It is intended that the urban extension is designed and developed in a way that benefits the rest of the town, brings communities together as well as reflects the existing landscape feature and preserves and enhances heritage assets within and adjoining the urban extension area (including Gallows Hill Scheduled Monument and the listed buildings at Kilverstone Hall, but also undesignated heritage assets). More details on the Thetford Urban Extension are given later in this document.

4.10 The growth to the north of Thetford takes place in an area with sensitive habitats which are afforded high level of protection. As such, due regard needs to be given to the effect of the growth on these areas. There is a need for a package of mitigation measures, as outlined in the Core Strategy HRA to prevent disturbance to SPA birds. Furthermore, recreation will be managed in a way that ensures that the SPA is not adversely affected, and if possible enhanced.



Economic Development

5,000 new jobs will be created, especially on new employment areas and in a revitalised town centre, including high quality, high skilled jobs. The first phase of new jobs will be on the Thetford Enterprise Park to the north of the town. The A11 will be maintained as the key corridor of movement in the area encouraging new and growing businesses to locate in Thetford. The changes will help emphasise Thetford's important strategic position on the A11 for businesses. Serviced employment land (and consequently jobs) will be provided in line with housing growth.

4.11 Thetford benefits from good accessibility and a prominent location to the south of the A11 and lies on the mainline rail network. As such there is strong demand for industrial and distribution space from local, regional and national occupiers. The office market in Thetford is less developed than the industrial and distribution market. However, Thetford still has the most active market for this use within the administrative area of Breckland District Council. Thetford Enterprise Park is the key site that will kick start investment in the town.⁽¹⁹⁾

The Community

By 2026, all residents in Thetford and the surrounding area, whether new or long standing inhabitants, will feel they have benefited from the growth and investment that is to take place. New development areas will be planned in a way to make the communities inclusive and to contribute to a balance between houses, jobs, services and leisure facilities. In addition, the new communities will feel an inclusive part of Thetford as a whole. Changes to education and the provision of new jobs upskilling the workforce, will have a positive effect on household incomes.

Thetford will become proud of its high level of education provision for all ages, with schools forming the heart of new and existing communities. Education will be transformed in Thetford by making learning and success irresistible and accessible for all within the community and beyond.

Health conditions will have improved and disparities reduced. This will be sustained by the opportunity for all the community to follow healthy lifestyles - a legacy of Thetford's Healthy Town Status.

4.12 With growth will be change. It is essential that this change benefits and includes the existing community. Furthermore, the new development should be an integral part of the town. It is important that when planning for services and facilities that town-wide opportunities are pursued. It does not automatically follow that new town services and facilities will be required to locate in the urban extension. The community in Thetford will benefit from equal access to improved and expanded services and facilities.

4.13 Up until August 2010 Thetford had two 11-18 secondary schools: Charles Burrell (542 pupils, ages 11-16), and Rosemary Musker (697 pupils ages 11-16). There was a shared Thomas Paine Sixth Form (200 students). From September 2010 both schools have been brought together as the Thetford Academy, under the sponsorship of Wymondham College, Norfolk County Council, Easton College and West Suffolk College. Further changes could see a new single site by 2013.

4.14 The way we live today means that lots of us have developed unhealthy lifestyles. This means all of us need to make small changes to eat well, move more and live longer. The Thetford Healthy Town programme is making it easier for Thetford residents to make these small changes that make a big difference. A number of projects and activities across the town will make it easy and fun for residents to participate in activities which will result in a

19 Breckland Employment Land Review, Roger Tymms and Partners, September 2006



healthier and happier future. The Healthy Town Programme aims to leave a legacy in healthy living, healthy travel and healthy food. Thetford is one of the most deprived communities in Norfolk and there are significant health issues and consequent health inequalities within the town. Improving health and reducing health inequalities requires a cross cutting approach tackling a wide range of social economic and environmental issues. The policies in the TAAP are designed to make a significant contribution to a healthier Thetford.

Regeneration

The balance between growth of new communities and the regeneration of existing communities is vital. Existing residential areas and employment areas will see significant benefits, with developers and public authorities contributing funding to projects which revitalise existing estates, the town centre and other important public areas. Wards where there is evidence of higher deprivation levels will be targeted first, with the aim of ensuring that the community is engaged in the regeneration process from the start. This regeneration will include environmental improvements, some new developments and improved community and social cohesion undertaken and managed in a holistic manner.

The town centre will be regenerated to become the focus of the community for leisure and shopping, unifying the existing and new areas of the town. Key town centre sites will be regenerated creating an attractive built environment for all.

4.15 The growth will also catalyse regeneration of the town. The new bus interchange and other town centre developments will also stimulate further town centre regeneration

4.16 Strategic plans are being produced for the four western neighbourhoods with involvement by the local community. Barnham Cross neighbourhood has been the first to benefit from such work.

4.17 Any regeneration and associated changes will have due regard to the historic environment of Thetford.



5 Objectives

5.1 The following objectives have been derived from the issues/challenges that face Thetford. The relevant policy/section is also identified.

5.2 These objectives complement those of the Core Strategy.

Issue/ Challenge	Higher Strategic Theme	Individual Strategic Objectives (SO)	Relevant TAAP Policy/Section
Housing, employment and regeneration	To deliver significant housing and employment growth in Thetford, supported by social, economic and environmental infrastructure.	Thetford SO1: To provide the environment capable of delivering up to 5,000 net new homes in Thetford between 2001 – 2026 of the right mix of housing to meet the needs of Thetford to ensure all residents have access to a decent affordable home. This new development will be integrated and meshed into the fabric of the town.	Thetford Urban Extension section, transport sections.
		Thetford SO2: To ensure high and stable levels of employment through restructuring the local economy providing the basis for a minimum of 5,000 net new jobs, especially high quality jobs, in Thetford in the period 2001-2026, so everyone can share in the prosperity of the District. To promote economic diversity and support economic growth.	New employment areas, existing employment areas, education section, retail section, transport sections.
		Thetford SO3: To address Thetford’s current infrastructure deficits, plan for new infrastructure and ensure it is delivered with growth and not after. This includes utilities, education, sport, police, health and green infrastructure.	Thetford Urban Extension section, green Infrastructure sections, water sections, energy and carbon sections, social infrastructure sections.
		Thetford SO4: To strengthen Thetford as a place for shopping, work, services and leisure. Balancing housing, employment and service growth to promote self-containment.	Retail section, town Centre section, indoor sports section, transport section.
		Thetford SO5: To regenerate the town centre as a focus for retail, services and leisure, including improving its evening economy offer.	Town centre section, retail section, transport section.



		<p>Thetford SO6: To address the most severe pockets of deprivation in Thetford’s residential and employment estates, through physical, social and economic regeneration projects.</p>	Existing estate (employment and residential) section.
		<p>Thetford SO7: To ensure that all development contributes to the improvement of health and the reduction of disparities in health and that negative impacts on health are avoided or effectively mitigated.</p>	Healthy lifestyles section, health facilities section, walking and cycling section, allotments, indoor sports.
Environment	To protect and enhance, as appropriate, the natural and historic assets of the Thetford area.	<p>Thetford SO8: To conserve and enhance where appropriate the quality and distinctiveness of the biodiversity, geology and landscape setting of Thetford and ensure growth respects such features.</p>	Green infrastructure section, Gallows Hill section.
		<p>Thetford SO9: To protect and where appropriate enhance the heritage assets and townscape of Thetford and require new development to meet high quality design standards.</p>	Green infrastructure section, Gallows Hill section, town centre section, existing buildings section, design principles.
Natural resources	To make Thetford play its part in protecting the environment and in tackling climate change.	<p>Thetford SO10: Development to be an exemplar for efficient use of resources (eg energy, water, building materials).</p>	Energy section, water section, BREEAM section.
		<p>Thetford SO11: To reduce greenhouse gas emissions, mitigate and adapt to the effects of climate change.</p>	Energy section, BREEAM section, transport sections, green Infrastructure, flood risk and SuDS sections.
Accessibility	To enhance accessibility to services to reduce need to travel and inequalities in access.	<p>Thetford SO12: To turn around Thetford’s current heavy reliance on the car to more sustainable forms of transport whilst ensuring good accessibility for all to jobs, facilities and services (including green infrastructure) in Thetford.</p>	Transport sections, design principles.

Table 5.1 Objectives of the Thetford Area Action Plan



6 Plan Area

Boundary of the Thetford Area Action Plan

6.1 The boundary of the TAAP identifies areas to which the policies and land allocations contained in this document apply. It is a requirement of Area Action Plans to set a boundary. The boundary is shown over the page.

6.2 This does not mean that the whole area will be developed or that every area within that boundary will see development. Some areas are protected and development in others is not promoted through this Plan for a variety of reasons. The area proposed for development is shown on the Policies Map.

6.3 The TAAP boundary covers parts of parishes other than Thetford (including Croxton, Kilverstone and Brettenham). The settlement boundary and TAAP boundary are different. The boundary of the TAAP is larger because some proposals in the TAAP (such as the Thetford Loops and some green infrastructure proposals) extend beyond the settlement boundary within which housing and employment are to be located.

6.4 It is important that Thetford is seen to lie within and as an integral part of its surrounding landscapes, environment and communities.

Policies Maps

6.5 The Policies Maps show land allocations made in this document, the settlement boundary, plus any saved policies from the outgoing Local Plan which remain relevant, and highlights other areas discussed in the TAAP. The policies maps can be found on the LDF pages of www.breckland.gov.uk and include:

- a town wide map;
- a separate town centre inset map;
- the Breckland Proposals Map; and,
- the legend.

Settlement Boundary

6.6 Settlement boundaries are a policy which delineate in plan form coherent and established built up areas. The purpose of the settlement boundary is to consolidate development around existing built up communities where further development, if properly designed and constructed, would be incongruous nor intrusive because of the size of the settlement.

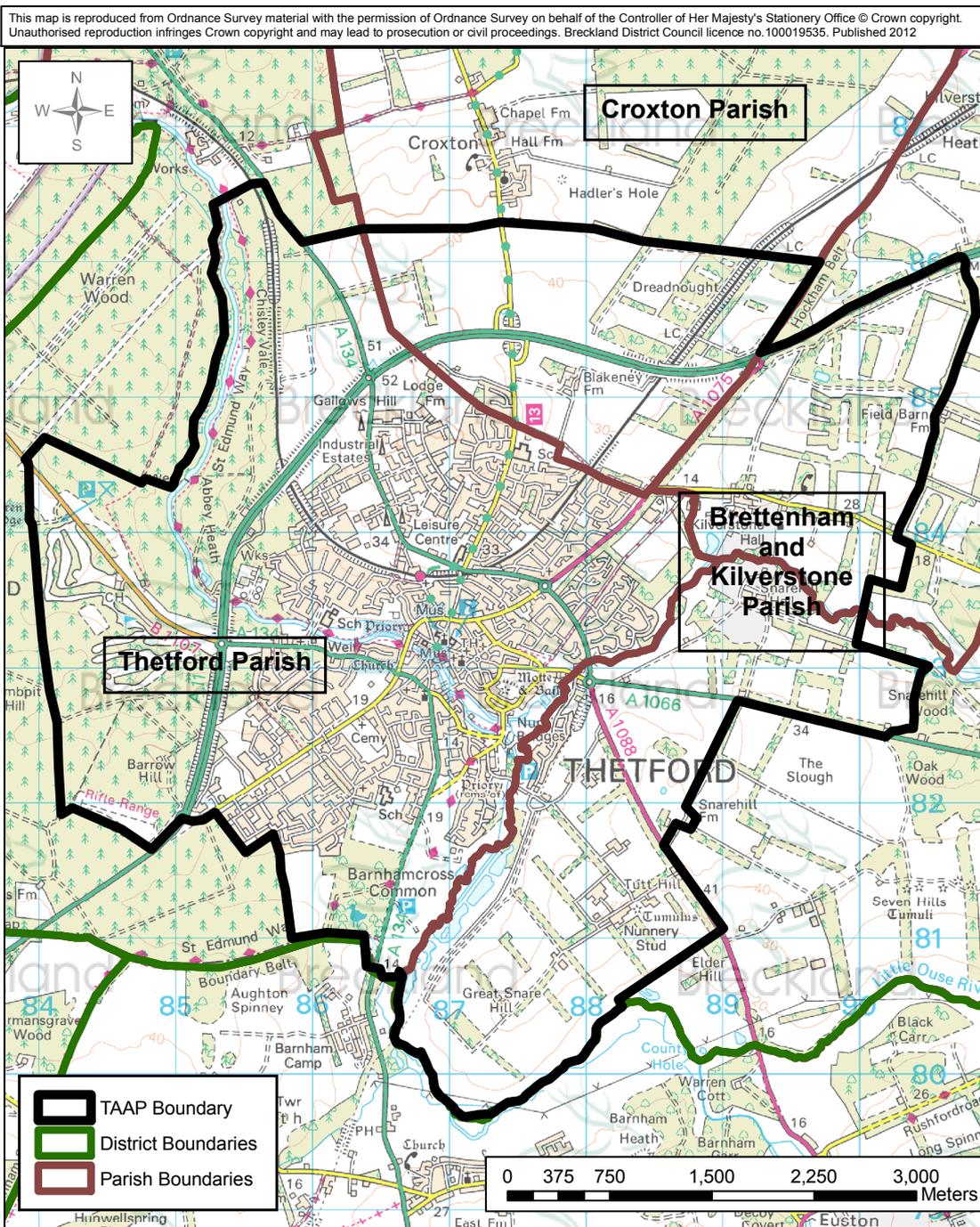
6.7 The Core Strategy rolled forward the settlement boundary from the outgoing district-wide Local Plan but acknowledged that this would be reviewed through subsequent DPDs. In this case, the revised Thetford settlement boundary is included within the TAAP.

6.8 The settlement boundary for nearby Croxton village will be set out in the Site Specific Policies and Proposals DPD that is being prepared separately by Breckland Council. There is no separate settlement boundary for Kilverstone or the settlements of Brettenham and Rushford.

6.9 Please see 28 'Settlement Boundary' for the Settlement Boundary policy.



Adopted Thetford Area Action Plan DPD: Historic Past, Healthy Future



Map 6.1 Boundary of the Thetford Area Action Plan.



Development North of the A11

6.10 At this stage, Breckland Council remains of the view that allocations for residential, retail and employment development to the north of the A11 will not form part of the TAAP proposals. This is set out clearly in the adopted Core Strategy and endorsed by Inspectors considering that document. There has been no material change in the justifying reasons to consider land north of the A11 for built development in this TAAP.

6.11 The reasons include (in no order of priority):

- A key national site for the beetle *Ophonus laticollis* is near Gallows Hill, Thetford (Croxton Hall Farms), north of the A11 where the beetle lives on ESA arable margins and in the adjacent uncultivated field edges. On the basis of decline, the species became a Priority Species in the UK Biodiversity Action Plan process;⁽²⁰⁾
- Transport: Housing and employment development to the north of the A11 would inevitably encourage greater car use, contrary to national and local policies and harming the strategic function of the A11;
- The A11 would also act as a potential barrier to encouraging sustainable modes of travel;
- Croxton Village: Potential issues regarding coalescence of Thetford and Croxton village;
- Housing/employment to the north of the A11 would be likely to result in an isolated satellite development not well connected physically or as part of the community of Thetford;
- Landscape and views: The Green Infrastructure Study (Land Use Consultants, 2007) highlighted the landscape of the area around Croxton village as rural and tranquil in nature. It recommended that development should respect existing skylines and elevated views, most notably from Croxton and the A1066, and the horizon/skyline features of these views, such as woodland blocks and scots pine windbreaks, in addition to the lowland valley location and context of Thetford. Housing/employment north of the A11 would be contrary to this advice; and,
- Breckland SPA: housing and employment development to the north of the A11 is likely to be near to the Breckland SPA.

20 MONITORING OPHONUS LATICOLLIS AT GALLOWS HILL, THETFORD, Dr. Mark G. Telfer, February 2009



7 Presumption in Favour of Sustainable Development

Policy TH 1

National Planning Policy Framework - Presumption in Favour of Sustainable Development

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work pro-actively with applicants jointly to find solutions which mean that proposals can be approved wherever possible and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision, then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- i. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- ii. Specific policies in that Framework indicate that development should be restricted.



8 Town Centre and Retail

Policy TH 2

Approach to the Town Centre

The primary shopping area as identified on the Policies Map will be the focus for new comparison and convenience retail and commercial leisure uses. Complementary office, cultural, educational and community-related uses will be appropriate given the need to strengthen Thetford town centre.

Within this core area the priorities include maintaining vibrant high street activity and giving priority to pedestrian and cycling permeability.

The key sites for development and change in the primary shopping area are:

- the Carnegie Room;
- Tanner Street Car Park;
- Riverside Walk;
- Minstergate; and
- the Riverside Regeneration Area (Bridge Street Car Park).

Proposals to redevelop or enhance the Riverside Walk development and the relationship of the site to the waterfront and the Riverside Regeneration Area will be dealt with positively.

Elsewhere within the town centre a further key site is the Thetford Retail Park. This will be an area where the intensification of retail activity and new commercial leisure will be permitted as well as improved walking and cycling links.

The public realm across the town centre will be improved through a consistent approach of creating a clear sense of place and a better defined street hierarchy with enhanced linkages which improve shopper and visitor circulation around the town. Development proposals together with activities of various agencies and utilities will be expected to contribute towards a general de-cluttering of the streetscene together with improved signage and street furniture which enhances the experience of being in the historic Thetford town centre.

Across the town centre, car parking provision will be provided in a way which seeks to increase the relative proportion of short-stay spaces and providing these in concentrated, specific centralised locations which result in positive changes to the movement of town centre visitors on foot.

Town Centre - Guiding Principles

The following key planning objectives will apply to all development proposals within the town centre as defined on the Policies Map. These objectives complement the more general objectives in the Core Strategy.

- a. Create a balance and mix of uses within key sites around the town centre as a whole that helps to generate a varied and interesting urban environment;
- b. Create attractive and vibrant primary frontages, including appropriate building forms fronting these streets, with active ground floor frontages and proportionate heights;
- c. Allow for ease of access by sustainable modes of transport including bus priority measures and walking and cycling network improvements including the provision of safe and conveniently located cycle parking across the town centre;
- d. Create a network of public spaces in the town centre, including protection and enhancement of the river corridor;



- e. Deliver an attractive and safe urban environment with a strong sense of place through the high quality design of buildings and public spaces;
- f. Protect resident's quality of life and create new living environments of lasting quality;
- g. Design out crime; and
- h. Preserve and, where appropriate, enhance the historic and natural assets which exist in the town centre.

To help achieve these overarching objectives a Town Centre Masterplan/neighbourhood plan will be produced covering the area defined as the Town Centre on the Policies Map. The masterplan will be accompanied by a Health Impact Assessment of the approach to the town centre proposed in the masterplan.

Any Town Centre Masterplan/neighbourhood plan or town centre proposals will be expected to demonstrate how they will inform and/or respond to the town-wide surface-water management plan.

Reasoned Justification

8.1 At the broadest scale, Thetford town centre is now in direct competition with web-based retail and consumer services, larger out-of-town stores and other regional towns and cities all of which are vying for a finite supply of shoppers and visitors. At the more local level there are a number of physical issues such as the ageing of poor quality buildings and public spaces creating a difficult environment to attract shoppers and visitors. Notwithstanding these challenges the town centre will remain the starting point for accommodating the new retail, commercial leisure and cultural investment which will underpin the regeneration of the town.

8.2 Breckland Council, Norfolk County Council, Thetford Town Council and their partners (MTF) will produce a Town Centre Masterplan/neighbourhood plan to act as a catalyst in regenerating the town centre. The content of the masterplan will include reviewing car parking provision, consideration of surface-water management and informing innovative approaches to regenerating the riverside areas as well as providing assessment of the key redevelopment opportunities already identified in existing evidence reports. In setting out guiding principles for the town centre and a commitment to preparing a masterplan, the Area Action Plan will help to reverse the decline in the historic heart of the town and create a sustainable retail, leisure and residential environment for future generations.

8.3 The overarching strategy for the town centre is to halt the slow drift of activity away from the town centre by creating a series of anchors and concentrating footfall along the major shopping routes, notably King Street, White Hart Street, Minstergate, the Market Place, Well Street and the Riverside Walk (see Map 8.1 'Town Centre Opportunity Areas'). In these locations the focus will be on vibrant activity, public realm improvements and ensuring these are environments which are safe, attractive and appealing for people. This will require the use of planning policies in the Core Strategy which seek to protect existing retail activity as well as encouraging physical measures which will revitalise this core area, such as enhanced market provision, street cafés and improvements to public spaces. Changes would also seek to improve the evening economy offer in the town.

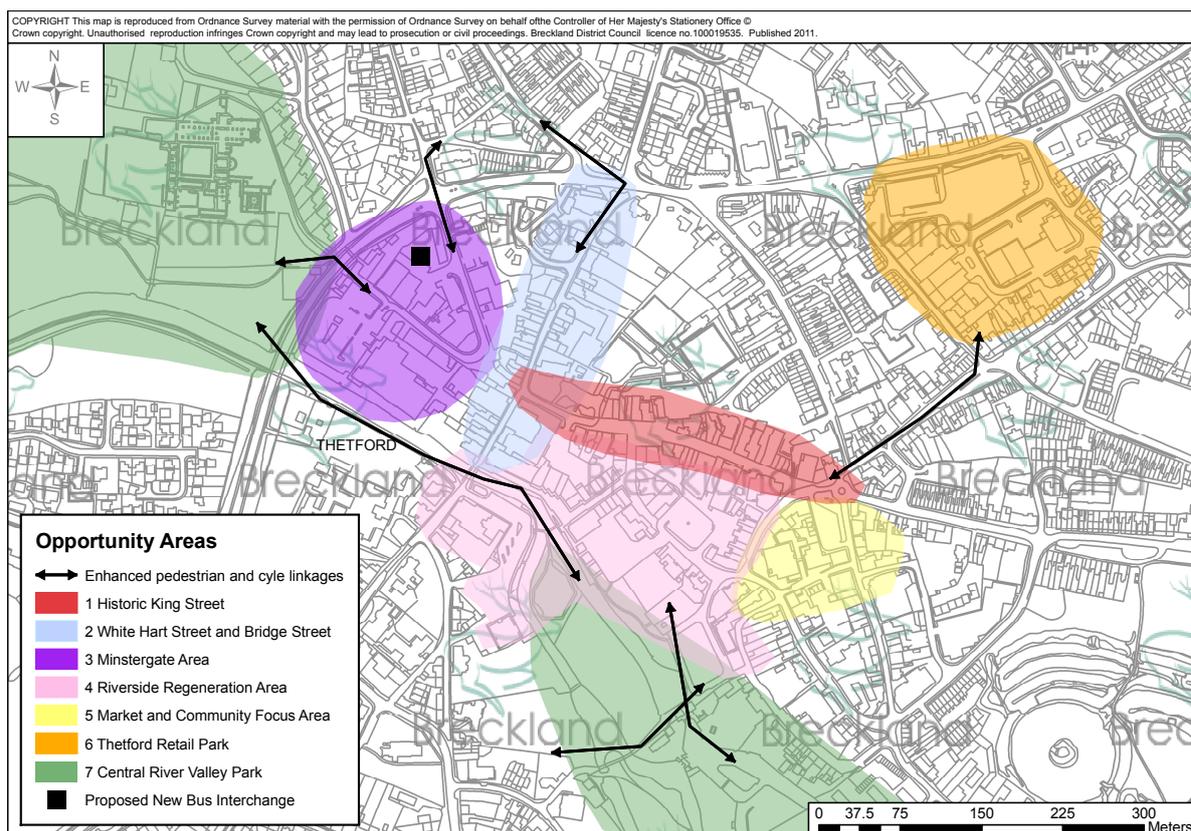
8.4 To the west of the town centre, the Minstergate area will accommodate the new bus interchange including the sensitive redevelopment and repair of the listed building on St Nicholas Street. Elsewhere within the Minstergate area there are other Listed Buildings and the retention and wider use of these buildings as a focus for cultural and commercial uses will be encouraged. In particular, with the increased footfall from the bus interchange facility, the intensification of existing retail properties will be favourably considered. To the north east of the town centre the Thetford Retail Park provides a location for a variety of uses including a small-scale supermarket, non-food retail and other commercial activities. Some parts of the site are vacant and others underused and further retail and commercial leisure activity could be accommodated. Pedestrian and cycling linkages to the core of the town centre would need to be improved.



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8.5 In other parts of the town centre, notably, Earls Street, Raymond Street, Guildhall Street, Castle Street and Magdalen Street, a more flexible approach to the town centre will be considered. In these areas, residential uses are already dominant with retail and office uses being ancillary. Further residential development in these locations will be considered favourably. The Local Planning Authority also recognises the potential of these areas to accommodate those uses which are encouraged to accessible locations but which may not increase footfall in the core areas of the town centre, but would be acceptable in predominantly residential areas, such as health facilities, vets, some financial businesses and office premises.

8.6 The Town Centre Masterplan/neighbourhood plan will be influenced by the adopted policies of the Breckland LDF, SFRA 2 (Scott Wilson, 2010), the draft Thetford Prospectus (Urban Delivery, 2010) and Breckland Retail and Town Centre Study (Nathaniel Lichfield and Partners, 2010). The Masterplan/neighbourhood plan will also be expected to utilise other relevant local documents produced by the Town Council, Breckland Council Moving Thetford Forward and Norfolk County Council. The fundamental aim of the Town Centre Masterplan/neighbourhood plan will be to produce an implementable plan to rejuvenate and reinvigorate the town centre, improving the public realm, access, parking and retail and leisure offer. The Masterplan/neighbourhood plan will expand on the guiding principles identified in the policy above as they relate to the specific opportunity areas. The Town Centre Masterplan/neighbourhood plan could form a Supplementary Planning Guidance (SPG).



Map 8.1 Town Centre Opportunity Areas

Car Parking

8.7 There are nearly 800 off-street public car-parking spaces in Thetford town centre. Observations show that demand currently approximates to capacity on weekdays and exceeds capacity at weekends, which leads to various issues. A car-parking strategy is required for the town centre which could form part of a future Town Centre Masterplan. It is proposed that the strategy should have the following objectives:



- Remove traffic from sensitive streets.
- Provide parking directly off approach roads: 'drive to, not through'.
- Provide preferential access to public transport (PT).
- Be numerically justified in relation to the PT accessibility of the retail area and the retail floor area.
- Provide for mobility impaired, bicycles, powered two wheelers, taxis and freight.
- Be affordable.

Surface-Water Management in the Town Centre

8.8 The Town Centre Masterplan will be prepared and considered against a Surface-Water Management Plan for Thetford, produced under the guidance of Norfolk County Council.

8.9 The geology and soils underlying sites in the town centre have the potential to be conducive for infiltration methods⁽²¹⁾. However, the presence of naturally high groundwater and thin clay layers could be a significant constraint. Given the limited area of the sites, it is likely that small-scale source control SuDS (Sustainable Drainage System) methods (e.g. soakaways) would be most appropriate. In the event that infiltration is not possible, source control and attenuation could be provided by green roofs, permeable paving reservoirs and/or water recycling. The proximity of the sites to the Little Ouse River should allow connection to the watercourse as long as the run-off rate is controlled to that of current conditions.

8.10 Thetford Town Centre is also located within a Source Protection Zone (SPZ), an area that recharges existing public water supply wells. The SuDS design will need to prevent possible groundwater contamination within the SPZ, by preventing infiltration of contaminated run-off. Therefore, SuDS attenuation techniques should be used, with a discharge (no greater than the rates prior to the proposed development) to the nearest surface water receptor (River Thet/Little Ouse). Due to the large roof areas associated with the development type proposed within Thetford Town Centre additional attenuation and water capture can be achieved effectively using source control measures such as rainwater harvesting and green roofs. These techniques should not be relied upon as stand-alone systems, but should be viewed as additional storage to ensure run-off control. It should be noted that proposals should be compliant and consistent with any future national SuDS standards and Norfolk SuDs guidance and the Interim Code of Practice for SuDS⁽²²⁾ or an appropriate successor document. SuDS design should be discussed with the relevant SuDS adoption agency.

8.11 If development proposals come forward in advance of a town-wide Surface-Water Management Plan, applications must provide evidence of meeting PPS25 requirement with their proposals. If development proposals come forward when a Surface-Water Management Plan for the Town Centre is in place, proposals must show how they meet the requirement of the SWMP and are consistent with Norfolk's Local Flood Risk Management Strategy when adopted.

Primary and Secondary Frontages

8.12 The Core Strategy, at Policy DC9, sets out Breckland Council's approach to protecting town centres. The Town Centre Inset Policies Map that accompanies this AAP shows the Primary and Secondary Frontages to which DC9 will be applied.

8.13 If, as a result of the Town Centre Masterplan, it is proposed to change the frontages in Thetford town centre, BDC will undertake a review of the Policies Map in accordance with policy DC9 of the adopted Core Strategy.

21 Level 2 Strategic Flood Risk Assessment, Scott-Wilson (2010)
22 http://www.ciria.org.uk/suds/pdf/nswg_icop_for_suds_0704.pdf



Policy TH 3

New Retail Development

In the period up to 2016, additional convenience floorspace capacity (around 330m² net) will be directed to sites within the town centre.

Breckland Council will consider the need to identify sites to meet Thetford's medium to long-term retail needs in accordance with the sequential approach. The identification of any sites to meet this long-term need will be considered through future reviews of this AAP. Other retail proposals in Thetford will be considered against the policies contained within the adopted Core Strategy and the requirements of national planning policy.

Out-of-centre retail proposals that jeopardise the potential to provide the shopping provision identified within the urban extension and/or undermine the vitality and viability of the town centre will not be permitted.

Reasoned Justification

8.14 The Core Strategy identifies Thetford for 7,000 - 7,500m² (net) comparison goods floorspace to 2018, which was based upon the findings of Breckland Council's Retail and Town Centre Study⁽²³⁾. However, the latest information contained in the 2010 Retail and Town Centre Study⁽²⁴⁾ indicates a range of lower capacity figures which mean that there is no need for Breckland Council to plan for further comparison goods floorspace in Thetford until after 2016. The latest retail study (2010) indicates that there is a projected floorspace requirement for approximately 3,800m² (net) of comparison goods floorspace by the year 2021. However, it should be noted that projections this far into the future are much less reliable than the short term projections (up to 5 years), and as such, this long-term potential to 2021 will require a careful assessment of its impact on the town centre. This will be considered through future reviews of this document. Therefore, beyond 2016 further comparison floorspace will be directed to town centre opportunities. Further information from the future Town Centre Masterplan will help inform the sites selection.

8.15 The latest retail study indicates limited need for further convenience goods (food) floorspace in Thetford until beyond 2016, principally due to existing stores and recent planning permissions granted. The Policy TH 31 'New Local Centre(s) in the Urban Extension', identifies the majority of new convenience goods floorspace to the Urban Extension so that a small foodstore as part of each Local Centre can serve the new population to the north of the town (i.e. up to one small foodstore per Local Centre). The remaining balance of convenience floorspace (around 330m² net) to 2016 could be met within Thetford town centre by further reducing retail vacancy or through reuse/redevelopment of other sites.

8.16 The draft Thetford Vision and Prospectus (undertaken by consultants Urban Delivery in 2010) identified a number of opportunities in the town centre for redevelopment/intensification that could accommodate further retail development as part of mixed-use schemes. The draft Prospectus indicates that these areas could make a contribution to improving the retail offer in the town centre and are suitable and viable for retail use.

8.17 The Council is also supportive of high quality commercial leisure schemes in the defined town centre where these would support the vitality and viability of the centre and regeneration initiatives.

23 Nathaniel Lichfield and Partners (2007)

24 Nathaniel Lichfield and Partners (2010)



9 Transport

Policy TH 4

Transport - Achieving Modal Shift

All new development (excluding minor householder applications) in Thetford will be required to contribute proportionally to a raft of measures necessary to achieve the modal shift from single occupancy car journeys to other forms of movement. Development which fails to contribute to relevant measures identified in this policy or directly prevents their implementation will not be permitted.

Early discussion should be had with the Local Planning Authority (BDC) and the Local Highways Authority (NCC) and the approach detailed in planning applications.

Promoters and developers are expected to look beyond their development and consider how the community access their site.

Thetford's modal shift will be achieved through the following measures:

- The delivery of a safe, convenient and direct walking and cycling network;
- The establishment and operation of a Smarter Travel Thetford Team to promote, deliver and monitor modal shift;
- The implementation of priority measures for pedestrians, cycles and buses within the highway network;
- The introduction of technology within new and existing residential and commercial development to increase awareness of public transport;
- Enhancements to the frequency, routing and facilities for local bus provision within Thetford;
- Enhancements to bus services to and from nearby settlements such as Attleborough, Bury St. Edmunds and Brandon; and
- Excellent integration between all modes of transport.

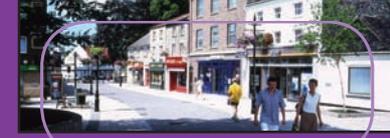
All new development (excluding minor householder applications) will be assessed in terms of its ability to contribute to the achievement of modal shift (including pedestrian and cycle accessibility and access to public transport), its impact on the road network and the environmental impact of traffic generated. Breckland Council will require mitigation measures to be provided to the satisfaction of the Local Transport Authority and Highways Agency where appropriate. The Council will also consult with neighbouring transport authorities where proposals have a demonstrable and significant cross-boundary impact.

Developers will either make direct provision of the necessary modal shift measures relating to their site or will contribute to an overall fund for the provision of these measures through forthcoming CIL (or S106 agreements prior to 2014) mechanisms. A mixture of the two approaches may also be acceptable.

Reasoned Justification

9.1 The policies in the TAAP seek to ultimately reduce the overall mileage travelled, cut unnecessary journeys and attain modal shift from single occupancy car use to more sustainable modes of transport.

9.2 The adopted Breckland Core Strategy at Policy CP4 recognised the transport implications arising from the growth and that development itself will have a primary role in directly delivering and funding wider transport improvements. The detailed Thetford Transport Study (Mott Macdonald, 2010) emphasises that a modal shift from single occupancy car use to more sustainable forms of transport will be required to achieve the following:



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- potentially save an individual money;
- improve health;
- reduce emissions from motor vehicles. This can help to address local air pollution and reduce contributions to climate change;
- accommodate the growth and regeneration proposals in the TAAP and consequentially ensure that transport infrastructure upgrades are at a scale and cost which will be viable and environmentally acceptable; and
- reduce motor traffic in the town. This could contribute to creating a more pleasant environment to live and work in.

9.3 The overall modal shift from single occupancy car journeys to other means of movement is ambitious and achievement is dependent on a sustained and coordinated approach involving measures to increase walking and cycling. The detailed Thetford Transport Study has identified a raft of measures which are identified in the policy and places great emphasis on improving the quality of bus provision in Thetford as being central to achieving local modal shift.

9.4 It is acknowledged that Thetford has certain characteristics that result in key challenges for instigating travel behaviour change. Specifically, these challenges are its relatively rural location and comparative lack of existing public transport infrastructure. However, there are also certain opportunities which must be exploited in the TAAP:

- The relatively compact geographical nature of the area;
- The high proportion of current car based trips under 10km which are an ideal target market for promoting walking and cycling and frequent bus provision; and
- The development of major housing and employment schemes which provide an opportunity to design in sustainable travel for some 11,000 new inhabitants and 5,000 employees (the majority of whom will also live in Thetford).

Walking and Cycling

9.5 The starting point to modal shift is walking and cycling. Map 9.1 'Walking and Cycling Network' identifies a critical walking and cycling network, referred to in the policy, which must be protected and enhancements delivered. These will provide safe and convenient routes for travel to work, schools and leisure and be integrated with public transport hubs and routes. Extensions to the network will be directly delivered through the major areas of change such as the Urban Extension, town centre regeneration, employment estate regeneration and residential estates regeneration. Elsewhere improvements will be secured through a combination of on-site delivery and financial contributions as part of planning proposals. Local authorities will also maintain, and where practicable, enhance the network through their own maintenance and asset investment programmes.

9.6 Norfolk County Council, have indicated the production of local cycling standards that combine the many standards already in existence from different organisations. Development of the cycling network will be expected to meet those standards.

Bus

9.7 In addition to the delivery of an improved walking and cycling network, the growth and regeneration of Thetford will deliver an enhanced level of bus provision for the town. Moving Thetford Forward are leading on the relocation and expansion of the bus interchange in the town centre by 2013 and this will be a catalyst for improved bus services. Modal shift to buses will be central to the successful transport strategy for the Urban Extension and policies elsewhere in this document outline site-specific measures for buses. Across the town a coordinated approach will be taken towards ensuring consistent improvements to bus infrastructure such as upgraded bus stops, enhanced frequency of bus provision and presentation of bus services. Where practicable this will be secured as part of a development. Elsewhere financial contributions will be sought including through forthcoming CIL (or S106 agreements prior to 2014) mechanisms.



9.8 In the early part of this Plan period (by 2016) a review will look into the frequency and routes of the existing bus services to surrounding settlements as well as potentially the affordability. The focus of this Review will be services to Bury St Edmunds, Brandon, Croxton Village, Diss, Attleborough and Snetterton Heath and if proved viable, even as far as Norwich (for education, health and shopping). In particular, given the provision of hospital and higher education facilities as well as shopping offer in Bury St Edmunds (although see Town Centre section) attention will particularly focus on evening services and the time of the last bus in either direction in a way that would avoid undermining the viability of existing bus services within Bury St Edmunds. The Review will also assess improving routes to include the Urban Extension as well as the new Bus Interchange in a logical order and also to stop on the radial routes out of town. Any review will include the bus operators and the cross boundary cooperation of local planning and transport authorities to ensure that public transport integrates well with planned growth and other local priorities such as enhancing rural activity.

9.9 A new bus service from Thetford to Attleborough and Snetterton Heath would naturally pass through the Urban Extension to the north of Thetford and the potential for such a service to connect to the new development needs to be maximised. The delivery of internal bus service improvements could be secured through subsidised services funded by the Urban Extension development as well as commercially-driven improved services reflecting the wider policies and activities aimed at securing modal shift. Residential and commercial developments in the Urban Extension are required by the policy to include the provision of such technologies that will enable residents and employees to access real-time information on local bus services. The TAAP does not prescribe a particular form of technology. The Masterplan and subsequent application for the Urban Extension are expected to include details on how this aspect of the policy will be achieved and how this will be operational from the occupation of the first dwellings and commercial premises. Such technology could be retrofitted to the rest of the town in order to aid modal shift towards the bus.

9.10 With regards to bus facilities, Breckland Council and partners will seek to facilitate the improvement of the existing bus facilities in the town to the required standard of the Urban Extension as detailed in Policy TH 26 'Buses' and the supporting text.

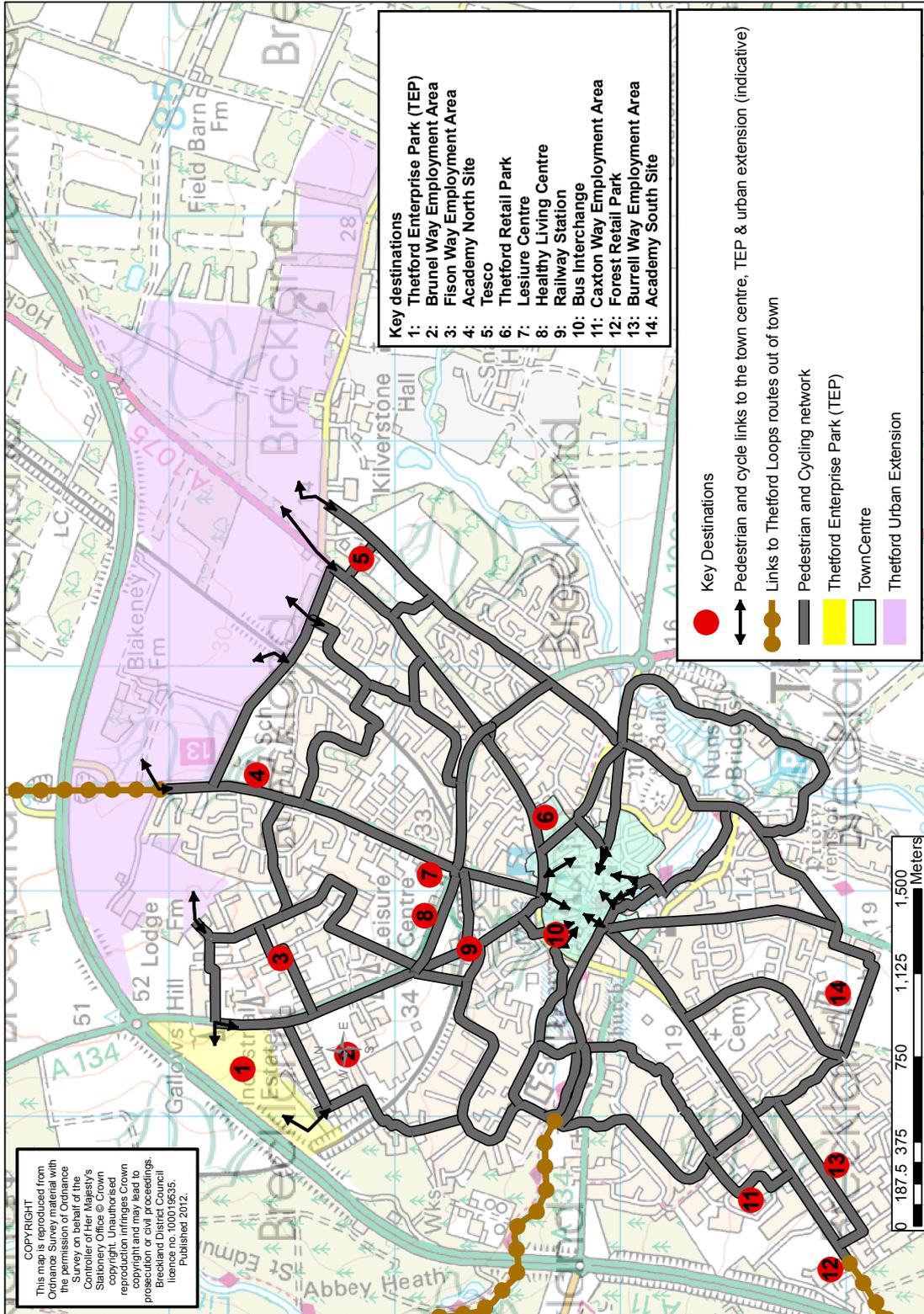
Smarter Travel Thetford

9.11 The efforts on walking, cycling and buses need to be underpinned by a well-designed smarter travel programme so as to fully deliver significant modal shift and achieve wider benefits on carbon emission reductions, decreased congestion and health. The detailed Thetford Transport Study recommends, as part of an approach to smarter travel choices, the establishment of a Smarter Travel Thetford (STT) programme based on the concept of delivering smarter travel initiatives which best meet and/or have propensity to influence local community travel needs. Such initiatives could include car sharing and car clubs as well as promoting walking and cycling.

9.12 A well developed, fully integrated STT programme can deliver real benefits in bringing about lasting behaviour change. Such a programme could not only help accommodate the proposals in this TAAP but could also improve travel options and overall connectivity for the wider area. Smarter travel programmes have already demonstrated good results both in the UK and further afield.



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Map 9.1 Walking and Cycling Network



9.13 The overarching responsibility of the STT is to coordinate town-wide smarter travel measures. Particular attention will be given to assessing the travel plans of the Urban Extension and other major developments to ensure there is a coordinated approach in travel planning activity between the specific measures for these schemes as well as the wider promotion of travel planning especially within destinations such as employers, retail and service providers. The STT will be responsible for the overarching communications and awareness campaign to promote the smarter choices measures on a town-wide basis. The STT will also be responsible for ongoing monitoring of the delivery and impact of the programme. Smarter travel is resource intensive and therefore provision for a dedicated, proactive, community-orientated team to work on the smarter travel measures will be essential. The engagement of the local community within this programme is critical to its success and this will only be possible with the input from a strong and dedicated team. There is also a significant number of key stakeholders within the area that are vital for successful implementation of a Smarter Travel Thetford programme. These include local community groups and resident's associations as well as the business community.

9.14 The objectives of the STT are neatly aligned with those of Sustrans' *Call for Action*⁽²⁵⁾ - upping the pace to achieve a cost-effective transition to sustainable local travel by 2020. The objectives which are relevant are:

- Encourage people to change their travel behaviour;
- Create safer and attractive walking and cycling conditions;
- Increase public transport usage by improving and integrating services;
- Ensure that planning policy and practice reduce the need to travel; and
- Increase spending on sustainable travel.

9.15 The STT will be established in the first phase of this Area Action Plan (by 2016) so as to coincide with the occupation of the first new homes and businesses. Norfolk County Council, Breckland Council, Thetford Town Council and the NHS will all be involved and contribute to the setting up and running of this team although the significant majority of the funding for STT will be secured from development through either a S106 agreement or successor CIL arrangements.

25 <http://www.sustrans.org.uk/about-sustrans/call-to-action-for-2020>



Policy TH 5

The Impact of Change on Pedestrians, Cyclists and Buses

Any type of development which adversely affects the movement of pedestrians, cyclists and public transport will not be permitted.

All traffic management schemes, residential development over 5 dwellings and commercial development over 500m² will be required to identify, as part of their planning application, how all types of pedestrians, cyclists and buses are affected by the scheme and how they access or leave the scheme to determine if the provision is adequate and beneficial to these sustainable modes of travel.

Reasoned Justification

9.16 The Transport evidence base for Thetford (Mott Macdonald, 2009 and 2010) highlights the transport-related issues the town is likely to experience, even without the proposed growth. Thetford is identified as a "Healthy Town" and there is an emphasis to get people to move more and live a healthier lifestyle. However, there is high single occupancy car use in the town and as a consequence significant effort is required to get modal shift to more healthy and environmentally acceptable modes of transport.

9.17 The town of Thetford will undergo many changes over the coming years ranging from small scale residential development to the construction of entire neighbourhoods, town centre regeneration and wider improvements to the internal highway network. Pedestrians and cyclists and buses must not be adversely affected by any changes that happen in Thetford. Consideration must be given to these modes of transport early on in any design process.

9.18 Examples of adverse impacts which the assessment seeks to avoid include:

- i. Considering the movement of pedestrians and cyclists in areas of new traffic management schemes in Thetford (for example those identified in Policy TH 29 'Improvements to the Local Road Network');
- ii. Avoiding obstacles in the way of pedestrians and cyclists (for example inappropriate barrier arrangements); and
- iii. Protecting permeability by pedestrians and cyclists as areas change (such as existing residential estates, existing employment areas and the Town Centre).

9.19 The effect of these schemes on how pedestrians, cyclists and buses move now and how they move, arrive and leave after the scheme is completed needs to be understood in order to not deter such modes of travel. The transport strategy for the TAAP is predicated on challenging levels of modal shift; therefore, a specific policy response to maintain the attractiveness of walking, cycling and public transport during a period of significant development and change in the town is required.

9.20 The Local Planning Authority encourages the assessment to be undertaken after the preliminary design stage. Suitable mitigation against any negative effects and maximising the positive effects can then be identified and incorporated into subsequent stages of design work in order to improve on the preliminary design. Evidence of such an assessment and how the findings have informed the final design should be provided as part of the design and access statement accompanying the Planning Application.

9.21 Such improvements could see the provision of bus, cycle or pedestrian priority measures at junctions, such as advanced cycle stop lines.

9.22 The term pedestrian is to be interpreted in its widest extent and applies to such members of the community as able bodied, people with pushchairs or young children, disabled people or those using mobility scooters.



Policy TH 6

Thetford Bus Interchange

Land is identified between St Nicholas Street, Minstergate and London Road on the Policies Map for a new Thetford Bus Interchange.

Subject to statutory approvals the bus interchange will provide for 5 bays with covered waiting areas, public toilets, real-time public transport information and automated ticket vending.

The former warehouse of Charles Burrell (more recently used by Cosy Carpets) which is a Listed Building currently in a derelict state will be refurbished and brought back into beneficial use with occupiers compatible with its Town Centre location adjacent to a significant transport node, although not necessarily used as a function of the bus interchange.

Access to the proposed Bus Interchange will seek to minimise pedestrian, cyclist and vehicle conflicts, in particular along Minstergate which has a significant number of pedestrian movements to and between the adjacent retail units, the town centre and London Road subway. The traffic light junction at London Road will be improved to cater for the additional pedestrian and vehicular demands that will arise.

Reasoned Justification

9.23 It has been a long term aspiration to improve the bus station facilities in Thetford. The existing site is constrained by adjacent buildings (one of which is listed), flood zones (along the river frontage) and by the presence of a Scheduled Monument. If building demolitions occurred to achieve a suitable site assembly for an improved bus interchange at the riverside regeneration area, the regeneration potential of this important town centre site and the opportunity it provides to significantly enhance the river frontage and wider revival of the town centre would be compromised.

9.24 The proposed site for the new bus interchange between Minstergate and St Nicholas Street is an appropriate and sustainable location close to existing services and facilities, with adequate space to accommodate all existing and proposed buses that service Thetford. A planning application that includes technical evidence to demonstrate the deliverability of this scheme is due for submission in 2011 and the earliest a new bus station/interchange could open is during the 2012/13 financial year. Whilst the proposed site is not wholly within public ownership, discussions are progressing with the owner(s) with a view to securing ownership. If this can not be achieved through mutual agreement, then consideration will be given to the Compulsory Purchase of the site.

9.25 The former warehouse of Charles Burrell will be repaired and improved as part of the bus interchange project. Whilst it is unlikely that the building will be needed as part of the functioning of the new bus interchange, its end use will be compatible with that of a town centre location with the building's conservation providing a positive contribution to the character and distinctiveness of the local environment. It is expected that any redevelopment of this site will preserve and/or enhance the historic assets of the area, including the listed buildings, Conservation Area and archaeological deposits. The new bus interchange is a destination on the walking and cycling map as shown at Map 9.1 'Walking and Cycling Network'



Policy TH 7

Thetford Railway Station

Proposals for increased use and improvements to Thetford Railway Station will be promoted and supported whilst respecting the amenity of nearby residents.

(a) Main Station Buildings

Proposals for the main station buildings will be permitted where these:

- i. result in the active use of the existing vacant station buildings;
- ii. promote appropriate conservation and repair of listed buildings including curtilage listed buildings and structures;
- iii. deliver viable, new and improved access between platforms for all users;
- iv. improve essential railway station services and facilities (waiting rooms, toilets, hours of opening etc);
- v. improve walking, cycling and bus connections to the station from around the town, especially between the proposed new bus interchange and the railway station;
- vi. consider any impact on Station Road;
- vii. increase the amount of cycle parking; and
- viii. consider an increase in car and taxi parking provision if the need is proven, within the zone of search identified on (Map 9.2 'Area of Search for Parking at Thetford Railway Station').

Proposals for development within classes A1 (shops), A3 (restaurants and cafés) and B1 (offices) of the Use Class Order (as amended), will be permitted if they result in the active use of the station buildings.

(b) Ancillary Building to the West of the Main Station Buildings

Proposals for the ancillary building to the west of the main station buildings will be permitted where these:

- i. result in the active use of this building;
- ii. promote appropriate conservation and repair of this curtilage listed building;
- iii. contribute proportionately to the delivery of a viable, new and improved access between platforms for all users;
- iv. consider any impact on Station Road;
- v. will not be affected by railway operations or designed in such a way so as to not be affected; and
- vi. do not impact on the workings of the station, including the car park and taxi rank.

Proposals for development within classes C3 (Residential), A1 (shops), A3 (restaurants and cafés) and B1 (offices) of the Use Class Order (as amended), will be permitted where they result in the active use of this station building.

Reasoned Justification

9.26 Thetford Railway Station is a grade II listed building, which includes curtilage listed buildings and structures, some of which are vacant and underused. The provision of appropriate conservation, repair and re-use of these buildings is encouraged to provide a positive contribution to Thetford's local character and the distinctiveness of its historic environment. Furthermore, the enhancement of the historic environment together with the provision of ancillary retail or leisure proposals would be positively supported providing that conflict does not arise with the retail policies of the Thetford Area Action Plan, the adopted Core Strategy and National Planning Policy.



9.27 Thetford Railway Station will be a key destination and origin in the walking and cycling network as well as on the public transportation route. Improvements to these networks will aid access to the railway station from around the town. However, to secure the objective of significant modal shift, there is a need to enhance facilities such as cycle parking at key public transport connections such as the railway station.



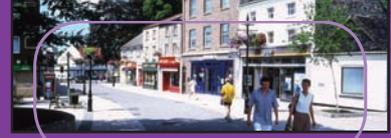
Picture 9.1 Thetford Railway Station

9.28 Thetford Railway Station's catchment is split into two main types, a walk-up element comprising some 44% of demand originating within 1.2 km of the station, and a substantial drive-up element, many of whom travel substantial distances, often more than 15 km to park at the station and catch the train to their destinations. Whilst evidence suggests that car parking at the station is not currently at capacity, as the town grows demand could increase⁽²⁶⁾. The zone of search as illustrated in Map 9.2 'Area of Search for Parking at Thetford Railway Station' identifies the area within which Breckland Council (in conjunction with partners) will investigate opportunities for a review of car parking provision if a need is proven. If increased car and taxi parking provision are required resulting in the loss of existing important uses (e.g. a business or allotment land), Breckland Council will work with the occupiers and site owners to find an alternative site of at least equal quality, quantity and convenience. Any proposals for such a change in land use will require full justification, evidence of liaison with those potentially affected as well as the identification of an alternative site. Any potential improvements will be subject to an appropriate transport assessment. With regards to allotments, proposals will be assessed in accordance with Core Strategy Policy DC11 on Open Space.

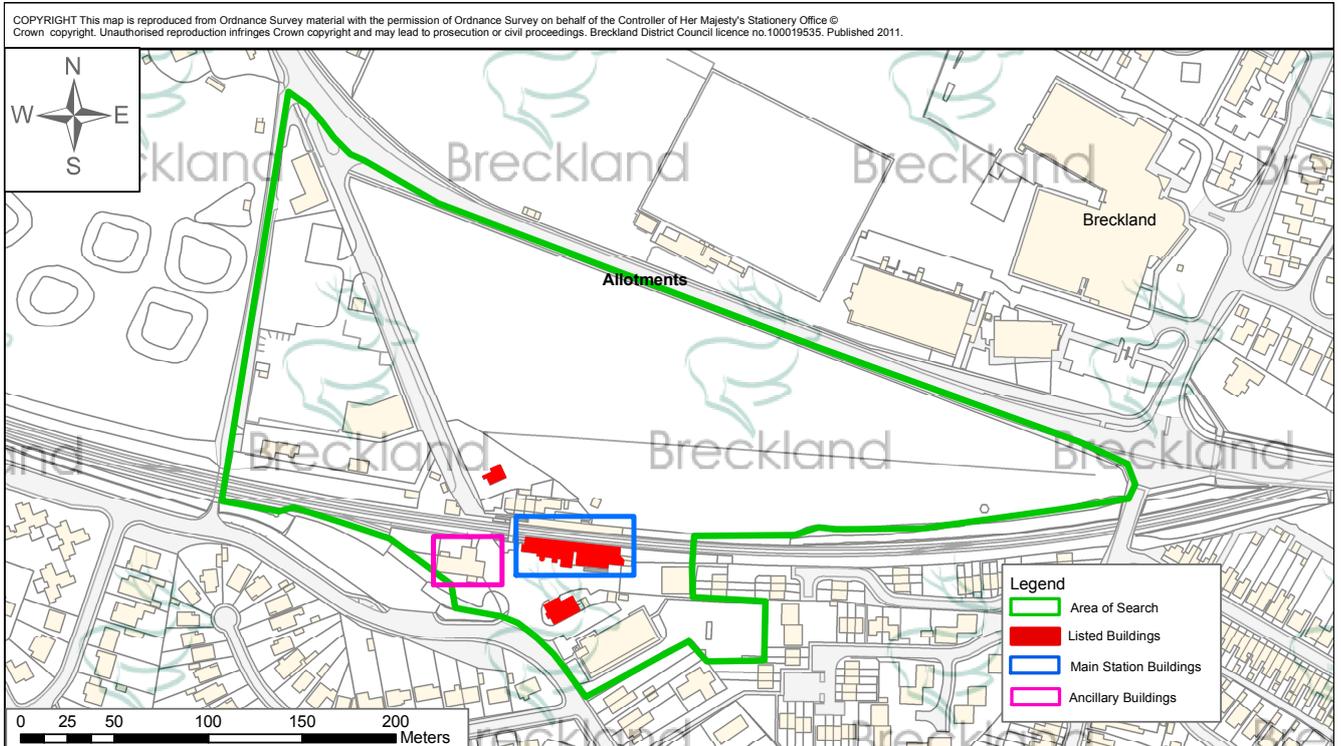
9.29 Thetford Railway Station is used more for journeys originating from the town other than for incoming journeys to Thetford as a destination. The most important destination is Norwich, to which there appears to be a significant commuter flow, though other destinations which can be reached without a change of train from Thetford includes places such as Cambridge and Ely. There is also demand for longer-distance journeys, other than London that can be reached without interchange.

9.30 Improvements to the access between platforms and facilities at the station need to consider and provide for all disabled users. Additionally, a review of hours the facilities are open to the public is needed to ensure the railway station meets the needs of the growing town.

9.31 The Local Transport and Planning Authorities will continue to work with all applicable bodies to secure improvements to all of the rail services from the Thetford Railway Station and to ensure any enhancements for all users are delivered over the plan period to create a transport gateway to the town which meets modern expectations whilst respecting its historic context.



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10 Healthy Lifestyles

Policy TH 8

Healthy Lifestyles

All net new development (excluding minor household applications) will be expected:

- to demonstrate that appropriate steps have been taken through its design and construction and implementation to avoid or mitigate potential negative effects on the health of the population;
- to facilitate enhanced health and well-being through the provision of conditions supportive of good physical and mental health (such as enabling physical activity); and
- to reduce, where possible, disparities in health between different parts of Thetford by addressing detrimental environmental social and economic conditions.

Developers will be expected to complete and submit the following with planning applications:

- i. Health Impact Assessment for large and complex proposals;
- ii. A Healthy Urban Planning Checklist for development of 5 dwellings/1,000m² non residential or more.

Reasoned Justification

10.1 Thetford is recognised within the Norfolk Joint Strategic Needs Assessment as being an area of relatively poor health in relation to county and national norms. The area demonstrates higher incidences of illnesses such as diabetes, coronary heart disease and mental health problems which are commonly associated with higher levels of social deprivation. Accordingly, NHS Norfolk and Breckland Council made a successful bid to the Department of Health for Thetford's inclusion within the national "Healthy Towns" programme: a £1.8m programme aimed at tackling high levels of obesity through improvements to the planned environment, as well as services aimed at promoting physical activity and improving diet.

10.2 Improving the health and well-being of the community is a priority of Breckland Council's Sustainable Community Strategy and Thetford Healthy Town. Health is influenced by social, economic and environmental conditions and planning policies have a significant role to play in creating the conditions for improving health. Accordingly, proposals for development will be screened to ensure insofar as is possible, they will contribute to improved health outcomes for all and that negative effects are avoided.

10.3 Major development will be subject to the most comprehensive screening which, in the case of particularly large complex development and those that have clear health implications, may take the form of a formal Health Impact Assessment (whether or not such an application also requires an EIA). In such cases the developer will be required to commission such an assessment from an independent and reputable body.

10.4 Health Impact Assessment is a well-established and widely used range of techniques. The purpose of HIA is essentially to systematically check that a policy or project will not have unforeseen and negative effects. Approaches to HIA may range from a quantitative emphasis, relying heavily on epidemiological analysis to a qualitative analysis, drawing on community or stakeholder perceptions, or a combination. The methodology should be agreed with the NHS Norfolk/NCC Public Health at an early stage.

10.5 The Thetford Urban Extension, improvements to the town centre, changes to existing residential estates and changes to existing employment areas will result in *significant change*. As such, Breckland Council requires a HIA to accompany applications for such large and complex proposals.



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10.6 In other cases development will be appraised using the Healthy Urban Planning Checklist that encompasses all the potential health implications of development. This is to be part of the local validation list as this will allow for changes to the check list in the future without needing to change the TAAP as experience of using the checklist changes with time.

10.7 The HIA/checklist can be completed at both the outline and detailed planning application stage, however applicants will have to prepare sufficient detail at the outline stage to enable health impacts to be assessed.



11 Emergency Services

Police Facilities

11.1 The Thetford Police Station provides a current base for the Thetford Safer Neighbourhood Team. The Police Station has recently been extended and is expected to cater for the town's growing demand over the next 10 years. The Custody Suite is being moved to Bury St. Edmunds as part of a joint Private Finance Initiative (PFI). As such, there could potentially be enough space to accommodate the growth with a 2 storey extension. Parking for personal and service vehicles could be an issue, but travel planning presents a solution given the relatively central location of the Norwich Road Police Station.

The Police Response Team for Thetford

11.2 The Police Response team (answering 999's) for Thetford and much of the Breckland area will grow as a result of the growth in the area and with potential increased vehicular usage from the new development and Town centre, this function would be better located on a new site near the A11, on an employment site.

11.3 Breckland Council prefers locating the Police Response Team for Thetford in an existing employment area as this has the potential to bring into use a vacant unit and could act as a catalyst for change in the area.

11.4 This approach could be seen to not necessarily be in accordance with the Core Strategy Policy DC6; however, Breckland Council sees such a land use as complementary to an Employment Area and therefore promotes this land use as an acceptable one in Employment Areas in Thetford.

Existing Thetford Police Station

11.5 The Police would want the front desk function of the station to be located in the centre of Thetford. Due to the estimated number of dwellings in the Thetford Urban Extension and growth of and potential changes to the town centre, the Police expect the Safer Neighbourhood Teams (SNT) and Protective Services functions to grow and take up more space and car parking at the existing Thetford Police Station.

11.6 As the SNT is managed as one team for the whole of Thetford, the Police would wish for Officers to continue to be deployed from the existing Thetford Police Station located on Norwich Road. This has benefits for town centre access and the management resource required to supervise the team. The future changes to the site give the opportunity to improve the design and environmental performance of the Police station.

11.7 The delivery section of this document sets out the funding situation and the role/potential for developer contributions. Existing deficiencies with the police station will need to be remedied from existing revenue sources. However, with an expanding population, additional service provision and facility capacity will be required and in accordance with policy CP4 of the Core strategy, a developer contribution will be sought.

Fire and Ambulance

11.8 The planned expansion of Thetford will have a significant impact on the number of emergency calls. The existing Fire Station, which has a full time crew Monday to Friday and is covered by retained staff at the weekend and at night, is outdated and not ideally situated to accommodate the planned expansion, which is predominantly to the north of the town. This will have an impact on the ability to respond efficiently due to its central location. All the Emergency Services are in discussion over the possibility of relocating to a single site to best accommodate the planned growth in Thetford. The Fire Service will be working collaboratively with the other emergency services in order to deliver the above scenario.



12 Biodiversity and Green Infrastructure

Policy TH 9

Monitoring and Management of Key Biodiversity Sites

(a) Sustainable management of key biodiversity sites

Breckland Council will work with relevant agencies and bodies to continue to commit resources and effort to the management of key biodiversity sites, with priority given to those within 7.5km of Thetford with public access.

(b) Managing the potential urban effects on key biodiversity sites

All net new development (excluding minor household applications) will be required to make appropriate contributions through CIL (or S106 agreements prior to 2014), towards mitigating urban effects on key biodiversity sites. Breckland Council will seek contributions towards the following measures:

- the review of management plans as a result of the proposed growth;
- the monitoring of the impact of recreation and urban effects resulting from the changes in Thetford on the qualifying features of key sites; and
- the management of key sites in response to visitor pressure and urban effects.

Reasoned Justification

12.1 Breckland Council's overarching approach to the natural environment is contained within Policy CP10 of the adopted Core Strategy, which this policy should be read alongside. Thetford is surrounded by habitats of local, national and international importance, many of which have public access. The key biodiversity sites to which this policy refers include Breckland Forest, Breckland Farmland, Barnham Cross Common, Thetford Heath, Thetford Golf Course and Marsh, East Wretham Heath, Bridgham and Brettenham Heath and Elm Road Field. It is essential that these sites are protected from any potential adverse effects the growth and regeneration in Thetford may cause. Breckland Council is supportive of the principle of working collaboratively with those adjoining planning authorities in the SPA. Furthermore Breckland Council is willing to work in partnership, preferably through an independent management body, to coordinate development contributions in respect of biodiversity management and implement appropriate mitigation. Evidence⁽²⁷⁾ indicates that Thetford Forest and heathland areas are regularly used by local communities as their local greenspace and further population increase may result in further 'urban effects' on those sites in proximity to the town.

12.2 Urban effects can include a range of impacts such as eutrophication (e.g. from dog fouling), trampling, increased fire risk, habitat damage from recreational impacts (such as biking, off-road vehicles, etc), introduction of alien plants, litter, fly-tipping, air pollution from traffic and cat predation. Proximity to urban centres and high population pressure means these impacts are all exacerbated and as a result particular management measures are often required. The Habitats Regulations Assessment (HRA) considered the need for the Council to exercise caution as part of the TAAP as there is the potential for future disturbance effects from visitors located up to 7.5km from Breckland SPA forest components with Woodlark and Nightjar. Therefore, the policy seeks to reflect the fact that agencies will need to work together to monitor and manage key biodiversity sites as an early warning system to ensure that no adverse effects occur in future as the town develops.

27 Visitor Survey Results from Breckland SPA (Footprint Ecology) (2010)



12.3 At present the understanding of the extent of any impact from recreational disturbance is not complete and therefore a precautionary approach is required. It is important that increased visitor numbers and general urban effects do not adversely affect these sites. This may require a range of counteracting measures including reduced or more highly managed access and the provision of alternative areas for local greenspace. In the first instance further monitoring is required to understand any impacts arising from recreational access levels, particularly whether Woodlark and Nightjar bird species are avoiding suitable habitat which experiences frequent visitor numbers.

12.4 Thetford is not the only area of growth likely to have an effect on the key sites listed below and therefore coordinated monitoring is required to address the cumulative impacts on these sites. Where it is shown that development is having, or likely to be leading to, an adverse effect then appropriate and reasonable action must be taken to mitigate these effects. The scale and scope of mitigation and site management will be informed by monitoring work and is likely to focus on methods to deflect visitor numbers. A specific Bird Access and Monitoring Framework is provided which will set out a programme of monitoring to act as an 'early warning system' to ensure adverse effects do not occur and trigger any necessary mitigation.

12.5 Mitigation measures could take a number of forms specific to the issues associated with the site. In general, managing urban effects is likely to require one or more of the following:

- Mobile wardens/ranger staff with a remit focused on access management and promoting responsible access;
- Close work with local conservation staff and the local emergency services to ensure rapid response to fires and to any illegal activity;
- Provision of dog bins at suitable locations around the Thetford sites;
- The provision of suitable areas for dog walking and recreational use (walks, etc) for communities living in Thetford (particularly near Barnham Cross);
- Control of parking availability and limiting parking away from official car parks on designated sites;
- Access infrastructure as necessary to limit access by off-road vehicles to sensitive locations;
- Education programmes, promotion of nature conservation and responsible access with local communities. Potentially promotion of suitable areas for dog walking and other types of access;
- Seek ways to ensure access is focused away from open habitats, during periods likely to adversely impact the designated species or habitat, for example by promoting way-marked routes for dog walkers, cyclists, etc;
- Create permanent areas of habitat suitable for Woodlark and Nightjar in areas with low levels of access.

Green Infrastructure (GI)

12.6 The provision of new green infrastructure and the protection and enhancement of existing landscape and environmental assets to ensure they are not compromised by new growth is essential.

12.7 Green infrastructure is multi functional and can provide a range of environmental, social and economic functions, including positive health benefits and aid social cohesion as well as acting as wildlife corridors aiding the movement of wildlife. Access to and regular use of green infrastructure is strongly associated with both physical and mental health benefits.

12.8 This section identifies a number of Thetford specific projects which should be regarded in the context of Policy CP6 of the Core Strategy.

12.9 Any proposals for GI will have due regard to the historic environment, including archaeological remains and landscape character.

12.10 Please note that this section refers to town-wide elements of GI embedded in the TAAP. In the Thetford Urban Extension section, there are area-specific GI elements directly associated with the Urban Extension.



Policy TH 10

Allotments

(a) Amount of Allotment Provision

All significantly sized new development in the plan area is required to provide new allotment provision of at least 5,000m²/0.5ha (approx 20 full or 40 half-sized plots) per 500 new dwellings.

(b) Allotment Design Guidance

Planning permission will only be granted where it can be demonstrated that the land:

- i. is located on land which is suitable for the growing of crops or is made suitable prior to occupation (in terms of drainage, contamination and landscaping for example);
- ii. is well related to new and/or existing residential areas;
- iii. is secure;
- iv. has good access by foot and cycle;
- v. has suitable provision for vehicle and cycle parking;
- vi. contributes to a linked network of open spaces or green corridors; and,
- vii. avoids archaeologically sensitive sites.

(c) Allotment Transfer

Breckland Council will seek a legal agreement to transfer the prepared allotments to the appropriate Town/Parish Council (or other appropriate body) at nil cost whereby it will then likely be legally classified as allotment land for the purposes of the allotment act(s).

Reasoned Justification

12.11 Allotments provide the opportunity for residents to grow their own vegetables and flowers, and are especially valuable to those people who have small or no gardens. Allotments can contribute to a healthy lifestyle meeting the aims of Thetford's Healthy Town Status and have the potential to boost local biodiversity and green infrastructure networks within the town. Growing local food can also reduce carbon emissions.

12.12 Significantly sized developments include the Urban Extension as well as potentially the existing estate residential regeneration schemes, depending on the scale of change. Typically a significantly sized development would be one in excess of 100 dwellings. The provision of allotments in the Urban Extension should be located in a place that is easily accessible by both the existing residents and the new residents as this could assist with social cohesion and integration. Parking should be provided at a rate of approximately 10 car spaces and 10 Sheffield Stands for cycle parking per 100 allotment plots. Cycle parking should be spread across the site.

12.13 In order to meet criterion (ii) in the policy, Breckland Council does not anticipate allotment provision in the Urban Extension to be provided as one concentration of allotments, but rather provided in pace with development and at locations that will also assist in the delivery of criterion (iv).



12.14 Land that is known or suspected to be contaminated will only be considered for allotment use if it can be demonstrated through investigation that the site will not present an unacceptable risk to human health or the environment as a result of its previous use.

Community Gardens

12.15 The principle behind community gardens is supported by Breckland Council. Proposals would be assessed on a case-by-case basis but are likely to be required to meet the guidelines as set out in the previous allotment policy.

12.16 Community gardens are community-managed projects working with people, animals and plants. They range from tiny wildlife gardens to fruit and vegetable plots on housing estates, from community polytunnels to large city farms. They aim to encourage strong community relationships and an awareness of gardening and farming. Most projects provide food-growing activities, training courses, school visits, community allotments and community businesses. In addition, some provide play facilities and sports facilities, and after school and holiday schemes.



Policy TH 11

Joe Blunt's Lane

The existing route of Joe Blunt's Lane will be protected and enhanced as a green route to the north of Thetford.

Development (including roads and buildings) will not be permitted where it interrupts the integrity of Joe Blunt's Lane or encroaches onto the lane.

Limited pedestrian/cycle path connections will be permitted in locations where there is minimal harm to the vegetation and character of the lane. The details of such connections and mitigation/compensation will be agreed with the Local Planning Authority.

A guided bus route which only utilises the railway underpass will be accepted subject to the following criteria which will be set by legal condition:

- i. The need is fully justified and other solutions to the identified transport issue the proposal is set to resolve have been fully explored;
- ii. The infrastructure is minimal and appropriately designed to reflect the location and rural character;
- iii. Pedestrians and cyclists have priority;
- iv. Buses only operate for school use and for no other purposes;
- v. Buses operate in term time only and not at weekends, on bank holidays nor outside of term times and for a limited time at the start and end of the school day;
- vi. The area is maintained and managed in terms of any associated effects of such a use (such as litter, effect on vegetation and effect on amenity of existing land uses such as residential); and
- vii. The use of this link would not compromise the delivery of public bus, pedestrian and cycle route to be provided by means of a bridge over the railway as detailed in Policy TH 26 'Buses'.

The rural character of the lane will be maintained.

Breckland Council and partners will change the status of the lane to legally allow cycling.

Reasoned Justification

Background

12.17 Joe Blunt's Lane is a well used, direct and uninterrupted lane to the north of the existing town. It is currently used by pedestrians and cyclists for many types of journeys including school and work journeys. It is currently a footpath and forms the Parish boundary between Thetford and Croxton. The lane is shown as being in existence on an early printed map of 1826 published by Andrew Bryant as is the parish boundary running along its length.

Future Use

12.18 The need to attain modal shift away from single occupancy car use is essential for transport and health related issues and Breckland Council wishes to protect the integrity of this route from encroachment of any kind.

12.19 The lane is an integral part of the Thetford Loops (see Map 12.1 'The Thetford Loops.')

and also part of the wider cycle network (see Map 9.1 'Walking and Cycling Network'). It will become a route serving the existing and the future population of Thetford.



12.20 Joe Blunt's Lane occupies a strategic location sandwiched between the urban extension and the existing town; however Breckland Council will protect the undeveloped/rural character of the lane. Any development near to the lane will be expected to face the lane and any surfacing or lighting should be appropriate to maintaining the rural nature of the lane.

12.21 The vegetation on either side of the lane is subject to Policy TH 21 'Locally Distinctive Features of the Landscape' to improve this lane as a green/wildlife corridor.

Guided Busway

12.22 The existing rail underpass could provide a solution to traversing the railway line near to the proposed school expansion to help make buses an attractive option for the school run, however such proposals are required to be fully justified and other potential solutions proven to be investigated. This information should accompany any planning application.

12.23 Pedestrians and cyclists are required to always have priority to reflect the strategic location of the lane and its potential for assisting in modal shift to walking and cycling, for all kinds of journeys.

12.24 Breckland Council wishes to maintain the rural character of the lane. As such, only guided busways, designed in an appropriate way and scale, rather than a fully tarmaked road will be accepted. Use by buses will only be permitted for the minimum length required for buses to access the underpass and pass under it. Rather than being used by buses frequently throughout the day, if permitted, use will only be for the school run and times of use by those buses will be limited to appropriate times of day and times of the year.

12.25 The congregation of public transport users waiting for the bus or alighting from the bus has the potential to result in litter, damaged trees and hedges and negative impact on existing uses. As such, appropriate management is required, detailed in any planning application. This could be through supervision and subsequent litter removal at the start and end of the day.

12.26 Breckland Council considers that the delivery of a sustainable transport link through the development is critical to the overall success of the Urban Extension and will be included in the masterplan. The initial use of the underpass at Joe Blunt's Lane to facilitate school bus usage is seen as a necessary compromise to deliver modal shift in the early stages. Breckland Council will consider time limiting the use of the underpass to ensure that the over-bridge will be delivered.



Policy TH 12

The Thetford Loops

The Thetford Loops as illustrated on the Policies Map will be multi purpose, high quality routes for pedestrians and cyclists for leisure and utility trips.

Proposals/schemes for areas where parts of the Loops network runs through or are directly adjacent, will provide the Loops as part of the proposal/scheme. Breckland Council will seek a legal agreement to enable the subsequent handing over at nil charge to Norfolk County Council or another relevant approved body for maintenance.

Financial contributions (through CIL (or S106 agreements prior to 2014)) towards the provision of the Loops will only be considered where it can be demonstrated to the satisfaction of the Local Planning Authority that this is a more appropriate option than direct provision.

The design and implementation of the Loops will ensure impacts from recreational use to the European Protected Sites surrounding Thetford are avoided. The provisional routes set out in this plan will be subject to a detailed plan outlining sensitive features and measures necessary to protect them. This will include fencing, screening, signage and alternative temporary routes.

The use of alternative routes will have regard to relevant plans for the forest (such as felling), as well as the need for seasonal restrictions to avoid adverse effects on European habitats.

Reasoned Justification

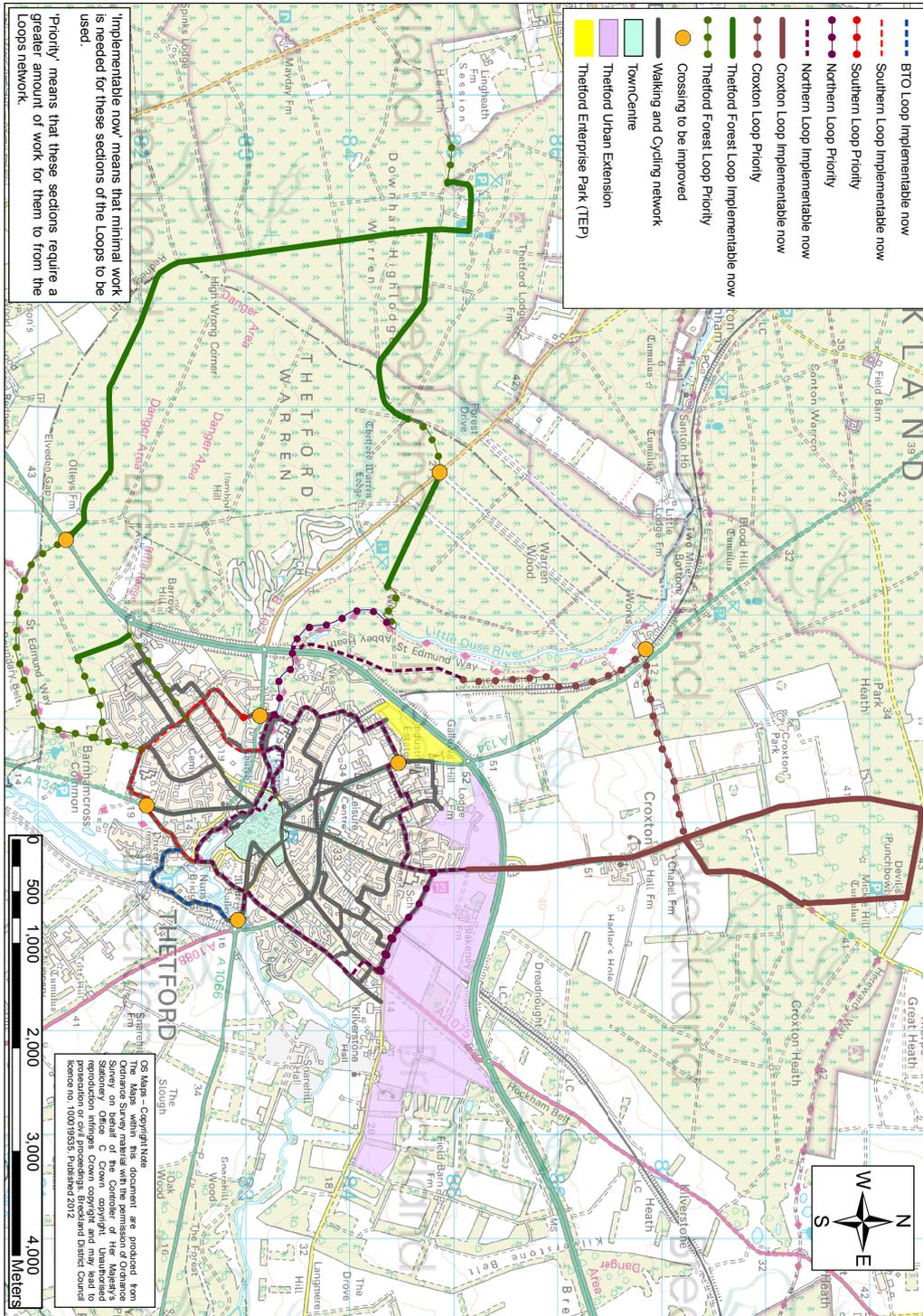
12.27 The Thetford Loops offer considerable potential to enhance the walking and cycling network (Map 9.1 'Walking and Cycling Network') by providing convenient and attractive paths for pedestrians and cyclists to move around the town and improve access to the surrounding countryside.

12.28 Map 12.1 'The Thetford Loops.' shows the proposed routes of the Loops. Within the A11, the Loops will be provided through improvements and enhancements to the Walking and Cycling network. The relevant parts of this network that make up the Loops will be signed and branded accordingly, but serve a utility trip purpose in the main. As such, Map 12.1 'The Thetford Loops.' includes the Walking and Cycling Network.

12.29 The Loops are largely based on existing networks, but some improvements to most sections are required, although some will be limited to improving surfacing or changes to the status of the route and ongoing maintenance. All sections of the Loops will be provided in accordance with the available technical evidence (Thetford Loops Reports⁽²⁸⁾) in the first instance.

12.30 Key features along the Loops will include: the new growth locations to the north; Gallows Hill Scheduled Monument; the forest; the river valley; the Priory; Barnham Cross Common; Croxton Village and the town centre. Additional features could be added in due course, including public art and interpretation boards relating to the history of the area as well as the nature and wildlife. As part of the detailed planning and delivery of the Loops, consideration could be given to extending the Loops to take in other destinations; for example the Southern Loop could be extended to include the village of Barnham.

28 Stage 1 by Capita Symonds (2010), and Stage 2 by Transport Initiatives et al (2010)



Map 12.1 The Thetford Loops.



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12.31 The cycling network within the Urban Extension and the Thetford Enterprise Park will be provided as part of that development as per Policy TH 25 'Walking and Cycling'.

12.32 The cycling network as it goes through the town centre will be provided as part of the delivery of the Masterplan as per Map 8.1 'Town Centre Opportunity Areas'.

The Loops

12.33 The Northern Loop, Southern Loop and the BTO Loop mainly utilise existing routes and enhance connectivity to the town centre from surrounding residential and commercial areas and where possible enhance linkages to open areas close to the town. The Northern Loop takes in many of the attractions within the town itself and provides the link to the other 4 Loops which will be signed off it.

12.34 With regards to the Thetford Forest Loop, the Forestry Commission actively promotes public access throughout most of this area and paths of varying quality and 'rideability' are in place already. The High Lodge visitor centre provides excellent facilities and serves as a focus for making better use of the forest amenities.

12.35 The Croxton Village Loop is located to the north of the town and provides access to Croxton Village, Croxton Heath and the Devil's Punch Bowl (an interesting geological feature). The Loops also pick up the signed National Cycle Route 13 and the Two Rivers Regional Cycle Route 30, both of which make use of the quiet roads in the area. The Hereward Way (a National Trail) is also adjacent to the Loop proposals and available for walkers.

12.36 As part of the detailed planning and delivery of the Loops, consideration could be given to extending the Loops to take in other destinations; for example the Southern Loop could be extended to include the village of Barnham subject to future detailed assessment.

Delivery and Design

12.37 The Riverside route and the vital link to High Lodge should be the first priority, followed by maximising opportunities to enhance and improve the more urban network. The Priority 1 recommendations are:

- Riverside route – Nuns' Bridges to High Lodge (several links);
- BTO route – Nunnery Place via Arlington Way to Green Lane;
- Croxton on-road route – Croxton village via Devil's Punch Bowl.

12.38 Breckland Council, Norfolk County Council and MTF will consider how they can contribute to delivery of the Loops, although it is anticipated that some sections will be directly provided as part of developments be it directly by the developer or as a result of legal agreements or the provision of funding. The Loops should be designed and implemented so that they are:

- Traffic-free where practicable;
- Useable and available all year round (however see following section on Habitats);
- Of an adequate standard that encourages walking and cycling by those of all abilities;
- Provided with accessible, safe crossings of roads, railways and waterways;
- General presumption against barriers, unless there is a proven need. Barriers should be designed in a way to not inconvenience legitimate users;
- Connected, with useful local links to places of interest and to where people live and work;
- Signed and 'legible' making them easy to follow;
- Provided with resting and sheltering provision where possible;
- Supported by route maps, information boards and other promotional events and activities;
- Designed from the outset with low maintenance requirements, and thereafter adequately maintained; and
- Conceived, designed and implemented with the 'travelling landscape' in mind.



12.39 Further detailed design guidance is contained within the Stage 1 and Stage 2 Loops reports.

Habitats

12.40 The Thetford Loops will enhance and encourage access into the surrounding forest and countryside for recreation. However, encouraging people into the Forest (which is part of the Breckland SPA) has the potential to result in increased disturbance to protected Annex I birds (Woodlark and Nightjar) from the intensification of recreational use of sites.

12.41 Therefore, it is recognised that there are potential conflicts relating to promoting access and the nature conservation interest of the surrounding area (i.e. Thetford Forest and Barnham Cross Common). As such, a number of mitigation measures will be required as part of the implementation of the Loops to avoid any adverse impacts arising from them. Such mitigation is likely to require routes through the forest to change to reflect the Forestry Commission's felling cycle, not only for safety of users, but also to reflect that some bird species use areas of the forest at different stages of growth to nest and fledge. It is also likely that changes will be required to the Loops signage to direct users away from sensitive areas at particular times. Further work is therefore required to determine the level of use of the Loops, the types of activity they will provide for and the extent to which the Loops may increase access to sensitive areas. The exact mitigation measures will be informed by such work.



Picture 12.1 The Cycle Routes in Thetford Forest. The Thetford Forest Loop seeks to link the town to the Forest in a way that is acceptable to biodiversity.



Other Green Infrastructure Projects

12.42 The following are green infrastructure projects that would benefit the town and its setting in the Brecks.

River Valley Park Concept (RVP)

12.43 Thetford is unique in Norfolk in having a freshwater river flowing through the heart of the town. It contributes significantly to the environmental quality of the town centre, the Abbey and the recent developments at Cloverfields. The RVP concept includes river and wetland habitat restoration and landscape enhancement projects and multifunctional routes connecting within Thetford and out to the wider GI of the region. The aim would be that the river corridor becomes a focus for recreation within Thetford and access out from Thetford to surrounding countryside sites as well as providing a 'green lung'/biodiversity function.

12.44 The River Valley Park will fulfil many functions of a Country Park and due to its central location has the advantage of integrating existing and new communities. It will potentially alleviate visitor pressures on Barnham Cross Common SPA through enhanced links and links to Nunnery Lakes, in addition to potential new links to the disused railway line at Arlington Way. It will also be accessible from the potential growth area at the Thetford Urban Extension.

12.45 In essence, it has four aspects:

- Improving access to various places and attractions, such as Thetford Forest.
- Water based recreation.
- Habitat restoration.
- Protecting this area from urbanisation.

12.46 The concept is not a policy in itself, but one which the Area Action Plan can contribute to as some policies fall under the River Valley Park project. These are:

- The Thetford Loops.
- Adoption of the Flood Zones as shown on the Policies Map.
- Town Centre section.

12.47 Of relevance to the RVP is The Great Ouse Wetland Vision⁽²⁹⁾, which is a vision to restore and enhance river and flood plain habitat to benefit biodiversity. It is a joint Environment Agency and Natural England initiative to deliver an enhanced environment for fish and other wildlife. Its key objectives are:

- To protect and restore habitats locally and at a wider catchment scale;
- To provide green space for both people and wildlife;
- To provide a flexible framework for key stakeholders to deliver their aspirations for fish and other biodiversity in the catchment.

12.48 Options to explore the wider navigation of the river from Brandon to Thetford Town Centre will be investigated over the lifetime of this plan in conjunction with the Environment Agency and Forestry Commission.



Picture 12.2 The Little Ouse

29 The Great Ouse Wetland Vision, Environment Agency and Natural England, Background (2008)



12.49 More work will be needed on the RVP concept to bring the aspects of the RVP together, create synergies with the Great Ouse Wetland Vision and involve key stakeholders.

Gateways into Thetford Concept

12.50 The aim of this concept is to promote Thetford as an attractive place to work and visit, with a clear sense of identity and of place, of its relationship to its landscape setting and its past as well as the potential for its future. The Council wishes for the gateways into Thetford to be enhanced.

12.51 Such gateways could highlight Thetford's heritage and culture as well as it being the gateway to Suffolk and Norfolk and the centre of the Brecks. They could be linked to the Thetford 13 work⁽³⁰⁾. This work identifies that Thetford possesses remarkable heritage assets, for example an Iron Age site of national and probably international importance with probable connections to an iconic British figure, and one of the world's great democratic thinkers. The report concludes that there are 13 historic periods with which 13 characters are associated. As such, 13 potential gateways have been identified, in no particular order:

<ul style="list-style-type: none"> • A11/London Road • A11/Brandon Road • A11/Mundford Road • A11/Croxton Road • A11/Norwich Road • Kilverstone Road • A1066 (to Diss) 	<ul style="list-style-type: none"> • A1088 (to Ipswich) • Bury Road • Train Station • Bus Interchange • River/Little Ouse Path • Town Centre
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12.52 Gateways could be an integral part of the A11 junction improvements as set out in the Transport Section in order to recognise the new edge of Thetford and also to some extent to the South of Thetford where the edge will not change, but improvements to the gateway could be beneficial.

Greening Thetford Project⁽³¹⁾

12.53 One characteristic that makes Thetford unique when compared to other market towns is its setting within Thetford Forest and in particular the historic planting of the contorted scots pines along major routes and field boundaries. It is proposed in the draft Prospectus that 10,000 trees are planted in appropriate locations over the next ten years. The planting programme has the potential to extend beyond the urban area of the town to provide green linkages between pockets of woodland within the town and surrounding countryside.

12.54 The pines around Thetford, which form the distinctive Breckland pine belts and hedges come from an 'Elveden' strain. As such, stock should be used of the correct local provenance, it could be linked with local tree nurseries to cultivate the correct strain of pine. It is important to maintain local distinctiveness and the character of the tree stock. The planting of pines should not be at the expense of all other species however, as Beech lines and edges to plantations are also a local landscape feature on certain approaches to the town. Broadleaved species, such as Oak, should also form part of this project.

30 Discovering Thetford – A Feasibility Study & Business Case, Heritage Economic & Regeneration Trust (HEART), (2010)

31 The idea for this project has come from the Draft Thetford Prospectus Work (Urban Delivery, 2010) and the Green Infrastructure Study (Land Use Consultants, 2007) on behalf of Breckland Council.



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12.55 The project aims to 'green' Thetford's existing major transport routes such as the Norwich Road and Mundford Road and existing network of paths and bridleways and the Thetford Loops. It will create a continuous green network of pedestrian and cycle routes and help improve the environment along roads and pavements extending from the town centre and major transport hubs out into the countryside, Thetford Forest and the Brecks beyond. Trees could also be planted at car parks and open spaces.

12.56 By concentrating planting along these routes and the Loops, the project will contribute to making Thetford more visually attractive, help make it a more pleasant place to live and work and reinforce its uniqueness. Tree planting will help to reduce traffic noise, improve air quality, reduce light pollution and create a safer pedestrian environment without the need for less sensitive measures such as metal guard railing. As well as removing CO₂ from the atmosphere directly, green infrastructure and trees in urban areas have the potential to improve microclimate, reduce heat stress during the summer months by provision of direct shade for people and by reducing the urban heat-island effect.

12.57 The project will be led by Breckland Council but implemented with the support of a range of voluntary groups such as the BTCV and Thetford Green Gym (projects associated with Thetford's Healthy Town status). The project will seek to involve the local community, especially schools, to increase understanding and awareness of green infrastructure and interpretation of the local historic environment. Planting will be in appropriate locations, where the effect of the tree as it grows on surrounding land uses as well as the effect of the land uses on the tree will have been considered (for example archaeology or foundations of buildings).



13 Indoor Sports Facilities

Policy TH 13

Indoor Sports Facilities

(a) New Indoor Sports Facilities

Proposals to provide new indoor sports facilities will be supported in the town centre and other locations well related to the town centre to meet the following requirements:

Swimming Lanes	Indoor Sports Courts
2 lanes	3 courts

(b) The use of School Facilities

The use of school facilities is supported but this will account for only 24% of the provision as set out in (a) above.

(c) Existing Indoor Sports Facilities

The redevelopment of existing indoor sports facilities will only be appropriate where it is sufficiently demonstrated that alternative provision of no less quality and of appropriate scale is provided elsewhere within the area of the TAAP and where this would contribute to addressing inequalities.

Reasoned Justification

13.1 The main reason for the increase of sport provision in Thetford is as a result of the Thetford Urban Extension. The Thetford Healthy Town Programme aims to promote healthy lifestyles. The provision of new sports facilities to meet the demand of a growing and changing town are essential. It is also important to protect existing sports facilities from development.

13.2 In accordance with national policy, indoor sports provision should be encouraged within town centre locations and in locations accessible to the population, including those without access to the private car. Thetford and its surrounding area benefits from a good quality leisure centre and waterworld facility at Croxton Road which is well related to the town centre and the existing and future populations.

Existing Facilities Breckland Leisure Centre & Waterworld, Thetford.

13.3 Facilities in Thetford are currently run under a PFI⁽³²⁾ for 32 years (from 2005) with Breckland Leisure Limited and operated by Parkwood Leisure. The Breckland Leisure Centre and Waterworld offers the following facilities:

- 6 lane swimming pool,
- Teaching swimming pool,
- Leisure pool with wave machine and flume,

32 The private finance initiative (PFI) is a way of creating "public-private partnerships" (PPPs) by funding public infrastructure projects with private capital.



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- A 4 court sports hall that can accommodate 4 badminton courts, a volleyball court, five-a-side football, basketball, cricket nets, netball, short tennis, roller skating and trampolining,
- 4 squash courts,
- Dance studio,
- Grass football pitches,
- All weather pitch for hockey and football,
- 55 station fitness studio, and
- 6 rink indoor bowls hall.

13.4 Data from Thetford Waterworld shows that the site has a catchment area of Thetford, East Harling, Brandon, Mundford, Feltwell, Methwold and Watton, with almost no visitors from villages south of Thetford. The centre opens over expanded hours, seven days a week.

Other Indoor Sport Provision

13.5 Thetford has a second swimming pool which is available for community groups, at the Academy South Site, former Charles Burrell High School. At the time of writing, it is proposed that all secondary education offer in the town will be moved to the North Site. Uses for the South Site are yet to be agreed, but the swimming pool could be closed and the implications on capacity at the Waterworld facility will need to be assessed.

13.6 The schools and community halls around Thetford accommodate various sports and leisure past times ranging from martial arts to yoga.

New Indoor Sports Facilities

13.7 The following table shows the current provision, the findings of the Sport England Sports Facility Calculator⁽³³⁾ and information provided by the Breckland District-Wide Infrastructure Needs, Funding and Delivery Study completed by EDAW (2009). The following table uses the terminology from the Sports Calculator.

	Pools/Lanes	Halls/Courts	Bowls Centre/Rinks	All Weather Pitch
Current Provision	1/6	1/4	1/6	1
Sport England Calculator (based on 40,000 people)	1.75/6.98	2.66/10.66	0.54/3.23	1.10
EDAW (2009) by 2026 ⁽³⁴⁾	Did not specify/3	Did not specify/4	Did not specify	Did not specify
Notes	With the swimming pool at the former Charles Burrell school potentially closing, Parkwood have indicated that they aim to accommodate the users of that pool. As such the provision of 2lanes would accommodate the growth as well as those who currently use the former Charles Burrell pool.	Due to reduction in housing numbers, there is a consequential reduction in the number of courts proposed.	Thetford is currently over provided with bowling provision and will be by 2026.	Thetford will be only slightly under provided by 2026/with 40,000 people

33 The calculator was run for 40,000 people with no usage data - i.e. At a very basic level. Population of 40,000 includes the existing population, plus the Thetford Urban Extension population.

34 Please note that the EDAW 2009 study based its findings on 6,848 dwellings (15,000 people) in the Urban Extension. The TAAP plans for 5,000 dwellings (11,000 people).



	Pools/Lanes	Halls/Courts	Bowls Centre/Rinks	All Weather Pitch
Changes	2 lanes	3 courts	No change.	No change.

Table 13.1 The current sport provision and proposed changes.

13.8 Breckland Council acknowledges that the area around the Breckland Leisure Centre and Waterworld is a relatively constrained site with the parking, Healthy Living Centre, adjoining sports pitches and potentially the new Skate Park. Early discussions with Parkwood (the operators of the Leisure Centre) indicate that by adjustments on site and the replacement of ageing equipment, the changes can be accommodated on site. However, if the Breckland Leisure Centre and Waterworld is extended to accommodate demand, Breckland Council will invoke the Core Strategy's adopted Open Space policy which requires compensatory provision elsewhere.

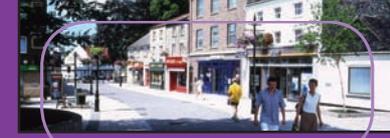
13.9 The actual type of provision will reflect current and predicted usage data and will be detailed in relevant planning applications.

Using School Facilities

13.10 Due to all the changes to education proposed in the town and with reference to policy Policy TH 35 'Community Buildings', there is potential for some of this demand to be met by usage of school sports facilities for example.

13.11 Using guidance associated with the Sport England Sports Facility Calculator, it should be noted that school facilities are not likely to be open to the public during school times. It is assumed that the sports centre is open to the public around 94.5 hours a week for around 50 weeks of the year or 4735 hours a year. Assuming a school day of 7 hours during term time, schools will not be available for 35 hours a week for around 33 weeks in a year or 1155 hours.

13.12 As such, the use of school facilities can only account for 24% of the requirements as set out in the policy.



14 Energy

Policy TH 14

Energy and Carbon - TAAP Wide

(a) Fabric Energy Efficiency Standards⁽³⁵⁾

All new residential development is required to utilise fabric measures to meet the Government's levels of carbon compliance.

(b) Carbon Offsetting

Depending on legislation, Breckland Council will consider the need to secure contributions towards a Carbon Offset Fund as part of CIL (or S106 agreements prior to 2014) to meet the remaining carbon compliance levels (of regulated emissions) not delivered as part of development proposals on site.

Reasoned Justification

Fabric Energy Efficiency Standards

14.1 In 2006, the Government announced a 10-year timetable towards a target that all new homes must be built to zero carbon standards from 2016, to be achieved through a step-by-step tightening of the Building Regulations. The following table illustrates the changes to the Building Regulations and their equivalents under the Code for Sustainable Homes (CSH).

	Date		
	2010	2013	2016
Energy efficiency improvement of the dwelling compared to 2006 (Part L Building Regulations)	25%	44%	Zero carbon
Equivalent standard within the Code for Sustainable Homes (CSH)	Level 3	Level 4	Level 6

Table 14.1 Improvements to the Building Regulations and equivalents under CSH

14.2 Energy efficiency is a key part of delivering the Government's vision for the achievement of zero carbon housing. The Government's preferred hierarchy for achieving zero carbon housing developments is:

1. the use of Fabric Energy Efficiency Standards (FEES);
2. on-site low and zero carbon technologies (up to 70% carbon compliance); and then
3. allowable solutions.

14.3 The Government has set out its approach to improving the fabric of buildings and tasked the Zero Carbon Hub with developing FEES for new homes. FEES sets out a number of potential design specifications for different dwelling types; however, adopting FEES will not itself secure net zero carbon on site (although this will depend on the Government's final definition, currently set at 70% regulated emissions on site).

35 FEES is a standard for limiting the energy demands of heating and cooling the dwelling and be limited to passive measures only-i.e. reduce energy demand of the dwelling in the first place.



14.4 Under the Government's current definition of Zero Carbon homes (CSH level 6), a range of 'allowable solutions' could be used to meet the remaining percentage of regulated emissions under the code. The definition of 'allowable solutions' is still being finalised but this could include off-site retrofitting of energy efficient/low carbon technologies to existing housing stock.

14.5 It is important to note that the Government is announcing the regulatory requirements for zero carbon homes, to apply from 2016. To ensure that it remains viable to build new houses the Government will hold housebuilders accountable only for those carbon dioxide emissions that are covered by Building Regulations, and will provide cost-effective means through which they can do this.

Carbon Offsetting

14.6 The energy components of the Code for Sustainable Homes levels are mandatory as they relate to the improvements to the Building Regulations, and have minimum requirements at each code level. However, in order to deliver net zero carbon developments, contributions to a carbon offset fund can be more cost effective than achieving full on-site zero carbon solutions. Breckland Council will consider whether to seek contributions towards a Carbon Offset Fund through CIL (or S106 agreements prior to 2014) developed as part of the national timetable for zero carbon developments by 2016.

14.7 Depending on legislation, Breckland Council will seek a greater than 70% carbon compliance level of regulated emissions in meeting its local definition of zero carbon. This is due to the fact that evidence contained in the A11 Energy study considers that it is not possible to offset the maximum 30% remaining compliance in Thetford due to the particular construction of large components of the existing housing stock. The precise compliance level is still to be determined but will need to have regard to the particular circumstances identified in the stock, but this could be around 20% remaining compliance. The remaining percentage that is subject to offsetting could in future be sought beyond Thetford (e.g. elsewhere in Breckland) although this will be dependent upon Government legislation.

14.8 The A11 Energy Study considers that options for off-setting are myriad and can include projects within the District (for instance at the small scale, replacing light bulbs with more energy efficient products), to other initiatives in the UK. In addition it is possible to be involved in actual off setting projects, to pay a company on Breckland Council's behalf to off set or to buy VERs (voluntary verified emission reductions) on the market. Each has a different level of cost and ease associated with it and also there are a number of issues regarding credibility that need to be taken into account. One of the cheapest offsetting methods is likely to include upgrades to existing building stock as well as awareness raising campaigns. Commercial buildings could also be addressed in a similar way to Breckland Council's REACTIVE project.

14.9 The off set programme could be run at a local level or alternatively another possibility could be that Breckland Council combines with all the other Norfolk district councils and a central Norfolk-wide carbon offset programme is established. Breckland Council will await guidance from the Government.



Policy TH 15

Energy/Multi Service(s) Company Development (ESCO/MUSCo)

Breckland Council will promote and encourage ESCOs/MUSCOs who wish to develop and supply energy within the TAAP area. In particular, the Council will support the principle of ESCo/MUSCo developments where these would secure the delivery of zero carbon homes by 2016 by supplying decentralised renewable energy .

Reasoned Justification

14.10 The A11 Energy Study also confirms that ESCo (Energy Service Company) or MUSCo (Multi-Utility Service Company) development is both feasible and viable in Thetford. Breckland Council will support and/or work with an ESCo or MUSCo to promote the delivery of decentralised and renewable energy solutions for all types of land use in Thetford. Where possible, infill and existing developments will be encouraged to source energy from any ESCo set up to deliver and manage decentralised renewable energy proposals in the town. Breckland Council would also support a MuSCo/ESCO set up on a basis of reducing carbon usage in the town.

14.11 Paragraph 28 of the PPS1 supplement considers that developments should not limit occupiers to any one energy supplier in perpetuity. However, to encourage an ESCo or MUSCo to develop in Thetford it may be necessary to expect potential future customers to source energy for a certain reasonable period, for example between 15-20 years. This can help to ensure that there is a level of demand (principally for heat supply) in order to minimise risk to the ESCo. In particular, the commitment of the public sector and/or public and private sector consortium to source energy from an ESCo could further aid the conditions for ESCo development.

14.12 This Policy does not directly relate to the provision of renewable energy generation/supply, rather potential for a company to be set up to develop and supply energy in the area. Core Strategy Policies CP12 and DC15 guide renewable energy generation and supply and such proposals will be subject to the usual Development Management process.



15 Water and Flood Risk

Policy TH 16

Water and Drainage

Water Resource

To ensure no adverse effect on integrity of European designated sites, the release of land for development will be dependent on there being sufficient water resource availability to meet the additional requirements arising from the new development and to ensure that water quality is protected or improved, with no significant detriment to areas of environmental importance.

This water infrastructure will be upgraded as required and be operational in time to meet the demands of any development.

In the case of major development proposals (10 dwellings and 1,000m² non residential), these will only be permitted where a developer has provided evidence to the satisfaction of the Local Planning Authority that agreement has been reached with the water and wastewater provider that there is sufficient capacity in existing or future water services infrastructure (both supply and waste water) to accommodate the needs of the proposal.

Water Efficiency

All new dwellings will be designed to have a water demand equivalent to at least levels 3 & 4 in the Code for Sustainable Homes (105 litres of water per person per day).

Site Drainage

All new development, including that on brownfield land, must be served by separate surface water and wastewater drainage. No new development will be permitted to discharge surface water run off to foul drainage connections. New development should also seek opportunities to reduce the causes and impacts of flooding (both strategic and local flood risk).

Reasoned Justification

15.1 Water resources are an important factor which need to be considered in developing a growth strategy for an area. The Breckland area has large quantities of groundwater held within the chalk aquifers which underlie large parts of the East Anglian region. These aquifers also provide important feeds to the baseflow of the region's rivers and numerous wetland areas. It is therefore important to take a regional perspective when assessing the water resources of an area. The East of England is one of the driest parts of the country (due to relatively lower rainfall) and this, combined with the high demand from its residents (both permanent and tourist populations) and industrial sources (including agriculture) means that despite the chalk aquifers, Breckland lies within an area of serious water stress. There are also hydrologically sensitive European sites in close proximity to Thetford which have the potential to be adversely affected if there is insufficient groundwater available.



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15.2 Initially Thetford will be reliant on the availability of spare groundwater sources (within their existing licence capacity) in order to supply the extra demand growth. Beyond the growth planned for in this document major growth in Thetford will require the development of a new groundwater source locally, plus potentially some Aquifer Storage and Recovery (ASR)⁽³⁶⁾. The ecological impacts of any scheme would need to be understood.

15.3 For the purposes of the policy, non residential is defined as retail, hotel and B⁽³⁷⁾, C1 (Hotels), C2 (Residential Institutions) and D⁽³⁸⁾ Class land uses. The policy will also apply to Planning Applications for change of use to the above.

15.4 Evidence from the Water Cycle Study indicates that under the high water demand scenario, the additional growth forecast for Thetford will require extra groundwater to be abstracted from sources with spare licensed capacity (e.g. the Carbrooke borehole near Watton) up until 2019 (in AMP6 2015-2020⁽³⁹⁾), when a further additional resource development in the form of a new groundwater resource will be required. Because of rapid growth in Thetford (and without further water efficiency measures), an extension of this groundwater resource using an ASR scheme will also be required by 2024 in AMP7 (2020 to 2025).

15.5 Under the low water demand scenario, the extra groundwater to be abstracted from sources with spare licensed capacity will be sufficient to last through to end of the plan period (2025/26). Therefore, the introduction of at least levels 3 and 4 in the Code for Sustainable Homes is required to negate the need for costly and environmentally sensitive levels of water abstraction. Code Level 3 or 4 equates to 105 litres of water per person per day whereas the current Building Regulations part G require 125 litres per person per day. As such the requirement is beyond that of the Building Regulations at the time of writing. The Council will support any opportunity to retrofit water efficiency devices to the existing town.

Site Drainage

15.6 The Water Cycle Study has highlighted that sewer flooding and Combined Sewer Overflows are an existing concern in Thetford and that with climate change, capacity in the combined drainage network going forward will be limited. Therefore, the continued use and extension of the combined drainage network will not be permitted, in order to prevent exacerbation of existing problems.

15.7 In accordance with the Core Strategy, SuDS will be pursued as the primary site drainage mechanism in accordance with the relevant national standards on SuDS. The onus will be on developers to demonstrate the appropriateness of the particular SuDs option selected to address site drainage in consultation with the SuDS Approval Body (Norfolk County Council). Site drainage proposals should be prepared and will be considered in the context of any available Surface Water Management Plan for Thetford/Breckland prepared under the direction of Norfolk County Council.

Wastewater and the Water Framework Directive

15.8 The overall requirement of the EU Water Framework Directive is that all water bodies in the UK must achieve good status by 2015 unless there are grounds for deferring this until 2027. An increase to the volumetric and quality consents and/or an upgrade to Thetford Wastewater Treatment Works (WwTW) may be required in order to treat wastewater from new development up to 2026 both in terms of volume and the treatment process to meet tighter consents on the quality of discharge. There is a particular issue with regards to meeting the Water Framework Directive (WFD) targets for phosphorus, which is likely to require a wider, catchment based approach. It is likely

36 An ASR scheme involves storing water underground in the winter and re using this water in the summer.

37 B1 Business, B2 General Industrial, B8 Storage and Distribution

38 D1 Non-residential institutions and D2 Assembly and Leisure

39 The water industry operates on five-yearly cycles called Asset Management Plan (AMP) periods.



that any upgrade or alteration in the short-medium term to the WwTW will be small-scale and designed to utilise the identified capacity within the flow consent. The recent review of the consents process has determined that Thetford WwTW at current licensed capacity is not impacting on any ecologically designated sites downstream.

Hydrologically Sensitive Habitats

15.9 Water resource schemes developed to meet water demand from new development have the potential to affect numerous hydrologically sensitive sites local to Thetford. There are seven nationally and/or internationally important sites that are linked to the underlying chalk aquifer that lie within 10km of Thetford, some of which (Thetford Golf Course & Marsh, Stanford Training Area) are immediately adjacent to Thetford:

- Thetford Golf Course & Marsh SSSI (Breckland SAC)
- Stanford Training Area SSSI (Breckland SAC)
- East Wretham Heath SSSI (Breckland SAC)
- Thompson Water Carr & Common SSSI (Norfolk Valley Fens SAC)
- Swangey Fen SSSI (part of Norfolk Valley Fens SAC)
- Weston Fen SSSI (Waveney & Little Ouse Valley Fens SAC)
- Middle Harling Fen SSSI

15.10 Evidence from the Water Cycle Study indicates that there are sufficient water resources available to deliver around 5,000 dwellings to 2021. Further clarification as part of the Habitat Regulations Assessment have confirmed that these water resources are also sufficient to support 5,000 homes to 2016 subject to the provisions in Policy TH 16 'Water and Drainage'.



Policy TH 17

Development in Flood Zones

To facilitate the regeneration of Thetford and in particular the town centre, development proposals will be permitted in Flood Zones 3a and 2 where the proposed use is compatible with the sequential test and exceptions test set out in national planning policy (currently PPS25 or a successor document). In assessing development proposals in areas of identified flood risk in Thetford, the Local Planning Authority will require the following issues to be addressed within a site specific Flood Risk Assessment:

- a. Evidence that the development will be safe throughout its life. To achieve this, dry pedestrian egress and emergency vehicular access should be achievable above the 1 in 100 year flood level (flood zone 3a), when accounting for the anticipated effects of climate change;
- b. Where development is proposed within flood zones 2, 3a or 3b, a Flood Evacuation Plan should be prepared in liaison with the Environment Agency and Norfolk County Council emergency planners;
- c. Opportunities to increase biodiversity and improve amenity value (e.g. pedestrian/cycle routes along the river) will be sought in areas of higher risk directly adjacent to the river. This would contribute to the River Valley Park project;
- d. Compensation (level for level and volume for volume) for loss of floodplain storage in Flood Zone 3a/b in accordance with Environment Agency requirements and with no risk to existing third party developments and no environmental loss in terms of appearance or habitat value;
- e. A feasible SuDS solution designed to ensure that (i) the run-off from the site (post development) is either to greenfield run-off rates where the site is undeveloped at present or provide betterment (where possible) where the site is previously developed and (ii) that the underlying groundwater is adequately protected;
- f. Where underground car parking is proposed, it is necessary to ensure that access points and any venting or other penetrations are situated 300mm above the 1 in 100 year fluvial flood level (flood zone 3a) when accounting for the anticipated effects of climate change for the life of the development;
- g. Seek opportunities to reduce the causes and impacts of flooding, (both Strategic & Local Flood Risk); and
- h. Development to be set back a distance of 9m from a watercourse to allow appropriate access for routine maintenance and emergency clearance.

Reasoned Justification

15.11 Thetford is centred on the confluence of the Rivers Little Ouse and Thet. The River Thet borders development to the east of the town, whilst the Little Ouse flows west from the town centre close to the Abbey Estate. The regeneration of Thetford will however require the use of previously developed land within the 1 in 100 year event with climate change flood extent as Flood Zone 3a as shown on the Policies Map. The regeneration of Thetford is widely supported to ensure the sustainability of the existing town centre into the future, and to maximise the reuse of the limited areas of previously developed land in the town.



15.12 In 2009 a detailed level 2 Strategic Flood Risk Assessment (SFRA) was prepared for Thetford. The flood risk areas (flood zones 3a plus climate change and 2) recommended within that assessment have thus been adopted and are shown on the Policies Maps. Flood zones 3b and 3a were calculated as part of the SFRA level 1 (Mott MacDonald 2007). Reference should also be made to the flood zones on the Environment Agency website⁽⁴⁰⁾ which are updated regularly. Breckland Council and developers will have regard to the Level 2 flood risk mapping to, where possible, sequentially locate development based on flood risk vulnerability classification⁽⁴¹⁾ to areas of lowest risk e.g. residential developments should be restricted to lowest risk areas and parking and open space areas can be placed on lower ground with a higher probability of flooding. This information provides further detailed assessment and calculations at a more detailed level than is shown on the Environment Agency website.

15.13 Sites within the TAAP have been subjected to both the Sequential Test and Exception Test (PPS 25). Where selected, sites are considered to have passed parts a) and b) of the exception test, that is:

- a) that the development provides wider sustainability benefits to the community that outweigh flood risk, and
- b) that the development is on developable previously-developed land, or if it is not on previously developed land, that there are no reasonable alternative sites on developable previously-developed land.

15.14 Notwithstanding the above, selected sites in the AAP area will have to also pass part c) of the Exception Test, i.e. a (site-specific) FRA must demonstrate (to the satisfaction of the Environment Agency) that the development will be safe, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

15.15 Some sites within the TAAP are located within two or more Flood Zones. In these locations it is expected that a sequential test will be applied at a site level to ensure that the more vulnerable uses are located on the lowest risk Flood Zones. To pass part c) of the Exception Test it is anticipated that in practical terms, appropriate mitigation measures must be put in place. Furthermore, it is likely that appropriate compensatory replacement floodplain storage may be required or other suitable flood risk management measures employed to ensure risk to others is not increased.

15.16 Land raising in the flood plain will not usually be regarded as an acceptable solution to enable development. Proposals involving land raising would normally be opposed by the Environment Agency as flood storage and flow paths may be lost, worsening flood conditions elsewhere. However, proposals to raise land and provide compensatory storage elsewhere may be acceptable providing they do not increase the risk of flooding on-site or elsewhere, and that there is no environmental loss in terms of appearance or habitat value. A site-specific FRA would have to demonstrate that raising ground levels or constructing a flood wall would not pose an increased flood risk to the development or to any existing buildings at risk from flooding

15.17 Subject to the sequential and exceptions test, where developing in flood risk areas is unavoidable, the most common method of mitigating flood risk to people is to ensure floor levels are raised above the 1 in 100 year plus climate change flood water level derived for the immediate vicinity within the site (i.e. relative to the extent of a site along a watercourse as flood levels are likely to vary with increasing distance downstream). Guidance in the level 2 SFRA considers that an additional freeboard allowance of 300mm should be included as a precautionary approach to take account of the uncertainty of climate change effects on peak river flows in the future. Additionally it is recommended that internal access is provided to upper floors to provide safe refuge in a flood event (it is appreciated that this may not always be possible where commercial properties are to be located underneath privately owned residential accommodation).

40 What's in Your Backyard? <http://www.environment-agency.gov.uk/homeandleisure/37793.aspx>

41 PPS25 Table D.2



15.18 Some of the potential sites for change in the town centre are bounded by or have designated 'main' rivers running through or adjacent to them. Where this is the case, no built development will be allowed within nine meters of the top of the bank. Opportunities to remove existing buildings from close proximity to the riverbank are encouraged. Ancillary structures such as (bus, bike) shelters, park benches and refuse bins (and associated storage areas) located in areas with a high flood risk should be flood resilient and be firmly attached to the ground.

15.19 Developers should consult the Environment Agency and Breckland Council when considering feasible flood alleviation options.

Flood Risk Assessments

15.20 A site-specific Flood Risk Assessment (FRA) aims to refine available information and minimise risks through site design, layout and where required, mitigation. In the preparation of a site specific flood risk assessment for developments located in a flood risk area the developer and/or their consultant should work in consultation and partnership with the Local Planning Authority and Environment Agency. The EA website provides standing advice on the requirement of FRAs for developers and LPAs and Appendix F 'Flood Risk Assessment' gives further guidance for relevant applications in Thetford.



16 Archaeology

Policy TH 18

Archaeology

(a) Area of Main Archaeological Interest

Within the Area of Main Archaeological Interest (as defined on the Policies Map and illustrated on Map 16.1 'Area of Main Archaeological Interest'), development will not be permitted which may disturb remains below ground, unless the proposal is supported by an appropriate archaeological assessment of the archaeological significance of the site and, if necessary, a programme of archaeological work in accordance with that assessment.

Planning permission will only be granted if this assessment demonstrates that:

- i. there is little likelihood of remains being found and the proposal (or an appropriate planning condition) allows for suitable monitoring of works under archaeological supervision during construction; or
- ii. remains which should be preserved in situ can be protected and preserved during construction where required and when the development is in use and includes an agreement for appropriate subsequent management; or
- iii. other remains which would not justify preservation in situ will be protected by an agreement covering an appropriate programme of archaeological work at the site, and allowing such remains to be removed to, and displayed in, an appropriate location and context.

Planning Permission will not be granted if the remains identified are of sufficient importance to be preserved in situ and cannot be so preserved in the context of the development proposed, taking account of the necessary construction techniques to be used.

In all other circumstances, where Planning Permission is to be granted Breckland Council may impose a condition allowing an appropriate contractor to monitor the works under archaeological supervision and control during the necessary stages of construction.

(b) Investigation Required in Other Locations of Archaeological Interest

In locations outside of the Area of Main Archaeological Interest and within the Thetford Area Action Plan Boundary, where it is apparent, either before or after archaeological investigation at the planning application stage that there is an overriding case for archaeological remains found to be preserved in situ, then the requirements of Policy TH 18 'Archaeology' part (A) Area of Main Archaeological Interest will apply.

Elsewhere, where there is no overriding case for any remains to be preserved in situ, Planning Permission for development which would destroy or disturb potential remains will be granted subject to an appropriate programme of archaeological investigation and recording being undertaken prior to the commencement of such development. Breckland Council will seek a Planning Obligation or condition with the developer to set out the following:

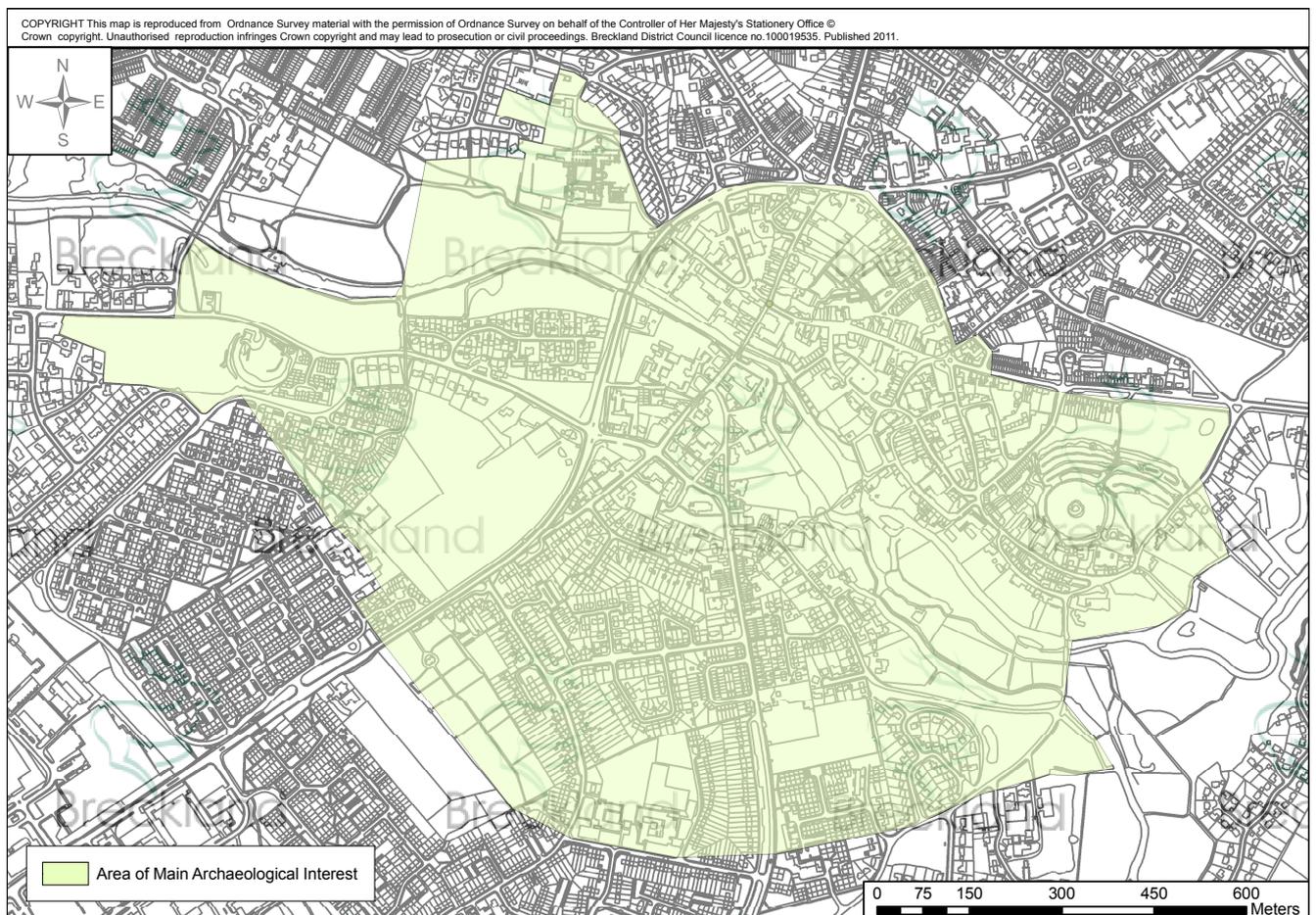
- i. the parties employed to carry out the investigation;
- ii. the extent and scope of the works and activities involved in the investigation; and
- iii. the extent and scope of any mitigatory work as may be required.



Reasoned Justification

16.1 The Thetford Historic Environment Survey (2010) defines areas of Thetford in which archaeology is a significant consideration. The Area of Main Archaeological Interest (AMAI) has been defined on Map 16.1 'Area of Main Archaeological Interest' illustrating the area in which the above policy will apply.

16.2 Breckland Council will, in consultation with Norfolk County Council's Historic Environment Service, require that any development in this area which may disturb remains below ground, should be subject to an archaeological assessment and agreement on a programme of works. The starting point for such an assessment will be the record contained in the Historic Environment Record (HER) for that area and the depth of assessment will reflect the interest identified in that record.



Map 16.1 Area of Main Archaeological Interest

16.3 Early pre-application consultation with Norfolk County Council's Historic Environment Service will be important, as it is likely that the results of any assessment will need to be submitted with applications for Planning Permission in this area. Should an archaeological assessment indicate that important remains may exist, then developers must make provision for a field evaluation, usually through an excavation of the site (or relevant part thereof) by an archaeological contractor, in line with a method statement approved by Norfolk County Council's Historic Environment Service. However, if the assessment suggests that remains may be found, but not of such



importance as to require retention in situ, then an appropriate programme of archaeological work will normally be expected to be agreed before permission is granted (although in some circumstances the use of a condition may be possible).

16.4 Archaeological finds can generate strong public interest. Where possible, allowance for public access or the presentation of results of archaeological finds should occur. Wherever a site produces archaeological finds, Breckland Council considers there should be provision for the post-excavation treatment and display of those finds and will seek a planning obligation or condition to secure such display.

16.5 There is likely to be archaeology present in other areas outside the Area of Main Archaeological Interest that may be affected by development. There may be some cases where the assessment of information contained within the Thetford Historic Environment Survey, or other archaeological records, suggests that archaeological deposits below ground may be discovered, but will not warrant preservation in situ; or where a field evaluation suggests a similar conclusion, an appropriate programme of archaeological work will be requested. Significant archaeological finds that should be preserved in situ will be dealt with under the relevant criterion in Policy TH 18 'Archaeology' part A.

16.6 Breckland Council will seek a Planning Obligation to ensure that an appropriate investigation as set out in Policy TH 18 'Archaeology' part B is carried out and any finds or archaeological remains are appropriately treated. The requirement for a Planning Obligation to secure a programme of archaeological investigation will only be triggered where development is proposed in other areas of interest and where it is not known whether there may be remains in the vicinity.

16.7 Breckland Council will consult Norfolk County Council's Historic Environment Service to confirm whether such interest warrants a full investigation and, therefore, whether a Planning Obligation should be sought. Any Planning Obligation will need to specify the parties to carry out the investigation, the funding of the investigation (normally by the developer) and the extent and scope of the works involved in the investigation. It should also provide for amendments in the event that significant finds are required to be retained on the site, although this is generally an exception in such areas of Thetford.



17 Sustainable Construction Standards for Non-Residential Development

Policy TH 19

Sustainable Construction Standards for Non-Residential Development

The Council will require all new and adapted non-residential development above 1,000sqm to be developed to BREEAM 'very good' standard until 31st March 2013 and after 31st March 2013 will be required to be developed to BREEAM 'excellent' standard unless such requirements would render a particular development economically unviable

The approach for meeting the required BREEAM standards should be detailed in planning applications and planning conditions will require post-construction BREEAM certificates, as appropriate.

Reasoned Justification

17.1 The growth and regeneration of Thetford will result in significant new commercial and other non-residential development. This will be focused in the regenerated town centre, developments on the existing general employment areas and in new employment and commercial areas throughout the Thetford Urban Extension. The Building Research Establishments Environmental Assessment Method (BREEAM) is a flexible and widely recognised quality assured scheme that independently assesses the environmental performance of buildings. Breckland Council has identified transport movements, energy, water and materials as key resource issues critical to growth in Thetford. Detailed Energy and Water Cycle Studies have highlighted that Thetford should move towards energy, waste and water-neutral development through both on-site and off-site measures and the adopted Core Strategy advocates this overall goal. Part of the justification for implementing BREEAM is to minimise the use of energy and consequently reduce carbon emissions. The evidence to justify the BREEAM standards in the policy is contained in the A11 Energy Study.

17.2 The current national programme requires all new non-residential development to be zero carbon by 2019. Therefore, in the interim, the Council will require all non-residential development over 1,000sqm to meet the relevant BREEAM assessment criteria. Whilst the importance of building environmentally sound developments is recognised, the Council does not want to make development unviable. The requirement to meet BREEAM may only be waived where it is demonstrated to the satisfaction of the Council that the enhanced construction standards will result in extraordinary costs that the development could not reasonably be expected to bear.

17.3 Non-residential uses are those defined within Classes A (retail and food/drink), B (business and industrial) and D (non-residential institutions and leisure) as defined in the Use Classes Order 2006. It will also apply to other sui-generis uses on a case by case basis.

17.4 The application of BREEAM standards in relation to energy use has good alignment to the REACTIVE programme. This is a programme of activity being implemented by Breckland Council which in part aims to enhance the performance of businesses in Thetford and along the A11 in terms of their environmental efficiency. The REACTIVE programme will work with businesses to reduce their energy consumption through brokering new and existing products, and interventions such as environmental assessments of premises, grants and training. The project looks to assist businesses to recognise and implement resource efficiency improvements to reduce their carbon footprint and cost base.



17.5 However, BREEAM as a standard for sustainable construction is wider than energy use. At the 'very good' standard developments will be required to reduce water consumption, mitigate ecological impact and address microbial contamination. The introduction of excellent standard after 2013 is mainly aimed at reducing carbon emissions. A number of funding streams (such as healthcare provision) already require that new developments must be to the relevant BREEAM 'very good' or 'excellent' standards for that development.



18 Housing

18.1 The adopted Breckland Core Strategy and Development Control Policies DPD allocates a total of 7,877 dwellings in Thetford from 2001 to 2026, with 6,500 allocated from 2009 to 2026 (see Policy CP1).

18.2 Recognising that housing growth will create a critical mass of population to support the wider regeneration of the town, Thetford's housing allocation was provided in Policy TH 1 of the East of England Plan which directed 6,000 homes to the town by 2021. It is important to recognise that the case for investment and growth in Thetford was locally driven by Breckland Council and others such as Thetford Town Council. The Government has stated that the local evidence used to inform Regional Plans remains a material consideration in plan preparation. The local case for 6,000 homes in Thetford was founded on the need to support the local economy, meet housing need and support the wider regeneration of the town. At the time of the Core Strategy examination in 2009 there was very little local objection to the housing figures or the rationale for growth and regeneration in Thetford. As the evidence base for Thetford develops, it has become clear that accommodating growth will not be without its challenges and a more flexible approach, whilst in broad conformity with the Core Strategy, is required.

18.3 The adopted Core Strategy states that the majority of these dwellings will be provided in the Strategic Urban Extension to the north of Thetford. In order to avoid adverse impact of development on the Breckland SPA and SAC, the Habitats Regulations Assessment work for the Core Strategy limited the direction of growth of Thetford. The outcome of the HRA process has been the protection of the qualifying features of the Breckland SPA whilst simultaneously enabling growth to occur, provided this takes place via a single urban extension to the north of the town.

18.4 Breckland Council has prepared a more detailed topic paper which provides additional information on the housing numbers contained in this document. However, as set out in detail in the accompanying topic paper, there is local environmental evidence following the Core Strategy preparation which justifies the current proposed housing numbers for the town (5,000 dwellings).

Housing Trajectory

18.5 The Housing Trajectory for Thetford is shown in figure 17.1. The trajectory shows that significant development is not due to commence until 2012/2013. There is a step change over 8 years to the peak at 470 dwellings per year from 2019. Please note that the red is that which has been developed or has planning permission; the blue is an allocation of 5,000 dwellings.

18.6 The housing trajectory does not include windfall developments which are yet to get planning permission. It also does not include any potential development from the regeneration of the existing residential estates or from any changes to the town centre.

Housing Mix

18.7 The Urban Extension will provide for a mix of housing in line with the available evidence on housing need, including specialist forms of accommodation to meet particular need. The starting point will be evidence contained in the latest Strategic Housing Market Assessment and augmented with more localised evidence on particular needs in Thetford where available and agreed with Breckland Council. Affordable housing, whether for sale, shared ownership or affordable rent product⁽⁴²⁾, will be integrated within the overall development and substantial areas of affordable housing will be avoided.

42 The Government is proposing a range of reforms to the way social housing is delivered. These include giving greater flexibility to social landlords to determine the types of tenancies they grant to new tenants. In addition, the introduction of a new affordable rent product will allow a more diverse offer for the range of people accessing social housing. Source: 2011-15 Affordable Homes Programme – Framework by CLG and HCA, February 2011



18.8 Major residential development will be expected to include a proportion of dwellings that cater for elderly residents designed and located so as to be integrated with the scheme as a whole. The Local Planning Authority is keen to see as many dwellings as possible designed and built to Lifetime Home standards⁽⁴³⁾ within the Urban Extension. Provision of additional space and facilities to facilitate independent living such as communications systems and carer accommodation will be supported.

43 <http://www.lifetimehomes.org.uk/>



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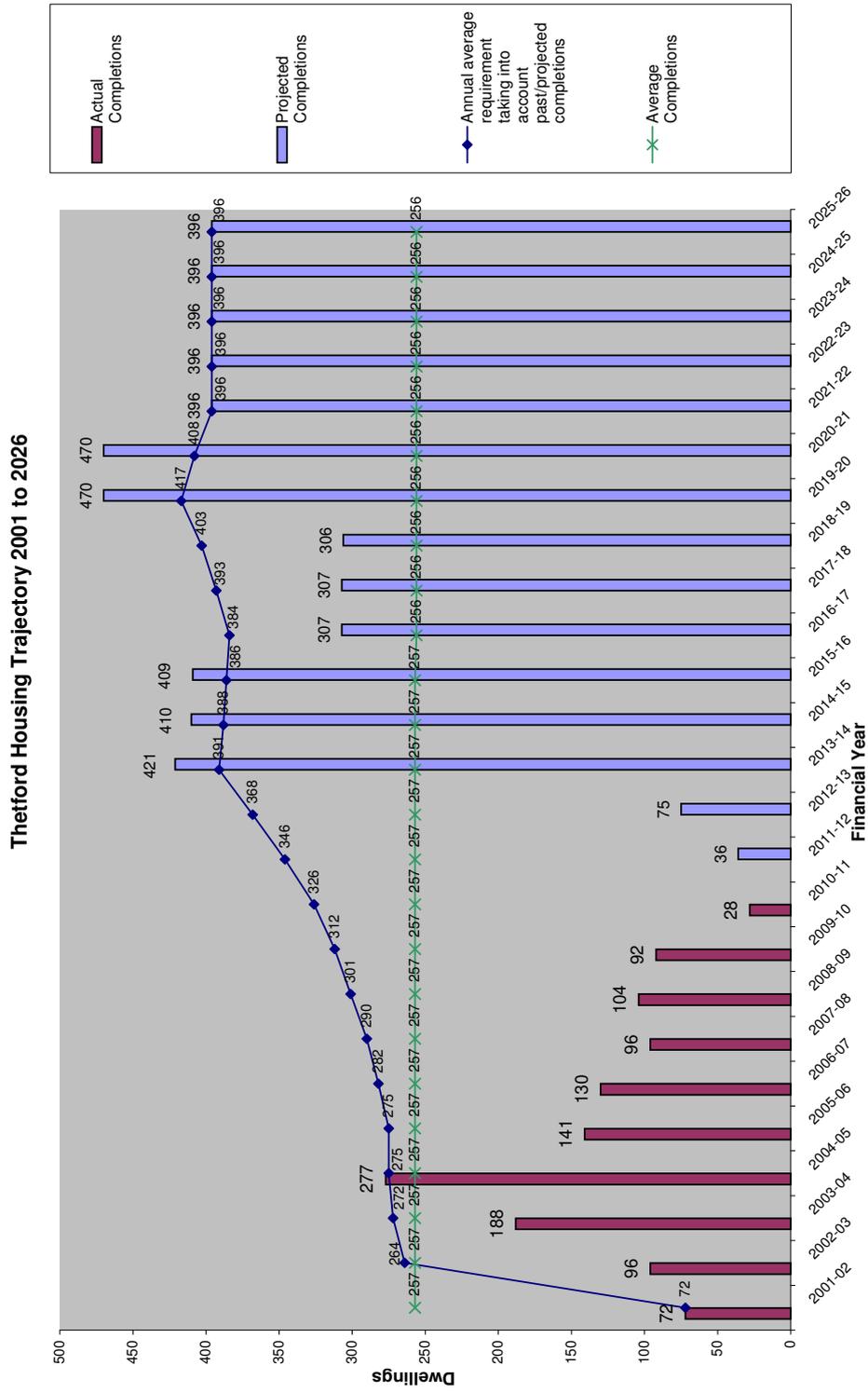


Figure 18.1 Housing Trajectory



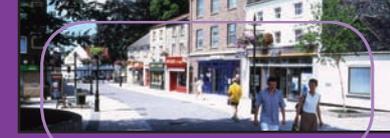
19 Vision for the Urban Extension

Vision for the Thetford Urban Extension

Thetford Urban Extension will have positive, tangible impacts for all who live in Thetford, and its adjoining communities, enhancing its status as a destination of choice and contribute to the revitalisation of Thetford town centre. It will create a unique environment for residents and businesses building on the riverside shopping district, the important and diverse heritage of the town combined with excellent access to the leisure and recreational opportunities provided by its intimate proximity to the forest. It will create a highly desirable location to live work and play. It will act as a catalyst for change, will improve social cohesion and contribute to Thetford's Healthy Town Status. The development will promote the use of public transport and a healthier lifestyle with the provision of pedestrian and cycle routes to the town and surrounding countryside.

The development will respect the local distinctive character of Thetford (including heritage assets and existing green infrastructure) and will have the potential to come forward in a manner that has an organic feel. It will be well designed and deliver a place that maximises the locational advantages, particularly relating to landscape and green infrastructure and its location as a gateway into the town.

The site should provide distinct places and new communities which are also "of Thetford" and evolve with the town. The development will result in neighbourhoods whose delivery will be gradually phased to reflect local infrastructure capacity and the delivery of employment areas and will ensure integration with existing communities.



20 Masterplan

20.1 The Urban Extension to the north of Thetford will deliver some 5,000 new homes and 22ha of employment land adjacent to the A11⁽⁴⁴⁾. Consequently the Urban Extension will contribute to the wider regeneration of the town and be connected to the existing town centre and services. Through a masterplanning approach the Urban Extension will contribute to the town's infrastructure and integrate with the social and transport networks already present in Thetford.

20.2 Map 20.1 'Draft Masterplan for the Thetford Urban Extension.' has been provided to illustrate how the Masterplan⁽⁴⁵⁾ for the Urban Extension will be framed and how it will relate to the policies in the adopted Core Strategy and this TAAP document. The detail of this diagram could change as a result of detailed planning, but gives an indication of the plans for the Urban Extension.

Movement Network

20.3 The movement network identifies primary, secondary and tertiary roads as well as routes for walking and cycling. The principles underlying the movement network are two-fold. The first principle is to achieve the necessary modal shift away from single occupancy car journeys in combination with the high levels of internalised transport movements in Thetford which are resultant from the tandem delivery of homes and jobs. The second principle is to ensure that the movement network allows for orbital movement (principally by foot, cycle and bus) through the site away from the strategic road network (the A11) and the local road network in order to access employment, education and the town centre. The movement network is already framed by the only two arterial routes into the town (Croxtan Road and Norwich Road) and by some existing off-road foot/cycle links (Green Lane and Joe Blunt's Lane) which could be enhanced together with new linkages.

Land Budget

20.4 The land budget for the development of the Thetford Urban Extension has evolved as background reports and statutory designations have influenced the extent of land available for development. Detail on this issue in relation to the housing numbers is set out in a separate supporting Housing Topic Paper. The results of a reduced area of land for development to the north of Thetford means that the Urban Extension Masterplan will consist of the following land uses:

Land Use	Total
Employment Land (including retail and community)	28.2Ha
Residential	120 to 135Ha
Allotments	5.2Ha
Playing Fields	19Ha
Open Space	22.2Ha
Centres - shops/units	1 Local Centre, 1 mixed use centre and 3 parades of shops/units

44 The Core Strategy at Policy CP3 allocated 30 to 40Ha of employment land to Thetford. This includes 18Ha of employment land at the Thetford Enterprise Park which already has planning permission. 22Ha of employment land is allocated within the Thetford Urban Extension.

45 Records show that in parts of the land allocated for the Thetford Urban Extension, there are some back-filled pits and old landfills. These are likely to require, at the least, desk top investigation but could result in site investigation. More details will be clarified as part of the PPA process and at the planning application stage.



Land Use	Total
Primary Schools	Around 6Ha (3 x 420 place Primary Schools)
Secondary School	North Site Expanded. 6Ha allocated.

Table 20.1 Summary Land Budget for the Thetford Urban Extension.

Overview of Constraints Analysis and Land Budget

20.5 Taking into account all the requirements of the policies of the Core Strategy (such as employment allocation and open space), and also allowing for the existing locally distinct features of the landscape such as tree blocks and pine belts as well as the varied environmental designations in the area, the potentially developable land area in the Thetford Urban Extension for residential development is between 120-135Ha. In order to meet the housing numbers as set out in the Core Strategy, a high density of around 50 dwellings per hectare would be required which would result in an unacceptably hard and dense urban edge to the town.

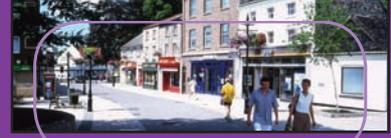
20.6 The Thetford Urban Extension does present an opportunity to make efficient use of land, develop sustainable patterns of development and allow for densities which enable greater numbers of non-car transport movements and the use of energy production technologies to be maximised. Correspondingly, where the Urban Extension abuts the rural and more sensitive hinterland, a softer and lower density edge will be more acceptable. At an average density of 37 houses per hectare (net), it is possible to accommodate up to 5,000 dwellings in the Urban Extension - the approach taken by the TAAP and covered in more detail in the separate Housing Topic Paper.

Phasing

20.7 An urban extension of the scale planned for Thetford will need to be phased over the next 15 years in line with known infrastructure delivery and assessments of the market capability for annual delivery (expressed in the housing trajectory). It is envisaged that the Urban Extension will come forward in five phases which reflect community areas informed by infrastructure delivery, the existing landscape and green infrastructure and transport networks. Initial phases are influenced by existing infrastructure availability and the ability to deliver incremental infrastructure upgrades as the Urban Extension progresses.

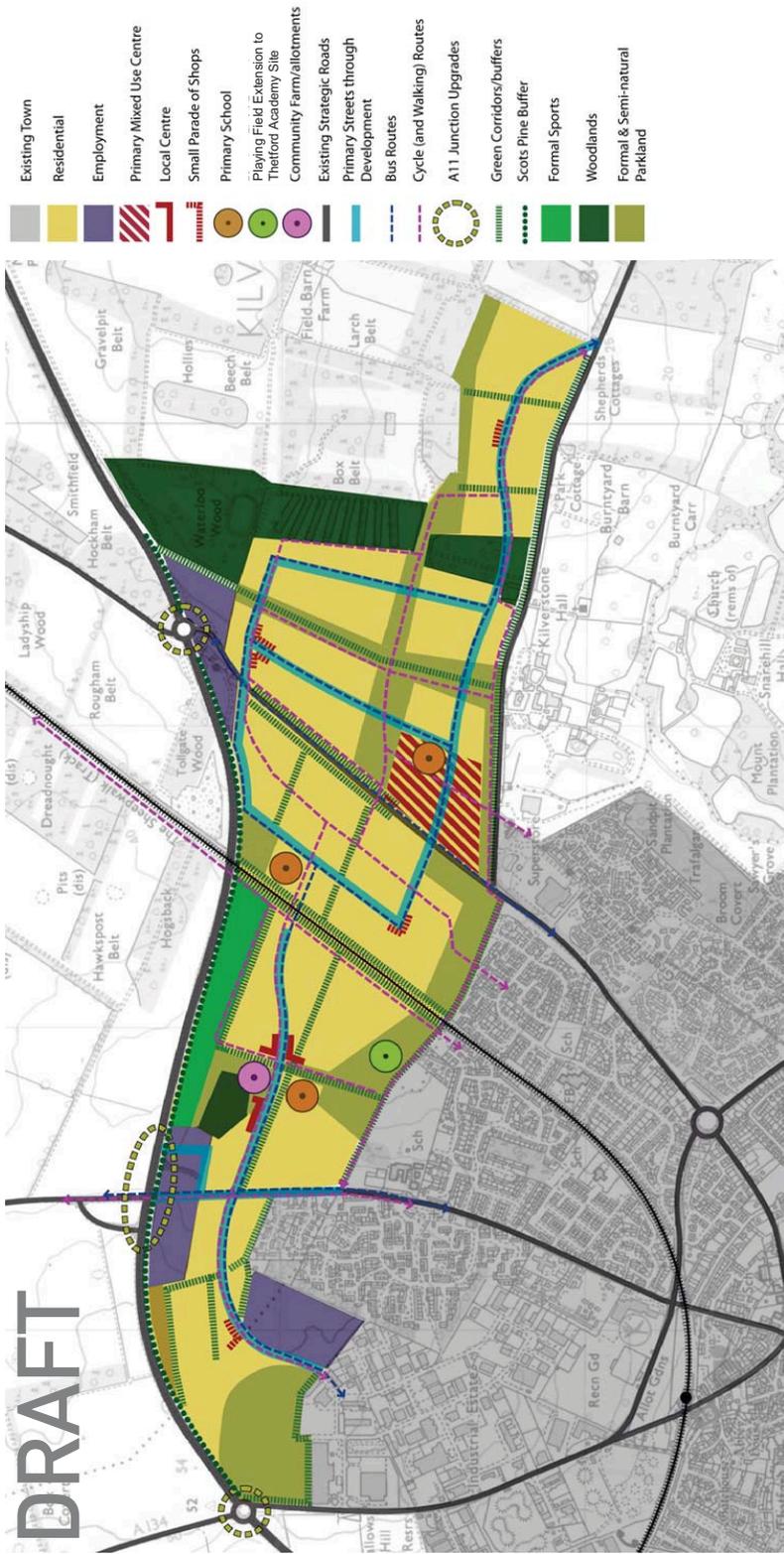
20.8 Development should be phased so as to ensure the optimum relationship between demand for education, health and retail facilities and public transport and the incoming population and to minimise the disruption to early occupants from construction activities. Other facilities such as cycle routes and open space should be front loaded as far as possible to ensure that early occupants can take advantage of them. The phasing of the Thetford Urban Extension is shown on the following map.

20.9 There are areas of the site which are either identified as containing mineral resources or are close to sites of previous mineral extraction, indicating that a viable resource of sand and gravel may exist under parts of the site. Any planning application for the Urban Extension will need to have reference to Core Strategy Policy CS16 of the Norfolk Mineral and Waste Development Framework.



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Theftord Urban Extension Masterplan



- Existing Town
- Residential
- Employment
- Primary Mixed Use Centre
- Local Centre
- Small Parade of Shops
- Primary School
- Playing Field Extension to Theftord Academy Site
- Community Farm/allotments
- Existing Strategic Roads
- Primary Streets through Development
- Bus Routes
- Cycle (and Walking) Routes
- A11 Junction Upgrades
- Green Corridors/buffers
- Scots Pine Buffer
- Formal Sports
- Woodlands
- Formal & Semi-natural Parkland

This is the draft Masterplan for the Theftord Urban Extension and provides a basis for some of the technical evidence underpinning the TAAP. Masterplanning is an iterative process and as development proposals progress areas of the Masterplan are likely to evolve within the context provided by the TAAP. The section in the TAAP is not meant to include great detail but rather show how the development could look at a more strategic level. It will be for planning applications to reflect the policies in the TAAP and include more detail.

With regards to the playing field extension to the Academy site, please see Policy TH32 for more details.

It should be noted that Policy TH26 seeks land to be set aside for a potential new train station in the Urban Extension. This is not shown on this map, but would be situated on the railway at a suitable point between the A11 and Joe Blunt's Lane.

THEFTORD AREA ACTION PLAN	
THEFTORD URBAN EXTENSION PROPOSAL	
14/79/12	
NOV 2010	Alan Baxter

Map 20.1 Draft Masterplan for the Theftord Urban Extension.

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Theftord Urban Extension Draft Phasing Plan



THEFTORD AREA ACTION PLAN	
PHASING DIAGRAM	
14/29/12	
NOV 2010	Alan Baxter

Map 20.2 Draft Theftord Urban Extension Phasing Plan.

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Adopted Theford Area Action Plan DPD: Historic Past, Healthy Future

Summary

20.10 The indicative land-use area breakdown and phasing summary is as follows:

	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Total
Estimated dates	2013/14/15	2016/17/18	2019/20	2021/22/23/24	2025/26	-
Employment, social and retail land uses ⁽⁴⁶⁾	4.0Ha	14.5Ha	2.5Ha	6.5Ha	0.7Ha	28.2Ha
Number of Dwellings	1,160	920	940	1,230	750	5,000
Green Infrastructure	Structural Tree Planting (See Policy TH 20 'Theford Urban Extension Strategic Design Principles')	Gallow's Hill Monument (see Policy TH 22 'Gallows Hill Scheduled Monument')				
Allotments	1.0Ha	2.1Ha	-	1.4Ha	0.7Ha	5.2Ha
Sports Fields	4Ha	4Ha	4Ha	4Ha	3Ha	19Ha
Amenity Open Space	3.2Ha	7.87Ha	1.8Ha	7.4Ha	2.0Ha	22.2Ha
Children's Play	Will be provided in line with policy DC11 of the Core Strategy and include a variety of play equipment.					
Local Centre/Parade of Shops	Potential retail (mixed use) in the area of Tesco	Parade of Shops and part of Local Centre	More of Local Centre	Parade of Shops	Parade of Shops	3 parades of shops and 1 local centre
Primary School	1 (2Ha)	1 (2Ha)	-	1 (2Ha)	-	3 (6Ha)
Secondary School	-	Expanded	-	-	-	North Site Expanded
Energy	Electricity: 11kV extension for the first 500 homes. 33kV substation for further development Gas: Low pressure mains from medium pressure mains at Joe Blunts lane	Electricity: 11kV extension from new substation Gas: Low pressure mains from medium pressure mains at Joe Blunts lane Energy: CHP biomass plant	Electricity: 11kV extension from existing network Gas: Low pressure mains extensions	Electricity: 11kV loop back to primary substation Gas: Possible low pressure mains extensions	Electricity: 11kV loop back to primary substation Gas: Possible low pressure mains extensions	

46 This does not include 18Ha at TEP which already has Planning Permission.



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	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Total
Water	Foul drainage: Gravity pumping station and rising main from Norwich Rd to Thetford STW via Joe Blunt's lane and Croxton Rd	Foul drainage: Second pumping station and rising main towards gravity head	Foul drainage: Gravity drainage to existing pumping station	Foul drainage: Gravity drainage to existing pumping station	Foul drainage: Gravity drainage to existing pumping station	
Health Provision	Review of Healthy Living Centre by NHS Norfolk	New health centre to incorporate primary medical and dental services, and additional community services				8 GPs and 6 Dentists
Police Provision	An expanded Police station in current location with response unit near to A11					
Transport Infrastructure	Bus service from Thetford Urban Extension via Norwich Road. Mundford Road/Hurth Way roundabout improvement. Commence implementation of parking strategy and Town Centre Masterplan measures. Commence implementation of walking and cycling improvements on key routes and as part of the Thetford Urban Extension development. Continue Smarter Choices work. Norwich Road/A11 junction	Bus service from Thetford Urban Extension via Croxton Road. Enhance frequencies of external bus services to destination outside of Thetford Croxton Road/Mundford Road improvement. Internal link road bus corridor within Thetford Urban Extension. Rail bridge inside Thetford Urban Extension to provide bus link between two areas. Improvement to Brandon Road/Bury Road/London Road junction. Consider need for new railway station based on demographics of Thetford Urban Extension residents. Continue implementation of walking and cycling improvements on key routes and as part of the SUE development. Continue Smarter Choices work. Croxton Road/A11 junction. London Road/Brandon Road junction		Capacity improvements along A1075 Norwich Road. Bus priority improvement on A1075 Norwich Road approach to Hurth Way Roundabout. Continue implementation of walking and cycling improvements on key routes and as part of the Thetford Urban Extension development. Continue Smarter Choices work. Mundford Road/A11 junction. Brandon Road/A11. London Road/A11		

Table 20.2 Showing the Indicative Land Budget and Phasing of the Thetford Urban Extension.



Policy TH 20

Thetford Urban Extension Strategic Design Principles

A strategic masterplan will need to be submitted and approved by the Local Planning Authority prior to the granting of any planning permission to ensure that the following principles will apply to the Thetford Urban Extension.

Landscape and Setting⁽⁴⁷⁾

- i. The setting of the distinctive buildings north and south of Kilverstone Road near to Kilverstone Hall and associated parkland, including Gallows Hill Scheduled Monument, will be protected and enhanced.
- ii. Opportunities for conserving, enhancing and restoring biodiversity populations and ecological interest, including heathland creation, will be explored.
- iii. Development proposals respond to the landscape setting and respect and reinforce local landscape character. Development will be an attractive and interesting feature in the landscape and will be integrated into the landscape through a variety of edge treatments. Development will avoid creating a hard solid edge to the A11 bypass.
- iv. Development will follow the local topography.
- v. Tree buffers are required between new development and transport infrastructure (namely the A11, arterial roads and railway), incorporating native understorey planting.
- vi. Green spaces and water features will be incorporated to contribute to the character of the area, provide for recreation and enhance biodiversity. Consideration should be given to opportunities to create new pine belts where they can provide a screening function.
- vii. The effect of road lighting on night-time character of the landscape will be considered and new development should maintain dark night skies through carefully controlled lighting, especially to the development edge.
- viii. The development will contain distinctive character areas which provide for a strong sense of local identity and community spirit.
- ix. Development will be flexible in its design, making best use of energy and other natural resources, including any proven viable mineral resources which occur on site, to allow for sustainable living which reflects the predicted impacts of climate change. Development in the Green Roof Area, as identified on the Policies Map, must incorporate green roofs.

Townscape

- i. Residential development will be of high quality design and create a sense of place.
- ii. Communities will be served by accessible local centres which provide a focus for community activity and meet the day-to-day needs of neighbourhoods.
- iii. Neighbourhoods will be well connected through permeable, well overlooked street and footpath and cycling networks.
- iv. Density of development will reflect the access to services and facilities.
- v. Cyclists and pedestrians will be provided for in a safe and convenient way.
- vi. The design and layout of the road network will address the issue of inappropriate vehicle speeds.

47 Settlement fringe Study, (LUC, 2008) and Green Infrastructure Study, (LUC, 2007)



Reasoned Justification

20.11 There is generally a harsh and poorly integrated urban edge to the north of Thetford, with large steel clad industrial sheds, car parking and service yards and chainlink/palisade fencing all evident, in addition to patchy and neglected field-boundary hedgerows and structural vegetation. As such the Urban Extension offers the opportunity for enhancement and softening to provide a better gateway and entrance to Thetford⁽⁴⁸⁾.

Distinctive Buildings

20.12 Kilverstone Hall is Grade II listed including many of the curtilage buildings and structures. The Hall itself has early C17 features and has been further rebuilt in 1913 in the Jacobean style. The Urban Extension directly abuts the Hall and any development in this area will need to be protect its setting in terms of the layout, infrastructure, density and edge treatment. The area identified to accommodate the Urban Extension is on land which is currently in agricultural use but contains many features of a landscape that was once directly related to the occupation of Kilverstone Hall such as Maiden's Walk and Fisher's Fan.

20.13 There are other sites within the Urban Extension whose setting needs to be protected and enhanced, namely the Gallows Hill Scheduled Monument (see Policy TH 22 'Gallows Hill Scheduled Monument') and the existing buildings in the Urban Extension, which are undesignated heritage assets of local historic interest (see Policy TH 23 'Existing Buildings in the Thetford Urban Extension').

Ecological Interest

20.14 Much of the land allocated for the Thetford Urban Extension is currently subject to Environmental Stewardship (provides funding to farmers and other land managers in England to deliver effective environmental management on their land) or Environmentally Sensitive Areas Schemes (incentives to encourage farmers to adopt agricultural practices which would safeguard and enhance parts of the country of particularly high landscape, wildlife or historic value). Historically, the Brecks around Thetford would have been areas of heathland which have subsequently been lost to afforestation or agriculture. The soil conditions and climate would support local schemes to recreate areas of heathland as part of the urban extension with the Gallows Hill area affording the most likely opportunity to implement this.

20.15 The plans for the Thetford Urban Extension should also have regard to the conservation and enhancement of biodiversity, and every opportunity should be taken to achieve positive gain to biodiversity through the form and design of development. As appropriate, measures will include creating, enhancing and managing wildlife habitats and natural landscape. Priority for habitat creation should be given to sites which assist in achieving targets in the Biodiversity Action Plans (BAPs). In developing proposals it is important to afford first priority to maintaining and enhancing the existing habitats of species. The translocation of species should only be considered as a measure of last resort. Measures should facilitate the survival of the species' population, reduce disturbance to a minimum and provide adequate habitats to sustain at least the current level of a population. Mitigation may include the provision of specific measures to reduce disturbance, harm or potential impacts, provision of adequate alternative habitats to sustain, and, where possible, enhance the affected population, or facilitating the survival of individual members of the species.

20.16 New development (residential, employment, schools, community and industrial) has the potential to reverse the declines of urban bird species such as swift, house sparrow and starling. A range of nest boxes are available that can be included in the construction of new buildings (residential and employment). The development should also incorporate areas of nectar-rich plants to maintain healthy insect populations and plants that will provide seed during the winter. By providing such areas it will ensure there is a sufficient year-round food resource for birds that colonise the development.

48 Settlement Fringe Study (LUC, 2008) and Green Infrastructure Study (LUC, 2007)



20.17 Good design principles to incorporate biodiversity into new development are contained within the Town and Country Planners Association's Ecotowns Biodiversity Worksheet⁽⁴⁹⁾ and the UK Green Building Council's (UK GBC) biodiversity guidance⁽⁵⁰⁾.

Tree Planting

20.18 Structural planting is required to mitigate the impacts of development. This provides the opportunity to impart a clear sense of the Breckland landscape character within the Thetford Urban Extension and to create a setting and sense of place that is recognisably Thetford. Such planting should be undertaken at an early stage of development in order to allow the trees to become more mature prior to the occupancy of the dwellings and impart a sense of establishment. A fine balance is required between mitigating the impacts of development and reflecting the historic landscape from excessive and inappropriate planting. Details (extent and variety of species) of such planting and the management should be submitted with any planning application and agreed with the Local Planning Authority. The width of the planting is likely to reflect the scale of existing vegetation which will vary across the area. If land uses such as playing fields are proposed to adjoin the transport infrastructure, the dimensions of the planting could potentially be less when compared to residential land uses. Proposals that include new planting will need to be subject to archaeological evaluation and mitigation to avoid damaging important remains and artefacts. This will be considered through assessment of detailed Planning Applications.

20.19 It is important to maintain local distinctiveness and character of the tree stock. Where new landscaping is proposed, stock should be of local provenance. The pines around Thetford, which form the distinctive Breckland pine belts and hedges come from an 'Elveden' strain, however beech lines and edges to plantations are also a local landscape feature on certain approaches to the town. Broadleaved species, such as oak, should also form part of landscaping schemes where appropriate. Liaison with the Forestry Commission as well as taking advantage of any national tree planting campaigns could aid the delivery of this policy.

Views and Topography

20.20 Any new planting should be sympathetic to patterns within the valley. Development needs to ensure a transitional, porous urban edge to new residential development, using native woodland planting to enable filtered views in and out rather than introducing blanket woodland screening. The potential for long views to the current Thetford settlement edge within this open landscape are sensitive. Structural vegetation which filters views, including oak trees and pine hedgerows, should be conserved and enhanced (see Policy TH 21 'Locally Distinctive Features of the Landscape'). Areas of mass woodland planting would not reflect landscape character. The higher land and exposed open landscape also increases potential visual sensitivity of development in this area.

Green Roofs

20.21 The Thetford Green Infrastructure Study prepared by LUC (2007) recommended the use of green roofs on development flanking the A11 corridor, close to valley crests, i.e. at the highest points of the site.

20.22 Green roofs (roofs that are partially or completely covered with vegetation) will:

- mitigate impacts of certain forms of development;
- assist in delivering development that is climate-change adapted;
- further mitigate the visual effects of the development from views to the north, contributing to landscape;
- enhance the landscape setting/sense of place of the development;
- enhance the biodiversity credentials of development; and
- assist in surface-water management.

49 <http://www.tcpa.org.uk/pages/biodiversity.html>

50 http://www.ukgbc.org/site/document/download/?document_id=591



20.23 Green roofs are sometimes referred to as living roofs. There are also brown roofs, the main aim of which is to maximise the number of species on the roof as well as planting specific species, such as a threatened species living on a brownfield site. Breckland Council requires developers to consider green roofs on developments out of the Green Roof Area.

Density

20.24 The Urban Extension provides an opportunity to provide for a mix of densities and housing across the development area. The density of development will respond to local character within the site with densities generally lower at the periphery of the site where the boundary of development needs to blend into the surrounding countryside and avoid a hard urban edge to the A11 corridor.

20.25 Density will also reflect the access to services. Densities should be managed so as to ensure that there is a rapid build up of demand such that the provision of services can take place at the earliest possible opportunity and that under-capacity on the one hand or unacceptable lead times for new facilities are avoided. Higher densities as outlined in Policy DC2 of the adopted Core Strategy document will be encouraged adjacent to local centres, the commercial area at the junction of Kilverstone Lane and Norwich Road and transport nodes such as the proposed railway station.

Connectivity

20.26 Vehicle speeds higher than 30mph result in increased severity of injuries or fatalities; injury rates decline with reduced vehicle speeds. 20mph zones and associated measures have been shown to lead to reduced numbers and severity of accidents and to encourage walking and cycling. *Manual for Streets*⁽⁵¹⁾ demonstrates how these conditions can be created through the design and layout of road networks. Proposals for home zones and for shared surfaces in appropriate situations will be supported.

20.27 In order to attain modal shift, development needs to ensure it is permeable to those modes other than single occupancy car use. Policy TH 25 'Walking and Cycling' sets out the requirement for attractive walking and cycle routes and that these should fit in with the town-wide walking and cycling network as set out on Map 9.1 'Walking and Cycling Network'

51 *Manual for Streets* provides guidance for practitioners involved in the planning, design, provision and approval of new residential streets, and modifications to existing ones.
<http://www.dft.gov.uk/pgr/sustainable/manforstreets>



21 The Existing Environment and Landscape

Policy TH 21

Locally Distinctive Features of the Landscape

Features of Thetford's Locally Distinctive Landscape including pine belts, contorted pines, woodland blocks and field boundaries will be conserved and managed to provide for biodiversity, create a focus for new green infrastructure, ensure development is properly integrated with its wider landscape and to protect local distinctiveness. Structural landscape features within developments should be conserved, reinforced and enhanced as enhancements to the wider townscape/landscape, biodiversity and recreational functions. New native field boundary hedgerow planting will be expected, where appropriate, to create both sustained/long-term cover and to enhance habitat connectivity.

A management plan for these features will be submitted alongside planning applications and agreed by the Local Planning Authority and subsequently implemented. These management plans should be consistent with other management plans.

Where development proposes the loss of features of the Locally Distinctive Landscape (for example to provide access to developments), proposals should provide justification for such a loss and also provide appropriate mitigations and/or compensation measures. The loss of features and mitigation/compensation measure will be agreed with the Local Planning Authority to ensure that the integrity of the distinctive landscape is maintained.

Development will not be 'hard up' to or encroach onto the features of the Locally Distinctive Landscape. Root protection areas will be respected in all design considerations with details provided as part of planning applications.

Reasoned Justification

21.1 It is important to conserve and manage the features of the locally distinctive landscape in order to:

- provide for biodiversity;
- give a sense of place to the Thetford Urban Extension;
- acknowledge the agricultural past of the site; and
- help maintain the existing green network and associated biodiversity benefits.

21.2 Appropriate arboricultural management should be undertaken to prolong the lifespan of the pine belts, contorted pines, woodland blocks and field boundaries and opportunities should be taken not only to retain existing features within development to set the framework in which development can occur but also to plant new lines to create developments with a clear 'Thetford' sense of place and identity. Such management could seek to incorporate the guidelines and principles behind the agricultural land-related Agri-Environment schemes in order to benefit biodiversity.

21.3 Loss of important features of locally distinctive landscape should be minimised and located in areas agreed with the Local Planning Authority. Mitigation for any loss will be agreed with the Local Planning Authority and could be in the form of appropriate enhancement of existing features or contribution to the management of existing features.



21.4 Where new planting is proposed, the local planning authority will seek to preserve long views into and out of the site. New planting will be encouraged where it reinforces historic field patterns and enhances habitat connectivity.



Policy TH 22

Gallows Hill Scheduled Monument

The Local Planning Authority will support enhancements to the Gallows Hill Scheduled Monument that:

- i. raise awareness of the scheduling;
- ii. preserve the physical condition of the monument and improve its setting;
- iii. aid biodiversity; and,
- iv. form a focus for the creation of new areas of semi-natural greenspace.

Proposals that harm the monument and its setting will not be permitted.

Any detailed plans for the phase of the Urban Extension which includes Gallows Hill Scheduled Monument should be produced in close liaison with English Heritage, Natural England, Norfolk County Council's Historic Environment Service and the Local Planning Authority. An associated implementation plan for improvements and long-term management regime for the Gallows Hill Scheduled Monument will be secured by a legal agreement as part of the planning application for the Urban Extension.

Residential and commercial development and associated transport infrastructure adjacent to the monument will be permitted where the density and orientation of the development engenders ownership by the community and preserves and enhances the setting of the monument.

Reasoned Justification

Background

21.5 The area of Gallows Hill, and the Fison Way Industrial Estate in particular, have provided evidence for Iron Age occupation, significant Romano-British finds and possible late-Roman finds and buildings. Since its excavation in the 1980s, the site has been returned to cultivation and was designated a Scheduled Monument in 2009. The Scheduled Monument represents a potent symbol of late Iron Age power in East Anglia. Any tentative history of the site has become entwined with the Boudicca story and the site is often referred to in the public sphere as the 'Boudicca Site'. Its correct title is an Iron Age Religious Site and Associated Enclosures on Gallows Hill⁽⁵²⁾. Development north of Thetford allows for the setting of the monument to be enhanced and for its longer-term archaeological and ecological management to be considered.

21.6 Breckland Council considers that the area could be managed in a way which increases potential tourism, benefits biodiversity and provides an open area for the wider benefit of Thetford's residents. The site has the potential to meet neighbourhood scale provision for the north of the town in relation to ANGSt⁽⁵³⁾.

The Scheduled Monument

21.7 The site could include some or all of the following soft enhancements on or adjacent to the monument as illustrated on Map 21.1 'Gallows Hill Scheduled Monument':

52 THETFORD HISTORIC ENVIRONMENT SURVEY, NAU Archaeology, (2009)

53 Natural England's Accessible Natural Greenspace Standard (ANGSt) provides a set of benchmarks for ensuring access to places near to where people live.



- To highlight the monuments importance, appropriate provisions could be made for tourists. This could include interpretation panels and a raised ground to provide views over the monument and towards Thetford Forest and, if appropriate, a small car park and cycle parking adjacent to the monument but not directly on it.
- The monument itself should be used and managed to encourage biodiversity. Initial discussions have identified that the site could be usefully managed as acid heathland with uncultivated margins to accommodate the brush-thighed seed-eater (*Harpalus Froelichii*) which is a ground beetle that requires open vegetation on sandy soil, extensive bare ground and regular and intense soil disturbance⁽⁵⁴⁾. The area is also important for another beetle: *Ophonus laticollis*. A management plan should be produced as part of any planning application for this area.
- To prevent compaction of the monument, public access should be limited. The potential for either an area of, or an area adjacent to the monument to be provided as open space to reduce public access onto the rest of the monument should be considered as part of the masterplan and subsequent planning applications.

Areas Adjacent to the SM

21.8 Currently the setting of the monument is compromised by existing industrial development to the immediate south of the site. English Heritage have identified that development has the opportunity to enhance the monument by incorporating it into a wider scheme and providing a belt of screen planting on the strip of land between the monument and the industrial buildings to the south.

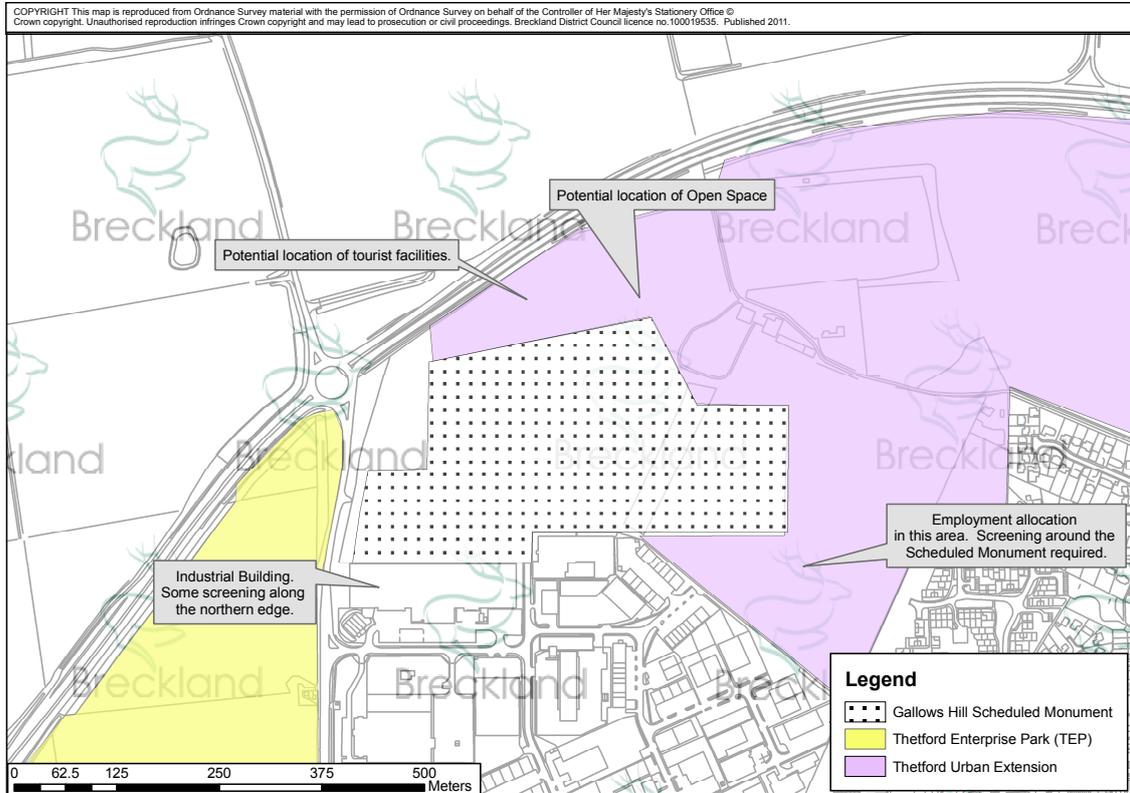
21.9 Any residential development near to the monument should be designed in a way to enhance the setting and reflect the monument. Housing should face the monument, rather than having back gardens in between the buildings and the monument. There should be no hard boundary in the form of fencing or roads immediately next to the monument.

21.10 The area between the monument and the A11 is designated as a site of 'Archaeological and Historic Interest' as identified the Policies Map. Any infrastructure between the monument and the A11, such as waste wastewater network or guided bus ways should be designed in a way to enhance the setting of the monument, taking care of likely archaeological remains as per Policy TH 18 'Archaeology'. Careful consideration will be given to the construction techniques and foundation depths of any transport infrastructure required in proximity to the monument.

54 The UK Species Action Plan target is to “ensure the maintenance of five viable populations [of *H. froelichii*] across the historic range by 2010”. The Survey for the brush-thighed seed-eater *Harpalus Froelichii* in Norfolk Breckland, by Dr. Mark G. Telfer (2009), reported finding populations on the 6 metre ESA Margin on the Scheduled Monument.



Adopted Thetford Area Action Plan DPD: Historic Past, Healthy Future



Map 21.1 Gallows Hill Scheduled Monument



Policy TH 23

Existing Buildings in the Thetford Urban Extension

Existing buildings within the Thetford Urban Extension as identified on the Policies Map should be retained as undesignated heritage assets of local historic interest. Breckland Council will require such buildings to be thoroughly assessed for biodiversity as part of the Planning Application. Careful consideration will be given to ensuring any proposals for these buildings benefits biodiversity and results in appropriate renovation and reuse which retains the character and settings of these buildings.

Breckland Council supports the principle of Blakeney Farm and Lodge Farm being used for community uses or public houses as part of a Local Centre or small shopping parade in the Urban Extension.

Reasoned Justification

21.11 The purpose of this policy is to protect, retain and enhance buildings identified as 'undesignated heritage assets of local interest' within the urban extension. The policy identifies Red House, Keepers Cottage, Turnpike Cottage, Tollgate and Well Cottage, Blakeney Farm and Lodge Farm.

21.12 These buildings reflect the evolution and the agrarian history to the north of the town, in particular farms and associated cottages linked to estate management in Victorian and Edwardian periods. A number of these buildings occupy prominent positions in the landscape and are constructed of materials typical of the Thetford vernacular from these periods (namely flint, red brick, pantiles and later slate and gault bricks). The notable exception is Red Lodge on Norwich Road which is Edwardian and an unusual building type for Thetford with a broad palette of materials.

21.13 Breckland Council's assessment is that the existing buildings identified within the Urban Extension are not of such value that they merit listed status, however, they are valuable local reference points to the history of the site and the historical management of farmland on the periphery of Thetford in the C19th and early C20th. The retention of these buildings and a respect for their setting will be expected as part of the masterplan for the Urban Extension and subsequent planning applications. Proposals to remove or significantly alter these locally distinctive buildings must be accompanied by evidence in the Design and Access Statement outlining the justification for the proposal and an explanation as to why alternative options which could retain these buildings have not been selected. In the case of Blakeney Farm and Lodge Farm, the Council recognises that the traditional farmhouse and barn buildings have been significantly altered over time to reflect changing agricultural practises. The Council is supportive of proposals that retain these buildings as part of Local Centres and would encourage their reuse for community uses or as a public house to serve the new community.

21.14 Such traditional buildings, in particular farm buildings, have the potential to be used by breeding birds, bats and barn owls. As such, Breckland Council requires thorough and robust surveys to understand the biodiversity value of the buildings. Any improvements to the buildings should accommodate provisions for biodiversity which should be agreed with the Local Planning Authority.



Policy TH 24

Surface-Water Management

Development proposals within the Thetford Urban Extension will be permitted where this provides an appropriate Surface-Water Management Plan (SWMP). The SWMP should be provided as part of any application. A full ground investigation will be required to inform such SWMPs.

The SWMP in the Urban Extension must address, to the satisfaction of the Local Planning Authority and SuDS Approval Body (Norfolk County Council), the following:

- Provide details on the Infiltration Sustainable Drainage Systems (SuDS) methods to be used;
- Show how the recommendations of the SWMP will be designed and integrated into the development and how such features will be multi-functional in their use (with drainage, recreation, biodiversity and amenity value);
- Take into account potential effects on biodiversity, including demonstration that the recommendations of the SWMP will be managed in a way that would enhance their biodiversity potential;
- Achieve no overall net increase in surface-water run off when compared to greenfield rates to meet the relevant standards specified in the Water Cycle Study; and,
- Demonstrate that regard has been given to the local drainage context beyond the site boundary.

Any submitted SWMP must include evidence that the Environment Agency has agreed an acceptable level and type of infiltration.

Reasoned Justification

21.15 Management of surface water is key to preventing downstream flood risk as a result of development. It is important that all new developments should provide appropriate Sustainable Drainage Systems (SuDS) for the disposal of surface water so that it is retained either on-site or within the immediate area, or other water retention and flood storage measures. SuDS reduce overall run-off volumes leaving the site, control the rate of flow and improve water quality before it joins any watercourse or other receiving body.

21.16 The geology and soils underlying the Urban Extension are believed to be permeable and therefore conducive to the use of infiltration SuDS methods. SuDS are an alternative approach to drainage that replicate as closely as possible the natural drainage of the site before development. This reduces the risk of flood downstream of the development, helps replenish ground water and remove pollutants gathered during run-off, benefiting local wildlife, in line with the SuDs management train. The SuDS 'management train' (otherwise known as source to stream) is a sequential process which aims to deal with surface-water run-off locally returning the water to the natural drainage system as near to the source as possible. National Planning Policy highlights the aims for greenfield and brownfield applications of SuDS in PPS1 and PPS25. The latter (at Annex F10) establishes the key principles in relation to run-off from developments on greenfield and previously developed land.

21.17 Proposals should be compliant and consistent with the Interim Code of Practice for SUDS⁽⁵⁵⁾ or an appropriate successor document such as any future national SuDS standards and the forthcoming Norfolk SuDS Guidance. SuDS design should be discussed with the relevant SuDS approval body (Norfolk County Council).

21.18 SuDS should relate to topography and natural drainage routes and should form a focus/integral amenity features of new semi-natural greenspace and green links (GI Study, LUC, 2007).

55 http://www.ciria.org.uk/suds/pdf/nswg_icop_for_suds_0704.pdf



21.19 The Breckland Water Cycle Study (Stage 2, Detailed Study, 2010) has identified evidence for the use of sustainable drainage and has set out respective target run-off rates for greenfield development in Thetford. Therefore, all greenfield developments in Thetford will be required, through appropriate SuDS features, to achieve no overall net increase in surface-water run-off to meet the relevant standards specified in the Water Cycle Study.

21.20 Due to the large site areas, it is likely that both smaller-scale source control methods (e.g. soakaways, infiltration trenches) and larger-scale regional control methods (e.g. infiltration basins) could be used. A review of relevant OS mapping (1:40,000 scale) indicates that the nearest significant watercourse to the sites is the River Thet. However, in order to connect to this, a small ('B' class road) and potential third party land would have to be crossed. Therefore, infiltration methods should be investigated as the primary method of surface-water management.

21.21 The presence of a Groundwater Source Protection Zone (inner, outer and total catchment)⁽⁵⁶⁾ local to the Thetford Urban Extension could present some potential constraints to the use of infiltration method, particularly if there are significant contaminants present within underlying soils. It may be that only clean roof run-off will be acceptable for discharge to ground. Discussions on suitable infiltration SuDS will be needed with the Environment Agency prior to adoption of a surface-water management strategy in order to determine the acceptable level and type of infiltration.

21.22 Developers will normally be expected to make provision for SuDS on site. However, where this cannot be achieved, suitable in-lieu financial contributions will be sought through Section 106 Agreements or the proposed CIL for the provision, management and maintenance of 'strategic SuDS' that may provide a sustainable drainage solution for more than one site. Breckland Council are keen to emphasise that the provision of SuDS does not necessarily have an impact on any land budget as they can be of dual use (e.g. green infrastructure) and integrated into the development. As well as optimising the use of space, this form of integration of key infrastructure functions can significantly reduce longer-term maintenance and aftercare liabilities.

21.23 With regards to managing SuDS in a way to benefit biodiversity, such management plans should be prepared in consultation with Natural England.

21.24 The management of surface water also has implications on water quality and there is a strong relationship between sustainable drainage and Water Framework Directive targets for the UK, delivered in this region through the Anglian River Basin Management Plan (led by the Environment Agency).

21.25 Breckland Council is supportive of a SWMP being prepared on both a Breckland and Thetford context, which is the responsibility of Norfolk County Council in its role as the drainage authority. When this SWMP is delivered, it will provide further determination of the extent of Local Flood Risk, enhancing the current understanding of Strategic Flood Risk provided through the Water Cycle Study and SFRA already funded by Breckland Council. SWMPs are delivered through multi-agency partnerships led by Norfolk County Council in its role as the Lead Local Flood Authority (LLFA), following the model of Norwich and King's Lynn SWMPs.

56 For more information, please see the Environment Agency's website www.environment-agency.gov.uk/homeandleisure/37833.aspx



22 Movement

Policy TH 25

Walking and Cycling

A walking and cycling network and its phasing will be identified and the design of the network included as part of any planning application for the Thetford Urban Extension and agreed with both the Local Planning Authority and the Local Highways Authority. This network must fit into the townwide network (see section -9 'Transport') as well as the Thetford Loops and must be completed at appropriate stages of the development to ensure that new residents are encouraged to walk and cycle from the outset. The network must link directly and conveniently with destinations such as services and facilities which are or will be regularly used by the community as well as integrating with public transport in Thetford. It must be designed in a manner which is safe and convenient to ensure walking and cycling are obvious, visible and attractive modes of transport for the community.

Subsequent planning applications for detailed development phases will be permitted where they positively plan for and deliver the identified walking and cycling networks. Proposals which detract from the attractiveness and affect the functionality of the networks will not be permitted.

Reasoned Justification

22.1 Walking and cycling are healthy and sustainable modes of transport. The Thetford Urban Extension must be designed in a way to encourage walking and cycling by providing a comprehensive and convenient network with few barriers so as to attain the necessary modal shift. Walking and cycling should become obvious and attractive modes of travel for those living in the Thetford Urban Extension. The relatively flat and compact nature of Thetford lends itself to an attractive walking and cycling environment, particularly for commuting and school journeys.

22.2 Breckland Council will expect developers/promoters to look beyond the immediate boundary of the application site to ensure that residents in the Thetford Urban Extension and adjoining communities are able to walk and cycle towards the rest of the town. The Thetford Urban Extension walking and cycling network should fit seamlessly into the town-wide network as shown on Map 9.1 'Walking and Cycling Network'.

22.3 Significant work has already gone into promoting walking and cycling in Thetford through Norfolk County Council and Healthy Town projects. Participation rates have improved, but further increases in walking and cycling will be necessary to attain modal shift to healthier and more sustainable modes of transport. Additional projects to encourage and facilitate increased cycle and walking participation are likely to develop during the lifetime of this AAP and Breckland Council will investigate the potential for development to support such initiatives.



Policy TH 26

Buses

(a) Services

New bus services to the town centre and to the existing employment areas on Mundford Road and London Road will be in place from the first day of occupation by a resident in the Thetford Urban Extension.

The frequency of these bus services must be at least every ten minutes to and from the Thetford Urban Extension in at least the peak period but preferably more frequent. Fares must be affordable to ensure buses are an attractive alternative to single occupancy car use. The precise bus service package will be agreed with the Local Highways Authority.

(b) Routes

The layout in the agreed Masterplan of the Thetford Urban Extension will facilitate attractive and practical routes which maximise bus penetration across the Urban Extension and individual phases of development will be permitted when this is achieved. The new bus services must include services and facilities as destinations. New bus services to link to destinations outside of Thetford. Improvements to the bus service between Bury St Edmunds and Thetford will be undertaken in phase 1, prior to occupation of the Thetford Urban Extension.

(c) A New Bridge Over the Railway

As part of the transport network provided in the Masterplan, the Urban Extension will deliver a bridge crossing over the railway between Joe Blunt's Lane and the A11 which enables bus, pedestrian and cycle movement only. The design, position and standard of the bridge will be identified on the Masterplan and agreed with Network Rail and the Local Highways Authority.

(d) Bus Design Principles

The following design principles will be included in the Thetford Urban Extension and detailed in all Planning Applications:

- Bus priority measures at all junctions on the agreed bus route network;
- Bus boarders;
- A bus stop within 400m of all properties;
- Provision of service-related bus information at all stops;
- At least 50% of all stops within the Thetford Urban Extension will have shelters, preferably more; and
- Real Time Information at all stops.

(e) Funding

The provision of bus services and bus infrastructure, including the railway bridge and bus stops, will be funded from the new development either through CIL (or S106 agreements prior to 2014) or through direct provision through a legal agreement to the satisfaction of the Local Highways Authority.



Reasoned Justification

22.4 The bus is seen as the form of public transport having greatest potential as an alternative to single occupancy car use in Thetford. It is envisaged that the mode split levels for buses could increase significantly over the plan period. As such it is important that the facilities are put in place to promote the bus as a real alternative to single occupancy car use.

Services

22.5 Evidence contained in the Transport Plan for Thetford (Mott MacDonald, 2010), recommends a frequency of at least 6 buses an hour from the Urban Extension which will provide a frequent service and will enable the bus to be an appealing alternative to single occupancy car use.

22.6 Services from the Urban Extension should include the new bus interchange in the centre of Thetford on its route as well as the existing employment areas in the town, although precise routes will be worked up in detail and consider existing services. Whilst users are likely to prefer direct services to the end destinations, a balance must be struck between this and the buses servicing existing community en-route to their destinations in order to benefit the whole of the town and to aid viability of the services.

22.7 Linked to this section is the forthcoming public transport review in the area which will review the destinations in and around the town, served by existing buses, as well as the frequency and the start and finish time of the services, again with the ultimate aim of attaining modal shift away from single occupancy car use.

22.8 Peak period is defined as between 8am and 9am in the morning and 5pm and 6pm in the later afternoon/evening.

Routes

22.9 The bridge over the railway will provide a safe and convenient link between the east and west sections of the new Urban Extension. To encourage the use of sustainable transport modes, this bridge will only accommodate pedestrians, cyclists, buses and emergency vehicles, but not private or commercial vehicles. Delivered as part of Phase 2 of the development, in order to join Phases 1 and 2 together, the bridge should as a minimum be provided as a single lane bridge for buses plus cycle and pedestrian provision. Any mechanism to control the use of the bridge to these modes should not unduly inconvenience these bona fide users i.e. barrier arrangements to allow only bus usage, should not act as barriers to pedestrians or cyclists.

22.10 The existing level crossing between Joe Blunt's Lane and the A11 could offer an appropriate location for the bridge. At this location the railway track cuts into the land and is around 2 metres below the surrounding land reducing the extent of any engineering needed to enable a structure to span over the railway at an acceptable clearance.

22.11 Bury St Edmunds is highlighted as an important destination for buses. Bury St Edmunds offers health, education, shopping and entertainment services and facilities beyond those currently provided in Thetford. Whilst the TAAP seeks to improve the town centre and a knock on effect could be an improvement in the shopping and entertainment offer in Thetford, Bury St Edmunds will remain an important destination for these uses in the short to medium term. Furthermore there are no plans to provide a college or hospital in Thetford and therefore Bury St Edmunds will remain an important destination for Thetford's residents for such services.

22.12 Other priority destinations that should have improved bus services are Brandon (for employment and leisure for example) and destinations along the A11 between Thetford and Norwich mainly for employment). Norwich itself is a key destination for health, recreation, education and retail trips.



Bus Design Principles

22.13 Bus priority should be incorporated into the development, with a particular emphasis placed on links to employment zones and along the entrance and exit routes to the Urban Extension. All bus lanes would be accessible to cyclists and also be designated 'safer routes to school'.

22.14 A bus boarder consists of a section of pavement built out into the road to create a narrowing of the carriageway at the site of the bus stop. The key benefits of bus boarders are:

- They create a designated area of footway for passengers waiting for the bus and minimise the kerb space required for a bus to pull in and out of a stop;
- They can deter illegal parking at the bus stop as the buildout makes it more obvious that parking there would cause an obstruction;
- They raise the prominence of bus services in the area;
- They maintain the place of the bus in the traffic flow, reducing the time taken to rejoin the flow;
- They allow the bus to stop parallel with the kerb, without complex manoeuvres which in turn makes it easier for older and disabled passengers, and those with children and pushchairs to board and alight from the vehicle;
- By stopping in the correct place, at the correct angle, boarding and alighting time can be reduced as passengers can easily step on and off the vehicle;
- They can be helpful in reducing the overall speed of traffic on the road; and
- They are helpful in reducing the overall time spent at the bus stop.

22.15 It is essential that every stop should have a static display of timetables, route maps and location maps for every service utilising the stop, along with any relevant information such as that relating to limited stop services.

22.16 Given the urban nature of the proposed route corridors, a target of at least 50% of all stops within the Thetford Urban Extension to have shelters is suggested, with the remaining 50% being either major interchanges or stand-alone bus stops. Such shelters should not create obstacles for pedestrians or footways.

22.17 The provision of Real Time Information (RTI) will give accurate arrival times for all services passing the stop and is likely to contribute to passenger growth on all passing bus routes. RTI could also potentially give advice on the approach of any limited stop buses which do not serve the stop in order to avoid passenger confusion.

22.18 Energy-efficient lighting could be provided either through existing mains supplies where available, or in the case of new stops there is potential to use solar power to provide flag lighting and on-demand LED lighting for the timetable panel.



Policy TH 27

A New Railway Station in the Urban Extension

The Masterplan for the Urban Extension and subsequent proposals are required to set aside land between Joe Blunt's Lane and the A11 to enable the delivery of a new railway station in the period 2016-2026. The location of land for the proposed station should be accessible and well-related to the proposed bus, cycle and pedestrian bridge over the railway (to provide access from one platform to the other for disabled people for example). The area of land to be set aside for the station will be agreed with the Local Transport Authority through the masterplanning process and reflected in subsequent proposals.

Proposals which inhibit the delivery of this facility will not be permitted unless it can be demonstrated to the satisfaction of the Local Planning Authority that there is no feasible prospect of a station being delivered in the plan period (by 2026).

The interim use of the site for temporary development will be permitted where the proposed use is compatible with the adjoining railway and the time frame to vacate the site, as secured through conditions, is compatible with any plan or decision to implement a station proposal.

Reasoned Justification

22.19 The Thetford Transport Study (2010) has identified that a station in the Thetford Urban Extension could potentially serve a useful transport purpose and play a significant role in promoting sustainable transport choices from the new community and surrounding rural villages. Such a station would be additional to the existing railway station i.e. Thetford could have 2 railway stations.

22.20 It is most likely that any new demand arising from the opening of a new station at the Thetford Urban Extension would be largely derived from walk-up passengers. A high-level distance-band analysis suggests that while there would be a degree of overlap where the new station may abstract some users living in the existing town from the existing station, the new station could be expected to have a catchment area covering the vast majority of the Urban Extension. It also suggests that those living in this area would otherwise be unlikely to use rail, especially for the critical journeys to Norwich, because they are not within the main walk-up catchment of Thetford's current station, but are within easy driving distance of the main Norwich road, which itself links into Norwich's park-and-ride bus facilities. This leads to a preliminary conclusion that a station at the Thetford Urban Extension may have the potential to serve a meaningful new market for rail, and assist the new development in promoting sustainable transport choices along a critical artery.

22.21 Land should be set aside for this use, although it is acknowledged that there is the need for further analysis of the physical feasibility of such a station, of its operating implications, and, critically, of the likely levels of demand before an outline business case appraisal can be carried out to establish whether there is a clear socio-economic basis for the project to proceed. Before detailed work is carried out, the masterplanning process will be advised by the Local Transport Authority on the land requirements to be reserved following engagement with Network Rail and train operating companies.

22.22 The delivery of a new station for the urban extension will be at best a medium-term project (i.e. after 2016) and there remains a considerable uncertainty that it will be delivered in this plan period. However, at this early stage of detailed local planning for Thetford up to 2026, the evidence in the Thetford Transport Study (2010) identifies that a second station is a desirable contribution to achieving modal shift. The proposal for a new railway station is not currently contained in any franchise arrangement or capital investment plan. Setting land aside for its provision within this document will secure the option for the future.



22.23 However, given the restricted land budget to the north of Thetford it is also desirable not to see the site area for a new station sterilised in the short-medium term. On this basis the Local Planning Authority will be supportive of temporary land uses which are compatible with its track-side location. This could include open space (such as temporary allotments), car parking and temporary structures/compounds associated with the development of the urban extension. The Local Planning Authority will consider the use of necessary conditions to limit occupation and use of the area. Any temporary use will be considered to be over and above the requirement for that particular use as set out in local and national guidance and policy as well as this Area Action Plan so the delivery of a new train station would not result in an under-provision of the temporary use.



Policy TH 28

Changes to the A11 Trunk Road

(a) Delivery of Upgraded Junctions

The five junctions on the A11 bypass around Thetford will be upgraded during the period of this plan as follows:

- i. The Masterplan for the Urban Extension is required to make provision for improvements of the A11 junctions as a result of the new growth;
- ii. The precise timing for delivery of the junction improvements will be agreed with the Local Planning Authority, Highways Agency and Local Transport Authority;
- iii. The delivery of the Urban Extension will be controlled by necessary conditions, including occupation of development, until such points that the required junction improvements have been implemented;
- iv. Breckland Council requires the development of the Urban Extension to fund the delivery of the A11 junction upgrades;
- v. Mitigation measures will be agreed with Natural England, and implemented to avoid any adverse effects on the integrity of the Breckland SAC as a result of the junction upgrades at the Brandon Road / A11 junction. Mitigation will include consideration of alternative junction designs and further mitigation measures to avoid an adverse effect on the integrity of the Breckland SAC; and
- vi. Proposals for development which inhibit the delivery of the necessary junction improvements will not be permitted.

(b) Junction Standards

The five junctions of the A11 Thetford Bypass must be improved to an appropriate standard as agreed with the Highways Agency. Surface water-run off should be addressed as part of the design as well as the potential for the central areas of the roundabouts to be managed to benefit biodiversity.

The design and details of how and when the improvements are to be provided must be included in any Masterplan and associated planning applications for the Urban Extension. The delivery, timing and funding of the junction improvements and appropriate habitat mitigation will be secured by legal agreement.

(c) A11 Lighting

Any revisions to the lighting schemes for the junctions on the A11 Thetford Bypass must be designed to be efficient and reduce light pollution and retain as far as practicable the unlit night time character at the fringe of Thetford. Any proposals to light the full length of Thetford Bypass will be resisted by the Local Planning Authority.

Reasoned Justification

22.24 Studies show that even without the proposed growth in Thetford, the junctions around the town with the A11 will suffer congestion to some extent by 2026, with the Mundford Road (A134) junction experiencing the worst congestion. The issues are exacerbated by the proposed growth of Thetford.



22.25 Mitigation involving physical improvement measures to the junctions could provide nil detriment⁽⁵⁷⁾ to the A11 network albeit at significant, monetary cost.

22.26 The Transport Assessment of planning applications for the Urban Extension will detail the improvements to the A11 junctions, providing justification for the approach taken and proving the changes are acceptable in terms of transport impact, archaeology and biodiversity in the area. The Transport Assessment will also include a timescale of when improvements could take place which will be subject to further discussion and agreement between all relevant stakeholders.

22.27 Consideration will be given to the timing of A11 improvements in relation to the eventual timing of proposed local road network improvements to minimise disruption to both the local and strategic road networks. The Local Transport Authority should be party to any discussions regarding A11 improvements that have the potential to have an impact on the operation of the local road network.

22.28 The Local Planning Authority will ensure that any other development proposals in the area will not inhibit the ability to deliver future improvements to the A11 junctions.

22.29 Signalisation could be used as a potential mitigation measure which will help bring traffic congestion and delays to a situation no worse than the 2026 'no Thetford growth' baseline level as set out in the Transport Study (2010). There are some junctions which will continue to operate in an acceptable manner without signalisation. There could potentially be a safety case for signalling all the junctions and timely advice will be sought from the Highways Agency on the precise package of junction improvements.

22.30 Section 12 'Biodiversity and Green Infrastructure' identifies the A11 junctions as being gateways to the centre. Furthermore, the central areas of the roundabouts could be improved and managed to benefit biodiversity. Such changes would need to be agreed with the Highways Agency.

22.31 The improvements to the trunk road have the potential to impact upon surface water flooding through the creation of artificial engineering features. These artificial flood sources include raised channels such as canals, or storage features such as ponds and reservoirs. In 2006, blocked gullies on the A11 resulted in flooding of the carriageway. The policy seeks to ensure that surface water run-off is appropriately controlled.

22.32 Lighting has the potential to impact upon the character and tranquillity of Thetford and the surrounding environs, as well as affect sensitive habitats and species. The Council recognises that the existing junctions are already lit, but will resist proposals to further light the A11 in order to maintain the tranquillity of the area and to limit harm to the amenity of existing and future residents in the vicinity. The Highways Agency has indicated that there is no accident data to suggest that lighting the full length of the road is necessary for safety reasons.

22.33 Regarding the A11 junction with London Road (A1075), Breckland Council, Norfolk County Council and the Highways Agency will discuss the changes as part of the imminent A11 Thetford to Five-Ways dualling scheme in order to ensure a junction form is provided that can accommodate the planned additional movements at this junction. Such discussions could result in cost-effective delivery as well as minimising disruption to users and minimise risk to the workforce who would deliver the changes.

Impact of Improvements on European Sites

22.34 In order to make the delivery of the Urban Extension acceptable in highway terms, the particular improvements needed to the A11 junction at Brandon Road will require the land take of 0.78ha of designated Breckland SAC and classified SPA. Having made an appropriate assessment and having regard to Natural England's

57 Nil detriment means no worse than the '2026 no Thetford growth baseline figures' i.e. the congestion the A11 is likely to experience in 2026 with growth will be no worse than the congestion the A11 is likely to experience without the growth in Thetford. This benchmark originated from the Highways Agency early on in the Transport Plan production process.



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advice, this would not have an adverse effect on the integrity of the SPA. However, it would be likely to have a significant effect on the SAC. Furthermore, it cannot be ascertained that the integrity of the SAC would not be adversely affected by the junction's current land take requirements. Therefore, alternative designs or additional mitigation measures will be required for this junction improvement to take place. Consequently, the plan contains an absolute and explicit requirement that the Brandon Road / A11 junction upgrade will be designed so that it will not have an adverse effect on the integrity of the SAC. The Council will seek a legal agreement with the developers of the Urban Extension in order to ensure that mitigation can be implemented.

22.35 The HRA of the Core Strategy also indicated a potential adverse effect on the Breckland SAC from additional road development within 200m due to the impact of air pollution, principally as a result of the addition of nitrogen. The proposed upgrading of the junction at Brandon Road to accommodate additional traffic has the potential to result in an adverse impact on the SAC in this regard. However, transport evidence to support the AAP reveals that the existing junction arrangement would be over-capacity by 2026 due to natural growth in traffic movements and that road improvements would be required notwithstanding the growth at Thetford. The junction improvements will aid movement and limit the potential for unacceptable levels of traffic queueing, which will in turn limit the ability of stationary traffic to build up in proximity to the European site.



Policy TH 29

Improvements to the Local Road Network

In order to deliver the Thetford Urban Extension, the capacity of the local road network in Thetford will be upgraded by 2026 as follows, with the precise details being agreed with the Local Highways Authority, Highways Agency (where appropriate) and Local Planning Authority:

- i. Croxton Road/Mundford Road junction will be enlarged and signalised;
- ii. Hurth Way/Norwich Road roundabout will be enlarged and signalised;
- iii. Bury Road/London Road/Brandon Road/Norwich Road junction will be enlarged and re-signalised whilst not harming the designated heritage assets nearby;
- iv. Mundford Road north of Wyatt Way to A11 will be the subject of capacity enhancements whilst not harming the designated heritage assets nearby;
- v. Norwich Road from Hurth Way to the A11 will be the subject of capacity enhancements whilst protecting the integrity of the mature trees to the north of Kilverstone Road and the mature tree buffer to the south of Kilverstone road; and
- vi. Norwich Road, between Hurth Way and the Bury Road junction, will be the subject of capacity enhancements.

The locations of these local road network capacity enhancements are shown on the Policies Map. Developments which prevent the implementation of these proposals will not be permitted.

The timing, design and construction of these schemes will be agreed through the Masterplan for the Urban Extension and associated planning permissions. Breckland Council requires the development of the Urban Extension to fund the delivery of these improvements.

Reasoned Justification

22.36 The requirements in Policy TH 29 'Improvements to the Local Road Network' are based on current understanding and assumes a worse case scenario based on projected modal splits. Further analysis may reveal that a lower level of intervention is acceptable. Such analysis would need to be agreed with the Local Transport Authority and Highways Agency (as appropriate).

22.37 Modelling has shown that the areas identified would suffer from congestion by 2026, even without the growth of Thetford. The traffic related knock-on effects of the Thetford Urban Extension will exacerbate the issue significantly. As a result, the 5 areas identified will require changes. These changes will essentially aim to increase capacity of the aforementioned junctions or links.

22.38 The term 'capacity enhancements' refers to a range of measures that minimise the impact of congestion on public transport movements and provide for pedestrians and cyclists whilst addressing the flow of traffic. Such improvements could include redistribution of road space, bus priority measures or smart technology. The precise details will be included as part of the planning application and would need to be approved by Local Transport Authority, Local Planning Authority and the Highways Agency (where the proposal affects the A11).

22.39 Any changes will be required to appreciate:

- i. Scheduled Monuments and other areas of historic interest (see sections 21 'The Existing Environment and Landscape' and 16 'Archaeology');
- ii. Listed buildings;
- iii. The setting of Thetford's conservation area (see Policies Map);



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- iv. The existing townscape and landscape, including trees and hedges (see 21 'The Existing Environment and Landscape');
- v. Pedestrians, cyclists and buses (see 9 'Transport');
- vi. Amenity issues (Core Strategy policy DC1 on Amenity);
- vii. Surface water run-off;
- viii. The nature of Thetford as a rural Market Town;
- ix. Relevant strategies and plans (e.g. The Town Centre Masterplan); and
- x. Impact on existing residents (for example accessing properties).

22.40 Consideration will be given to the timing of local road network improvements in relation to the eventual timing of proposed A11 improvements to minimise disruption to both the local and strategic road networks. The Highways Agency should be party to any discussions regarding local road network improvements that have the potential to have a residual impact on the operation of the A11.



23 New Jobs

Policy TH 30

New Employment Land

(a) Amount of Employment Land and Location

Land amounting to at least 22 hectares for new employment development shall be provided within the Thetford Urban Extension. This shall be in locations which provide good access to the A11 trunk road and the land should be provided as appropriately serviced. This shall include mains services such as water, electricity and gas brought to site in order to ensure timely supply and delivery of land to the commercial market. The provision of the 22 hectares of employment land in the urban extension should be phased for delivery as indicated in the table below:

Location	Area	Phasing
Near Tesco	4.0Ha	Phase 1 - 2013/14/15
Lodge Way	14.5Ha	Phase 2 - 2016/17/18
Off Croxton Road	2.5Ha	Phase 3 - 2019/20
Off Norwich Road	7.2Ha	Phase 4 and 5- 2020 to 2026

Table 23.1 Location and Phasing of Employment Development

The saved employment allocation (E.1)⁽⁵⁸⁾ adjacent to the Gallows Hill Scheduled Monument will be replaced by the Lodge Way allocation (in table above), in the same broad location, for employment development subject to the following:

- i. It is accessed by business related traffic from Wyatt Way and Lodge Way only, with secondary access from Croxton Road for public transport only;
- ii. The actual shape of the allocation is amended to reflect the Scheduled Monument;
- iii. Appropriate screening is provided which enhances the setting of the Scheduled Monument and acts as a buffer to existing residential development;
- iv. The site is allocated for B1 (business) and B8 (storage and distribution) use; and
- v. The design allows for ease of access by buses and walking and cycling.

(b) Layout and Design Principles

Planning applications for employment land should have regard to the following principles in order to make the new employment areas in Thetford attractive, integrated into the town, quality places and attract a wide range of tenants:

- i. Convenient access by walking, cycling and public transport;
- ii. Well connected to the rest of the town;
- iii. Screening from the existing and future neighbouring residential uses;

58 Saved from the Breckland Local Plan (1999)



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- iv. Ensure appropriate and sympathetic boundary treatments to key road frontages within employment areas using native hedgerow planting with fencing set behind;
- v. Ensure car parking and service yards are clear of road frontages, particularly to the A1066;
- vi. Quality tree planting and landscaping;
- vii. Efficient use of land;
- viii. Provide for a wide range of land uses in order to attract a wide range of tenants;
- ix. Designed to provide a quality working environment and image, including the gateways into the site;
- x. Innovative waste and recycling infrastructure;
- xi. Design out crime; and
- xii. Potential for biodiversity to be provided for.

Reasoned Justification

23.1 Thetford is identified as a key employment location along the A11 corridor and is the focus for significant jobs growth in the Breckland Adopted Core Strategy. The Core Strategy identifies at Policy CP3 the need to plan for some 30-40 hectares of strategic employment land at Thetford within the A11 to deliver 5,000 new jobs to 2026. The amount of new employment land proposed and Thetford Enterprise Park with Planning Permission, along with a high jobs growth target seeks to ensure that the town not only continues to be an important economic location, but also improves the balance between jobs and new homes contributing to the objective of self containment i.e. people living and working in Thetford. Delivery of jobs is also critical to the transport strategy for Thetford. Breckland Council will expect a range of new employment sites to be delivered across Thetford's Urban Extension in accordance with the above policy.

23.2 Thetford is also a key location within the Rural Enterprise Valley (REV) and Breckland Council has placed significant emphasis on delivering quality and high value employment opportunities in the finance, ICT, research and advanced engineering and manufacturing sectors. There are already a number of these types of businesses in the Thetford area, and the continued growth of motorsport-related industry along the A11 can help to ensure the town benefits from economic growth in this sector, consistent with the REV objectives.

23.3 The Thetford Enterprise Park (TEP) is a key employment site in close proximity to the A11. The site has the benefit of outline Planning Permission and is currently being serviced in order to aid the delivery of new employment development in the short to medium term. This site will make an important contribution to delivering new jobs; however this will not be sufficient on its own to deliver the requirement and further sites will be needed. The Employment Land Review (2006) recommended that a new business park be developed along with the Thetford Enterprise Park in order to bring forward inward investment to the town and the preferred policy approach seeks to ensure suitable employment provision in the urban extension. The policy seeks to ensure that the additional employment land proposed in Thetford as part of the Thetford Urban Extension comes forward in a timely manner to help deliver the significant jobs growth target along with housing growth in the town. Ensuring such land is serviced by the developers will make sure land is ready to be developed when the commercial market is in a position to expand.

23.4 In deciding where to locate employment and how the allocations are built out, Core Strategy Policy DC1 is of importance with regards to the effect of differing land uses on each other needs to be considered. For example the juxtaposition of residential and light employment could result in amenity issues for residents in terms of noise.

23.5 Further to the above, and to reflect the Lodge Way allocation being adjacent to Gallows Hill Scheduled Monument, Breckland Council would encourage plans for well designed offices or warehouses of a scale that reflect the sensitive location.



Existing Employment Allocation

23.6 Since this allocation was recommended to be saved as part of the Core Strategy, some of its area has since been Scheduled as part of the Scheduled Monument at Gallows Hill. The general location of this allocation remains, next to the existing Wyatt Way Industrial Estate. The only vehicular access to this employment area should utilise Wyatt Way and Lodge Way (with the footways continued and adequate provisions for cyclists). Walking and cycling routes should be provided to access the site in a well designed way from Amelia Opei Way. Other walking and cycling routes should be provided from the north of the allocation.

Design Principles

23.7 The design principles as set out in the policy seek to ensure that new employment areas learn from the successes and mistakes of the design of existing employment estates. They have been produced in liaison with CABI expert design enablers using elements of the evidence base produced to support the TAAP, namely the Thetford Green Infrastructure Study, Thetford Transport Study and the Employment Land Review.

23.8 The criteria seek to ensure the issues that the TAAP address are taken into account as part of the design, for example transport issues as well as setting a good image for the new employment areas and creating a good working environment for workers.

23.9 In terms of new employment proposals, continuous engineered bunding/banking should be avoided as this would be harmful to landform and landscape character. It is more desirable in landscape terms to have a bund which includes landform variation and is not continuously banked with different planting types and densities to 'foil' rather than screen development. This would provide some Breckland Character to the development.



24 Local Centres

Policy TH 31

New Local Centre(s) in the Urban Extension

Two new Local Centres, consistent with definition in national planning policy (currently PPS4 or successor document), will be provided in the Urban Extension to serve the new development to the north of the town. The Local Centres should be capable of including a range of small shops and services, and should be in locations which maximise opportunities for access by foot and cycle by new communities as identified on the Masterplan.

The Local Centres delivered as part of the Urban Extension will provide a total of approximately 1,700m² (net) floorspace. Of this, approximately 500m² (net) should be provided as new comparison goods or other A class floorspace, and 1,200m² (net) new convenience floorspace. The preference is that the convenience floorspace is provided as small foodstores of under 500m² (net) to meet local needs, with the comparison or other A class elements comprising smaller units of around 200m².

The development of the Local Centres shall be phased for completion post 2016 (phase 2 onwards) as significant new housing and population growth takes place.

Reasoned Justification

24.1 The Urban Extension will provide local shopping facilities within walking distance for new residential development, and these facilities will deliver longer term retail floorspace projections between 2016 and 2026. The provision of new local shopping provision to serve these areas should be phased to coincide with the completion of residential units as the population expands, and as such the policy seeks to phase the local centres for delivery post 2016 which coincides with phase 2 of the urban extension⁽⁵⁹⁾.

24.2 Breckland Council expects the Local Centre in the Urban Extension to be easily accessible by modes other than single occupancy car use and designed for linked trips, as well as providing suitable facilities for pedestrians and cyclists including cycle parking.

24.3 The Local Centres will complement, not compete with the town centre, and as such the policy seeks to ensure that smaller units are provided so as not to adversely impact the town centre.

24.4 The Retail Study and Town Centre Study includes projections up to 2026, however it should be noted that projections beyond 5 years become less reliable. There could be the potential for the Local Centre(s) to expand to a District Centre in the future depending on evidence to support this, however this will be dependent on future retail evidence and subsequent assessment of impact upon the town centre and will be considered through future reviews of this document.

24.5 Acceptable land uses at Local Centres include the following:

- Cafe's, restaurants and pubs;
- Retail development (as per this policy) with residential on upper floors;
- Bring recycling facilities (see Policy TH 36 'New Bring Recycling Facilities');
- Community Buildings (although see Policy TH 35 'Community Buildings');

59 based on the current draft of the masterplan (2010)



- Children's play; and,
- Health provision (see Policy TH 34 'New Health Facility in the Urban Extension').

24.6 In deciding where to locate such centres and how the allocations are built out, Core Strategy Policy DC1 is of importance with regards to the effect of differing land uses on each other needs to be considered. For example the juxtaposition of residential and public houses could result in amenity issues for residents in terms of noise.

24.7 Where car parking is proposed, the provisions of Policy DC19 of the adopted Core Strategy will be applied.

24.8 The Local Centre should be designed in a way to the principles of designing out crime.



25 Infrastructure - Physical and Social

Water and the Thetford Urban Extension

25.1 The Water Cycle Studies, undertaken by Scott Wilson on behalf of Breckland Council in 2008 and 2010, are the evidence base used to inform this section.

Water Supply Infrastructure

25.2 A strategic main passes to the east of the proposed development areas and would be sufficient to feed the new development areas. However, the developers would be responsible for funding an extension to the rising main to the development areas as there is no water mains coverage within the Thetford Urban Extension, and this would most likely require a new local pumping station. Local connections would then be required on a house by house basis.

25.3 The location and layout of any pumping station proposal will be permitted where it is agreed with the water company having regard to local amenity, landscape and future maintenance requirements.

Waste Water Infrastructure

25.4 The Water Cycle Study assumed that any spare 'capacity' in the existing wastewater network would be required to cater for the infill development (identified for Thetford as approximately 1,000 new properties) and climate change related increases in storm flows in order to prevent an increase in sewer flooding within the existing urban extent of Thetford.

25.5 As well as capacity for infill of 1,000 new properties, there is further capacity in the existing wastewater network in the north of the town to allow development to occur with connections up to approximately 1,000 homes in this location. Beyond the 1,000 infill plus 1,000 new properties to the north of the town, strategic scale investment would be required in wastewater network infrastructure in order to service additional development.

25.6 The design and planning period to contract award for the wastewater pipeline is of 30 month duration due to the need to acquire railways and highways consents owing to the proposed location of the pipeline to the south of the A11 and the requirement for the new pipe to pass beneath the railway line.

25.7 The new pipeline system could run inside the A11 and to the north of the Gallows Hill Scheduled Monument, in conjunction with and taking account of any walking, cycling and bus infrastructure provided in this area. Detailed planning of the route of new pipeline systems must take account of potential archaeological and biodiversity sensitivities in this area and should be combined if appropriate with any other infrastructure in the area. Although the scheduled monument will be avoided, the area between the monument and the A11 is likely to be archaeologically sensitive in its own right. Discussion with English Heritage and Norfolk County Council's Archaeology Team will need to be had as early as possible, with proper archaeological assessment and evaluation.

25.8 See section 15 'Water and Flood Risk' regarding the Waste Water Treatment Works.



Policy TH 32

Connecting to a Decentralised Energy Supply

The Thetford Urban Extension is to be designed in a manner that allows for the connection (in particular for heat) to decentralised energy supply as part of meeting relevant carbon compliance levels in the Building Regulations. This could include existing or proposed CHP facilities subject to planning permissions.

Reasoned Justification

25.9 Decentralised and renewable energy, such as biomass Combined Heat and Power (CHP), is a recognised technology which can reduce carbon emissions on-site, and forms part of the Government's hierarchy for achieving zero carbon housing developments. Evidence contained within the Council's A11 Energy Study⁽⁶⁰⁾ reveals that biomass community heating⁽⁶¹⁾ saves between 570-1,500 kg/yr of CO₂ per dwelling (based on displaced mains electricity). The A11 Energy Study considers that a community biomass scheme (CHP) should be the preferred approach to delivering a zero carbon energy solution to meet the new growth in Thetford in terms of delivery and cost-effectiveness and the Council endorses such an approach.

25.10 Paragraph 27 of PPS1 supplement considers that where there are firm proposals for decentralised renewable energy (for example the EPR proposal off the A134, or another decentralised renewable energy solution), Local Planning Authorities can expect development to connect to them or to be capable of connecting to them in future. This is relevant to Thetford as the A11 Energy Study finds that a decentralised biomass solution is the most cost effective mechanism to achieve zero carbon developments in the town. Breckland Council considers that the development of the Urban Extension should explore opportunities to connect to decentralised and renewable energy supply in meeting reductions in carbon emissions in line with the national timetable.

25.11 Breckland Council considers that the Urban Extension should also be designed/laid out in a manner so as not to irreversibly preclude options to connect to a decentralised energy supply solution as part of meeting requirements to develop new homes to zero carbon standards post 2016.

25.12 This Policy does not directly relate to the provision of renewable energy generation/supply, rather potential for future connection of all new development to such a supply. Core Strategy Policies CP12 and DC15 guide renewable energy generation and supply and such proposals will be subject to the usual Development Management process.

60 prepared by consultants IT Power (2010)

61 A central energy centre contains a wood chip fuelled boiler. A heat main delivers heat to individual houses.



Policy TH 33

Education Provision in the Thetford Urban Extension

(a) Primary Sector Schools and Nursery Provision

The Thetford Urban Extension will require the building of three new 420 place Primary Schools, with nursery provision, within the new development. The land area to be set aside for each of these schools will be around 2ha depending on site conditions.

The detailed phasing of delivering schools would need to be developed through the emerging masterplan and a heads of terms agreement associated with any development proposal. The County Council will monitor the pupil numbers generated by this development as the first two schools fill.

The third school could be designed to be built in two phases; first as a 210 place with scope for expansion to a 420 place school later should the need arise.

In addition the County Council will keep school organisation in the existing primary sector schools in the town under review.

(b) Secondary Schools

6.6 hectares of land to the north of Joe Blunt's Lane, will be set aside in the Urban Extension to allow for the ongoing provision of the Academy (at the North Site, Formerly Rosemary Musker High School) over the plan period.

(c) Location

The location of any new school and/or new land associated with the expansion of an existing school/academy will need to be agreed with the Local Education Authority, Academy Sponsors (where the school is an Academy) and Local Planning Authority at the masterplan/planning application stage.

(d) Access

Proposals for new or extended schools and educational sites will be expected to demonstrate how the site will be designed and managed to ensure that a significant majority of the workforce and clientele are able to access the site safely and conveniently on foot, by cycle or by public transport.

(e) Funding

The provision of education facilities, including land, made necessary by the Thetford Urban Extension will be funded from the new development either by CIL or through a S106 legal agreement prior to 2014, to the satisfaction of the Local Planning Authority, Education Authority and the Academy.

Reasoned Justification

25.13 The development of 5,000 dwellings is likely to result in the following number of children based on all the dwellings being family units (i.e. multi-bed units). (Norfolk County Council, July 2011).

School (age)	Number of Children
Nursery (3 - 5)	420



School (age)	Number of Children
Primary (5 – 11)	1,270
Secondary (11 - 16)	700
Sixth Form (16 - 18)	140

Table 25.1 The number of children of different ages likely to be associated with 5,000 dwellings.

25.14 A development of 5,000 new homes is likely to generate an additional 1,270 primary sector pupils. There are only a few surplus places in the primary sector schools in the north of Thetford, where this development will take place which will not meet the demand of the new development. Therefore there is a need to provide 3 primary schools in the Thetford Urban Extension.

25.15 On the basis of 5,000 new houses to the north of Thetford, the implication for secondary provision is that there would be a requirement to accommodate a further 700 pupils (11-16 age range) plus a further 140 sixth form pupils (16-18 age range) at the Academy. The Academy will eventually need to be expanded to accommodate up to 2,600 pupils in order to bring all pupils in Thetford onto a single campus and cater for the planned housing growth to the north of the town.

25.16 The existing land area of the Academy (North Site) is 8.7ha, but this includes approximately 2ha of protected woodland.

25.17 To provide for both the combined secondary education offer on the North Site and to accommodate the extra secondary school aged pupils resulting from development and change in the town, 6.6ha of land is required to be set aside in the Urban Extension adjacent to the North Site. The time scale for the expansion of the Thetford Academy will depend on the rate of housing growth.

25.18 Some existing areas of school playing field may need to accommodate some new building to enable the expansion of existing schools to meet the needs of a growing town. Breckland Council will however ensure the adequate amount of playing fields to serve the needs of the expanded school are provided.

25.19 Joe Blunt's Lane is a track along the Parish Boundary between Thetford and Croxton. As such it is an important feature of the landscape which has significant recreational and biodiversity value. Policy TH 11 'Joe Blunt's Lane' seeks to protect and enhance Joe Blunt's Lane as a pedestrian and cycle route for many different uses. It is therefore expected that either playing fields or school buildings associated with Academy (North Site) (formerly Rosemary Musker High School) and its expansion will be north of Joe Blunt's Lane and implemented in such a way that the Lane's route remains uninterrupted. As a consequence there would need to be suitable mitigation/safeguarding measures to ensure adequate security. The Academy will need access (people and services) to the north of Joe Blunt's Lane and as such there will need to be a designated crossing point across the Lane to the new part of the Academy site.

25.20 It is important that schools and school sites support healthy living objectives. These include: active play on site; access by active travel means in particular walking and cycling; healthy food procurement; and sustainable architecture and energy use.



Policy TH 34

New Health Facility in the Urban Extension

Provision in the Urban Extension will be made for a new multi-purpose health facility (additional to the existing Healthy Living Centre on Mundford Road) to incorporate a GP Surgery, with additional space for a commercial pharmacy, and a linked dental surgery in an area highly accessible to the bulk of the population of the proposed Thetford Urban Extension (i.e. In a local centre).

This facility will be made available for use from 1st April 2019 (subject to the planned growth reflecting current projections).

The facility should provide for approximately 6 dentists and around 3 GPs as well as necessary accommodation for community services.

Reasoned Justification

Background

25.21 Thetford is currently served by a range of local Primary Care Services covering general medical (GP) services, dentistry and pharmacy. There are 2 large General Practices in the town centre (School Lane and Grove Lane Surgeries) with School Lane also operating from the relatively new Thetford Healthy Living Centre located on Mundford Road. The latter building also houses a wide range of other health services for local people including diagnostics, physiotherapy, mental health, Children's and other community services and has physical capacity for 7,500 more patients, although currently not the required number of GPs.

25.22 Thetford currently has one existing large dental practice situated in the centre of Thetford. This practice is running at capacity with the current population and has no spare capacity to absorb any additional population from the development. There is also a specialist surgery in the existing Healthy Living Centre which is used for provision of dental services to patients with special needs, but is unsuitable to be used as a general practice facility. Existing dental services are at capacity but NHS Norfolk are looking to locate another provider in Thetford to help ease current pressures in the short term.

25.23 There are 5 pharmacies in Thetford; Boots and Lloyds in the town centre, and others located within Tesco's and Sainsbury's supermarkets with a fifth now open at the existing Healthy Living Centre.

25.24 Patients needing to access acute hospital care are predominantly referred to the West Suffolk Hospital at Bury St Edmunds, or to the Norfolk and Norwich University Hospital or the Queen Elizabeth 2nd Hospital in King's Lynn.

25.25 Mental health services are provided by Suffolk Mental Health.

The Proposed Health Facility Strategy

25.26 In order to provide sufficient health services, additional district nursing and additional staff will be required which will be accommodated in the existing or proposed health facilities.

25.27 In line with the current NHS Norfolk strategy the areas of identified additional health care provision would be located in a new facility located in the proximity of the Thetford Urban Extension to house primary medical, primary dental and community services. The New Health Facility⁽⁶²⁾ will:

62 Based on an estimated additional population of around 12,000 people.



- be operational from April 2019,
- provide 6 dentists,
- provide services for 4,500 patients (around 3 GPs),
- be easily accessible by many modes of transport. It is envisaged that the facility could be located in a Local Centre in the Urban Extension, highly accessible to the majority of the community. The location should also be well served by public transport and have excellent walking and cycling access as well as Sheffield Stand cycle stands in convenient and well surveyed locations with shelters.

25.28 The population of the Thetford Urban Extension is estimated to be around 11,000 to 12,000 people. Whilst the New Health Facility would provide GP services for 4,500 patients as detailed above, there is physical capacity at the existing Healthy Living Centre for 7,500 more patients or around 5 GPs. The provision of GPs to meet the increase in demand from the 11,000 to 12,000 people who are to live in the Urban Extension will therefore be in the order of 8 GPs.

25.29 The preferred model for additional health services is, where feasible, to co-locate primary and community services in one location. This would allow for improved accessibility to a range of services, opportunities to reconfigure and expand out of hospital services, and a better 'one-stop-shop style' service for patients. Central to this will be improving the offer of medical and community services of the Thetford Healthy Living Centre, in particular relocating outpatient and diagnostic services for which Thetford residents currently have to travel elsewhere. In addition it would allow economies of scale resulting in better use of NHS resources in a tight financial climate, and a much better likelihood of being responsive to future changing needs.

25.30 Breckland Council would also support further town centre provision of health care (with regard to Core Strategy and TAAP Policies) as well as the potential for any satellite service or facility to meet the needs of residential areas to the south of the town, to improve their access to such services as well as reducing the need to travel.

25.31 West Suffolk Hospital, Norfolk and Norwich Hospital and Queen Elizabeth 2nd Hospital have sufficient physical capacity to accommodate additional activity.

25.32 In line with Core Policies 4 and 5 of the Core Strategy Breckland Council recognises the need to secure developer funding either through CIL (or S106 prior to 2014) or other finance initiatives towards the capital costs of new health infrastructure directly related to the planned growth. The detail around CIL will be contained in a separate document being produced by Breckland Council.



Policy TH 35

Community Buildings

(a) Shared Facilities

Breckland Council's preference is to support community usage of school and education facilities. As such:

- i. new education facilities should provide for and be set up to allow for appropriate community usage of the facilities; and
- ii. any education facilities that are refurbished or rebuilt should provide for and allow community usage of its facilities to at least a similar standard as before refurbishment or rebuilding but preferably more.

(b) New Community Centres

Proposals to deliver 1 x 300m² small multi-purpose community facility by 2016 and 2 x 300m² small multi-purpose community facility between 2016 and 2026 (EDAW 2009) will be permitted subject to the following criteria and set out in a detailed planning application(s):

- i. the need cannot be served by using schools or education facilities as set out under part a(i) above;
- ii. a long term funding (minimum 10 years), maintenance and management plan is produced to identify how the centre will generate sufficient income to ensure self financing to assure Breckland Council of the proposed facility's sustainability. This could include a permanent usage for part of the facility (e.g. health or social care);
- iii. the proposed community centre is located as part of the proposed centres or small shopping parades as identified on the Map 20.1 'Draft Masterplan for the Thetford Urban Extension.'; and
- iv. it is designed in a way so as to reduce running and maintenance costs (including appropriate water and energy efficiency measures).

(c) Religious Buildings

Such proposals should be located at the proposed centres as shown on the Policies Map.

Reasoned Justification

25.33 In order to provide the most appropriate facilities for the proposed development, an analysis of the existing facilities in Thetford was undertaken and can be found in the report titled 'Community Infrastructure and Thetford'. The assessment shows that:

- Thetford is well catered for in terms of facilities for the community to hire out;
- There is a spread of sizes of venues – the smallest being capable of holding less than ten people and the largest over 300 people;
- All venues might have or do have spare capacity;
- The cost of venues ranges from as little as £8 an hour up to £40 an hour;
- Barring any obstacles such as the river or railway, all of the existing town and much of the proposed development area is within 800m of an existing venue of some kind; and
- The majority of schools in Thetford hire out some facilities to the public.



25.34 Thetford has three community centres which provide a strong base on which to serve the growing population. Existing provision of community facilities is not utilised to full capacity. In some areas, improvements to quality and/or access need to be made to ensure that any surplus capacity can, and is, taken up by the community. Through improvement of quality and accessibility it is likely that the current provision will be sufficient to meet demand arising from the earliest phases of development.

25.35 Furthermore, the existing schools provide excellent facilities for the community to hire out. Indeed the Government in their White Paper entitled 'Your child, your schools, our future: building a 21st Century schools system' says, 'The best schools have long recognised that offering a wide menu of positive activities, both in and out of school hours, can be integral to improving attainment, narrowing gaps between different groups and engaging with parents'.

25.36 Breckland Council's preferred approach of supporting community use of education facilities is thus a reflection of Thetford being well served by many varied types of facilities and these facilities being underutilised. It is acknowledged that the ultimate decision for allowing schools to be used by the public is that of the Governing Body. Breckland Council and Norfolk County Council, in discussions with the schools, will consider the use of an appropriate covenant that allows community use in perpetuity. There is provision in the policy for new community buildings if several criteria are met. These criteria will ensure that any new community facility's usage and existence is sustained, learning from the experience of other such facilities in Thetford which have in some cases had intervention in order to maintain their existence. Where appropriate, Breckland Council will work with relevant organisations such as the local Development Trust.

25.37 The primary purpose of these buildings is to provide a community meeting space. However there should be the scope to accommodate ancillary uses, some of which may be permanent. Some examples of acceptable permanent uses include a café, outreach health and social care or a community enterprise.

25.38 Community facilities could be multi-functional and provide a venue and facilities for such activities as martial arts, table tennis or badminton in line with Policy TH 13 'Indoor Sports Facilities'.

25.39 In order to promote efficient use of land, car parking should be shared with that of the local centre.

25.40 In the context of this policy, the term 'school or education facility' refers to Primary Schools and Secondary School (Academy), i.e. venues where people are taught.



Policy TH 36

New Bring Recycling Facilities

New Bring Recycling Facilities shall be provided in locations easily accessible by the public, at the local centres or parade of shops as identified on the Map 20.1 'Draft Masterplan for the Thetford Urban Extension.' These should be fenced off and secure, have no overhead cabling nearby and be sited in areas where they do not cause undue disruption to the community in terms of the noise from emptying or general use.

Centres must be managed in a way to prevent potential related issues such as fly tipping or the build-up and spread of litter. Sites also require appropriate traffic management in order to allow suitable access for service vehicles.

The land, once developed to suitable standards, as agreed by the Local Planning Authority should then be handed over to Breckland Council at nil charge.

Reasoned Justification

25.41 The Core Strategy requires consideration be given to the provision of appropriate waste storage and means of collection in new development. As such, in order to help Thetford's residents to recycle and divert waste from landfill, Breckland Council expects new bring recycling facilities will be provided as part of the Thetford Urban Extension. These sites should include bottle banks and textile collection points for example.

25.42 Such sites attract users at all times producing noise and fumes from vehicles if not properly sited and designed. The operating hours and servicing (emptying of bins/receptacles) of the site needs careful consideration due to the potential impact noise of materials thrown into empty bins, vehicles dragging bins across concrete surfaces and the significant noise from the emptying of glass recycling bins into collection lorries.

25.43 The policy sets out a number of criteria that will ensure new bring recycling facilities are provided in a manner that enhances the use by the community and aids the collection of recycled materials.



Picture 25.1 Bottle banks, paper and cardboard banks and textiles collection points - an example of 'bring' recycling facilities.

Thetford's Household Waste Recycling Centre

25.44 The current Recycling Centre in Thetford is one of the smallest in the County and therefore inadequate given the proposed growth of the Town. The County Council is committed to funding a new replacement Recycling Centre for Thetford, which will be capable of handling the additional waste arising from the Thetford Urban Extension. The new Recycling Centre is programmed to open in summer 2012.



26 Existing Residential Areas

Policy TH 37

Regeneration Proposals in Existing Residential Areas

Proposals for the infill/redevelopment of existing housing stock within the urban area of Thetford will be permitted where:

- a. The uses, spaces, layouts and the buildings all contribute to a positive public realm, a positive and vibrant streetscape, exhibit high design standards (including designing out crime) and are sympathetic to the existing area;
- b. Schemes achieve a mix of housing tenure consistent with identified local housing needs (including lifetime homes) in order to help deliver balanced communities;
- c. The levels of children's play equipment and open space are maintained, but preferably increased (net increase). This includes variety of play equipment;
- d. Proposals seek opportunities to reduce the causes and impacts of flooding (both Strategic & Local Flood Risk);
- e. Improvements to the shopping parades, which support the existing residential areas, are also included in proposals; and
- f. It can be demonstrated that a coordinated approach has been taken towards integrating the proposal with any adjacent redevelopment schemes.

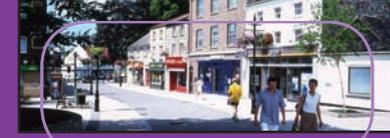
Breckland Council will positively support proposals to redevelop redundant parking courts on existing housing estates to provide for additional housing subject to meeting the above criteria.

Proposals for redevelopment of dwelling stock that results in a net reduction in housing density will also be supported where this provides for an overall improvement to the housing mix and the site layout, particularly in the treatment of outdoor space, and where this improves the water and energy efficiency of the housing stock. In considering strategic plans for existing residential areas, proposals should seek opportunities to address social inequality.

Reasoned Justification

26.1 Thetford, unlike the rest of Breckland currently has significant quantities of its housing stock under the management of a Registered Provider (previously known as Registered Social Landlord (RSL) who acquired the stock when it was transferred from the Local Authority in 1992. The 'planned' form of the built environment of Thetford that has developed since the 1950's has left the town with a legacy of large quantities of the housing stock reaching the end of its useful life and unsuitable for twenty-first century living and some units on the estates' small shopping parades being empty for a prolonged period. Where such stock is under the management of a Registered Provider, this provides opportunities for regeneration that could enhance the built environment for the future, improve living standards as well as other physical benefits. In particular, parts of the Abbey, Redcastle Furze, Barnham Cross and parts of the Croxton Road neighbourhoods experience social inequality, in part due to the nature and form of the built environment in these estates.

26.2 Breckland Council considers that it is important for the Thetford Area Action Plan to provide a positive policy framework for the existing residential areas (including shopping parades) to ensure that these residential areas do not suffer from greater social imbalance when new housing growth is delivered elsewhere in the town. All



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partners involved in Moving Thetford Forward are committed to ensuring that Thetford does not become a split community between new and existing communities. The Council will also support proposals for new community facilities within the existing residential areas in line with Policy DC18 of the adopted Core Strategy.

26.3 The vision for the existing estates is for the gradual regeneration of these areas that brings about progressive improvements to the built environment. These improvements will improve the living conditions of households, enhance the appearance and function of the built environment, along with improvements to the efficiency of the existing housing stock. A number of individual redevelopment schemes within the above housing estates have come forward over the last few years that have resulted in localised enhancements to these areas. The approach in this policy is to provide a framework to support the continued regeneration of these principal estates.

26.4 Flagship Housing (the Registered Provider who manage transferred former Local Authority housing in Breckland) have developed a high level strategic plan for the regeneration of housing stock in Thetford. The focus is on properties under their management, but the strategic plan recognises the issues and complexities resulting from other owner-occupied units on these estates.

26.5 In order to secure comprehensive redevelopments within the estates, development proposals that seek to develop on existing areas of protected open space within housing estates will be carefully controlled in accordance with the Core Strategy Policy DC11 on open space, sport and recreation. However, Breckland Council is mindful that the reorganisation of some areas of open space within the estates could represent significant social benefits to residents, and it is expected that any regeneration schemes should be brought forward in a comprehensive manner to allow the wider impacts to be considered.

26.6 As well as physical neighbourhood regeneration, Breckland Council supports opportunities to retrofit energy and water saving devices to the existing dwellings in the town. Support is also given to measures which would aid in modal shift to more sustainable forms of transport, away from single occupancy car use. Such improvements would improve the quality of life of Thetford's residents.

26.7 In line with section 25.12 on children's play equipment, Breckland Council will take a flexible approach to the provision of children's play in order to maintain, but preferably result in, a net increase in the variety and amount of children's play. Breckland Council will consider the provision of children's play equipment on amenity open space.

26.8 Breckland Council's latest evidence on housing needs in Thetford⁽⁶³⁾ reveals that there is currently a considerable level of unmet need for smaller social rented properties in Thetford. As part of redevelopment schemes within the estates, where proposals are brought forward by Registered Providers it is expected that these will provide an opportunity to realign the stock profile to better reflect the housing need. In particular, the focus will be on smaller housing units and other specialist accommodation.

26.9 Planning Policy Statement 25 (PPS25) highlights the need to reduce risk through utilising the opportunities offered by new development to lessen the causes and impacts of flooding. This consideration not only has regard to strategic sources of flood risk but is relevant to local sources of flood risk (risk from ordinary watercourse, surface run-off and groundwater flooding). As such it is important to ensure that redevelopment has regard to these areas of risk, the suitability of infiltration techniques, the SuDS management train and the potential multi-functionality of green infrastructure.

26.10 At the time of writing, proposals for the Thetford Academy to locate on one site to the north of the town are being progressed. The current Academy South Site (formerly the Charles Burrell High School) could become redundant during the plan period. Due to its location within the Stone Curlew Buffer, it is unlikely that the current

63 Breckland Housing Team: Housing Needs Study Thetford Update (2010)



built footprint could be increased i.e. development on the school playing fields would need to comply with Policy CP10 of the adopted Core Strategy. Notwithstanding this, any appropriate regeneration or redevelopment scheme should be coordinated with the changes to the rest of the Barnham Cross Estate.

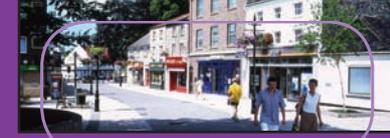
26.11 Breckland Council will consider a reduction in contributions (on schemes brought forward by eligible Registered Providers where there is net increase in dwellings) on a case-by-case basis to aid in the delivery of regeneration schemes on the Barnham Cross, Redcastle Furze, Abbey and part of the Croxton Road neighbourhoods. Applications will be expected to provide supporting necessary financial information in order for Breckland Council to consider such a reduction. This will help to provide further stimulus to neighbourhood regeneration. Any such reduction would be brought forward through a CIL (or S106 agreements prior to 2014) should the authority decide to prepare.

Play Equipment

26.12 According to the 2010 Open Space survey, Thetford is deficient in children's play areas by 19.73ha in comparison to the National Play Field Association standards. For every 1,000 people, the NPFA standard states there should be 0.8ha of children's play which is the standard used in Policy DC11 of the Core Strategy.

26.13 New development cannot be expected to meet the existing shortfall. As such, Breckland Council and Thetford Town Council will work together to look at ways of increasing the provision of play equipment. This could be through improving the variety of equipment in place, replacing broken equipment or looking at areas of open space suitable for play equipment. Improvements to existing play areas could be secured using financial contributions secured under Policy DC11 of the Core Strategy.

26.14 The regeneration of existing estates work could also present opportunities to increase the variety and provision of play equipment especially where the regeneration proposals are directly related to existing play areas.



27 Existing Employment Areas

Policy TH 38

Existing Employment Areas

(a) New Economic Development

Breckland Council will support proposals for new economic development (Classes B1, B2 and B8 of the Use Classes Order (as amended)) which improve the quality and choice of unit size of the employment stock within the existing and proposed General Employment Areas (as identified on the Policies Map for Thetford).

(b) Regenerating the Existing Employment Areas

Breckland Council will facilitate/enable the use of Local Planning Initiatives in supporting the regeneration of existing employment areas.

Reasoned Justification

27.1 Breckland Council recognises that a certain level of jobs growth will be created through the regeneration of the town centre, as well as through the retail and other services supporting housing growth. However, the Council recognises that this will not deliver the full expectations of the jobs growth target for the town to promote self containment, and there still remains a need for higher value jobs to improve Thetford's overall economic position.

27.2 Many of the existing employment areas in Thetford are of dated, low quality stock which is attractive to a segment of the commercial market. Proposals for new employment development that seek to redevelop and intensify these areas will help to deliver jobs growth during the plan period. Breckland Council is supportive of such redevelopment schemes that are consistent with the Core Strategy and that would improve the existing industrial estates in meeting the above aims, particularly those employment uses which increase employment density. The Council will also support schemes which provide a greater range of business unit sizes to help smaller businesses start up, grow, and stay within the town.

27.3 Local Planning Initiatives are defined as concept statements, spatial framework plans, neighbourhood plans or development orders. Such initiatives could investigate the following issues:

- access and connection/integration i.e. both the ease of access to and from the area by vehicles and its integration with the rest of the town, particularly for local access on foot and cycle for people working in the employment areas and living in the town;
- what opportunities are offered by the new development to reduce the causes and impacts of flooding (e.g. surface-water management plans; making the most of the benefits of green infrastructure for flood storage, conveyance and SuDS; recreating functional floodplain and setting back defences);
- image and quality of place as a working environment by looking at visual and experiential impacts;
- how efficiently the land is being used i.e. are the current units the right type and size or do they need to be smaller or larger;
- waste reduction and energy efficiency through the provision of facilities and where appropriate business support measures (such as www.revactive.co.uk/);
- provision of ancillary uses such as snack bars and cafés where appropriate, to help improve the function of the estates;



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- seek to address crime and the fear of crime; and
 - encouraging locally driven planning frameworks which will support investment by reducing the need for additional planning consents.
-



28 Settlement Boundary

Policy TH 39

Thetford Settlement Boundary

The settlement boundary for Thetford is identified on the Proposal Map.

Decisions on the type and scale of development within and outside of the settlement boundary will be based on the policies contained within the adopted Breckland Core Strategy and Development and Control Policies DPD and the Thetford Area Action Plan DPD.

Reasoned Justification

28.1 The outgoing Breckland Local Plan (adopted 1999) contained the settlement boundary for Thetford and this was rolled forward into the Policies Map that accompanied the adoption of the Core Strategy in 2009.

28.2 The Core Strategy and Development Control Policies Document confirms that Settlement Boundaries remain a valid policy response in Breckland to achieve the twin objectives of focusing the majority of development towards existing settlements whilst simultaneously protecting the surrounding countryside. Policy CP14 of the adopted Core Strategy sets out the strategic planning approach for sustainable rural communities in Breckland. Additionally, the proximity of the European Habitats to the settlement edge of Thetford requires that the delineation of the Thetford settlement boundary is compatible with Policy CP10 of the adopted Core Strategy and that opportunities for infill development which are not screened to the Special Protection Area (SPA) are avoided.

28.3 Therefore, the settlement boundary as identified on the Policies Map have been prepared in accordance with the Core Strategy and spatially define where particular policies will be applied.



29 Delivery

Introduction

29.1 This section sets out how the Thetford Area Action Plan will be delivered and by whom, and when. The Plan is based on sound infrastructure planning using the extensive evidence from the 2007 Growth Framework document, the 2009 District Infrastructure Study and the 2010 Breckland Infrastructure Delivery Document. Partner involvement has been integral to the preparation of the Plan including the particular involvement of Norfolk County Council as the Education and Transport Authority and NHS Norfolk as part of the Healthy Town Project. Partner involvement has also been secured through the Moving Thetford Forward forum which has allowed for cross-boundary issues to be addressed with neighbouring authorities.

29.2 Delivery in Thetford of the 5,000 homes and 5,000 jobs will principally involve land in two ownerships and these parties have been working with the Council through both the Core Strategy process and preparation of the Area Action Plan to ensure that this document is deliverable and sound. The delivery of the TAAP should also be considered in the context of policies CP4 and CP5 of the Breckland Core Strategy which set out the strategic infrastructure required and the Council's approach to developer contributions.

Breckland Integrated Delivery Document

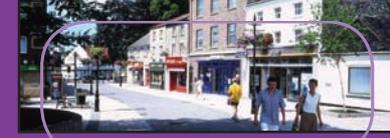
29.3 The Thetford Area Action Plan must be supported by sound delivery mechanisms. Breckland Council and its partners through the Moving Thetford Forward initiative have provided a Programme of Delivery specifically for the Growth Point Funding awarded and have summarised their priorities for delivery through the 'Draft Thetford Prospectus' (Urban Delivery 2010). Additionally, Breckland Council has set out its expectations, priorities and timetable for delivery of key infrastructure in a document entitled 'Breckland Integrated Delivery Document' (BIDD) which embraces the requirements of both an Integrated Delivery Programme (IDP) and a Local Investment Plan (LIP). Breckland Council has instigated a joint approach on infrastructure planning to reflect the strong synergies between job delivery and housing delivery associated with key infrastructure projects. The BIDD was prepared through a coordinated approach with the HCA and EEDA and received inputs from key delivery agencies such as Norfolk County Council, the Environment Agency and NHS. The document, which includes a specific spatial package for Thetford, has been approved by Breckland Council and signed off by the HCA.

29.4 The key infrastructure projects as they relate to Thetford have been presented in a Thetford package within the BIDD. A summary extract of these projects will be provided once the BIDD work is completed. The BIDD shows how the effective implementation of the plan's main objectives can be achieved and sets out the expected timelines for delivery. Breckland Council is committed to ensuring that infrastructure delivery keeps pace with the regeneration of the town and the delivery of new homes and employment to the north of Thetford. As well as facilitating the physical delivery of regeneration and growth there are a number of projects in the BIDD which are more readily aligned to making Thetford a more sustainable community.

Delivery Partners and Agencies

29.5 Delivery of the TAAP will be dependent on a number of agencies working together to deliver shared goals. Moving Thetford Forward has provided an arena for partner agencies active in the regeneration and growth of Thetford. Importantly, a number of partner agencies have assisted in preparing the BIDD most notably in relation to projects for the housing estate regeneration. Section 8.1 of the BIDD represents the current understanding of the main projects agreed through the consultative process of preparing that document. It is recognised that the BIDD is an iterative process and will be reviewed (likely to be an annual process). However, as new priorities are identified the BIDD may need to be adjusted or dissolved into its constituent IDP or LIP components. It is important that all infrastructure plans relating to Breckland and Thetford are seen as 'living documents' which will be updated over the lifetime of this document.

29.6 A number of partner agencies will deliver the shared goals of the TAAP. These include:



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Local Enterprise Partnership	Moving Thetford Forward	Thetford Town Council
Norfolk County Council	Croxton Parish Council	Norfolk Constabulary
Fire Services	Network Rail and Rail Operating Companies	Bus Operators
Sport England	Parkwood Leisure	NHS Norfolk
Existing businesses	Landowners & potential developers	Highways Agency
Homes & Communities Agency	Registered Providers (notably Flagship Housing)	Forestry Commission
Breckland Council	Brettenham and Kilverstone Parish Council	Keystone Development Trust
Crown Estate/Agents (landowner)	Kilverstone Estate/Agents (landowner)	Local Strategic Partnership

Table 29.1 Delivery partners and agencies

Masterplans

29.7 The delivery of the TAAP will also be linked to successful masterplans for the urban extension and the regeneration of the town centre and the engagement of delivery partners in the preparation and agreement of those masterplans. This will ensure that development proposals contribute to the key infrastructure priorities identified in the BIDD and specific on-site requirements arising from policies in this Plan as well as requirements and standards from partner strategies which will result in infrastructure which can be delivered, adopted and maintained.

On-site Infrastructure Provision

29.8 Breckland Council will expect to maximise the benefits from development through on-site infrastructure provision in the first instance. Direct provision reduces risks to delivery and given the scale of the main allocations and areas of intervention in this Plan it is recognised that on-site provision will be integral to securing sustainable delivery rather than through commuted payments. This is particularly the case for open space, affordable housing, site access improvements, sustainable drainage and energy efficiency measures. The Local Planning Authority requirements for these areas of provision is set out in the adopted Breckland Core Strategy and Development Control Policies document.

Infrastructure Phasing

29.9 To ensure the successful delivery of the proposals within the Thetford Area Action Plan, new infrastructure will be required. Figure 28.1 seeks to summarise the phasing of new infrastructure in relation to new housing development in Thetford. Figure is intended to provide an indicative phasing requirement in relation to infrastructure, however it should not be considered in isolation from the remainder of the TAAP policies.



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Appendix A: Indicative Infrastructure Phasing Plan

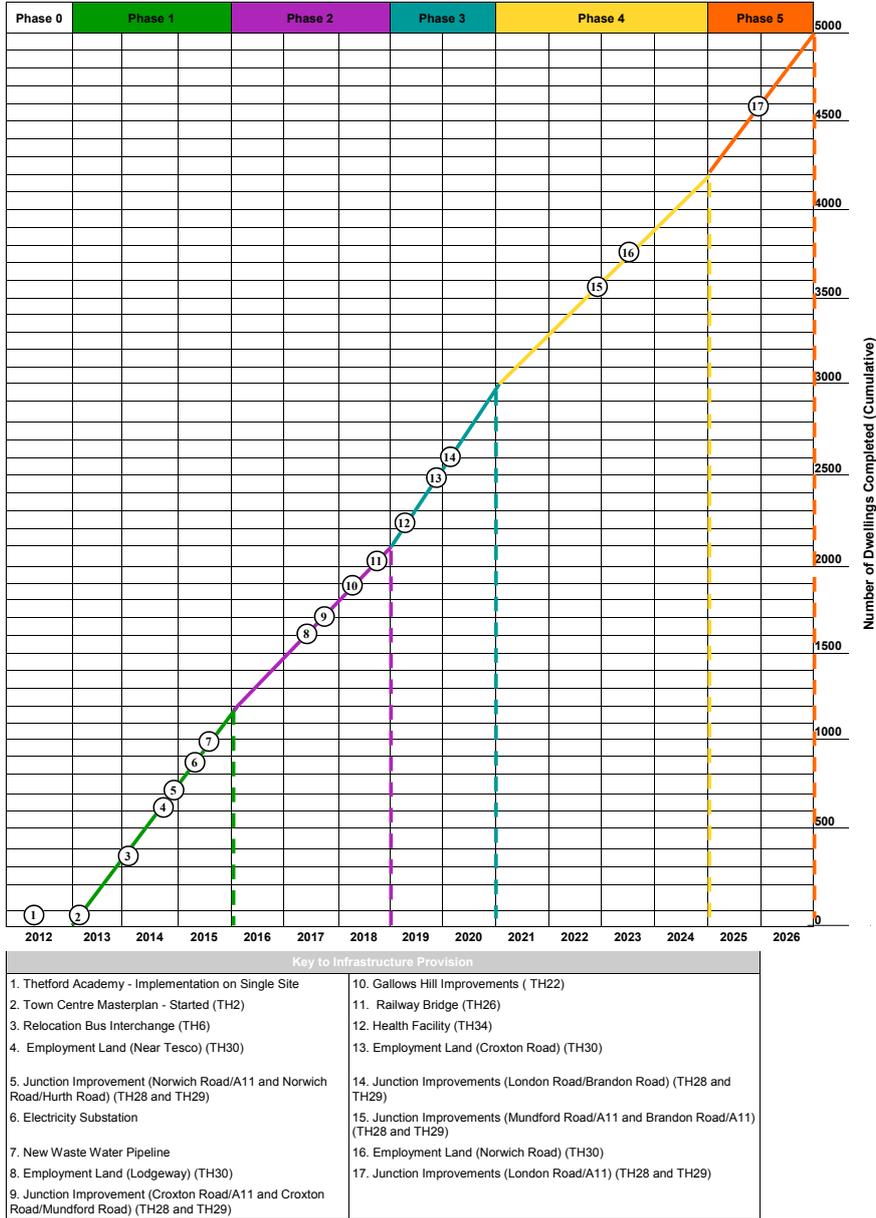


Figure 29.1 Infrastructure Phasing



The Use of Conditions

29.10 To ensure that the infrastructure required in relation to the growth and regeneration proposals is delivered through the planning process, the Local Planning Authority will apply relevant conditions to planning permissions as well as entering into legal agreements with developers. This may take the form of conditions which secure on-site provision of necessary infrastructure and/or conditions which restrict the start or occupation of a development until the necessary infrastructure is provided to make the development acceptable. Economic viability will inevitably flex over the period of this Area Action Plan in line with the markets. Breckland Council encourages and will support an open approach to examining viability including advice on the viability testing model to be used. Where viability is an issue the Council will require developers to underwrite the cost of any market viability appraisal. Where a market viability case is accepted, the Local Planning Authority will require the developer to enter into an agreement to cover the cost of compliance monitoring throughout the lifetime of any obligation which invokes an uplift clause if the market recovers.

Community Infrastructure Levy (CIL)

29.11 As well as conditions and obligations, Breckland Council will also implement any mechanism of infrastructure delivery in the form of the Community Infrastructure Levy (CIL). The starting point being the identification of a charging schedule reflecting local infrastructure priorities and associated economic viability work reflecting local land and development values. Breckland Council has commenced work on a CIL document which is scheduled to be adopted at the end of 2012. The CIL document will examine the option of a specific CIL charge for Thetford based on local infrastructure priorities associated with delivery of the growth and regeneration strategy. The outputs of the CIL and the detailed economic viability will not be contained in the TAAP but there are references throughout the document to developer contributions, of which some will be gathered within a CIL or legal obligation. In accordance with the CIL Regulations it is recognised that affordable housing, renewable energy schemes and charitable developments will be exempt. Additionally the starting point for the CIL charging schedule will be the infrastructure requirements as identified in the BIDD.

29.12 In line with Government advice, it is recognised that a CIL in itself will not be the sole mechanism to fund infrastructure delivery; the CIL is for filling any funding gap after other funding sources have been used. The partners identified previously will have to strategically assess their capital and revenue assets in the context of the policies and proposals of this plan. Breckland Council is willing to work in partnership on the emerging delivery mechanisms which are likely to see greater use of publicly owned assets to yield the significant wider benefits which growth and regeneration will bring to Thetford. This may take the form of a Local Asset Backed Vehicle (LABV) where land or assets are contributed to facilitate growth or a Tax Incremental Financing (TIF) scheme, where finance is secured and used against future revenue from developments. Additionally there are options for Breckland Council and partners to explore delivery mechanisms such as an ESCO or MUSCO to deliver specific utilities (principally renewable energy) to ensure new and existing developments meet improving standards and better value costs for services such as energy or broadband.

29.13 The Government has been clear that it expects Local Authorities to work closely with neighbourhoods on infrastructure planning. The Government intends that a meaningful proportion of CIL will be allocated to neighbourhoods to support development in that local area. The precise mechanisms to distribute funding at a local level and the proportions involved remains to be determined but Breckland Council recognises the ability of neighbourhood level CIL funds to support wider regeneration initiatives so that the benefits of growth are realised around the town.

Compulsory Purchase Orders (CPOs)

29.14 As well as these innovative measures it may become necessary for both the Local Planning Authority and the Local Transport Authority to use Compulsory Purchase Orders (CPOs) to bring forward proposals in the TAAP where wider delivery of the plan objectives are significantly compromised and all alternative courses of action have proved unsuccessful.



Local Infrastructure Priorities

29.15 In the Thetford context, the evidence from the Breckland Infrastructure Study (2009) and Breckland's Integrated Delivery Document (2010) indicates the following local infrastructure priorities for Thetford which are either critical or essential to delivering sustainable growth and regeneration in Thetford:

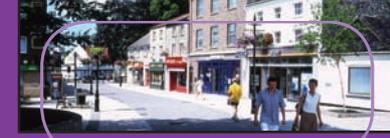
- Upgrades to the A11 junctions
- Public transport enhancements i.e. bus services and railway station access and facilities
- Junction improvements on roads within the town
- A new electricity substation to the north of Thetford
- Upgrades to the waste-water pipe network and after 2021 upgrades to the treatment works
- Additional education provision
- Additional primary health provision

29.16 These priorities and their associated costs will be relevant in the preparation of the CIL/tariff document. It will also be necessary through the CIL process to determine which developments contribute to the levy/tariff and whether exemptions are required for certain developments for viability reasons or for reasons of economic stimulus or advantage.

29.17 The principle of a levy or tariff approach was established in the Core Strategy and is anticipated in Policy CP4. Furthermore Policy CP5 of the Core Strategy identified a number of developer obligations which would have previously been secured via legal agreement but some of which now need to be considered under a levy and or tariff.

29.18 The infrastructure needs arising from growth and regeneration will influence the timing and phasing of development to ensure that existing and new communities in Thetford are not compromised and that sound land use planning principles are observed. It is important to recognise that not all infrastructure delivery can be resolved through developer contributions either on-site or through a financial payment. The financing of infrastructure relating to water and energy is now governed by the regulatory bodies and certain aspects of those infrastructure networks are only readily funded from the agreed Asset Management Plans of the utility companies. These documents and associated funds are agreed on a cyclical basis (usually every 5 years) and therefore funding resolution to certain infrastructure upgrades may not be available in the short term (i.e. before 2016).

Growth & Regeneration Area	Infrastructure Interdependencies	Timeframe	Potential Funding Sources	Leadership & Key Stakeholders
Urban Extension (including Thetford Enterprise Park)	New Electricity Sub Station	0-5 years	Private Sector	Land Owners / BDC / EDF Energy
	New Waste Water Pipeline	0-5 years	Private Sector	Land Owners / Anglian Water
	A11 Junction Improvements	0-10 years	Private Sector	Land Owners / Highways Agency/ NCC
	Local Highway Improvements	0-10 years	Private Sector	Land Owners / NCC/ SCC / Highways Agency
	Public Transport Improvements	0-15 years	Private sector	Land Owners / bus operators / NCC / SCC
	Education Provision	0-15 years	Central Government / Private Sector	Thetford Academy / Landowners / NCC
	Health Provision	5-15 years	NHS / Private Sector	NHS / Landowners



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Growth & Regeneration Area	Infrastructure Interdependencies	Timeframe	Potential Funding Sources	Leadership & Key Stakeholders
Town Centre regeneration	Town Centre Masterplan	0-5 years	Moving Thetford Forward, BDC	BDC / Thetford Town Council / NCC / local businesses
	Education	0-5 years	Central Government	NCC
	Bus station relocation	0-5 years	Moving Thetford Forward, NCC	NCC, Moving Thetford Forward and BDC
Residential estate regeneration	Production and implementation of strategic plans	0-10 years	HCA / RSLs / Private Sector / Moving Thetford Forward / BDC	Flagship Housing / BDC / HCA
Employment estate regeneration	Production of appropriate planning framework	0-5 years	Private sector / Moving Thetford Forward / BDC / NCC	Private sector / Moving Thetford Forward / BDC / NCC

Table 29.2 Infrastructure needs, timeframes, funding and leadership

29.19 The Key Infrastructure Dependencies section in the Monitoring and Implementation section of this Plan represents the Infrastructure Delivery Programme for the TAAP. This provides further detail on what infrastructure is required, when and why it is required and how it will be delivered and managed. Importantly it will also provide detailed costs on the overall programme.

29.20 There are particular need to deliver mitigation in respect of Protected European Sites and their qualifying features. As evidenced elsewhere in this document Thetford borders both land designated as Special Protection Areas (SPA) for bird species and Special Areas of Conservation (SAC) designated for flora and fauna (notably Breckland heaths). In respect of the SPA, the Area Action Plan includes a Bird Access and Monitoring Framework which sets out a collaborative approach to monitoring, and if required consequent mitigation, in relation to Nightjar and Woodlark. Breckland Council recognises that proportionately Thetford presents a significant contributory source for any monitored effects arising from increased recreation in Thetford Forest. The Council is committed to working collaboratively with developers and adjoining Local Authorities to deliver a coordinated monitoring and mitigation package. In respect of the SAC, the tension is the need to upgrade junctions on the A11 in relation to both background growth in traffic volumes and as a direct consequence of the planned growth in the town. Mitigation will be required as a result of land-take requirements and the Council is willing to work constructively with landowners, developers, Natural England and the Highways Agency on a practical mitigation package.

Planning Application - Project Management.

29.21 Having regards to the delivery of the Thetford Urban Extension, a project management structure has been set up between Breckland District Council, Pigeon Investment Management Ltd and the Crown Estate to progress the submitted Planning Application for the Urban Extension. This structure includes an agreed framework for the management of development proposals at the Thetford Urban Extension. The structure considers the vision and objectives for the Project and procedural arrangements for a collaborative approach to deliver the Project. This has been developed with guidance from the Advisory Team for Large Applications (ATLAS). The purpose is to assure all parties that they are in agreement as to the manner in which the Project is being taken forward. The planning application to which this structure relates is for an outline application with all matters reserved except access.

29.22 The structure sets out the following outcomes:

- A shared vision and key development objectives for the project;
- Key tasks and issues;



- Procedural Arrangements, including making available all documentation, information and data reasonably required to deliver the project; and
- A project structure to ensure the timely delivery of the project and a mechanism to resolve strategic issues arising during the delivery of the project.

General Viability Statement

29.23 The infrastructure package for key capital schemes over the plan period is likely to be in the order of £96.9million. This information is taken from Breckland Council's Local Investment Plan (LIP) and Integrated Delivery Programme (IDP) work⁽⁶⁴⁾ together with evidence from the Breckland Infrastructure Study⁽⁶⁵⁾. The figure includes transport, energy and waste-water network improvements as well as open space provision, estate regeneration options, education and health provision. Not all of this cost will be met by developer contributions. A number of funding mechanisms are already in place through government funding and the asset management plans of utility companies. The likely funding gap is in the region of £64.3million and it is this figure which will be addressed by a combination of contributions from developers as well as other sources of funding both at a local and national level.

29.24 Whilst £64.3million is a considerable sum it is a reasonable guide, and in the context of other growth locations a less challenging figure. The contributory factors for the £64.3million are transport (approximately a third); education (approximately a third); open space (approximately a sixth) and utility reinforcement (approximately a sixth).

29.25 Through the Core Strategy process, Government Inspectors have concluded that there is a reasonable prospect of growth in Thetford being viable and deliverable. This is the test for Development Plan Documents.

29.26 Further information on the interdependencies between infrastructure and delivery are set out in the following monitoring sections of this document including indicators and targets to assess the quantitative and qualitative implementation of the TAAP. The monitoring process for the TAAP will also need to feed into the review of infrastructure planning work including the requirements of both the IDP and the LIP documents.

64 The Breckland Integrated Delivery Document (Capita Symonds, 2010)

65 EDAW (2009)



30 Monitoring and Implementation Framework

30.1 Monitoring and review are key elements of the planning system. Through comprehensive monitoring of the planning framework and of delivery, an assessment of past performance and likely future performance can be established which provides the basis for triggering any necessary contingencies to be implemented or the need for a review to be undertaken. Through continuous monitoring of the performance of the policies in the plan and of delivery, and review where necessary, the efficient delivery and the sustainability of the Thetford Area Action Plan can be maintained.

30.2 This section will identify:

- key dependencies between the delivery of development and the Area Action Plan and necessary infrastructure provision;
- what the risks to delivery of development associated with infrastructure provision are, and what the contingency measures are relative to changes in the timing of infrastructure delivery if there is a failure to deliver infrastructure; and
- the framework for monitoring policy performance.

Key Infrastructure Dependencies

30.3 Essential in the delivery of growth and development is the timely delivery of necessary supporting infrastructure. The ability to deliver infrastructure (or otherwise) and the timing of its delivery are critical determinants of the scale and location of development and its phasing.

30.4 Infrastructure is provided by a variety of commercial and public agencies through a range of different funding and delivery mechanisms. In terms of public bodies responsible for infrastructure funding, prioritisation and delivery decisions are taken at different levels varying from the national through the regional to the local, or at a combination of the levels. Decisions relating to development contributions and prioritisation are taken at the local level with regard being had to other funding and delivery mechanisms.

30.5 MTF has adopted a 'prospectus' approach to investment priorities and these have been reflected in Breckland Council's Local Investment Plan/Integrated Delivery Programme which has been brought together under one infrastructure delivery document known as the Breckland Integrated Delivery Document (2010). These approaches have allowed early consideration and understanding of potential funding available to underpin delivery of the Area Action Plan and to start to establish with the relevant bodies and agencies particular roles and responsibilities.

30.6 Generally in Thetford the critical areas of dependency between development and infrastructure arise in transport and access including public transport provision; the provision of utilities including power and waste-water networks, and supporting community infrastructure including education and health facilities.

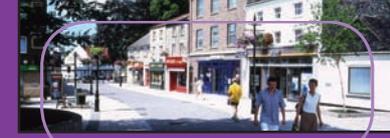
30.7 The strategy for growth and regeneration in Thetford has been determined following consultation with the bodies responsible for infrastructure delivery. Whilst the views of those bodies have been used in testing the robustness of the delivery of the Area Action Plan and underpin the policies, there remain some areas which will require further detailed evidence based assessment in consultation with the responsible bodies and agencies. This arises from the planning cycles of some organisations being on different time-frames from the Area Action Plan; limitations placed on some commercial providers by the regulatory provisions governing their activities in relation to the degree of certainty they require before being able to undertake more detailed feasibility work and from matters being identified in consultation.

30.8 The key dependencies between the delivery of the Area Action Plan and infrastructure provision are set out in the table on the next page. Where a risk arises and the identified contingency cannot be implemented then a review of the Area Action Plan strategy and policies may be required. Please note that this section will be further informed by Breckland's IDP and LIP work.



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Location and Development Description	Key Infrastructure Dependencies	Funding/Timescales	Risks	Contingencies	Responsible agencies/bodies
Thetford					
Urban Extension	Reinforcing power supply.	New sub-station for northern expansion (est. cost £8million). Commissioning could commence by 2013.	Delay in the implementation of new power supply will result in delays in development in Thetford (particularly northern expansion). Delay would adversely affect delivery rate and result in increased development rate in later phases of plan period.	Alternative 'local power sources' provided ahead of strategic network delivery.	EDF, Breckland Council and Private Developers/Landowners.
Urban Extension	Increase junction capacity on all A11 junctions. Enhancements to Croxton Road junction.	Estimated cost is £12.5million and likely implementation date is 2012 onwards. Some junctions will require upgrading sooner than others although work could be undertaken simultaneously to reduce impact. Cost could change once detailed design undertaken.	Limited capacity reduces development levels. Delayed provision delays development.	Consider alternative siting of employment allocations to minimise impact. Consider alternative residential development scenarios to minimise impact on highway network.	Highways Agency, Highways Authority and Private Developers/Landowners.
All development	Increased waste-water treatment capacity.	Developer contributions. Upgrades required post 2021.	Capacity of existing waste-water treatment plant effectively caps development level.	Increase existing plant capacity or provide new treatment facilities (additional or additional/replacement). Consider alternative residential development scenarios	Anglian Water, Environment Agency and Private Developers.
Urban Extension	Improvements to internal highway network. Provision of a new bridge over the railway between Joe Blunt's Lane and the A11 for public transport, pedestrians, cyclists and emergency vehicles.	Estimated cost is £12.5million and likely implementation date is 2012 onwards. Some junctions will require upgrading sooner than others. Cost could change once detailed design undertaken.	Delayed improvements could affect likelihood of modal shift. Limited capacity reduces development levels. Delayed provision delays development..	Consider alternative siting of employment allocations to minimise impact. Consider alternative residential development scenarios to minimise impact on highway network. Step up actions to attain greater modal shift.	Highways Agency, Highways Authority and Private Developers/Landowners. Network Rail.



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Location and Development Description	Key Infrastructure Dependencies	Funding/Timescales	Risks	Contingencies	Responsible agencies/bodies
		Estimated costs £1m to £1.5m, depending on the design to reflect local conditions. Assumes no land purchase costs.			
Urban Extension	Childcare and Primary schools.	Developer Contributions. Primary school provision required in the Urban Extension as and when required.	Limitations to existing school capacities and the ability of some facilities to expand on-site will constrain the amount of development that can be built.	Consider alternative residential development scenarios	Norfolk County Council, Theford Academy, and Private Developers.
All development	Refurbishment of existing provision (Academy) and expansion of Secondary provision to accommodate growth	Developer Contributions in relation to expanded capacity for growth. Central Government funding is being sought to implement the delivery of a Theford Academy on a single site.	Government funding does not materialise for the single site Academy proposal. Limitations to existing school capacities and the ability of some facilities to expand on-site will constrain the amount of development that can be built. Transport issues will have some pupils will have to travel further to get to school.	Retain existing Academy campus sites and expand provision through developer contributions.	Norfolk County Council, Theford Academy, and Private Developers.
Urban Extension	Health and Social Care.	NHS Norfolk, Commissioning GPs, Private Developers.	Constraints upon the availability of primary care facilities will limit the ability to accommodate increased population levels.	Consider alternative residential development scenarios	Primary Care Trust, Private Developers.



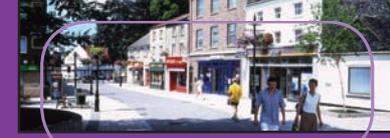
Location and Development Description	Key Infrastructure Dependencies	Funding/Timescales	Risks	Contingencies	Responsible agencies/bodies
Housing	Emergency and essential services.	Norfolk Constabulary, Norfolk Fire Service, NHS Norfolk, Developer Contributions.	The existing level of service from emergency and essential services needs expanding to accommodate a much enlarged population.	Consider alternative residential development scenarios	Norfolk Constabulary, Norfolk Fire Service, Primary Care Trust, Private Developers.
Employment	A11 capacity between Thetford and Fiveways (Mildenhall)	Construction expected to commence 2015/16 (this is subject to any further funding delays)	Single carriageway (limited capacity) reduces accessibility and inhibits inward investment along A11 corridor (and beyond) with impact on employment growth and economic restructuring	Increase capacity of A11 by dualling	Department for Transport and Highways Agency.

Table 30.1 Key Infrastructure Dependencies

Policy Monitoring Framework

30.9 The following framework shows how policies in the Thetford Area Action Plan will be monitored by indicators which will feed into the local monitoring report. This monitoring report will also measure the success of the area action in terms of housing numbers, percentage of affordable housing, renewable energy and open space as part of its contribution towards the performance of the wider strategy (the adopted Breckland Core Strategy, 2009). If as a result of monitoring, areas are identified where a policy is not working, or key policy targets are not being met, this may give rise to a review of the Area Action Plan.

Policy	Spatial Objectives	Indicators(s)	Target	Responsible bodies
Policy TH 2 'Approach to the Town Centre'	SO2, SO4, SO5, SO8, SO9, SO11, SO12	% non-retail on primary and secondary frontages.	Maximum 25% non-retail in primary frontages.	Breckland Council, Landowners, Developers, Thetford Town Council, Moving Thetford Forward, Local Business, NCC.
			Maximum 50% non-retail in secondary frontage.	
			Maximise in accordance with Policy CP7 of the Adopted Core Strategy and TAAP.	
	A Class retail floor space.		By end of 2012.	
	Delivery of a Town Centre Masterplan			



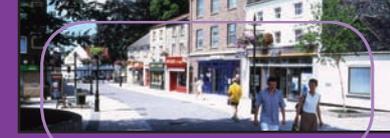
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Policy	Spatial Objectives	Indicators(s)	Target	Responsible bodies
Policy TH 3 'New Retail Development'	SO2, SO4, SO5, SO10	Cycle networks included within planning applications	Secured through a legal agreement.	Breckland Council, Landowners, Developers, Local Enterprise Partnership, Existing Business.
		Number of historic buildings/structures restored and/or enhanced.	Maximise.	
		M ² net retail floor space developed.	Approximately 330m ² of net convenience by 2016 in the Town Centre.	
		A-Class retail floor space.	Maximise in accordance with Policy CP7 of the Adopted Core Strategy and TAAP.	
Policy TH 4 'Transport - Achieving Modal Shift'	SO11, SO12	% non-retail on primary and secondary frontages.	Maximum 25% non-retail in primary frontages Maximum 50% non-retail in secondary frontage.	Norfolk County Council, Breckland Council, Landowners, Developers, Bus Operators, Network Rail.
		Cycle networks included within planning applications.	Provision of cycle network as per Map 9.1 'Walking and Cycling Network'	
		Levels of cycling, walking and bus usage	Maximise.	
		Bus stop within 400m of all properties in the urban extension.	Secured through a legal agreement. Transport Plan agreed by LPA and NCC.	
		Limit impact of development on pedestrians, cyclists and buses.	Transport management scheme agreed by LPA and NCC for developments over 5 dwellings or 500m ²	
		Cycle networks included within relevant planning applications.	Provision of cycle network as per map 8.1	
Policy TH 5 'The Impact of Change on Pedestrians, Cyclists and Buses'	SO11, SO12	Bus stop within 400m of all properties in the urban extension.	Transport management scheme agreed by LPA and NCC for developments over 5 dwellings or 500m ²	Breckland Council, Landowners, Developers, Bus Operators, Network Rail, Norfolk County Council
		Levels of bus usage.	Maximise.	
		Number of historic buildings/structures restored or brought back in to use.	Maximise.	
		Number of developments approved achieving the BREEAM 'very good' standard up to the 31st March 2013 and 'excellent' after 31 st March 2013	100%	
Policy TH 6 'Theford Bus Interchange'	SO5, SO9, SO11, SO12	Progress on delivery of new bus interchange	Operational by April 2013	Norfolk County Council, Breckland Council, Developers, Bus Operators.



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Policy	Spatial Objectives	Indicators(s)	Target	Responsible bodies
Policy TH 7 'Thetford Railway Station'	SO5, SO9, SO11, SO12	Enhanced walking and cycling connections to the train station	Secured through a legal agreement. Transport Plan agreed by LPA and NCC	Network Rail, Norfolk County Council, Breckland Council, Developers, Bus Operators, National Rail Operators.
		Redevelopment schemes for historic buildings coming forward	Maximise.	
		Number of developments approved achieving the BREEAM 'very good' standard up to the 31st March 2013 and 'excellent' after 31 st March 2013	100%	
Policy TH 8 'Healthy Lifestyles'	SO7	Developments will not have an adverse affect on the population's health.	100% Urban Development Checklist agreed by PCT/NCC on relevant scheme 100% Health Impact Assessment agreed by PCT/NCC on relevant scheme	Breckland Council, Developers, NHS Norfolk.
Policy TH 9 'Monitoring and Management of Key Biodiversity Sites'	SO8	See Table 30.3 'Access and Bird Monitoring Implementation Framework' Breckland Council are keen to work in collaboration with relevant organisations across the SPA on bird monitoring. Breckland Council appreciate that Thetford is the largest growth location in the area and are keen to take developer contributions for monitoring and mitigation if required.		
Policy TH 10 'Allotments'	SO3	Amount of allotment land secured through a legal agreement at the point of a planning application	At least 5Ha of allotment land by 2026.	Breckland Council, Landowners, Developers, Parish Councils.
Policy TH 11 'Joe Blunt's Lane'	SO3, SO7, SO8	Amount of new green infrastructure provided by new developments.	Maximise	Breckland Council, Landowners, Developers, Town and Parish Councils, Norfolk County Council
		Green infrastructure lost due to development without replacement.	Minimise.	
		Lane reclassified to allow for cycling	Secured through a legal agreement at point of initial planning permission	
Policy TH 12 'The Thetford Loops'	SO3, SO7, SO8	Progress on delivery of the Loops network	Secured through a legal agreement at point of initial planning permission Progress Report	Breckland Council, Landowners, Developers, Town and Parish Councils, Forestry Commission, Natural England.
		Indoor sports provision provided from development (ha).	In accordance with standards in DC11 of the Adopted Core Strategy. By 2026 there will be 4 new sports courts and 3 new swimming lanes	



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Policy	Spatial Objectives	Indicators(s)	Target	Responsible bodies
Policy TH 14 'Energy and Carbon - TAAP Wide'	SO11	Number of residential developments achieving the Code for Sustainable (CSH) Homes in line with the national timetable.	100% of residential developments, developed in line with Building regulations.	Breckland Council, Developers.
		Renewable energy capacity installed by type.	To increase the amount of renewable energy installed	
Policy TH 15 'Energy/Multi Service(s) Company Development (ESCO/MuSCo)'	SO11	ESCO or MuSCo provided to serve existing and new development in Theford	Maximise	Breckland Council, Developers, Norfolk County Council
		Major development will not have an adverse affect on the waste-water capacity.	Capacity agreed with waste-water provider prior to planning permission	
Policy TH 16 'Water and Drainage'	SO10	Number of dwellings constructed at 105l/h/d	100%	Breckland Council, Anglian Water, Environment Agency, Natural England.
		Levels of water abstraction/average household water consumption	105l/h/d	
		Number of dwellings permitted in EA flood zones 2 or 3, or flood risk areas identified in SFRA contrary to TAAP policies.	Zero dwellings per annum.	
Policy TH 17 'Development in Flood Zones'	SO10	Other development types permitted in EA-defined flood zones or risk areas identified in SFRA and contrary to TAAP policy.	Zero ha per annum.	Breckland Council, Environment Agency, Norfolk County Council, Developers
		Number of permissions granted contrary to Environment Agency advice on either water quality or flood risk grounds.	Zero permissions per annum.	
		Number of planning permissions granted contrary to English Heritage, Norfolk County Council's Historic Environment Service or Conservation Officer advice.	Minimise.	
Policy TH 18 'Archaeology'	SO9	Number of developments approved achieving the BREEAM 'very good' standard up to the 31st March 2013.	100%	Breckland Council, Landowners, Developers, English Heritage, Norfolk Landscape Archaeology.
Policy TH 19 'Sustainable Construction Standards for Non-Residential Development'	SO10, SO11	Number of developments approved achieving the BREEAM 'excellent' standard after 31st March 2013.	100%	Breckland Council, Developers
Theford Urban Extension Policies				



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Policy	Spatial Objectives	Indicators(s)	Target	Responsible bodies
Policy TH 20 'Thetford Urban Extension Strategic Design Principles'	SO8, SO9, SO10	The loss of historic buildings as a result of the urban extension.	Zero lost	Breckland Council, Landowners, Developers, Forestry Commission, Highways Agency
		Number and % of housing sites with a building for life assessment of less than 10, 10-13, 14-15 and 16 or more	All residential development.	
		Enhancement of boundary trees adjoining the transport infrastructure	Landscaping scheme to be agreed with the LPA	
		Protected trees and hedgerows lost as a result of development.	No loss of protected trees.	
		Progress of habitat creation	Progress report.	
		Retention and enhancement of trees adjacent to the A11	Landscaping scheme to be approved by the LPA.	
Policy TH 21 'Locally Distinctive Features of the Landscape'	SO8	Protected trees and hedgerows lost as a result of development.	No loss of protected trees.	Breckland Council, Landowners, Developers.
		Management plan for existing features included within planning application.	Management plan agreed with the LPA prior to planning permission.	
		New hedgerow/landscape buffer planted (metres)	Maximise	
Policy TH 22 'Gallows Hill Scheduled Monument'	SO9	Improvements (open space provision and Habitat Creation) to Gallows Hill Scheduled Monument.	An improvements implementation plan to be agreed with the LPA will be secured through a legal agreement prior to the granting of planning permission for the urban extension.	Breckland Council, Landowners, Developers, English Heritage, Landscape Archaeology, Thetford Town Council.
Policy TH 23 'Existing Buildings in the Thetford Urban Extension'	SO8, SO9	The loss of historic buildings as a result of the urban extension.	Zero lost	Breckland Council, Landowners, Developers.
		Biodiversity surveys undertaken	Biodiversity Survey and mitigation measures agreed with LPA	
Policy TH 24 'Surface-Water Management'	SO10	SWMP provided with planning application.	SWMP agreed by LPA and Environment Agency prior to the granting of permission.	Breckland Council, Landowners, Developers, Anglian Water, Norfolk County Council, Environment Agency.
		Provision of SuDS.	SUD'S provided (on) new developments where required.	



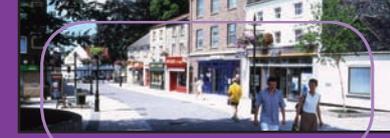
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Policy	Spatial Objectives	Indicators(s)	Target	Responsible bodies
Policy TH 25 'Walking and Cycling'	SO7, SO11, SO12	Walking and cycle networks included within planning applications.	Secured through a legal agreement.	Breckland Council, Landowners, Developers, Norfolk County Council.
		Levels of walking and cycling.	Increase	
Policy TH 26 'Buses'	SO7, SO11, SO12	Bus stop within 400m of all properties in the urban extension.	Secured through a legal agreement. Transport Plan agreed by LPA and NCC	Breckland Council, Landowners, Developers, Bus Operators, Norfolk County Council
		Bus infrastructure to be provided prior to first occupation of dwellings.	Secured through a legal agreement. Transport Plan agreed by LPA and NCC.	
		Levels of Bus Usage	New bus service implemented from the first day of occupation in the Urban Extension.	
Policy TH 27 'A New Railway Station in the Urban Extension'	SO3, SO11, SO12	Land secured for new railway station	Agreed through planning permission for the Urban Extension.	Breckland Council, Landowners, Developers, Network Rail, Train Operating Company.
		Transport monitoring to establish need	Increase in passenger numbers at Theford Station	
Policy TH 28 'Changes to the A11 Trunk Road'	SO3, SO4	Development of essential infrastructure (progress on A11 Junction improvements)	A11 junctions to be improved in accordance with phasing plan provided in the Transport Assessment agreed with the Urban Extension application.	Breckland Council, Norfolk County Council, Highways Agency, Developers.
Policy TH 29 'Improvements to the Local Road Network'	SO3, SO4	Development of essential infrastructure (progress on local road network improvements)	Local road improvements to be completed by 2026.	Breckland Council, Norfolk County Council, Highways Agency, Developers
Policy TH 30 'New Employment Land'	SO2	Amount of floorspace developed for employment by type (gross and net) in sqm.	<ul style="list-style-type: none"> ● 4.0 ha by 2012 near Tesco's. ● 14.5 ha by 2018 by Lodge Way. ● 2.5 ha by 2020 off Croxton Road. ● 7.2 ha by 2026 off Norwich Road. 	Breckland Council, Landowners, Developers, Local Enterprise Partnership, Existing Business.
		Phased delivery of employment land.	At least 40 ha of employment available by 2026. This will be phased from 2011.	
Policy TH 31 'New Local Centre(s) in the Urban Extension'	SO2, SO4,	Employee jobs created.	5,000 net new jobs by 2026.	Breckland Council, Landowners, developers, Local Enterprise Partnership, Existing Business.
		M ² net floor space developed.	<ul style="list-style-type: none"> ● Approximately 500m² (net) new comparison floorspace post 2016 ● 1,200m² (net) new convenience floorspace post 2016. 	



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Policy	Spatial Objectives	Indicators(s)	Target	Responsible bodies
Policy TH 32 'Connecting to a Decentralised Energy Supply'	SO11	A-Class floor space. Development designed to allow for connection to decentralised supply	In accordance with Policy CP7 of the Adopted Core Strategy. 100%	Breckland Council, Developers.
Policy TH 33 'Education Provision in the Thetford Urban Extension'	SO3, SO10	Ha of land set aside for nursery, primary, secondary and post-16 school provision.	12 ha secured through a legal agreement, in accordance with Norfolk County Council requirements.	Breckland Council, Norfolk County Council, Developers.
		New nursery, primary, secondary and post-16 school places provided.	Secured through a legal agreement, in accordance with Norfolk County Council requirements as follows: 1 x (2 ha) by 2015 1 x (2 ha) by 2018 1 x (2 ha) by 2024	
Policy TH 34 'New Health Facility in the Urban Extension'	SO7	Indices of Multiple Deprivation, Barriers index. 8 new GP's and 6 Dentists secured in accordance with NHS Norfolk requirements.	100% Minimise in line with general trend (see baseline) Secured through a legal agreement at point of planning permission delivered by 2019.	Breckland Council, NHS Norfolk.
Policy TH 35 'Community Buildings'	SO3, SO7, SO10	Amount of completed floor space of community, recreation and leisure facilities by location (m ²). Floor space of key services lost to redevelopment of other uses (m ²).	1 x 300m ² multi-purpose community facility by 2016 and 2 x 300 m ² small multi-purpose community facility between 2016-2026. Zero	Breckland Council, Landowners, Developers, Thetford Town Council.
Policy TH 36 'New Bring Recycling Facilities'	SO11	Bring recycling centre located at the Local Centre.	Secured via a legal agreement.	Breckland Council, Developers.
Area Intervention Policies				



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Policy	Spatial Objectives	Indicators(s)	Target	Responsible bodies
Policy TH 37 'Regeneration Proposals in Existing Residential Areas'	SO1, SO6, SO7, SO8, SO9	Ha of redeveloped land.	No target identified.	Breckland Council, Developers, RSLs.
		Indices of Multiple Deprivation	Reduction of 2010 levels	Breckland Council, Developers, RSLs.
Policy TH 38 'Existing Employment Areas'	SO2	Net number of new dwellings delivered	Maximise	Breckland Council, Developers, RSLs.
		Employment land developed in hectares and floor space (M ²).	Maximise.	Breckland Council, Landowners, Developers, Local Enterprise Partnership, Existing Business, Norfolk County Council
Policy TH 39 'Theford Settlement Boundary'	SO1, SO8, SO9	No of dwellings approved outside settlement boundary	Zero	Breckland Council

Table 30.2 Policy Monitoring Framework

Access and Bird Monitoring Implementation Framework

30.10 The following framework relates to the monitoring of Policy TH 9 'Monitoring and Management of Key Biodiversity Sites'.

Location(s)	Access and Monitoring Measures	Funding / Timescales	Delivery	Risks	Contingency	Responsibility
Theford AAP wide (5,000 dwellings)	Monitoring Annual monitoring of access levels across the Breckland SPA (Woodlark and Nightjar)	£25,000 Start for 2012/13 breeding session and cover a period of 15 years.	Short term – Seek contributions through S106 agreement in accordance with Policy CP5 of adopted Core Strategy. Long term (beyond 2014) – CIL	Lack of joint working between Local Planning Authorities and key partners to develop access and bird monitoring strategy within the SPA. Monitoring results indicate increased levels of disturbance which require significant mitigation.	Re-run visitor survey work to ascertain changes in patterns of access. Review of Core Strategy.	Forestry Commission Natural England RSPB Breckland Council
	Mitigation Promoting access for dog-walkers and cyclists away from nesting habitats	>£500,000 Start in 2012 to cover a period of 15 years.	Short term – Seek contributions through S106 agreement in	A lack of progress on a CIL DPD as a mechanism to fund	Review of Core Strategy.	Forest Heath District Council King's Lynn & West Norfolk Borough Council



Location(s)	Access and Monitoring Measures	Funding / Timescales	Delivery	Risks	Contingency	Responsibility
	<p>Creation of permanent areas of habitat suitable for Woodlark and Nightjar in areas with low levels of access</p> <p>Mobile wardens and rangers to promote responsible access</p>		<p>accordance with Policy CP5 of adopted Core Strategy.</p> <p>Long term (beyond 2014) – CIL</p>	<p>delivery will limit opportunities for the LPA to collect contributions from development to fund monitoring and mitigation.</p>		<p>St Edmundsbury Borough Council</p>

Table 30.3 Access and Bird Monitoring Implementation Framework

A Breckland District Council's Sustainable Community Strategy

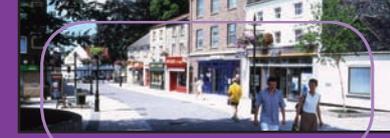
The Sustainable Community Strategy is a long-term plan to deliver sustainable communities and improved quality of life for local people. It is the overarching vision for Breckland, which guides the priorities and objectives of all plans and strategies relating to the District. It can be found here www.breckland.gov.uk/content/sustainable-community-strategy. There are 6 priorities and this section identifies how the LDF and TAAP reflect or contribute to these priorities.

Priorities	Detail	LDF outcomes	TAAP outcomes
1 Develop safer and stronger communities	'So that all Breckland's communities are free of crime and anti-social behaviour, where people actively participate in community activities and differences are respected'	Not applicable	The TAAP has actively engaged with the local community in order to provide the opportunity to shape the future of the town.
2 Improve homes	'So that the number of affordable and quality homes available in the District is increased'	<ul style="list-style-type: none"> SO1 To deliver a minimum 15,200 net new homes SO2 To secure sufficient affordable housing for those in need 	5,000 net new homes in Thetford by 2026
3 Promote and develop a thriving economy	'So that Breckland is an economically prosperous place, which attracts and supports businesses and encourages local enterprise'	<ul style="list-style-type: none"> SO4 To develop and retain a flexible and highly skilled workforce through training SO13 To ensure high and stable levels of employment through restructuring the local economy SO19 To ensure good accessibility for all to jobs, facilities and services in Breckland 	<ul style="list-style-type: none"> Employment allocations on Map of Proposals. Section on education Town Centre Masterplan
4 Improve the health and wellbeing of local people	'So that people in Breckland lead healthier lives and inequalities in health across the District are reduced'	<ul style="list-style-type: none"> SO19 To ensure good accessibility for all jobs, facilities and services in Breckland SO20 To reduce rural isolation through the protection and provision of key services and facilities in rural areas 	<ul style="list-style-type: none"> HIA requirements for major projects Health Facilities Thetford Loops – for walking and cycling and recreation Allotment provision Thetford is a Healthy Town Walking and cycling network
5 Ensure the accessibility of all services	'So that all Breckland's communities can access a level of service, which they choose or their needs require'	<ul style="list-style-type: none"> SO19 To ensure good accessibility for all jobs, facilities and services in Breckland SO20 To reduce rural isolation through the protection and provision of key services and facilities in rural areas SO21 To reduce urban isolation and social exclusion through the promotion of appropriate tenure mixes in new developments and improved accessibility to key services and facilities 	<ul style="list-style-type: none"> Improved Town Centre Transport section Education provision Health facilities New bus interchange



Priorities	Detail	LDF outcomes	TAAP outcomes
6 Achieve environmental sustainability	'So that Breckland's outstanding rural environment is respected and that action is taken to enhance and sustainably manage the local environment.'	<ul style="list-style-type: none"> SO8 To protect and enhance the quality and distinctiveness of the biodiversity, geology and landscape of Breckland SO10 To require high quality design that meets high environmental standards SO11 To enhance open space provision throughout the District SO12 To promote renewable energy to reduce carbon emissions SO13 To minimise the risk of flooding to existing and new developments SO14 To maximise the opportunity to redevelop sustainable previously developed land SO15 To prevent groundwater contamination and a deterioration in air, water and soil quality SO16 To require the efficient use of water resources SO17 To minimise the amount of waste produced and promote sustainable waste management SO18 To provide for a significant modal shift from a reliance on the private car, in particular single person car use, to sustainable forms of transport 	<ul style="list-style-type: none"> Green Infrastructure Bus interchange Energy and Water policies Transport section 'Bring' recycling sites Adoption of SFRA2 flood risk data

Table A.1 Sustainable Community Strategy and the TAAP



B Evidence Base

In order to help prepare this document, we have undertaken a considerable amount of necessary research. Most was completed by independent consultants, considered experts in that particular field. Some is Breckland wide and some is Thetford specific. The studies have been used to inform the policies within this TAAP.

You can find these reports either at the following websites www.movingthetfordforward.com or www.breckland.gov.uk and then go on the LDF pages. If you do not have access to the Internet, please contact the Planning Policy Team:

Housing Evidence	<ul style="list-style-type: none"> • Strategic Housing Land Availability Assessment (Breckland Council, 2008) • Housing Needs Study (Fordham Research, 2006) • Housing Market Assessment (Fordham Research, 2007) • Affordable Housing Threshold Viability Study (Fordham Research, 2007) • Housing Topic Paper (Capita Symonds, 2010)
Environmental Evidence	<ul style="list-style-type: none"> • Landscape Character Assessment (LUC, 2007) • Landscape Character Assessment Settlement Fringe Study (LUC, 2007) • Open Space Assessment and Parish Schedule (Breckland Council, 2010) • Thetford Green Infrastructure Study (LUC, 2007) • Monitoring Ophonus Laticollis at Gallows Hill (Dr Telfer, 2009) • Surveying Harpulus Froelichi (Dr Telfer, 2009) • The Effect of Housing Development on the Distribution of Stone Curlews in the Brecks (Footprint Ecology, 2008) • Woodlark and Nightjar Predation Study (Dr Dolman, 2010) • Breckland Ecological Network Mapping Report (Norfolk Wildlife Trust, 2007) • Thetford Historic Environment Study (Breckland Council, 2009) • Thetford Historic Environment Survey (NAU Archaeology, 2009)
Employment and Retail Evidence	<ul style="list-style-type: none"> • Norfolk Economic Growth Study (Roger Tym and Partners, 2005) • Employment Land Review (Roger Tym and Partners, 2006) • Sub-district Employment Projections (Roger Tym and Partners, 2006) • Updated Retail and Town Centres Study (Nathaniel Lichfield and Partners, 2007) • Retail Study (Nathaniel Lichfield and Partners, 2009) • Employment Topic Paper (Economic Development Team, Breckland Council, 2011)
Infrastructure Evidence	<ul style="list-style-type: none"> • Thetford Growth Framework and Infrastructure Study (EDAW, 2007) • Thetford Community Infrastructure Audit (Breckland Council, 2009) • A11 Energy Study (Stage 1 and 2) (IT Power, 2008 and 2010) • NCC Education Schedule (2011)
Water Evidence	<ul style="list-style-type: none"> • Thetford Water Cycle (Stage 1 and 2) (Scott Wilson, 2008 and 2010) • Thetford Strategic Flood Risk Assessment - Stage 2 (Scott Wilson, 2009)
Transport Evidence	<ul style="list-style-type: none"> • Thetford Transport Studies (Stage 1 and 2) (Mott Macdonald, 2008 and 2010)



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	<ul style="list-style-type: none"> • Thetford Loops: Stage 1 Feasibility Study (Capita Symonds, 2010) • Thetford Loops: Stage 2 Technical Audit (JMP and TI, 2010) • Thetford Bus Station Relocation Report (Mott Macdonald, 2007)
Health Evidence	<ul style="list-style-type: none"> • Thetford Health Needs Assessment (UEA, 2010) • NHSN Thetford Development (NHSN, 2010)
Urban Design	<ul style="list-style-type: none"> • Moving Thetford Forward Vision and Development Strategy (Urban Practitioners, 2006) • Draft Thetford Prospectus (Urban Delivery, 2010) • A Thetford Profile (Keystone Development Trust, 2004) • Discovering Thetford: A Feasibility Study and Business Case (Norwich Heritage and Regeneration Trust, 2010) • Draft Thetford Sustainable Urban Extension Outline Phasing Strategy for Pigeon Investment and The Crown Estate (Alan Baxter, 2010)

C How the TAAP conforms with the Breckland Core Strategy and Development Control Policies DPD

This section is intended to be an easy way of showing how the Thetford Area Action Plan is in conformity with the Core Strategy.

Issue identified in Core Strategy	How TAAP addresses this issue
<p>In addition to the Core Strategy and Development Control Development Plan Document (DPD), Breckland plans to produce a number of other Local Development Document (LDDs) as listed below: Strategy and Development Control Policies: Thetford Area Action Plan DPD</p>	<p>This document is the Thetford Area Action Plan DPD</p>
<p>Thetford will provide for 6,000 of the District's housing requirement in conjunction with a diversified employment base that will maintain the town's self containment.</p>	<p>The TAAP has sections and policies on housing and employment. There are Topic Papers for the approach to housing and employment.</p>
<p>SS1: It will provide 6,000 homes over the period between 2001 and 2021 and between 1,500 and 2,000 new homes between 2021 and 2026. In addition, up to 5,000 net new jobs to the end of the plan period will have been delivered. This jobs growth will include the allocation of a new business park. The centre of the town will be the subject of major regeneration and with expanded retail, leisure, cultural and educational facilities will become a civic hub bringing together existing and new communities. Total food and non-food retailing floorspace will expand by approximately 9,400m² over the plan period in connection with this town centre regeneration.</p>	<p>All aspects are reflected in the relevant sections of the TAAP. Retail figures are different due to more recent evidence base. Core Strategy was adopted in 2009 whereas the retail work that influenced the TAAP was completed in 2010.</p>
<p>CP1: The new greenfield allocations in Thetford will consist of a strategic urban extension to the north-east of the town within the boundary of the A11.</p>	<p>See Policies Map and Masterplan Map.</p>
<p>A Thetford mechanism will be set out in an Area Action Plan for monitoring and managing the release of land to 2021 to meet RSS requirements, including phasing and any sequential release of land. The Area Action Plan will also address the circumstances under which reserve land to 2026 would be released at Thetford. Beyond 2021, new housing growth in Thetford will take place on identified sites within the town that may include deliverable brownfield land. The precise land areas and mix of uses will be set out in the Thetford Area Action Plan utilising evidence base work undertaken in respect of the town's Growth Point Status. The town is also constrained to the east and north of the A11 due to protected European habitats and species. The Council will require demonstration, through subsequent Habitats Regulations Assessments, that proposed development to the north-east of Thetford will not result in harm to European habitats or species.</p>	<p>See section 20 'Masterplan' which has further detailed plans. See the Policies Map. The TAAP has its own HRA. See section 30 'Monitoring and Implementation Framework'</p>
<p>A separate housing trajectory will be developed for Thetford as part of the Area Action Plan and will be used to monitor the progress of housing delivery in this strategic location.</p>	<p>See Figure 18.1 'Housing Trajectory'</p>
<p>CP3: In particular the town centre of Thetford will be regenerated to provide a significant uplift in town centre related employment.</p>	<p>See section 8 'Town Centre and Retail'</p>
<p>In addition to the development of the Thetford Enterprise Park and protecting existing employment sites in the town, the LDF will deliver a strategic employment site(s) to the north of town within the A11 as part of a mixed-use sustainable urban extension, the details of which will be determined through an Area Action Plan for Thetford. Employment growth in Thetford will be further bolstered by the regeneration of the town centre and increased jobs in the retail and service sectors and smaller scale local employment provision in other locations, contributing to an overall target of 5,000 net new jobs for the town by 2021.</p>	<p>Aspects reflected throughout the TAAP. See Policies Map. Bus interchange, and town centre improvements as referred to in the TAAP will all contribute to regenerating the town.</p>





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Issue Identified in Core Strategy	How TAAP addresses this issue
<p>CP4: Providing for health and social care facilities, in particular supporting the Strategic Services Development Plan of the Primary Care Trust, the provision of new and improved health and social care facilities at Thetford and Attleborough and the improvement of health and social care facilities at other market towns and service-centre villages.</p>	<p>The TAAP plans to 2026.</p>
<p>CP4: Secondary education provision in Thetford including a dedicated tertiary education campus and the expansion of existing high schools.</p>	<p>See section 10 'Healthy Lifestyles'</p>
<p>CP4: Secondary education provision in Thetford including a dedicated tertiary education campus and the expansion of existing high schools.</p>	<p>See Policy TH 33 'Education Provision in the Thetford Urban Extension'</p>
<p>CP4: New primary school provision in Thetford, Attleborough and Dereham</p>	<p>Since the Core Strategy, the Education strategy has changed and there is to be no tertiary education in the centre of Thetford.</p>
<p>CP4: Providing for strategic enhancement of the energy supply network (electricity) to Attleborough, Thetford, Dereham, Watton and Snetterton to support housing and employment growth.</p>	<p>See section Policy TH 33 'Education Provision in the Thetford Urban Extension'</p>
<p>CP4: This will include the strategic transport requirements as identified in the Transport and Infrastructure studies for Thetford, Attleborough and Dereham.</p>	<p>See section section 20 'Masterplan'</p>
<p>CP4: In respect of sustainable urban extensions at Thetford and Attleborough the potential of a tariff approach to infrastructure provision will be investigated through Area Action Plans.</p>	<p>See section section 22 'Movement' and section 9 'Transport'</p>
<p>CP5: During the later part of the plan period, Thetford and Attleborough have the potential of a tariff approach to assist funding strategic infrastructure through their respective Area Action Plans. Subject to legislation, the Council will also consider the introduction of a Community Infrastructure Levy (CIL) to address strategic infrastructure delivery, which will supersede any tariff which was already in place.</p>	<p>See section section 29 'Delivery'</p>
<p>CP7: Floor Space figures</p> <p>In Thetford there are some small clusters of shops/services on the western estates and proposals at these locations will be considered in the context of national planning policy in relation to town centres and retail development. Additionally, the scale of growth at sustainable urban extensions in Thetford and Attleborough could deliver new Local or District Centre(s). The area comprising any new Local Centre at Thetford together with the role of existing centres on the western estates will be identified through further evidence underpinning the Thetford Area Action Plan and updated on the Proposals Map.</p>	<p>See section section 29 'Delivery'</p>
<p>...with a particular emphasis on integrating waste management facilities for the strategic development locations at Thetford, Attleborough, Snetterton and Dereham. Consideration will also need to be given to the provision of appropriate waste storage and means of collection</p>	<p>See section section 8 'Town Centre and Retail'</p>
	<p>See Policies Map and section 8 'Town Centre and Retail'</p>
	<p>See section Policy TH 36 'New Bring Recycling Facilities' and the section on a new Household Waste Recycling Centre.</p>



Adopted Theftord Area Action Plan DPD: Historic Past, Healthy Future

Issue identified in Core Strategy	How TAAP addresses this issue
<p>In Theftord, all development proposals will have regard to the findings of the Theftord Green Infrastructure Study, District-wide Landscape Character Assessment and Settlement Fringe Assessment as well as other supporting evidence recognising the need for regeneration in the town centre whilst ensuring that the historic environment is protected. Additional detailed policy dealing with townscape will be provided in the Theftord Area Action Plan.</p>	<p>See sections 16 'Archaeology', 21 'The Existing Environment and Landscape' and 12 'Biodiversity and Green Infrastructure'.</p>
<p>Significant regeneration will occur in Theftord; new development should be integrated into the existing historic fabric. Consideration will be given to the individual characteristics or group value of historic buildings and Conservation Areas, in particular the Castle Hill, Nunnery and Priory. Development that fails to make sufficient use of, or contribution to, the historic areas of the town will not be considered appropriate. Detailed guidance for development in Theftord will be published in the form of the Theftord Area Action Plan.</p>	<p>See section 16 'Archaeology' and also Policy TH 23 'Existing Buildings in the Theftord Urban Extension'</p>
<p>In addition, the Area Action Plans for Attleborough and Snetterton Heath and for Theftord will be supported by detailed Transportation Strategies which will examine the specific options for securing modal shift at these locations informed by transport partners including Network Rail and bus operators. In preparing transport options particular regard will be given to policies in the Local Transport Plan and successor documents.</p>	<p>See sections 22 'Movement' and 9 'Transport'</p>
<p>Key Infrastructure Dependencies</p>	<p>See sections 29 'Delivery' and 30 'Monitoring and Implementation Framework'</p>

Table C.1 How the TAAP meets the requirements of the Core Strategy



D TAAP and Health

Healthy Town

D.1 The following are the main aims of the Thetford Healthy Town programme

- **Healthy Living:** helping residents to become active and enjoy a healthy lifestyle
- **Healthy Travel:** advice and support to get residents biking and walking
- **Healthy Food:** all the help residents need to eat well and prepare healthy, inexpensive food

D.2 The following table shows how the TAAP addresses these aims.

Aim	TAAP section or policy
Healthy Living	Walking and cycling policies, Thetford Loops, green infrastructure policies (including allotments), health facilities and healthy lifestyles, indoor sports, regeneration policies, children's play section, water supply and flooding policies.
Healthy Travel	Walking and cycling policies, Thetford Loops, achieving modal shift.
Healthy Food	Allotments and retail policies.

Table D.1 How the TAAP meets the aims of Thetford Healthy Town

The Marmot Review: Fair Society, Healthy Lives

D.3 In November 2008, Professor Sir Michael Marmot was asked by the Secretary of State for Health to chair an independent review to propose the most effective evidence-based strategies for reducing health inequalities in England from 2010. The strategy will include policies and interventions that address the social determinants of health inequalities.

D.4 The Review had four tasks:

1. Identify, for the health inequalities challenge facing England, the evidence most relevant to underpinning future policy and action;
2. Show how this evidence could be translated into practice;
3. Advise on possible objectives and measures, building on the experience of the current PSA target on infant mortality and life expectancy; and
4. Publish a report of the Review's work that will contribute to the development of a post-2010 health inequalities strategy.

D.5 This Review has twin aims: to improve health and well-being for all and to reduce health inequalities.

D.6 Whilst many of the recommendations in the report produced⁽⁶⁶⁾ are outside the remit of Planning Policy, the following table shows relevant recommendations and how the TAAP seeks to address these.

Marmot Review Recommendation	How the TAAP addresses this recommendation
Reduce the social gradient 1 in skills and qualifications	The TAAP includes the required number of primary schools and Nurseries and also sets requirements for secondary education (Academy) changes.

66 Fair Society, Healthy Lives can be found here: www.marmotreview.org/



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Marmot Review Recommendation	How the TAAP addresses this recommendation
<p>Improve access to good jobs and reduce long-term unemployment across the social gradient.</p>	<p>The TAAP allocates 22ha of employment land.</p> <p>Breckland Council has an Economic Development Team.</p> <p>An Employment Topic Paper has been produced.</p>
<p>Prioritise policies and interventions that reduce both health inequalities and mitigate climate change, by:</p> <ul style="list-style-type: none"> ● Improving active travel across the social gradient; ● Improving the availability of good quality open and green spaces across the social gradient; ● Improving the food environment in local areas across the social gradient; and ● Improving energy efficiency of housing across the social gradient. 	<p>Modal shift to walking and cycling (active travel) is key to the TAAP and there are many policies which support this.</p> <p>Green infrastructure is fundamental to the changes in the town and again there are many policies to support this. Furthermore the Breckland Core Strategy sets criteria for open space.</p> <p>Allotment provision is covered in the TAAP.</p> <p>Whilst not directly addressed in the TAAP (no local evidence to go further than the building regulations) there are relevant sections in the Document.</p>
<p>Fully integrate the planning, transport, housing, environmental and health systems to address the social determinants of health in each locality.</p>	<p>The TAAP cuts across all themes. Stakeholders who are experts in those topics have been involved in the production of the TAAP at many stages.</p>
<p>Support locally developed and evidence based community regeneration programmes that:</p> <ul style="list-style-type: none"> ● Remove barriers to community participation and action; ● Reduce social isolation. 	<p>Community is at the heart of the TAAP. Integration between the new development's residents and the existing residents is essential.</p> <p>All three tiers of Councils as well as Registered Social Providers and Keystone Development Trust are all involved in the production of the TAAP.</p> <p>The existing employment and residential estate regeneration as well as that of the town centre are covered in the TAAP.</p>

Table D.2 Relevant Marmot Review recommendation to the TAAP.



E Saved Policies

E.1 The Breckland District Local Plan was adopted in 1999. In 2007, Breckland Council made representations to the Secretary of State to save a number of policies from the adopted Breckland Local Plan (1999) beyond the transition period from the implementation of the Planning and Compulsory Purchase Act (2004).

E.2 Breckland Council's adopted Core Strategy and Development Control Policies document has already superseded a number of the saved policies from the Local Plan.

E.3 Breckland Council has assessed those remaining saved policies that relate to Thetford to determine which are to be superseded by the policies in the Thetford Area Action Plan. Table below indicates those that are to be saved or replaced. Highlighted in red are ones of particular relevance to Thetford.

Saved Local Plan Policy No.	Local Plan Policies to be saved or replaced by the Thetford Area Action Plan
(099)1: Allocation of sites E1 and E2 (Thetford)	<ul style="list-style-type: none"> • Policy E1 to be replaced by Policy TH 30 'New Employment Land'. In particular the Lodge Way allocation reflects the location of E1 but is slightly altered to reflect the Gallows Hill Scheduled Monument. • Policy E2 to be saved.

Table E.1 Local Plan policies to be saved or replaced



F Flood Risk Assessment

Advice on Site-Specific Flood Risk Assessments (FRA)

Robust and thorough FRAs are required to be submitted with planning applications in areas of flood risk identified on the Policies Map. Applicants should contact the Environment Agency for discussions on Site-Specific FRAs. The site-specific FRA should meet the requirements set out in PPS25 and should also:

- further refine the definition of flood hazard local to the development site (to account for model inaccuracies);
- define the flooding frequency/probability for the site;
- assess the risk to the site from all other flood sources;
- determine the rate of on-set of flooding for the range of flood events and flood sources the site is subject to;
- assess the risk posed by sewer flooding in more detail. Mitigation measures such as using sealed manhole covers to prevent potentially contaminated water from overflowing into surrounding land and property should be considered;
- include details of an adequate maintenance regime to ensure flood warning signs are kept visible and flood evacuation routes are kept clear;
- detail how proposed road levels are such that emergency access and egress routes are maintained or where possible constructed to the 1 in 100 year event plus an allowance for climate flood level, as a minimum. This can significantly reduce the risk of the proposed development becoming inundated by flooding. This should include a further review of detailed river models and comparison of flood extents/levels with local ground levels from topographical survey or digital elevation models event;
- investigate the feasibility of safe access and egress routes both within and beyond the proposed development;
- include flood resilient construction measures to ensure the development is safe where small-scale less vulnerable development is proposed, such as a riverside café within the future Flood Zone 3a;
- demonstrate that any loss of flood plain storage does not pose an increased flood risk to the development or to third parties;
- ensure that access points and any venting or other penetrations are situated 300 mm above the future 1 in 100 year (2115) fluvial flood level when accounting for the anticipated effects of climate change for the life of the development if underground parking is proposed;
- provide details of flood warning and evacuation plans; and
- demonstrate that the development will be safe, without increasing flood risk elsewhere, and, where possible will reduce the flood risk overall.



G Glossary

Adoption: The final confirmation of a development plan or Local Development Document as having a statutory status by a Local Planning Authority (LPA).

Affordable Housing: There is no simple definition of affordable housing, but it's generally thought to mean low-cost housing for rent, often from a housing association, to meet the needs of local people who cannot afford accommodation through the open market. It can be delivered through social renting, shared ownership or low-cost housing on the open market. Affordable housing usually involves some form of subsidy. In the case of affordable housing provided through planning obligations, much of the subsidy is provided by the developer. This is understood in terms of dwellings that have to be sold at a rate lower than what the developer would achieve on the open market.

Allocation: An area of land identified in a development plan. The allocation will indicate Breckland Council's preferred use for the land.

Ancient Woodlands: Woodland that is believed to have existed from at least medieval times.

AMR - Annual Monitoring Report: A report produced each financial year to indicate the progress of production of the local development framework and effectiveness of policies contained within the plan. The report will outline action that may need to be taken to meet targets or if policies need to be replaced. Changes will be implemented through a revised local development scheme.

AAP - Area Action Plans : Plans for areas of change or conservation. Their purpose is to deliver planned growth, stimulate regeneration, protect areas sensitive to change through conservation policies, make proposals for enhancement and resolve conflicting objectives in areas where there is significant development pressure. Area action plans are Development Plan Documents, which means they carry the full weight of the planning system in determining planning applications.

Biodiversity: The whole variety of life encompassing all genetics, species and ecosystem variation including plants and animals.

Brownfield Land or Site: Brownfield land is another term for previously developed land, or land that contains or contained a permanent structure and associated infrastructure. Brownfield land occurs in rural and urban areas, but does not include agricultural or forestry land or buildings. The definition laid down in Government policy, which all local planning authorities should follow, is in Annex B of PPS3: Housing.

Community Infrastructure Levy: The Community Infrastructure Levy is a new levy that local authorities in England and Wales can choose to charge on new developments in their area. The money can be used to support development by funding infrastructure that the council, local community and neighbourhoods want - for example new or safer road schemes, park improvements or a new health centre. The system is very simple. It applies to most new buildings and charges are based on the size and type of the new development.

Community Strategy: A strategy prepared by a community to help deliver local aspirations, under the Local Government Act 2000.

Comparison Goods: This term refers to goods that are generally not purchased as often as groceries such as clothing, CD's, and domestic electrical items.

Convenience Goods: This term refers to everyday items such as food and groceries.

CPO - Compulsory Purchase Order: An order issued by the Government or a local authority to acquire land or buildings for public interest purposes. For example the redevelopment of certain brownfield sites.

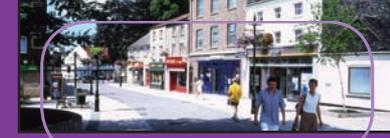
Conservation Area: An area of special architectural or historic interest, designated under the Planning (Listed Buildings & Conservation Areas) Act 1990, whose character and appearance it is desirable to preserve and enhance. There are special rules on some development in conservation areas.

Core Strategy: The Core Strategy is one of the Development Plan Documents forming part of a Local Authority's Local Development Framework. It should set out the vision, spatial strategy and core policies for the spatial development of the area.

CWS - County Wildlife Site: A site of important nature conservation value within a county context but which are not protected under the Wildlife and Countryside Act

Density: In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

Development: Development is defined under the 1990 Town and Country Planning Act as 'the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land.' Most forms of development require planning permission (see also 'permitted development').



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Development Management (formerly Control): The process whereby a local planning authority manages, shapes, and considers the merits of a planning application and whether it should be given permission with regard to the Development Plan.

DP - Development Plan: The approved or adopted statutory land use and spatial plans for an area. The Development Plan sets a Local Planning Authority's policies and proposals for the development, conservation and use of land and buildings in the Authority's area. Under the present planning system, the development plan generally includes the structure plan and the minerals and waste local plans prepared by the County Council and the Local Plan prepared by the district council - or the Single Unitary Development Plan prepared by unitary councils.

The Planning and Compulsory Purchase Act 2004 replaces this system with a Regional Spatial Strategy prepared by the regional assembly and a local development framework prepared by district or unitary councils. The Development Plan, with its policies and proposals, is the most important consideration for Local Planning Authorities when they make a decision on a planning application.

DPD - Development Plan Document: Under the new system of local planning brought in under the Planning & Compulsory Purchase Act 2004, the term 'Development Plan Document' covers any Local Development Document that is part of the Development Plan. A Development Plan Document has to be independently tested by a Government inspector and carries full weight in relation to planning applications, which distinguishes it from a supplementary planning document. Development Plan Documents include the Local Planning Authority's Core Strategy, Area Action Plans and Policies Map.

EIP - Examination in Public: A term given to the examination of the Regional Spatial Strategy, or Structure Plans under transitional arrangements.

Environment Agency: Government appointed body responsible for pollution control and water quality.

EIA - Environmental Impact Assessment: EIA is a procedure that must be followed for certain types of development before they are granted permission. The procedure requires the developer to compile an Environmental Statement (ES) describing the likely significant effects of the development on the environment and proposed mitigation measures.

ESCo - Energy Services Company: An ESCo is a commercial business providing a broad range of comprehensive energy solutions including designs and implementation of energy savings projects, energy conservation, energy infrastructure outsourcing, power generation and energy supply, and risk management.

Evidence Base: The information and data gathered by Local Authorities to justify the 'soundness' of the policy approach set out in Local Development Documents, including physical, social and economic characteristics of an area.

Flood Plain: Generally flat-lying areas adjacent to a watercourse, tidal lengths of a river or the sea where water flows in times of flood or would flow but for the presence of flood defences.

Flood Risk Assessment: An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

Flood Zones:

*1 in 100 year event: an event that on average will occur once every 100 years. Also expressed as an event which has a 1% probability of occurring in any one year.

*Flood Zone 1: This zone comprises of land assessed as having a less than 1 in 1000 annual probability of river or sea flooding in any year (0.1%). Low risk of flooding.

*Flood Zone 2: This zone comprises land assessed as having between a 1 in 100 year and 1 in 1000 year annual probability of river flooding (1% - 0.1%) or between a 1 in 200 year and a 1 in 1000 year annual probability of sea flooding (0.5% - 0.1%) in any year. Medium risk of flooding.

*Flood Zone 3a: This zone comprises land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%) or a 1 in 200 or greater annual probability of flooding from the sea (>0.5%) in any year. Higher risk of flooding.

*Flood Zone 3b: Functional Floodplain. This zone comprises land where water has to flow or be stored in times of flood. Land which would flood with an annual probability of 1 in 20 (5%) or greater in any year or is designed to flood in an extreme (0.1%) flood.

General Conformity: A process by which Regional Planning Bodies consider whether a Development Plan Document is in 'general conformity' with the Regional Spatial Strategy. Also, all other DPDs must conform to a Core Strategy DPD.

General Employment Areas: Existing employment sites which have been identified to be protected for employment uses including business, general industrial and storage/distribution uses.



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Government Planning Policy/PPGs/PPSs: Now mostly revoked, these were National Planning Policies that regional planning bodies and local planning authorities need to take into account when drawing up development plans and other documents and making decisions on planning applications. Government Planning Policy guidance is set out in a series of Planning Policy guidance notes (PPG's). These policies are produced by the Office of the Deputy Prime Minister. As a result of the Government's planning green paper in 2001, many of the PPG's are being revised and renamed Planning Policy statements (PPS's). These focus on stating Government policy; whilst good practice guidance for local authorities is set out in separate documents accompanying the PPS's. Most of these have been superseded by the National Planning Policy Framework.

Greenfield Site: Land that has not previously been used for urban development. It is usually land last used for agriculture and located next to or outside existing built-up areas of a settlement.

Green Infrastructure: Green infrastructure is defined as: '...the sub-regional network of protected sites, nature reserves, green spaces and greenway linkages which should be multi-functional and operate at all spatial scales from urban centres through the open countryside'.

Green infrastructure can provide a range of environmental, social and economic functions, including positive physical and mental health benefits. The Town and Country Planning Association's 'Biodiversity by Design' Guide¹ outlines the purpose of green infrastructure as follows: 'Green infrastructure should provide for multi-functional uses i.e. wildlife, recreational and cultural experience, as well as delivering ecological services, such as flood protection and microclimate control. It should also operate at all spatial scales from urban centres through to open countryside.'

Many different types of element are included in GI. Just some are – woodlands, archaeology sites and historic landscapes, country and urban parks, recreational routes and nature reserves. The elements can be designated or undesignated, and with or without public access. GI sits within, and is inseparable from, the wider urban and rural scene.

Habitat: The natural home of an animal or plant, often designated as an area of nature conservation interest.

Heat Stress: When the body becomes overheated, a condition of heat stress exists. Heat stress can lead to a number of problems, including heat exhaustion, heat stroke, heat cramps, fainting, or heat rash.

Historic Parks and Gardens: Parks and gardens which are of historic value and have been included on the national *Register of Parks and Gardens of special historic interest in England* based on an assessment by English Heritage.

Human Rights Act: The Human Rights Act 1998 incorporated provisions of the European Convention on Human Rights (ECHR) into UK law. The general purpose of the ECHR is to protect human rights and fundamental freedoms and to maintain and promote the ideals and values of a democratic society. It sets out the basic rights of every person together with the limitations placed on these rights in order to protect the rights of others and of the wider community. The specific Articles of the ECHR relevant to planning include: Article 6 (Right to a fair and public hearing); Article 8 (Right to respect for private and family life, home and correspondence); Article 14 (Prohibition of discrimination) and Article 1 of Protocol 1 (Right to peaceful enjoyment of possessions and protection of property).

Independent Examination: The process by which an Independent Planning Inspector may publicly examine a 'Development Plan Document' or a 'Statement of Community Involvement', and any representations, before issuing a binding report.

Infrastructure: The physical features (for example roads, rails, and stations) that make up the transport network.

Inspector's Report: A report issued by an Independent Planning Inspector regarding the planning issues debated at the independent examination of a development plan or a planning enquiry.

Issues, Options and Preferred Options: The 'pre-submission' consultation stage of DPD's with the objective of gaining public consensus over proposals ahead of submission to Government for independent examination.

Landscape Character Assessment: A tool to identify and understand the factors that give character to the landscape and to help inform policy and decisions about how the landscape may change in the future.

Listed Building: A building or other structure of Special Architectural or Historic Interest included by the Government on a statutory list and assigned a grade (I, II* or II).

LDD - Local Development Document:

Development Plan Documents (DPDs) – these are the statutory planning documents that Breckland Council must produce under the legislation and include LDFs, LDS and SPDs (see later in Glossary),



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LDF - Local Development Framework: A portfolio or folder of Local Development Documents collectively setting out the Spatial Planning Strategy for a Local Planning Authority area. As a result of the Planning & Compulsory Purchase Act 2004, it replaces local plans and unitary development plans. Now referred to as the Local Plan.

LDS - Local Development Scheme: A public statement setting out a project plan for how all parts of the local development framework will come together. It lists the documents to be produced and the timetable for producing them.

LNR - Local Nature Reserve: Area designated under the National Parks and Access to the Countryside Act 1949 as being of particular importance to nature conservation and where public understanding of nature conservation issues is encouraged.

Local Plan: Firstly, this is an old-style development plan prepared by District and other Local Planning Authorities. These plans will continue to operate for a time after the commencement of the previous development plan system, by virtue of specific transitional provisions. Now this term refers to the planning documents produced under the 2012 planning regulations as referred to in the National Planning Policy Framework.

Local Planning Authority (LPA): The Local Government body responsible for formulating Planning Policies (in a Local Development Framework), controlling development through determining planning applications and taking enforcement action when necessary. This is either a District Council, Unitary Authority, Metropolitan Council or National Park Authority. For the purposes of development concerned with minerals or waste, the County Council or Unitary Authority is normally the Local Planning Authority and is also referred to as the Minerals Planning Authority or the Waste Planning Authority.

Localism Act (2011): addresses the following issues:

- new freedoms and flexibilities for local government
- new rights and powers for communities and individuals
- reform to make the planning system more democratic and more effective
- reform to ensure that decisions about housing are taken locally

LTP - Local Transport Plan: A five-year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy. Local transport plans should be consistent with the policies and priorities set out in the Regional Transport Strategy as an integral part of the RSS.

Material Consideration: A matter that should be taken into account in deciding on a planning application or on an appeal against a planning decision.

Mixed Use (or Mixed Use Development): Provision of a mix of complementary uses, such as say residential, community and leisure uses, on a site or within a particular area.

Nature Conservation: The protection, management and promotion of wildlife habitat for the benefit of wild species, as well as the communities that use and enjoy them.

National Planning Policy Framework (NPPF): The NPPF is the Government Planning Policy Framework for England, which came into effect April 2012. It includes all the issues covered by various PPGs and PPSs.

NNR - National Nature Reserve: Area designated by Natural England to protect and conserve nationally important areas of wildlife habitat and geological formations and to promote scientific research.

Neighbourhood Centre: A number of shops serving a local neighbourhood sometimes referred to as a Local Centre.

Open Space: Open space is defined in the Town and Country Planning Act 1990 as 'land laid out as a public garden, or used for the purposes of public recreation, or land which is a disused burial ground'. Open space should be taken to mean all open space of public value, including not just land, but also areas of water such as rivers, canals, lakes and reservoirs which offer important opportunities for sport and recreation and can also act as a visual amenity.

Planning and Compulsory Purchase Act 2004: The Planning and Compulsory Purchase Act 2004 is the latest piece of planning legislation. It amends much of the Town and Country Planning Act 1990. In particular, the 2004 act has made major changes to the system of development plans and introduced sustainable development, as defined by Government policy, as an objective of the planning system.

Planning Obligations and Agreements: A legal agreement between planning authority and a developer, or offered unilaterally by a developer ensuring certain works related to a development are undertaken or contributions made to the provision of infrastructure or facilities (sometimes called a Section 106 Agreement).



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Planning Permission: Formal approval sought from a Council, often granted with conditions, allowing a proposed development to proceed. Permission may be sought in principle through outline plans, or be sought in detail through full plans.

Previously Developed Land: Previously Developed Land is another term for brownfield land, or land that contains or contained a permanent structure and associated infrastructure. Brownfield land occurs in rural and urban areas, but does not include agricultural or forestry land or buildings.

Protected Species: Plants and animal species afforded protection under certain Acts of Law and Regulations.

Ramsar site: Area identified under the internationally agreed Convention on Wetlands of International Importance (signed at Ramsar in Iran), focusing on the ecological importance of wetlands generally.

Regeneration: The economic, social and environmental renewal and improvement of rural and urban areas.

Regionally Important Geological/Geomorphological Sites (RIGS): Non-statutory sites of regional importance recognised by Natural England and local authorities.

RSS - Regional Spatial Strategy: Statutory Regional Spatial Strategies replaced Non-Statutory Regional Planning Guidance Notes produced for each English region. Regional Spatial Strategies were part of the development plan. As a consequence, they were more detailed and carried much more weight in relation to determining planning applications.

Roadside Nature Reserve: Fragments of unimproved, semi-natural grassland verges containing plant species that are now rare or scarce at the national or county level. To help to protect them, these sensitive sites are designated Roadside Nature Reserves (RNRs) by Norfolk Wildlife Trust, and are individually managed to ensure the survival of the species for which they are designated.

Saved Policies/Saved Plan: Policies within Unitary Development Plans, Local Plans, and Structure Plans that are saved for a time period during replacement production of Local Development Documents.

Scheduled (Ancient) Monument: A structure placed on a schedule compiled by the Department of National Heritage in England for protection under the Ancient Monuments and Archaeological Areas Act.

Scoping: The process of working out the issues, environmental impacts, alternatives and depth of investigation which an environmental impact assessment or strategic environmental assessment should go into.

Section 106 Agreement: A legal agreement under section 106 of the 1990 Town & Country Planning Act. See also Planning Obligations and Agreements.

Sequential approach/sequential test: A planning principle that seeks to identify, allocate or develop certain types or locations of land before the consideration of others. For example, ensuring land with no flood-risk is developed before land with flood risk.

SSSI - Site of Special Scientific Interest: A site of special scientific interest is identified by English Nature under section 28 of the Wildlife & Countryside Act as requiring protection from damaging development on account of its flora, fauna, geological and/or physiological features.

Soundness: A term referring to the justification of a Development Plan Document. A DPD is considered 'sound' and based upon good evidence unless it can be shown to be unsound.

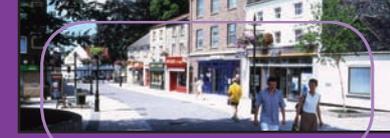
Spatial Planning: Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. That will include policies which can impact on land use, for example by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.

SAC - Special Areas of Conservation: Protected sites designated under the EC Habitats Directive.

SPA - Special Protection Area: Protected sites classified under the EC Directive on the conservation of wild birds, the Birds Directive.

SCI - Statement of Community Involvement: Every local planning authority prepared a statement of community involvement. Its aim is to specify how the authority will try to achieve consensus on emerging local development documents and major planning applications and how it will engage the public in the process.

Statement of Consultation/Statement of Compliance: A report or statement issued by local planning authorities explaining how they have complied with their SCI during consultation on Local Development Documents.



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SEA - Strategic Environmental Assessment: An assessment of the environmental effects of a draft plan or programme, which is open to public consultation.

Sustainable: Meeting people's needs now, socially, environmentally and economically, without jeopardising the needs of future generations.

Sustainability Appraisal (SA): To identify and evaluate what the effects of the strategy or plan are likely to be on social, environmental and economic conditions of the strategy or plan area.

Submission Document: A Development Plan Document submitted to the Secretary of State for independent examination before a Government appointed Planning Inspector.

Supplementary Planning Guidance/Supplementary Planning Documents (SPD/SPG): These can give further context and detail to local development plan policies. It is not part of the statutory development plan. Therefore, it does not have the same weight when local planning authorities are considering planning applications.

Sustainable Development: Sustainable development is an approach towards development that tries to make sure people satisfy their basic needs and enjoy a good quality of life without compromising the quality of life for future generations. The Government will try to achieve that through five principles:

- *Living within environmental limits
- *Ensuring a strong, healthy and just society
- *Achieving a sustainable economy
- *Promoting good governance
- *Using sound science responsibly

Sustainable travel/Sustainable Transport: Often meaning walking, cycling and public transport (and in some circumstances 'car sharing'), which is considered to be less damaging to the environment and which contributes less to traffic congestion than one-person car journeys.

TIA - Traffic Impact Assessment: An assessment of the effects upon the surrounding area by traffic as a result of a development, such as increased traffic flows that may require highway improvements.

TPO - Tree Preservation Order: A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to an order may not normally be topped, lopped or felled without the consent of the Local Planning Authority.

Use Classes Order: The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning Permission is not needed for changes of use within the same class. The order was amended in 2005.

Viability: In terms of retailing, a centre that is capable of success and continuing effectiveness.

Vitality: In terms of retailing, the capacity of a centre to grow or develop.

Windfall Site: A site not allocated in a plan, but which unexpectedly becomes available for development during the lifetime of the plan.