



Committee Name: Cabinet

Committee Date: 08/06/2022

**Report Title: East Norwich Stage 2
Masterplan**

Portfolio:	Cabinet member for inclusive and sustainable growth
Report from:	Executive director of development and city services
Wards:	Thorpe Hamlet, Lakenham
OPEN PUBLIC ITEM	

Purpose

To consider the approval of the East Norwich Stage 2 Masterplan, endorse the accompanying Stage 2 outputs, and agree next steps towards delivery.

Recommendation:

It is recommended that cabinet:

- i. approves the Stage 2 illustrative masterplan (pages 5-6 of Stage 2 masterplan summary at Appendix 2) and essential infrastructure plan (pages 7-8 of Stage 2 masterplan summary);
- ii. endorses the Stage 2 outputs comprising the Draft Supplementary Planning Document (SPD at Appendix 3), recognising that this will be a material planning consideration for relevant planning applications, and the accompanying Infrastructure Delivery Plan (IDP, at Appendix 4) and Delivery Report (Appendix 5);
- iii. agrees to participate in a Stage 3 exercise, led and funded by Homes England, with Norwich City Council providing project management and other inputs, to run from July to September/October 2022, with a Consultant Team to further assess infrastructure, phasing, funding, viability and related deliverability matters;
- iv. agrees to delegate authority to the Executive director of development & city services, in consultation with the Cabinet member for inclusive and sustainable growth, to make further amendments to the Draft SPD prior to consultation; and
- v. approves that statutory public consultation will be undertaken on the final draft of the SPD, with timing contingent on the GNLP process.

Policy Framework

The Council has five corporate aims, which are:

- People live independently and well in a diverse and safe city.
- Norwich is a sustainable and healthy city.
- Norwich has the infrastructure and housing it needs to be a successful city.
- The city has an inclusive economy in which residents have equal opportunity to flourish.
- Norwich City Council is in good shape to serve the city.

This report's content and the masterplan address the corporate aims of: Norwich is a sustainable and healthy city; Norwich having the infrastructure and housing it needs to be a successful city; and having an inclusive economy. The masterplan will guide regeneration that will enable people in east Norwich to lead healthy and connected lives and will deliver the key infrastructure to support the proposed development including significant housing to meet local needs and employment provision to support an inclusive economy.

This report helps to update the local plan for Greater Norwich through the draft of a Supplementary Planning Document (SPD) 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 which currently forms a key part of the local plan for Norwich.

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

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- 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 a minimum of 4,000 new jobs; this work began in March 2021 and is nearing completion as noted in the main body of this report. Also, the masterplan identifies the 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 identifies 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 draft SPD produced as part of the stage 2 work process will help ensure that future the regeneration of East Norwich is delivered to the highest possible environmental standards.

Report Details

1. The East Norwich sites (comprising the Deal Ground, Utilities site, and Carrow Works site) present a once in a generation regeneration opportunity for Norwich, with the potential to transform this part of the city and deliver wider benefits for Greater Norwich and the wider region.
2. The purpose of this report is to provide a further update to the Stage 1 masterplan report presented to Cabinet on 17th November 2021, and to present the Stage 2 outputs. Stage 2 has entailed a refinement of the Stage 1 Masterplan, which members are recommended to approve, and the preparation of the following documents which members are recommended to endorse: a draft Supplementary Planning Document (SPD), an Infrastructure Delivery Plan (IDP) and a Delivery Report. This end of Stage 2 is the end of the current Partnership funded commission. The Report also sets out next steps to maintain momentum for the East Norwich regeneration initiative.
3. Members of the consultant team will be available at the meeting to clarify matters within this report if required.

Background

4. The city council has been committed to maximising the regeneration potential of East Norwich for many years. This includes involvement in, and commissioning of, previous evidence studies and through determination of planning applications, for example. In 2018 the council commissioned a [study](#) to explore the opportunities presented by the availability of the Carrow Works site: 'A Vision for East Norwich' (5th Studio, 2018). This study highlighted the scale of the opportunity in East Norwich to support sustainable growth of the city and has helped inform the masterplan vision.
5. A report to Cabinet on [10 June 2020](#) highlighted the opportunity offered by the vacation of the Carrow Works site by Britvic/Unilever to act as a catalyst for regeneration of long-term vacant sites in East Norwich, suffering from a range of constraints to create a sustainable, high quality new district of the city. That report approved the terms of reference for a new partnership – the East Norwich Partnership – to steer development of a masterplan for East Norwich and agreed a draft brief as the basis for procurement of a masterplan.
6. Following the procurement exercise, Cabinet at its meeting on [10 February 2021](#) resolved to award a contract for multidisciplinary professional advice on the East Norwich Masterplan for the period 1 March 2021 to 31 March 2022. The consultant team appointed following that decision is led by Avison Young, and includes Allies and Morrison masterplanners, Hydrock, and RPS.
7. Production of a masterplan for the East Norwich sites is required to support policy in the emerging Greater Norwich Local Plan (GNLP). The draft plan (submitted to the Secretary of State in July 2021) identifies the East Norwich Strategic Regeneration Area and allocates this area under a single strategic allocation for residential led mixed-use development to include in the region of up to 4,000 new homes. The masterplan brief includes provision of a

supplementary planning document for East Norwich to support the policy. The capacity of the site in the emerging policy is based on the 5th Studio work referred to above but the policy makes clear that the housing capacity will be subject to detailed masterplanning.

8. It should be noted that Sustainable Development Panel has been briefed as part of the masterplan process, most recently on [7 March 2022](#) as the Stage 2 Masterplan work was coming to a close.
9. The masterplan work has been in two stages. The key output of the Stage 1 masterplan, reported to [17 November 2021 Cabinet](#), was a high-level masterplan based on a preferred option, providing a clear understanding of the strategic infrastructure needs, providing an initial high-level assessment of the impact of this on the deliverability and viability of the scheme.
10. Stage 2 has entailed refinements to the Masterplan, arising from extensive dialogue with Partners, the Steering Group, City and County Officers, and key external stakeholders including the Environment Agency, NHS and Clinical Care Group, bus operators and adjacent landowners. In addition, Stage 2 outputs include a Draft Supplementary Planning Document, an Infrastructure Delivery Plan and Delivery Report, including refined Strategic Viability Assessment of the preferred option masterplan. These documents will help support the allocation of the East Norwich allocation in the GNLP and provide / inform the evidence base for future planning applications.

Governance and budget

11. The East Norwich Partnership (ENP) is a public-private sector partnership led by Norwich City Council and is chaired by Cllr Stonard. The council is also the accountable body for procurement, managing relevant budgets, and project management. The ENP's purpose is for partners to work together in developing a masterplan for the East Norwich area that is deliverable and will address the need for investment in substantial new social and economic infrastructure to unlock the development potential of the site, enabling sustainable growth in this location.
12. Membership comprises: Norwich City Council, Norfolk County Council, South Norfolk Council, the Broads Authority, Homes England, Network Rail, New Anglia Local Enterprise Partnership, and landowners of the Deal Ground / May Gurney site, Carrow Works, and the Utilities sites.
13. As noted under 'Implications' below, financial commitment to date for the masterplan work totals £675,000. Further details are set out in the report to Cabinet in November 2021 (linked to in paragraph 9 above). This level of partner financial support and input has been instrumental to help drive the masterplan forward and demonstrates partners' commitment to work positively towards the regeneration of this area.
14. It should be noted that the council and the Towns Fund each contributed £100,000 towards masterplanning costs, and the council's acquisition of Carrow House through the Towns Fund gives it a landowner stake in the delivery of regeneration in East Norwich. There is regular reporting on

progress with the masterplan through the Towns Fund governance arrangements.

Progression from the Stage 1 masterplan to Stage 2

15. The purpose of the stage 1 masterplan was to provide a clear understanding of the development potential of the East Norwich area based on a detailed understanding of the constraints and opportunities presented by on and off site environmental, ecological, heritage, infrastructure and flooding factors. It identified a range of appropriate land uses including housing, employment and community/social infrastructure and the strategic infrastructure required to deliver these elements, with an early assessment of abnormal development items, and an understanding of the impact these have on the deliverability and viability of the scheme. It was not a blueprint for development but instead provides a framework for the comprehensive regeneration of the East Norwich area for the long term, to help promote, direct and coordinate future high quality, sustainable development.
16. The Stage 1 masterplan was informed by a robust and comprehensive evidence base which has fed into the development of concept masterplan options. This included desktop and site analysis of technical information, and an extensive process of stakeholder engagement.
17. Details of the engagement process, including a summary of engagement feedback and how the masterplan has responded to this, were reported to Cabinet on 17 November 2021 (page 15) and in sections 10 and 11 of the Stage 1 Masterplan document on the Council's website.
18. Details of the concept masterplan are set out in the report to Cabinet in November 2021 (link at paragraph 9 above) but for context these are summarised below.
19. The three primary strategic objectives for East Norwich are identified in the concept masterplan as:
 - Celebrating Norwich's waterfront: by extending and celebrating the waterfront in east Norwich to create vibrant new riverside environments, support new and existing wetland habitats, and support water-based activities and enterprises.
 - Connecting the city with the Broads: there is potential for opening new connections for all modes between the city and the Broads. The sites have long played a significant role in the city's industrial history but have been largely inaccessible in recent years.
 - Framing the future with the past: by making the most of the great historical significance of east Norwich, particularly the Carrow Works site which includes Carrow Abbey and many listed buildings, with new development complementing existing buildings, to form connected neighbourhoods supporting a vibrant mix of uses, activities, tenures and environments.
20. The concept masterplan aims to create characterful places that are responsive to the river location and to existing development at Trowse for example, and to create opportunities to enhance landscape setting. It

proposes 4 distinct 'character areas' based on Carrow Works with its industrial heritage and listed buildings, Trowse village and Deal Ground which contains a significant amount of flood zone and open space, Waterside North based on the Utilities site on the north bank of the Wensum, and Waterside East which straddles the Wensum adjacent to Carrow Works and Norwich city football club. The masterplan proposals reflect the differing characteristics of these areas.

21. Key elements of the stage 1 masterplan include:

- Creation of **new strong pedestrian and cycle connections** east-west from the city centre/King Street to Whitlingham, and north-south to the Yarmouth Road, sustainably linking the sites into the surrounding neighbourhoods. Critical to this is new infrastructure in the form of an upgraded pedestrian and cycle underpass between Carrow Works and the Deal Ground, a pedestrian and cycle bridge between Carrow Works and Geoffrey Watling Way, and a new pedestrian and cycle bridge between the Deal Ground and Whitlingham Country Park.
- **All modes vehicular connections** through the sites particularly through the May Gurney and Deal Ground sites into the Utilities site, with new bridges across the Yare and Wensum.
- **Bus routes** potentially through Carrow Works, with possibility for a bus route in the future through the Deal Ground linking to the north side of the Wensum.
- **New marinas** to potentially include a large leisure marina on the Utilities site and a small leisure marina on the Deal Ground site.
- Creation of a **web of green spaces and public spaces** within the sites.
- **Landscape, ecology and planting proposals** with opportunities to achieve biodiversity net gain across the sites
- A significant proportion of **homes fronting open spaces and/or the water**
- A **land-use strategy responding to the sites' constraints**, specifying a mix of uses including housing, employment, creative industries, community facilities, ancillary retail, etc, across the sites, and an indication of site density with highest buildings generally close to the River Wensum frontage. The intention is that parking ratios will be kept very low.
- **Social and community infrastructure** including a two form entry primary school with contributions towards secondary school place provision, and appropriate community health facilities.
- An approach to **low/zero carbon energy** solutions for the sites, and recognising steps to assist with providing climate change resilience

22. The concept masterplan also promotes a co-ordinated approach to infrastructure delivery noting that, to some extent, all the sites within the masterplan area will rely on some provision across the masterplan area.

23. The Stage 1 masterplan report noted that a significant amount of public sector grant is likely to be necessary to help deliver key infrastructure and a policy compliant scheme.

Stage 2 outputs

(a) Stage 2 masterplan

24. The Stage 2 masterplan has not led to any significant variance in approach since the Stage 1 masterplan, being more a refinement of the elements identified. Key areas of focus, mirroring the items set out in paragraph 21 above - have included further assessment of:

- **Pedestrian/cyclist, and emergency access and potential bus access**, from the western part of the Carrow Works site onto the road access off Kings Street, adjacent to Papermill Yard (in third party ownership), on which future negotiations would have to take place (but not in a ransom situation), and to the requirements of Norfolk County Council as Highway Authority
- the opportunity for the Trowse rail underpass being the 'pivot' point for the **key E-W pedestrian/cycle route** to enable the 'Broads to the city' (and vice versa) link to be a significant sub-regional benefit. Homes England provided additional funding to enable a preliminary feasibility study to be undertaken, which has demonstrated that such a link can be provided, subject to external funding, and, in the eventuality that the rail bridge is modified to enable twin tracks to be provided as part of the 'Norwich in 90' initiative, that further widening, or making higher, the underpass would lead to additional connectivity improvements for pedestrians and cyclists
- **Bus routes** having met with both local bus operators, and the County Council, at this initial stage, it appears that a 'loop route', from the city centre, entering into Carrow Works, looping around the site, and returning to the city centre is most likely to be commercially viable. The masterplan makes provision for this. There may be a future opportunity to consider bus access into the Deal Ground/Utilities site. Another element, already discussed with operators, would be for changes and improvements to the existing services, and bus stop infrastructure on Bracondale. Such improvements could be discussed as part of s106 improvements.
- 2 proposed **new Marinas** (large on Utilities site and small on Deal Ground) make good use of otherwise constrained land (in the case of the former, an exclusion zone around the existing sub-station, and the latter, being within Flood Zone 3). Marinas could also provide a small, but not insignificant, benefit for flood mitigation, as well as being major destination/Placemaking elements and assistance with meeting leisure/tourism/recreational objectives. Most importantly, if future bridges across the Wensum (including replacements for the existing rail bridge or Carrow road bridge) are fixed rather than opening, thus restricting navigable access to the city centre, then compensatory measures would need to be provided – of which the large marina would be a key element. Further discussions about delivery mechanisms, timing and funding involving bridge and landowners, Broads Authority, funding agencies, the City and County Council (as Highway Authority) will need to be held. The Draft SPD, and the viability assumptions, are based on fixed bridges being provided in the future, subject to necessary future approvals; the Master-

plan allows, physically, for opening bridges if required, but this would affect the viability position considerably (it is estimated that opening bridges are a minimum of twice the cost of fixed bridges, also then requiring significantly higher operating/maintenance costs). This is a key area to further progress with the various parties.

- **Green spaces and public realm** ensuring appropriate, high quality connectivity within, and between the East Norwich sites, for both pedestrians and cyclists, and in the case of the Carrow Works site, respecting the heritage assets of the priory remains, Carrow Abbey and the grounds and gardens. Future management and maintenance will be a key issue.
- **Landscape, ecology and planting proposals** – ensuring a framework is provided in the SPD for net Biodiversity gain, and appropriate protection and enhancement of existing assets (such as County Wildlife Site). Future management/maintenance will be a key issue.
- **Homes fronting open spaces and/or the water** – reflecting one of the 3 key primary opportunities for East Norwich – ‘ an extension of Norwich’s magnificent Waterfront’ – to ensure maximum benefit is made of amenity to create high quality Placemaking
- **A land-use strategy responding to the sites’ constraints** – particularly taking account of the railway, the Tarmac/Lafarge Site and the river edges
- **Social and community infrastructure** - including a two form entry primary school with contributions towards secondary school place provision, and appropriate community health facilities and other support facilities (eg neighbourhood retail, and F&B).
- An approach to **low/zero carbon energy** solutions – to be reviewed comprehensively as part of planning applications that come forward, meeting SPD objectives for demonstrating a low carbon solution, and within the context of the current Pilot study in Norwich for becoming a Heat Network Zone, and the City Council, along with other Partners, taking a proactive role to assist in facilitating low carbon solutions, where possible.

25. A ‘bridging report’ providing a commentary on changes made as a response to feedback arising from engagement on the Stage 1 Masterplan has been produced by the Allies and Morrison consultant team and is attached as appendix 1 to this report.

26. The key changes from Stage 1 to Stage 2 Masterplan can be grouped under 4 main headings of access and movement, heritage, landuse, and ecology, summarised below.

27. Access and Movement:

- **Papermill Yard entrance:** reinforcing the importance of this for pedestrians and cyclists (as the origin/destination for the key east-west route through to Whitlingham Country Park (‘City to the Broads’), also for emergency vehicles and potentially as a bus route and/or secondary access to the main Bracondale entrance. Objectives are set out for access needs, and these objectives will need to be met in agreement with the Highway Authority, balancing the fact that the placemaking qualities of the adjacent area, with potential Food Hall in an existing warehouse

building in this location, will be important, along with the Papermill Yard access road being in third party ownership.

- **King Street/Carrow House entrance:** this could provide an alternative access point, in agreement with the Highway Authority
- **Access to Network Rail land and sidings:** improved access for future Network Rail access is catered for
- **Bracondale access:** an additional point of emergency access into the Carrow Works site is allowed for in the vicinity of the existing Fire Station.

28. Heritage:

- **Setting of Carrow House:** proposed residential development pulled further away from the newly elevated Grade 2* listing of the Conservatory, and the additional listing of the Gardens
- **Setting of Carrow Abbey:** enhancements in the arrival to the site in proximity of the Abbey, a review of parcels of land to the south of the Abbey and overall enhancements for the incorporation of existing heritage assets into the masterplan.
- **Setting of St Andrew's Church:** removal of some proposed development in the SE corner of the May Gurney site to improve views to, and the setting of, the Grade 1 listed Church
- **Building heights and massing:** a review of building heights was undertaken in response to Historic England concerns, and to establish the right balance between impact of height/massing, and views, with responding positively to the site's assets and context, and to make the best use of edge of city-centre sites. To add additional control for the local planning authority, and to help ensure that the scale and massing of new development takes proper account of its context, two additional plans are included in the Draft SPD – providing a qualitative assessment of relative levels of sensitivity to potentially adverse impacts of building heights for new development considered appropriate across different zones of the East Norwich sites, and secondly, guidance on the range of heights across the sites. Visual and Townscape assessments will need to be submitted with future applications to demonstrate the impact of new proposed buildings.

29. Land Use

- **Housing Density:** where appropriate, housing densities have been increased slightly, eg to the east of Carrow Abbey.
- **Rebalancing Housing and Employment land:** the amount of residential development has been increased, with a reduction in commercial space, and led to a rebalancing of space in the northern part of Carrow Works and the Deal Ground
- **Mitigating environmental impacts of the Tarmac/Lafarge plant:** leading to more intensive commercial development acting as a buffer to the plant, including to the north of the Pumping Station on the Deal Ground

30. County Wildlife Site:

- **Boundary:** In response to a boundary change to the County Wildlife Site, residential development has been rearranged, without loss of units, to respect the current boundary. The key issue is for an updated ecological survey to be carried out to establish key areas for protection and enhancement based on acknowledged ecological value.

31. The Stage 2 masterplan scheme can deliver c.3,632 residential units with 33% affordable housing, and 507,000 sq ft of commercial floorspace, enabling at least 4,100 jobs to be provided. Affordable residential units are assumed to be 85% for social rent and 15% for shared ownership which is in line with the policy in the adopted Joint Core Strategy. The Stage 2 summary masterplan is attached at appendix 2 and is also contained within the Supplementary Planning Document.

(b) Draft Supplementary Planning Document (SPD)

32. The updated Masterplan is incorporated into one of the key outputs from the Stage 2 work, the Draft Supplementary Planning Document (SPD) which is available as appendix 3 at this [link](#). The Draft SPD sets out objectives and guidance to provide a framework for the future development at East Norwich and the intention is that it will be adopted by the Greater Norwich authorities and Broads Authority. For a long-term initiative with development taking place over, potentially, 12-15 years, the guidance is necessarily not prescriptive, and establishes parameters through objectives, requirements and guidance, supported by contextual assessment covering all aspects of the masterplan, to assist each of the following parties - landowner/developers, local planning authorities and both regulatory, and other, stakeholders – in understanding the basis on which development proposals should be put forward, and then assessed. It is not a blueprint, and, indeed, given the timescale for all development to come forward, for 3 main sites, comprising, at present, 5 different landowners (Fuel/Unilever, Serruys Property Company, National Grid, RWE and Norwich City Council (Carrow House), the SPD allows sufficient flexibility within the framework for what might be changed circumstances in the future, eg re methods of working and travel, for example.

33. The SPD is also important for taking a comprehensive view of the East Norwich area as a whole, and ensuring that development, and its infrastructure, are delivered holistically – see below paragraph 37 regarding the Infrastructure Delivery Plan.

34. A significant number of key statutory agencies have been consulted during preparation of the SPD, whose views or comments will be required as part of consideration of future planning applications, including Norfolk County Council, Historic England, Environment Agency, and NHS/CCG for example. A first draft of the SPD was circulated for comment amongst the Partnership in mid-February 2022, with comments incorporated into a second iteration further circulated at the end of March. This current Draft Final version presented to Cabinet takes account of these comments.

35. Cabinet is being asked to endorse the draft SPD at this stage, recognising that this will be a material planning consideration for relevant planning applications, in view of the level of work, consultation and engagement with key agencies and partners that has taken place to date over the course of the masterplan project and the SPD's development. The level of weight afforded to it will be a matter for the decision-maker but it will be less than for an adopted SPD. Final adoption of the SPD by the council and its partner

local authorities cannot take place until a further round of statutory public consultation has taken place, which needs to be allied to progress on the GNLP. Recommendation iv seeks delegation of authority to the Executive director for development and city services in consultation with the Cabinet member for inclusive and sustainable growth to make further changes to the SPD prior to consultation. This will assist with driving forward a complex regeneration process for East Norwich within the context of an ongoing public examination likely to result in policy amendments, and the need to work closely with a range of partners and stakeholders including Homes England, landowners, and the County Council as highway authority to ensure that the final SPD will ensure successful delivery of the masterplan objectives. The public examination may be delayed by the nutrient neutrality issue which could mean that the GNLP, and therefore the final version of the SPD, cannot be adopted until spring 2023 at the earliest.

36. As part of this context, it is anticipated that a planning application (part outline/part detailed) will be submitted by Fuel Properties for the Carrow Works site before the end of June 2022, to satisfy a contractual requirement with the current landowner Britvic/Unilever. In terms of other planning context, there is a 'live' outline consent for the May Gurney/Deal Ground, for which the satisfying of Reserved Matters and Conditions would be in part assessed against the Draft SPD. Future planning applications for the Utilities Site will be dependent on progress with necessary infrastructure to service the site (for example all modes crossings over the Rivers Yare and Wensum).

(c) Infrastructure Delivery Plan (IDP)

37. An IDP sets out the infrastructure (physical and social) necessary to support new development on the East Norwich site and is available as appendix 4 at this [link](#). For a 50 ha site, bisected by two rivers and a railway line, the physical infrastructure requirements are considerable and include: four bridges (two all-mode, 2 pedestrian/cycle), two underpass improvements, significant on-site and off-site highway and connectivity works, flood mitigation works (which has been informed by additional flood modelling work funded by Homes England) and potential marinas – as a 'destination' element, supporting sub-regional and broads Authority objectives for additional leisure/boating opportunities, to assist with flood mitigation, and to provide compensatory measures for tall craft in the eventuality that fixed, rather than opening, bridges over the River Wensum, are approved in the future. Social infrastructure includes a new primary school and appropriate community health provision.
38. The 'top line' from the IDP is that some £153m of infrastructure costs (out of a total of £225m for all infrastructure and abnormal costs) - broken down into that of site, East Norwich area or wider/sub-regional benefit - needs to be provided to underpin regeneration at East Norwich. A future aspect of Stage 3 work will need to further establish where, and how, equitable apportionment of infrastructure costs can be made where infrastructure is of more than site wide benefit.

(d) Delivery Report

39. A Delivery Report (set out in appendix 5 at this [link](#)) has been prepared to assess matters such as phasing, funding and provide a baseline for how to implement development at East Norwich. The high level strategic viability assessment, across all East Norwich sites, indicates the significant challenges to fully deliver the high quality, sustainable and suitably connected urban regeneration of the sites. The report states that it would be possible for the scheme to generate a profit equating to 15% on gross development value (GDV) by funding all of the £153m infrastructure -related costs by public sector grant, and notes that this indicative level of subsidy aligns with other Homes England funded projects in the context of the wider scheme benefits and jobs created in addition to bringing a brownfield site back into use. All aspects relating to infrastructure, delivery mechanisms, and timings, phasing and viability will be further assessed as part of a future Stage 3 set of workstreams (see para 43 Next Steps below). For clarification, the recent Nature England letter regarding the need for Nutrient Neutrality to be addressed to mitigate against the concern of phosphates and nitrates from entering the water system has not been taken account of in terms of any additional financial liability that may arise if, for example, a tariff were to be imposed on development to offset such mitigation works as may be necessary.

Greater Norwich Local Plan (GNLP)

40. Each of these deliverables have been submitted to the GNLP Examination to assist the Inspectors in considering their assessment for the Allocation, and accompanying policy, for the future development of the East Norwich sites.

Other Partner Authorities

41. Key to the work undertaken throughout Stage 1 and 2 has been the strength and cohesive nature of the local public sector partnership, combined with the landowners, that comprises the East Norwich Partnership, combined with Homes England and the New Anglia LEP. The planning context at East Norwich is complex in that alongside Norwich City Council as the main local planning authority 4 other authorities also have small area jurisdictions; Norfolk County Council (as waste and minerals authority, in addition to Highway Authority, Education Authority and Local Lead Flood Agency (LLFA) responsibilities, South Norfolk and Broadland District Councils also having small land areas within the East Norwich sites and the Broads Authority for jurisdiction over a small land area, and the rivers. Through both the Steering Group and East Norwich Partnership Board, all Authorities have contributed to, and been kept up to date on, the progression of the East Norwich work.

42. Each local Authority has the opportunity to advise its respective Cabinets/Committees during June/July of the outcome of the East Norwich work.

Next Steps

43. Homes England, as the national Agency with a role in assisting the delivery of new homes and communities, and, more latterly, in supporting large scale housing-led urban regeneration initiatives, is 'ramping up' its resourcing support to assist the city council, and the wider partnership in maintaining momentum. As such, personnel from Homes England, along with representation from the City Council, met with key landowners in mid/late May 2022 to further assess strategy and approach for taking the initiative forward. Through Homes England funding, likely to be in the region of £100,000, a formal Stage 3 exercise will be undertaken as a 'deep dive' into matters related to development mechanisms, timing/phasing, trigger points for delivery, and, critically, viability and funding to assist with the delivery of key infrastructure and affordable housing. The City Council will provide Project Management and additional technical input into this next stage of work, with the Partnership kept advised of ongoing work. It is hoped that a Homes England led procurement for this exercise can commence in July 2022.
44. As stated above, the Draft Supplementary Planning Document will remain as a draft until statutory public consultation can be undertaken allied to the GNLP progress, allowing, in effect, a potential period for further refinement of the document to reflect any changing circumstances that may arise during that intervening time.

Consultation

45. Details of the engagement process during Stage 1, including a summary of engagement feedback and how the Stage 1 masterplan has responded to this, are set out in sections 10 and 11 of the Stage 1 Masterplan document which is on the council's [website](#) along with further details of engagement. Members of Sustainable Development Panel have also been kept informed by regular reports throughout the Stage 1 and 2 processes.

Implications

Financial and Resources

46. 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 and Budget.
47. 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. The overall masterplan project is almost complete, save the consultation on the SPD referred to above which is likely to take place in late 2022. The project to date has been delivered within budget and there is sufficient funding to cover the costs of the SPD consultation.

48. Financial commitment to date for the masterplan work totals £675,000 from the following sources: Norwich City Council, Norfolk County Council, Norwich Towns Fund, the Broads Authority, Homes England, Network Rail, the landowners of the Deal, Utilities and Carrow Works sites, and the Norfolk Strategic Fund. As noted earlier in the report the city council has contributed £100k to the project.
49. 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 for Stage 2 work. In addition, the city council is funding an extension of the East Norwich project manager post beyond the end of Stage 2 to ensure that the project momentum is maintained. The council's input to the Stage 3 work noted at paragraph 43 above can be delivered within existing budgets.
50. Homes England has funded some additional work carried out by the consultants – flood modelling and a feasibility study into the underpass between Carrow Works and the Deal Ground, costing an additional £41k in total.

Legal

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

Statutory Considerations

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. The GNLP, which includes policy for East Norwich, has been subject to Equalities impact assessment.
Health, Social and Economic Impact	This report does not have any direct implications for the council's health, social and economic considerations, but implementation of the masterplan proposals will have a positive impact on health, social and the economy through improved pedestrian and cycling and green infrastructure opportunities, community infrastructure provision, and provision of employment on the site.
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.
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.
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Risk Management

Risk	Consequence	Controls Required
<p>This report seeks approval of the Stage 2 masterplan and endorsement of key deliverables including the draft SPD. It notes that the SPD will be subject to statutory consultation before it can be adopted, expected in 2023.</p> <p>The report does not have any specific operational, financial, compliance, security, legal, political or reputational risks to the council at this stage, however if the recommendations relating to approval of the masterplan and endorsement of accompanying documents are not approved this is likely to have reputational impacts and potentially impact on progression to Stage 3. The masterplan is part of the Towns Deal project; risks have been identified as part of that project. A Risk Register was shared with the East Norwich Partnership Board though the Stage 2 work.</p>	N/a	N/a

Other Options Considered

52. The production of a masterplan for East Norwich is a major opportunity to drive forward the regeneration of that area. This report responds to the Cabinet resolution in November 2021 to move to stage 2 of the masterplan process, so reports back on progress and also seeks agreement to proceed further to Stage 3. Given where the council is in this process, following

successful completion of the masterplan commission, it is considered justified to maintain momentum to enable further steps to be undertaken to assist with the ultimate implementation of development at East Norwich, rather than considering other options.

Conclusions

53. The Stage 2 Masterplan, and accompanying Draft Supplementary Planning Document, provide a baseline for shaping and progressing, and subsequently assessing, development proposals for East Norwich, noting that the Stage 1 Masterplan has benefitted from public consultation in both June and October 2021, and that the current Stage 2 Masterplan, and Draft SPD have benefitted from key Partner and stakeholder input, and will undergo public consultation in the future, allied to GNLP progress.
54. The proposals address the objectives of the masterplan brief including delivery of sustainable connections, creating a diverse new quarter of the city making the most of the existing building stock on the Carrow Works site, provision of required infrastructure including new roads and bridge and social/community infrastructure, making the most of the river frontage, protection and enhancement of heritage assets, respect and enhance nature and biodiversity, addressing the implications of a potential replacement of Trowse rail bridge, provision of infrastructure to allow low-carbon shared heating and power, delivery of flood resilience, and promotion of healthy streets and healthy living.
55. The proposals are based on robust evidence, flexibility and long-term thinking to ensure the development is sustainable in the longer term and are informed by an extensive process of public and stakeholder engagement taking on board the views of the key partners including landowners.
56. The Masterplan and Draft Supplementary Planning Document, and accompanying Infrastructure Delivery Plan and Delivery Report, provide a strong platform for the future integrated and comprehensive regeneration of the East Norwich Strategic Regeneration Area.

Reasons for the decision/recommendation

57. The reason for the recommendations is that approval of the Stage 2 masterplan, and endorsement of the accompanying documents, is required prior to moving forward to Stage 3, and to enable appropriate urban regeneration of the East Norwich sites to be undertaken.

Background papers: None

Appendices:

- Appendix 1: Stages 1 and 2 Bridging Report (attached)
- Appendix 2: Stage 2 Illustrative Masterplan (attached)
- Appendix 3: [Draft Supplementary Planning Document](#)
- Appendix 4: [Infrastructure Delivery Plan](#)
- Appendix 5: [Delivery Report](#)

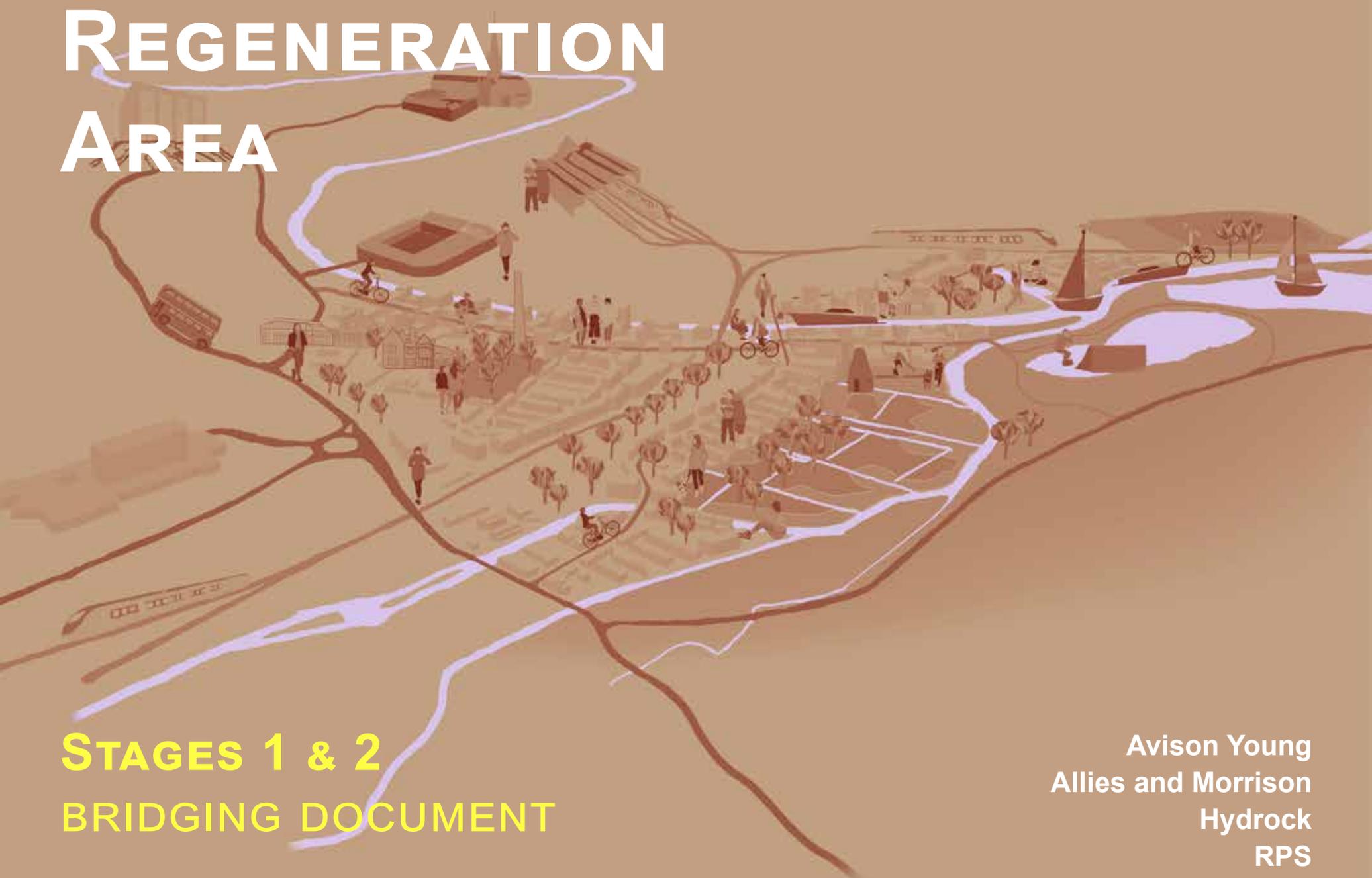
Contact Officer: Judith Davison
Planning policy team leader

Telephone number: 01603 989314

Email address: judithdavison@norwich.gov.uk

EAST NORWICH

STRATEGIC REGENERATION AREA



STAGES 1 & 2
BRIDGING DOCUMENT

Avison Young
Allies and Morrison
Hydrock
RPS

May 2022



1 INTRODUCTION

Background and context

The consultant team were appointed in February 2021 to produce a masterplan and Supplementary Planning Document (SPD) document for the East Norwich Strategic Regeneration Area (ENSRA) site allocation.

Key stages in the project can be summarised as follows:

- **Stage 1: February - November 2021**
Concept and preferred options masterplan for the ENSRA
- **Stage 2: November - April 2022**
Masterplan revisions and SPD drafting

Public and stakeholder engagement has taken place throughout the project, with key stages as follows:

- **May 2021:** Initial listening and learning meetings with stakeholders, including workshop sessions
- **July 2021:** 1st public / community drop in sessions
- **October 2021:** 2nd public /community drop in sessions
- **November - December 2021:** Stakeholder engagement on Stage 1 report

Purpose of this report

This report provides an overview of the principal revisions, updates and amendments made to the East Norwich Masterplan between Stages 1 and 2 of the project.

The masterplan explores how the east of Norwich could be transformed by the regeneration of the ENSRA through the coming forward of its four principal development opportunity sites. The four sites are as follows:

1. **Carrow Works** (including the sites of Carrow Abbey and Carrow House);
2. **May Gurney;**
3. **Deal Ground; and**
4. **Utilities.**

The masterplan has '3 primary opportunities' which are:

1. **To deliver an extension of Norwich's magnificent waterfront;**
2. **To open new connections between the city and the broads; and**
3. **Working with a glorious past, to frame an exciting future.**

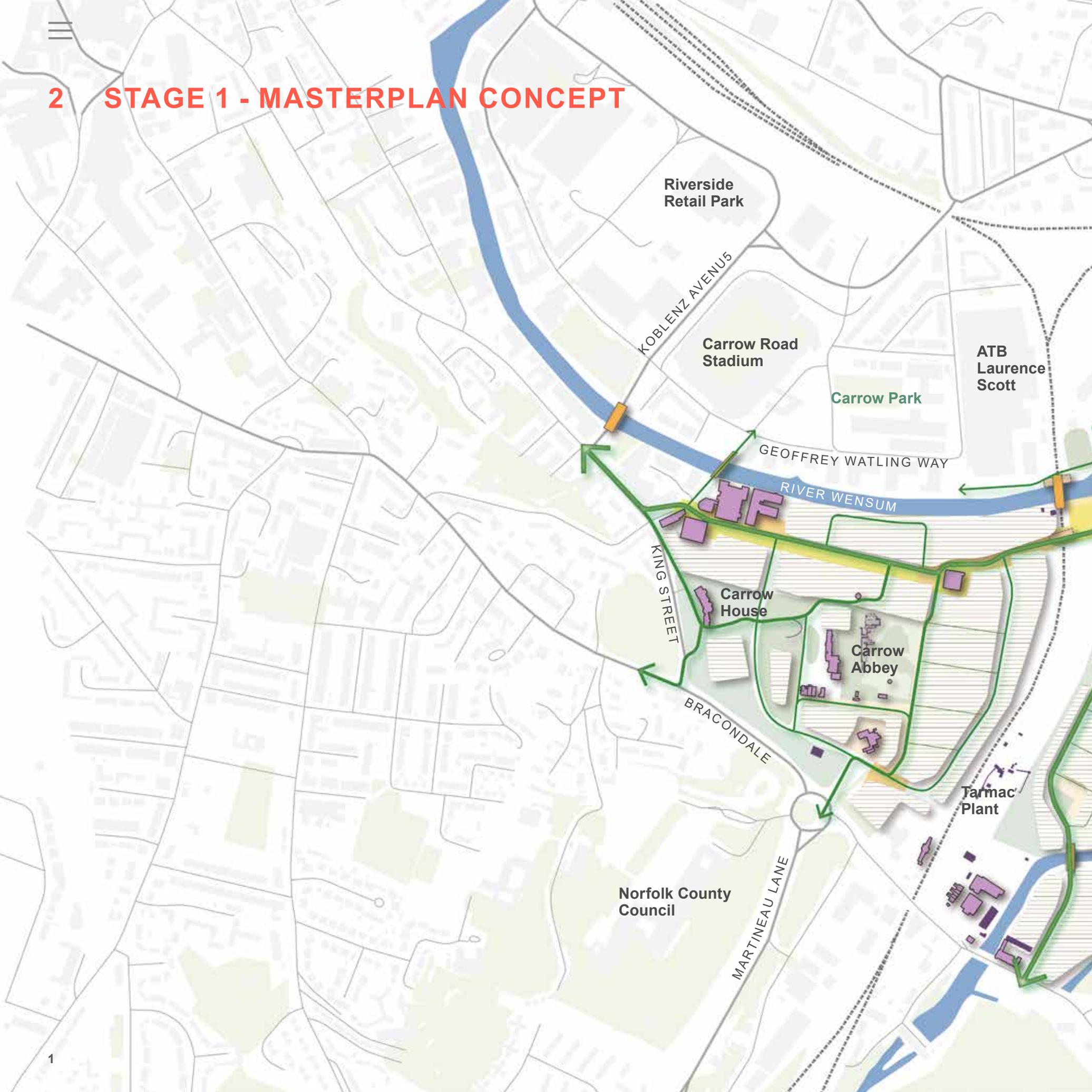


Fig 1 Stage 1 Mastetplan - concept masterplan



Fig 1 Stage 2 Mastetplan - illustrative masterplan

2 STAGE 1 - MASTERPLAN CONCEPT



Riverside Retail Park

KOBLENZ AVENUE 5

Carrow Road Stadium

Carrow Park

ATB Laurence Scott

GEOFFREY WATLING WAY

RIVER WENSUM

KING STREET

Carrow House

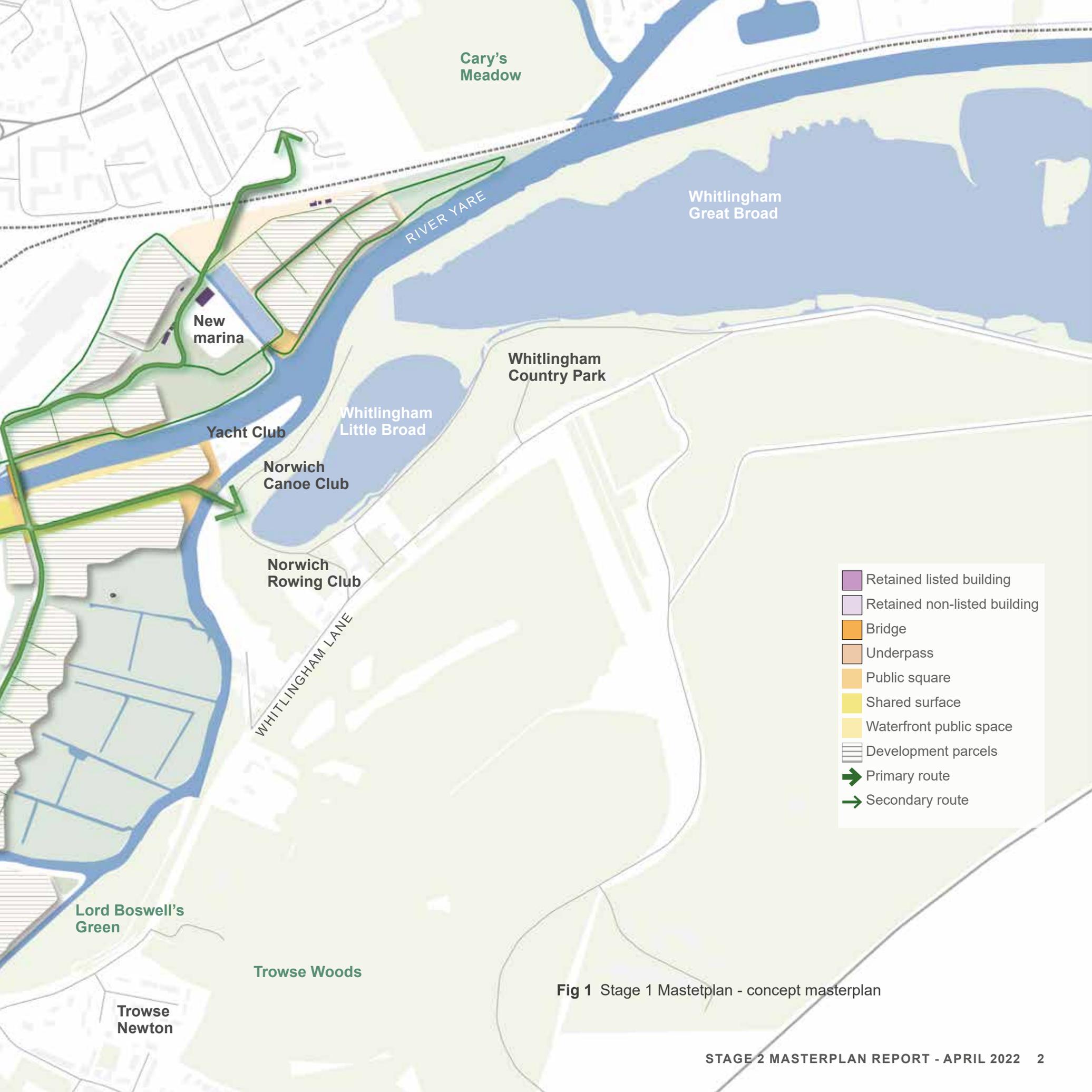
Carrow Abbey

BRACONDAL

Norfolk County Council

MARTINEAU LANE

Tarmac Plant



Cary's Meadow

Whitlingham Great Broad

RIVER YARE

New marina

Whitlingham Country Park

Yacht Club

Whitlingham Little Broad

Norwich Canoe Club

Norwich Rowing Club

WHITLINGHAM LANE

- Retained listed building
- Retained non-listed building
- Bridge
- Underpass
- Public square
- Shared surface
- Waterfront public space
- Development parcels
- Primary route
- Secondary route

Lord Boswell's Green

Trowse Woods

Trowse Newton

Fig 1 Stage 1 Mastetplan - concept masterplan

3 STAGE 1 - ILLUSTRATIVE MASTERPLAN





Cary's Meadow

RIVER YARE

Whitlingham Great Broad

New marina

Yacht Club

Whitlingham Little Broad

Whitlingham Country Park

Norwich Canoe Club

Norwich Rowing Club

WHITLINGHAM LANE

Lord Boswell's Green

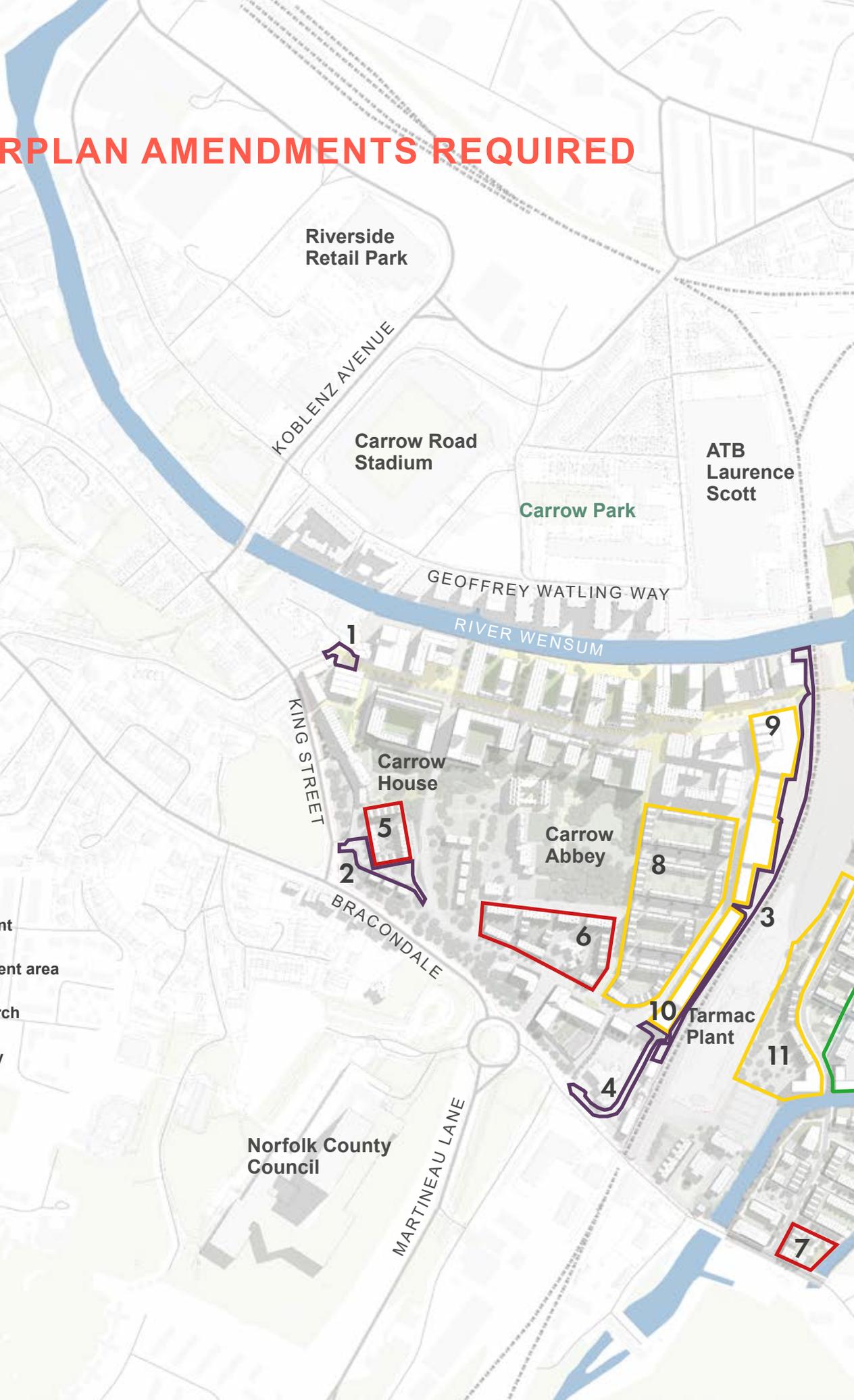
Trowse Woods

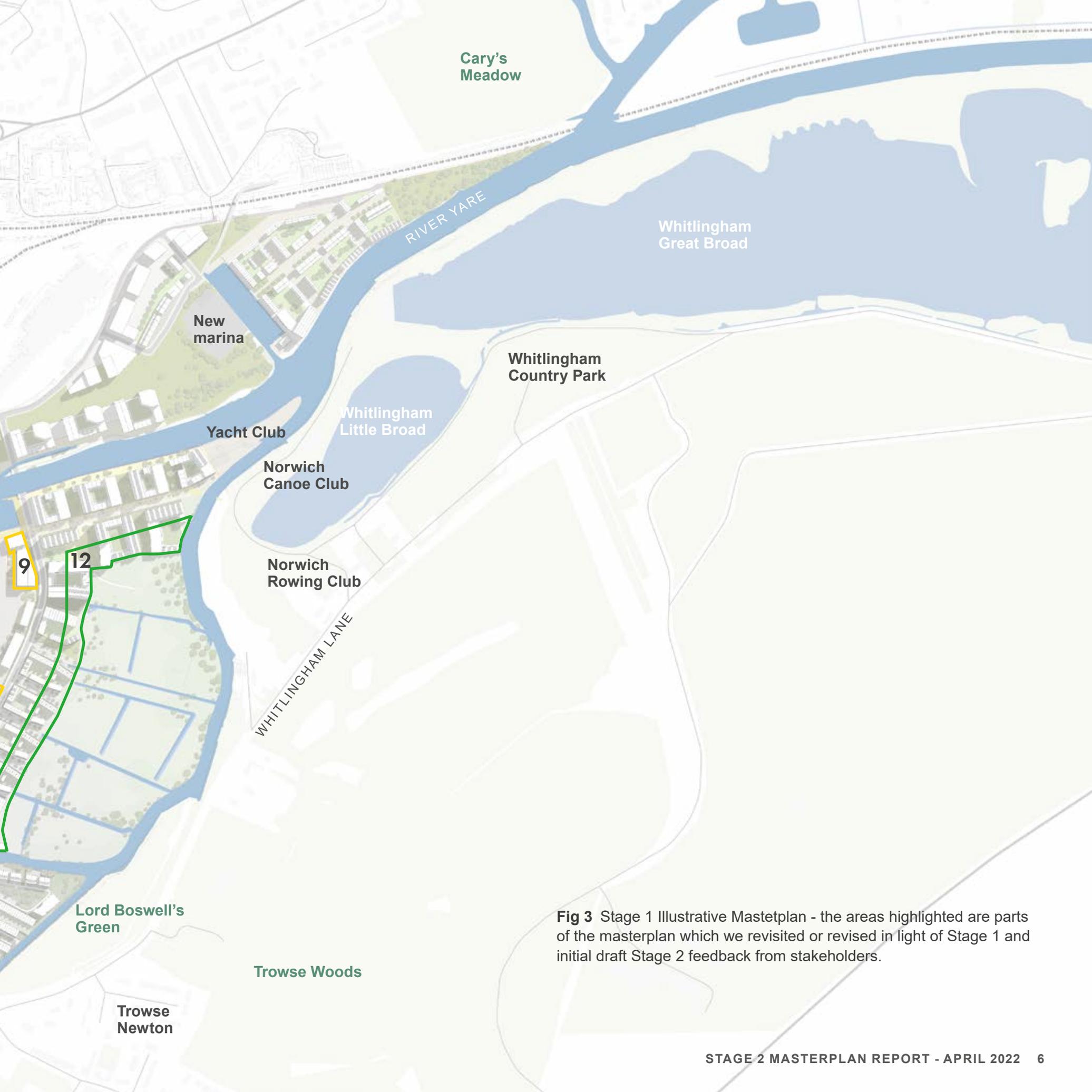
Trowse Newton

Fig 2 Stage 1 masterplan - illustrative mastetplan

4 OVERVIEW OF MASTERPLAN AMENDMENTS REQUIRED

- Access & movement**
 - 1 Paper Mill Yard site entrance
 - 2 King Street potential site entrance
 - 3 Network Rail land access
 - 4 Bracondale emergency access
- Heritage**
 - 5 Carrow House car park development
 - 6 Carrow Abbey approach development area
 - 7 May Gurney near St Andrew's Church
- Land use**
 - 8 Housing area east of Carrow Abbey
 - 9 Carrow Works north-east
 - 10 Carrow Works south-east
 - 11 Deal Ground south-west
- Ecology**
 - 12 County Wildlife Site





Cary's Meadow

RIVER YARE

Whitlingham Great Broad

New marina

Whitlingham Country Park

Yacht Club

Whitlingham Little Broad

Norwich Canoe Club

9

12

Norwich Rowing Club

WHITLINGHAM LANE

Lord Boswell's Green

Trowse Woods

Trowse Newton

Fig 3 Stage 1 Illustrative Mastetplan - the areas highlighted are parts of the masterplan which we revisited or revised in light of Stage 1 and initial draft Stage 2 feedback from stakeholders.

5 SUMMARY OF PRINCIPAL CHANGES BETWEEN MASTERPLAN STAGES 1 AND 2

Access & movement changes - plan ref. 1, 2, 3, 4

Feedback received from the County Council highlighted a number of issues relating to the access and movement strategy embedded with the mastetplan. The need to have a clear position relating to primary, secondary and emergency access was highlighted - and this issue related to all four principal development sites.

Whilst the primary points of vehicular access was clear for all sites, the movement strategy was therefore revised in the mastetplan to highlight opportunities for the establishment of secondary and emergency access for all sites. Given significant access constraints associated with the sites, it may be that some flexibility may still be required.

1. Paper Mill Yard access issues

Concerns were raised by the developers for the Carrow Works site that right of access to the site's eastern access via Paper Mill Yard was outside of their direct control. Following some research into the nature of the historic rights of access across this land, the masterplan was not revised. This entrance to the site will play an important role in ensuring the site is connected to its immediate hinterland. In light of the strategic opportunity to deliver improved connections between the city and the Broads, this access also plays an important role. Whilst

there may be some land ownership constraints to overcome, it is the Council's view that these are surmountable issues. Alternative options also exist for establishing secondary and emergency access to the site lancing any potential ransom strip issues.

2. King Street, Carrow House entrance

An existing, largely unused, access point already exists south of Carrow House which provides a direct link to the existing Carrow House car park from King Street. With the County Council having flagged the importance of the masterplan establishing potential secondary points of access to all primary development sites and with potential ownership issues associated with the Paper Mill Yard access having been flagged, the masterplan was reviewed to ensure this potential point of



Fig 4 Carrow House car park site with Stage 1 Masterplan on the left and revised Stage 2 Masterplan on the right where the masterplan has been revised to enable improve access arrangements with King Street if required

access could be used, if need be, to provide an alternative vehicular access point to the Carrow Works site - see Fig 4.

3. Access to Network Rail land and sidings

In liaisons with Network Rail, they were concerns expressed that the Stage 1 masterplan would make accessing Network Rail assets on the west side of the railway (Carrow Works side) difficult. The masterplan was reviewed and revised to ensure access can be made to the made alongside the railway line - see Fig 5.

4. Bracondale access

In light of the concerns raised by the County Council around the need to secure emergency access to all development sites, the masterplan identifies a potential emergency access point to the Carrow Works site directly off Bracondale in the vicinity of the existing Fire Station building.

Heritage changes - plan ref. 5, 6, 7, 8

Important feedback was received from relevant City and County Council officers and Historic England relating to issues associated with the impact new development might have on the site's considerable heritage assets. This led to a review of the Stage 1 masterplan in an number of key areas. Most of the ENSRA heritage assets are clustered within the Carrow Works site.

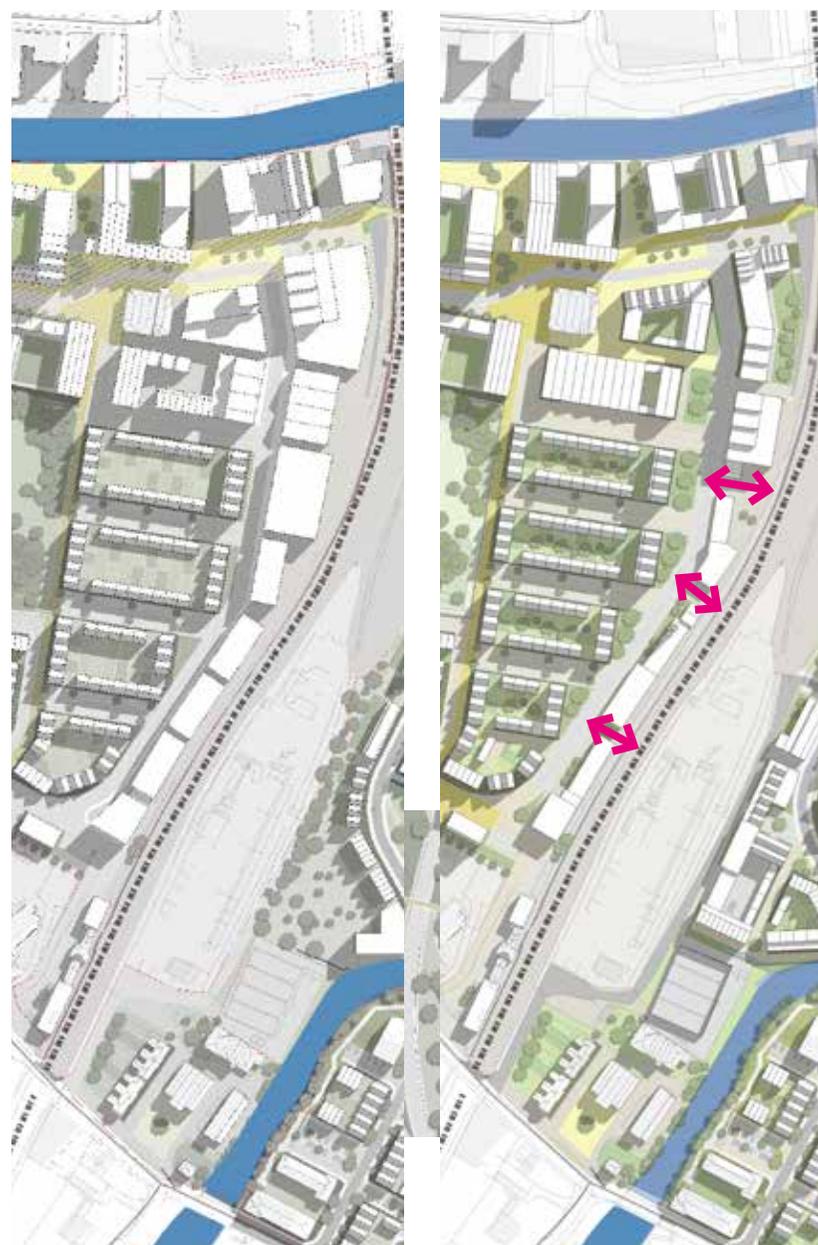


Fig 5 Network Rail sidings, with Stage 1 Masterplan on the left and revised Stage 2 Masterplan on the right where access to Network Rail assets has been improved

During the time the Stage 1 masterplan was being prepared, Historic England were undertaking a review of the listings and other heritage designations across the sites. This process concluded, with revised listing building designations and amended Schedule Monument boundary, in advance of the final production of the Draft SPD (Stage 2 masterplan).

Primary amongst the issues raised was the significance and setting of Carrow Abbey which forms part of a Scheduled Monument designation and is also a Grade I listed building.

Setting of Carrow House - plan ref. 5

The Historic England listing review resulting in the Carrow House conservatory building upgraded to Grade II* status. The formal gardens to Carrow House were created in 1908 and, following the listing review are now also formally recognised as part of the Grade II listed Carrow House.

The Carrow House car park site to the south of Carrow House is an attractive and level development site with good vehicular access. The Stage 1 masterplan showed how residential development could be accommodated on this site whilst maintaining the gardens and east-west pedestrian and cycle access south of Carrow House. However, concerns were raised about the proximity of the new development to Carrow House, its conservatory



Fig 6 Carrow House car park site with Stage 1 Masterplan on the left and revised Stage 2 Masterplan on the right where the masterplan has been revised to enable improve access arrangements with King Street if required

and gardens. In response, the building line for any redevelopment proposals on the Carrow House car park site was pulled south, away from the listed heritage assets in the revised Stage 2 Masterplan - see Fig 6.

Setting of Carrow Abbey - plan ref. 6

Concerns were expressed regarding the setting of this important and sensitive heritage asset. There was concern about the impact of the heights on new buildings around or visible from the Abbey grounds. There was also concern expressed regarding the relationship between the Abbey building and the arrival to the site. The parcels of land south and west of the Abbey building were considered again carefully to improve the arrival experience and improve the setting of the Abbey building itself whilst retaining newly listed assets in the vicinity of the Abbey. The refinements also improve how existing



Fig 7 Carrow House car park site with Stage 1 Masterplan on the left and revised Stage 2 Masterplan on the right where the masterplan has been revised to enable improve access arrangements with King Street if required

buildings to be retained can be better incorporated into an overall masterplan.

Views were expressed by Historic England for the current surface car parking area to the south of the Abbey building to be retained to preserve the open character of the site. These open parking areas are

however considered to detract from the character of the area and are not considered to be a positive aspect of the setting of the Abbey building. The masterplan seeks to improve the setting of the Abbey through appropriately scaled new development framing the Abbey grounds and clearly demarcating, but not encroaching into, the extent of the scheduled monument.

Setting of St Andrew’s Church - plan ref. 7

Historic England raised concerns about the impact of the form of development suggested on the May Gurney site on the setting of the Grade I listed St Andrew’s Church in Trowse Newton. A masterplan revision was made by removing some development on the Bracondale street frontage which was considered to potentially have an adverse impact on the setting of this heritage asset. The open nature of the Yare Valley was another factor in wanting to see a more open and less urban form of development in this sensitive part of the ENSRA - see Fig 8.

Building heights and massing

General concerns were raised by Historic England regarding the impact of new development on the setting of the Abbey but also more generally the site’s wider heritage assets and the character of the historic city of Norwich as a whole.

The distribution massing across the masterplan area is considered to be appropriate given the need to respond positively to the site’s assets and context and the need to make the best use of land.

To add additional control to the Planning Authority in this regard and to help ensure that the scale and massing of new development takes proper account of its context, two plans were included in the Draft SPD.



Fig 8 The south-east corner of the May Gurney site, with the Stage 1 Masterplan above and revised Stage 2 Masterplan below. Development has been pulled away from the south-east corner of the site, adjacent to the river corriidor and closest to St Andrew’s Church

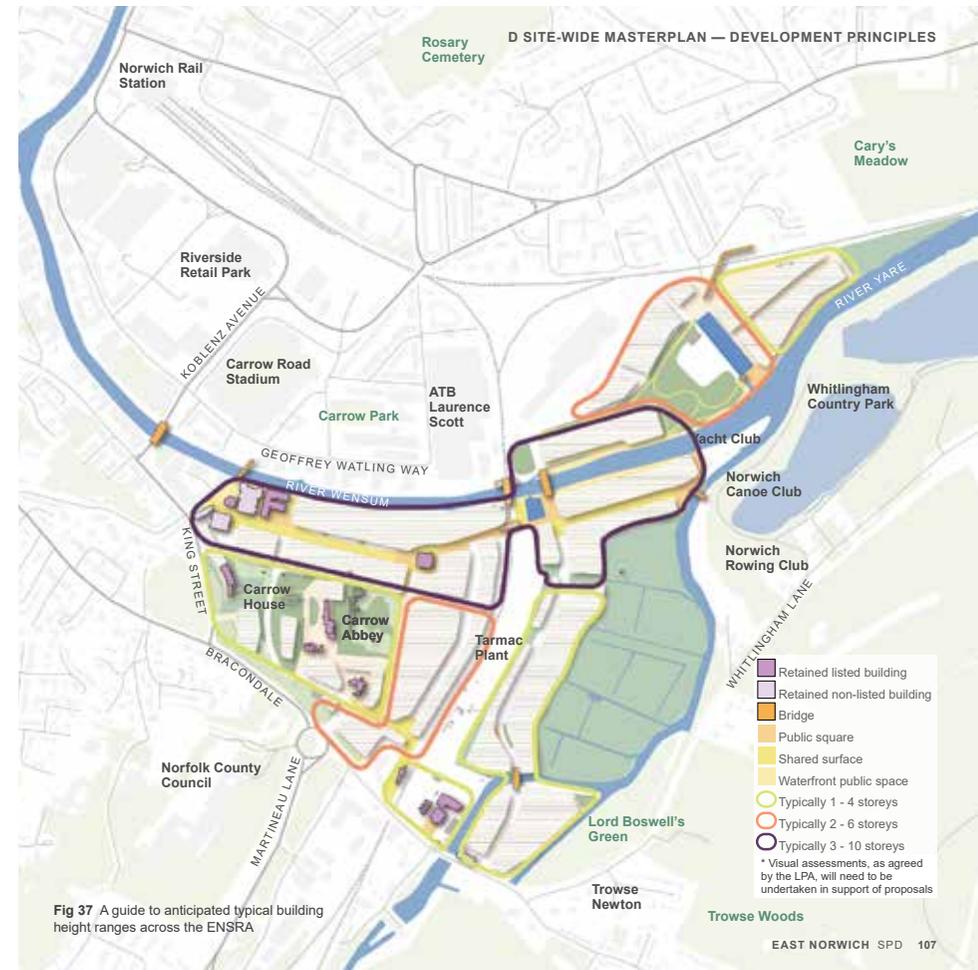


Fig 9 Building height sensitivity assessment (left) and building height guidance (right) as outlined in the Draft ENSRA SPD

The first provides a qualitative assessment of relative levels of sensitivity to potentially adverse impacts of building height across the ENSRA. The second provides guidance on the range of building heights for new development considered appropriate across different zones of the ENSRA - see Fig 9.

Land use distribution and housing density issues - plan ref. 8, 9, 10, 11

Feedback from some of the landowners raised concerns about both the distribution of land uses (in particular, the extent and distribution of employment uses across the sites), and the density of the some of the areas of housing development incorporated into the Stage 1 Masterplan. As a result, the masterplan was reviewed and a number of changes were made, as follows.

Housing density increases - plan ref. 8

Housing blocks were tightened to increase overall levels of housing density in the area east of Carrow Abbey. An additional street block has been incorporated into the area of housing to the east of Carrow Abbey - see Fig 10.

Rebalancing employment land to housing land - plan ref. 9

The extent of employment land uses put forward in the masterplan was rationalised - particularly in the northern parts of both the Carrow Works and Deal Ground sites adjacent to Trowse Bridge. This change which resulted in an overall increase in the amount of residential development - see Fig 11 (A).

Mitigating environmental impacts of Tarmac depot ongoing operations - plan ref. 10

To mitigate against the adverse environmental conditions (noise, odour) associated with the Tarmac aggregate plant, a change in land use emphasis from housing to employment uses has been incorporated into the Stage 2 Masterplan - together with a more intensive and efficient form employment-led of development north of the pumping station on the Deal Ground site - see Fig 11 (B).



Fig 10 Area east of Carrow Abbey with the Stage 1 Masterplan on the left and the Stage 2 Masterplan on the right. The Stage 2 masterplan introduces a more compact and higher density form of housing development in these street-based housing blocks - whilst still ensuring each dwelling has an appropriate amount of private amenity space.

County Wildlife Site boundary change

Feedback from the County Council ecology team highlighted concerns associated with the extent of development shown in the Stage 1 Masterplan on the Deal Ground. It was felt that the extent of developable area encroached into the County Wildlife Site (CWS) ecological designation.

It transpired that the boundary of the CWS had been amended since its incorporation into the adopted development plan. The CWS boundary being taken forward in the emerging Greater Norwich Local Plan is different to that in the adopted development plan - and it was on the basis of the adopted boundary that the Stage 1 Masterplan was based - see Fig 12.

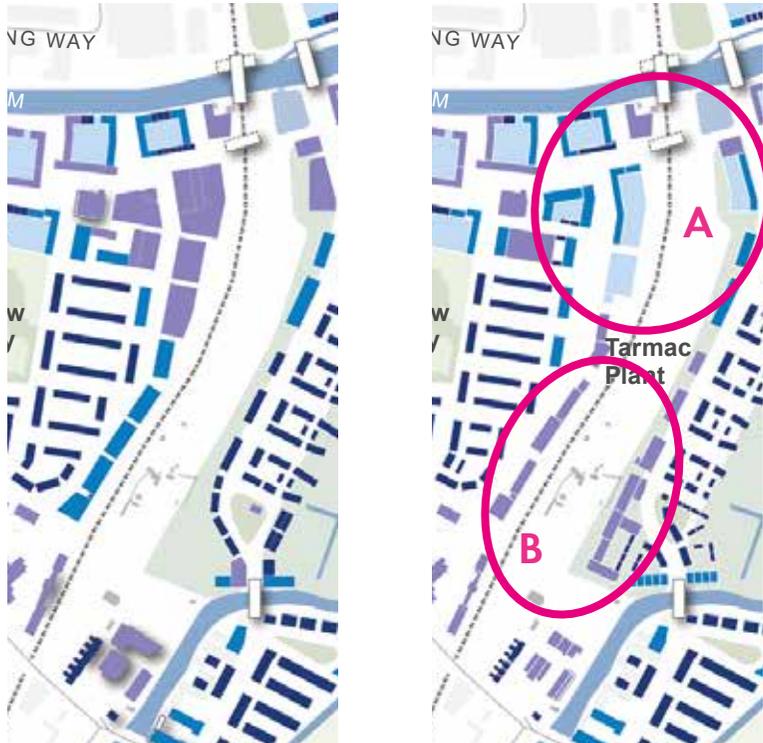


Fig 11 The ground floor land use plan in the Stage 1 Masterplan to the left and the Stage 2 Masterplan to the right. A) In the area around Trowse Bridge, in light of feedback received, a change in emphasis towards more residential development was made. B) Either side of the aggregate depot, the reverse change was made with employment uses being seen as a more appropriate use to buffer other land uses from

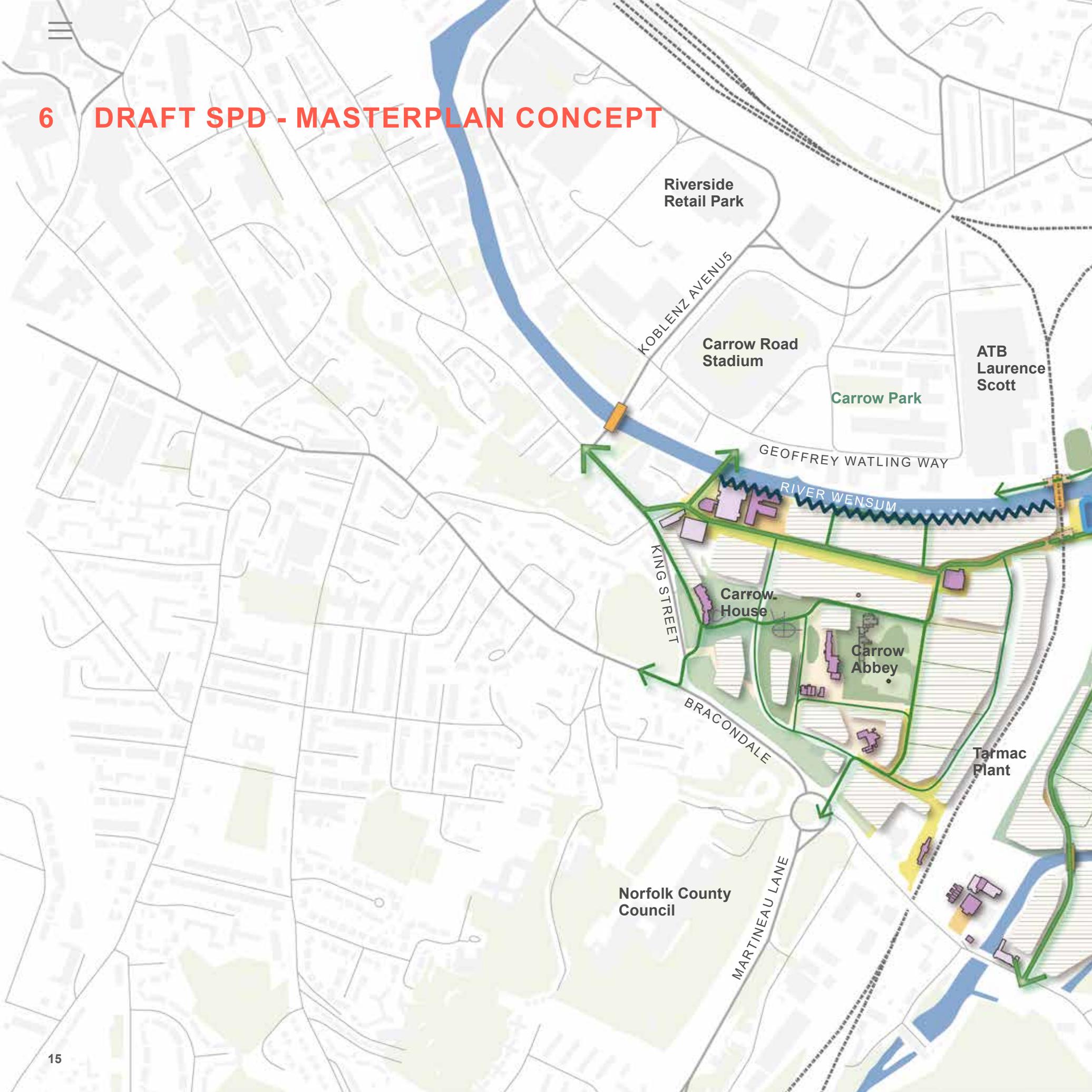
Given the intention for the masterplan to be adopted as an SPD to the new Greater Norwich Local Plan, revisions needed to be made to the masterplan to ensure there was not such conflict. The housing development on the Deal Ground site was revised accordingly to ensure there was no encroachment.

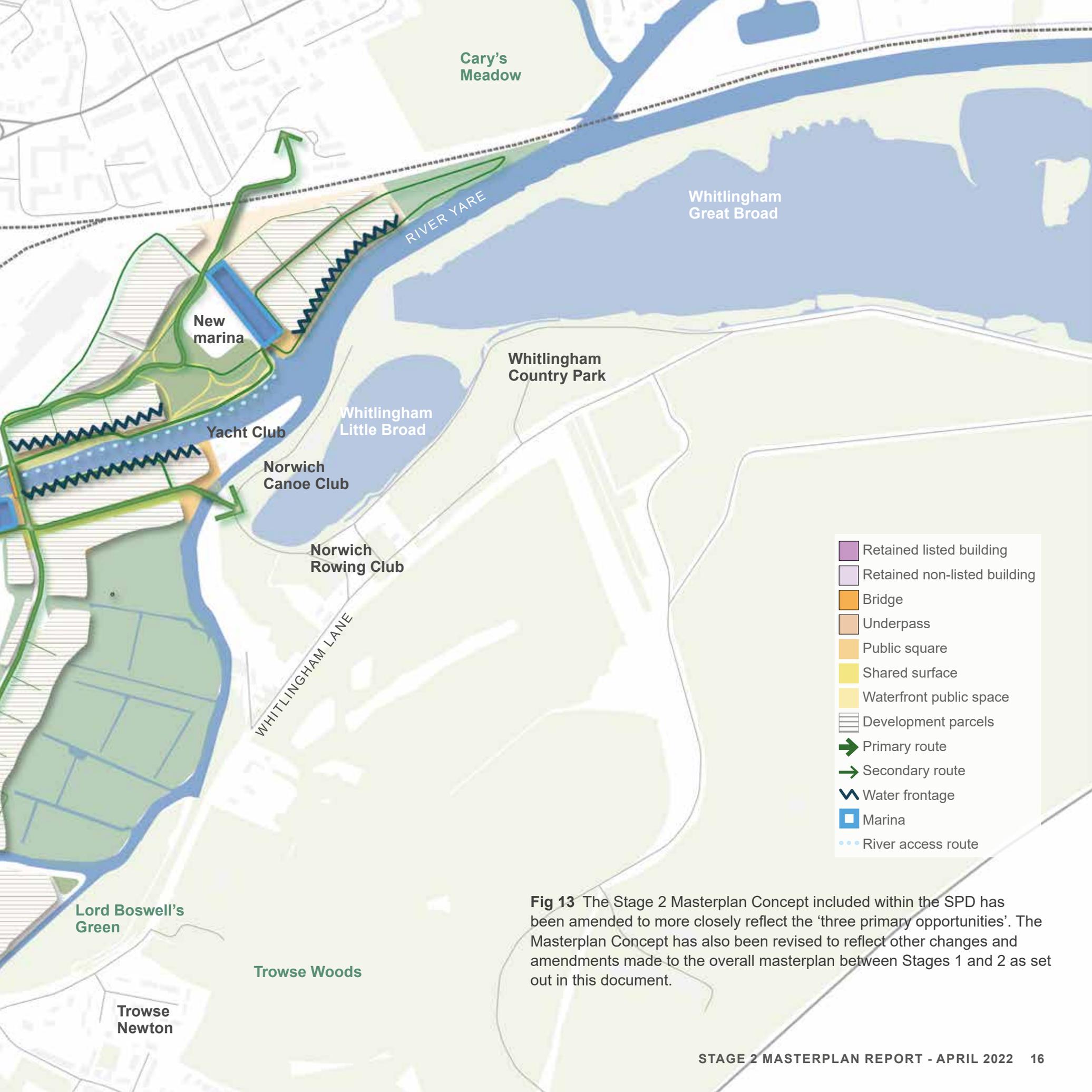
Revisions were also made - including to the wider ENSRA masterplan as a whole - to ensure that there was no overall loss of residential development capacity. The changes to the Deal Ground proposals in the masterplan are shown in Fig 12



Fig 12 Deal Ground proposal and the relationship with the revisions to the boundary of the County Wildlife Site. The Stage 1 Masterplan is shown on the left and the revised Stage 2 Masterplan proposals shown on the right which respects the new CWS boundary.

6 DRAFT SPD - MASTERPLAN CONCEPT





Cary's Meadow

Whitlingham Great Broad

RIVER YARE

New marina

Whitlingham Country Park

Whitlingham Little Broad

Yacht Club

Norwich Canoe Club

Norwich Rowing Club

WHITLINGHAM LANE

- Retained listed building
- Retained non-listed building
- Bridge
- Underpass
- Public square
- Shared surface
- Waterfront public space
- Development parcels
- Primary route
- Secondary route
- Water frontage
- Marina
- River access route

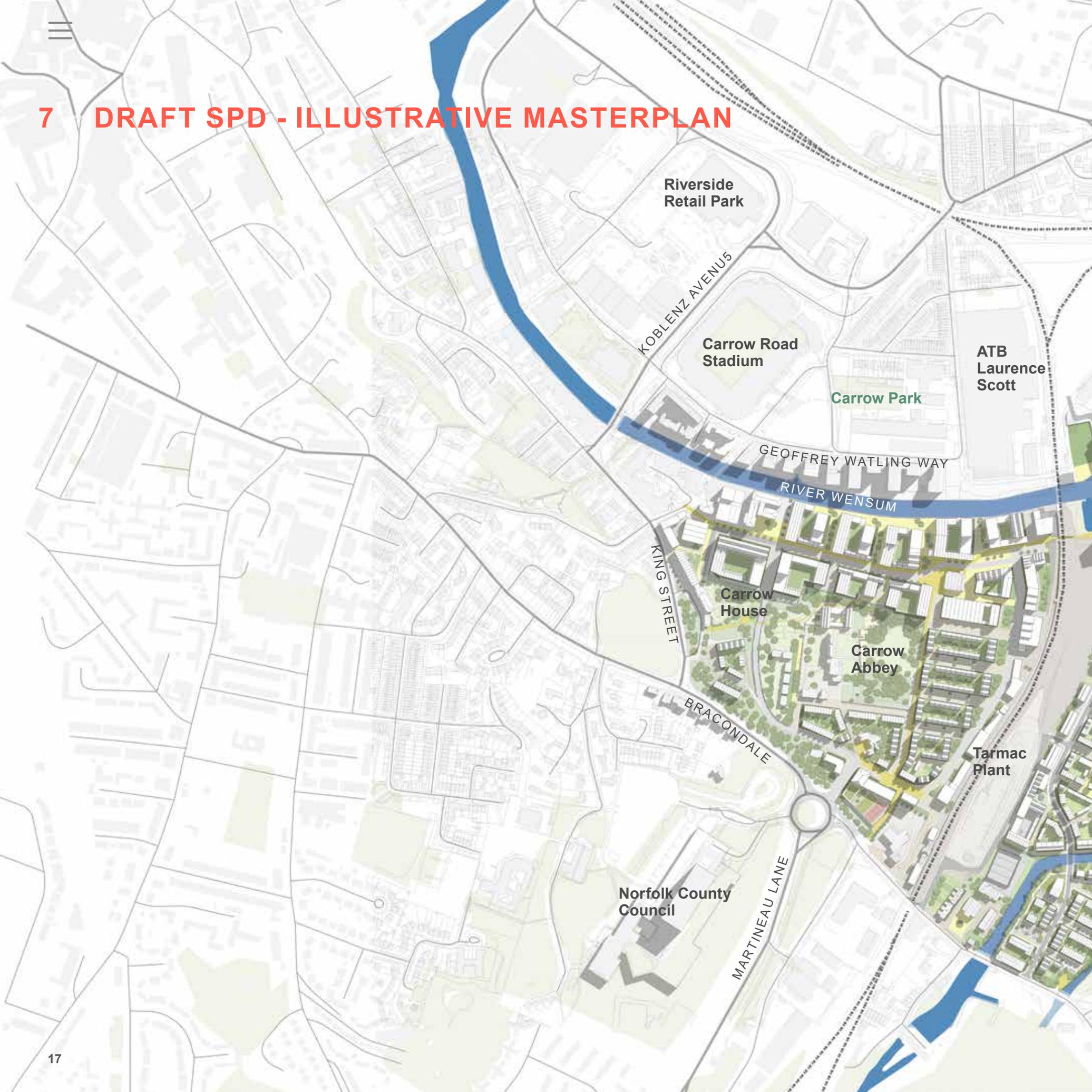
Lord Boswell's Green

Trowse Woods

Trowse Newton

Fig 13 The Stage 2 Masterplan Concept included within the SPD has been amended to more closely reflect the 'three primary opportunities'. The Masterplan Concept has also been revised to reflect other changes and amendments made to the overall masterplan between Stages 1 and 2 as set out in this document.

7 DRAFT SPD - ILLUSTRATIVE MASTERPLAN





Cary's Meadow

Whitlingham Great Broad

RIVER YARE

New marina

Whitlingham Country Park

Yacht Club

Whitlingham Little Broad

Norwich Canoe Club

Norwich Rowing Club

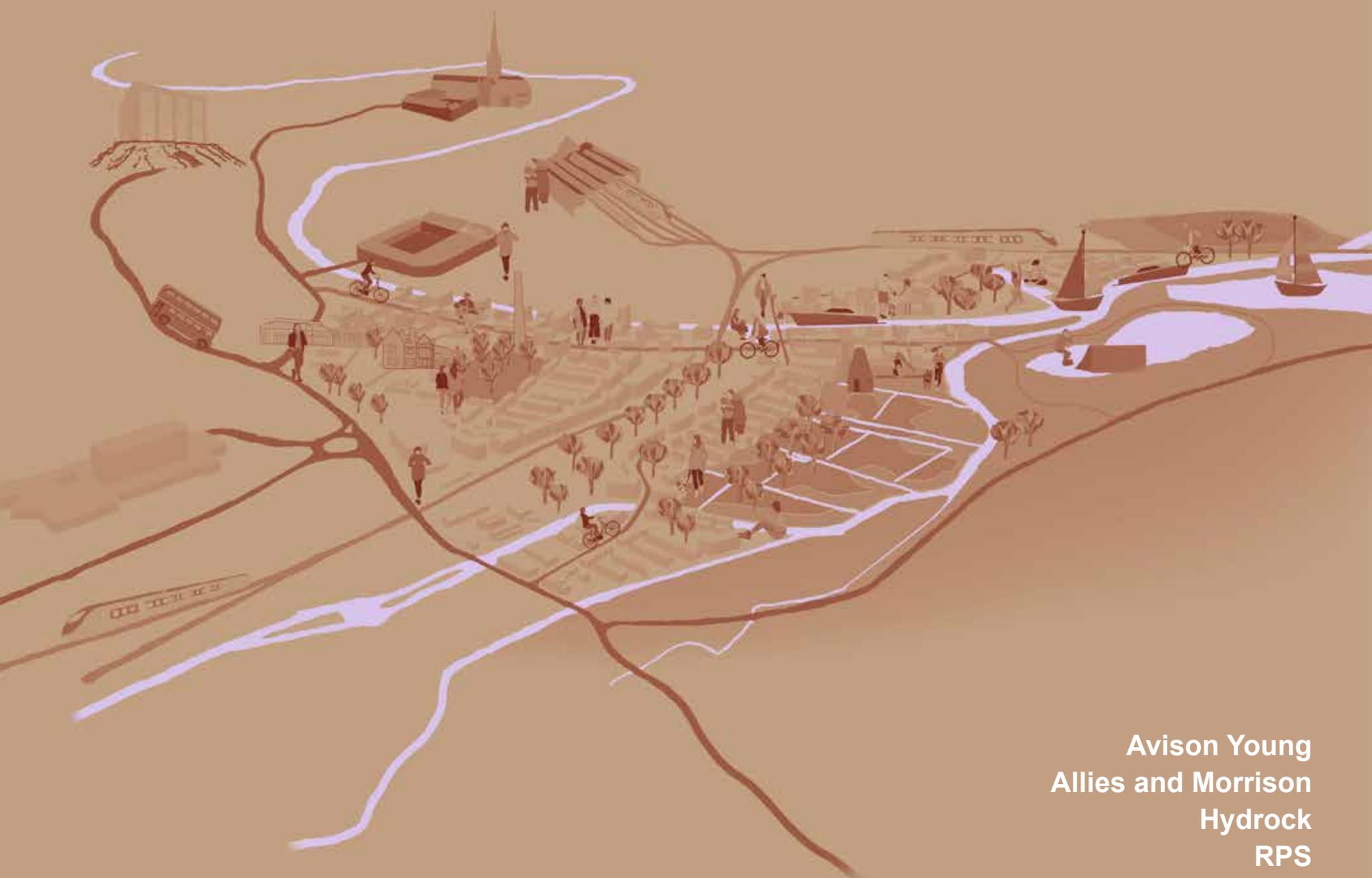
WHITLINGHAM LANE

Lord Boswell's Green

Trowse Woods

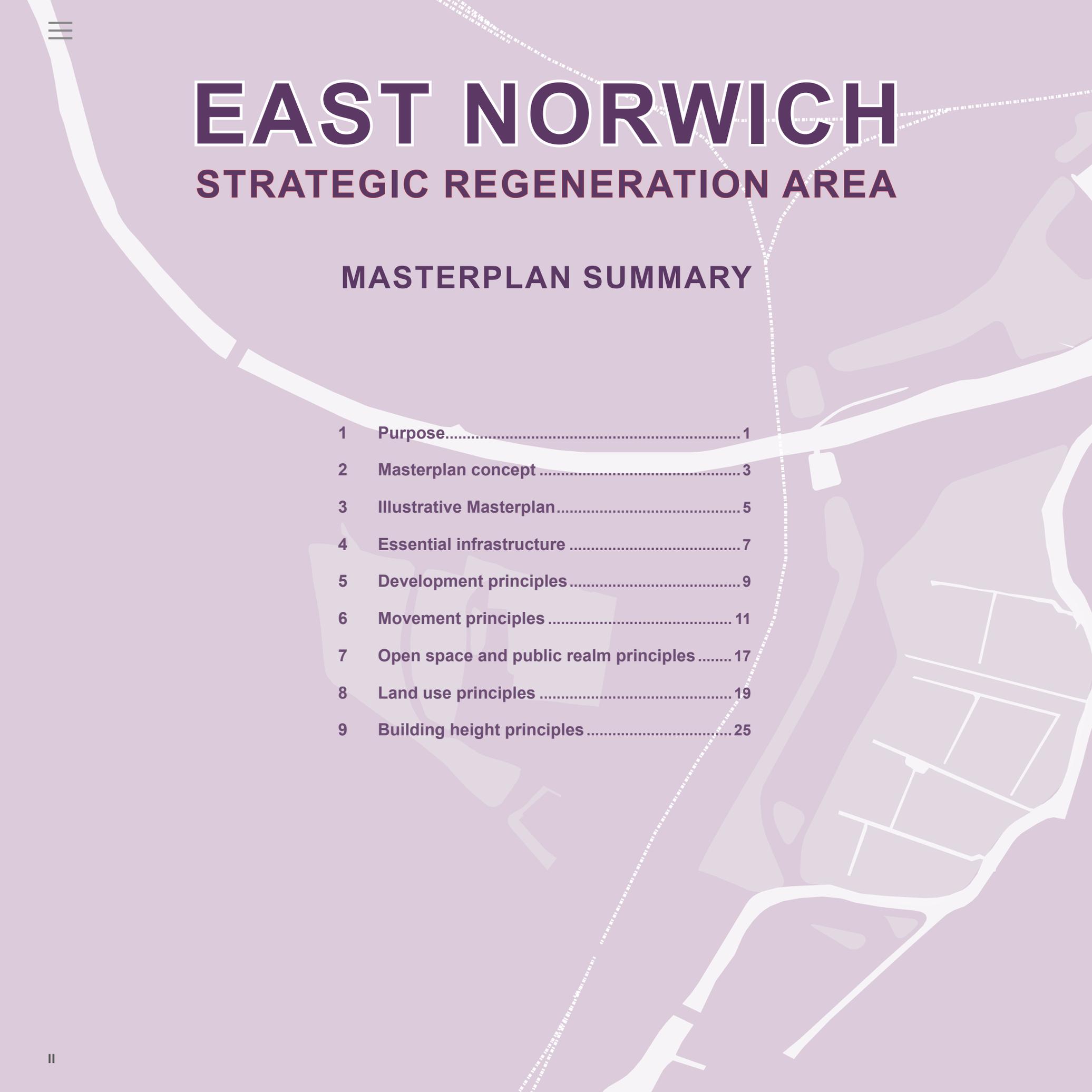
Trowse Newton

Fig 14 The Illustrative Masterplan which incorporates amendments and refinements made in light of feedback received through Stages 1 and 2 of the masterplan evolution (to be read in conjunction with the East Norwich Supplementary Planning Document).



**Avison Young
Allies and Morrison
Hydrock
RPS**

May 2022

The background of the page is a stylized, light purple map of the East Norwich Strategic Regeneration Area. It shows various land parcels, roads, and green spaces in a simplified, high-level manner. The map is oriented with North roughly at the top.

EAST NORWICH

STRATEGIC REGENERATION AREA

MASTERPLAN SUMMARY

1	Purpose.....	1
2	Masterplan concept	3
3	Illustrative Masterplan.....	5
4	Essential infrastructure	7
5	Development principles	9
6	Movement principles	11
7	Open space and public realm principles	17
8	Land use principles	19
9	Building height principles	25

“East Norwich will become a highly sustainable new quarter for the City, accommodating substantial housing growth and optimising strategic economic benefits. It will be an inclusive, resilient and safe community in which people of all ages have good access to high quality homes that meet housing needs, and to strategic and local employment opportunities; can interact socially in green spaces and in new community facilities; and have the opportunity for independent, healthy and active lifestyles.

Supported by new infrastructure, the new quarter will link the city centre with the Broads and deliver high quality exemplar design, low carbon energy solutions and provide climate change resilience where this can be designed-in. The area’s riverside regeneration potential will be maximised to achieve a distinct sense of place with enhanced opportunities for river-based activity. The site has the ability to facilitate improved public transport, including rail services, which will benefit East Norwich and the city generally.”

Vision statement for East Norwich



1 PURPOSE

This East Norwich Masterplan document sets out the key summary plans that form the key elements of the Masterplan to guide the future development of the East Norwich Strategic Regeneration Area (ENSRA). This summary document should also be read in conjunction with the Draft Supplementary Planning Document (SPD) for East Norwich, which sets out the framework for future development of the area.

The key plans included in this summary are:

- Illustrative Masterplan
- Key Infrastructure
- Site wide Development Principles:
 - Built Heritage
 - Movement – pedestrian, cyclist and vehicular
 - Public Realm
 - Land Use – clusters, residential development, employment led clusters
 - Building Heights – sensitivities, ranges

The full Masterplan, and SPD, contain other site-wide development principles, for example, regarding energy provision, water and flood risk, ecology and parking, and these should be reviewed as part of the comprehensive SPD alongside this summary document.

The Masterplan has both been informed by, and in turn informs, the parallel Infrastructure Delivery Plan (IDP) which should also be referenced in conjunction with progressing future schemes as part of the implementation of this Masterplan.



Norwich City Football Club

ATB Laurence Scott site

Whitlingham Great Broad

Whitlingham Little Broad

RIVER WENSUM

RIVER YARE

1

Carrow Abbey

2

4

3

- 1 Carrow Works
- 2 Deal Ground
- 3 May Gurney
- 4 Utilities site
- 5 ATB Laurence Scott site (for future access to Utilities site)

County Hall

Trowse Village

Fig 1 East Norwich Masterplan area and its principal sites

2 MASTERPLAN CONCEPT

- 1 New ped/cycle bridge over River Wensum
- 2 Opening up of 'King Street' entrance
- 3 Key E-W link directly aligned with underpass
- 4 Retained Mustard Seed Drying building
- 5 Formal gardens, opened up to public and linked
- 6 Main Bracondale entrance
- 7 Refurbished Trowse Railway Station building
- 8 Mixed use cluster with heritage buildings
- 9 New all modes bridge over River Yare
- 10 County Wildlife Site
- 11 Improved ped/cycle underpass
- 12 Potential for improved Trowse rail bridge
- 13 Small leisure marina opportunity
- 14 New all modes road bridge over River Wensum
- 15 Low level riverside walk (both side of river)
- 16 New ped/cycle bridge to Whitlingham
- 17 Opportunity for addition river moorings
- 18 Opportunity for new large leisure marina
- 19 Re-use of existing bridge for peds/cycles
- 20 Upgrading of ped-cycle access to Utilities



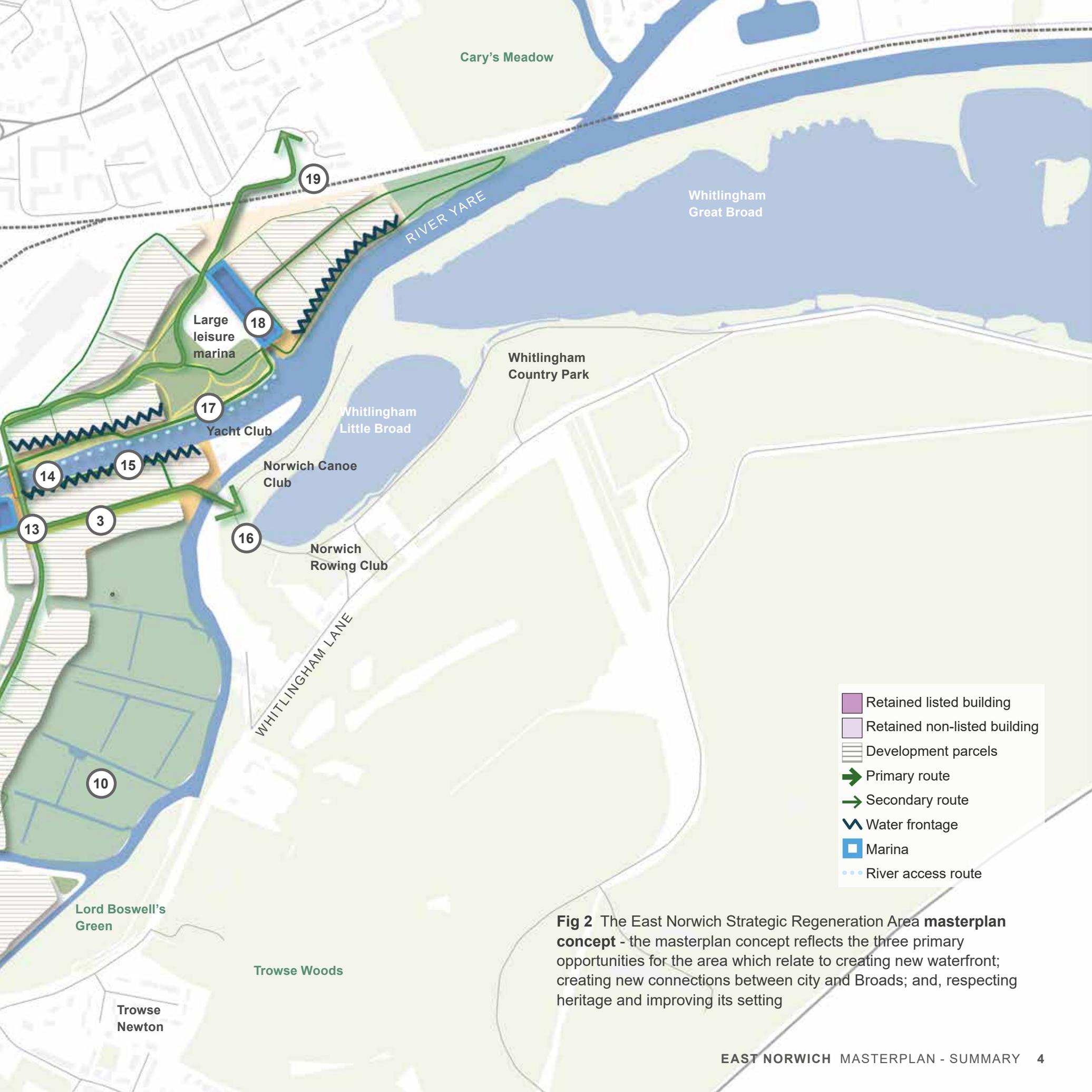


Fig 2 The East Norwich Strategic Regeneration Area **masterplan concept** - the masterplan concept reflects the three primary opportunities for the area which relate to creating new waterfront; creating new connections between city and Broads; and, respecting heritage and improving its setting

3 ILLUSTRATIVE MASTERPLAN

- A** Cluster of mixed / commercial uses
- B** Higher density riverside apartment
- C** Key activity node around Mustard Seed building
- D** Opportunities for mixed uses and housing types
- E** Housing-led development forming a new setting to Carrow Abbey
- F** Development respecting garden setting and creating new accesses to the site
- G** Opportunity for clustering of community uses
- H** Opportunity for clustering of arts/cultural uses
- I** Mixed housing
- J** Employment uses buffer rail-side depot uses
- K** Water-based commercial leisure opportunities





Fig 3 The East Norwich Strategic Regeneration Area **illustrative masterplan** - one possible interpretation of how the site's primary opportunities and masterplan principles could be applied. Respecting the setting of the sites many heritage assets, a wide range of building typologies should respond positively to the site's varied opportunities and a rich mix of uses ensure the establishment of a sustainable and healthy 20-minute neighbourhood

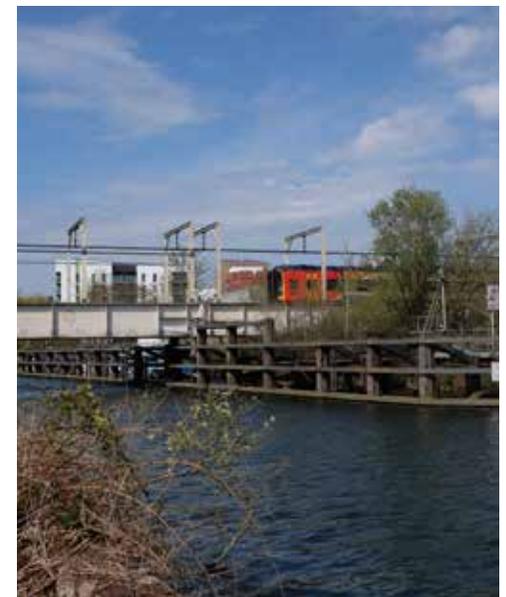


4 ESSENTIAL INFRASTRUCTURE

The regeneration of East Norwich will give rise to the need for a wide range of supporting infrastructure. Essential infrastructure required to support the transformation of the area over the long term includes:

- 1 Upgraded underpass
- 2 Vehicular Yare bridge (fixed)
- 3 Vehicular Wensum bridge (opening or fixed)
- 4 Pedestrian bridge Whitlingham (fixed)
- 5 Pedestrian bridge to Carrow Road (opening or fixed)
- 6 Boating marina on Utilities site
- 7 Small leisure marina on Deal Ground site
- 8 Low level riverside walk (flood mitigation)
- 9 Other flood mitigation as required
- 10 Bus services through the Carrow Works site
- 11 e-bike-hire and e-car-hire services
- 12 2FE primary school and contribution towards secondary school places
- 13 Public open & child play space as required
- 14 Community health facilities (CCG)
- 15 Management and maintenance of Whitlingham Country Park

This plan does not take account of requirements arising out of the need to address Nutrient Neutrality. As this is an emerging issue, and necessary proposals become clearer, these will be referenced in the future SPD.



Top: Existing railway underpass
Bottom: Existing Trowse Rail Bridge



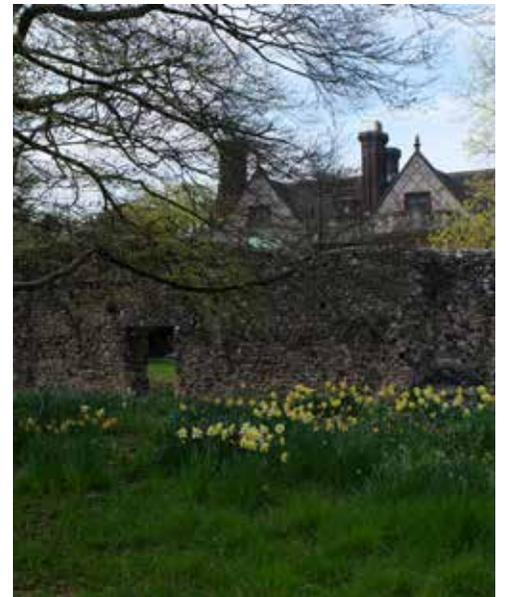
Fig 4 Essential on-site infrastructure (NB does not show any required off-site infrastructure requirements)



5 DEVELOPMENT PRINCIPLES

5.1 Built heritage

The Carrow Works site, in particular, provides a rich context of heritage buildings providing key context for future development. The site wide development principles start with those heritage buildings to be retained. The SPD provides significant reference to how the setting of those buildings can be protected and enhanced as part of future development.



Top: Carrow Abbey from the Priory grounds
Bottom: Carrow House



Fig 5 The illustrative masterplan and heritage assets (NB plan only shows assets within the ENSRA's boundary)

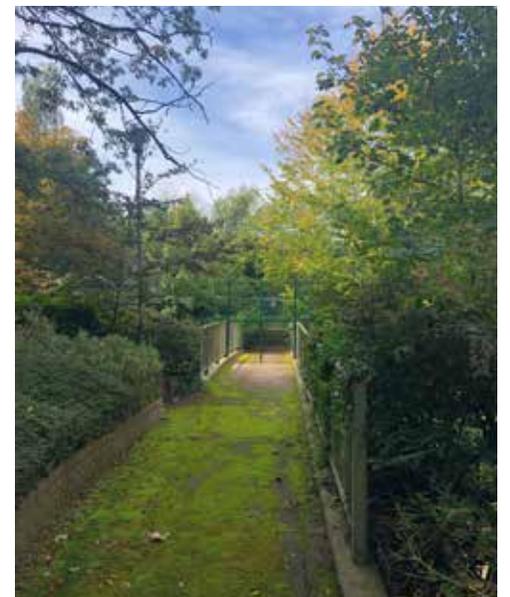
- Retained listed building
- Retained non-listed building



6 MOVEMENT PRINCIPLES

6.1 Movement : Walking and wheeling

Connectivity for pedestrians, both around this site - hitherto closed away from public access – and to the city and station to the west, and Whitlingham Country Park and the Broads to the east – is a key part of opening up the site with its gardens and grounds, and as part of the ‘city to the Broads’ opportunity.



Top: Potential riverside space, Carrow Works
Bottom: Existing disused pedestrian bridge connecting Carrow Abbey with Carrow House



Norwich Rail Station

Rosary Cemetery

Cary's Meadow

Riverside Retail Park

KOBLENZ AVENUE
Carrow Road Stadium

Carrow Park

ATB Laurence Scott

M5

M5

M2b

M2a

M2c

M7

M5

M5

M3

M2d

M3

M2f

M3

M2g

M6

M3

RIVER YARE

Whittingham Country Park

GEOFFREY WATLING WAY

RIVER WENSUM

Yacht Club

Norwich Canoe Club

Norwich Rowing Club

KING STREET

BRACONDALE

MARTINEAU LANE

Carrow House

Carrow Abbey

Tarmac Plant

WHITTINGHAM LANE

Norfolk County Council

Lord Boswell's Green

Trowse Newton

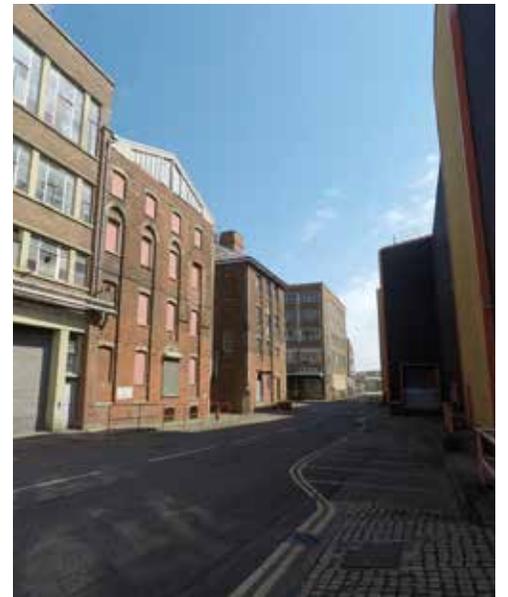
Trowse Woods

- Retained listed building
- Retained non-listed building
- Primary pedestrian route
- Secondary pedestrian route
- Minor (controlled) access

Fig 6 Pedestrian routes

6.2 Movement: Cycling

Cycle routes and connections, based on the illustrative masterplan, showing primary, secondary and informal cycling routes across the East Norwich area.



Top: Poor existing cycling facilities on Bracondale
Bottom: The 'east-west main street', Carrow Works

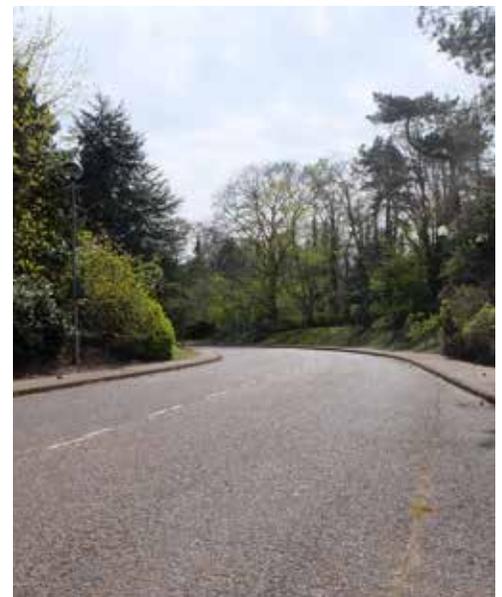


Fig 7 Cycle routes and connections

6.3 Movement: Vehicles

New road connections and vehicular access points - based on the illustrative masterplan. The plan shows primary vehicular access points, secondary access points and emergency access points. The hierarchy of vehicular routes across the site is also shown.

Early discussion with the County Council will be needed to satisfy requirements within this Framework.



Top: The roundabout at Bracondale will be the principal vehicular access
Bottom: Internal streets within the sites will be reused



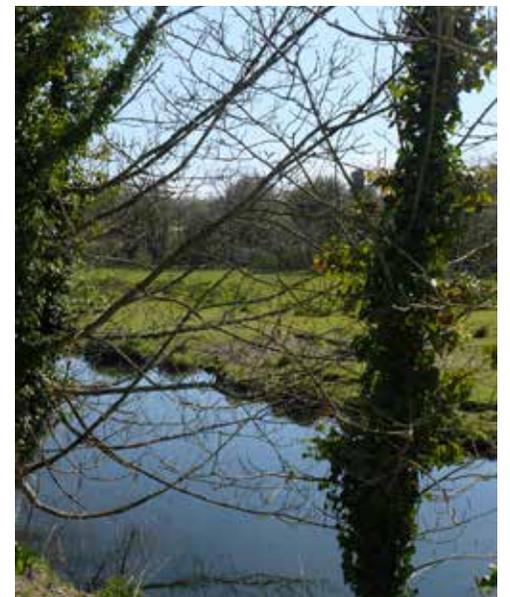
Fig 8 New road connections and vehicular access points



7 OPEN SPACE AND PUBLIC REALM PRINCIPLES

The masterplan's open space and public realm strategy outlines a wide range of opportunities to create a series of new spaces and new or improved streets and links between them.

- A Carrow Abbey grounds
- B Carrow House grounds
- C Carrow west gate
- D The 'F' building space
- E Seed Square
- F Carrow river front
- G Carrow south gate
- H Pumping Station
- I Village greens
- J Broads gate
- K Small leisure marina
- L Large leisure marina



Top: Carrow Abbey sunken gardens
Bottom: The River Yare at May Gurney

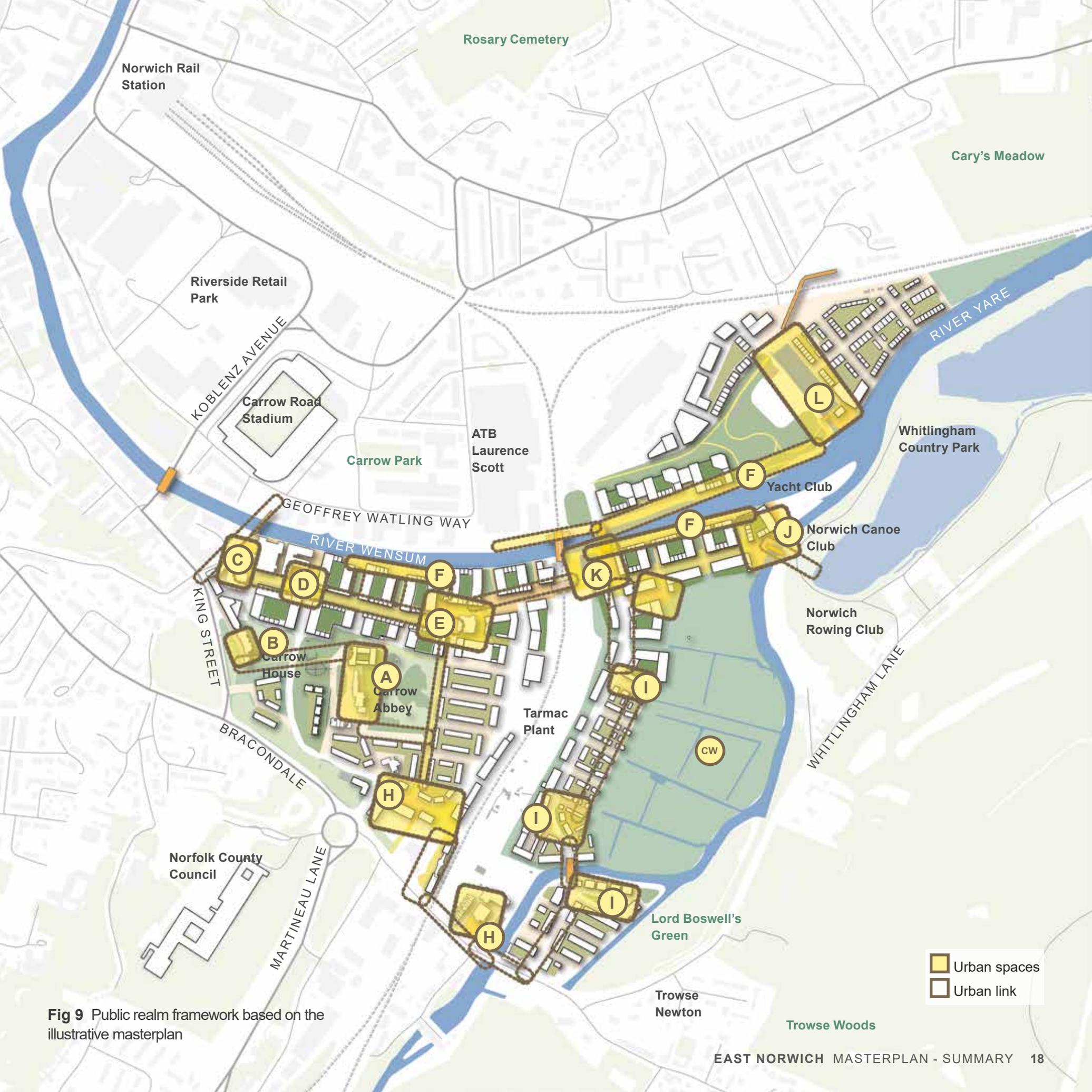


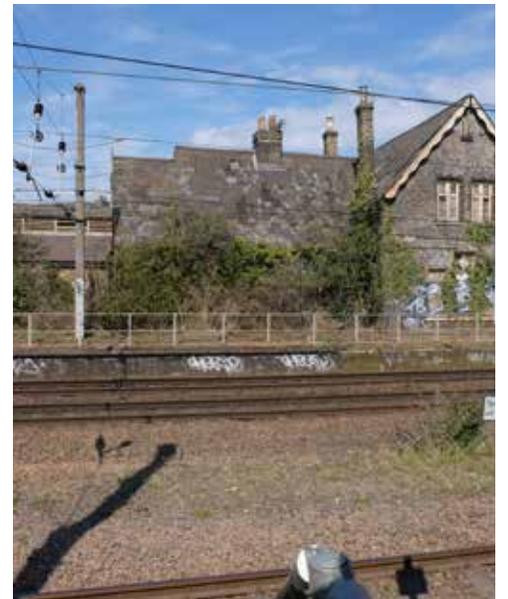
Fig 9 Public realm framework based on the illustrative masterplan



8 LAND USE PRINCIPLES

8.1 Land use strategy

Strategic land use clusters based on the masterplan concept - showing broad land use strategy for the ENSRA.



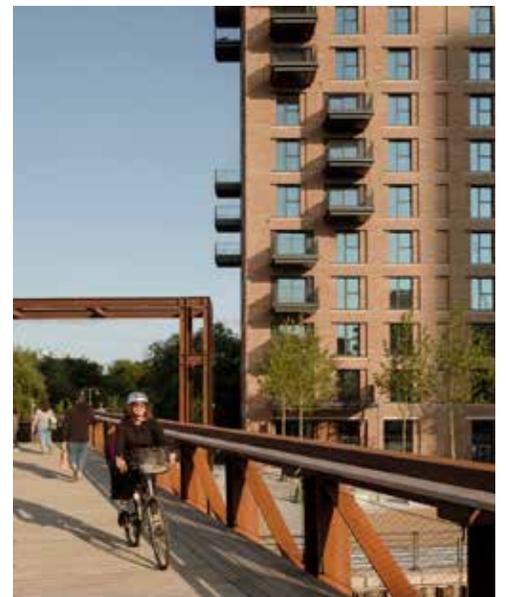
Top: The listed former Trowse Railway Station building
Bottom: Former pumping station building, east of the railway line



Fig 10 Land use strategy

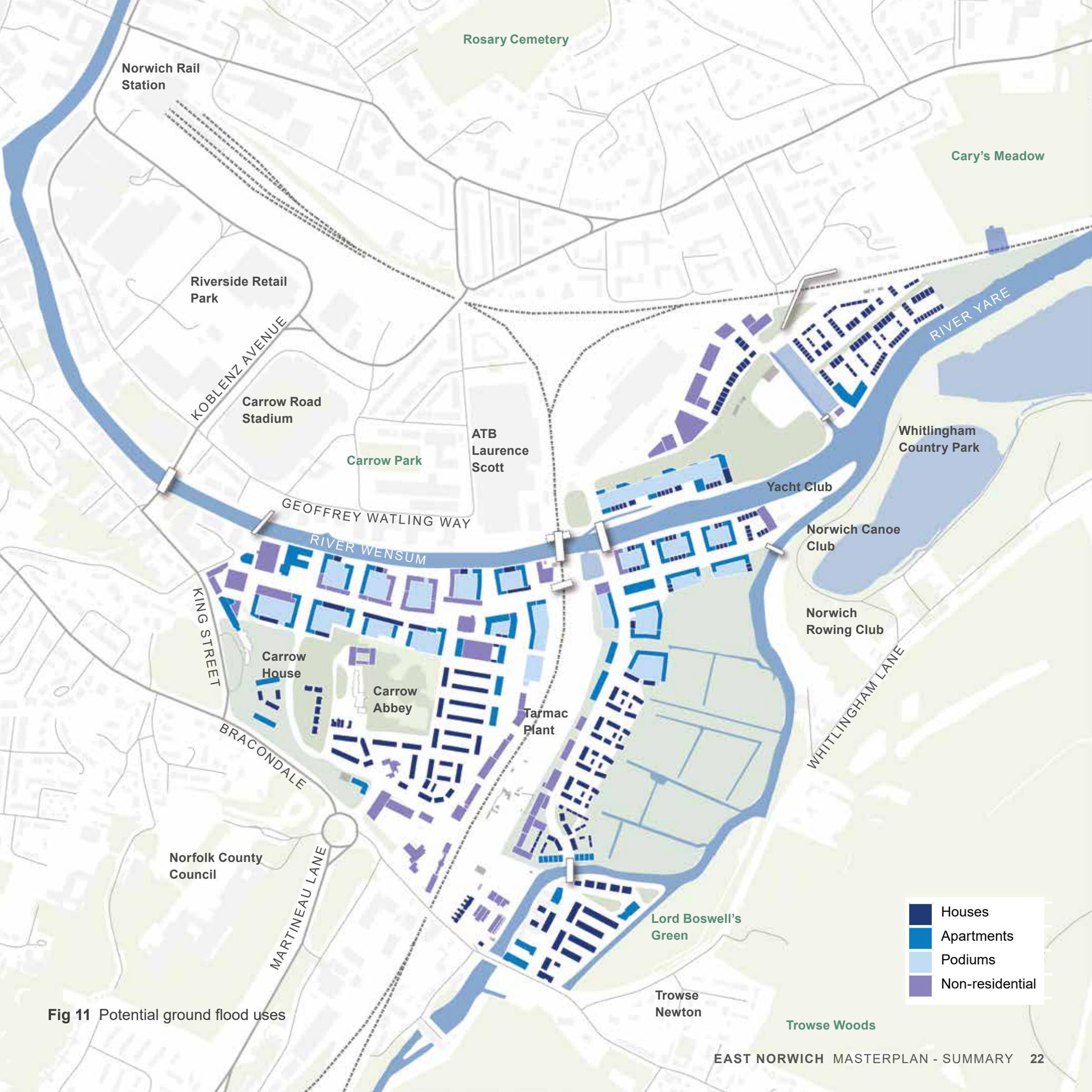
8.2 Potential land use distribution

Ground floor uses of the illustrative masterplan. Note that this is the land use framework tested in the masterplan production process and illustrates only one way in which the masterplan could be delivered



Top: Goldsmith Street, Norwich (Mikhail Riches)

Bottom: Hale Wharf, Tottenham



Rosary Cemetery

Norwich Rail Station

Cary's Meadow

Riverside Retail Park

KOBLENZ AVENUE

Carrow Road Stadium

Carrow Park

ATB Laurence Scott

Whitlingham Country Park

RIVER YARE

GEOFFREY WATLING WAY

Yacht Club

RIVER WENSUM

Norwich Canoe Club

KING STREET

Norwich Rowing Club

Carrow House

Carrow Abbey

Tarmac Plant

WHITLINGHAM LANE

BRACONDALE

Norfolk County Council

Lord Boswell's Green

MARTINEAU LANE

Trowse Newton

Trowse Woods

- Houses
- Apartments
- Podiums
- Non-residential

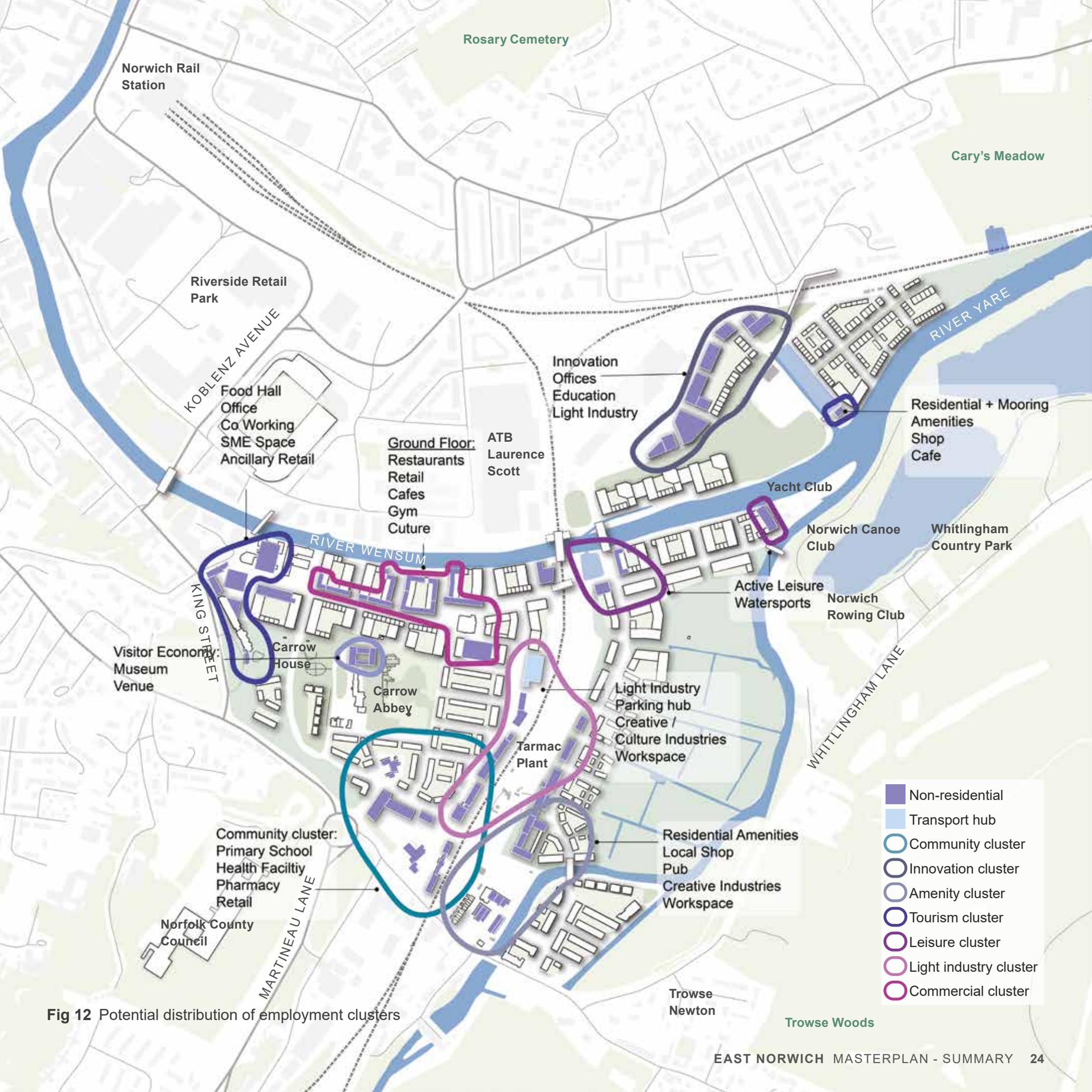
Fig 11 Potential ground floor uses

8.3 Potential employment clusters

Illustrative and potential distribution of employment uses and clusters of non-residential uses - based on the illustrative masterplan. Note that this is the land use framework tested in the masterplan production process and illustrates only one way in which the masterplan could be delivered.



Top: The German Gymnasium, King's Cross
 Bottom: Ancoats, Manchester



Norwich Rail Station

Rosary Cemetery

Cary's Meadow

Riverside Retail Park

KOBLENZ AVENUE
 Food Hall
 Office
 Co Working
 SME Space
 Ancillary Retail

Ground Floor:
 Restaurants
 Retail
 Cafes
 Gym
 Culture

ATB
 Laurence
 Scott

Innovation
 Offices
 Education
 Light Industry

Residential + Mooring
 Amenities
 Shop
 Cafe

RIVER YARE

Yacht Club

Norwich Canoe Club

Whitlingham Country Park

RIVER WENSUM

Active Leisure
 Watersports

Norwich Rowing Club

Visitor Economy:
 Museum
 Venue

KING STREET

Carrow House

Carrow Abbey

Light Industry
 Parking hub
 Creative /
 Culture Industries
 Workspace

Tarmac Plant

WHITTINGHAM LANE

Community cluster:
 Primary School
 Health Facility
 Pharmacy
 Retail

Norfolk County Council

MARTINEAU LANE

Residential Amenities
 Local Shop
 Pub
 Creative Industries
 Workspace

Trowse
 Newton

Trowse Woods

Fig 12 Potential distribution of employment clusters



9 BUILDING HEIGHT PRINCIPLES

9.1 Sensitivities

Given the heritage assets and Broads context, the whole of the ENSRA is sensitive to potentially adverse townscape impacts of new development - although some areas are, relatively, more sensitive than others. This plan outlines a qualitative assessment of relative levels of sensitivity across the ENSRA.



Top: Warehouse building along the River Wensum, Carrow Works
Bottom: View towards the Deal Ground site from the River Wensum



Fig 13 Building height sensitivities

9.2 Building height ranges

In view of the varying levels of sensitivity to building heights across the ENSRA area, this strategy sets potentially suitable building height ranges for new development across East Norwich.



**Top: The setting of Carrow Abbey
Bottom: Trees in the Carrow Abbey
Grounds**

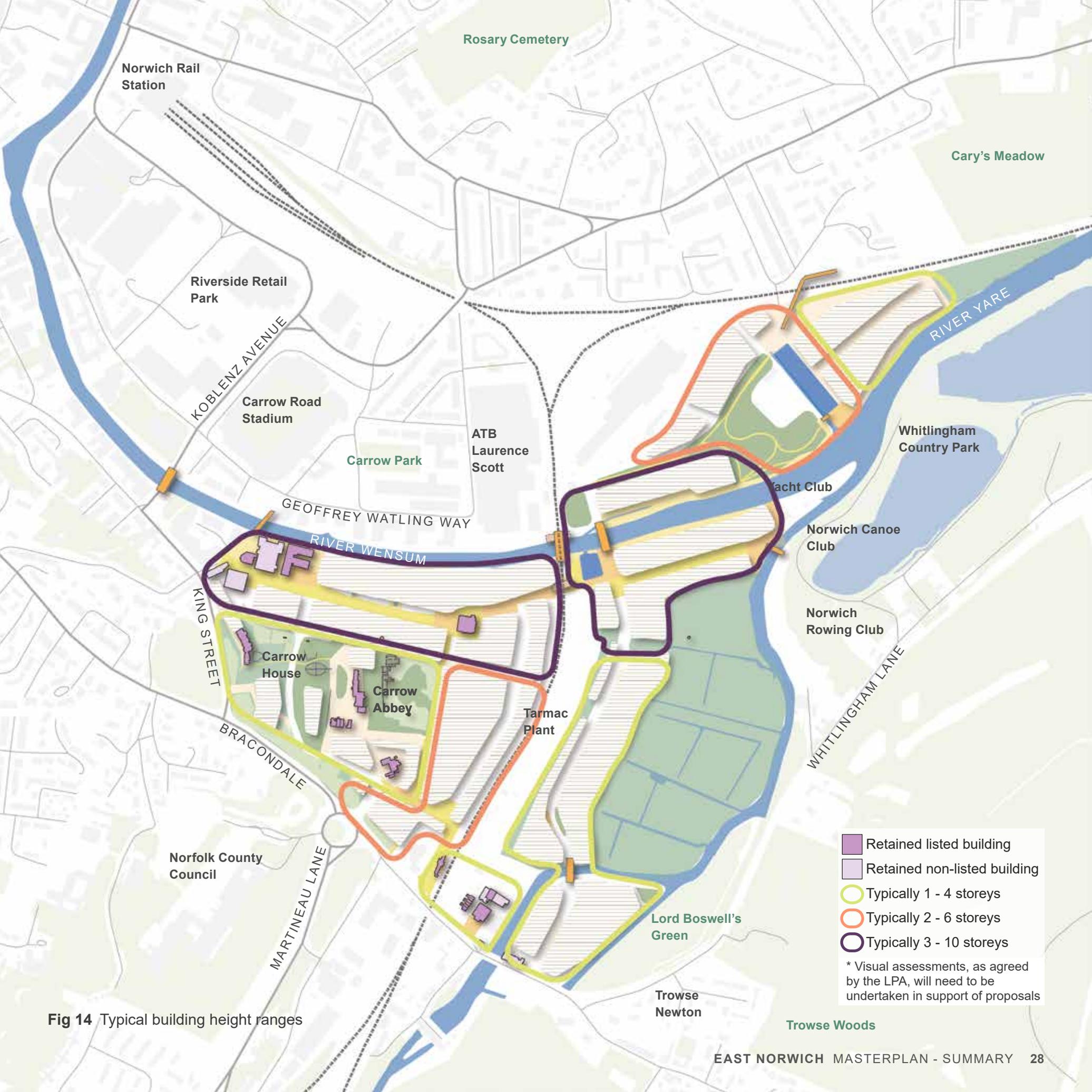


Fig 14 Typical building height ranges



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