



**Committee Name: Cabinet**

**Committee Date: 08/06/2022**

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

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

### **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:

### Item 5

- 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 17<sup>th</sup> 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' (5<sup>th</sup> 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 5<sup>th</sup> 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

<b>Consideration:</b>	<b>Details of any implications and proposed measures to address:</b>
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](#)

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