

## Report for Resolution

**Report to** Local Development Framework Working Party  
6 October 2008  
Executive 15 October 2008  
Council 21 October 2008

**Report of** Head of Planning and Regeneration

**Subject** Northern City Centre Area Action Plan

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### Purpose

The purpose of this report is to seek committee approval for the Submission report of the area action plan prior to consultation in late 2008 and formal submission to the Secretary of State in early 2009.

### Recommendations

That Executive recommends that Council approves the northern city centre area action plan for consultation and subsequent submission of the draft plan to the Secretary of State.

### Financial Consequences

There are no financial consequences to this report.

### Strategic Priority and Outcome/Service Priorities

The report helps to meet the strategic priority "Strong and prosperous city – working to improve quality of life for residents, visitors and those who work in the city now and in the future" and the service plan priority "Deliver the range of planning policy projects identified in the approved Local Development Scheme including the Northern City Centre Area Action plan".

**Executive Member:** Councillor Morrey - Sustainable City Development

**Ward:** Mancroft

### Contact Officers

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### Background Documents

None

## **Report**

### **Introduction**

1. The northern city centre is one of the most deprived areas in the city and is the council's prime target for regeneration, with huge potential for sustainable growth. The Council's Corporate Plan 2008/10 identifies the completion of the area action plan for the northern city centre as a priority.
2. The developing area action plan reflects the vision and priorities of the Sustainable Community Strategy for Norwich and, the plan will help achieve the wider spatial aspirations of the city's communities. When it is adopted the area action plan will be a statutory document looking ahead to 2016, and will be part of the development plan alongside the existing Replacement Local Plan and the Regional Spatial Strategy. The area action plan and the emerging joint core strategy complement each other and are both important to achieve the council's regeneration objectives.
3. The purpose of this report is to ask that Executive recommends to council that the draft area action plan is approved and proceeds to the next formal plan-making stages. These are consulting on the draft plan (late 2008) and submission to the Secretary of State (early 2009). The draft plan for consultation and submission is attached as Annex 1, and the full set of figures which will form part of the plan are attached at Annex 2.

### **Development of the plan**

4. The 'Submission report' is the final draft of the area action plan which has been in development since 2006, and has been developed with significant on-going public and stakeholder input. It has been subject to two stages of formal public consultation – the 'Issues and Options' stage in summer 2006, and the 'Preferred Options' stage in November 2007-February 2008. In addition, a stakeholder forum, consisting of local community and business interests, was set up in early 2007 to act as a sounding board for the development of the plan and this stakeholder engagement has been on-going.
5. The development of the area action plan has been informed by the parallel process of sustainability appraisal to ensure that policies and proposals will encourage and promote sustainability.

### **Main elements of the area action plan**

6. The plan's vision for the area to 2016 is as follows:

"The future northern city centre area will have a distinctive identity, including a developing strength in locally based cultural and arts activities, and a safe and attractive public environment that encourages people to walk and cycle around the area. This will enable the area to attract investment in jobs and in the district centre services, which will sustain a vibrant economy and

employment base. The regeneration of Anglia Square and other parts of the core of the area, combined with the conservation and enhancement of the historic built environment, will contribute strongly to that economic vibrancy. This will create a strong district centre function, serving the wider suburban areas of North Norwich, while providing excellent accessibility by all modes of transport both for movements from that catchment area and for movements within the wider city centre.”

7. In order to achieve this vision the plan aims to:

- encourage cultural and leisure activities in the area;
- strengthen its local distinctiveness from the rest of the city centre;
- encourage a balance of housing, with family housing included in the redevelopment schemes brought forward;
- promote mixed use development in the core of the northern city centre area, reinvigorating its economy by providing jobs as well as housing
- improve the area’s shopping offer, including the range of small independent shops;
- improve traffic circulation to address air quality issues in the St Augustine’s Street area, and make major improvements to the public realm;
- enhance pedestrian and cycle movement by provision of new pedestrian crossing facilities and creation of new pedestrian and cycle links throughout the area.

8. Regeneration of the northern city centre will be achieved through the implementation of area-wide policies applying to the area as a whole, and site-specific policies promoting development on individual sites.

9. The main policies across the area covered by the plan are:

- Promotion of a mix of uses, including residential, leisure and cultural, community, and employment, to promote regeneration and a distinctive identity (policy LU1);
- Support for the northern city centre’s Large District Centre by new retail development at Anglia Square and by encouragement of small specialist shops throughout the area (policy LU2);
- Approximately 900 residential units will be provided in the plan area to 2016: at least 15% of residential units in the core area, and 50% in the outer area, will be designed to be suitable for occupation by a family with children (policy LU3);
- Promotion of sustainable transport throughout the northern city centre, including a new one-way gyratory system for vehicular traffic on St

Augustine's Street, Magpie Road, and Edward Street; and promotion of pedestrian and cycling facilities throughout the area (policy MV1).

- Enhancement of the public realm by the creation of five new or enlarged squares at Anglia Square, St Mary's Plain, land west of Whitefriars, Muspole Street / St George's Plain, and the area in front of the Playhouse (policy PR1);
- Retention and enhancement of local and strategic landmarks and views (policy TU2);
- A high standard of energy efficiency through new development (policy ENV1).

10. Development proposals are set out in detail in the report. Major site specific proposals include:

- Anglia Square mixed use redevelopment. This is the most significant development opportunity in the northern city centre and has the potential to stimulate regeneration of the wider area. The plan proposes a comprehensive mixed use redevelopment with a new foodstore as the anchor for the reinvigorated district centre. Other uses will include residential, offices, replacement car parking, cafes and leisure provision. The square itself will be enlarged and redesigned.
- Land west of Whitefriars mixed use redevelopment based largely on the site presently occupied by Smurfit Kappa and the site of the former Hi-Tech House. The proposal is for a mix of uses including residential, employment, retail, open space and a multi-storey car park;
- St Mary's Works site is proposed for a comprehensive mixed use scheme including offices, residential (minimum 40 units) and a hotel, plus a public open space in the form of a new square and enhancement of adjacent churchyards.
- St. Crispin's / Pitt Street site is proposed for a mix of uses including residential to the west of the site and commercial to the east.

11. Other site specific proposals include mixed use redevelopment of Beckham Place (residential and employment), and housing developments at the Talk Nightclub on Oak Street, 123-161 Oak Street, Sussex House, Friar's Quay, the former Bulsare warehouse site, Mary Chapman Court, and Muspole Street.

12. Other proposals include the allocation of a site on Peacock Street for small business or service workshops, and the allocation of a site on Leonard Street for a new play area to replace the sub-standard facility currently in that location.

## Soundness / legal compliance

13. The recently revised Planning Policy Statement 12 (PPS12) sets out three new tests of 'soundness' for any development plan document (DPD), including area action plans. The tests require plans to be justified, effective, and consistent with national policy. These tests are applied at the Public Examination stage when an independent inspector will judge whether the plan is sound and hearing any objections to the plan's soundness.
14. In order to be **justified**, the DPD must be founded on a robust and credible evidence base involving evidence of participation by the local community and those with a stake in the area, the choices in the plan must be backed up by facts, and the DPD should have chosen the most appropriate strategy when considered against reasonable alternatives. There has been extensive consultation throughout the area action plan process including the creation of a stakeholder forum for the area, and an extensive evidence base has been developed which helps justify the choice of policy options.
15. In order to be **effective**, the DPD has to be both deliverable and flexible, have sound infrastructure delivery planning, and be able to be monitored. The area action plan sets out how implementation of each policy will be achieved, who is involved, and approximate targets for delivery. Monitoring of policies and proposals will indicate where there are problems with delivery to enable review if necessary.
16. In terms of being **consistent with national policy**, the policies and proposals within the area action plan are considered to be consistent with national policies and existing national guidance. The plan is also considered to be legally compliant with a range of documents including the Local Development Scheme, Regional Spatial Strategy and Sustainable Communities Strategy.
17. Soundness checking has been carried out by officers throughout the planning process. Based on that, the professional opinion of officers is that the area action plan does meet the tests of soundness. However, given the new plan-making procedures and revised tests of soundness in revised PPS12, an independent audit of soundness is planned before submission.

## Next Steps

18. The main stages through to adoption are:
  - Approval by Executive (15 October)
  - Approval by Council (21 October)
  - Consultation (Nov-Dec 2008)
  - Submission to Secretary of State – Late January / early February 2009

- Public Examination – summer 2009
- Adoption – late 2009/early 2010

### **Recommendation**

19. That Executive recommends approval by Council of the draft northern city centre area action plan for consultation and subsequent submission to the secretary of state.

# **Northern City Centre Area Action Plan**

**Submission report  
October 2008**

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### Executive summary

The submission report for the *Northern city centre area action plan* is the latest stage in the development of proposals to guide and bring forward change to regenerate this key area. It takes account of previous consultation in summer 2006, for the issues and options stage, in winter 2007-08 for the preferred options stage, and through the Stakeholder Forum since its creation in January 2007.

The area is likely to see significant change as several new developments come forward in the next few years. The largest of these is the prospective development of the Anglia Square complex and the adjoining vacant sites.

The submission stage of the plan is effectively the final draft plan for the northern city centre. It sets out proposals and policies to bring about the regeneration of the area up to 2016.

The report sets out the draft vision and objectives for the plan. It emphasises that the plan is being developed consistently with existing adopted local plan policies (the *City of Norwich replacement local plan*), the recently adopted *Regional spatial strategy* and the emerging *Joint core strategy*.

The plan aims to:

- encourage cultural and leisure activities in the area;
- strengthen its local distinctiveness from the rest of the city centre;
- encourage a balance of housing, with family housing included in the redevelopment schemes brought forward;
- promote mixed use development in the core of the northern city centre area, reinvigorating its economy by providing jobs as well as housing
- improve the area's shopping offer, including the range of small independent shops;
- improve traffic circulation to address air quality issues in the St Augustine's Street area, and make major improvements to the public realm;
- enhance pedestrian and cycle movement by provision of new pedestrian crossing facilities and creation of new pedestrian and cycle links throughout the area.

A sustainability appraisal of the plan and its options has been carried out. Results are summarised in Appendix 1 and are also referred to throughout the plan. A plan summarising the key policies and proposals is shown at Figure 1.

At Anglia Square this plan proposes a new foodstore as the anchor to reinvigorate this large district centre. Other uses will include offices, housing

replacement car parking, cafes and leisure facilities (including retention or replacement of the cinema). The plan proposes that the square itself is enlarged and redesigned.

Development proposals are also put forward for the site west of Whitefriars, the St Mary's Works site, and numerous smaller infill developments.

The plan also identifies how each proposal will be implemented and a target start date.

### **Next steps**

Under new planning regulations enacted in June 2008, the submission report will be published for public representations in late 2008. This stage is not a public consultation but allows people to make representations about whether the plan is 'sound'. Any representations will be submitted to the Secretary of State along with this plan and associated documents in early 2009. A public examination will be held, probably in mid 2009, by an inspector appointed by the Secretary of State. Depending on the number of issues the inspector considers and the length of the examination, it is anticipated that the document will be formally adopted by the City Council in late 2009 - early 2010.

### **How to make representations**

You can make representations on this document by filling in a response form and sending it to:

Paul Rao

Planning Policy and Projects Manager

Norwich City Council

City Hall

Norwich NR2 1NH

Alternatively you can complete the response form online at [www.norwich.gov.uk](http://www.norwich.gov.uk), by following links to 'Northern City Centre Area Action Plan' and then to 'Submission Consultation'.

The deadline for responses is Friday 19<sup>th</sup> December.

# 1 Introduction

## 1.1 Background to the area action plan

- 1.1.1 The northern city centre area is Norwich City Council's priority area for regeneration. The area is historically one of the longest settled parts of Norwich and contains a wealth of heritage and interest for visitors, as well as functioning as part of the retail and leisure centre and having special significance for its arts and cultural facilities.
- 1.1.2 Despite its location and heritage, the area has experienced physical and economic decline for several decades. It is now anticipated that enormous changes and significant investment in the area will help to reverse this.
- 1.1.3 This area action plan covers the period 2006-2016 and aims to ensure that this scale of change is guided by policies (identified through extensive consultation) that will meet the aspirations of the local community and the council. It is particularly important the local community and key stakeholders can see that there will be benefits for local residents and businesses. Key proposals are summarised in Figure 1.
- 1.1.4 Completion of this area action plan, and its implementation, is a city council priority in the Corporate plan 2008/10 which contributes to creating a strong and prosperous city. This draft plan is also endorsed by the City of Norwich Partnership (the name of the local strategic partnership)
- 1.1.5 Figure 2 shows the location of the area in the wider context of the Norwich urban area, city boundary, and city centre of Norwich. This shows that the main routes for public transport and other traffic between the city centre and the north/northern east of the city pass through the area, creating significant congestion, road safety and environmental problems for the local community.

[Figures 1 and 2 go here]

### Purpose of the submission version

- 1.1.6 This report is the council's intended statutory plan for the area. When it is adopted it will become part of the local development framework for Norwich and will be considered alongside the existing adopted *City of Norwich replacement local plan*. It therefore includes suggested policies and proposals which will achieve its vision and objectives for the area (see Chapter 3) and shows how the policies relate to those in the adopted local plan.

- 1.1.7 Figure 3 below illustrates the point reached in the statutory process of preparing the plan. This stage takes account of the results of earlier rounds of consultation: in summer 2006 on the issues and options report and in winter 2007 on the preferred options report. A consultation report is available, summarising the consultation process, the views received through it and how the council has responded to these views.
- 1.1.8 The plan will be available for public representations when it is published. The purpose of this stage is not to seek additional comments on the content of the plan but to give people the chance to make formal comments on the 'soundness' of the plan – specifically whether it is *justified, effective, and consistent with national policy*. Representations will be submitted alongside the document to the Secretary of State, who will appoint an independent inspector to hold a public examination into the plan. This will determine whether the whole plan is sound and appropriate. The final plan is anticipated to be adopted by the Council in late 2009 - early 2010.

[Figure 3 goes here]

### **Development of the submission version**

- 1.1.9 This document has been developed with extensive and on-going stakeholder and public engagement. The consultation process has been central to the development of the plan. Stakeholders have been involved in the preparation of the plan which began with a series of workshops in March 2006. An independently-facilitated stakeholder forum was set up in January 2007 to act as a sounding board for ideas contributing to the plan. It has met continuously since then and has helped to shape the preferred options report and the submission version.
- 1.1.10 City and county council officers have also worked closely on the development of the transport options for the area. Businesses and developers have also been involved to ensure proposals for their own sites (particularly strategically-important sites) are consistent with the plan, and the plan's policies are realistic and can be delivered.
- 1.1.11 This report takes into account the comments made on the preferred options report (November 2007). Where practicable the plan has been amended as a result of these comments.
- 1.1.12 The Norwich City Council thanks all who helped to develop this plan.

## **1.2 Sustainability appraisal**

- 1.2.1 A sustainability report has been prepared to accompany the area action plan, as required by European and UK law. This has been

undertaken both to inform the plan's content and test the policies to ensure the plan promotes sustainable development. The sustainability report is available separately and is the final output of the Sustainability Appraisal (SA) which has been undertaken throughout the development of the plan. Appendix 1 provides a brief summary of the sustainability report.

- 1.2.2 Relevant sustainability issues accompany the area wide policies in this plan. These show the clear links between the sustainability appraisal and the content of the plan, and how the plan promotes the most sustainable solutions for the area in line with government policy.

## **2. Setting the scene**

### **2.1 What are area action plans and what can they do?**

2.1.1 Area action plans are a relatively new type of plan and councils have been able to produce them only since 2004. They are action-orientated, designed to bring about sustainable regeneration in areas where significant change is anticipated. They include policies and proposals for the future development of the areas, and propose detailed actions and responsibilities to ensure implementation of the proposals.

2.1.2 This area action plan focuses on physical change and development is not the only about this. It is a spatial plan concerned with economic, environmental and social well-being of the northern part of Norwich city centre. The plan includes, for example, actions related to new development involving health agencies or the police to improve services in the area. To make sure that this plan really makes a difference to the area and brings about change, it also sets out the roles of the different agencies that will make the plan happen, and when.

2.1.3 Area action plans are statutory planning documents that must undergo independent public examination. It is anticipated that the public examination of this area action plan will take place around summer 2009. This area action plan has an end date of 2016, by which date the current round of regeneration activity is expected to be completed.

2.1.4 Area action plans can allocate sites for development and specify the mix of uses, address traffic and transport problems, and co-ordinate requirements for infrastructure and services.

### **2.2 The current policy framework – local plan and *Joint core strategy***

2.2.1 The *East of England plan* identifies Norwich as one of the regional engine of growth - a 'key centre for development and change'. The *Joint core strategy* must plan for at least 37,500 new dwellings and 35,000 new jobs in Norwich, Broadland and South Norfolk for the period from 2001 to 2021, and for further growth to 2026.

2.2.2 The policies and land allocations in this area action plan have to conform to the government's national planning policies; the East of England Plan; and to the adopted *City of Norwich replacement local plan*. This area action plan is also being prepared so it is co-ordinated with the emerging *Joint core strategy for Broadland, Norwich and South Norfolk*.

2.2.3 The *City of Norwich replacement local plan* was adopted relatively recently, in November 2004 and it sets the overall strategy which this area action plan follows. Appendix 2 sets out which policies from the

local plan are superseded by this area action plan and which are amended, including outlining the changes to the proposals map.

- 2.2.3 Once adopted, the area action plan (as a local development document) will become part of the local development framework (LDF) for Norwich. The key element of the LDF is the *Joint core strategy for Broadland, Norwich and South Norfolk*. This will provide the strategic principles of development across the three authorities and will be followed up by more detailed documents such as area action plans and site allocation plans for the areas where growth is identified in the *Joint core strategy*.
- 2.2.4 This plan complies with the emerging strategy. The first stage of full consultation on the *Joint core strategy* took place in November 2007 to February 2008. A technical consultation (Regulation 25) took place in summer 2008. The emerging joint core strategy identifies that the northern city centre will be developed in accordance with its area action plan to achieve physical and social regeneration, including significant redevelopment opportunities. The technical consultation document identifies the northern city centre as a priority for regeneration requiring area-wide co-ordination and community based approaches. It continues Local Plan strategy by, for example, identifying Anglia Square as an area of change with mixed use development and promoting specialist shopping in Magdalen Street. The Joint core strategy is expected to be adopted after further consultation and an Examination in Public in April 2010.
- 2.2.5 The area action plan will be reviewed, if necessary, to ensure that it remains consistent with the Joint core strategy and *Site allocations development plan document* once they are adopted.

### **2.3 The growth agenda**

- 2.3.1 Greater Norwich is facing a significant increase in the scale and pace of regeneration, development and growth. This minimum level of growth is required by the East of England Plan. It is particularly ambitious for new homes and jobs, and the essential supporting infrastructure.
- 2.3.2 The district councils of Broadland, Norwich and South Norfolk with Norfolk County Council responded to this challenge by forming the Greater Norwich Development Partnership (GNDP). This informal partnership was set up in 2005 to co-ordinate the growth agenda, including the Programme of Development, and the Joint Core Strategy. In October 2006 the government awarded growth point status to Greater Norwich which opens access to central government growth areas funding and other support. The benefits of this funding helps Greater Norwich prepare locally by assisting within new or improved infrastructure to support significant levels of growth.



2.3.3 Part of the GNDP growth areas funding for 2008-11 is allocated for infrastructure improvements in the northern city centre (area action plan policy MV1). to address traffic circulation and pollution problems in this area and to provide improved public transport access the city centre from the north. The transport scheme, discussed in more detail later, will help the regeneration of the northern city centre area and will serve future growth outside the urban area to the north and north-east of Norwich. Implementation of the scheme is dependent upon the redevelopment of Anglia Square.

## **2.4 Pre-production consultation**

2.4.1 Consultation for the area action plan has taken place in three main stages. In spring 2006 there were a number of preliminary meetings and workshop events to initiate the idea of the area action plan with the local community. In summer 2006 the formal consultation on the issues and options report (Regulation 25) was held and attracted a large number and wide variety of responses. There was a large degree of support for the majority of the issues identified, and a range of comments, many supportive, on the proposed measures. The amendments introduced as a result were then considered in the preferred options report (Regulation 26 consultation) in November 2007 to February 2008. Consultation has also taken place with the Local Strategic Partnership during the plan making process. Further details are available in the consultation report, which is also on the council's website at [www.norwich.gov.uk](http://www.norwich.gov.uk).

## **2.5 Baseline Evidence**

It is important that the area action plan is founded on a robust and credible evidence base. As part of the development of the plan a range of information has been collected and analysed, to provide a baseline of information about the area which can then be monitored as a measure of progress. Sources include the 2001 Census, and specific surveys and studies, including the *City centre conservation area appraisal* (see figure 4). Some key facts about the area are provided below; more detail is provided in appendix 3.

- The population of the area in 2001 was 2363, an increase of over 500 (29%) on the 1991 population. There has been further house building in the area since, so the next census (2011) is likely to show a higher figure.
- The age structure of this population shows that the 25-44 age group forms an above-average proportion of the population in the area.
- One person households are a very high proportion of those in the area (54 per cent).

- There are significant differences between the part of the northern city centre area that lies to the north of the inner ring road and the part to the south. Deprivation is particularly high in the northern part of the area and so are the numbers of people reliant on benefits. The southern part of the area has a higher proportion of owner occupiers (43 per cent) than the northern part.
- In the year April 2004 - March 2005, 20 new dwellings were completed in the area and during 2005-06 the number of completions rose to 68, an average of 44 dwellings per year over the two years. Since the base date of the plan (April 2006) development activity has been progressing at a similar rate with a further 88 dwellings completed, respectively 48 in 2006-07 and 40 in 2007-08. New housing development has been concentrated mainly in two areas, Oak Street and Fishergate.
- 223 dwellings had planning permission at April 2006 and in the following two years a further 56 dwellings were approved. As at 1 April 2008, the number of dwellings with permission in the plan area had fallen to 158, reflecting the fact that some of the larger sites previously under development have now been built out, or nearly so. The effects of the 2008 “credit crunch” on the development industry are difficult to predict but it is expected that housing development will be relatively limited in 2008-09 with development slowly picking up in subsequent years.,
- St Augustines Street has been designated an *Air quality management area*, because of the high concentrations of nitrogen dioxide (NO<sub>2</sub>) pollution found in the atmosphere. This street has a daily traffic flow of some 17,000 vehicles with major congestion issues at either end of the street.
- Magdalen Street is the major bus route from the north side of the city into the city centre – there are around 40 buses an hour in each direction using Magdalen Street during the day.
- Cycle and pedestrian counts in this area show a rise in the numbers of both between 2001 and 2007, although this fluctuates according to year and location.
- There are 200 listed buildings in the area, including some very important historic buildings and sites, and a further 200 buildings are identified on the local list. The area is believed to contain the oldest settled area in Norwich with finds dating back to the ninth century.
- Office and retail vacancy rates are high in parts of the area, particularly around Anglia Square. Employment and retail studies have concluded that there is a need to redevelop Anglia Square.

The full baseline information forms part of the sustainability appraisal document.

(Fig 4 here: please put the following text adjacent to fig 4)

- *Northern city: 19<sup>th</sup> century terraces, bisected by the north-south routes, Magdalen Street and St Augustines Street. Some older properties such as the cottages on Gildencroft and buildings on Magdalen Street and St Augustines Street; post-war developments such as Magdalen Close and The Lathes.*
- *Anglia Square: dominated by late 20<sup>th</sup> century development and industrial units/ dominance of the ring road.*
- *Colegate: Retained medieval street pattern; significant number of industrial buildings in the western part of the area. Contains many important historic buildings from 15<sup>th</sup> century onwards.*
- *Northern Riverside: area focussed on trade since the Saxon period. Many industrial buildings now being replaced with housing.*

## **2.6 Key Issues addressed by the area action plan**

2.6.1 At the Issues and Options stage, a number of key issues were identified through extensive consultation. These are set out in Appendix 4. The area action plan addresses most of these issues through the policies and proposals set out in the rest of this document. Relevant issues identified through consultation appear in the tables of factors affecting policy development set out in section 4 (area wide policies).

## **VISION AND OBJECTIVES**

### **3.1 Background to the vision and objectives**

- 3.1.1 The vision and objectives for the area action plan have been developed from the earliest stage of consultation. They have also been informed by work done on the sustainability appraisal. The vision has been updated at each stage of the plan to make its content more specific to the future of the local area, as the policies and proposals have developed.

### **3.2 Vision for the area**

- 3.2.1 The following is the vision for the area as regenerated by 2016:

“The future northern city centre area will have a distinctive identity, including a developing strength in locally based cultural and arts activities, and a safe and attractive public environment that encourages people to walk and cycle around the area. This will enable the area to attract investment in jobs and in the district centre services, which will sustain a vibrant economy and employment base. The regeneration of Anglia Square and other parts of the core of the area, combined with the conservation and enhancement of the historic built environment, will contribute strongly to that economic vibrancy. This will create a strong district centre function, serving the wider suburban areas of North Norwich, while providing excellent accessibility by all modes of transport both for movements from that catchment area and for movements within the wider city centre.”

- 3.2.2 The vision is intended to give a general view of the future of the area by 2016, but to be sufficiently specific to identify its intended outcomes for the area.

### **3.3 Area action plan objectives**

- 3.3.1 The objectives are more specific statements about what this area action plan aims to achieve, in order to move towards the vision. They form the basis for the policies and proposals in subsequent chapters of this document.

- 3.3.2 The objectives are as follows:

1. to regenerate the area's physical environment, including its open spaces, streets, buildings and public areas and to

2. to achieve sustainable, energy efficient and high quality design in new development, and to create an attractive environment for people living in, working in and visiting the area.
3. to reinvigorate the area's economy, providing for new employment in the core redevelopment areas along the Inner Ring Road and maintaining a sustainable mixture of houses, services and jobs in the rest of the area.
4. to revitalise the retail and service provision of Anglia Square, Magdalen Street and St Augustines Street as a large district centre serving the wider area of North Norwich and acting as a catalyst for wider economic regeneration of the northern city centre.
5. to develop and enhance the local cultural and arts facilities with appropriate spaces (both indoor and outdoor) for performances and festivals.
6. to improve traffic circulation in the area with reductions in congestion and air pollution, particularly (but not only) within the air quality management area on St Augustines Street, while allowing for traffic generated by redevelopment to be accommodated. Provision will also be made for improved public transport interchange.
7. to enhance opportunities for pedestrian and cycle movement through the area.
8. to ensure that adequate recreational opportunities are provided throughout the area to meet the needs of children, teenagers and adults.
9. to encourage the development of a balanced community with a strong identity and changed perceptions of the area regarding crime and disorder.

### **3.4 Relationship to existing policy**

- 3.4.1 The objectives above are consistent with the adopted local plan. In particular they aim to revitalise the Anglia Square/ Magdalen Street/ St Augustine's Street area as a large district centre to serve the large residential area to the north of this area.
- 3.4.2 Improvements to traffic circulation and reduction in air pollution are required in order to implement the air quality strategy and address the reasons for the designation of an air quality management area in St Augustine's Street. The area action plan's proposals relating

to traffic circulation are in accordance with the *Norwich area transportation strategy (NATS) action plan* and the *Local transport plan (LTP)*.

3.4.3 In relation to the Local Plan, just three policies are proposed to be deleted from the plan as a consequence of adoption of this area action plan. They are policies SHO5, CC6 and CC7 which are effectively replaced by the area action plan proposals for Anglia Square and its surrounding area. Other policies are partially affected and Appendix 2 outlines which allocations and other policies will need to be amended as a result of adoption of this plan.

3.4.4 The objectives outlined are also consistent with those included in the *Norwich sustainable community strategy, "A New Vision for Norwich, 2008-2020"* and are supported by the local strategic partnership. The vision of the strategy is "making Norwich a world class city". It identifies regeneration of the area as a key challenge and states "Job growth and regeneration needs to be supported by the development of brownfield land, making it available for low-cost housing and new employment opportunities. There is a need to bring forward constrained brownfield land in the northern city centre regeneration area and to focus on maintaining the vitality of the city centre through a balance of employment, housing, leisure, etc". The implementation of the policies in this plan are the means by which planning can contribute to promoting the strategy.

## 4. Planning framework

### 4.1 Guiding principles

4.1.1 Using the key issues, baseline information, sustainability appraisal and consultation findings, we developed guiding principles from the objectives outlined in the last section. These have been developed through consultation with the stakeholder forum for the area and are set out in Appendix 5.

4.1.2 The principles have guided the development of policies and proposals in this submission version report, to ensure that the plan addresses the key issues.

4.1.3 To illustrate how the policies have been arrived at, each section in the area wide policies below is accompanied by a table. This:

- sets out the issues, objectives and guiding principles addressed in the section;
- lists the relevant evidence sources (for more detail see appendix 3)
- sets out the sustainability appraisal conclusion on the policies.

### 4.2. Area wide policies

4.2.1 The following sections of this chapter look at the main policies that apply across the whole of the northern city centre. These policies follow the broad strategy of the local plan. Detailed proposals for individual sites appear in chapter 5.

4.2.2 As context to this section see figures 4, 5 and 6. Figure 4 shows the character areas, which were identified by the city centre conservation area appraisal. The area action plan uses broadly similar areas, with some variation of the boundaries – shown on Figure 14. Figure 5 shows the many potential development sites in the area, some of which have been identified in the adopted local plan and others which could potentially be developed in the future.

*(Insert figure 5, with the following text adjacent to the figure:*

*There are many potential development sites in the area, some of which have been identified in the Local Plan, whilst others provide opportunities for regeneration in the future.*

*Allocated mixed use development: Edward Street / Botolph Street /*

*Pitt Street / Anglia Square; Former Hi-Tech House; Chatham Street / Pitt Street*

Proposed mixed use development: *Beckham Place; land to the west of Whitefriars (incorporating Hi-Tech House); St Mary's Works; Friars Quay / Colegate (former Wilson's Glaziers)*

Allocated housing sites: *123 - 161 Oak Street; Muspole Street Muspole Street, Former Bulsare Warehouse, Fishergate.*

Proposed housing sites: *Sussex House, Sussex Street; The Talk and 114 Oak Street; Mary Chapman Court, Duke Street;*

Proposed employment development: *land at Peacock Street*

4.2.3 Figure 6 shows existing land uses and public facilities in the area.

*(Insert Figure 6)*

### **4.3 Mixed use development**

Table 1: Factors influencing mixed use policy development

<b>Relevant Issues</b>
The need to keep employment in the area to support the vitality and viability of shopping and services in the district centre, and to provide employment in an accessible location.  The need to retain the distinctive identity of the area with large numbers of smaller shops which provide different types of goods /services from city centre shops.
<b>Relevant Objectives for Plan (see section 3.3)</b>
1, 2, 3, 4, 5, 7, 9
<b>Relevant Principles for Plan (see appendix 5)</b>
7 - 10 mixed use development to promote vitality, regeneration and a distinctive identity
<b>Evidence Sources</b>
<ul style="list-style-type: none"> <li>○ Employment Study</li> <li>○ GVA Grimley study</li> <li>○ Consultation</li> <li>○ Retail Study</li> </ul>
<b>Sustainability appraisal extract</b>
<p><b>LU1 Mixed use development to promote regeneration and a distinctive identity</b></p> <p>Conclusions and recommendations</p> <p>A mixed use development should transform the area with the provision of new homes, jobs and facilities. Residential policies will ensure a mixture of housing type and tenure. There will be several other long term positive impacts from this development such as improved health, reduced anti-social behaviour, improved accessibility and more useable open space. The main concerns are the production of waste and minimising the impact that redevelopment will</p>



have during the construction stage. A phased redevelopment can provide for services to be maintained during the redevelopment period, in order to maintain continuity and community involvement in the process.

#### Mitigation

Planning for the continuity of provision of services and community use will be vital to the regeneration process. Ensure that waste is minimised from any leisure activities placing as much responsibility as possible on the operator.

4.3.1 In order to promote regeneration of the area and to increase its vitality, regeneration in the northern city centre will be based primarily on mixed-use development. This will include housing (and affordable housing) in most cases and, where appropriate, culture and leisure related uses, employment uses and community or education uses. This mix is particularly important in the core area which includes the main change sites such as Anglia Square (see section 5.2). Policy LU1 develops the principle outlined in policy HOU2 in the adopted local plan, which applies across the city centre. In the other parts of the area action plan area, single-use schemes may be more appropriate in some cases, on smaller sites.

4.3.2 Uses such as office development, studio space, community and education uses will be assessed for appropriateness in relation to other activities within each part of the area, and in accordance with the site specific policies in Chapter 5 of this plan. Policy LU1 also promotes leisure and cultural uses in the major development schemes in the area and flats above commercial premises.

4.3.3 The development of a strong distinctive identity for the area is a key feature of this plan's vision, and has been supported by successive public and stakeholder consultations. The aim is to develop a distinctive character for the area through a vibrant mix of uses with a culture and arts focus, which will sit well with the area's rich heritage of historic buildings, and the independent local character of its shopping offer (the Local Plan defines the centre as a large district centre). The policy aims to promote the evening economy, but not late night activities.

#### ***LU1: Mixed use development to promote regeneration and a distinctive identity***

**The northern city centre core area and the large district centre (as defined on the proposals map), will incorporate a mix of uses to regenerate the area and promote a distinctive identity. This will include as appropriate:**

- **residential use in accordance with Local Plan policy HOU2 and area action plan policy LU3. Residential use will particularly be encouraged above retail and commercial**

**premises within the large district centre;**

- **leisure and cultural uses;**
- **community and educational uses, as designated in site specific policies;**
- **employment uses – mainly for B1 offices, also for small business units and workshops, and particularly for employment uses related to cultural activities.**

**Planning applications to extend late night activities in the area will not be permitted.**

### ***Retail development***

Table 2: Factors influencing retail policy development

<b>Relevant Issues</b>
<ul style="list-style-type: none"> <li>• Need to retain the distinctive identity of the area with large numbers of smaller independent shops which provide different types of goods/services from city centre shops.</li> <li>• The run-down feel of the shopping area, with domination by down-market shops which impacts on the retail reputation of the area.</li> <li>• The need to provide a main foodstore to provide a high quality shopping attractor for those living in the wider northern part of the city.</li> <li>• A relatively high turnover of businesses; this is not always a disadvantage but coupled with down-market shops it reduces the attractiveness of the area.</li> <li>• A need for new attractions, including on-street events, markets and activities for children, to attract people into the area.</li> <li>• Poor signage in the area which discourages people from using the area.</li> <li>• The loss of shops to other uses, particularly residential, which further illustrates the run-down nature of the shopping offer, and the fact that residential use attracts higher values.</li> </ul>
<b>Relevant objectives for plan (see section 3.3)</b>
<b>1, 2, 3, 4, 5, 9</b>
<b>Relevant principles for plan (see appendix 5)</b>
1-4 Improve the everyday and specialist shopping offer 33-34, 44 Encourage restaurants cafés and leisure development to promote vitality and security
<b>Evidence sources</b>
<ul style="list-style-type: none"> <li>○ Norwich City Council retail monitoring</li> <li>○ GVA Grimley study</li> <li>○ Greater Norwich Retail and Town Centres Study</li> <li>○ Survey of local traders</li> <li>○ Consultation</li> </ul>
<b>Sustainability appraisal extract</b>
<b>LU2 Large district centre</b>
<b>Conclusions and recommendations</b>

A new foodstore and small shops will together, provide a considerable amount of jobs for unemployed people in the area and raise the profile of this area as a retail centre.

**Mitigation**

Seek to develop independent character that provides better economic prospects than the present niche for discount stores. Ensure that the foodstore is not overly large as this would result in a wide catchment area. This would be unsustainable and would create local traffic problems. Seek to agree with the foodstore operator to use local suppliers and services.

4.3.4 The *City of Norwich local plan* identifies Anglia Square, Magdalen Street and St Augustines Street as a large district centre with a large catchment serving the suburbs of North Norwich and extending out as far as the outer ring road and in some cases beyond that. The Local Plan (policy SHO5) imposes a limit of 4,900 square metres (net increase) on expansion of this centre for comparison goods shopping. This figure is now superseded by the recently completed *Greater Norwich retail and town centres study*. This demonstrates that there is a need for both a new supermarket and for further comparison goods floorspace. This justifies further expansion beyond the local plan target. This evidence study will provide the basis for revised policy through the Joint core strategy. The foodstore policy is in the Anglia Square section (policy AS2).

***LU2: Large district centre***

**The northern city centre's large district centre will be supported by new retail development at Anglia Square, which will include a foodstore (policy AS2). Small specialist shops, cafes, restaurants and cultural uses will be promoted throughout the centre. To support this:**

**Changes of use:**

- from A1 uses will continue to be assessed using the criteria of policy SHO11 of the Local Plan;
- to residential occupation at ground floor level in the large district centre will not be permitted during the period of redevelopment of Anglia Square;
- to residential use after redevelopment of Anglia Square will only be permitted when the developer can show that the premises have been advertised for commercial use in reasonable condition for a substantial period without any success;

4.3.5 The change of use policy is based on a survey of traders in the northern parts of Magdalen Street and St Augustine's Street in July 2007 (see Evidence Base Summary at Appendix 3), together with

comments during the consultation on preferred options report. This showed that most traders on both streets would prefer to have a vacant shop adjacent to their premises rather than a dwelling. However, they were concerned at the general rundown appearance of their street rather than the individual vacant premises that may arise. Consultation also showed some concern about the impact on the retail sector of the changes in trade that will occur during the disruption of demolition and redevelopment of significant sections of Anglia Square.

4.3.6 Policy LU2 therefore supports the retail trade during the period of disruption, when redevelopment is taking place. Given that Anglia Square is likely to be redeveloped in phases, the term used in the policy “the period of redevelopment” can be defined as each separate phase of redevelopment of the site. The reference in policy LU2 to a substantial period, for advertising the availability as a shop, should mean at least a year in order to avoid the creation of long term vacant properties, which would detract from the street as a whole. Initially changes of use would only be allowed after a year has elapsed from the end of any phase of the Anglia Square redevelopment.

4.3.7 This policy represents a strengthening of existing local plan policy SHO11 by giving higher priority to maintaining shopping vitality, whilst recognising that it is not in retailers’ interests to have vacant premises unoccupied for lengthy periods.

***The local economy***

Table 3: Factors influencing local economy policy development

<b>Relevant Issues</b>
The need to keep employment in the area to support the vitality and viability of shopping and services in the District Centre, and to provide employment in an accessible location.
<b>Objectives for plan (see section 3.3)</b>
3, 4, 9
<b>Principles for plan (see appendix 5)</b>
36-43 Creating new employment in the area, particularly in the creative, cultural and leisure sectors
<b>Evidence sources</b>
<ul style="list-style-type: none"> <li>○ Employment study</li> <li>○ GVA Grimley study</li> <li>○ Consultation</li> </ul>

4.3.8 The northern city centre area has lost numerous jobs over recent years and this is clearly a key issue for local people, who want to see the economy of the area revived. It is quite clear from the work

to project job numbers at a regional level that further job growth will be primarily office based. Smurfit Kappa is the last large manufacturing business left in the northern city centre and is an important local employer of a skilled workforce. This plan recognises the needs of existing businesses, both large and small, which underpin a diverse local economy. If employment sites come forward for re-development in the future, they are likely to contain more office-based jobs, in high quality, modern office blocks.

4.3.9 For this part of the vision for the area to happen a market for office premises must be demonstrated and measures taken to stimulate that market. The former Jarrold Printing, Whitefriars site (adjoining this area) demonstrates that successful marketing of sites for office development can be achieved by providing the right type of premises in the right central location. The *Norwich area employment growth and sites study* has recently concluded that there is potential for growth of city centre office jobs in the future, with at least 100,000m<sup>2</sup> of new office space being needed to 2026. However the existence of the former Jarrold Whitefriars site means that in the next few years that market is largely catered for, according to the study's conclusions. This means that in the early years of this area action plan, proposals will need to look at other forms of employment provision, such as incubator space for new business start-ups, studio workshops and managed workspace premises. Such development will particularly enable spin-off businesses from the EPIC studios on Magdalen Street to be started locally. Policy LU1 encourages an element of employment use as part of mixed use development in the core area and Large District Centre. This would be mainly for office use but also for small business units and workshops.

4.3.10 Some of the areas proposed for regeneration in this plan would require the removal of existing small businesses that occupy workshops or industrial units. We have identified two sites where small businesses could be relocated. These are at Beckham Place, off Edward Street (see Core Area policies) and at Peacock Street. These could be redeveloped for suitable workshops and managed workspaces with assistance and oversight from the management of the EPIC facility.

### ***Residential development***

Table 4: Factors influencing residential policy development

<b>Relevant Issues</b>
<ul style="list-style-type: none"> <li>○ Owner occupation is low and the proportion of social and private rented houses is high</li> <li>○ High proportion of flats in the area, low proportion of family housing</li> <li>○ Affordability issues</li> </ul>
<b>Objectives for plan (see section 3.3)</b>

1,2, 4, 9

**Principles for plan (see appendix 5)**

7 – 10 Most housing development in central parts of the area should be higher density as part of mixed use development. Elsewhere, the majority of dwellings would be family housing. Affordable housing should be included in all redevelopment sites.

**Evidence sources**

- Housing needs assessment
- Employment study
- GVA Grimley study
- Consultation
- Retail study

**Sustainability appraisal extract**

**LU3: Residential development**

**Conclusions and Recommendations**

The active setting of targets for family housing will help to enable a balanced community to be developed, whilst still ensuring that high density residential development occurs in the most accessible locations. Density must be appropriate, in order to be in keeping with the area and the historic environment, but also to meet housing targets and provide enough housing to provide for those in housing need.

**Mitigation**

Family housing should be located and designed to reduce flood risk and encourage re-use of resources.

4.3.11 Many of those consulted on the area action plan have made clear their concern about future development being dominated by flats and apartments, and have expressed the wish to see a balanced community with private and affordable housing, family housing as well as flats. New government policy in PPS3 and local evidence in the *Norwich sub-region housing market assessment* supports the need to achieve a balance between flatted developments and family housing. The assessment shows recent trends have led towards an overheated market for flats, and there is now strong recent evidence of demand falling off.

4.3.12 It was also recognised that this cannot be achieved only by the form and type of new housing development. Family occupation can be encouraged by the type and range of facilities on offer for children and families in the area.

4.3.13 Affordable housing is provided for through policy HOU4 of the local plan. This policy, as interpreted by latest national and local guidance through the *Affordable housing supplementary planning document* (SPD), applies in this area. This gives a target for affordable housing of 30 per cent. Any future revisions to that SPD will be reflected in the affordable housing targets on individual sites when planning application are made.

- 4.3.14 The question of a balanced community raises concerns about the balance between houses and flats, between families and single people or couples, between market and affordable housing. Policy LU3 provides additional detail about what form of development is expected in different parts of the area. The overall result will be higher density development in the core area, close to the best public transport links, as required by government policy in PPG13. There will be lower density development towards the edge of the area, such as at Oak Street, with more family housing.

***LU3: Residential development***

**Residential development in the northern city centre will provide approximately 900 units overall to 2016.**

- **Residential development within the core area will be predominantly at high density, mainly flats. Schemes will include at least 15 per cent of units that are suitable for occupation by a family with children.**
- **In the other sub-areas (see Figure 14) of the northern city centre, residential development will include at least 50% of units designed as suitable for occupation by a family with children.**
- **Open space shall be provided on-site for schemes of 40+ units.**

- 4.3.15 This policy interprets the local plan's allocations and the details in Appendix 5 of the local plan. The definition of a dwelling 'designed as suitable for occupation by a family with children' is housing with a minimum of two bedrooms, and with a minimum internal floor area in line with current Housing Association guidance. Preferably these houses will have access either at ground level or on to a substantial open area. The requirement for open space within the site seeks to reinforce the normal requirements for open space and ensure that some provision is on site (the local plan policy SR4 and the SPD for play and open space allow for commuted sums for off-site provision). This is especially important in this area because of existing perceptions of the area as overdeveloped and with little open space.

- 4.3.16 New student accommodation will be accepted on sites with a residential allocation, provided it does not become too dominant in any one part of the area and the overall proportions of family housing are achieved (as set out in policy LU3). Student housing means any purpose-built accommodation specifically directed at the student population and with shared self-catering arrangements and study bedrooms.

## **Community identity**

Table 5: Factors influencing community identity related policy development

<b>Relevant issues</b>
Lack of community facilities.
<b>Objectives for plan (see section 3.3)</b>
<b>4, 5, 8, 9</b>
<b>Principles for plan (see appendix 5)</b>
46. and 47 Provide new social, health and leisure facilities as part of the major developments.
<b>Evidence sources</b>
<ul style="list-style-type: none"> <li>○ Retail study</li> <li>○ Consultation</li> </ul>
<b>Sustainability appraisal extract</b>
<p><b>LU4 Community identity and changing perceptions of the area</b></p> <p><b>Conclusions and recommendations</b> Local, accessible community facilities have many benefits for the community including health, education and reducing anti-social behaviour.</p> <p><b>Mitigation</b> Community/leisure facilities need to be at a reasonable cost so not to exclude the poorer families. The facilities need to be provided in the early stages of the development to maximise their effectiveness of bringing the community together and to reduce anti-social behaviour</p>

4.3.17 While there are certain parts of the northern city centre with very strong local community identity, other parts of the area have very little community feeling. This is partly related to the social factors referred to above, but it is also related to the low quality of the public realm throughout the area, the perception of poor security and the lack of any central community base. The strategy seeks to address these aspects in different ways – part of it is in the public realm section (4.5), while part is here relating to community uses.

4.3.18 The issues of design for security and good lighting of public places are addressed in Local Plan policies HBE16, HBE18, and HBE19. The area action plan seeks to take this further by emphasising the need for specific improvements to the public realm and the policies relating to these aspects of design will be strongly applied in developments within the area. We will expect developers to provide such details in their design and access statements, for example of lighting schemes and of surveillance management to show how their design can be made secure. Improvements to the public realm are specified in section 4.4 and in Chapter 6 (Implementation).



***LU4: Community identity and changing perceptions of the area***

**New or enhanced community / leisure facilities will be provided to serve the community in the northern city centre, preferably based in Anglia Square, funded by contributions from the major developments in the Core Area. These facilities will be available for all to use.**

4.3.19 Anglia Square is clearly central to the area and it is appropriate that, if possible, a community facility should be provided close to leisure activities already available there (the cinema) or their replacement. A feasibility study will be required to demonstrate what can be supported and what might be possible to develop on the basis of contributions from a range of development in the core area. Alternatively, developer contributions will be used to improve and enhance existing community facilities in the area, with the proviso that these will be accessible for all to use.

**4.4 Movement**

Table 6: Factors influencing movement policy development

<b>Relevant issues</b>
<ul style="list-style-type: none"> <li>• Traffic related pollution and congestion particularly along St Augustine's Street and Magdalen Street. Car and bus traffic dominate the area resulting in a poor environment for pedestrians and residents.</li> <li>• Narrow footways in places, particularly on Magdalen Street and St Augustine's, with implications for pedestrian safety.</li> <li>• Lack of accessible, well signed, and high quality parking for residents, businesses and visitors.</li> <li>• The inner ring-road is a major physical and psychological barrier dividing the area. As a result the area to the north of the ring road is relatively isolated from the city centre.</li> <li>• There is no clear east-west pedestrian and cycle route across the area</li> <li>• Large numbers of bus routes are concentrated on Magdalen Street, with implications for pedestrian safety.</li> </ul>
<b>Objectives for plan (see section 3.3)</b>
<b>1, 2, 3, 4, 6, 7</b>
<b>Principles for plan (see appendix 5)</b>
5 and 11-18: Promote accessibility of the area, by public transport, with improved bus interchange facilities and provide for better pedestrian and cycle movement . Also provide for improved vehicle movement to reduce emissions and improve parking facilities, with no additional public car parking.
<b>Evidence sources</b>
<ul style="list-style-type: none"> <li>○ Norfolk County Council transport monitoring</li> <li>○ Consultation</li> </ul>
<b>Sustainability appraisal extract</b>

## **MV1 Sustainable transport**

### Conclusions and recommendations

This policy promotes townscape improvements which result in an enhanced pedestrian and cycle network. This helps promote a modal shift and is therefore sustainable. Improvements in bus services will particularly help this modal shift and non-car accessibility measures, though affordability of buses is likely to remain an issue given recent price increases.

### Mitigation

Mitigation requires careful attention to be paid to design and/or routeing of cycle links through or around Anglia Square (and other areas of intensive use) to avoid pedestrian versus cycle conflict, which might reduce the success of the policy as they aim to promote modal shift. Ensure that the bus interchange will actually serve the large district centre effectively.

- 4.4.1 The overall objective of movement policies for the Northern City centre is to achieve sustainable transportation. This will be done by improving current traffic circulation and by creating a safe public environment that will encourage people to walk and cycle throughout the area, with improved accessibility to and from the city centre and surrounding areas. Policy MV1 below brings all these strands together into one policy. The sections that follow discuss the different aspects of MV1. The public realm policies are also very important for transport as these relate to the creation and enhancement of green routes through the area.

### ***MV1: Sustainable Transport***

**Sustainable transport will be promoted throughout the Northern city centre. To enable this:**

- **Norfolk County Council and Norwich City Council will implement a new one-way gyratory system for vehicular traffic on St Augustine's Street/ Magpie Road/ Edward Street, with reductions in movement on other streets. Land for part of the new road link will be provided by the Anglia Square developer.**
- **Pedestrian and cycling facilities will be promoted throughout the northern city centre by contributions from all development. The facilities will include north-south and east-west pedestrian and cycle routes, designed as green links in accordance with local plan policy SR12. These routes will include a number of new crossing points (see Figure 10B and table below). The pedestrian environment of St. Augustine's Street will be enhanced as part of the traffic gyratory scheme. An off-road pedestrian /cycle route will be provided adjacent to Edward Street and Pitt Street**
- **A bus interchange will be provided at the southern end of Edward Street.**

### ***Traffic circulation***

- 4.4.2 A key issue for the plan is to address pollution and air quality problems by providing for improvements to traffic circulation, if possible with reduced movement by vehicles through the area. The strategy aims to maintain key traffic routes, while reducing or removing through traffic from other streets in the area, improving the environment for pedestrians and cyclists.
- 4.4.3 Figure 7a shows the traffic route hierarchy as at present, with the proposed circulation system shown on Fig 7b. The key aim of the proposal is to reduce the air pollution levels in St Augustine's Street. The new system must also cater for the local vehicular movement generated by redeveloped areas in the area action plan area. Increased demand for travel should be catered for by means other than the private car (in accordance with the *Norwich area transportation strategy*). Proposals for the area also have to take account of the successful changes at Barrack Street, which provide for improved public transport routes to the north-east of the City and prevent some of the 'rat-runs' used by through traffic to the north of the City area.

(Fig 7a/ Fig 7b here with text as below:

- *There are two routes on the strategic network at present: St Crispins Road and Pitt Street / St Augustines Street. The new gyratory system will also become part of this network;*
- *St Augustines Street will have widened footways to give pedestrians more space;*
- *St Saviours Lane / Blackfriars Street is likely to be made access only, with no vehicular movement between the two streets.*
- *the southern end of St Georges Street has recently been closed to through traffic.*
- *monitoring of changes to vehicular movement will allow traffic calming measures, if adverse impacts are shown to be occurring (e.g. to Sussex Street).*
- *Bakers Road will be closed to vehicles at its eastern end, but will still be available as a cycle link.*

- 4.4.4 Figure 7b shows the proposed revised circulation system with a gyratory one-way system on St Augustine's Street, Magpie Road (western end), Edward Street and a new link road to Pitt Street. The proposal provides for the possibility of changing the balance of use of roadspace in St Augustine's Street to give more space for pedestrians and cyclists within the highway (also see paragraph 4.5.17 below). The policy requires this to be designed and implemented as part of the scheme. It also allows for a new pedestrian crossing at the southern end of Aylsham Road, which was previously constrained by the phasing of the traffic light controlled junction there. This new arrangement will be significantly more efficient than the existing junction, significantly improving the pedestrian environment while reducing traffic congestion and resultant pollution on St Augustine's

Street. As some north-bound bus movements will be rerouted onto Edward Street and St Augustine's Street, the impact of the current volume of buses on the north part of Magdalen Street will be reduced. This also means that St Augustine's Street will be served by some bus routes, with benefits for local trade, and that services to the north west of the city will be served by a more direct route.

4.4.5 Improvements to the public realm are a key element in these proposals. This was identified as a key issue at the issues and options stage and it will be important to ensure that these movement routes and facilities are well designed and able to cope with the intensity of public use that is likely to result. In particular St Augustine's Street will have significant environmental and pedestrian improvements to create an attractive area for shopping and business. A two-way cycle-link will be required from Magpie Road, via Edward Street, the new link road and Pitt Street to St Crispin's. See section 4.5 below for further detail

4.4.6 The alternative options for dealing with traffic issues were presented in the issues and options report, and the reasons for selecting the T3B option were presented in the preferred options report. The county council has subsequently published detailed proposals about the gyratory system and consulted with stakeholders and local communities. The proposed traffic circulation system requires land currently in the ownership of the Anglia Square developer for part of the new link road, which will be provided by the developer as part of redevelopment of the site. If the proposed redevelopment of Anglia Square does not take place, the city and county councils will explore alternative options to deal with the air quality issue.

4.4.7 Bus routes will be changed in response to the changes to traffic circulation (see Figure 8b). This proposal seeks to create a better designed and more accessible location for bus users on the route that the majority of buses will take in future. It is expected that the developers of Anglia Square, in partnership with Norfolk County Council, will contribute to this proposal by providing the infrastructure.

4.4.8. Figure 8a shows the current public transport route network. There are key primary traffic routes that divide the area, bringing significant volumes of traffic through the narrow mediaeval streets that characterise the north-south movement routes. Public transport at present primarily uses Magdalen Street as the north-south route, which ensures that it is removed from the worst congestion black spots, but this results in very concentrated bus movements in this one area.

*[Fig 8a here: include text related to the plan as below:]*

*The following services currently run along Magdalen Street:*

*21/22 UEA / N&N Hospital to Sprowston*

*16 City centre to Sprowston*

*10 Mulbarton to Spixworth*

*18 Long Stratton to Old Catton*

9 Lakenham to Ives Road (via Mile Cross)  
9A Lakenham to Ives Road (via Airport Industrial Estate)  
X5 City centre to Sheringham  
26 UEA to Horsford  
27 UEA to Hellesdon  
23/23A Norvic Drive to Gertrude Road)

- 4.4.9 Figure 8b shows the proposed revised route system for public transport. The proposed traffic circulation system enables reduced bus traffic on the northern part of Magdalen Street as some north-bound bus movements will be rerouted onto Edward Street/ St Augustine's Street. The junction at the corner of Edward Street and Magdalen Street will be realigned to allow buses to turn left from Magdalen Street. Ideally this would be achieved by the redevelopment of the corner buildings of Anglia Square, but can be achieved temporarily through a redesign of the existing junction, particularly as the level of traffic movement through the junction will be low.

(Fig 8b here : text to be added related to that plan as below:)

- *The existing bus interchange on Magdalen Street in the Anglia Square / flyover area retained but additional interchange at Edward Street.*
- *Alterations to the traffic system will mean that more buses out of the city will go along St Augustine's Street, which will become one-way.*
- *Some bus services such as the Park and Ride buses might travel northwards up Duke Street, Pitt Street to St Augustine's Street.)*

- 4.4.10 The County Council has confirmed that, once the traffic circulation scheme is implemented, there will be an opportunity to assess its effectiveness, and to bring forward additional traffic management measures if these are shown to be necessary to reduce any negative effects.

### ***Pedestrian and cycle movement***

- 4.4.11 The overall strategy for the area will be to improve permeability for both pedestrians and cyclists. Consultation has identified major barriers to pedestrian and cyclist movement, especially north-south across the Inner Ring Road and east-west across the major radial routes. Policy MV1 proposes new pedestrian / cycle crossing facilities as shown in the following table. New cycle links, and an off-road pedestrian cycle route adjacent to the new gyratory system together with a series of new crossing points will minimise its impact on pedestrian and cycle movement as far as is practically possible and result in substantial improvements over the current situation. The public realm aspects of the new / improved pedestrian and cycle routes are dealt with in the section on Public Realm below.

4.4.12 The Preferred Options report proposed a new bridge at the end of Bakers Road to link with the improved riverside walk and provide access to Anderson's Meadow. However it has not been possible to identify funding for this proposal through the Green Infrastructure Strategy or from other sources. Given that the bridge proposal does not appear to be capable of implementation during the plan period, it has been taken out of the plan. An alternative crossing point exists to the north of the plan area (near Dolphin Bridge), which would provide access to Anderson's Meadow via an improved riverside walk on the east bank from Bakers Road, through Wensum Park. It is more likely that funding will be available for this alternative crossing point through the Greater Norwich growth point funding.

<b>Table 7: Proposed new crossing facilities</b>
Pitt Street (opposite Gildencroft)
The southern end of Aylsham Road (junction of Magpie Road/ Bakers Road)
At Edward Street (for access to Anglia Square)
Magdalen Street (in the vicinity of the flyover)
Whitefriars (close to junction with Fishergate)
St. Crispin's Road (at grade between the redeveloped Anglia Square and Calvert Street)
Oak Street, near its junction with Bakers Road (to provide access to proposed new bridge and riverside walk)

4.4.13 This element of policy MV1 is consistent with local plan policies TRA14, TRA15 and TRA 5, and the NATS strategy, which give priority to the movement of pedestrians and cyclists, especially in the city centre. The City and County Councils have already developed a 'City centre Spatial Strategy' which develops street design in ways that can achieve such priority. MV1 seeks to apply that in the Northern City centre area, which until recently had not been given such treatment.

4.4.14 Responsibility for implementing the proposals for new pedestrian

crossing facilities will vary from site to site. Where developments will have a major impact on circulation of traffic, pedestrians and cyclists, the developer will be expected to pay for the changes in the immediate vicinity of the scheme (under local plan policy TRA10). It is particularly important for developments to be much more accessible to pedestrians and cyclists moving around the area and to movements crossing the line of the inner ring road, which until now has been a major barrier to such movement. All developments will, in any case, be expected to contribute towards sustainable transport improvements. Where appropriate these contributions will be pooled to achieve the required objectives under local plan policy TRA11.

4.4.15 The locations identified in the table above are those specifically identified through earlier consultation exercises. The crossing at Aylsham Road is required as part of the traffic circulation measures proposed in policy MV1.

#### **4.5 Design, Heritage, Culture and the Public Realm**

Table 8: Factors influencing policy development

<b>Relevant issues</b>
<ul style="list-style-type: none"> <li>• The area has an exceptional heritage of historic buildings and is one of the oldest parts of the city. The city wall is a scheduled ancient monument.</li> <li>• Historic street patterns have been broken up by development of Anglia Square and the inner ring road.</li> <li>• Lack of visibility and blocking of views of key historic buildings.</li> <li>• Unsympathetic modern development including Anglia Square and Smurfit.</li> <li>• Inadequate heritage signing for visitors and dispersed location of such attractions.</li> <li>• Danger of losing buildings and structures at risk if not adequately maintained.</li> <li>• Need to excavate and preserve the more important archeological sites.</li> <li>• Poor quality of most public street, spaces and pedestrian areas.</li> <li>• Need for energy efficiency and quality in the design of buildings.</li> <li>• Fear of crime in the area</li> </ul>
<b>Objectives for plan (see section 3.3)</b>
1, 2, 5, 6, 7, 8, 9
<b>Principles for plan (see appendix 5)</b>
<p>24-30 Development must involve archaeological assessment and heritage interpretation in key locations. It must also be designed to reflect the area's historic context, restore historic street patterns and make the best of city views, including those of green spaces. Development must contribute to improvements to the public realm and provide a riverside walk.</p> <p>44-45 Design to improve safety and security</p>
<b>Evidence Sources</b>
<p><i>City centre conservation area appraisal</i>  <i>City centre spatial strategy</i></p>
<b>Sustainability appraisal extract</b>

### **PR1 New squares**

#### **Conclusions and recommendations**

New squares and links will improve accessibility, green links, and the public realm and should create a more pleasant environment for residents and businesses.

#### **Mitigation**

Ensure the squares have a high level of natural surveillance and are active areas in order to prevent them from being areas of anti-social behaviour. These areas need to be well landscaped (including planting) and should use permeable materials to help reduce flood risk.

### **PR2 Enhancement of space under flyover**

#### **Conclusions and Recommendations**

A continuous frontage has many benefits including design, access, safety and the addition of retail units.

#### **Mitigation**

Ensure that the flyover can be easily accessed for maintenance and flood risk is not an issue.

### **TU1 Design for the historic environment**

#### **Conclusions and recommendations**

Designing for the historic environment will help create more accessible places, will enhance the environment as a whole and will help enhance the historic environment. There are potential conflicts as some forms of renewable technologies have a negative impact on the conservation area and townscape.

#### **Mitigation**

It is important that any potential negative impacts, regarding renewable technologies, on the conservation area and townscape are addressed as and when they arise.

### **TU2 Key landmarks and views; building massing and form**

#### **Conclusions and recommendations**

Retaining and enhancing local and strategic views will improve the overall townscape and ensure that many key historic remain to be seen.

May potentially reduce housing density or employment opportunities as the layout of proposed schemes must take into consideration these views.

#### **Mitigation**

None

4.5.1 The area has a long history and it is likely that important archaeological remains are yet to be discovered. The local plan archaeological policies (HBE1 to HBE4 and HBE6) are therefore very important. Any significant finds will be expected to be retained in situ where possible. In such cases, public access and interpretation should be provided to make the area more attractive to visitors.

4.5.2 The area's history is reflected in many of the older buildings and in its streets, yards and urban form. This is not the case in the core area, where the previous urban form has largely been destroyed by poor quality development. The local plan's policies for the historic



environment (HBE policies) apply. These will be used to ensure that the area's valuable heritage is retained and enhanced through development. The strategy in the plan should allow many more visitors and tourists to be attracted to this area. Therefore, policies concerning heritage interpretation and signing will be applied (local plan policy TVA8) and new development will be expected to contribute to an area-wide approach.

- 4.5.3 The development of cultural and artistic activities and facilities are a key aspect of the vision for the area. This area action plan encourages such activities within the area, including the provision of suitable workshop space, appropriate expansion space for the School of Art and Design, and the enhancement of the range of cafes and restaurants in the area. A study is currently being done for the Joint core strategy to consider the potential in Greater Norwich for a concert hall or exhibition centre. The findings of this study may be relevant to this plan.
- 4.5.4 As a specific and key cultural facility which attracts significant numbers of young people to the area, the cinema in Anglia Square will be expected to be retained or reprovided in any redevelopment scheme (see policy AS1).
- 4.5.5 The character of the area has been assessed through the *Conservation area appraisal* (September 2007). This demonstrates that the character of the 'Core Area' has been markedly changed by development in the 1960s and 1970s. In considering regeneration of this core area (defined on Figure 14), the form of development must recognise the impact of modern buildings on their surroundings and the character of the area that is to be created by the scale of change now proposed in this AREA ACTION PLAN (policy TU1). The design and height of buildings are issues that are dealt with in detail in policy TU2.

### **Public realm enhancement**

- 4.5.6 This section of the area action plan proposes a series of improvements to the public realm. The figure ground plans for 1905 and 2007 (figure 9a & 9b) show how the clearly defined network of streets in 1905 has been lost across large parts of the area leaving an incoherent series of large building blocks that have a weak relationship with surrounding streets. The erosion of the street network has made the area hard to negotiate, with fragments of land forming unused spaces which are ugly and often threatening. This also leaves exposed to view parts of buildings that should not be seen. The area action plan puts forward a series of proposals for recreating a coherent series of routes for people walking through the area that relate well to the buildings that surround them and will continue to do so once redevelopment has taken place.

*[Figures 9a and 9b here]*

4.5.7 Figures 10a and 10b show the existing and proposed public spaces and route networks. There are several existing routes in the area that do not connect very well, particularly for pedestrians and cyclists. Proposed improvements to the public realm are:

- five new squares;
- two strategic routes across the area (one from north to south and the other from west to east – proposed in area action plan policy MV1 above);
- the completion of the riverside walk;
- streetscape enhancements including the improvement of St. Augustine's Street as part of the air quality traffic management changes;
- enhancement of the area under the Magdalen Street flyover.

4.5.8 The implementation table in section 6 identifies the responsibility for ensuring that the various public realm projects happen. The funding for some of the public realm improvements is already identified. These include, for example, the new or enhanced squares and the completion of the riverside walk through new development, and streetscape enhancements to St Augustine's Street as part of the new traffic gyratory proposals. For those public realm improvements without identified funding, mainly the creation of new routes and other streetscape enhancements, the city council will require developers of sites within the northern city centre to contribute to the improvement of the green infrastructure and open space of this area (including green links, street furniture, and public open spaces) by means of pooled contributions, together with capital grants from the city council's capital programme and external sources. See Chapter 6 for further details.

*[Figures 10a and b here]*

4.5.9 The largest new square in the area will be Anglia Square, which will be enlarged and redesigned as part of the redevelopment of the shopping centre and adjacent sites (under policies AS1 – AS4). There is scope to create a colourful, modern and fun space at the heart of the wider redevelopment project.

4.5.10 A key priority is to connect the redesigned Anglia Square, for pedestrians, to the neighbouring areas both north and south and ensure that such a route becomes an attractively designed set of linked spaces. There are currently no attractive and direct routes

connecting this central part of the area between Heath Road and St Georges Street. St. Crispin's Road can only be crossed through an unpleasant subway at the top of St. George's Street. The route then passes along Botolph Street in the backland area behind Anglia Square and across a surface car park.

- 4.5.11 Policy MV1 above will result in a new route from the city centre. This will run via St. Andrew's Plain and the newly pedestrianised St. George's Street, passing through a new square in front of the Playhouse, entering Calvert Street and crossing the inner ring road with a surface level crossing replacing the current subway. A street that closely follows the route of the old Calvert Street will continue north through the new Anglia Square development. The route will pass through an enlarged public space at the centre of Anglia Square and emerge onto Edward Street and Heath Road beyond.
- 4.5.12 Similarly it is currently very difficult to cross the area on foot from east to west. This area action plan proposes the creation of a well designed and attractive route running from the Cathedral area and Riverside Walk via Whitefriars Bridge through St Saviours Lane, Anglia Square, Gildencroft Park to the river at Oak Street with the potential to connect to Marriotts Way to the west of the city.
- 4.5.13 This route will use the new pedestrian crossings at Whitefriars, Magdalen Street, Pitt Street and Oak Street (proposed in policy MV1). Again this route needs a high standard of design catering for substantial 'desire lines' for use by both pedestrians and cyclists. The policy emphasises these routes must be well designed with good planting and green areas in the new squares, which will be created within the major redevelopment sites at the heart of the area.
- 4.5.14 St. Mary's Plain has lost its historic identity as a public space overlooked by St. Mary's Church. It is a wide but little used road. It can form an attractive unifying space that provides a setting for the Church, the redeveloped St. Mary's Works and the Baptist Chapel. The proposed layout of the St. Mary's Works site would draw more people through the Plain by creating new north-south routes running parallel to Oak Street and Duke Street via Rosemary Lane.
- 4.5.15 If the land to the west of Whitefriars is vacated by Smurfit Corrugated Board the redevelopment should include a new square at its centre. This should have generous amount of planting because it will be part of the new east – west green route through the area. The square would be at the confluence of routes westward to St. Saviour's Lane, eastward to Jarrols redevelopment areas and south east to Whitefriars Bridge.

***PR1: New Squares***

- **Five new or enlarged squares will be created at :**

- **the area in front of the Playhouse**
- **the centre of the Anglia Square development**
- **St Mary's Plain**
- **the development west of Whitefriars**
- **Muspole Street /St George's Plain**

**With the exception of the site in front of the Playhouse, these will be provided as part of new development.**

**The new squares will be designed for multiple uses. Pedestrian movement will be dominant, but with routes differentiated for cyclists.**

4.5.16 The riverside walk is currently incomplete with missing sections north of the St Crispins Road, between St. George's Street and Duke Street and east of Fye Bridge. This means pedestrians have to deviate from the route. Local Plan policy SR11 requires these sections to be completed as development takes place. Where existing buildings form a permanent barrier and are to be retained, the options of creating a cantilevered walkway over the river or of providing an alternative route will be explored.

4.5.17 St. Augustine's Street and Edward Street are proposed to become elements of the new traffic gyratory system (figure 7b). As stated above this gyratory system will be designed to reduce the amount of traffic in St Augustine's Street and improve junction operation to reduce congestion and, therefore, air pollution. The removal of southbound traffic will present opportunities for pavement widening and environmental enhancement in St Augustine's Street. Land currently in use as a temporary car park to the east of Edward Street (north) will provide open space and landscaping and incorporate space for a properly designed cycle route separate from the highway. As the width of streets in the area is restricted (particularly St Augustine's Street) innovative solutions will need to be found to maximise the benefits for as many user groups as possible. However, even with traffic restraint and the creation of the new gyratory system, space is still limited. Not all the desirable outcomes can be achievable.

4.5.18 The land underneath the flyover on Magdalen Street is a gravel and tarmac wasteland which blights the street and discourages people from visiting Anglia Square and the northern part of Magdalen Street. The area to the west should be landscaped up to the buildings of Anglia Square with provision for some market style stalls to be located here. On the east side the feasibility of creating a retail unit (or units) underneath the flyover that reinstates a continuous frontage onto Magdalen Street will be explored. On both sides of Magdalen Street there should be improved waiting and information facilities for bus passengers.

***PR2: Enhancement of space under flyover***

**The space under the flyover off Magdalen Street will be improved by building permanent retail units. If this proves to be technically unfeasible, these areas will be landscaped and opportunities provided for market stalls. Waiting facilities for bus passengers will be improved.**

- 4.5.19 In addition within the public realm there are numerous examples of items of street surfaces, street furniture, signage, green areas and trees or shrubs, which give the area its character and enhance its heritage. Such items can be very small in scale or can be prominent and high profile. The Colegate area in particular contains many such examples of historic and high quality public infrastructure. These should be retained and new works throughout the northern city centre should be carried out to a high standard. Further information about the specification of new streetscape works features in the city council's streetscape design manual.
- 4.5.20 In addition developers will be expected to research the history of their site and its surroundings and this information should be used to inform the design and layout of new development. It may also be used in heritage interpretation materials for the public's information if required by local plan policy TVA8.

### **Townscape and urban environment**

- 4.5.21 Despite the large scale developments that occurred throughout the northern city centre in the last century, the area retains its own character and possesses many positive townscape qualities.
- 4.5.22 In this section the existing character will be described and policies set out to protect and enhance the area's townscape qualities. These policies relate to and are consistent with the local plan policies for design and heritage – in particular the following policies
- HBE3 – area of main archaeological interest, which covers the whole area action plan area
  - HBE6 - protection of mediaeval street network
  - HBE8 – development in conservation areas, since the whole area is within the city centre conservation area
  - HBE12 – the urban design strategy for the city
  - HBE13 – the height of buildings and the corridors of vision for assessment of the effects of proposed developments
  - HBE19 – design for safety and security and the need to consider the needs of children, disabled people and vulnerable groups in this regard.
  - SR11 – design of green links through the urban area.
  - TRA5 – design of development to avoid domination by vehicular movement and parking.

## **Character Areas**

4.5.23 The northern city centre has been divided into four distinct character areas identified in the *Norwich city centre conservation area appraisal* (September 2007) and shown on figure 4. When producing townscape analysis for new developments, agents should take account of the key characteristics of these areas, detailed below. The appraisal should be referred to for more specific information on each area.

### a) Northern city character area

4.5.24 The northern city area is characterised by terraces of mostly east-west running 19<sup>th</sup> century houses, bisected by the historic routes of Magdalen Street (north of the flyover) and St Augustine's Street. However, as the area is within the city walls some older properties can be found, mostly along the main roads, for example, the Gildencroft - a row of 16<sup>th</sup> century houses together with an open space of the same name which was a jousting ground in mediaeval times. Although parts of the area were redeveloped during the 1930s slum clearance programme, and areas west of St Augustine's Street contain a number of 20<sup>th</sup> century housing developments, the area is important in demonstrating the gradual expansion of the city within and then outside the city walls in the 19<sup>th</sup> century.

### b) Anglia Square

4.5.25 This area is dominated by late 20<sup>th</sup> century commercial developments, industrial units and the ring road. Of all the character areas within the city centre conservation area, this is the least significant in townscape terms and therefore the area with the greatest opportunity for enhancement and redevelopment. The shopping area is an important local centre serving the northern part of the city centre, while the dissection of Magdalen Street by the flyover has visually and psychologically severed this part of the town from the historic centre to the south.

### c) Colegate

4.5.26 In many respects, Colegate is the most intact of the character areas within the northern city centre, despite the relatively large number of large-scale industrial buildings found in the western part of the area. The area contains the southern stretch of Magdalen Street as far north as the flyover and retains its grid of streets which characterise the mediaeval city and the streets to the south. Unlike some of the other parts of the northern city centre area, which have been the subject of significant 20<sup>th</sup> century redevelopment, Colegate retains many important individual

buildings and groups dating from the 15<sup>th</sup> century onwards. Within these groups are many building types (such as medieval churches, merchants' houses, 18<sup>th</sup> century Nonconformist chapels, etc.) which help make up the outstanding architectural legacy of the city. Colegate has much to offer the northern city centre as a reminder of how the area was before the redevelopments of the second half of the 20<sup>th</sup> century.

d) Northern Riverside

- 4.5.27 The area alongside the river has been the focus of trade and activity since at least Saxon times. Although the trades and industries have changed many times over the last 1000 years, it is only relatively recently that industry has been replaced with housing. This has breathed new life into the area whilst retaining some of the best late 19<sup>th</sup> and early 20<sup>th</sup> century industrial buildings through conversions. This area is important as it marks the transition between the northern city centre and the rest of the city centre to the south.

***The Historic Environment***

- 4.5.28 The northern city centre is within the city centre conservation area and the area of main archaeological interest. The policies set out here respond to the specific characteristics of the area, identified in the conservation area appraisal.
- 4.5.29 Figure 11 shows the location of all listed and locally listed buildings in the northern city centre. Concentrations of historic buildings occur in the south of the area, along Magdalen Street and St Augustine's Street (marking the importance of these primary routes) and around the northern boundary (relating to the line of the city wall). Most of the historic buildings within the area contribute to the characteristic continuous built-up street frontages.

*[Insert Figure 11 here]*

- 4.5.30 Almost all of the opportunity sites identified in this document are in close proximity to buildings of historic importance. The character of the whole area (and especially the character area within which a development is situated) should be considered in proposals.
- 4.5.31 The predominant building material in the area is red brick, with some white or gault brick found amongst the Victorian terraces. On the major historic streets, rendered buildings of various natural tones are relatively common (often covering timber framed structures beneath). Flint is found on buildings in the area but these are generally prestigious buildings such as churches or ancient structures such as the city walls. Stonework is only used as a dressing to ecclesiastical or major commercial buildings.

Pantiles (both red and black) are the most common roofing material for buildings in the area but with an increasing use of Welsh slate from the 19<sup>th</sup> century.

- 4.5.32 For this area, therefore, the conservation area policy (HBE8) and the appraisal should be interpreted as encouraging the use of predominant building materials listed above. More modern materials (such as glass or metal) could be carefully used where they respect or produce a successful contrast with the more traditional materials. Red and black pantiles are common and should be used for infill developments. Where buildings of a very contemporary style are proposed, more modern materials, if carefully chosen, may be appropriate.
- 4.5.33 The figure ground plans in figures 9a and 9b demonstrate how the tight-knit street pattern of the early 20<sup>th</sup> century has been lost in many places through bomb damage, slum clearance, the creation of the inner ring road and large scale redevelopment.
- 4.5.34 Many of the historic streets retain a sense of enclosure with a continuous building frontage. This contrasts with the fragmented townscape of the Anglia Square character area dominated by large areas of surface car parking and out-of-scale buildings. In Oak Street, 20<sup>th</sup> century, free-standing, often single storey industrial and commercial buildings are set back from the street. Recent development has started to re-establish the sense of enclosure.
- 4.5.35 The north-south links have been severed by the creation of the inner ring road which cuts across the area. The widest streets continue to be those running north-south whilst a network of narrower roads, lanes and alleyways are still evident elsewhere – particularly in the Colegate character area. Buildings fronting the street with courtyard development to the rear are characteristic of the area, but many have been lost.
- 4.5.36 To fit within an established street pattern, new buildings need to respect the scale, building line and form of neighbouring buildings. The redevelopment of Anglia Square, where the historic context is not as dominant, gives the best opportunity for more individualistic design. The principles set out in Policy TU1 can assist contemporary buildings to sit happily within their historic context.
- 4.5.37 Safety and security, including natural surveillance, should be a key element of design. The design and access statement should address this issue.

***TU1: Design for the historic environment***

**New development must respect and enhance the historic environment in terms of:**



- **Plot widths**
- **Regular building lines**
- **Scale**
- **Proportions, vertical emphasis and roof forms visible from the street**
- **Existing street widths**
- **Materials**

**Development will re-establish the historic street pattern and will reinforce the north-south and east-west links throughout the area to mitigate against the negative effect of St Crispin's Road.**

**The *City centre conservation area appraisal* will be a key reference document when developing and justifying proposals.**

**New development must also address safety and security concerns.**

- 4.5.38 One of the key areas of archaeological potential lies along the line of the city wall at the northern boundary of the northern city centre. The remains of the wall that survive close to Bakers Road, Magpie Road and Oak Street are all scheduled ancient monuments. In addition to protecting the fabric of the structure (above and below ground) there are also significant opportunities for enhancing the setting of the monument and providing interpretation at key locations. These aspects are fully covered by Local Plan policy TVA8 and HBE1.

***Key landmarks and views; building massing and form***

- 4.5.39 There are a number of key local views at relatively close proximity in the northern city centre. These relate mainly to the setting of the medieval churches and views of church towers (for example, St George's Colegate and the distinctive red brick tower of St Augustines Church). Views of these local landmarks should act as focal points in new developments. Views from the bridges along the river are also of importance.
- 4.5.40 The existing major landmarks and strategic views are shown in figure 12a. Major landmarks are outside the area, and views of many from the north are currently blocked by the flyover and Anglia Square (e.g. Sovereign House), which are negative landmarks. However, views of many of the city's landmarks can still be viewed. The Roman Catholic Cathedral can be seen from Gildencroft, while the Castle can be seen from Magdalen Street and St Georges Street. Views of the Cathedral are prominent from the east of the area but longer views of the spire from the north (Aylsham Road) are blocked by Sovereign House.

[Insert Figure 12a and 12b here]  
[Insert Figure 13 here]

- 4.5.41 Figure 12b demonstrates how redevelopment in the area should retain existing key views and open up those that are currently blocked, particularly at Anglia Square. New strategically positioned landmarks could be built along St Crispins Road (see TU3).
- 4.5.42 As is evident from figure 13, the majority of buildings in the northern city centre are of two or three storeys. Buildings of four or more storeys can be found within the Colegate character area, where there are 19<sup>th</sup> and 20<sup>th</sup> century industrial buildings and in the Anglia Square character area, with its 20<sup>th</sup> century commercial buildings. There are key principles about building heights and massing which should be followed in the area, unless there is sound justification for a particular exception to be made.

***TU2: Key landmarks and views; building massing and form***

**New development must retain and enhance local and strategic views across the area in accordance with local plan policy HBE13 and positively address the street and/or the river. The height of new buildings should relate closely to their immediate surroundings. In addition:**

- **At St Crispin's Road, new landmark buildings will be acceptable, provided they avoid blocking key views, and careful visual analysis demonstrates the relationship of scale of the proposal to the more distant views and skyline and their impact on the historic character of the area.**
- **Along the riverside buildings of up to 4 storeys may be appropriate. Riverside developments must provide a riverside walk in accordance with Local Plan policy SR11.**

## **4.6 Environment and sustainability**

Table 9: Factors influencing policy development

<b>Relevant issues</b>
<ul style="list-style-type: none"><li>• Lack of useable green space.</li><li>• Poor quality open space and play areas, and lack of facilities for older children.</li><li>• Lack of attractive green links throughout area.</li><li>• Lack of, and poor quality of, public spaces where events and activities could be held</li><li>• Need for good quality, energy efficient, sustainable development</li><li>• Flood risk</li></ul>

<b>Objectives for plan (see section 3.3)</b>
1, 2, 5, 7, 8, 9
<b>Principles for plan (see appendix 5)</b>
19 -23. Improve network of multifunctional green spaces and interconnecting links between them and completion of Riverside Walk. This Green Infrastructure will enhance biodiversity and have community benefits including strengthening local identity, promoting a sense of community and improving physical and mental well-being through exercise. There is a need for strategic open space at the heart of the area for multiple uses including events.
<b>Evidence sources</b>
Open Space Needs Assessment Green Infrastructure Strategy Strategic Flood Risk Assessment
<b>Sustainability appraisal extract</b>
<p><b>ENV1- Climate change mitigation and adaptation</b></p> <p><b>Conclusions and recommendations</b> Although there may be increased initial construction costs there are many long term benefits such as a reduction in fuel costs and therefore fuel poverty and a reduction in CO2 emissions. The main restrictions are ensuring that the visual impact on the conservation area and historic buildings is not adversely affected.</p> <p><b>Mitigation</b> Ensuring there is no negative visual impact on the conservation area and historic environment.</p>

### ***Biodiversity and green links***

4.6.1 In this very urban area, the most appropriate way to promote biodiversity is to:

- Ensure that biodiversity is conserved and enhanced as a key feature of development of brownfield sites - eg by designing housing to allow bird nesting and bat roosts and providing gardens where possible;
- Ensuring street trees are planted;
- Improving the “green links” - the networks established to reduce the fragmentation and isolation of natural habitats, particularly along the riverside ;
- Provision of sustainable drainage systems (SuDS) to conserve water resources and create green spaces within developments.

4.6.2 These matters are all the subject of adopted local plan policies, which will apply to development in the area action plan area. It is essential that the following local plan policies are implemented through the plan:

- Policy NE8, which requires new development to enhance biodiversity through its design, layout and landscaping.
- Policy SR12 to establish and maintain green and safe pedestrian/ cycle links (with an adopted Supplementary Planning Document)
- Policy SR11 to provide a riverside walk - any riverside development should implement this policy (with an adopted Supplementary Planning Document)
- Policy NE4 to seek provision of street trees in most developments, except where an urban frontage is required.
- Policy EP16 which requires development to conserve water resources and provide sustainable drainage systems.

4.6.3 Consultation on the issues and options and preferred options reports of this plan showed broad support for the improvement of the green link network through the area. There are local opportunities for the riverside walk to be extended to the west of Oak Street and for establishment of new green links and improvement of existing ones throughout the area. Green links are multi-functional and can provide attractive cycle and pedestrian networks, promoting healthy lifestyles and sustainable movement. Local links will be formed to create continuous habitats between the area and the river corridor, major open spaces (e.g. Mousehold Heath) and open countryside. This approach links to the strategy for the protection and extension of open space.

### ***Open space and play provision***

4.6.4 Consultation has established the shortage of useable open space and play provision in this area. Although improvements have been made to Gildencroft Park, there is scope for improving other open spaces in the area. Good quality, safe open spaces with good access from the network of green links are important if the area is to be attractive to families in the future.

4.6.5 New open spaces will be developed as part of the programme of redevelopment of the core area (see area action plan policy PR1) and each developer in this area will be expected to contribute – not just financially, but also providing land for such open space in accordance with Local Plan policy SR4. It is not expected that new children's play will be required within the main redevelopment sites in the core area, but under Local Plan policy SR7, S.106 contributions for play will be pooled to enhance provision on existing sites, provide an accessible network of sites, and ensure provision of a wide range of facilities in the area. The sites to be

improved include St Paul's, Gildencroft, St George's Park and Wensum Park (the latter is outside the northern city centre but is used by the area's residents). In addition the play area at Leonard Street is sub-standard and requires a comprehensive redesign that incorporates adjacent land. For this reason it has been specifically allocated under policy NS1.

4.6.6 It will be important that these open spaces are well designed and that access to them is easy and clear from the pedestrian network and green links through the area. They should be a key element of the design of new development and be overlooked by uses that are active through the evening in order to provide surveillance and discourage vandalism.

4.6.7 For more detail on each proposal see Chapter 6 (Implementation).

### **Resource efficiency and flood risk**

4.6.8 PPS1, the overarching national planning policy statement, has recently been updated to strengthen policy in relation to energy performance and climate change as a key element of sustainability. The local plan and the East of England Plan contain policies that can be used to assist this.

4.6.9 New development in the area must be designed both to reduce contributions to climate change and be adaptable to a changed climate by:

- being designed to cope with a more extreme climate, including increases in flood risk and being efficient in its use of water;
- making use of sustainable sources of energy;
- enhancing the natural environment of the area and promoting biodiversity to fix carbon emissions;
- minimising waste removal from the site through re-use of materials;
- providing a suitable compound for community recycling of various materials.

4.6.10 Flood risk is already covered in PPS25. The recently published Norwich Area Strategic Flood Risk Assessment supports this. It looks again at the definition of different risk areas in Norwich and provides a new assessment of the likely effects of climate change. The area action plan therefore applies the revised definitions. Further detail on local flood issues will be provided by a more detailed flood risk assessment for the city centre.

4.6.11 Energy efficiency standards will be developed through national policies (the Code for Sustainable Homes and BREEAM) and through the *Joint core strategy*. A study is to be undertaken for the

*Joint core strategy* to assess the potential for sustainable energy in different parts of the three districts and policy will be set based on that study. The decentralised energy requirement (see below) may be higher than 10 per cent in a densely developed urban area such as the northern city centre. Until the *Joint core strategy* is adopted, policy ENG1 of the regional spatial strategy will be applied to development in the northern city centre. This requires that all major developments (those above 10 dwellings or 1000m<sup>2</sup> for non residential), must have at least 10 per cent energy from decentralised sources. An energy statement will be required for these developments, setting out how the development will be energy efficient and implement the policy. Techniques such as passive solar gain, combined heat and power and use of renewables are promoted, as appropriate.

- 4.6.12 Waste management is also a key sustainability issue in this urbanised area. Demolition of large buildings - as will be necessary to achieve the regeneration of the area - generates large amounts of waste material. This can be recycled in redevelopment to a considerable extent. Developments are expected to provide plans for phased use of recycled materials on site, wherever possible. This relates to policy EP20 of the local plan and WM6 of the Regional Plan.

#### **ENV1 Climate change mitigation and adaptation**

**All new developments must achieve a high standard of energy efficiency and be resistant to the impact of climate change, to comply with the council's adopted SPD, the Regional Spatial Strategy and the Joint core strategy. In particular:**

- **major developments will have decentralised, renewable or low carbon energy networks;**
- **all new developments will be water efficient and use sustainable drainage systems (SUDS) to comply with Local Plan policy EP16;**
- **site flood risk assessments will be required for new development throughout the area action plan area;**
- **new development will provide for recycling of materials from on-site demolition, with storage on-site or in close proximity;**
- **local recycling bins will be provided in retail and commercial schemes.**

#### **Other relevant policies**

- 4.6.13 This area action plan is proposed to replace only three policies in the adopted Local Plan fully. Those are policies SHO5, CC6 and CC7 which deal with the redevelopment of Anglia Square. Certain

other policies are affected in that some particular allocations or references are superseded within the area action plan area, while the policy continues to apply elsewhere. Appendix 2 lists the proposed changes in detail, including changes to the adopted Proposals Map.

- 4.6.14 However, all other local plan policies continue to apply. Some of them have been given specific interpretations and detail for the area action plan area by policies outlined above, but this is not intended to replace those policies – in general they are given added weight by such area action plan policies.
- 4.6.15 Other local plan policies remain important for this area and should be considered by developers, including for the sites dealt with on a site specific basis in Chapter 5. These policies include, as examples, the following (but this is not an exhaustive list) :
- NE9 – comprehensive landscaping scheme required
  - HBE9 – development affecting listed buildings
  - HBE14 – gateways to the City
  - EP1 – contaminated land
  - EP22 – high standard of amenity for residential premises
  - EMP1 – small business development
  - EMP16 – proposals for office development
  - TVA3 – river frontage development
  - SHO3 – scale of retail development
  - HOU4 – affordable housing
  - HOU6 – requirements on housing developers
  - HOU18 – development of multi-occupied residential use.
  - AEC1 – Arts and entertainment facilities
  - SR4 – open space in housing developments
  - SR7 – children’s play in housing developments
  - TRA6/7 – parking standards and cycle parking
  - TRA10/11 – developer contributions for transport provision.
  - TRA24 – transport improvements in city centre
- 4.6.16 Once the new Core Strategy for Broadland, Norwich and South Norfolk is adopted (expected to be in 2010), the area action plan will need to be reviewed and this list of policies will be replaced by relevant policies in the Core Strategy that apply.

## 5. Site specific proposals

### 5.1 Site specific proposals - status

This section deals with the site specific proposals that are identified on the area action plan proposals map. These consist of sites which are:

- already allocated through the local plan, but where the opportunity is taken to provide more detail on how the allocation is to be implemented;
- other allocated sites, where the policy is wholly reviewed and refreshed;
- newly identified sites, which are allocated by this area action plan

It is organised by sub-areas within the overall plan area. These sub-areas reflect local community areas and (in part) the Conservation Area Assessment categorisation. The sub -areas are shown on Figure 14.

*[Insert Figure 14 here]*

### 5.2 Core area opportunity sites

#### **Anglia Square**

5.2.1 Anglia Square (see location plan at Figure 15) is the most significant opportunity site in the core area. Its redevelopment provides a major opportunity to regenerate both the core area and the northern city centre as a whole.

5.2.2 The proposals set out below provide for a major mixed use redevelopment of the site, with demolition of buildings in at least two phases. Redevelopment will allow for an enlarged central square to be used for events, and improved accessibility, safety and views in the area.

5.2.3 The sustainability appraisal states that continuity of provision of services and community uses in Anglia Square will be vital to the regeneration process, and concludes that this will be achieved through a phased redevelopment of the square.

#### ***AS1: Anglia Square mixed use redevelopment***

**Anglia Square will be comprehensively redeveloped to regenerate the area sustainably through a phased scheme.**

**The scheme will provide:**



- **residential accommodation, including appropriate affordable housing and family housing in accordance with area action plan policy LU3 above, with a minimum of 250 units on the site;**
- **enhanced open space in accordance with area action plan policy AS4;**
- **retail development in accordance with area action plan policy AS2;**
- **provision of a community hub or facility, or contributions to the improved community provision, in accordance with area action plan policy LU4.**
- **employment provision for commercial offices and for workshops/ starter units for use by local industries and businesses (in accordance with area action plan policy LU1);**
- **a decentralised, renewable or low carbon energy network with capacity to be extended to serve other developments in the area;**
- **a cinema as a key leisure attraction for the area, together with restaurants and bars;**
- **buildings of domestic scale on the northern side of Edward Street with more substantial buildings further south. Taller buildings, including a landmark building, may be suitable adjacent to the Inner Ring Road but must enhance townscape and not detract from the historic character of the area, in accordance with area action plan policy TU2.**
- **a clear relationship in built form with the surrounding area, and new / enhanced views to the city centre, the Castle and Cathedral, and St Augustine's Church.**
- **land for a new link road proposed in area action plan policy MV1.**
- **a comprehensive landscaping scheme to promote biodiversity.**

5.2.4 This proposal is justified by the need to achieve a significant revitalisation of this core district centre. The redevelopment and phasing does not need to apply to every element of the site if it can be justified that certain elements have a clear and viable future and that this will not inhibit the achievement of other objectives of the area action plan. The cinema should be retained or reprovided, consistent with the vision for the area. The proposals replace the existing policies SHO5, CC6 and CC7 in the local plan, as they are based on more up to date evidence, for example about retail capacity and on community needs and aspirations identified through consultation.

5.2.5 The redevelopment of the square presents an opportunity for the use of sustainable sources of energy to serve the development in accordance with policy ENV3 (section 4.7 above). The most

suitable and efficient form of energy should be identified through an energy statement. A combined heat and power unit has the potential to both serve the development and to be extended to serve existing and future surrounding developments.

- 5.2.6 The housing element in the redevelopment is expected to be relatively high density and to achieve considerably higher numbers than were proposed in the local plan allocation (80). 250 units is the minimum number of dwellings proposed for the site as a whole.
- 5.2.7 Policy AS1 does not restrict the height of development on the site, but requires that taller buildings should not be as massive in form as the present buildings, which obstruct views through the site from the north. The main opportunities for higher buildings will be along the north side of the inner ring road, with a more domestic scale of development west of Edward Street. New development should be set back from Pitt Street to enable tree planting and widening of pavements.
- 5.2.8 Policy AS1 also seeks to support arts and culture in the northern city centre. Anglia Square will be particularly important as a centre where people can gather and it is intended that the new square within the development will be designed to hold events and arts presentations. Employment uses are also very important in the regeneration of the area and each development in the core area will be expected to provide a significant element of the total floorspace as office development or cultural workshops and studios (see area action plan policy LU1).
- 5.2.9 The consultation on pre-submission plans supported the idea of a food store to anchor the district centre and attract shoppers from a wider hinterland. This idea is consistent with the large district centre's position in the retail hierarchy set out in the adopted local plan. It also provides a replacement for the previous Budgens store which closed in 2005, although a modern foodstore is likely to be considerably larger.
- 5.2.10 The sustainability appraisal concludes that a new foodstore and small shops will together provide a considerable amount of jobs for unemployed people in the area and raise the area's profile as a district centre. These would be sustainably located and capable of serving the surrounding residents. The appraisal supports developing an independent character that will provide better economic prospects than the present niche for discount stores. In terms of mitigating impacts of development, the appraisal states the importance of ensuring the foodstore is not overly large as a wider catchment area could be unsustainable and create local traffic problems. It suggests agreeing with the foodstore operator to use local suppliers and services.

***AS2: Anglia Square retail development***

**The first phase of redevelopment of Anglia Square will include a foodstore with a maximum net convenience floorspace of 3,600 metres<sup>2</sup>.**

**Other retail development will include at least 25% of units below a threshold size of 200 metres<sup>2</sup>.**

**Local plan policy SHO11 will apply to retail frontages within the redeveloped area.**

- 5.2.11 The food store is expected to be on the west side of the new Anglia Square. It will be needed to provide good accessibility for bus users from the bus stops in Magdalen Street and the proposed interchange in Edward Street. It is important that its main frontage faces onto the new square to create local interest and vitality.
- 5.2.12 The size of the foodstore has been determined relating to the position of the large district centre in the defined hierarchy (adopted local plan, 2004) including the size of its catchment area to the north and also from the identified capacity for the Norwich urban area. The *Greater Norwich retail and town centres study* (August 2007) shows that there will be need for such a store in this area by 2011, but little need above that level until significantly later in the period. The study concludes that it should be part of the regeneration of Anglia Square.
- 5.2.13 The new shopping area needs to develop linkages with the other parts of the large district centre at Magdalen Street and St Augustine's Street. The policy requires some smaller units to be made available, amounting to 25 per cent of the total number of units, making it possible for existing traders to expand by moving into the redeveloped centre.
- 5.2.14 Policy AS3 deals with the design of the new square and its relationship to its surroundings. It needs to respect its surroundings far better than the monolithic structures that were built in the 1970s. In particular it should take account of the historic street pattern across the area and integrate with the historic buildings around it.
- 5.2.15 The sustainability appraisal comments that the provision of an enlarged open square will have direct sustainability benefits for health by enabling recreation activities and will, if well designed, promote sustainable transport and biodiversity. In terms of mitigation of potential impacts, the sustainability appraisal considers that the issue of land-take for open space, potentially reducing housing and employment development opportunities, can be addressed by good quality design, providing development at appropriate densities to allow provision of adequate open space. Good design can also ensure that anti-social behaviour issues are addressed.

### ***AS3: Anglia Square design***

**Anglia Square will be enlarged and/or replaced by a larger space as part of the redevelopment. The new square will be of a high design quality and will be a key element of the regeneration of the whole area. It will include:**

- **A new focal point for the redeveloped complex**
- **Appropriate pedestrian/cycle circulation routes to allow maximum permeability whilst avoiding pedestrian / cycle conflict**
- **A performance/ event space**
- **A space for open air stalls/ market**
- **A seating area/s**

5.2.16 It is important to design the new square so it can be used for a range of activities. Potential uses may include cultural events, exhibitions, performances, open air market stalls, and public art. The square will be primarily for use by pedestrians, and its design should therefore avoid conflict between pedestrians and cyclists. Access from the square to Magdalen Street will be improved through straightened, widened routes, which will improve accessibility, safety and views in the area.

5.2.17 Vehicle access to the redeveloped area of Anglia Square will need to be integrated with the proposals for St Augustine's Street and the gyratory system. Access for car parking and for service vehicles should be separated and the majority of vehicles entering the site should do so from the inner ring road.

5.2.18 A number of respondents to the public consultation on the Preferred Options report expressed a desire for the area action plan to radically address the negative effects of the severance caused by the Inner Ring Road at St Crispin's Road. Proposals such as re-routeing of the road or even rebuilding it at ground level, cannot form a part of the area action plan as there is no funding identified for such a proposal. However it is important that access proposals to the redeveloped Anglia Square in the short to medium term should not prejudice future options for altering or removing the inner ring road in the longer term, outside the plan period.

5.2.19 To promote sustainable access, no additional parking spaces should be provided through redevelopment. There will be fewer spaces available for commuters to the city centre. Therefore tariffs will be set to limit use of car parks for long stays and allow for short

and medium stays to support the centre. The developer will need to assess the balance between different types of parking and where these should be located and how they will be managed. Developers will be expected to achieve Parkmark standard or equivalent in the provision of new parking spaces.

- 5.2.20 The sustainability appraisal concludes that provision for car parking, servicing and access for pedestrians will contribute to a balanced and sustainable transport function. In terms of mitigation of impacts, it recommends that there should be no unnecessary increase in car parking, but that there may be a need for contract parking for those employed at Anglia Square who cannot access their jobs through sustainable transport.

#### ***AS4: Anglia Square access and parking***

**Vehicular access to the redeveloped area will be taken from the inner ring road and egress will be integrated with the proposed gyratory system. Servicing will be from the inner ring road, except for those premises on the northern frontage which will have specific rights to use Edward Street for servicing.**

**The planning application will be required to demonstrate how effective access and movement, especially by pedestrians and cyclists, will be maintained, so far as possible, during each phase of construction.**

**Replacement car parking will be provided without exceeding the number of spaces on the site at 2007. Any additional parking will only be justified by additional residential units over and above the numbers allocated in this plan (policy AS1). Each phase of development will need to show designated parking areas for different types of use and the management and controls that will apply to each of the following:**

- **overnight (residential parking)**
- **short stay with appropriate tariff controls to serve the large district centre effectively and control commuter parking (in line with local plan policy TRA21)**
- **medium stay parking to provide for leisure and community uses with tariff controls**
- **long stay parking to cater for businesses within the northern city centre area only.**

## Land west of Whitefriars

- 5.2.21 This is a strategic site in the northern city centre (see location plan at Figure 16). Smurfit Kappa occupy the major industrial site in the east of this area and at present are committed to continue to grow their business on the existing site. The site also includes the former Hi-Tech House (to the west of Blackfriars Street) which has recently been granted planning permission for offices and 10 dwellings.
- 5.2.22 Given the strategic significance of this site for the regeneration of the northern city centre, this plan considers potential future uses should the Smurfit eventually come forward for development. However the redevelopment of the site may take place in phases. Policy WW1 proposes a mix of uses including major office employment in large modern blocks, as replacement for the loss of existing employment, and significant residential development, with a minimum of 130 units. Office development here relates well to the Barrack Street/ Whitefriars site (the former Jarrold's Printing Works).
- 5.2.23 An important element of the proposed redevelopment is the multi-storey car park with access from St Crispin's Road to replace St Saviour's surface car park. This is consistent with the *Norwich area transportation strategy* and maintains the overall control of public parking levels in the city centre area. It will make it easier for drivers to park within the area action plan area without entering the city centre traffic circulation system (i.e. directly off the inner ring road) and remove the unsightly surface car park. The multi-storey car park should incorporate retail development at ground floor level to ensure street level vitality, and possibly office accommodation at upper levels.
- 5.2.24 The policy also proposes a new urban square with an arts and community focus at the heart of the new development, if and when the redevelopment of Smurfit Kappa takes place. Open space will also be provided on land to the east of St Saviours Church, once replacement parking has been provided. New pedestrian routes will be created by the redevelopment, particularly linking Magdalen Street to Whitefriars.
- 5.2.25 The sustainability appraisal considers that this redevelopment should help create sustainable communities as it is well located, provides a mix of dwellings and employment opportunities, and as such should help create a more mixed community. In terms of mitigation of impacts, the proportion of housing and commercial development must be well balanced, and the proportion of family housing adhered to.

### ***WW1: Land west of Whitefriars - mixed use redevelopment***

The site west of Whitefriars will be redeveloped for a mix of uses as follows:

- **employment use, particularly office (B1) use.**
- **housing development (minimum of 130 dwellings).**
- **retail uses adjacent to St Saviour's Church and Magdalen Street.**
- **open space on land to the east of St Saviours Church, once replacement parking has been provided.**
- **new pedestrian routes, particularly linking Magdalen Street to Whitefriars, and creation of an urban square.**
- **a new multi-storey car park to replace the existing St Saviour's car park, with access taken from St Crispins Road.**
- **replacement public conveniences will be provided.**
- **in addition the scheme will provide contributions towards improved community provision in the northern city centre, in accordance with area action plan policy LU4.**

5.2.26 The policy above allows for the redevelopment of the site in two phases if necessary. The city council anticipates that redevelopment will come forward in the plan period and the existing local plan policy EMP7 is no longer appropriate in the context of this area action plan.

### **St Mary's Works/ House**

5.2.27 The owner of this opportunity site has made clear his intention to bring it forward for redevelopment in the future. The main constraint is the locally listed former shoe factory building on Oak Street, which any scheme should conserve, at least in part. There are also important mediaeval churches adjacent to the site (St Martin at Oak and St Mary Coslany Church), which need to be respected in any redevelopment. See the location plan at Figure 17.

5.2.28 The site needs a comprehensive approach to:

- providing enhanced public spaces (including churchyards) and north-south links across the site,

landscaping St Marys' Plain as a square (in accordance with area action plan policy PR1)

- retaining as much of the locally listed St Mary's Works building as possible, based on an analysis of the historic and architectural significance of the building, the structural engineering constraints on conversion and the affordability of retention and conversion
- enhancing the setting of St Martin at Oak and St Mary's churches
- giving pedestrian and cyclists priority, whilst maintaining vehicular access.

5.2.29 In terms of the mix of uses, employment provision will be replaced on site as far as possible and housing development should also be included.

5.2.30 The inner ring road frontage of the site creates an environment which is not suitable for permanent residential occupation. Hotel and / or office development would be appropriate here and could create a strong frontage to the inner ring road in this prominent location. Office development is appropriate on the remainder of the north and east parts of the site with housing fronting Oak Street and St. Mary's Plain. Access to both hotel and commercial uses should be from St. Martin's Lane.

5.2.31 The inner ring road frontage is a suitable location for the taller buildings in the development, and would relate well to the buildings to the east and north east of the roundabout. Lower height buildings would be appropriate adjacent to the historic churches.

5.2.32 The north-south pedestrian route will link up areas to the south of the development with areas to the north via a new pedestrian crossing over the inner ring road. It will also enable better access from the residential areas in the south of the area to St Augustine's Street and the redeveloped Anglia Square.

5.2.33 The sustainability appraisal considers that this redevelopment should help create sustainable communities as it is well located, provides a mix of dwellings and employment opportunities, and as such should help create a more mixed community. In terms of mitigation of impacts, the proportion of housing and commercial development must be well balanced, and the proportion of family housing adhered to.

***SMW1: St Mary's Works - mixed use redevelopment***



**The site at St Mary's Works and St Mary's House is allocated for a comprehensive mixed use redevelopment to include offices, residential accommodation and a hotel.**

- **The locally listed St Mary's Works factory will be converted if feasible; at the least, the structurally stable parts of the façade of the locally listed frontage to Oak Street / St Mary's Plain will be retained as part of a redevelopment scheme.**
- **There will be a minimum of 40 dwellings of which at least 15 per cent will be designed as family units.**
- **Public open space in the form of a new square will be included in the scheme, and the existing churchyards will be enhanced.**
- **Pedestrian and cycle access through the area will be created by the design of routes between St Mary's Plain and St Crispins Road as green links.**
- **The redevelopment will respect the setting of St Martin at Oak and St Mary Coslany churches and create enhanced views of both buildings. The scale of buildings fronting onto St Martin's Lane and the two historic churches will be lower than those facing Duke Street and St Crispin's Road.**
- **The scheme will provide contributions to improved community provision in the northern city centre, in accordance with area action plan policy LU4.**

### **St Crispins Road/ Pitt Street**

- 5.2.34 Part of this site is allocated in the local plan as a mixed housing and commercial development. This plan adds the area at present occupied by Fitt Signs to the allocated site. The site as a whole is suitable for a comprehensive redevelopment scheme for a mix of housing and commercial uses. See location plan included as Figure 18.
- 5.2.35 The most appropriate location for commercial uses would be on the eastern side of the site adjacent to Pitt Street and St Crispin's roundabout; buildings here could be more substantial than the residential development to the west. Significant trees on site should be retained, and additional planting carried out, to provide a landscaped setting for the residential development.
- 5.2.36 The sustainability appraisal considers that this redevelopment should help create sustainable communities as it is well located, provides a mix of dwellings and employment opportunities, and as

such should help create a more mixed community. In terms of mitigation of impacts, the proportion of housing and commercial development must be well balanced, and the proportion of family housing adhered to.

***SC1: St Crispin's / Pitt Street - mixed use redevelopment***

**The site at St Crispins/ Pitt Street will be redeveloped for a mix of uses with residential use on the western part of the site and commercial uses facing Pitt Street and the St Crispins roundabout. Development on both main frontages will be set back to allow planting of street trees along the frontage. Residential development should be of a low scale adjacent to the single storey Malzy Court, rising in scale towards the eastern edge of the site. It will provide a minimum of 25 dwellings, of which 15 per cent will be designed for family occupation. In addition the scheme will provide contributions to improved community provision in the northern city centre, in accordance with area action plan policy LU4.**

- 5.2.37 The form of any redevelopment should avoid creating a narrow canyon on Pitt Street – hence the set-back from the street needs to be maximised on this frontage opposite the redeveloped Anglia Square.

**Beckham Place**

- 5.2.38 This opportunity site is currently occupied by small workshops and office buildings. It adjoins the residential home for the blind, run by the Norfolk and Norwich Association for the Blind, and is close to the EPIC studios on Magdalen Street. See location plan at Figure 19.
- 5.2.39 The site is proposed to be redeveloped for a mix of employment and housing or for housing only. It could provide a suitable location for small workshops and media units, sited on the eastern side of the site close to EPIC studios, and could also be used to relocate firms affected by other redevelopment schemes in the area. The site could also provide potential for medium density housing, including family housing. Access to the redeveloped site will be from the south through Edward Street
- 5.2.40 The sustainability appraisal considers that this redevelopment should help create sustainable communities as it is well located, provides a mix of dwellings and employment opportunities, and as such should help create a more mixed community. In terms of mitigation of impacts, the proportion of housing and commercial development must be well balanced, and the proportion of family housing adhered to.

***BP1: Beckham Place - mixed use redevelopment***

**The site at Beckham Place will be redeveloped for a mixture of small workshop/ business units and/or housing. The site will provide a minimum of 20 dwellings, with at least half as family housing. Access to the redevelopment site will be from Edward Street.**

#### **Land at Peacock Street**

- 5.2.32 This site lies just to the north of the inner ring road flyover and at the rear of shops on Magdalen Street (including Roys) - see location plan at Figure 20. The land is at present used as an open extension of the St Saviours Lane car park, reached by cars moving under the flyover. Its use as a car park would no longer be necessary if the proposals relating to the St Saviours Lane site are implemented (see policy WW1 above). The site could be appropriate for a number of uses, preferably related to the commercial and retail uses on Magdalen Street. It is not appropriate as a housing site because of the poor environment created by the proximity of the flyover and the blank elevation of Roys.
- 5.2.33 The site is a suitable location for small workshops to accommodate businesses growth or relocation, due to its proximity to the large district centre and the EPIC studios. Access would need to be off Peacock Street – a small residential street – and hence any proposal should only be for uses that would be consistent with its residential environment.

#### ***PS1: Peacock Street***

**The site at Peacock Street will be redeveloped for small business or service workshops, once replacement provision for the present car park use has been implemented. The hours of operation of the business units will be limited, to protect the amenity of adjoining residents.**

#### **The remainder of the core area**

- 5.2.34 Other redevelopment that may come forward in the remainder of the core area cannot be anticipated at this stage. Such redevelopment should relate closely to the objectives of this area action plan and should achieve a building form that relates well to the redevelopments proposed in this plan and to the wider built environment.
- 5.2.35 An area of additional open space is shown on the key proposals overview and proposals map, to the east of Edward Street (north). This is land currently used as a temporary carpark largely for commuter traffic. Once this use ceases it is proposed that the land be used for informal open space, which will enhance the setting of the new road. Landscaping of this space will be funded by the

S106 'pot' of contributions for public realm enhancements.

### 5.3 **Oak Street north area opportunity sites**

#### **The Talk Nightclub and adjacent warehouse building, 114 Oak Street**

5.3.1 This opportunity site lies in the main residential area towards the south western corner of this sub-area: see location plan at Figure 21. It would be suitable for a residential development, being largely surrounded by residential property now.

5.3.2 The sustainability appraisal considers this site to be in a sustainable location and that its accessibility will be further enhanced by the proposed green link.

#### ***OSN1: The Talk Nightclub Oak Street***

**The Talk Nightclub and adjacent warehouse site is allocated for a minimum of 40 dwellings, with at least half as family housing. It will provide a pedestrian/ cycle green link from Gildencroft Park to Oak Street.**

5.3.3 This site is suitable for family housing with some flats. As part of the redevelopment, pedestrian and cycle access, east-west along Jenkin's Lane to the south of the site will be improved, linking Oak Street with Gildencroft. Details of implementation of a scheme are provided in Chapter 6. The development should recreate street frontages to Oak Street and Chatham Street, as well as addressing Jenkin's Lane and the height of development should be appropriate to its surroundings, in accordance with area action plan policy TU2.

#### **Land at 123- 161 Oak Street (west side)**

5.3.3 This site is allocated for housing development in the adopted local plan (HOU12 A28 and A29). See location plan at Figure 22. This allocation is continued by this area action plan with an expectation that the site will provide mainly family housing. The sustainability appraisal considers the site to be in a sustainable location.

#### ***OSN2: Land at 123-161 Oak Street***

**The land at 123- 161 Oak Street will be redeveloped for housing in accordance with policy HOU12 of the local plan (allocations HOU12 A28, HOU12 A29). The development will:**

- **provide a minimum of 55 dwellings:**

- **include an extension to the riverside walk;**
- **be designed to enhance the setting of the Great Hall and City Wall;**
- **provide environmental improvements on Oak Street.**

5.3.4 This development scheme will include provision of a section of Riverside Walk which will link with a new pedestrian/cycle bridge to be provided across the river near the line of the City Wall (under area action plan policy MV1). The bridge will not be provided by the developer of this site - see Table 6 for implementation details. The new bridge is intended to link housing on the east side of the river with the woodland and open space on the west side. This will give much improved access to this key area of open land and to green links to the open countryside.

5.3.5 Development of this site should allow for a widening of the riverside walk within the site to provide a new pedestrian space facing onto the river. The height of development will be appropriate to its surroundings in accordance with area action plan policy TU2, with two- storey development facing Oak Street and three or four storeys adjacent to the river. This takes into account change in ground level. Street trees and environmental improvements will be provided by the developer for this part of Oak Street.

#### **Sussex House, St Martins at Oak Wall Lane**

5.3.6 This block is a fairly modern and undistinguished insert into a street of fine terraced houses. It is surrounded by residential use and has a good outlook to the north over the open space alongside the city wall. It is appropriate here to consider replacement with family housing. It is not allocated as such in the Local Plan, so this policy is additional to Local Plan allocations. The sustainability appraisal considers the site to be in a sustainable location. See Figure 23 for a site location plan.

#### **OSN3: Sussex House**

**The site of Sussex House will be redeveloped for housing (minimum 15 units). These should be smaller scale family housing designed for family occupation in accordance with policy LU3. The developers must provide a pedestrian route along St Martin at Oak Wall Lane to link to the open space to the north of the site.**

5.3.7 Vehicular access to the site would be from Sussex Street, with pedestrian access along St Martin at Oak Wall Lane which is the narrow lane running along the northern boundary of the site. This lane is not appropriate for vehicles accessing the site or neighbouring sites. As part of this scheme it could become an

important pedestrian route, as well as a link from the site to the adjacent green space. Development of two or three storeys would be appropriate. The wall that forms the northern boundary to the site should be largely retained.

#### **5.4 Northern sector area opportunities**

- 5.4.1 There are no significant opportunity sites identified in this area for likely redevelopment within the plan period. However an opportunity has arisen to greatly improve play provision in this sector based on the existing play area at Leonard Street (see site indicated in Figure 1 – Key Proposals overview) which is currently very underused due to its design and its location in relation to other development. Although another play facility exists at the Gildencroft to the west of Pitt Street and St Augustine's Street, it is important that the children living within the area of the proposed new traffic gyratory system have accessible opportunities for recreation which do not involve crossing the main road. The proposed redevelopment of Anglia Square is likely to result in family dwellings on land adjacent to the play area, and it is important that the design of that new development relates well to the play area.
- 5.4.2 It is proposed that the play area and adjoining land will be comprehensively redesigned through Section 106 contributions, to provide an enlarged play facility with good levels of supervision from surrounding properties, and with good pedestrian links to surrounding development and St Augustine's Street.

#### ***NS1: Leonard Street***

**The Leonard Street play area and adjoining sites will be comprehensively redesigned as an improved play area. The existing car parking will be retained but relocated to the northern part of the site. The play area will link with adjacent development and to St Augustine's Street.**

- 5.4.3 The other main changes likely to affect the northern sector are the effects of traffic changes in the area, including making Magpie Road one-way (eastbound) at its western end. This will, it is hoped, make the use of Magpie Road less attractive as a link road westbound from the eastern side of the city and encourage a reduction in traffic generally in that direction.
- 5.4.4 The change in land use policy (LU2) regarding shop units on Magdalen Street will assist its vitality as a specialist shopping street. The changes to traffic circulation proposed in MV1 should mean that pavements on St Augustine's Street can be widened to give an enhanced pedestrian environment for shoppers. This is a key improvement to the public realm of the area, which is a high

priority for implementation (see Chapter 6).

## **5.5 Wensum Northbank sub-area - opportunities**

- 5.5.1 The local plan included several small redevelopment sites within this area. Two of these sites are carried forward into this plan and one new site brought forward for development.

### **Friar's Quay / Colegate (formerly Wilsons Glaziers)**

- 5.5.2 This site was allocated for housing in the Local Plan, but no progress has been made in bringing this forward. See location plan at Figure 24. The site is just off Colegate, along Friars Quay, and is presently used for parking, presenting a poor appearance in this important historic street.

- 5.5.3 The site is now proposed for mixed use redevelopment for residential use with some commercial use at the northern end of the site, close to the Colegate frontage adjoining the Merchants pub. Residential development of 3-4 storeys would be appropriate on this site.

### ***WN1: Friar's Quay - mixed use development***

**The site at Friars Quay (Wilson's Glaziers) will be redeveloped for housing and employment. It will provide a minimum of 15 dwellings, and a commercial unit on the corner of Friar's Quay and Colegate.**

### **Bulsare Warehouse Site, Fishergate/Hansard Lane**

- 5.5.4 The former Bulsare warehouse site on Fishergate (see Figure 25) forms the eastern portion of a larger area originally allocated for housing development in the local plan under policy HOU12 C35, the greater part of which (the separate Old Millers' Wharf development adjoining) is now complete. Access alongside the site is taken from Hansard Lane, a surviving "wharf lane" which runs from Fishergate down to the river. The depth and linear orientation of the site and the need to respect the setting of St Edmunds Church adjoining will require a sensitive design approach and it is suggested that the site may be suitable for a mix of housing including some lower density family housing to complement the higher density housing developments recently completed in the Fishergate area.

### ***WN2: Bulsare Warehouse site***

**The former Bulsare warehouse site at Fishergate/Hansard**

**Lane will be redeveloped for housing, providing a minimum of 10 units. Development will also be expected to enhance the river approach along Hansard Lane, and respect the setting of the adjoining St Edmunds Church.**

### **Mary Chapman Court**

- 5.5.5 This site is currently occupied by student residences, used by the UEA. However, it is likely to come forward for redevelopment in the near future, as UEA stated it is surplus to its requirements. See location plan at Figure 26. It is proposed that this site will be redeveloped for housing in accordance with area action plan policy LU3. The redevelopment of this site should include improvements to the riverside walk, creating an amenity space to the riverside frontage as a key element of the design.

#### ***WN3: Mary Chapman Court***

**The site at Mary Chapman Court is allocated for housing development when the present use ceases. The development should front Duke Street and the riverside walk, creating a usable amenity open space on the river frontage. The site will achieve a minimum of 40 units, with a mixture of family housing and flats.**

## **5.6 Colegate Sub-Area**

- 5.6.1 The Colegate sub area is located between Fishergate in the east and Oak Street in the west (see figure 14). This sub-area is largely the same as the Colegate character area as shown in figure 4 with some exceptions (for example it excludes the St Mary's Works site). It includes the east west route of Colegate/Fishergate and parts of the main north south routes of St Georges Street (mainly pedestrians and cycles) and Magdalen Street (mainly buses), continuing the medieval street pattern of the older city centre streets. Duke Street, widened in the 1970s, is the main private vehicle route through the area.
- 5.6.2 The Colegate sub-area is characterised by:
- a mix of uses, including retail, residential, commercial and public buildings;
  - large numbers of (often restored) historic buildings, including churches and merchants' houses;
  - some remnants of the formerly tight street patterns with yards, interspersed with large factory buildings, now mainly converted to business uses;
  - an attractive environment, with many areas being largely car



free with further opportunities for environmental enhancement;

- some new infill development which generally fits in well with the historic environment.

5.6.3 The conservation area appraisal identified its historic character as being high, with a very high concentration of historic buildings and few negative features. The appraisal recommends a number of measures for the area including:

- design of new development should reinstate building lines and take its cue from traditional factory forms;
- public realm enhancement works on an area wide scale, including Colegate and Magdalen Street;
- traffic calming on Duke Street.

5.6.4 For this area action plan, the strategy is to promote redevelopment which takes account of its historic and industrial environment to provide a varied scale of new and converted buildings, promoting views within the city centre and reinstating the historic building lines where possible.

### **Colegate – Opportunities**

5.6.5 The area includes one housing allocation from the Replacement Local Plan (HOU8 C9), at Muspole Street. See location plan at Figure 27. The area action plan proposes that this site be developed for housing in accordance with the local plan, with an additional requirement to provide a new open space to the south of the site.

#### ***CG1: Muspole Street***

**The site at Muspole Street is allocated for housing development in accordance with local plan policy HOU8 C9. The site should be designed to include a mix of family housing and flats, with a minimum of 40 dwellings, and should include the conversion of the former shoe factory. The developer will fund enhanced landscaping to create a square with pedestrian priority between Muspole Street and St George's Plain.**

5.6.6 The site provides an opportunity for residential conversion, new build, and landscape improvements, to enhance the local historic/industrial environment. The street frontage should be recreated along the west side of Muspole Street, focusing views on to the tower of St Georges Church. Town houses and flats would be appropriate on the Muspole Street frontage, with new and converted flats to the rear. Two to three storey development would be appropriate in this location.

## **6. Moving on – implementation and monitoring**

### **6.1 Objectives**

6.1.1 The area action plan can only achieve its vision for the successful regeneration of the northern city centre through the effective implementation of its policies and proposals.

6.1.2 This chapter addresses the specific means by which implementation can be achieved. The implementation phase will be assisted by setting up structures and partnerships, where appropriate, to drive forward the policies and proposals identified in the plan. Consultation with key stakeholders, landowners and others during the preferred options stage has enabled further development of the commitments to implement the proposals of this area action plan. However, there remain risks that need to be considered (see section 6.4).

### **6.2 Overall responsibility**

6.2.1 Norwich City Council will coordinate action to implement this plan, setting up appropriate mechanisms and partnerships to deliver its objectives. These include partnerships with Norfolk County Council as the responsible highways authority, the Local Strategic Partnership, representing the wider Norwich community, and the East of England Development Agency through its support for regeneration initiatives and its funding support.

6.2.2 The city council will also monitor progress on the plan. Review and monitoring is an important element of evidence-based policy development and is a key factor of the “plan, monitor and manage” approach to plan making. Monitoring and review will enable early action to be taken to overcome any barriers to delivery of the Plan’s objectives, policies and proposals. The council will measure the performance of this area action plan against the targets, objectives and policies set out in this document as part of the *Annual monitoring report*. This will also propose potential measures that may need to be taken to address issues identified through the monitoring process. Monitoring of the Sustainability appraisal will also assess progress of the plan. See appendix 6 for list of indicators.

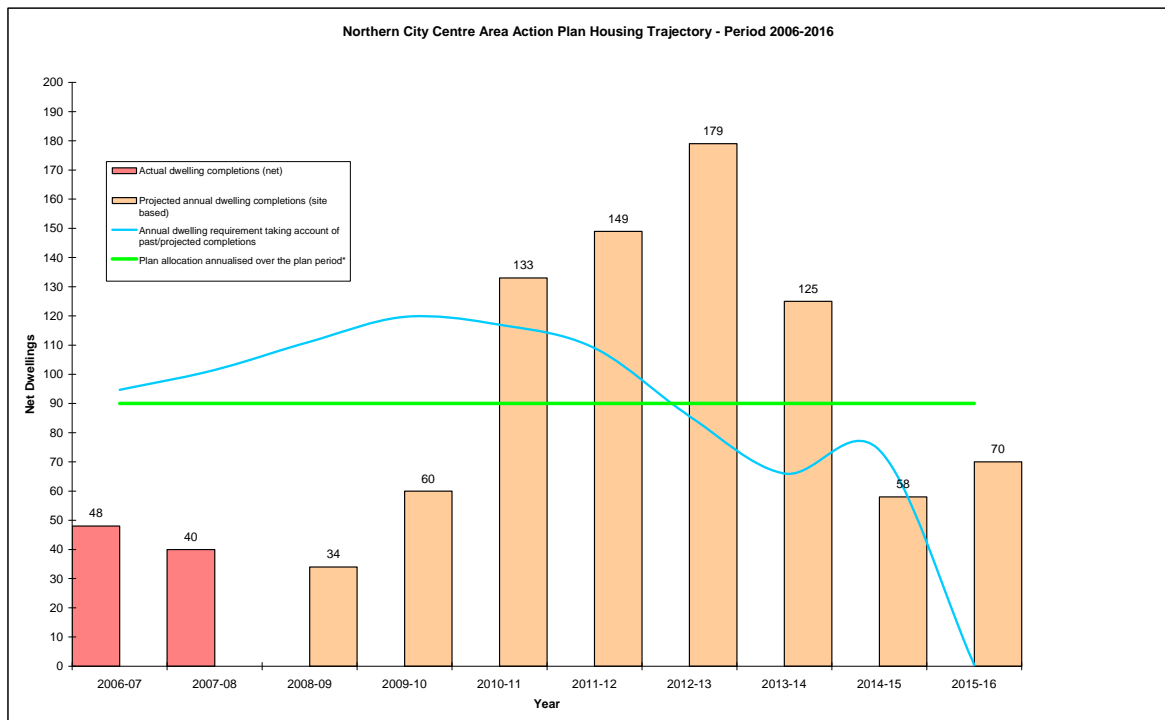
6.2.3 One of the key issues to be kept under review is the level of housing development delivered through the area action plan. The following table summarises the housing proposals of the area action plan. These targets reflect the present requirements of the Replacement local plan and its Affordable housing supplementary planning document (SPD). Any future revisions to that SPD will be

reflected in the affordable housing targets on individual sites when planning application are made..

**Table 10 Housing Proposals in the area action plan.**

<b>Policy Ref</b>	<b>Site Name</b>	<b>No of dwellings proposed</b>	<b>Affordable Housing target</b>
AS1	Anglia Square	250	75
WW1	West of Whitefriars	130	39
SMW1	St Mary's Works/ House	40	12
SCP1	St Crispins Road/ Pitt Street	25	7
BP1	Beckham Place	20	0
OSN1	The Talk / 114 Oak Street	40	12
OSN2	123-161 Oak Street	55	17
OSN3	Sussex House	15	0
WN1	Friars Quay / Colegate	15	0
WN2	Bulsare Warehouse	10	0
WN3	Mary Chapman Court	40	12
CG1	Muspole Street	40	12

6.2.4 A housing trajectory diagram showing the proposed rate of development in the plan area is attached at Table 11. The sites contributing to the housing trajectory comprise the opportunity sites allocated within this Plan, additional sites with permission at April 2008 and sites where the principle of development has been accepted by virtue of a previous Local Plan allocation. A full site list appears in Appendix 7. Each site has been individually assessed (with input from the development industry where available), to derive an informed assessment of when and where development is most likely to occur over the plan period and how each site will contribute to meeting the plan's expectation to deliver at least 900 new homes between 2006 and 2016. Table 11 shows that the rate of new housing development is likely to be relatively low in the northern city centre during the next couple of years but should take place at a higher rate from about 2010 onwards, before tailing off towards the end of the plan period.



**Table 11 Northern city centre area action plan Trajectory diagram**

6.2.5 In addition to monitoring the performance of individual policies and proposals in the area action plan, the council will review how the plan is performing against its vision and objectives, and measure its performance against sustainability objectives in order to ascertain its contribution to achieving sustainable development within the Northern city centre.

### **6.3 Responsibility for specific proposals**

- 6.3.1 This section develops a plan for each specific proposal, identifying who will be chiefly responsible for its implementation and any additional funding that needs to be sought and the relationships and timing of those proposals.
- 6.3.2 In the main, proposals are dependent upon private sector funding, in the form of contributions identified in Section 106 agreements through the delivery of redevelopment schemes. However, the city council is committed to pursuing any additional funding necessary to deliver the proposals of the plan, where this becomes apparent.
- 6.3.3 This implementation plan aims to standardise the approach to S.106 contributions, to ensure consistency between different developments as to what they can be expected to fund.
- 6.3.4 The improvements required to the public realm throughout the northern city centre are extensive and will require considerable further work to assess feasibility and the optimal means and timing of implementation. It is therefore intended to set up a capital fund for northern city centre public realm improvements, as already referred to in section 4.5 above. This fund will be a means of using pooled S.106 contributions from the developments in the area, together with capital grants from the city council's capital programme and external sources such as New Growth Points funding. The fund will contribute to the improvement of the green infrastructure and open space of the northern city centre.

**TABLE 12 IMPLEMENTATION SCHEDULE**

<b>Policy / Para ref</b>	<b>Policy/ Proposal</b>	<b>Priority</b>	<b>Responsibility for Implementing</b>	<b>Linkages/ Dependencies</b>	<b>Targets for Delivery</b>
<b>LU1</b>	Mixed use development	general	Local Planning Authority (City Council); private developers; economic development agencies	Indirect; implementation depends on the market for such uses.	Throughout period 2006-2016
<b>LU2</b>	Principle of shopping development; change of use.	2	Local Planning Authority (City Council); economic development agencies	Indirect: dependent upon market for small shops being buoyant – need to monitor	Throughout period 2006-2016
<b>LU3</b>	Residential development	1	Private developers; Local Planning Authority (City Council)	Linkage to scale/ height of development;  Dependency on market for general and family housing being buoyant in the area.	Throughout period 2006-2016
<b>LU4</b>	Improved community facilities	1	Private developers; Local Planning Authority (City Council)	Dependent on collecting moneys from other developments and management arrangements.	Throughout period 2006-2016
<b>4.3.13</b>	Affordable housing provision within development	1	Developers, City Council (planning and housing authority).	Question of viability to be tested; requirement will be linked to any changes in new guidance in preparation	Throughout plan period 2006-2016
<b>4.3.18</b>	Detailed lighting and surveillance schemes	2	Private Developers, Norfolk Police Authority, Norwich City Council (Local Planning Authority; Economic Development Unit)	Submission with applications;  possible external funding for CCTV cameras	Throughout period 2006-2016
<b>MV1</b>	New gyratory system for traffic circulation	1	Norfolk County Council/ Norwich City Council	Dependent on Anglia Square redevelopment receiving planning permission and being implemented (agreement with landowners regarding land transfer is part of that process); otherwise may require CPO.	Implementation in 2008/9 (funding secured through New Growth Points)
<b>MV1</b>	Environmental improvements in St Augustines Street	1	Norfolk County Council/ Norwich City Council	As above - dependent on traffic gyratory scheme going ahead.	Implementation with the road scheme in 2008/9
<b>4.4.10</b>	Monitoring and possible traffic management measure as mitigation for any negative effects of scheme	3	Norfolk County Council/ City Council	Monitoring needs to be systematically reported.	Depends on monitoring of impacts.

<b>4.4.7</b>	Public transport routeing proposals	2	Bus operator; Norfolk County Council	Depends on revised route being made safe and practical	Scheme not delayed additionally by this factor
<b>MV1</b>	New surface crossing of Inner Ring Road	1	Private developer (funding); Norfolk County Council	Dependent on sufficient space for central refuge in carriageway.	Implementation with Anglia Square development (i.e. 2009)
<b>MV1</b>	Enhanced pedestrian crossing, Pitt Street	2	Norwich City Council; Norfolk County Council	Dependent on form of redevelopment Phase 1 of Anglia Square.	Implementation with Anglia Square Phase 1, 2009
<b>MV1</b>	Enhanced pedestrian crossing, Aylsham Road	1	Norfolk County Council	Dependent on inclusion in design of gyratory system	Implementation 2008/9
<b>MV1</b>	Enhanced pedestrian crossing, Edward Street	1	Norfolk County Council; private developer	Dependent on inclusion in design of gyratory system	Implementation 2009
<b>MV1</b>	Enhanced pedestrian crossing, Magdalen Street (flyover)	1	Norfolk County Council; private developer	Dependent on inclusion in planning requirement for Anglia Square	Implementation 2009
<b>MV1</b>	Enhanced pedestrian crossing, Whitefriars	2	Norfolk County Council; private developer	Dependent on inclusion in planning requirement for the West of Whitefriars site	Implementation 2012
<b>MV1</b>	Bus interchange at Edward Street	2	Private developer; bus operator; Norfolk County Council	Dependent on design of gyratory system and adequate pedestrian access through the redevelopment of Anglia Square, Phase 1	Implementation 2009
<b>MV1</b>	North-south pedestrian route	1	Local planning authority; developers; Norfolk County Council	Implementation of schemes on route; design of proposals	Full route implemented by 2011
<b>MV1</b>	East-west pedestrian route	2	Local planning authority; developers; Norfolk County Council	Implementation of schemes on route; design of proposals	Full route implemented by 2015
<b>4.5.11</b>	Riverside Walk completion	2	Local planning authority; Environment Agency; developers and owners	Form of proposals and implementation	Completed through this area by 2012
<b>PR1</b>	New square – Playhouse, St Georges Street	1	City Council; Norfolk County Council	Grant has been confirmed and work underway.	Completed by 2008/9 - on target

<b>PR1</b>	St Mary's Plain – improved public space	2	Developer; Local planning authority	Form of development; legal issues re use of churchyard	Completed by 2013
<b>PR1</b>	Anglia Square public space	1	Developer	Dependent on development being implemented	Completed by 2009
<b>PR1</b>	New square as part of Whitefriars development	3	Landowners; Local planning authority	Form of development	Completed by 2015
<b>PR1</b>	New square between Muspole St & St George's Plain	2	Norfolk County Council; City Council; land owner	Form of development	Completed by 2009
<b>PR2</b>	Improvement of land under the Flyover, Magdalen Street	2	Norfolk County Council; Norwich City Council	Dependent on developer interest and securing funding	Completed by 2012
<b>TU1</b>	Enhancement of the historic environment, and re-establishment of historic street pattern.	1	Private developer (s); Local Planning Authority		Throughout period 2006-2016
<b>4.6.11</b>	The preservation, enhancement and interpretation of the City Wall	1	Private developer (s); Norwich City Council (Local Planning Authority, Asset and City Management, Transportation and Landscape); English Heritage	Relationship of development site to City Wall; funding	Throughout period 2006-2016
<b>TU2</b>	Retention and creation of key views. Siting of new landmark buildings.	1	Private developer (s); Local Planning Authority		Throughout period 2006-2016
<b>ENV1</b>	Climate change mitigation and adaptation	1	Private developer; Norwich City Council	All developments over threshold to provide sustainable energy sources. Could include a CHP network extended to serve neighbouring existing and future developments through an ESCO (Energy Service Company)	Implementation throughout 2006-16
<b>AS1</b>	Comprehensive scheme for Anglia Square including 250 residential units	1	Private developers	Realistic phasing plan; dependent on market for housing and retail	Implementation 2009
<b>AS2</b>	Foodstore – larger than Budgens and with strong accessibility	1	Private developers; foodstore operator.	Form of development and car parking available	Implementation 2010



<b>AS2</b>	Inclusion of small retail units (25%)	2	Private developer; local planning authority	Depends on market opportunities for small independent shops	Implementation 2009 (first phase)
<b>AS3</b>	Anglia Square open space	1	Developer; operator (maintenance); local planning authority	Dependent on scheme being implemented; and on use of the space as envisaged in policy.	2009
<b>AS4</b>	Replacement car parking	1	Private developer; commercial occupiers; local planning authority	Depends on marketing successfully on the basis of current policy re parking spaces	Implementation throughout period (2006-2016)
<b>AS4</b>	Integrated access proposals with new gyratory system	1	Private developer; Norwich City Council; Norfolk County Council	At planning stage	Agreed system by submission of application
<b>WW1</b>	Inclusion of significant office element in scheme (west of Whitefriars)	1	Private developer; commercial occupiers; local planning authority	Dependency upon market for office units.	Implementation 2012
<b>WW1</b>	Residential development and open space in remainder	2	Private developer; local planning authority	Dependency upon market for flats	Implementation 2012
<b>WW1</b>	New multi-storey car park connected to Inner Ring Road	1	Private developer; Norfolk County Council (highway authority).	Linked to future for the Inner Ring Road flyover.	Implementation 2012
<b>WW1</b>	Provision of open space to east of St Saviour's Church	3	Private developer; Norwich City Council (open space maintenance)	Dependency upon other aspects of design of site.	Implementation 2014
<b>WW1</b>	Optional development of Hi Tech House only	3	Private developer; Norwich City Council as planning authority	Ensure that this element of the scheme can go ahead without decision on any move by Smurfit Kappa.	Implementation by 2010
<b>SMW1</b>	Comprehensive mixed use scheme	1	Private developer	Requires that occupiers can be satisfactorily relocated.	Implementation 2012
<b>SMW1</b>	Primary office development	1	Private developer; local planning authority	Dependency upon market for office units	Implementation 2012
<b>SMW1</b>	Housing in remainder including 15% family housing	2	Private developer; local planning authority	Dependency upon market for flats	Implementation 2012
<b>SMW1</b>	Pedestrian and cycle access routes	3	Private developer; local planning authority		Implementation by 2014

<b>SC1</b>	St Crispins/ Pitt Street mixed use development	2	Mixed housing and commercial	Dependent on landowners to enable the scheme	Implementation by 2012
<b>BP1</b>	Beckham Place mixed use development scheme potentially to include workshops and housing	2	Private developer; Norwich City Council (local planning authority and economic development unit)	Measures to enable scheme, including potential grant for business transfer.	Implementation by 2012
<b>PS1</b>	Peacock Street – site for small businesses or workshops	3	City Council (owner)	Dependent on alternative proposals for car parking	Implementation by 2015
<b>OSN1</b>	The Talk: development scheme for housing with pedestrian links	2	Private developer/ RSL; local planning authority	Dependent on local housing market	Implementation by 2010
<b>OSN2</b>	123-161 Oak Street: housing development and provision of Riverside Walk	2	Private developer(s); Norwich City Council (maintenance of riverside walk)	Dependent on local housing market: Coordination of delivery and take over of responsibility for Riverside Walk by City Council	Implementation by 2014
<b>OSN3</b>	Housing development at Sussex House site	2	Private developer; Norwich Union	Dependent on future NU demand for offices here.	Implementation by 2012
<b>NS1</b>	Improvements to Leonard Street Play area	1	Norwich City Council; developers (s.106 contributions for play)	Design dependent should reflect that of family housing area of Anglia Square development (& vice versa).	Implementation by 2010
<b>WN1</b>	Friar's Quay Colegate	2	Norwich City Council; private owner; tenants of Merchants Court	Negotiation re present use for parking and future development	Implementation by 2016
<b>WN2</b>	Former Bulsare Warehouse, Fishergate	3	Private developer	Awaiting formal planning application	Implementation by 2014
<b>WN3</b>	Mary Chapman Court	1	City Council as owner and planning authority; UEA as lessee; Housing Association or other developer	Renegotiation of lease to UEA; consideration of form of development and relation to adjoining sites	Implementation by 2012
<b>5.6.3</b>	Duke Street – traffic calming measures	3	Norwich City Council/ Norfolk County Council	Dependent on other traffic measures and programme for city centre enhancements	Implementation by 2012
<b>CG1</b>	Muspole Street – mixed use development	2	Private owner; Norwich City Council as planning authority	Dependent on move of Hadley and Ottaway (current occupant)	Implementation by 2012

## **APPENDIX 1**

### **SUMMARY OF SUSTAINABILITY APPRAISAL**

The Sustainability Appraisal (SA) Report of the Norwich *Northern city centre area action plan* accompanies this plan. Sustainability Appraisal is a legal requirement and its role is to evaluate the social, economic and environmental impacts of the policies within the area action plan and to assess the contribution that the plan is likely to make to sustainable development in the area. The SA process runs in parallel with the production of the main plan and the results of the SA have informed the plan throughout.

The main three stages of producing the Sustainability Appraisal Report are summarised as follows:

- The Issues and Options report of the area action plan was accompanied by a SA Scoping Report;
- The Preferred Options report was accompanied by the draft SA report;
- This submission version of the area action plan is accompanied by the final SA Report.

#### **Background evidence and SA process**

The SA Scoping Report provided background evidence and contained data on the character of the area, such as population growth. A summary of the baseline information is available in Appendix 3 of this report. Generally the baseline information shows the area to be one which has suffered from decline in the past, but which has recently started to improve in many ways and has the potential to improve further in the future. The SA Scoping Report also scoped European, National, Regional and Local documents to inform the content of the SA and the area action plan.

At the Preferred Options stage, the SA evaluated the various options put forward at the Issues and Options stage, to identify their likely sustainability outcomes in terms of environmental, social and economic effects. The assessments played an important role in choosing the Preferred Options and these too were appraised. Appendix 5 of the Preferred Options Report summarised some of these choices that led to the selection of the Preferred Options policies. The SA also assessed the additional sites identified in the Preferred Options report, some of which were not included in the Issues and Options report, but had been suggested through consultation.

To inform this submission stage, each of the policies has been appraised to assess their likely sustainability outcomes. In general the SA demonstrates that the plan should be successful in promoting sustainable outcomes in the area. Nevertheless in some cases, as in any plan, there is a need to accept that there has to be trade offs between different sustainability objectives. Where necessary mitigation measures have been identified. The conclusions from the SA and the mitigation measures are set out in the SA report. The

table below looks at the sustainability objectives and compares the present situation with the anticipated future trend that should result from the plan.

**Present and anticipated future sustainability trends resulting from the area action plan**

Sustainability Objective	Present situation/ trend	Anticipated future trends resulting from the plan
<b>Social Objectives</b>		
1. To provide everyone with the opportunity to live in a decent home	Homelessness in the area is high but has started to reduce significantly. There are more unfit homes than average. House building rates (including affordable housing) have been high in recent years.	High levels of house building (mix of type and tenure) will result in a smaller proportion of homelessness. Policy has no influence on existing housing stock but it can ensure that new affordable housing is built to high standards.
2. To create a balanced, mixed community.	Affordable house building in the area is high; however house prices have risen significantly. The majority of dwelling completions have been flats and there are few houses to meet the needs of families, resulting in a lack of mixed communities.	A mixture of housing types e.g. flats and family housing and market and affordable will help create a mixed community. The provision of multi functional community facilities will assist in bringing the community together.
3. To reduce poverty and social exclusion	The Index of Multiple Deprivation 2007 shows the area to be deprived, particularly the north part. The young and old are particularly deprived.	Decent homes, employment opportunities and community facilities can reduce poverty and social exclusion.
4. To improve the health of the population overall	In terms of health and disability this area is among the worst in Norfolk and the East of England. Ill health, disability and premature death rates are high. Life expectancy is however rising. Access to local health facilities is good, but access to the hospital is more difficult.	In the long term the plan should enable more physical activity and therefore promote healthier lifestyles and decent homes will improve health. .
5. To improve the education and skills of the population overall	There is a geographical variation in the overall level of qualifications of people in the area. In the south where there are many further education students, the levels of qualification are above Norwich's average. For the city as a whole overall school leaving qualifications is below the national average.	The direct impact of this plan is uncertain; however providing opportunities such as cultural and educational facilities may have a positive influence as will new employment uses offering training and apprenticeships.

6. To ensure that key services and facilities are safely accessible locally	Access to facilities is generally good; however there is no local supermarket. Access to the hospital and further education facilities is difficult and there are physical and psychological barriers to walking in the area due to pollution, busy roads and the perception of danger of accidents.	In the long term the range and quality of services and facilities will be improved, the supermarket will be replaced and improvements to the road, cycle and footpath network will mean it is easier for people to get around.
7. To reduce anti-social activity	Crime is a serious issue in the area especially in the north and anti social behaviour is a problem. Data for the city as a whole on perceptions of crime after dark is better than for many comparator cities.	Redevelopment of the area should help to address the current high levels of anti-social activity. This is dependant upon good design and a high level of natural surveillance in the area. Leisure and community facilities should also help reduce anti-social behaviour.
8. To create greater community cohesion and promote the local area through community based projects	In Norwich the majority of people feel that community activities in their area have improved or stayed the same in the last 3 years although it is lower than the majority of comparator cities. Turnout for local elections is relatively low in the area. The number of reported incidents of racial crime, although at the national average, has risen in recent years.	New community and educational facilities will help bring the community together. This assumes that it is provided early on in the development.
9. To offer everybody the opportunity for rewarding and satisfying employment	Unemployment in the area is twice the city average. The Employment Deprivation indicator measures unemployment, people receiving long term benefits who are unable to work and people in training. It shows that the area suffers from employment deprivation with the north being worse than the south. Incomes are also very low compared with the national average.	New offices, workshops, retail and leisure development will provide a significant number of new employment opportunities for both skilled and unskilled workers. Restaurants and bars will provide an additional source of part time and evening jobs.
10. To improve accessibility, particularly for those most in need	The cost of public transport has recently increased rapidly. The Outdoor Living Environment indicator which is based on air quality and accidents shows the area to be considerably worse than the national average which indicates that access is difficult, particularly for those with mobility difficulties.	A mix of uses and having more facilities in the area will help to improve access to services for those in need. Redevelopment will assist accessibility by making movement around the area easier for pedestrians. This plan is unable to have an impact upon the cost of public transport in the area.
11. To improve access to cultural activities	Access to cultural activities is relatively good. There is a cinema, theatre and arts centre in the area and good access to facilities in the city centre. Due to the historic nature of the area, there is potential for this area to become a cultural hub.	Cultural and employment uses, related to cultural activities, will be promoted as part of this plan and therefore should help further build on the existing cultural strength of the area.

Environmental Objectives		
12. To reduce the effect of transport on the environment and to promote modal shift	The area currently experiences major transport problems resulting from high levels of through traffic. The main issues are the inner ring road, poor pedestrian and cycle routes to and through the area, pedestrian/bus conflict in Magdalen Street, air pollution in St Augustine's Street and the quality of local car parking facilities. Present patterns of movement by local residents are relatively sustainable and there has been a growth in bus use, walking and cycling in recent years. The high density development that the area has recently experienced promotes sustainable transport modes and reduces the need for housing development in less sustainable locations.	Mixed use development with various facilities and services near to residential units will reduce the need to travel. Regeneration will create a more pleasant environment for walking and cycling which should in turn encourage people to use alternative modes of transport.
13. To maintain and enhance biodiversity	Currently assumed to be poor. In urban areas there is a need to promote open spaces to benefit wildlife, ensure new development provides green links and ensure that all development takes account of any protected species and habitats.	Proposals to provide better open space and green links will help enhance biodiversity.
14. To enhance the appearance and quality of the townscape	The area presently suffers from having large areas of derelict and degraded land which seriously affects the appearance and quality of the townscape. Sustainable use of this land is a key issue. Police anti-social behaviour statistics and local consultation show local management issues such as litter and poor quality street furniture to be an important issue in the area.	Redevelopment of derelict sites will significantly improve the appearance of the area as will having new squares and links. This assumes that new development respects the surroundings, is appropriately designed and well landscaped.
15. To conserve and enhance the historic environment	The area is rich historically, and has benefited from an ongoing programme of improvements to historic buildings. The historic environment should be a key element of redevelopment and therefore the recently completed Conservation Area Appraisal must be an essential reference document.	The impact on the historic environment will depend on the design of schemes in relation to the surrounding townscape and views.

16. To reduce contributions to climate change	CO2 emissions in Norwich are low in comparison with other districts in the East of England, reflecting the sustainability of high density development with easy access to services. Thermal efficiency of the council owned housing stock gives a generally positive picture. However, ecological footprint data is used to give a sustainability overview and is not positive.	A comprehensive redevelopment allows for the use of sustainable sources of energy to serve the development and potentially with the capacity to service other developments and the construction of sustainably designed buildings. Reducing the need to travel will also contribute towards reducing CO2 emissions.
17. To avoid, reduce and manage flood risk	No developments have been granted permission recently against Environment Agency advice.	The Environment Agency will be asked to comment on any application within flood zone 2 so this trend should continue.
18. To provide for sustainable sources of water supply and improve water quality	Present trends for water usage in Norwich are relatively good, The biological quality of the water in Norwich's rivers is very good but the chemical quality has recently worsened to below national average.	Development in the area should incorporate SUDS and ensure that pollutants do not enter water courses. New development should be water efficient and measures should be taken to improve the water efficiency of existing development.
19. To minimise the production of waste	Within Norwich overall waste produced is less than the national average per capita and started to decrease in 05/06. Recycling rates are rapidly improving.	Impact of plan uncertain.
<b>Economic Objectives</b>		
20. To enhance the image of the area as a business location and encourage investment and economic growth	Within Norwich local business growth shows a positive trend in recent years although locally, the situation is less positive, as there have been high office vacancy rates over a number of years.	A long period of redevelopment may affect the viability of small businesses in the short to medium term; however in the long term a more attractive environment will promote employment, investment and economic growth.
21. To reduce economic disparities within the area	Income in both the north and south of the area is lower than national average. There is a need to raise incomes in both parts of the plan area, but most particularly in the north.	More employment opportunities and improved facilities will help reduce economic disparity in the area.
22. To improve the social and environmental performance of the economy	At present there is no data available on the environmental performance of the economy. Data on "Businesses recognised as Investors in People" as a measure of the social performance of the economy shows potential for growth in this field.	Where possible sustainable sources of energy will be used to serve business, retail and leisure units.

## **Summary**

The plan promotes the three key elements of sustainable development: the

environmental, social and economic aspects. However there are some issues in which trade offs have to be made; for example, whilst high density development supports services and good quality public transport systems (thus reducing the need to travel and reducing CO2 emissions), it is also important to provide sufficient family housing locally with gardens. These will help to create a mixed community and will promote a more biodiverse environment locally, better adapted to climate change. The plan therefore provides for higher density, mixed use development in the most accessible location e.g. Anglia Square and for lower density family housing in areas such as Oak Street.

Most of the potential negative impacts associated with individual policies are mitigated by other policies in the area action plan. Many policies will have synergistic effects, that is they will work together to create improved environmental, social and economic results for the area. For example, improving the pedestrian/cycling environment will reduce CO2 emissions and will have a number of other positive knock on effects. These include encouraging more active lifestyles, which should improve health, and promoting local businesses by creating a more attractive shopping environment in which people will wish to stay longer.



## **APPENDIX 2 – CHANGES TO LOCAL PLAN**

The following are identified as changes to the Local Plan policies and their representation on the Proposals Map. The Local Plan remains the adopted development plan for this area and is to be read with the area action plan. .

<b>CHANGES TO LOCAL PLAN AS A RESULT OF THIS AREA ACTION PLAN</b>			
<b>Policy</b>	<b>Subject</b>	<b>Change to Policy</b>	<b>Change to representation on Proposals Map</b>
NE1	River Valley	-	Minor changes where development affects boundary in NCC area.
Former policy EP11  (superseded by PPS 25)	Functional Floodplain	-	Change to reflect latest definition of functional floodplain in NCC area to reflect new definition in PPS 25. (Zone 3B)
EP12/EP13	Other Areas at Risk of Flooding	-	Change to reflect latest definition of 1:1000) year flood risk zone and PPS 25 (Zones 3A and 2)
EMP7	Single Employer Sites	Delete reference to 'Smurfit Sheetfeeding, Whitefriars [EMP 7.4]'	Delete site identified as EMP7.4
EMP16	Office Development	Delete reference under clause (ii) to 'Botolph Street/ Pitt Street [EMP16.1]'	Delete site identified as EMP16.1
TVA4	Tourism and Visitor Attraction Area	-	Extend area to include part of Anglia Square, St Mary's Works and West of Whitefriars sites.
SHO5	Retail Development at Anglia Square	Delete policy	Delete retail development area at Anglia Square
SHO11	Large District Centre – changes of use	-	Amend the boundary of the Large District Centre to add the

			area of retail development now proposed. Add new retail frontage zones within this area
HOU8	Housing Commitments	Delete site referred to as 'Muspole Street [HOU8 C9]'	Delete site from Proposals Map under this notation ( <del>see HOU9</del> )
HOU12	Housing Allocations-Other	Delete the following references :  'Unicorn Yard/ New Mills Yard [HOU12 A25]'  'Friar's Quay / Colegate (Former Wilson's Glazier's [HOU12 A19]'	Amend boundary of site 'Fishergate/ Hansard Lane [HOU12 C35]'  Delete site HOU12 A25
AEC1	Arts and Entertainment	-	Amend boundary of the Leisure Area to include additional sites in NCC area.
TRA15	Strategic cycle network	-	Delete part of strategic cycle network on Edward Street (relates to gyratory proposals)
TRA18	Major Road Network		Add gyratory loop to the network – i.e. Magpie Road, Edward Street, proposed Link Road.
CC6	Large District Centre	Delete Policy	-
CC7	Redevelopment of Anglia Square	Delete Policy	Remove Anglia Square from notation of 'Major Mixed Use Development' on the Proposals Map.

## APPENDIX 3

### SUMMARY OF BASELINE INFORMATION

#### 1. Introduction

This annex summarises a range of baseline information for the North city centre Area to define its characteristics and problems, and forms the context for the production of the area action plan. It is published in full in the Sustainability Appraisal.

It sets out factual evidence, in the form of an audit of the area's physical characteristics, constraints and socio-economic trends. This information is then analysed to assess whether the identified issues, vision and objectives are still relevant to the northern city centre.

#### 2. Socio-Economic Characteristics

The northern city centre falls within the Mancroft ward, which extends over the whole of the city centre and some adjoining areas. This affects some of the data, as this area is not typical of the whole city centre.

##### Population

The northern city centre's population has increased significantly over recent years. It increased from 1826 in the 1991 census to 2363 in the 2001 census, an increase of 29.4%.

This compares to an increase in the population of Mancroft ward of 4.5% over the same period and a decrease in the total number of residents in Norwich as a whole of 2.1%.

This population growth is largely due to a number of residential developments, many on brownfield sites, including a large number of high quality, high density developments along the river.

##### Age Structure

The northern city centre's age structure is fairly similar to that of Mancroft ward as a whole, but varies from that for Norwich and Norfolk in 3 main respects (see figure A1 and table A1 below):

- The northern City centre has a smaller than average proportion of children (0-19 year olds) at 14.9% compared with 22.9% for Norwich and 22.7% for Norfolk;
- The proportion of young adults (aged 20-29) is higher in northern city centre at 25.3% compared with 18.4% for Norwich and 10.8% for Norfolk.

- The proportion of people older than 74 is larger - at 12.1% in the northern city centre - than for Norwich as a whole (8.7%).

This data suggests that there are relatively few families in the area. The larger proportion of young people may be explained by the availability of relatively low cost accommodation and proximity to the city centre.

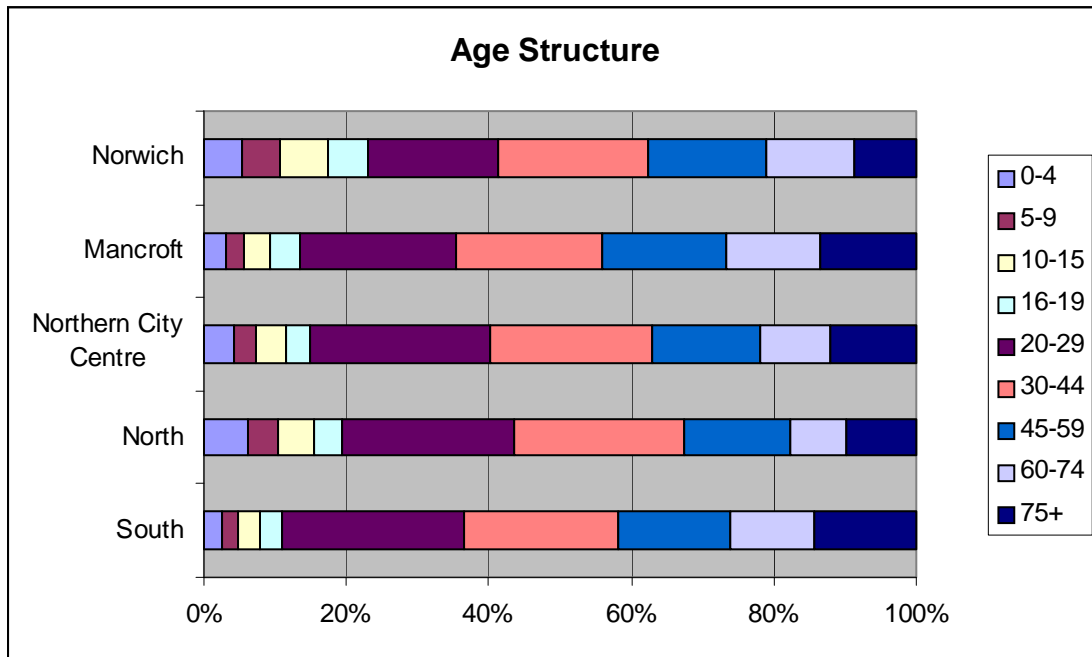


Figure A1: Age Structure (Source: Census 2001)

Figure A1 and table A1 show that there is a clear distinction in the age profile of the North and the South of the area. Even though the northern city centre overall has a lower percentage of children than Norwich, this is not the case for the northern part of the area.

On the other hand, the percentage of elderly people (60+) is higher in the southern part of the area. This figure (26.2%) is higher than that for Norwich as a whole (21%) and higher than the northern part of the area (17.7%).

	Norwich	Mancroft	Northern city centre	North	South
0-4	5.2	3.2	4.3	6.3	2.6
5-9	5.4	2.5	3.0	4.1	2.1
10-15	6.7	3.7	4.1	5.0	3.2
16-19	5.6	4.1	3.5	3.9	3.0
20-29	18.4	22.0	25.3	24.3	25.6
30-44	21.0	20.5	22.6	23.9	21.6

45-59	16.6	17.4	15.2	14.9	15.7
60-74	12.3	13.1	9.8	7.9	11.9
75+	8.7	13.6	12.1	9.8	14.3
Total	100	100	100	100	100

Table A1: Age structure (Source: Census 2001)

### Household size

According to the census 2001, the average household size in the northern city centre is 1.63, which is similar to Mancroft ward, but lower than the average household size in Norwich (2.15).

This can be explained in part by the relatively high percentage of one-person households in the northern city centre at 54%, (again similar to the figure for Mancroft ward) compared with the Norwich figures (37%).

The percentage of one-person pensioner households in northern city centre (19.5%) is higher than the average for Norwich (15.9%) although lower than for Mancroft ward as a whole (22.6%).

### Ethnicity

Table A2 shows that there are no large differences between Norwich and northern city centre in the ethnic build-up of the population.

	Norwich	Northern city centre
White British	93.5%	91.2%
White Irish	0.7%	1.2%
Other White	2.7%	4.2%
Mixed Groups	1.1%	1.4%
Asian or Asian British	0.9%	1.1%
Black or Black British	0.4%	0.0%
Chinese or Other	0.9%	1.0%

Table A2 – Ethnic group as percentage of population (Census 2001)

### General Health

The percentage of people in this area stating in the 2001 Census that their health was not good was 13.2%, which is higher than the overall percentage for Norwich (9.8%) although lower than for Mancroft ward (15.4%).

In the 2001 census over a quarter (25.4%) of northern city centre residents indicate that they have a limiting long-term illness, which is higher than the average for Norwich at 19.4%, although lower than for Mancroft ward, at

28.6%.

This could be related to the larger percentage of elderly people living in the area. As is stated above, more people aged 60+ live in the southern part of the area.

### Economic Activity

The northern city centre had a high percentage of unemployment in 2001, 7.4%, compared to other areas in the city. Mancroft ward had the highest percentage of unemployment of all wards (6.7%), while Norwich's unemployment rate was 4.1%. (Census, 2001). While unemployment has changed over time, the relative levels of unemployment in different areas has broadly remained similar.

A distinction in economic terms can be made between the northern and southern part of the NCC area, (the inner ring road serving as the boundary). The percentage of working age residents claiming benefits in the southern part is significantly lower at 3.9% than in the northern part (7.8%). This serves as an indication that, in general, the area north of the Inner Ring Road is more deprived than the southern half.

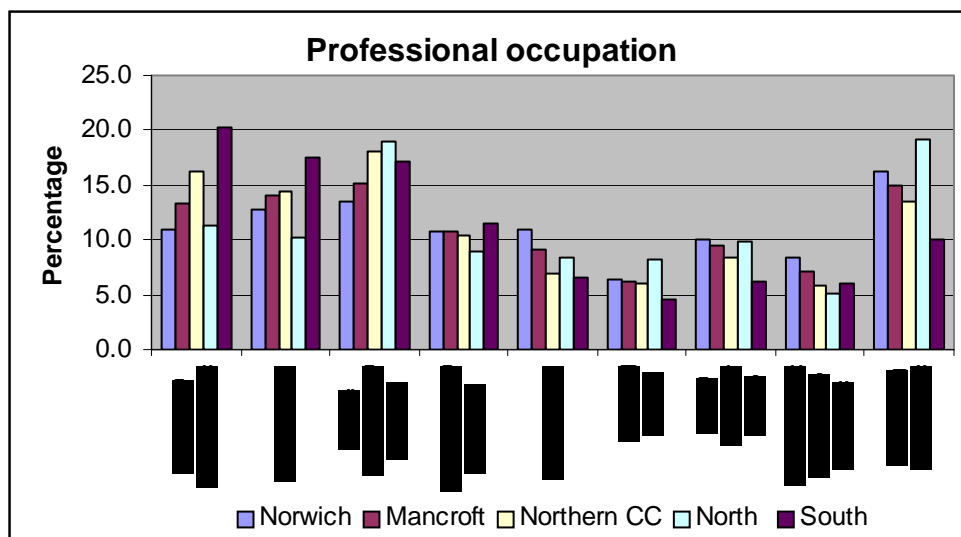


Figure A2 : Professional occupation in % (Source: Census 2001)

This distinction can be further developed when looking at professional occupations. Figure A2 shows that a larger proportion of the working population in the southern part of the area work in managerial and professional-related occupations, while the northern part of the area is characterised by higher proportions working in 'Personal services', 'Sales/ Customer services' and 'Elementary occupations'.

### Qualifications

As is shown in table A3 the average education level of residents of the northern city centre is higher than that for Mancroft ward and for the whole of Norwich. A smaller proportion of northern city centre residents have no qualifications compared to Mancroft or Norwich as a whole.

These figures seem to contradict the general pattern for deprivation in the area and may be explained by a higher than average number of students living in this area.

	No qualification	Highest level 1*	Highest level 2**	Highest level 3***	Highest level 4/5****	Other	Total
Northern City centre	22.5	14.6	20.6	11.8	25.8	4.8	100
Mancroft	28.7	14.0	17.4	11.6	22.9	5.6	100
Norwich	29.9	15.4	16.8	11.6	20.6	5.7	100

Table A3 : The average qualification levels of people aged 16-74 (in percentages). \*1-4 GCSEs (grades A-C), 1-4 O-levels, NVQ level 1; \*\*5+ O levels, 5+GCSEs (grades A-C), NVQ level 2; \*\*\*2+ A levels, 4+AS levels, NVQ level 3; \*\*\*\* First degree, Higher degree, NVQ levels 4-5 (Census 2001)

### Housing Tenure

The pattern of housing tenure in the northern city centre is distinctly different from that of Norwich as a whole. The proportion of social rented dwellings is 47% which is significantly higher than the Norwich average (36%), but lower than the Mancroft figure (53%). The opposite is true for the owner occupied sector. The northern city centre has with 31% a lower percentage than Norwich (49%), but again, a higher proportion than Mancroft ward (28%).

	North	South	Northern city centre	Mancroft	Norwich
Owner occupied	22	43	31	28	49
Social rented	58	34	47	53	36
Other	19	23	22	19	15
Total	100	100	100	100	100

Table A4 : Housing tenure in percentages (Census 2001)

There is a marked difference between the northern and the southern parts of the area in terms of housing tenure:

- The southern part of the area has a significantly higher percentage of owner occupiers (43%), than the northern part (22%). The figure for the southern part is only slightly lower than that for the Norwich average (49%) and reflects the inclusion of fairly recent residential developments along the riverside.
- The proportion of households in the social rented sector is much higher in the northern part, with 58%, which is higher than the Mancroft

average (53%). This percentage is 34 in the southern part of the area, which, again, is more in line with the Norwich average (36%).

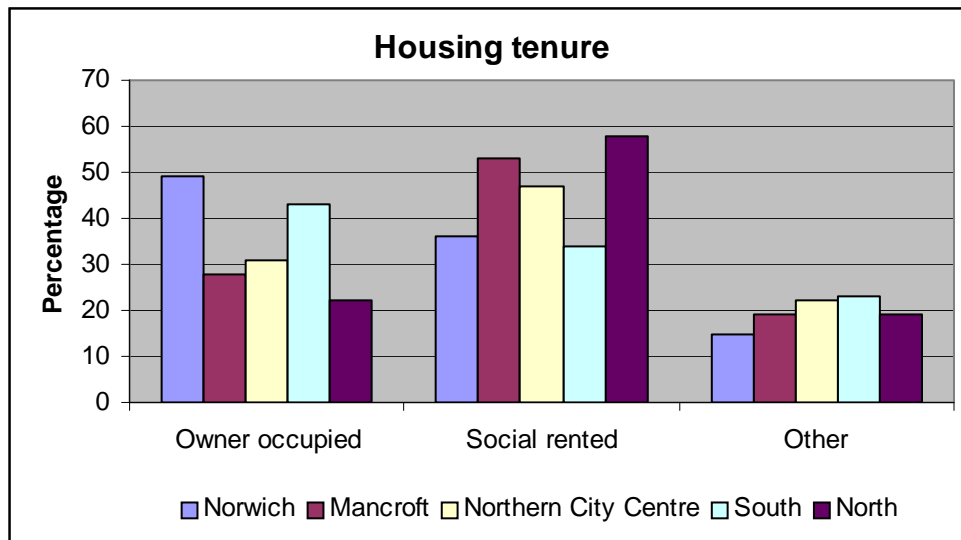


Figure A3 : Housing tenure in percentages (Census 2001)

### Housing Type

Figure A4 shows that the majority of housing in the northern city centre is made up of flats (60.3%). Although this percentage is not as high as for Mancroft ward (68%), it is significantly higher than for Norwich (31.4%). Both the northern city centre and Mancroft ward have lower percentages of detached (1.9 and 2.0) and semi-detached (4.3 and 5.9) housing than the whole of Norwich (10.4 and 21.8 respectively).

These characteristics reflect the higher densities characteristic of a city centre location. Mancroft ward as a whole has the lowest average household size and lowest average number of rooms per household of all the wards in Norwich.

	<b>Detached</b>	<b>Semi-detached</b>	<b>Terraced</b>	<b>Flats</b>	<b>Other</b>
Norwich	10.4	21.8	36.1	31.4	0.2
Mancroft	2.0	5.9	24.0	68.0	0.09
Northern City centre	1.9	4.3	33.1	60.3	0.4

Table A5 : Housing type in percentages (Census 2001)



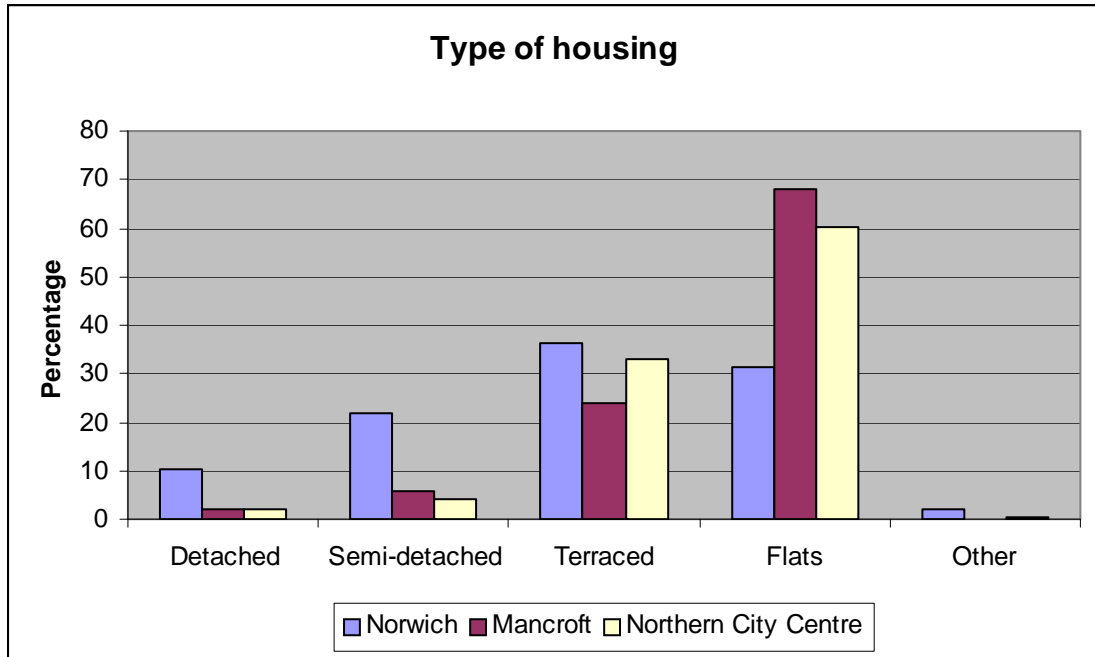


Figure A4 : Housing type in percentages (Census 2001)

### Transport/ Car ownership

According to the 2001 Census levels of car ownership are significantly lower in the northern city centre than for Norwich as a whole. 53.9% of households in northern city centre do not own a car (similar to Mancroft ward at 54.5%), compared to 35.5% for Norwich. This reflects the central location of the area and the short distance to most facilities, which reduces the need for a car.

There is again a clear difference between the Northern and the Southern part of the area. The Southern part has a higher level of car ownership, with 46.7% of households not having access to a car, compared to 58.2% of households without cars in the northern part. This last figure is also higher than the percentage for Mancroft ward as a whole.

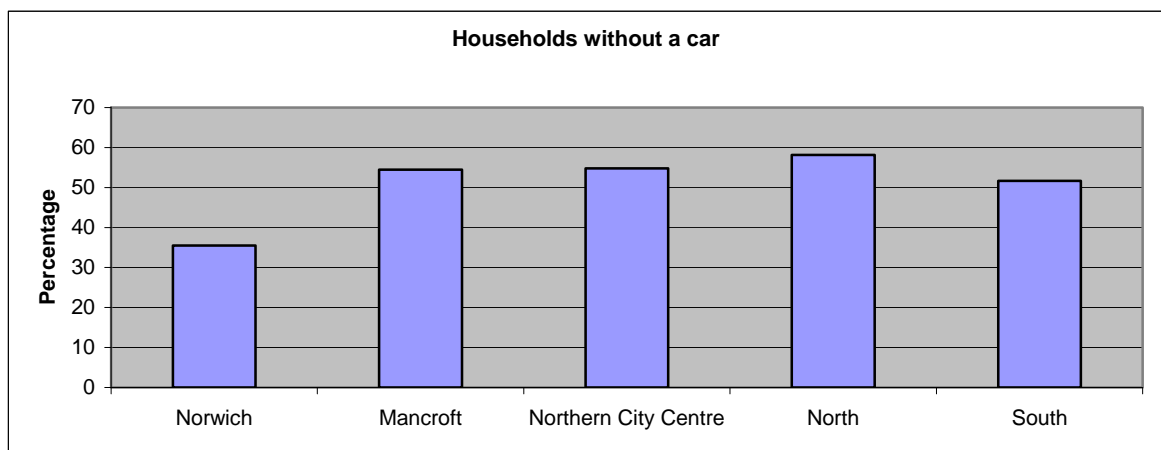


Figure A5 – Household as without a car or van

This low percentage of car ownership is reflected in the methods most people use to travel to work. The following table shows that the percentage of people

who travel to work by car is far lower in the northern city centre (35.1%) than in Norwich as a whole (50%).

The percentage of people who walk to work is significantly higher in the northern city centre (40.5%) than for Norwich (22.7%).

	Car	Bus	Bike	Walk	Home	Other
Norwich	50	8.4	8.8	22.7	6.7	3.3
Northern city centre	35.1	6.2	7.3	40.5	7.4	2.8

*Table A6 : Travel to work*

### Index of Multiple Deprivation

The Index of Multiple Deprivation (IMD) is a measure used by DCLG to express a range of 7 broad categories of data – on income, employment, health, education and training, housing, crime and disorder, and the living environment – to show social deprivation of an area.

Mancroft is the most deprived ward in Norwich and the third in Norfolk, according to the 2007 Index of Multiple Deprivation. Nationally it is one of the 10% of most deprived wards.

The smallest geographical area of measurement under the IMD is the Super Output Area (SOA). The north and south parts of the northern city centre, divided by the Inner Ring Road, broadly relate to two SOA's.

IMD analysis of these two parts of the northern city centre reveals significant differences between the two areas. The northern area has a lower score than the southern in all but one of the 7 categories of data measured by the IMD which means that this northern area is the more deprived. On a national level, the northern part of the area falls in the most deprived 10% of SOAs while the southern part falls in the worst 30% of SOAs.

## **3. Transport Characteristics**

### Inner Ring Road

The major transport route through the area is the east-west Inner Ring Road. This road has a major influence in both the built environment and transport infrastructure of the area. The construction of the Inner Ring Road and the Magdalen Street flyover has altered the historic street patterns in the area.. It carries the major flow of traffic around the city centre, allowing it to be relatively traffic-free.

### Magdalen Street

In addition, the major north-south routes are St Augustines Street and Magdalen Street. Magdalen Street is limited to one-way traffic, except for a contra-flow bus lane. The buses have a major impact in this area. All routes towards the North of the City go via this street and past Anglia Square. This means that in peak times a bus passes Anglia Square every two minutes.

Apart from problems caused by noise and traffic fumes, this large number of buses can make pedestrians feel unsafe due to the width of pavements. Local

data shows that the area around Magdalen Street/ Anglia Square is a local accident hotspot. This is mainly due to conflicts between buses and people on foot. Overall, the perception is that this is not a safe area.

### St Augustine's Street

St Augustine's Street has been designated as an Air Quality Management Area. This means that the levels of air pollution (especially NO<sub>2</sub>) exceed levels set by national government and that local government has to show initiatives that bring the levels of air pollution back to levels under this point. Traffic is largely responsible for the high levels of NO<sub>2</sub> in St Augustines Street. The street has a daily traffic flow of around 17,000 vehicles with major issues of congestion at each end. Traffic proposals in the area action plan seek to address these issues.

### Cyclists and pedestrians

There are a number of barriers to the movement of cyclists and pedestrians. There are not enough links in both north-south and east-west direction to make the area easy to travel through on foot or by bike. Nevertheless, the movement of both cyclists and pedestrians are significant and growing, as many people pass through the area on their routes into the city centre from the north.

Tables A7 and A8 show a rising trend in the number of cyclists and pedestrians passing through the area between 2001 and 2007.

<b>Count site</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>
St. Crispins Road	370	456	502	413	548	586	603
Oak Street	203	247	288	295	348	343	298
Duke Street	201	202	265	265	294	273	312
Winterton Lane	193	198	191	186	183	195	208
Calvert Street	99	148	142	148	125	169	159
Magdalen Street	558	727	655	638	895	856	883

Table A7: Cycle counts

<b>Count site</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>
St. Crispins Crossing	733	683	807	775	883	924	977
Duke Street	1596	1589	1719	1822	1903	1960	1987
Winterton Lane	1021	891	1213	1356	1382	1364	1239
Calvert Street	1783	1318	1665	1815	1679	1603	1586

Magdalen Street	6882	8153	7727	7295	7814	7174	7831
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Table A8: Pedestrian counts

### Accidents

Cyclists in Norwich are nearly three times more likely to be involved in a fatal or serious accident as national levels. This figure might be so high because a proportionally large number of people use a bicycle frequently compared to other parts of the county. (Road Safety Plan 2005-2006; Norfolk County Council).

There is no specific data for the northern city centre on the number of accidents that occur in the area.

### **4. Open space**

The Local Plan divides the City into 19 open space sectors..The northern city centre is split between two of these sectors. The first one takes in the whole of the city centre with a boundary along the Inner Ring Road. The second includes the dense terraced housing north of the area, but also including Wensum Park and Waterloo Park. The Local Plan sets targets and minimum requirements for the amount of open space and equipped play space for each sector.

Both sectors have above the minimum requirement for open space and play space. This is mainly due to large parks in other parts of the sector, e.g. Wensum Park in the northern sector and Chapelfield Gardens in the city centre sector.

Within the northern city centre there is a limited amount of open space. A large number of the areas are closed off to the public, such as a number of churchyards, or are not suitable for outdoor open space, like the verges along St Crispins Road. Gildencroft Park is the main useable open space.

Apart from Gildencroft Park, there is an equipped play space for children aged up to 7 at the St Pauls playground. The St George's pocket park provides important open space and play facilities for the southern part of the area. There is also a play area within the recent Dyers Yard development. The play space on Heath Road is just outside the area, but still within walking distance for a number of properties. This playground is also in need of some attention, and needs to be improved for all age groups. Leonard Street play area is currently in a very poor state of repair.

Thus while there is some equipped play space for young children and toddlers (up to 7), it is of varying quality. There is a distinct lack of play space for older children. This will make it important that new residential developments will contribute to an improvement and expansion of the quality and amount of open space and equipped play space in the area.

At the more strategic level, a "Green Infrastructure Strategy" has been produced for Greater Norwich. The strategy aims to improve the inter-connecting green corridors in urban areas between , man-made 'managed greenspaces' (urban parks and designed historic landscapes). It identified the

riverside walk as a priority link as part of the wider Wensum River Parkway. It also identifies the importance of creating good quality north south and east west links through the area as part of a Green Grid for the city. This “Urban Area Green Infrastructure” should then link to surrounding settlements within the Greater Norwich area eg via the Marriot Way. This should provide both an Ecological Network and a Sustainable Movement Network as part of wider landscape improvements. Such links can reinforce local identity and enhance the physical character of an area, so shaping existing and future development and maintain the visual amenity and increasing the attractiveness of a locality to create a sense of civic pride

## **5. Heritage of the Area**

The whole of the northern city centre is designated as a Conservation Area in the Replacement Local Plan, as part of the wider city centre Conservation Area. This means that development in the area has to give consideration to the way it enhances or preserves the heritage and character of the area.

The whole city centre is also designated as an Area of Main Archaeological Interest. This means that all planning applications need to be accompanied by an assessment of the archaeological significance of the site, and planning permission will include any measures necessary to preserve archaeological remains, if found.

The majority of both listed buildings and buildings recognised on the Council’s ‘local list’ are south of the Inner Ring Road. There are large clusters of listed buildings along Magdalen Street/ Fye Bridge and the area including and around Colegate. North of the Inner Ring Road there are smaller clusters of listed buildings at the top of Magdalen Street and on St Augustines Street/ Sussex Street. The terraced houses along the City Walls are also listed. This is mainly to preserve the setting of the City Walls.

Magdalen Street and St. Augustine’s Street are recognized for their historic character. The HERS scheme was set up to give priority to the historic regeneration of these two streets. The programme is funded by English Heritage and Norwich City Council. Grants were offered up until March 2006, with a further year for implementation of individual projects.

The scheme is a follow-up to earlier programmes that were designed to improve the historic environment of the area. HERS grants can be used to assist in the restoration of individual properties and is also used for some environmental improvements, e.g. the re-modelling of the entrance to Gildencroft Park.

The Anglia Square buildings themselves are out of scale with the rest of the northern city centre and this development together with the Inner Ring Road obliterated the pre-existing mediaeval street pattern. Historic photographs and records show that the area had a strong local character within the city.

## **6. Flood Risk**

Large parts of the area fall within Environment Agency zones 2 and 3. These are the areas at medium and high risk from flooding. . All development proposals in these areas will be referred to the Environment Agency. They will

need to ensure that all residential or publicly accessible floor areas are raised above the flood protection level and that all proposals are accompanied by a flood risk assessment.

## **7. Retailing**

The 'Norwich Sub Region: Retail and Town Centres Study' was produced in 2007 to inform retail planning in the Norwich Sub-region.

In relation to the northern city centre, the report describes Anglia Square Large District Centre as functioning principally as a secondary retail area to the city centre. It also states that, while the centre benefits from excellent accessibility, it is in need of investment and refurbishment. .

It concludes that "Anglia Square is suitable for a mixed-use retail-led development, comprising new residential, leisure and office uses, in a high quality environment served by car parking and good public transport. The commercial viability of the centre will need to be underpinned by a strong anchor food store with the necessary scale, range and quality of offer to generate frequent trips to the centre as a whole. In turn, this should benefit other shops and businesses in the centre through higher pedestrian footfall and 'linked' spending." It also concludes that redevelopment should promote small businesses and that such development will help overcome local perceptions of high crime rates.

A Traders Survey was carried out on Magdalen Street North/ St Augustine's Street in July 2007. The purpose of this survey was to find out the views of traders on Magdalen Street North and St Augustine's Street about local plan policy SHO11, regarding conversions from retail to other uses. The survey results have helped in the development of area action plan policy LU2 which controls changes of use to residential use within the large district centre.

The full details of the survey were published as Appendix 3 in the Preferred Options report for the Northern City Centre Area Action Plan (November 2007).

In summary, the majority of traders from both Magdalen Street and St Augustine's want their streets to remain predominantly in retail use.

On Magdalen Street, the majority of traders would rather see a shop stay vacant for a year than to have a dwelling in its place, and the majority also feel that an adjacent, vacant premise would not harm their business.

On St Augustines Street a very small majority said they would prefer a dwelling next door, than vacant premises for a year. A small majority also said having vacant premises adjacent to them would harm their business. This shows a difference between Magdalen Street and St Augustine Street views; however the sample size was very small for St Augustines.

Opinions of traders from both Magdalen Street and St Augustines Street were mainly positive that the streets could be regenerated if Anglia Square were to

be redeveloped.

## **8. Employment**

Analysis of local employment opportunities has taken place through two studies – the Norwich Strategic Sites Study (April 2005) and Greater Norwich Employment Growth and Employment Sites and Premises Study. (May 2008).

The Norwich Strategic Sites Study showed that:

- the office sector in the city centre as a whole urgently needs enhancement or redevelopment. This is because a large proportion of current office buildings are badly outdated. High quality office buildings are however, in demand – as demonstrated by the rapid take up of the new offices at Whitefriars (former Jarrolds Printers site);
- small scale and high quality workshops and offices for Creative Industries have potential in the area as this sector is potentially a growth sector in the city;
- development of a hotel in the area is a feasible option.

“The Greater Norwich Employment Growth and Employment Sites and Premises Study” stated that Anglia Square’s environment is dated and poorly maintained and that there are major market issue concerning the high levels of vacant office space. More positively, it found that the local service functions are well used..

It concluded that:

- in the short to medium term, due to competing developments in the city centre such as Whitefriars or Duke Street, there is little demand for office development.
- in the long term 20,000 sq m of office development could be developed on the strategically important site at Anglia Square;

It recommends that:

- as an interim use strategy, some change of use, to residential and small business space (perhaps linked to media),. is appropriate. Both of these could improve vibrancy and image of the area.
- the area would benefit from better connectivity with the city centre, by continuing with environmental and pedestrian improvements in StGeorges and improving links to Tombland via Magdalen Street.

- there is potential for stronger boundaries and identity, perhaps as “Northbank”, making better use of the considerable environmental asset of the river.

## APPENDIX 4

### Issues identified at Issues and Options stage

#### Movement issues:

- Traffic related pollution and congestion particularly along St Augustine’s Street and Magdalen Street. Car and bus traffic dominate the area resulting in a poor environment for pedestrians and residents.
- Narrow footways in places, particularly on Magdalen Street and St Augustine’s, with implications for pedestrian safety.
- Lack of accessible, well signed, and high quality parking for residents, businesses and visitors.
- The inner ring-road is a major barrier to north-south movement in the area for pedestrians and cyclists. As a result the area to the north of the ring road is relatively isolated from the city centre.
- Need for improved east-west pedestrian and cycle links, particularly to the north of the inner ring road.
- Large numbers of bus routes concentrated on Magdalen Street which has implications for pedestrian safety and has not been appropriately provided for within the road system.

#### Retail issues:

- Need to retain the distinctive identity of the area with large numbers of smaller independent shops which provide different types of goods/services from city centre shops.
- The run-down feel of the shopping area, with domination by down-market shops which impacts on the retail reputation of the area.
- The need to replace the main foodstore to provide a high quality shopping attractor for those living in the wider northern part of the City.
- A relatively high turnover of businesses; this is not always a disadvantage but coupled with down-market shops it reduces the attractiveness of the area.
- A need for new attractions, including on-street events, markets and activities for children, to attract people into the area.
- Poor signage in the area which discourages people from using the area.
- The loss of shops to other uses, particularly residential, which further illustrates the run-down nature of the shopping offer, and the fact that residential use attracts higher values.

#### Employment issues:

- Need to regenerate the vacant and poor quality office buildings in the area.
- The lack of demand for speculative new office development.
- The need to keep employment in the area to support the vitality and viability of shopping and services in the District Centre, and to provide employment in an accessible location.
- Potential to expand cultural and media sectors within the area.
- Need for suitable premises for small businesses and provision of



alternatives if relocated.

Heritage / design issues:

- Loss of historic buildings and street patterns in the area.
- Lack of visibility and blocking of views of key historic buildings.
- Unsympathetic modern development including Anglia Square and Smurfit.
- Inadequate heritage signing for visitors and dispersed location of such attractions.
- Danger of losing buildings and structures at risk if not adequately maintained.
- Need to excavate and preserve the more important archeological sites.
- Poor quality of most public street, spaces and pedestrian areas.
- Need for energy efficiency and quality in the design of buildings.

Community and social issues:

- Lack of natural surveillance and poor lighting in many public areas.
- Imbalanced age structure due to large proportion of young single households.
- Perception of alcohol/drug related problems, violent crime and anti-social behaviour in area.
- Lack of community meeting place.

Open space and environment issues:

- Lack of useable green space.
- Poor quality open space and play areas, and lack of facilities for older children.
- Lack of attractive green links throughout area.
- Lack of, and poor quality of, public spaces where events and activities could be held.
- Poor state of repair/maintenance of many buildings on Magdalen Street and St Augustine's Street.

APPENDIX 5:  
Area action plan Principles

**PRINCIPLES FOR AREA ACTION PLAN  
(February 2007)**

The following Principles are based on stakeholder consultation including stakeholder workshops (February/ March 2006), and the first Stakeholder forum held in January 2007, and on public consultation responses to the Issues and Options report (summer 2006), as well as the existing Local Plan (since the area action plan must reflect its broad policies).

**RELATIONSHIP TO THE CITY CENTRE**

1. The area should be seen as a distinctive part of the broader city centre. It also has certain specialist functions which should be maintained as part of this distinctiveness.
2. Its distinctive 'offer' should include an emphasis on arts and cultural facilities appropriate to the area.
3. The balance of shops and businesses in the northern city centre should continue to provide for smaller scale and local specialist functions, whilst also providing better services for the wider hinterland of the Northern suburbs. This must include a food store appropriate to the size of this catchment.
4. The aim of the plan should be to enhance the vitality of the Large District Centre retail area, within that broad descriptive function. The Council will review the operation of policy regarding retail frontages to see how this affects such vitality.
5. Maintain the high level of accessibility of the area, particularly Magdalen Street, by public transport, with improved interchange facilities for people using the bus services, and for better pedestrian and cycle movement around the area.
6. The area should continue to fulfil the role of a significant employment concentration with city centre offices and services.

**MIXED USES AND HOUSING**

7. A variety of uses should be retained in the area and further activities gained through development. In particular leisure and cultural developments will be welcomed. In general it is expected that redevelopment of sites will incorporate a mix of uses, except for certain more peripheral sites, where housing development would be specified (including sites allocated specifically for housing use – NB none of these sites are within the Core Area).

8. In accordance with Local Plan policies, the mix of uses should include housing in most cases, unless there are specific reasons why this would be inappropriate. These reasons could include noise and pollution constraints.
9. Density and type of housing will need to be controlled more specifically to ensure that some development meets family housing needs. Density should be generally high and certainly above 40 per hectare on all sites within this area. The norm for development here should be more like 70 per hectare (to include a proportion of flats). Within the Core Area the proportion of flats within any scheme should be no more than 75%. Elsewhere, it is expected the majority of dwellings would be family housing – no more than 30% flats on these sites.
10. Affordable housing should be included in all redevelopment sites, as part of the housing mix. A new Affordable Housing Supplementary Planning Document is expected to emerge during 2007 and therefore the new standards (proportion and threshold) will be expected to apply to the area action plan area.

## **TRANSPORT AND CIRCULATION**

11. The specific options in the 'Issues and Options' report have been subject to further assessment and further work is being undertaken based on Option B – a gyratory one-way system using St Augustine's Street northbound and a new link road from Magpie Road/ Edward Street to Pitt Street as the southbound link.
12. Substantial emphasis should be given to sustainable transport modes, and walking and cycling in particular. Whilst vehicular access is important, the area action plan should propose solutions that are not dominated by traffic, with the design of the roads and spaces integral to the layout and form of the buildings.
13. The plan will create strategic cycle and pedestrian routes both north-south and east-west within the area.
  - These routes should form the backbone of the cycling and pedestrian networks in the area, as well as providing for longer distance journeys to and through the area. They must therefore be clear and link key destinations within the area together. In particular, accessibility on foot between Anglia Square and the city centre must be enhanced and should include an 'at grade' crossing over the Inner Ring Road together with improvements outside the study area
  - The pedestrian and cycle networks will be developed more generally. Provision should be made to link residential areas with local facilities to use environmentally friendly forms of transport for day-to-day needs.
  - Particular attention should be given to ensuring integration of these routes with public transport provision.

14. The major roads that traverse the area are a critical part of the city's strategic road network, yet many of the routes are unsuited to this purpose. Therefore:

- The area action plan should ensure that proposals work with the preferred circulation option (T3B) and do not prevent improved air quality on St Augustine's Street, and support the creation of a new link through from Magpie Road to Pitt Street.

15. Consideration should be given to bus routes through the area and to integrating bus stops with the pedestrian network. The opportunity to create a quality bus interchange as part of the regeneration of Anglia Square should be provided for.

16. The area action plan should explore various approaches to maximise the environmental quality of all routes (and the major roads in particular). Consideration should be given to the needs of all users, and the creation of a clear sense of place. Shared surface arrangements, where pedestrians and cyclists have the same priority as motorised vehicles, should be included wherever possible.

17. The area is a controlled parking zone, and parking restraint will be maintained. No net additional public car parking will be permitted in the area, although rationalisation of existing provision is encouraged, particularly as this could release sites for more beneficial uses.

18. For individual uses, parking guidelines are available. Given the sustainability of the northern city centre, the area action plan will consider whether reduced parking provision for particular developments would be appropriate, identify potential 'car-free' sites, and will investigate the opportunity to extend the City Car Club into the area.

## **GREEN INFRASTRUCTURE**

19. We seek a planned network of multifunctional green spaces and interconnecting links, designed, developed and managed to meet the environmental needs of the community beyond its immediate area.

20. In the northern city centre a strong need has been identified to enhance the quantity and quality of open space in the area.

21. At minimum there should be linkage between open spaces along the main pedestrian routes (the 'beads on a chain' principle) and completion of, and improved access to, the Riverside Walk within the northern city centre. It will incorporate existing spaces, such as churchyards and as far as possible will be multi-functional and not merely tokenistic pieces of decorative 'landscaping'. Green Infrastructure provision will have community benefits

including strengthening local identity, promoting a sense of community, and improving physical and mental well-being through exercise.

22. Development proposals will reflect these principles and:
  - apply open space standards from Local Plan and set up (new) allocated sites for open space where contributions will be used;
  - create appropriate local character where existing character has been lost or is weak;
  - maintain and enhance biodiversity to achieve a net gain to the overall objectives of the Council's Biodiversity Action Plan;
  - create new recreational and sporting facilities, particularly those that present opportunities for healthy living;
23. In particular the plan will seek to identify a strategic open space location at the heart of the area, where large events can be hosted, as well as contributing to the revitalisation of the district centre. This key space should seek to maintain a vitality and vibrancy in its management throughout the year.

## **HERITAGE, DESIGN AND CONSERVATION**

24. Key principles are derived from the draft Conservation Area Appraisal (published February 2006).
25. The area has been under development for at least 1000 years and there is scope for archaeological remains to be disturbed. Any redevelopment within the Action Area would be subject of an archaeological assessment of the site, and depending on the findings of such an assessment, a programme of archaeological works.
26. The key area of special archaeological potential for enhancement in the northern city centre lies along the line of the City Wall. The area action plan should identify opportunities for enhancing the setting of the City Wall, and provide for heritage interpretation in key locations.
27. The redevelopment of key parts of the northern city area gives the opportunity to re-establish and reinforce the street pattern that has been lost. This should involve the removal of large areas of surface car parking, reinforce the importance of the north-south roads and reinstate an east-west link similar to Botolph Street.
28. The scale and mass of new development needs to be appropriate to its setting and historic context. Taller buildings are appropriate in Anglia Square. In the rest of the northern city centre, new development of 2 to 3 storeys will be most appropriate, depending on the height of the surrounding buildings.

29. The potential redevelopment of Anglia Square offers good opportunities to re-instate and improve views from the north of the area to the City Landmarks, including the Castle and Cathedral. Development should also seek to enhance views from and to St. Augustine's Street, particularly those of St Augustine's church. Any large buildings on this site will need to be carefully sited to not obstruct views.
30. Continued management and enhancement of green spaces such as the Gildencroft, St Augustines Churchyard and the open space around the city wall and the historic churchyards south of the flyover. Also enhancement of the riverside with appropriate redevelopment, including the retention of industrial units and provision of riverside walk. The retention of a key urban space at the centre of Anglia Square.

## **ATTRACTIONS – ARTS AND CULTURE**

31. During stakeholder workshops in March 2006, the idea of the northern city centre developing as a 'Left Bank' of Norwich emerged. Following this, the vision for the plan has been amended to include a strong emphasis on arts and culture. The area action plan will encourage the development of high quality multi-media arts and cultural provision in the northern city centre. This should include several strands as follows.
32. The potential expansion of the Norwich School of Art and Design into the area will be encouraged. The area action plan should in particular address the Norwich School of Art and Design's need for additional gallery space, which is important for graduate retention.
33. The cinema in Anglia Square is a major leisure facility within the northern city centre, and is highly valued by the local community. Retention or replacement of the cinema by one of at least similar size within the Anglia Square site will be incorporated into the area action plan. It is not anticipated that any replacement should be significantly larger than the present facility.
34. The establishment of a diverse range of restaurants and cafés in the area will be encouraged. A growing evening economy will fit in with the overall vision of creating a more vibrant community. It would be preferred if the redevelopment of Anglia Square will include some restaurants and cafés, but late night activities will not be generally encouraged.
35. Alternative leisure uses can be included, if they assist viability, subject to noise and amenity constraints to surrounding residential areas.

Suggestions for a concert hall or a conference centre will need to be assessed for viability – particularly of operating costs.

## **ECONOMIC AND EMPLOYMENT**

36. It is expected that a number of businesses within the northern city centre will be relocated or close in the next few years. In principle it is important that the area continues to be an important base for city centre employment, and a location for small businesses. It is also important that the area provides for appropriate training for the local community.
37. Redevelopment proposals will be expected to reintroduce employment opportunities.
38. Identified redevelopment sites should seek to make provision for retention of any employment affected, if this is possible either within the area or elsewhere. There are certain exceptions where provision should be made outside this area – for example where a use generates large vehicle movements this may be better relocated.
39. Small businesses will particularly be provided for, with conversion of premises elsewhere in the area being sought. This may be a cost to be borne by developers.
40. It is essential for the revitalisation of the economy of the local area, that new employers be attracted into the area. This will in practice mean new office employment, which will provide the level of footfall to support the range of retail and service business in the area.
41. Therefore, each major redevelopment scheme should include a certain mix of employment uses within the scheme. This will apply to each phase of Anglia Square's redevelopment, to any prospective redevelopment of the Smurfit site and the St Saviour's Lane/ Hi-Tech House site, to the St Mary's House and Works site. All of these sites have employment uses within them at present (some of them being vacant offices) and all should provide a significant element of employment under redevelopment proposals.
42. One aim of the plan is to develop a distinctive identity for the area based on creative and cultural industries. Generally this type of business is not likely to need specially distinctive premises – they can be accommodated in a range of premises. The plan needs to show that this can be built into the process of redevelopment and change, which the area will experience. Training and education can be assisted through the plan, by allowing for expansion of Norwich School of Art and Design and for other opportunities in this field.

43. The area action plan should maximise the leisure and related employment opportunities provided by the River Wensum.

## **COMMUNITY, SOCIAL AND HEALTH**

44. The area action plan should reflect the need to provide improved safety and security throughout the area. Redevelopment will be expected to resolve the problems of poor design around some existing buildings and structures (e.g. the dark entrances to Anglia Square and the area under the Magdalen Street flyover)
45. Principles of design derived from 'Safer Places: the Planning System and Crime Prevention' (ODPM, 2004) will be addressed by all renewal schemes. The guidance gives examples of principles to be followed to improve the feeling of safety in development.
46. To attract more families into the area, there should be new social, health and leisure facilities provided as part of the major developments. The area action plan will consider how to achieve and fund such development and in particular the provision of a community hall/ meeting place within one of the key developments. This meeting place should be located at a point that is easily accessible throughout the whole area and should be suitable for a range of uses.
47. Potential provision of other facilities such as a library, new health centre, youth club or commercial leisure developments should be assessed. New leisure facilities should be aimed primarily at a family market – late night activities will not be encouraged in most locations, unless they can be demonstrated to be well segregated from other noise-sensitive uses.



## Appendix 6

### Monitoring framework

Within the Sustainability Report, there are around 80 indicators. Many of these are proxy indicators as the data is not available at the Area Action Plan level and others are indicators which can only be monitored every ten years (e.g. Census data). As and when new data for each of these indicators is available these will be monitored as they will help provide a long term picture on how the plan is progressing. The following indicators have been selected as indicators which should be monitored regularly, many of which will be reported through the Annual Monitoring Report. These cover a variety of the plan's and the Sustainability Appraisal's objectives (see table below), and so should provide a comprehensive review of whether the plan is achieving what it set out to do.

Indicator (with SA reference)	Plan Objectives	Main Sustainability Objective	Source	Frequency
H4 Housing completions per year in the AAP area	3	To provide everyone with the opportunity to live in a decent home	Annual Monitoring Report	Annually
BC1 IMD Barriers to Housing and Services Ranking	3, 4, 9	To create a balanced, mixed community	IMD	Every 3 years
BC2 Percentage housing completions that are affordable units	9	To create a balanced, mixed community	Annual Monitoring Report	Annually
BC3 Percentage of new residential development which are houses (rather than flats)	9	To create a balanced, mixed community	Annual Monitoring Report	Annually
P+SI1 Rank of overall IMD	3	To reduce poverty and social exclusion	IMD	Every 3 years
H1 IMD Rank of Health Deprivation and Disability Score	2, 6, 7, 8	To improve the health of the population overall	IMD	Every 3 years
E3 IMD Rank of Education, Skills and Training Score	9	To improve the education and skills of the population overall	IMD	Every 3 years
KS+F2 Shop vacancies in area	4	To ensure that key services and facilities are safely accessible locally	Norwich City Centre Shopping Floorspace Monitor	Twice annually
KS+F3 IMD Outdoor Living Environment ranking	1, 2, 3, 4, 6, 7	To ensure that key services and facilities are safely accessible locally	IMD	Every 3 years
AS1 IMD Crime and Disorder ranking	9	To reduce anti-social activity	IMD	Every 3 years
EMP1 IMD Rank of Employment Score	3, 4	To offer everybody the opportunity for rewarding and	IMD	Every 3 years

		satisfying employment		
EMP3 IMD Rank of Income Score	3, 4	To offer everybody the opportunity for rewarding and satisfying employment	IMD	Every 3 years
T+P1 Traffic Crossing the Inner Ring Road	6, 7	To reduce the effect of transport on the environment and to promote modal shift	Norwich Area Transportation Strategy Monitoring	Annually
T+P2 Density of development (net dwellings per hectare)	1, 2, 3, 6, 7	To reduce the effect of transport on the environment and to promote modal shift	Annual Monitoring Report	Annually
T+P8 Cycle Counts	6, 7	To reduce the effect of transport on the environment and to promote modal shift	Norwich Area Transportation Strategy Monitoring	Annually
T+P9 Pedestrian Counts	6, 7	To reduce the effect of transport on the environment and to promote modal shift	Norwich Area Transportation Strategy Monitoring	Annually
T2 Availability of Brownfield land for development	1, 3	To enhance the appearance and quality of the townscape	National Land Use Database	Annually
HE1 Listed buildings and Scheduled Ancient Monuments on historic Buildings at Risk Register	1, 2	To conserve and enhance the historic environment	English Heritage Buildings at Risk Register	Every two or three years
FR1 Planning applications granted permission against EA flood risk advice	2	To avoid, reduce and manage flood risk	Higher Level Target 12 Development And Flood Risk	Annually
Proxy W3 The % of river length assessed as good biological quality in Norwich	2	To provide for sustainable sources of water supply and improve water quality	Audit Commission	Annually
Proxy W4 The % of river length assessed as good chemical quality in Norwich	2	To provide for sustainable sources of water supply and improve water quality	Audit Commission	Annually
Proxy WS1 Waste arising	2	To minimise the production of waste	Audit Commission	Annually
B+I4 Completed employment floor space	3	To enhance the image of the area as a business location and encourage	Annual Monitoring Report	Annually

		investment and economic growth		
E+DP1 Disparities in IMD Income Rank	9	To reduce economic disparities within the area	IMD	Every 3 years
KS +F2 Completed town centre uses (Shops, Offices and Leisure)	3, 4	To ensure that key services and facilities are safely accessible locally	Annual Monitoring Report	Annually
H5 - Open Space meeting Norwich City Council's quality and quantity standards	8	To improve the health of the population overall	Norwich City Council Open Space Strategy	Every 5 years