



NORWICH City Council

Committee Name: Sustainable development panel

Committee Date: 07/03/2022

Report Title: East Norwich Masterplan Update

Portfolio: Councillor Stonard, Cabinet member for inclusive and sustainable growth

Report from: Head of planning and regulatory services

Wards: Thorpe Hamlet, Lakenham

Purpose

To report on progress with the East Norwich masterplan and provide Members with an opportunity to comment on the emerging work.

Recommendation:

To note progress and provide comments on the Stage 2 work on the East Norwich Masterplan, particularly the Draft Infrastructure Delivery Plan (IDP) and Draft Supplementary Planning Document (SPD) along with emerging work on viability, funding and phasing.

Policy Framework

The Council has three corporate priorities, which are:

- People living well
- Great neighbourhoods, housing and environment
- Inclusive economy

This report addresses following strategic actions in the Corporate Plan:

- Provide means for people to lead healthy, connected and fulfilling lives
- Maintain a clean and sustainable city with a good local environment that people value
- Continue sensitive regeneration of the city that retains its unique character and meets local needs
- Mobilise activity and investment that promotes a growing, diverse, innovative and resilient economy

This report helps to update the local plan for Greater Norwich by informing production of a supplementary planning document for East Norwich which will support delivery of the Greater Norwich local plan's policies. Once adopted the GNLP will replace the Joint Core Strategy for Broadland, Norwich and South Norfolk and the Norwich Site Allocations and Site Specific Policies plan which currently form key elements of the local plan for Norwich.

This report helps to meet the following objectives of the COVID-19 Recovery Plan:

- Housing, regeneration and development: this specifically includes the action of commencing the masterplanning process for the regeneration of East Norwich with the potential to deliver 4,000 new homes and create 6,000 new jobs; this work began in March 2021 and is well underway as noted in the main body of this report. Also, the masterplan will identify required infrastructure to ensure the regeneration of East Norwich in a timely manner. The acquisition of Carrow House by the city council gives it a stake in the regeneration of the wider area.
- Business and local economy: the masterplan will identify opportunities to promote sustainable travel in the city centre, with a focus on walking and cycling. The masterplan and acquisition of Carrow House is part of the Town Investment Plan which has secured £5m funding for investing in the East Norwich as part of the wider £25m investment programme.
- Climate change and the green economy: the masterplan and eventual supplementary planning document to be produced in stage 2 of the process will help ensure that future the regeneration of East Norwich is delivered to the highest possible environmental standards.

Report Details

1. Following an update to sustainable development panel at the conclusion of Stage 1 work at its meeting on [9 November 2021](#), Members will be aware of the continuing work towards completion of Stage 2 of the East Norwich Masterplan work. The Stage 1 Masterplan was agreed by cabinet on [17 November 2021](#), alongside agreement to progress to Stage 2. This second stage work is focused on the infrastructure needed to support the delivery of the East Norwich Masterplan, and the regeneration of the Carrow Works, Deal Ground/May Gurney and Utilities Sites, and Carrow House, owned by the city council, along with further work on funding and phasing, as part of outlining the deliverability of this regeneration, and critically, preparation of a Supplementary Planning Document (SPD) for the East Norwich area to support the policy and site allocation currently being examined as part of the Greater Norwich Local Plan.
2. The formal Stage 2 outputs will be:
 - (a) An Infrastructure Delivery Plan (IDP) and refined Strategic Viability Assessment, including Funding and Phasing Strategies
 - (b) A refined masterplan
 - (c) An evidence base to support planning applications and the allocation in the Greater Norwich Local Plan
 - (d) A draft Supplementary Planning Document (SPD) for East Norwich
3. Since agreement of the masterplan by cabinet in November 2021 comments have been received on the masterplan from a number of partners and key stakeholders, alongside regular engagement with the partnership steering group and partnership board. Landowners continue to be regularly engaged and other interested parties such as Carrow Yacht Club and Whitlingham Country Park are being met with to talk through the emerging proposals.
4. At its meeting on 9 November, sustainable development panel members raised particular points regarding flood mitigation, community infrastructure provision and sustainable transport. The resolution recommended the draft Stage 1 masterplan to cabinet, subject to noting that the panel:
 - (a) considers that there should be further engagement with the Environment Agency in relation to flood risk in the context of climate change, using the indicative proposed layout as set out in the masterplan based on existing flood risk;
 - (b) welcomes the provision of community infrastructure for schools, health facilities and public transport but seeks assurance that there will be further consideration at the development stage to ensure that this infrastructure is provided.

Progress

5. With regards to resolution (a), the consultants have continued to engage with the Environment Agency, and further flood modelling work is being undertaken funded by an additional grant from Homes England. The grant (totalling £41,000) has also funded further feasibility work into a potential

pedestrian/cycle link through the Trowse Rail Underpass, as part of a route running East-West through the Carrow Works and Deal Grounds sites to Whitlingham Country Park ('from City to the Broads').

6. Updates on the flood modelling work and the underpass feasibility study will be provided by the consultants as part of a presentation on progress to be provided at panel on 7 March. For clarification the flood modelling work makes allowance for climate change based on EA requirements; this relates to a percentage increase of fluvial flows and a level increase for tidal events and is considered to be a standard approach for assessing flood risk.
7. With regard to resolution (b), further engagement has taken place with County Council officers regarding education and public transport provision, and with the Clinical Commissioning Group to ascertain health infrastructure requirements arising from the proposed development at East Norwich. This will enable these key elements of infrastructure to be fully incorporated into both the Infrastructure Delivery Plan (IDP) and Supplementary Planning Document (SPD). Further, work is being undertaken to assess the implications of phasing, including triggers for infrastructure requirements, along with potential funding sources. The SPD will reflect the importance of a 'hub' of community and related facilities (school, health, neighbourhood retail etc) which are provided in a location that recognises the facilities will serve all three sites and to ensure a '20 minute neighbourhood' objective is met.
8. Key conclusions highlighted in the Stage 1 work in relation to costs and delivery were:
 - The overall proposition creates significant financial value however there are likely to be challenges terms of the relationship between timing of costs and revenue;
 - Significant improvements are anticipated in the value of development that can be achieved in East Norwich as the development matures, with positive impacts on viability;
 - Although the stage 1 masterplan presents a profitable scheme overall, there is a series of financial and funding barriers that need to be considered in more detail to identify how they can be overcome.
9. The ongoing Stage 2 work, therefore, has focussed on looking more closely at the timing of costs and receipts to develop appropriate strategies for securing upfront investment to unlock infrastructure delivery and capture long term value to repay that investment appropriately. This will include a consideration of both local and national government funding as well as the expectations of landowners and developers. Whilst this is still work in progress, work continues to identify infrastructure and potential funding sources. It is important to identify those costs which are abnormal, i.e., not normally to be expected in the development of a site. Alongside this, the implications of the infrastructure provided is being identified as either site-specific, regeneration area-specific, Norwich-wide or even regional, to inform how funding might be secured.
10. In terms of other important updates since last reporting to this panel, Historic England completed their Listings Review in December 2021. Several notable

changes were made to buildings, and elements, on the East Norwich Regeneration Area sites, namely:

Building	Change to status
Carrow Priory (ruined portions)	Boundary of the scheduled monument amended
Carrow Abbey	Listing remains grade I, exclude post-war extensions
Carrow House	Listing remains grade II, new Carrow House excluded, 1908 garden structures included
Carrow House conservatory	To be listed separately and upgraded to II*
Eastern air raid shelter	To be listed grade II
Trowse railway station	To be listed grade II
Flint wall and 19 pet tombs	To be listed grade II
Lodge, gardener's cottage and former cart shed to Carrow Abbey	To be listed grade II
K6 Telephone Kiosk outside the entrance of the former mustard seed drying shed	To be listed grade II
Former Mustard Seed Drying Shed	To be listed grade II
Walls, steps and paved surfaces of the sunken garden near Carrow Abbey	To be listed grade II

11. This provides greater clarity for all parties – landowner/developers, local planning authority and other interested parties, regarding the important heritage context across the East Norwich sites. An appropriate contextual development and enhancement of heritage assets remain key drivers for future regeneration of the sites, and this will be a key element of the emerging SPD.
12. Another significant parallel workstream relates to the ongoing work on the Greater Norwich Local Plan (GNLP). The East Norwich Masterplan work, with its focus on infrastructure requirements and deliverability, continuing strong Partnership of Local Authorities, landowners and other partners/agencies, and with upcoming tangible outputs including the IDP and SPD, provides key supporting evidence to the local plan examination.
13. The examination session on East Norwich took place on 10 February. It was agreed that amendments were required to the policies to address duplication between the strategic policy 7.1 and the site specific policy for East Norwich, and that further information on viability and delivery (particularly of infrastructure) would be submitted once available.
14. A key next step for members to note is the proposal for a future Stage 3 for the East Norwich Masterplan work. This is currently being discussed with Homes England to enable momentum to be maintained. This stage will take all the Stage 2 Outputs and prepare a Delivery Plan to assist with future funding bids, as future funding sources are identified and become available.

Consultation

15. A summary of the extensive consultation and engagement to date is available on the council's [website](#). Members of the sustainable development panel have also been kept informed by regular reports throughout the Stage 1 process.

Implications

Financial and Resources

16. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2019-22 and Budget.
17. There are no proposals in this report that would reduce or increase resources. Partnership funding is in place to cover the costs of the masterplan production as noted in previous reports to Cabinet and Sustainable Development Panel.
18. Financial commitment to date for the masterplan work totals £675,000 from the following sources: Norwich City Council, Norfolk County Council, Norwich Towns Fund, Norfolk County Council, the Broads Authority, Homes England, Network Rail, the landowners of the Deal, Utilities and Carrow Works sites, and the Norfolk Strategic Fund.
19. The overall level of funding covers the cost of the masterplan consultants, project management costs and other costs including commissioning of any additional work required to the end of the contract (anticipated at the end of April 2022).
20. In addition, as noted at paragraph 5 above Homes England has also contributed £41,000 for additional studies to support the masterplan.

Legal

21. There are no legal issues arising from this report.

Consideration	Details of any implications and proposed measures to address:
Equality and Diversity	This report does not have any direct implications for the council's equality and diversity considerations.
Health, Social and Economic Impact	This report does not have any direct implications for the council's health, social and economic considerations.
Crime and Disorder	This report does not have any direct implications for the council's crime and disorder considerations.
Children and Adults Safeguarding	This report does not have any direct implications for the council's Safeguarding Policy statement.

Consideration	Details of any implications and proposed measures to address:
Environmental Impact	The masterplan will have implications for the council's environmental impact considerations. Impacts that are being specifically addressed through the masterplan include the need to manage traffic impact on the strategic road network in the east of the city which is at capacity, to address key areas of landscape and biodiversity value and the setting of heritage assets, to address and mitigate flood risk, to address and mitigate environmental impacts from adjacent activities and site contamination, and to address navigation rights in relation to the River Wensum part of the Broads network.

Risk	Consequence	Controls Required
This report is an update on the significant progress made to date and does not have any specific operational, financial, compliance, security, legal, political or reputational risks to the council. As noted in the report, funding for stage 2 of the masterplan is already committed. The masterplan is part of the Towns Deal project; risks have been identified as part of that project.	N/a	N/a

Other Options Considered

22. The decision was taken at Cabinet in November 2021 to proceed to Stage 2 of the masterplan process. Production of a masterplan for East Norwich is a major opportunity to drive forward the regeneration of that area. Given that we are in the middle of the Stage 2 process and the emphasis is on completing the key outputs, the consideration of other options is not considered to be relevant at this stage.

Reasons for the decision/recommendation

23. The reason for the recommendation is to ensure that members of Sustainable Development are kept updated on progress and given the opportunity to comment on the emerging stage 2 work.

Background papers: none

Appendices: none

Contact Officer: Judith Davison

Planning policy team leader

Telephone number: 01603 989314

Email address: judithdavison@norwich.gov.uk