

Cabinet

Date: Wednesday, 08 June 2022

Time: 17:30

Venue: Mancroft room, City Hall, St Peters Street, Norwich, NR2 1NH

Committee members:

Councillors:

Waters (chair)
Harris (vice chair)
Giles
Hampton
Jones
Kendrick
Oliver
Stonard

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Agenda

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- 1 Apologies**
To receive apologies for absence.
- 2 Declarations of interest**
(Please note that it is the responsibility of individual members to declare an interest prior to the item if they arrive late for the meeting).
- 3 Public questions/petitions**
To receive questions / petitions from the public which have been submitted in accordance with the council's constitution.
- 4 Minutes** 5 - 14
To agree the accuracy of the minutes of the meetings held on 9 March 2022 and 6 April 2022.
- 5 East Norwich Stage 2 Masterplan** 15 - 90
Purpose: To consider the approval of the East Norwich Stage 2 Masterplan, endorse the accompanying Stage 2 outputs, and agree next steps towards delivery.
- 6 An update on Health, Safety and Compliance in Council Homes and Buildings** 91 - 104
Purpose: To provide an update to members about health, safety and compliance management and improvement in council homes and buildings.
- 7 Contaminated Land Inspection Strategy** 105 - 128
Purpose: To agree to undertake a public consultation on the proposed Contaminated Land Inspection Strategy.
- 8 To award a contract for security services at the Council's Multi Storey Car Parks, Market and Mile Cross Depot - Report to follow**
- 9 Levelling Up Fund bid preparation** 129 - 134

Purpose: To inform on the Levelling Up Fund and to seek delegated authority for the Director of Development and City Services to submit a bid.

10 Exclusion of the public

Consideration of exclusion of the public.

EXEMPT ITEMS:

(During consideration of these items the meeting is not likely to be open to the press and the public.)

To consider whether the press and public should be excluded from the meeting during consideration of an agenda item on the grounds that it involves the likely disclosure of exempt information as specified in Part 1 of Schedule 12 A of the Local Government Act 1972 or it being confidential for the purposes of Section 100A(2) of that Act.

In each case, members are asked to decide whether, in all circumstances, the public interest in maintaining the exemption (and discussing the matter in private) outweighs the public interest in disclosing the information.

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***11 Levelling Up Fund bid preparation - exempt appendix**

- This report is not for publication because it would disclose information relating to the financial or business affairs of any particular person (including the authority holding that information) as in para 3 of Schedule 12A to the Local Government Act 1972.

***12 Norwich Preservation Trust and Eliza Pym Trust - exempt (para 3)**

- This report is not for publication because it would disclose information relating to the financial or business affairs of any particular person (including the authority holding that information) as in para 3 of Schedule 12A to the Local Government Act 1972.

***13 Managing Assets (Non-housing) - exempt (para 3)**

- This report is not for publication because it would disclose information relating to the financial or business affairs of any particular person (including the authority holding that information) as in para 3 of Schedule 12A to the Local Government Act 1972.

Date of publication: **Friday, 27 May 2022**



Cabinet

17.30 – 19:00

9 March 2022

Present Councillors Waters (chair), Harris (vice chair), Hampton, Jones, Kendrick, Oliver, Packer and Stonard.

Apologies Councillor Davis

Also present Councillors Galvin and Councillor Wright

1. Declarations of interest

There were no declarations of interest.

2. Public Questions/Petitions

There were no public question or petitions.

3. Minutes

It was noted that the figures in the resolution of item 7, 'The award of contract for loft and cavity wall insulation to council owned homes' should read '£2.5m' and '£500,000' making the correct resolution:

'to approve the award for loft and cavity wall insulation work to 1st Choice Insulations Ltd, from 1 April 2022 to 31 March 2027 at an estimated value of £2,500,000 excluding VAT, over, five years (£500,000 per annum). The final award value will be within the existing allocated budget.'

RESOLVED to agree the accuracy of the minutes of the meetings held on 9 February 2022 and 23 February 2022.

4. 2020 Refresh – Norwich Economic Strategy 2019-2024

Councillor Waters, leader of the council presented the report. There had been much change since the last refresh of the strategy with Covid-19, Brexit and climate change all being key issues. The strategy was aligned with the new Corporate Plan and related to the work of the Good Economy Commission around inclusive growth and was central to the work of the Covid-19 Recovery Plan.

There had been extensive consultation on the strategy through workshops with local businesses and key institutions to understand the local economy. The report described the strengths and challenges faced in uncertain time and highlighted the priorities in shaping the economy to meet those challenges.

There was a need for secure and well paid employment and a green economy and ensuring that there was the right infrastructure in place using funding from the Towns Deal and Transforming Cities funds.

The economic development officer (policy and project) commented that the report showed where changes due to those key factors such as Covid-19 and Brexit had exacerbated existing challenges. Going forward, these needed to be reviewed to improve those situations.

Councillor Galvin referred to page 49 of the agenda and asked whether the section on infrastructure and environment should reflect the want to actively reduce car parking rather than looking to enable travel by car. Councillor Waters responded that there was a need to realise that there are people who needed to be able to travel into the city by car for various reasons but it was about looking at how roads were to be used by vehicles that did not emit carbon, such as electric cars and also to push for improvements in bus services.

Councillor Wright commented that with regards to jobs and skills, there were 8,000 businesses in the city with 50% of the jobs being based in larger companies and this posed a risk to the city. There had been a government review of skills in 2004 and the conclusions of that review had still not been achieved. He asked if there should be a call on central government to put those into action and whether there could be some action locally to review skills. The economic development officer (policy and project) replied that Norwich City Council did not have responsibility for education and skills. The council did lobby the LEP and Norfolk County Council around this

Members commended officers for their work on an accessible and well written strategy.

RESOLVED to approve the adoption of the 2022 refresh of the Norwich Economic Strategy 2019-2024.

5. Procurement Strategy

Councillor Kendrick, cabinet member for resources, presented the report. Since the report was written, funding had been secured to allow members of staff to attend a procurement college course on contract management. The business relationship and procurement manager commented that it was satisfying to document the achievements of the team.

Councillor Wright referred to the ICT case study on page 75 of the agenda and asked for clarification on the outcome referring to reducing cost by only pursuing genuine software installations. The head of legal and procurement replied that there were a number of applications that NPS had which were not being used anymore so the language related to consolidating what the service needed.

In response to a question from Councillor Galvin, the business relationship and procurement manager said that sustainability criteria were key within the strategy. There was recognition that a robust measure for these was needed and officers were working with other anchor institutions to develop these.

RESOVLED to note the progress made in delivering the Procurement Strategy and the further actions identified within the report.

6. Strategic Asset Management Framework

Councillor Kendrick, cabinet member for resources, presented the report. The council had an extensive asset portfolio ranging from heritage to operational assets alongside a large housing stock. There was a need for a framework for managing these the ensure that the city was getting the most out of the assets and that they continued to maintain a line of income for the council in order to continue to provide services.

In response to a question from Councillor Wright around risk to property investments by the council, the executive director of city development services said that there were risks as buildings deteriorated over time. The framework was an important document to ensure that procedures were followed and that the most up to date data was held to minimise that risk. The council was constrained by the changes to the Public Works Loan Board but regeneration could still be driven though existing assets.

Councillor Galvin asked whether the asset review would extend to include retrofitting, with a view to developing a retrofitting strategy. The leader of the council replied that this issue would be debated at full council when a motion on that topic would be taken.

RESOLVED to approve the adoption of the Strategic Asset Management Framework.

7. Adoption of Norfolk Green Infrastructure and Recreational Avoidance and Mitigations Strategy (GIRAMS)

Councillor Stonard, cabinet member for sustainable and inclusive development, presented the report. The council had a legal duty to comply with the regulations which assessed features of particular sites which were protected under those regulations. This was a cross boundary issue across Norfolk. He highlighted the tariff which would be collected from March 2022 and the calculations within the report on how that tariff amount was arrived at. The tariff would be subject to annual adjustments.

Councillor Galvin commented that the tariff seemed very low but wondered if it could be used to develop a visitor transport plan for those sites. Councillor Stonard, cabinet member for sustainable and inclusive development, replied that the strategy related to specific habitat sites and the pressure from development of those sites. Many of these were only accessible by car and parking was necessary to ensure that visitors did not park inappropriately and damage the sites.

In response to a question from Councillor Wright regarding increasing the tariff after 18 months, Councillor Stonard, cabinet member for sustainable and inclusive development said that in theory, the tariff could increase to increase the budget but this would need multi-authority agreement.

RESOLVED to:

- 1) adopt the Norfolk Green Infrastructure and Recreational Avoidance and Mitigation Strategy (GIRAMS) and approves the requirement for contributions from applicable planning applications for residential development and other relevant development proposals received from 31 March 2022, in line with the requirements of Policy 3 of the Greater Norwich Local Plan (GNLP)
- 2) set the level of contribution for 2022/23 at £185.93 and agrees that the level in future years can be set by the independent board
- 3) appoint the cabinet member for inclusive and sustainable growth and head of planning and regulatory services to represent the City Council on the independent board, and
- 4) agree in principle the broad governance arrangements set out in paragraph 14, and delegates powers to the executive director of development and city services, in consultation with the cabinet member for inclusive and sustainable growth, to agree the detailed governance arrangements.

8. Pay Policy Statement 2022-23

(This report was contained within the supplementary agenda).

Councillor Waters, leader of the council, presented the report. The Pay Policy Statement was a legal requirement under the Localism Act and related to a number of issues, including remuneration levels across the council. The pay increase for 2021-22 had been included in the figures but the 2022-23 pay claim had not yet been received.

An important indicator was the pay differentials and pay multiples which were outlined at paragraph 5.2 of the report. These were 1:1.49 and 1:7.5 respectively and were stable in relation to previous years.

There was no performance related pay but the council was keen for staff to belong to professional organisations and reimbursed staff for those subscriptions. The need for enhancements and honoraria was recognised and these were paid against agreed criteria. Consultants' and agency workers were not covered by the statement but under the terms of the agency workers directive, they were paid at the same rate as council employees.

With regard to the gender pay gap, the head of organisational development and HR confirmed that there was no gender pay gap using the median to calculate and using the mean, women were paid 4.9% less. This was positive in comparison to other companies but the council was not complacent about reducing this.

In response to a question from Councillor Galvin regarding NCSL and NRL publishing the same figures, the leader of the council replied that these were separate companies which had seen significant improvements in their terms and conditions.

RESOLVED to recommend that full council adopts the Pay Policy Statement 2022-23.

9. Adjustment to the 2021-22 and 2022-23 HRA capital programmes

Councillor Harris, deputy leader and cabinet member for social housing, presented the report. The home improvement team had taken on the disabled adaptation work in 2021 and had been very successful in reducing the backlog of work. The increased level of works mean that a higher budget was needed and as there was an underspend in the windows upgrade budget, a virement was sought to the adaptations budget.

The social housing decarbonisation budget had been awarded £0.855m of funding and combined with the existing budget of £1.25m, this would allow for 45 homes to benefit from solid wall insulation. This would make a significant difference to those tenants. There were challenging timescales with all works having to be completed by April 2023 so there was a need to start these as soon as possible.

The fuel poverty and energy officer added that there was a robust project plan for completion of the works which had been submitted as part of the funding bid.

RESOLVED to approve:

- 1) the virement within the 2021/22 HRA capital programme as set out in paragraph 6; and
- 2) an increase of £0.855m to the 2022/23 HRA capital programme to incorporate the BEIS social housing decarbonisation grant.

10. The award of Home Improvement framework of contractors

Councillor Jones, cabinet member for safer, stronger neighbourhoods presented the report. Disabled adaptations grants allowed people to live safely in their own homes, prevented hospital admissions and facilitated hospital discharges. This reached into the mental health sector as well as those with physical health needs.

The report sought to expand the pool of contractors available to meet the growing demand on the services with contract allocated on a rota basis. The contractors would be living wage employers as well as having evidence of high quality work.

RESOLVED to:

- 1) Enter into a framework agreement for the provision of home improvement works; and
- 2) Delegate the Executive Director for Community Services, in consultation with the Portfolio Holder for Safer, Stronger Neighbourhoods to award the contracts to the most economically advantageous suppliers

11. Award to Domestic gas heating upgrading provision to council properties for year 3 only

Councillor Harris, deputy leader and cabinet member for social housing, presented the report. The award was for the third year only of the contract. As part of the improvement plan of council dwellings, the contract was split across two suppliers. PH Jones had experienced challenges with the works and there had been a mutual agreement with the council to end the contract. The Dodd Group had completed works to a high standard and due to this, the proposal was to award the full value of the works to the Dodd Group for the final year of the contract. It was important that residents had reliable heating systems and she assured members that officers were working on reducing carbon emissions with a whole house approach to these systems.

In response to a question from Councillor Galvin, the interim head of asset management confirmed that the use of heat pumps and ground water source systems was being investigated, but these systems were not suitable for all properties.

RESOLVED to award the contract for year 3 of the domestic gas heating upgrading programme to Dodd Group Limited for an estimated minimum value of £2.27m as detailed in paragraphs 11 to 14 of the report.

12. Award of contract for drains and water mains repairs

(This item would be taken to a subsequent meeting of cabinet).

CHAIR



Cabinet

16.30 – 17:35

6 April 2022

Present Councillors Waters (chair), Harris (vice chair), Hampton, Jones, Kendrick, Oliver, Packer and Stonard.

Apologies Councillor Davis

Also present Councillors Galvin

1. Declarations of interest

There were no declarations of interest.

2. Proposed designation of Neighbourhood Forum

Councillor Stonard, cabinet member for sustainable and inclusive growth presented the report. He said that recommendation 2 should refer to paragraph 27 of the report rather than paragraph 25.

The application from the Norwich over the Wensum group was considered a valid application by officers. Public consultation on the application had been undertaken with thirteen responses received which were summarised at appendix one to the report. This was a low number of responses in relation to the number of organisations that were contacted.

There was an acknowledgement that there could be stronger representation from certain demographics of the area but the application met the necessary legal requirements. The organisation was asked to have regard to the issues set out at paragraph 27 of the report as part of its future activities.

Councillor Galvin asked if the council would provide any further resources to the organisation. The executive director of development and city services replied that under the legislation, the council had a statutory duty to assist the group and had done so by providing advice and guidance and there may be opportunities to work together in the future to achieve joint outcomes. There was no specific budget for this so any activity would be prioritised alongside other services.

RESOLVED to:

- 1) approve the designation of the Norwich Over the Wensum Neighbourhood Forum for the Northern City Centre Neighbourhood Area previously designated in 2018; and

- 2) ask the neighbourhood forum to have particular regard to addressing the issues raised surrounding some areas of under-representation in paragraph 27 of this report as part of their future neighbourhood planning activities.

3. Affordable warmth grant

Councillor Jones, cabinet member for safer, stronger neighbourhoods, presented the report. There had been an underspend in funding, despite meeting the needs of the services. The affordable warmth grants were very timely in light of an increase in excess winter deaths and the cost of living. There were benefits on a social level with the chances of repeated hospital admissions being lowered, and also on an environmental level with measure such as more efficient boilers and double glazing being put into homes.

The home improvement team manager added that the report showed the good partnership working that had been undertaken with Norfolk County Council and this built on the work already done with social care colleagues.

In response to a question from Councillor Galvin on the timing of replacing boilers when the government would be banning gas boilers in two years, the leader of the council replied that the grants would mean that in the immediate future, residents would be warm. Councillor Jones added that immediate solutions were needed for these issues and there was a need to balance sustainability with solving problems for residents, many of whom were already struggling with the cost of living.

RESOLVED to:

- 1) Approve an extension to the council's existing Financial Assistance Policy to include the provision of affordable warmth grants
- 2) Approve an amendment to the 2022/23 General Fund capital programme to create budgets funded from unspent Better Care Fund (BCF) grant to provide:
 - a) Affordable warmth grants.
 - b) A grant of £0.100m to be made to Norfolk County Council, to support the development of a specialist supported housing scheme for the acute needs of a Norwich resident.

4. Social housing decarbonisation fund contract award

Councillor Harris, deputy leader and cabinet member for social housing, presented the report. She congratulated officers for their successful bid proposal and combined with existing budget, this would mean that 45 council homes would be fitted with solid wall insulation. This would take their EPG ratings from D/G to a C rating. These 45 homes had been identified as the worst performing homes in terms of energy efficiency and therefore would benefit most from the works.

The works had to be completed by April 2023 or the funding would have to be returned, so a contractor for the specialist work would need to be appointed as soon as possible. E.On was the only supplier on the framework with capacity for such

works so a direct award through the appropriate framework was recommended. Affected residents would be contacted and if any did not want to works to be carried out, other properties would be identified.

RESOVLED to award a contract up to a maximum value of £1,205,000 to E.On Energy Solutions Ltd., via a direct award from the Fusion 21 framework.

5. Award of contract for the construction of a Towns Fund project at the former Carrow House site

(This report was contained within the supplementary agenda)

Councillor Stonard, cabinet member for sustainable and inclusive growth, presented the report. At a meeting of cabinet in October 2021, members had agreed the separation of works for Old Carrow House and New Carrow House due to rapidly escalating sub-contracting costs. The works at Old Carrow House were weather and temperature dependent so a tender would be issued this month.

He highlighted paragraphs 12 to 17 of the report which set out the specific works to be undertaken. The financial elements were set out at table one.

Old Carrow House was a listed building with its grading recently being upgraded. The council took its responsibilities around assets seriously and wanted to ensure that they were cared for appropriately. The works needed to commence as soon as possible so a delegation to award the contract was being sought.

Councillor Galvin asked whether the council was certain that it would get sufficient rent to cover the ongoing maintenance and repair costs. The executive director of development and city services replied that the business case for the project formed part of the funding bid. The bid was predicated on renting the building as short term office lets which had a strong market in the city. This was based on assumptions but came in the wider budget position with reserves in place.

RESOLVED to:

- 1) Agree to enter a contract for the refurbishment of Old Carrow House
- 2) Delegate authority to the Executive Director of development and city services, in consultation with the cabinet member for sustainable and inclusive growth and the cabinet member for resources, to award the refurbishment contract at Old Carrow House to the most economically advantageous tender subject to the budget limits set out in this paper.

6. Award of contract for drains and water mains contract

(This report would be considered at a subsequent meeting of cabinet).

7. The award of contract for Contact Manager, Workflow and Document Management system

Councillor Kendrick, cabinet member for resources, presented the report. The software managed interactions with customers and could be integrated with other systems such as housing systems and revenues systems. This would lead to savings for the council.

In response to a question from Councillor Galvin, the head of IT, customers and digital said that the council did have employees with data analyst skills but there were plans to increase these.

RESOLVED to enter into a contract with Civica (UK) Limited for a contact manager, workflow and document management system and master data management system.

8. Procurement of HR and finance system

Councillor Kendrick, cabinet member for resources, presented the report. The current contract expired in June 2022 with a two year option to extend. Officers had reviewed all options and determined that the recommendation was the best option. A delegation was sought due to clarification on the final price.

The executive director of corporate and commercial services commented that this was one of the five key systems of the council. The cost of the current system was very low and it was realised that the council could get more solutions from a newer system.

RESOLVED to:

- 1) enter into a contract for the replacement of the Council's HR and Finance systems
- 2) delegate approval to the Executive director of corporate and commercial services to award the contract to the most economically advantageous tender following submissions through the G-Cloud 12 framework.

9. Procurement of HR and finance system – exempt appendix (para 3)

RESOLVED to note the exempt appendix.

CHAIR



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:

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 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 'Broad 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. 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:

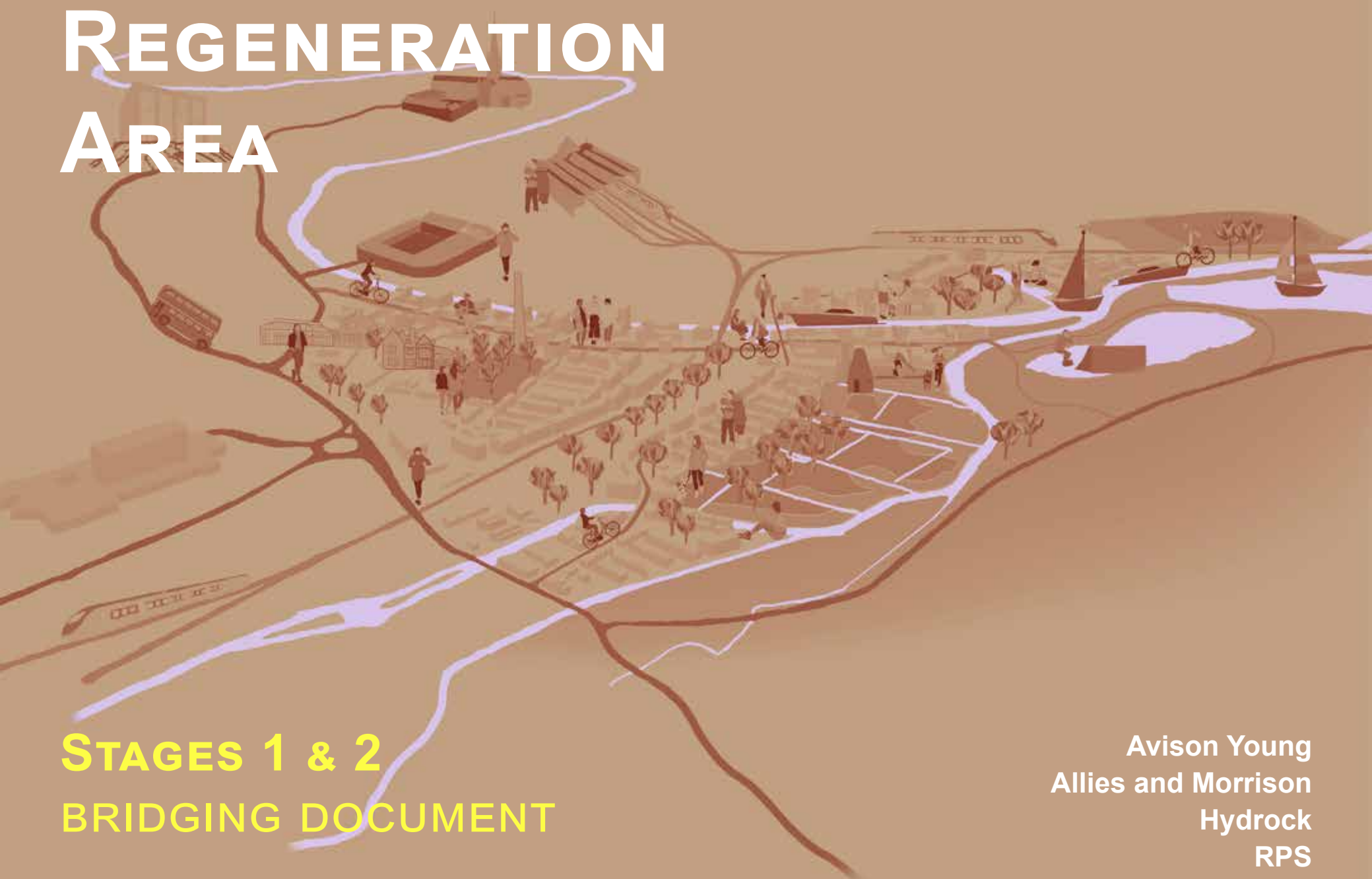
- Appendix 1: Stages 1 and 2 Bridging Report (attached)
- Appendix 2: Stage 2 Illustrative Masterplan (attached)
- Appendix 3: [Draft Supplementary Planning Document](#)
- Appendix 4: [Infrastructure Delivery Plan](#)
- Appendix 5: [Delivery Report](#)

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EAST NORWICH

STRATEGIC REGENERATION AREA



STAGES 1 & 2 BRIDGING DOCUMENT

Avison Young
Allies and Morrison
Hydrock
RPS

May 2022

EAST NORWICH

STRATEGIC REGENERATION AREA

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STAGES 1 & 2

BRIDGING DOCUMENT

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.**

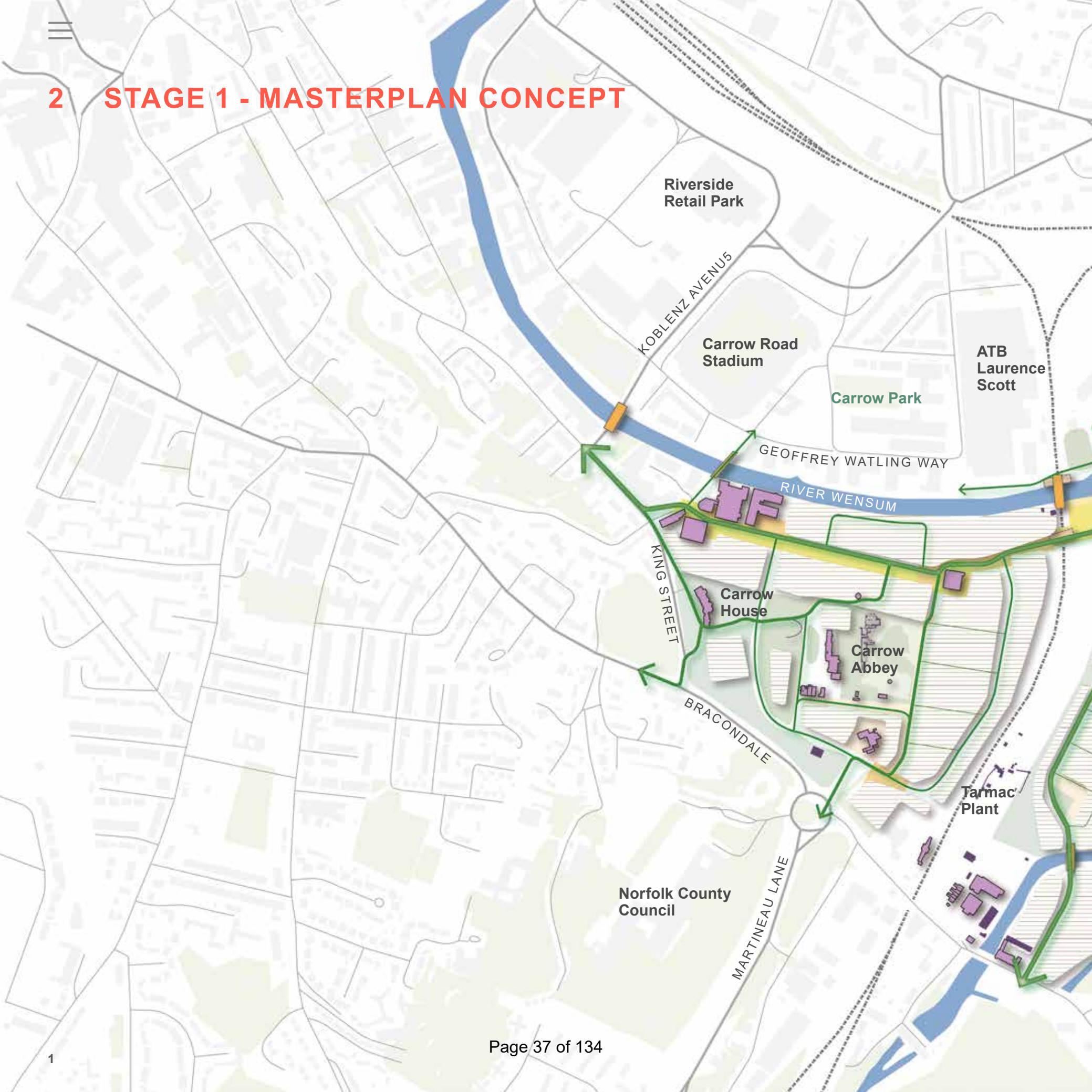


Fig 1 Stage 1 Mastetplan - concept masterplan



Fig 1 Stage 2 Mastetplan - illustrative masterplan

2 STAGE 1 - MASTERPLAN CONCEPT



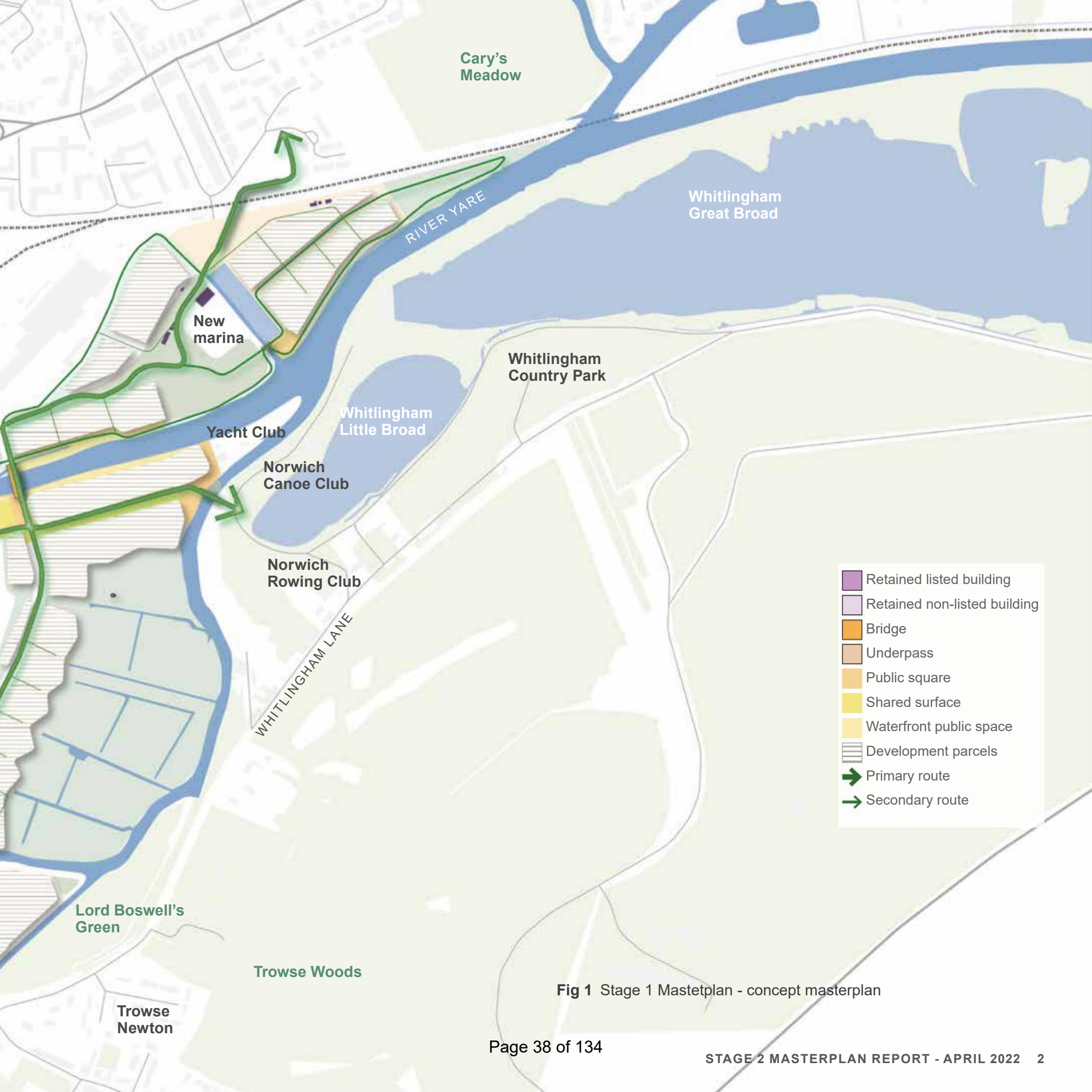


Fig 1 Stage 1 Mastetplan - concept masterplan

3 STAGE 1 - ILLUSTRATIVE MASTERPLAN





Cary's
Meadow

RIVER YARE

Whitlingham
Great Broad

New
marina

Yacht Club

Whitlingham
Little Broad

Norwich
Canoe Club

Norwich
Rowing Club

Whitlingham
Country Park

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

Haritage

- 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

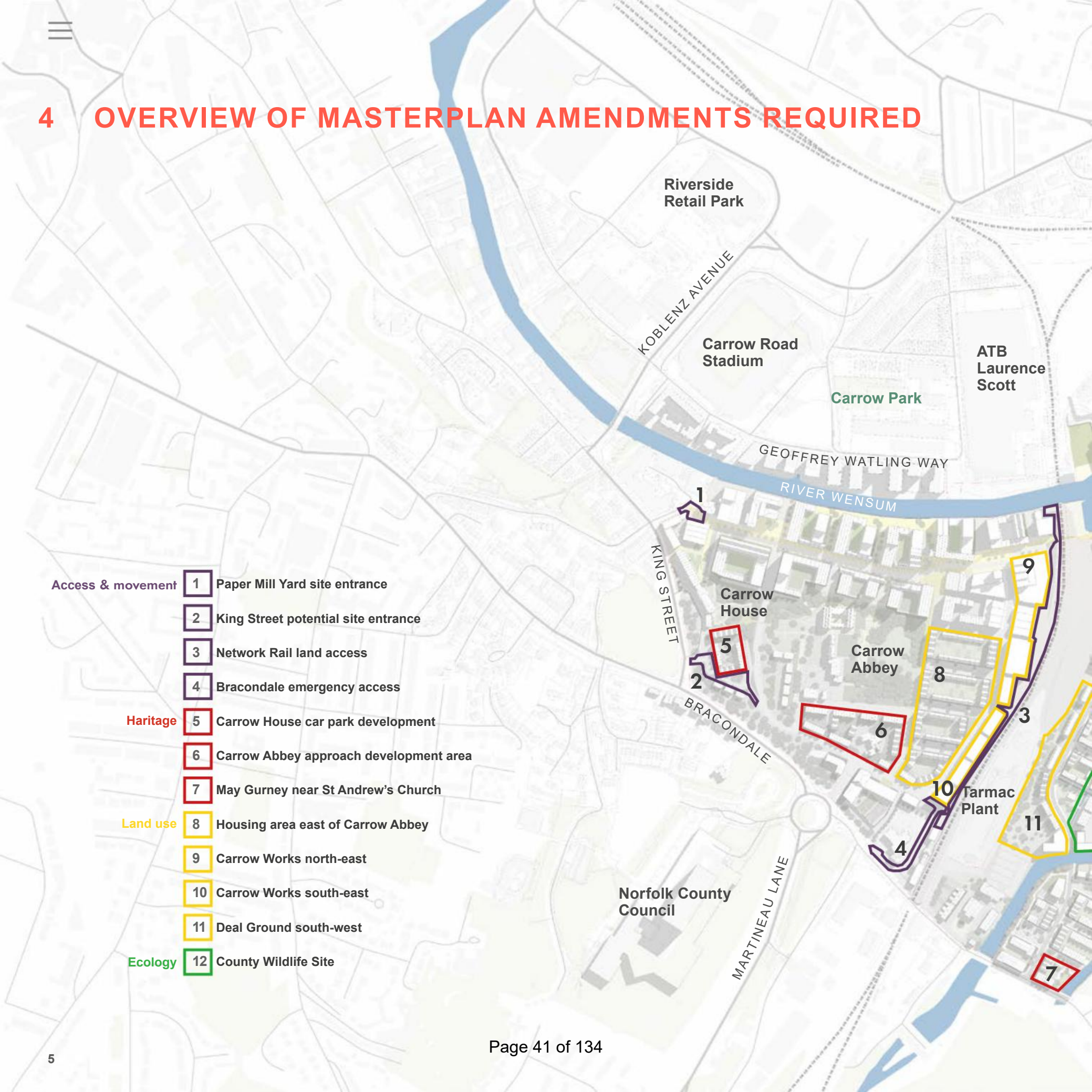




Fig 3 Stage 1 Illustrative Mastetplan - the areas highlighted are parts of the masterplan which we revisited or revised in light of Stage 1 and initial draft Stage 2 feedback from stakeholders.

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.

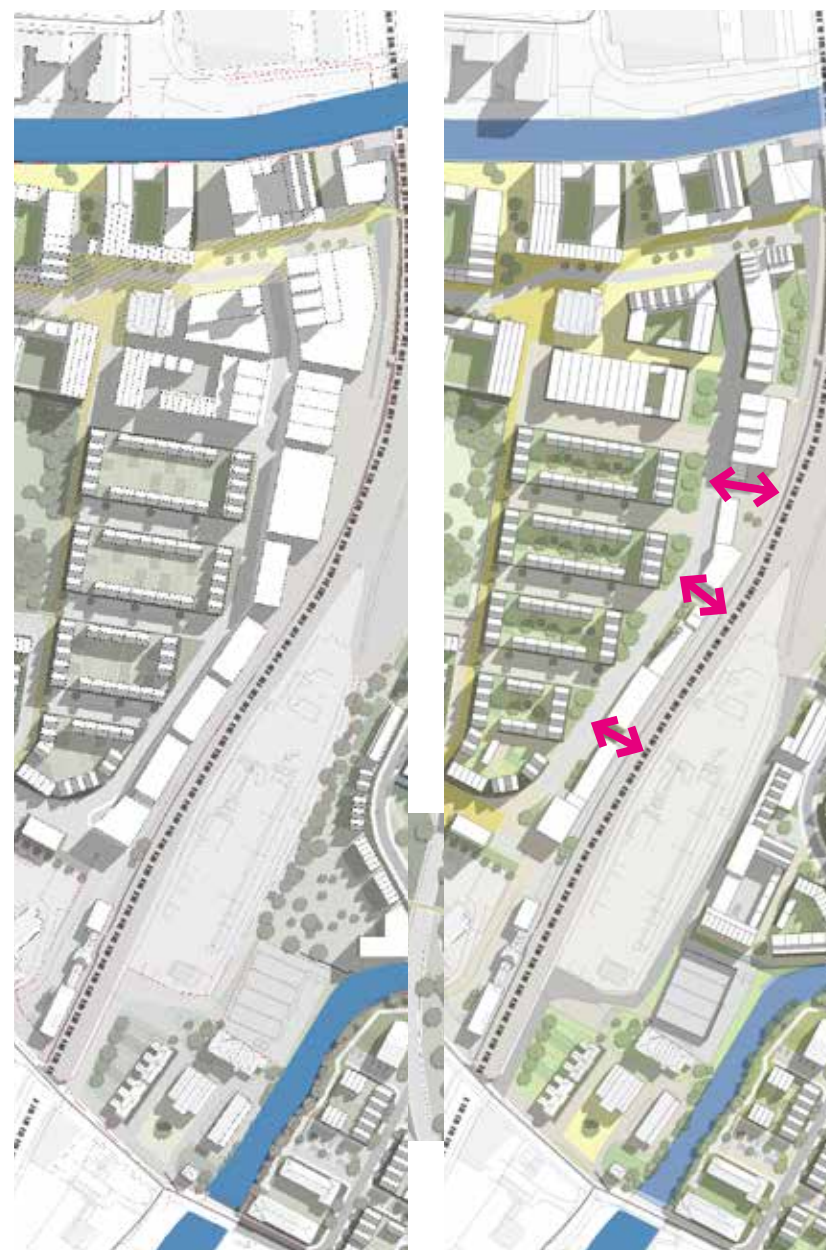


Fig 5 Network Rail sidings, with Stage 1 Masterplan on the left and revised Stage 2 Masterplan on the right where access to Network Rail assets has been improved

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

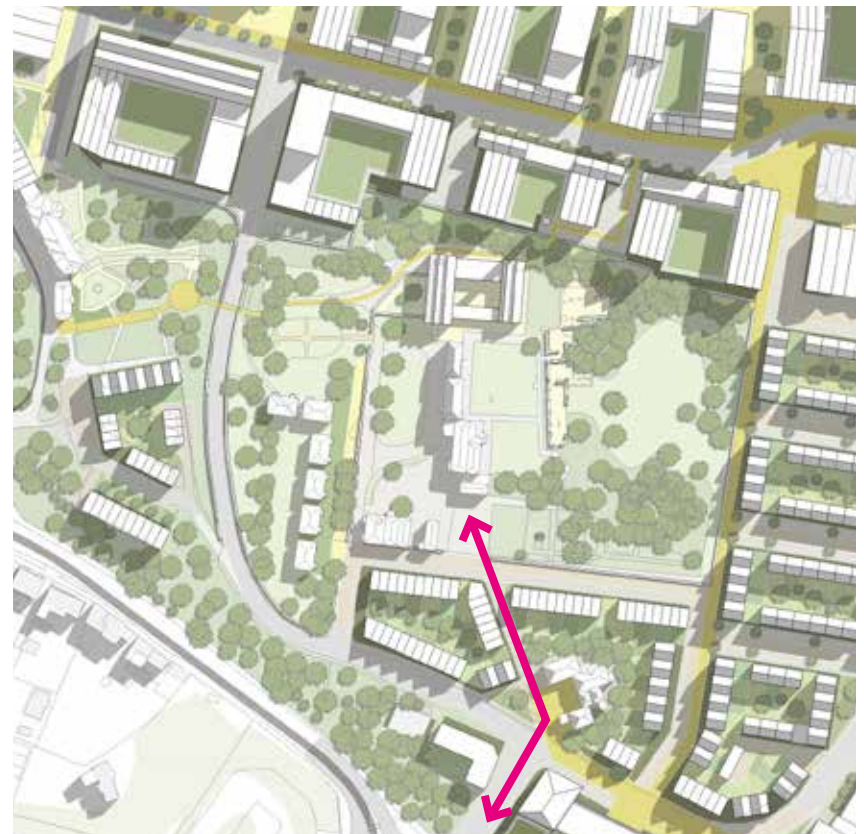


Fig 7 Carrow House car park site with Stage 1 Masterplan on the left and revised Stage 2 Masterplan on the right where the masterplan has been revised to enable improve access arrangements with King Street if required

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

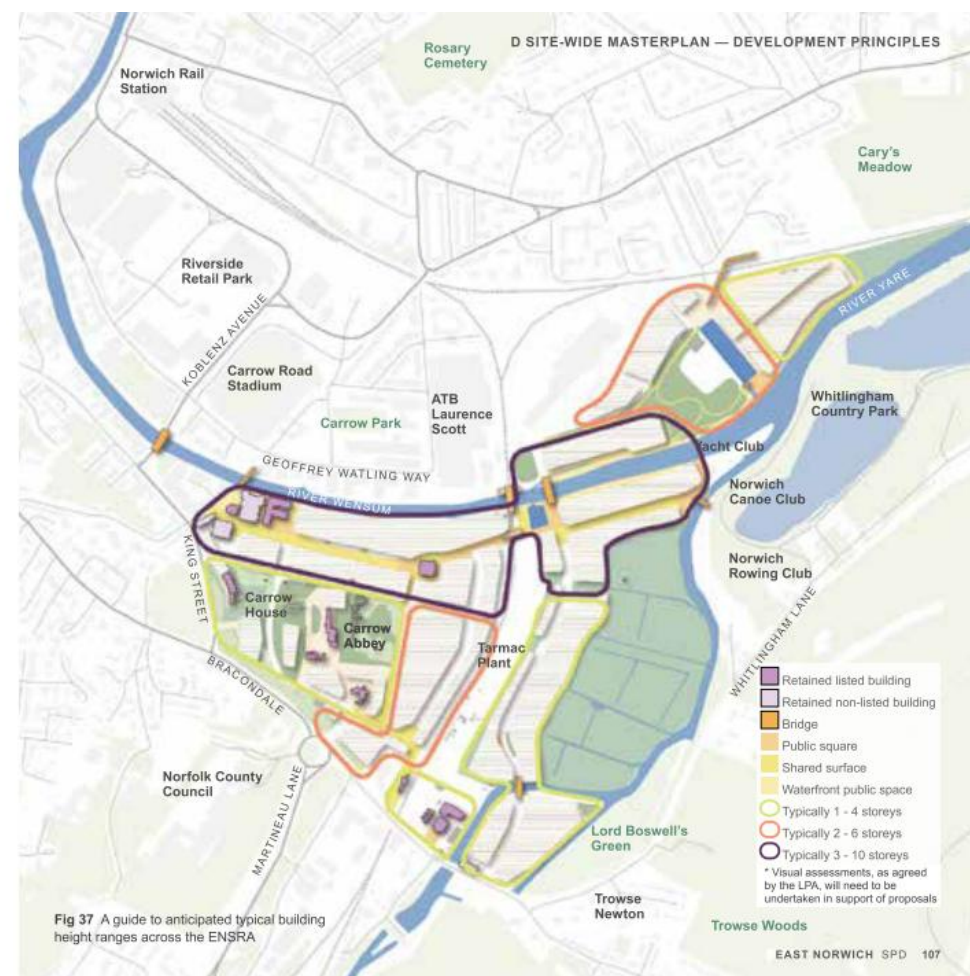
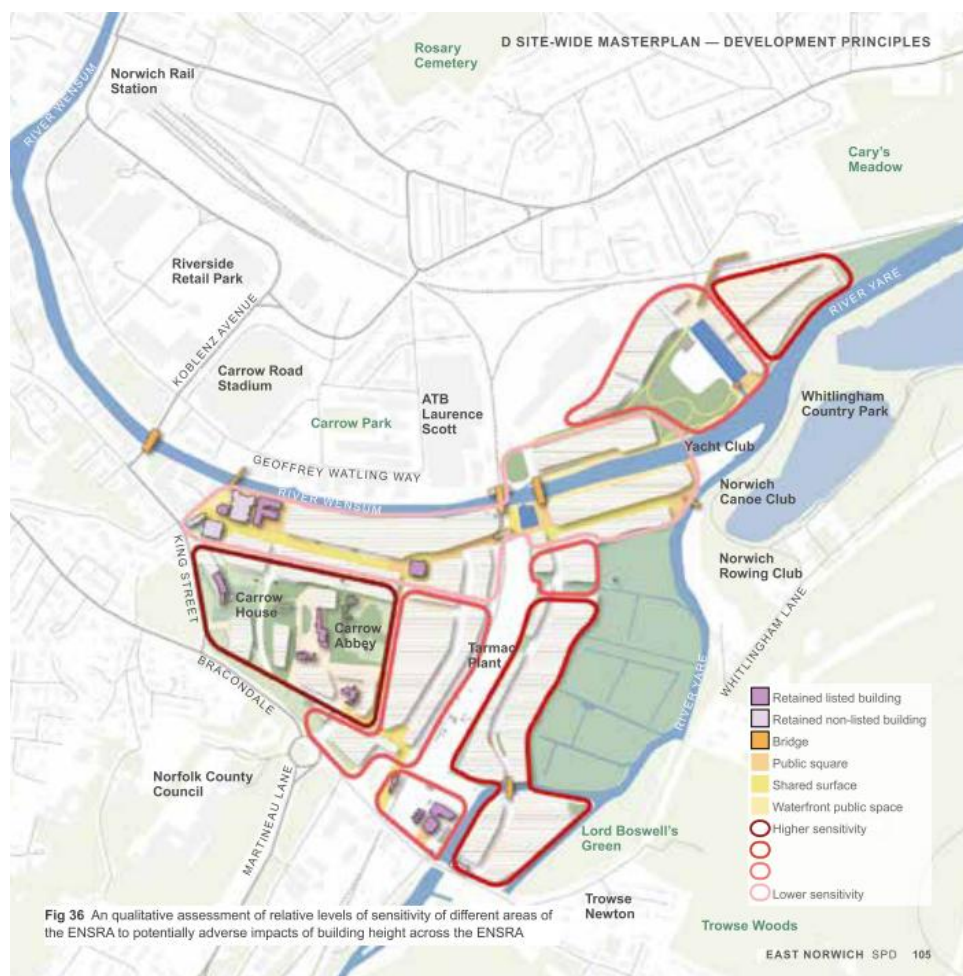


Fig 9 Building height sensitivity assessment (left) and building height guidance (right) as outlined in the Draft ENSRA SPD

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.

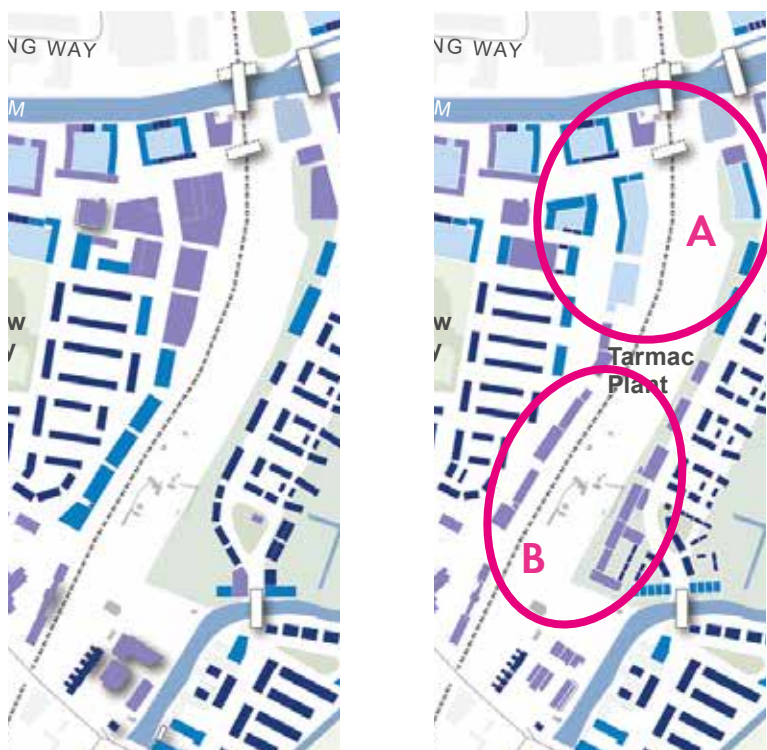


Fig 11 The ground floor land use plan in the Stage 1 Masterplan to the left and the Stage 2 Masterplan to the right. A) In the area around Trowse Bridge, in light of feedback received, a change in emphasis towards more residential development was made. B) Either side of the aggregate depot, the reverse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

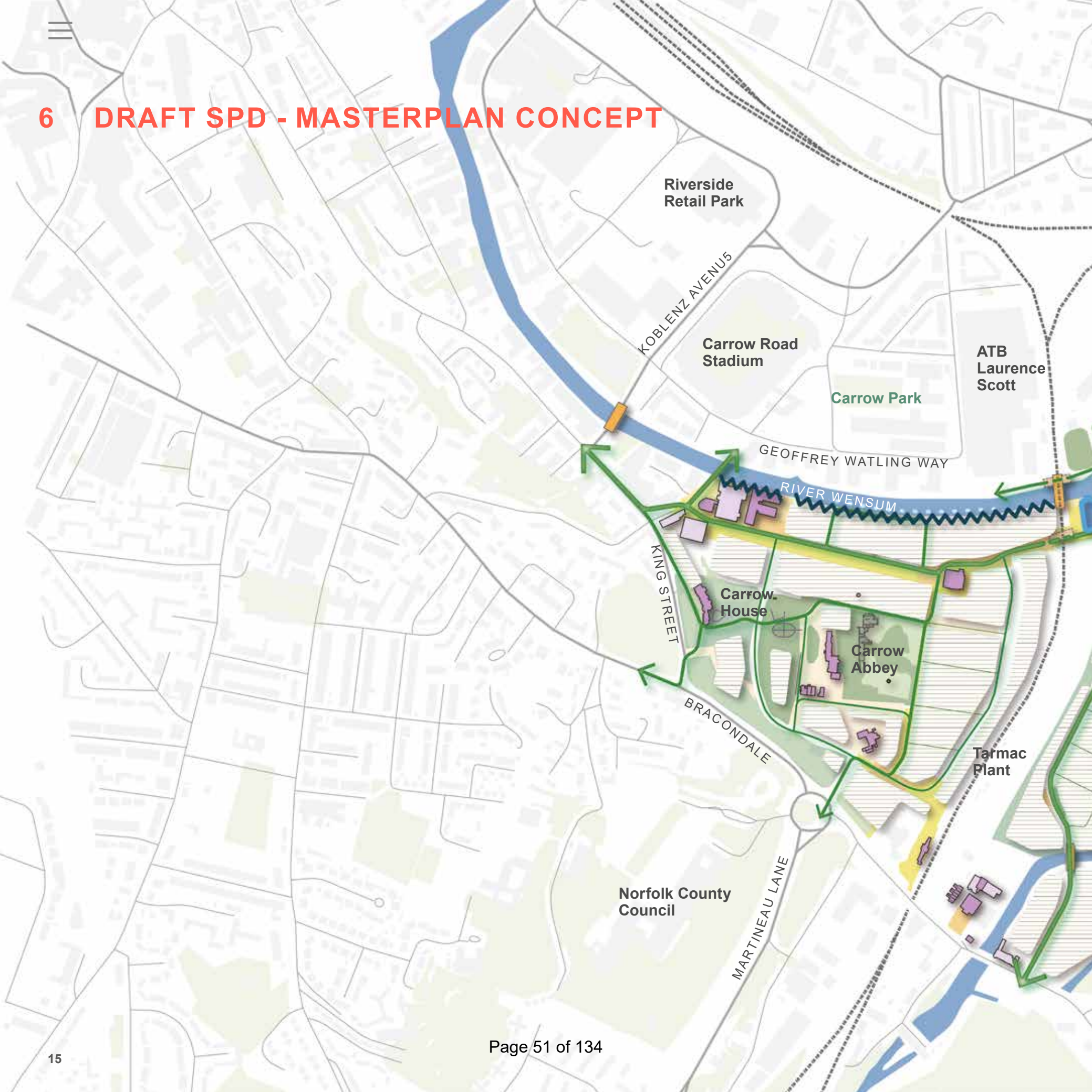
Given the intention for the masterplan to be adopted as an SPD to the new Greater Norwich Local Plan, revisions needed to be made to the masterplan to ensure there was not such conflict. The housing development on the Deal Ground site was revised accordingly to ensure there was no encroachment.

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



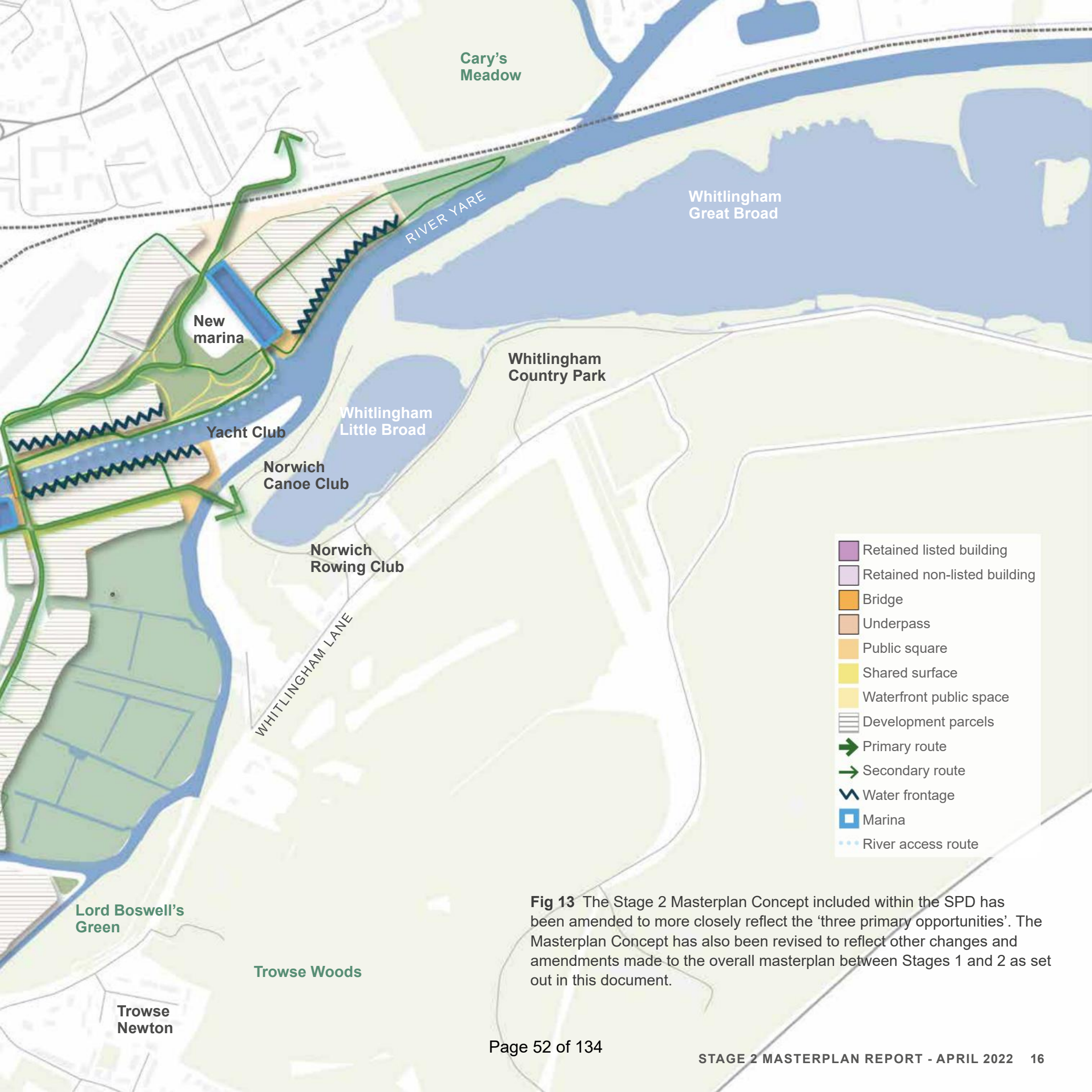


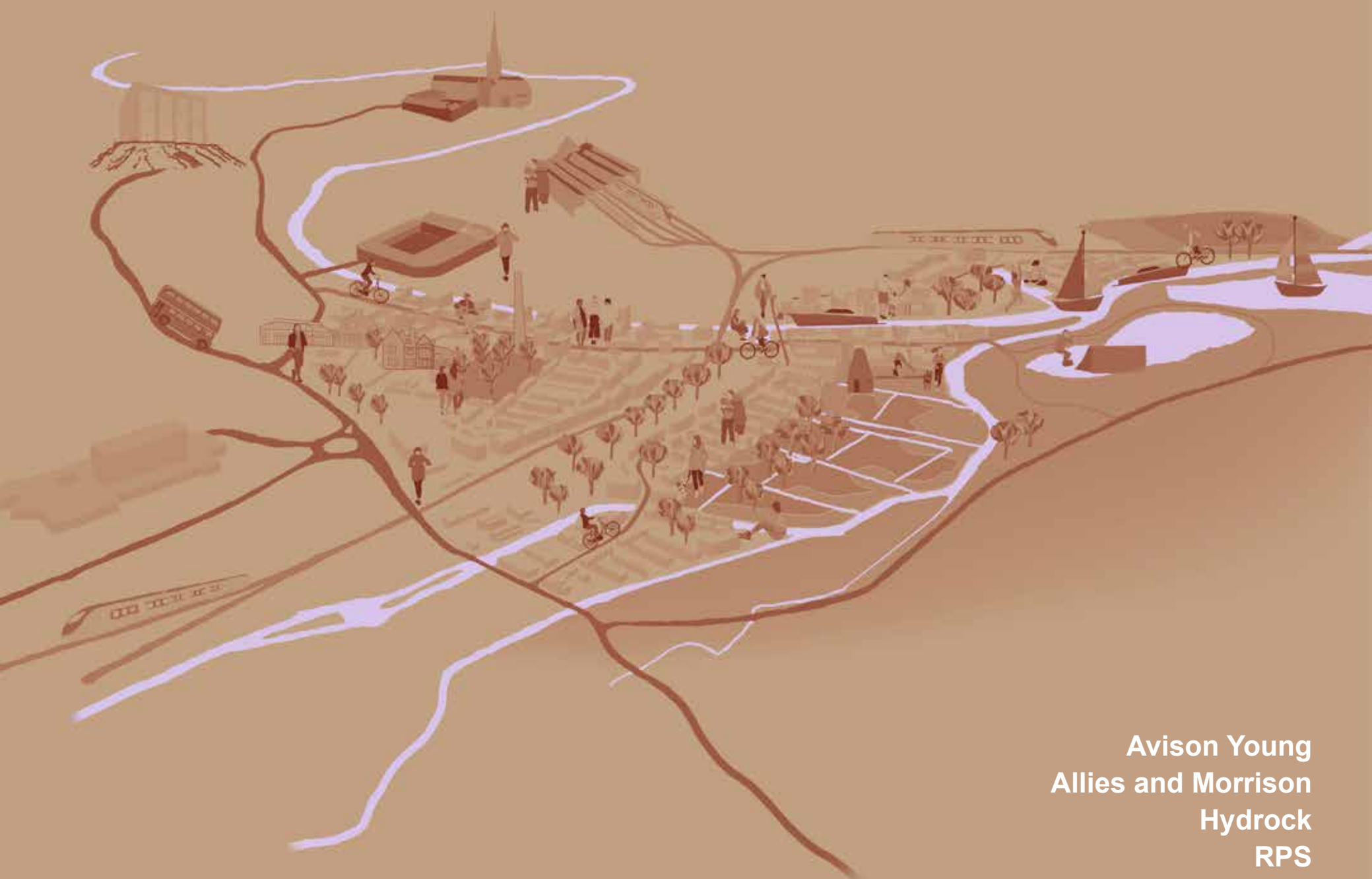
Fig 13 The Stage 2 Masterplan Concept included within the SPD has been amended to more closely reflect the ‘three primary opportunities’. The Masterplan Concept has also been revised to reflect other changes and amendments made to the overall masterplan between Stages 1 and 2 as set out in this document.

7 DRAFT SPD - ILLUSTRATIVE MASTERPLAN





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

EAST NORWICH

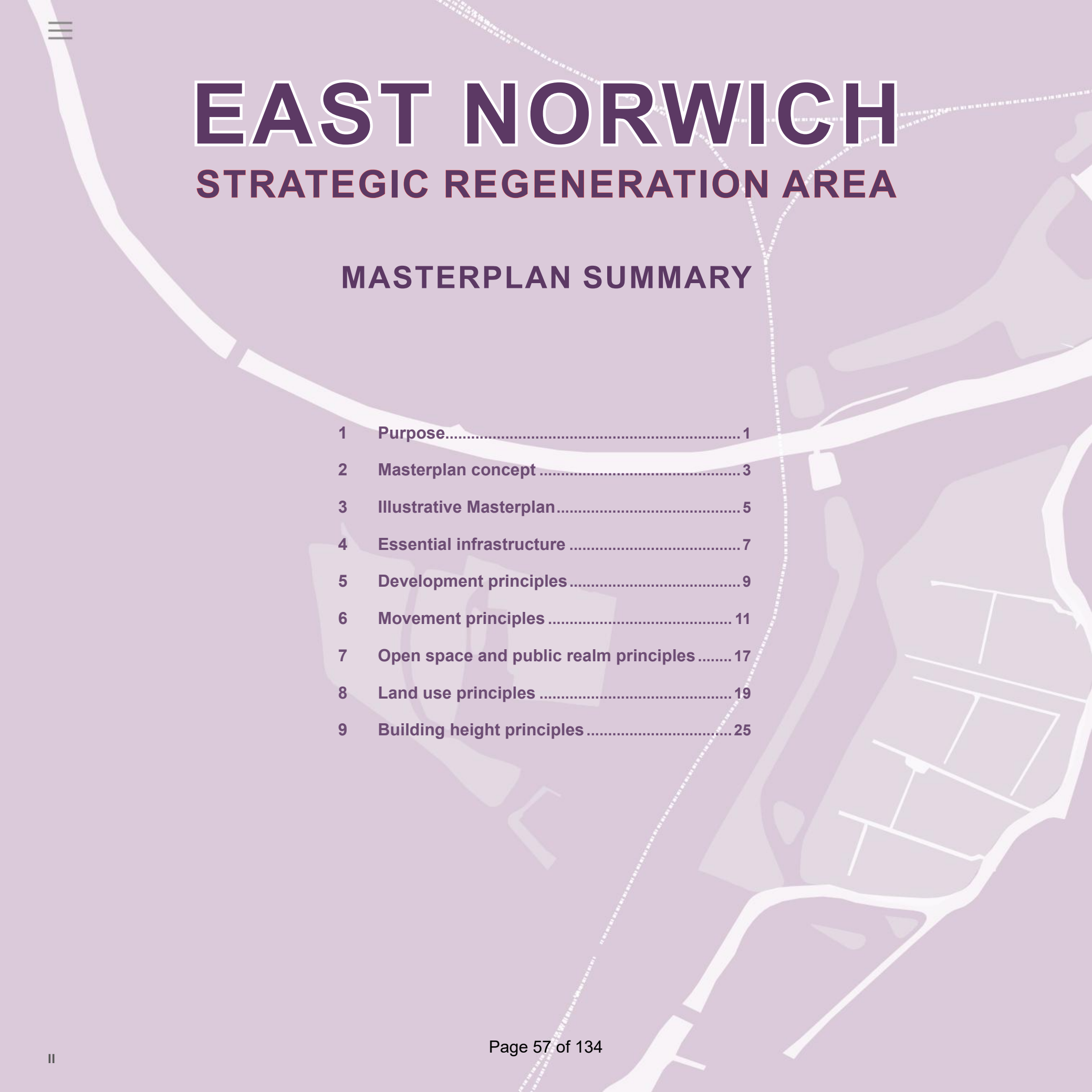
STRATEGIC REGENERATION AREA



Avison Young
Allies and Morrison
Hydrock
RPS

May 2022

STAGE 2 MASTERPLAN SUMMARY

The background of the page is a stylized, light purple map of the East Norwich Strategic Regeneration Area. It shows a network of roads, a river or canal on the left, and various land parcels. The title is overlaid on the top half of the map.

EAST NORWICH

STRATEGIC REGENERATION AREA

MASTERPLAN SUMMARY

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“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.



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



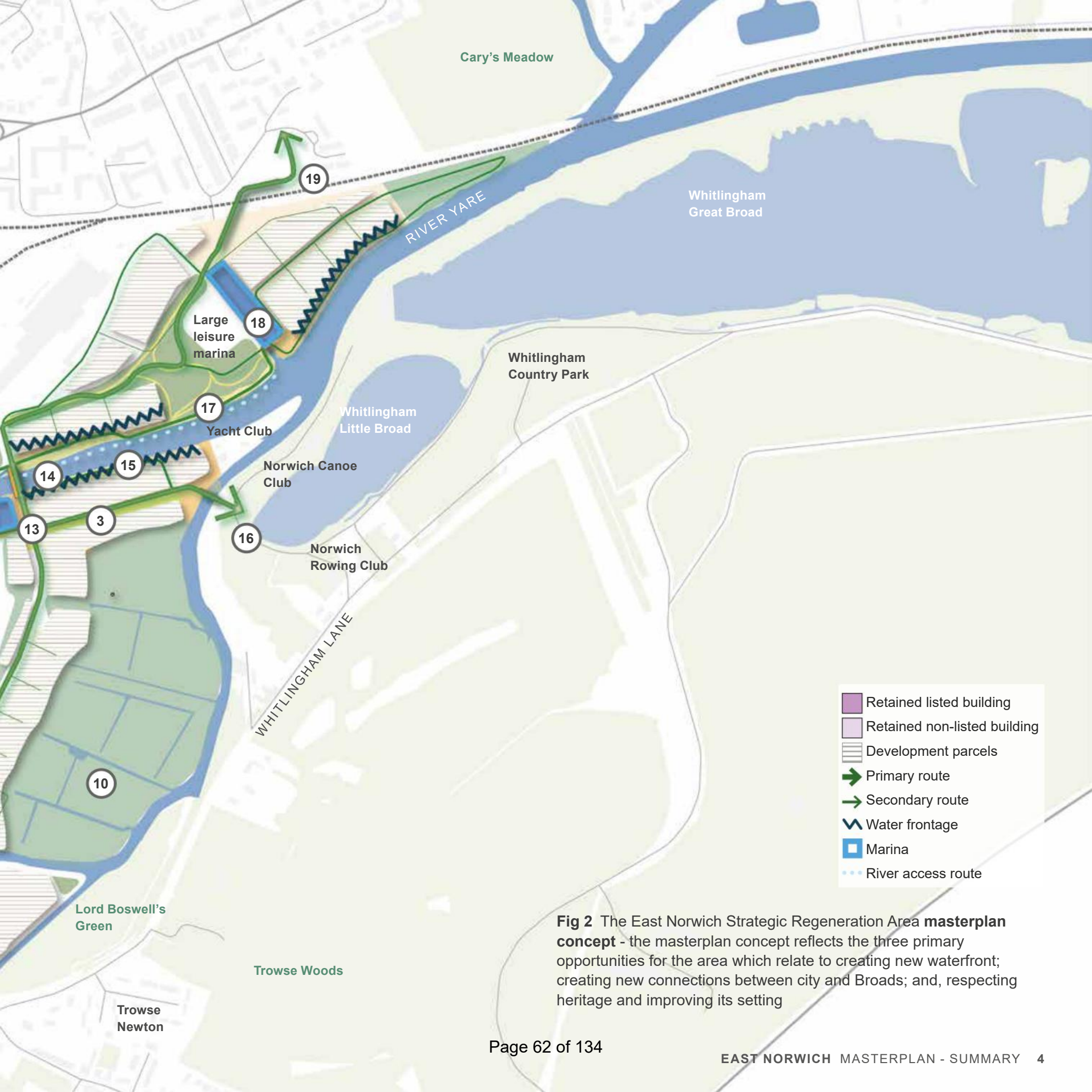


Fig 2 The East Norwich Strategic Regeneration Area **masterplan concept** - the masterplan concept reflects the three primary opportunities for the area which relate to creating new waterfront; creating new connections between city and Broads; and, respecting heritage and improving its setting

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

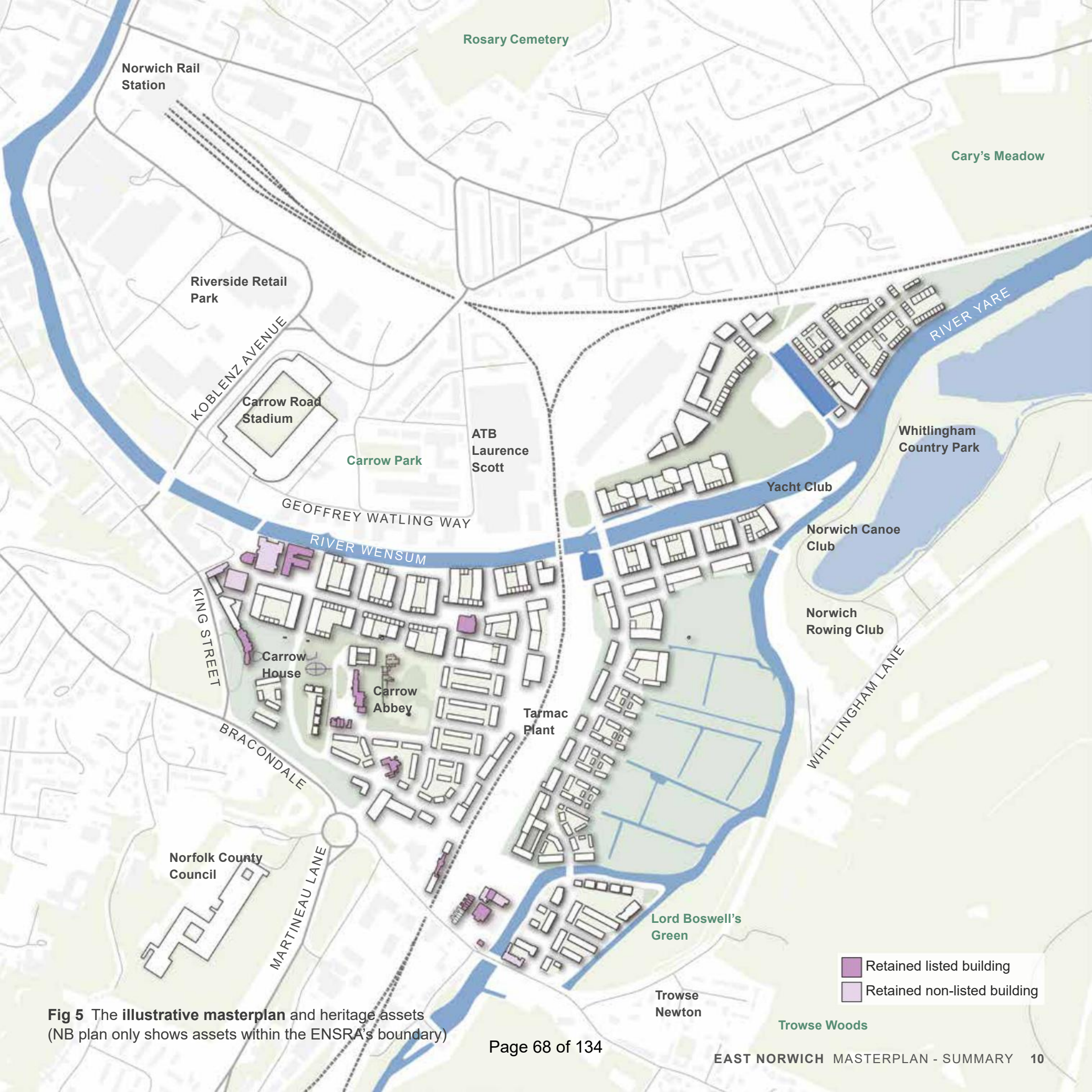
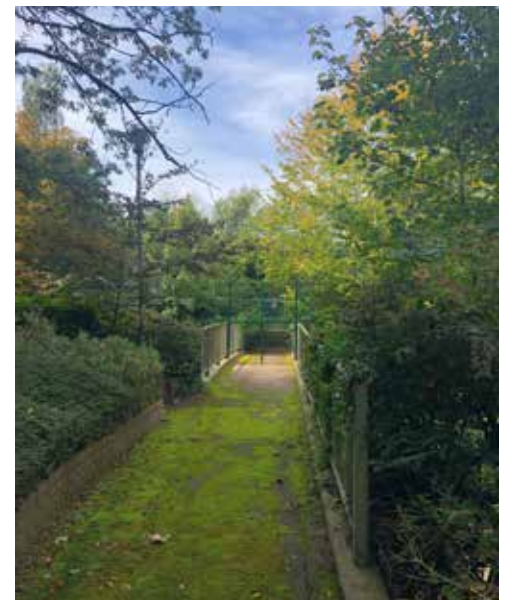


Fig 5 The illustrative masterplan and heritage assets
(NB plan only shows assets within the ENSRA's boundary)

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



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

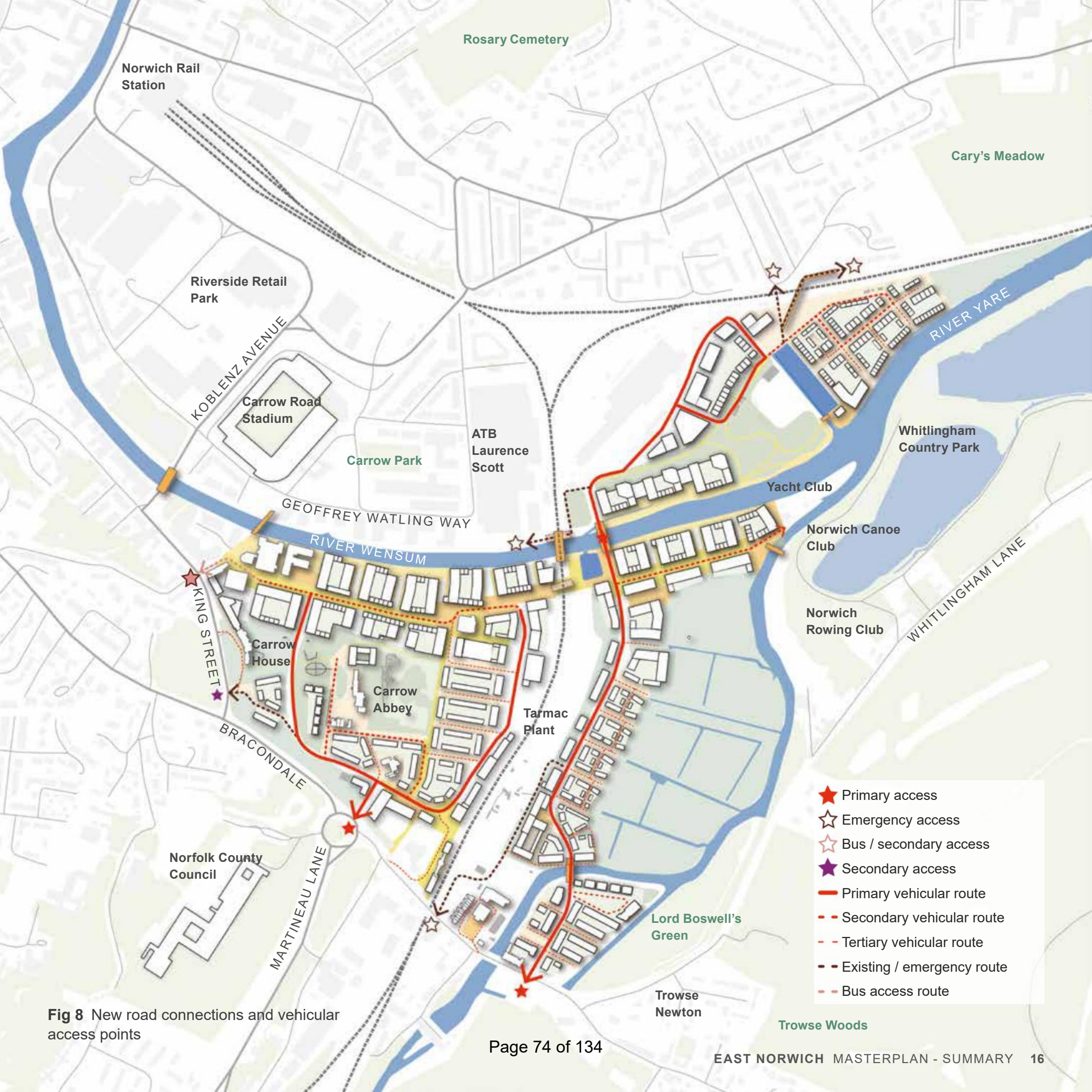


Fig 8 New road connections and vehicular access points

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

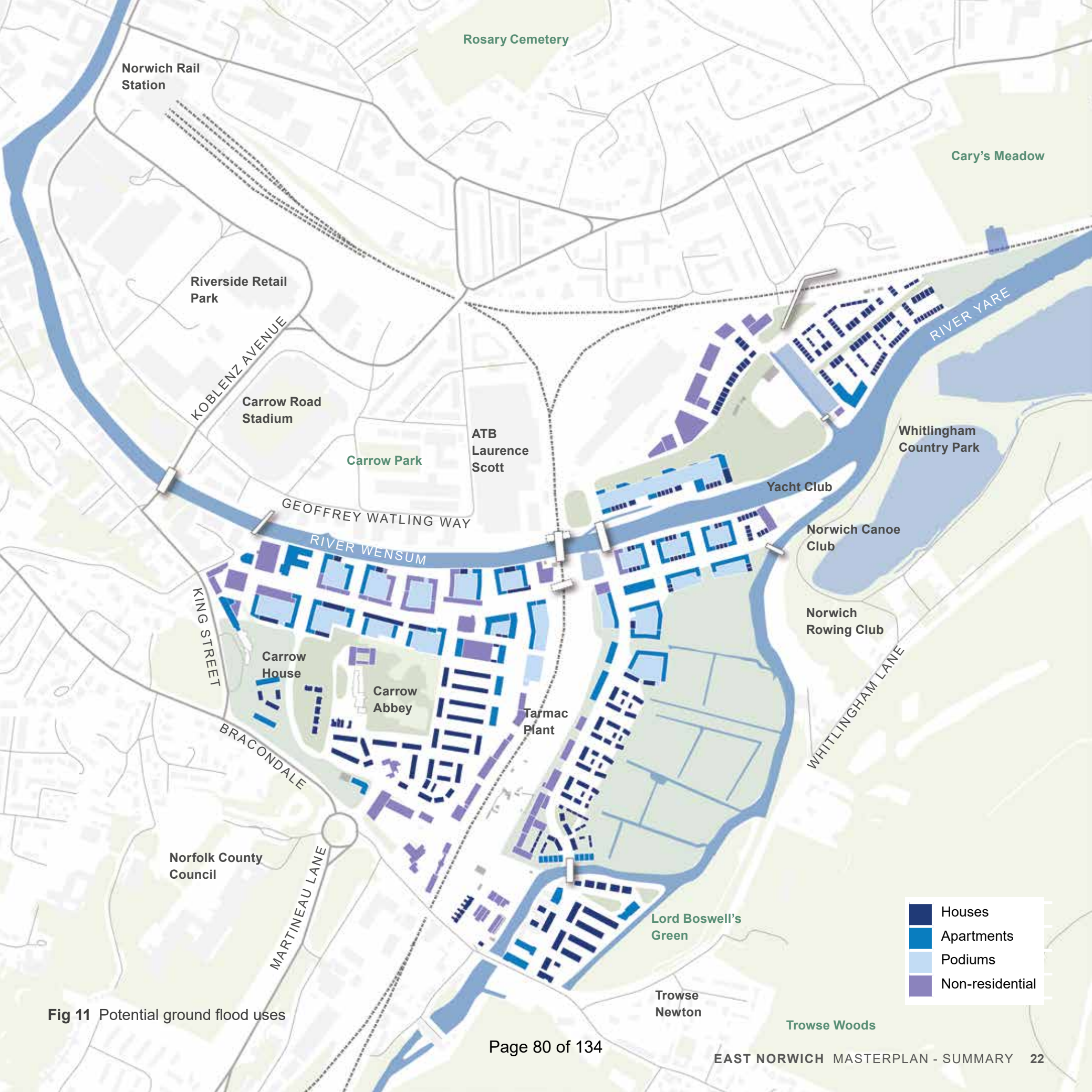


Fig 11 Potential ground flood uses

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

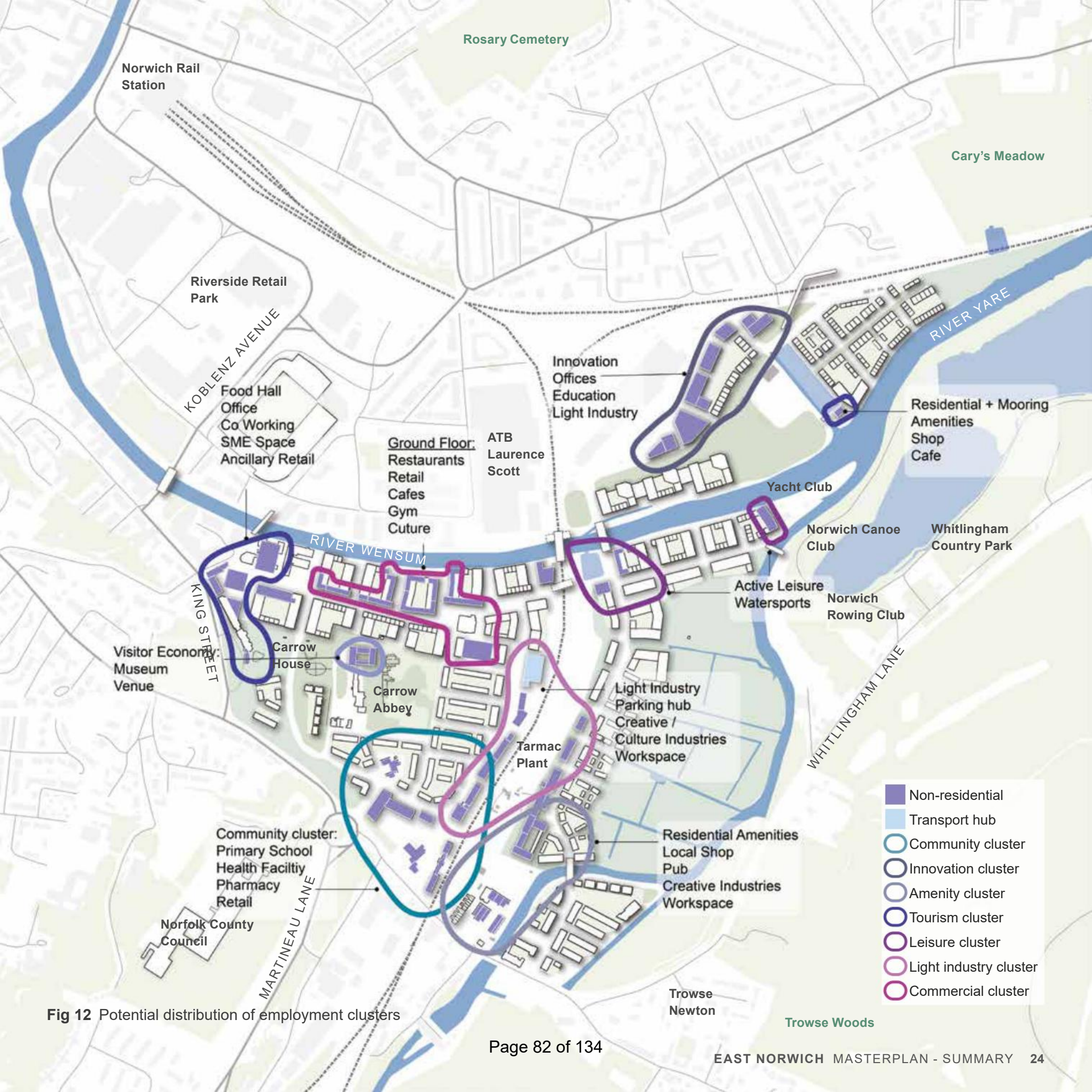


Fig 12 Potential distribution of employment clusters

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

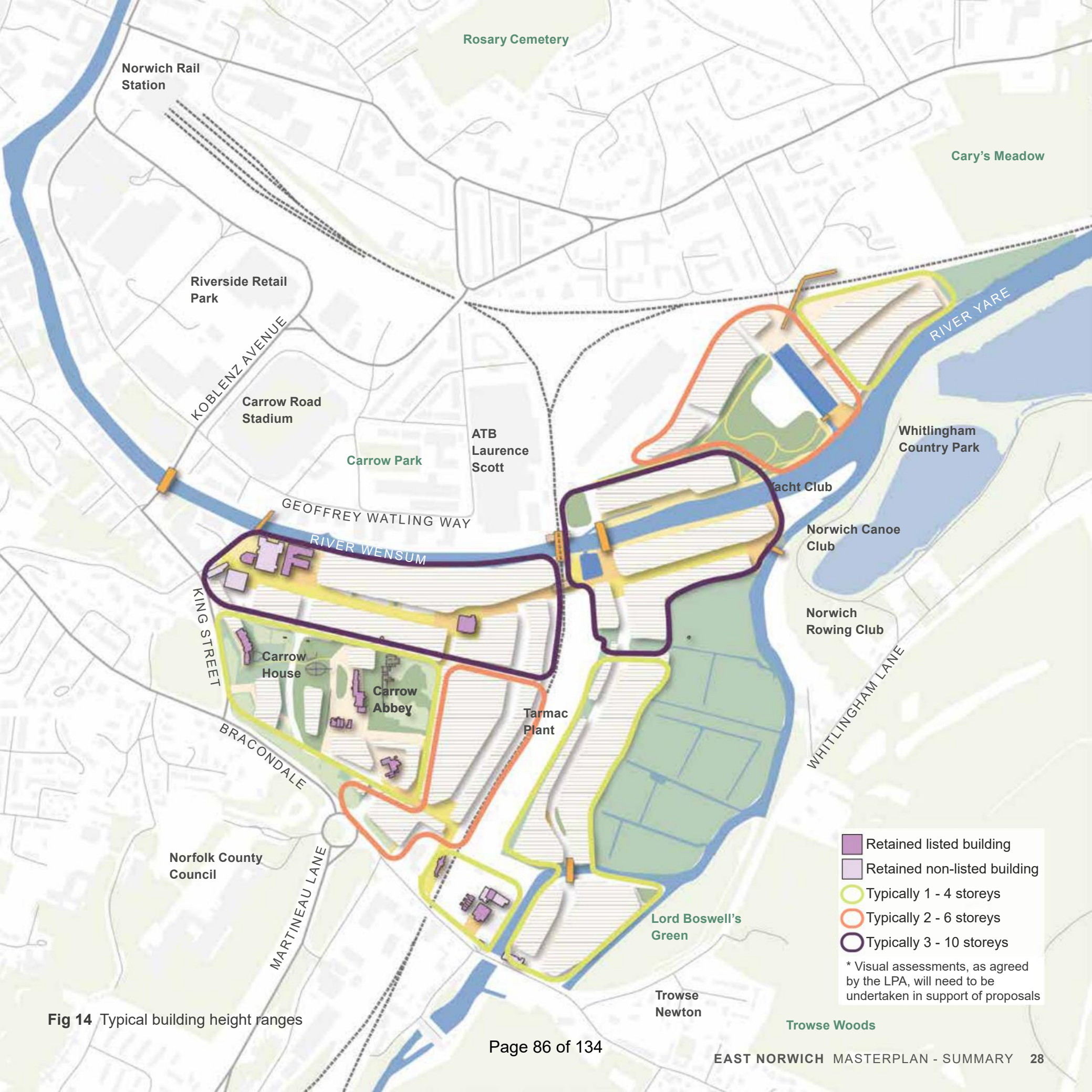


Fig 14 Typical building height ranges



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It is acknowledged by the parties that this Report has been produced solely in accordance with the Client’s brief and instructions and without any knowledge of or reference to any other parties’ potential interests in or proposals for the Project. All diagrams and views are based on the indicative scheme outlined in the masterplan and for illustrative purposes only. Every effort has been made to acknowledge the source of photographs and illustrations; we apologise for any errors or omissions.



Committee Name: Cabinet

Committee Date: 08/06/2022

Report Title: An update on Health, Safety and Compliance in Council Homes and Buildings

Portfolio: Councillor Harris, Deputy leader and cabinet member for social housing

Report from: Executive director of community services

Wards: All Wards

OPEN PUBLIC ITEM

Purpose

To provide an update to members about health, safety and compliance management and improvement in council homes and buildings.

Recommendation:

It is recommended that members note the content of this report

Policy Framework

The Council has five corporate priorities, 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 addresses the following corporate priorities

- People live independently and well in a diverse and safe city.
- Norwich has the infrastructure and housing it needs to be a successful city.

The Council's Housing Strategy '*Fit for the Future*' A Council Housing Strategy for Norwich sets priorities for the Council's homes and estates for the period 2020 to 2026. It identifies four primary goals, these are:

- Delivering new homes.
- Maintaining and improving condition of existing housing
- Improving the use and management of our existing housing stock
- Improving our neighborhoods

The Council's Strategic Asset Management Framework 2022 sets out the policy, strategy and action plan for management of non-housing property assets. This sets

out six policy themes including 'compliant and financially resilient management of assets'.

Report Details

1. Norwich City Council (NCC) is landlord of approximately 14,500 council homes and the freeholder for the buildings in which approximately 3,000 leaseholder homes are situated. It also owns more than 900 assets held on the general fund.
2. Registered providers of social housing (including council's and housing associations) are governed by the Regulator of Social Housing (RSH). The objectives of the RSH are set out in the Housing and Regeneration Act 2008. At the core of the RSH regulation is a set of standards which registered providers landlords must comply with.
3. In November members considered the outcomes of a review by the RSH following the self-reporting by NCC on 28th July 2021 of a possible breach of the home standard. The RSH found that NCC had breached the Homes Standard and published a Regulatory Notice. The RSH did not feel it necessary to take any enforcement action against NCC because they have confidence in NCC's plans to improve services and return to full compliance.
4. The steps being taken, and progress are set out in the remainder of this report which is the second of the quarterly reports requested following the report to Cabinet in November 2021, the first was presented in February 2022. This report follows the same format and presentation as the previous report in February to assist members in understanding how the position has been developed.

Oversight and Governance

5. Governance is provided by the Compliance Board. The Board has been established since November and is meeting monthly to receive updated information, to consider progress, and agree further actions to be taken. The Board has oversight of both housing and non-housing property compliance within the NCC property estate. Board members include the portfolio holders of both social housing and resources, the Chief Executive, the Executive Directors of Communities and Development and City Services, the Monitoring Officer and the s.151 Officer or their Deputy.
6. A monthly meeting is held between officers and the RSH to report and discuss progress. The RSH is satisfied with the progress being made and arrangements in place.
7. The RSH have suggested the council enters a voluntary undertaking. This is an agreement which confirms the steps that will be taken to achieve full compliance and when completed will result in the lifting of regulatory supervision. This undertaking proposes bringing in a small number of independent experts from outside the council to support the Compliance Board in delivering the compliance improvement plan. This undertaking is currently being developed and agreed with the RSH.

Compliance Improvement Plan

8. Good progress has been made in achieving the actions incorporated in the compliance improvement plan. This live document has been updated as information has been clarified and progress has been made to complete tasks. An update of the priority actions in the compliance improvement plan is provided below. This shows that considerable progress has been made since November.
9. The compliance improvement plan also captures general fund assets. Given that compliance will vary between assets, and depending on landlord and tenant obligations, there is a need to map assets and fully understand liabilities.
10. General Fund (non-housing) properties were prioritised to ensure that resource is focused on high risk, high liability assets first. Work is now underway to map the compliance responsibilities on the high priority general fund assets of which 75 have been identified. This mapping exercise will be complete by the end of June and will guide further compliance reporting and remedial actions. Once this has been complete work will commence on medium and then low priority assets alongside delivery of the Asset Management Framework and action plan, which was presented to Cabinet in March.
11. A further aspect of the compliance improvement plan is the review of existing programmed maintenance of non-housing assets to ensure that annual maintenance regimes are fit for purposes. This will take place alongside the mapping exercise. Financial resources for general fund compliance activity will be from the commercial property and repairs reserves as agreed by cabinet in November. A separate compliance dashboard for general fund assets is being developed alongside the mapping exercise.
12. The table below provides an update of the priority actions in the compliance Improvement plan

Project/Activity	Position in Nov 2021	Current Position May 2022	RAG May 2022
Commission an in-depth audit of all compliance areas	Completed	Findings informing the development of the long term improvement plan	C
Recruit a Head of Service for Compliance & Interim Lead Asset Management & Compliance	Seeking Head of Building safety & Compliance And Head of Asset Management and Compliance	Completed – both in post from 06/12/2021	C
Recruit a compliance manager to take forward non-housing workstreams	Not reported	Completed – in post from April 2022.	C

Undertake a mapping exercise of non-housing assets and compliance requirements	Review identified	Work has commenced	A
Undertake a compliance audit on contractors working in council homes	Work was commissioned	First phase of new contractor procurement completed working with Eastern Procurement Limited. All necessary checks undertaken prior to work commencing.	G
Undertake a competence and capacity review of all employees involved in this area	To be commenced	Commenced since staff transferred to the council in April 2022. Program of training identified.	A
Establish Health & Safety governance Board	Completed	Ongoing and meeting monthly to monitor progress	G
Establish a Key Performance Indicator dashboard for the governance Board	In development	Completed In place covering all key areas of Health and Safety compliance	C
Review all compliance policies and Procedures	To be commenced	Resources recruited to undertake this review commenced April 2022.	A
Review non-housing programmed maintenance schedules	Not reported	Resources being secured to undertake this	Not due until Aug/Sept 2022
Put in place appropriate systems, processes, control and management information to manage compliance	Not reported	Rollout of Northgate NEC contractor management system went live on 01/04/2022.	C
Review previous government guidance dating back to June 2017 to ensure full compliance	NPSN undertaking the review – scheduled completion Jan 2022	Completed	C
Undertake a quality review, back 5 years, of all Fire Safety improvement works	To be commenced	Validation of existing data will be through the annual inspection program, cross checked with stock condition data	A
Appoint appropriately accredited asbestos surveyors and contractors to undertake re-inspections and remedial works	Progressing	Contractors appointed April 2022	G


Housing Compliance Dashboard

13. As was reported in February, it was decided to separate the overdue work and current work and monitor them separately, to enable clarity on the progress made in reducing the backlog of work. All inspections and remedial works not completed in accordance with the established timescales by 31 December 2021 are deemed overdue. All actions since then are being monitored with the intention they will be completed within the required timescales.
14. Please note the following:
 - HRRB – High Risk Residential Building
 - SpH – Specialised Housing
 - SpH LL – Specialised Housing Landlord service

- SpH Dom – Specialised Housing domestic property
- LRB – lower risk Buildings
- FRA – Fire risk assessment








** Properties are compliant if they have a safety certificated or are being managed in accordance with the councils no access property

Gas Safety

	Position in Nov 2021	Feb 2022	June 2022	RAG
Gas Safety	Compliant**	Compliant**	Compliant**	

15. All overdue gas safety inspections have been completed

Electrical Safety (EICR's)

	Position in Nov 2021	Feb 2022	June 2022	RAG
Electrical Safety	105 Communal EICR's overdue	105 Communal EICR's overdue	0 Communal EICR's Overdue	
	806 Domestic EICR's overdue	29 HRRB inspections overdue	13 HRRB inspections overdue	
		29 SpH inspections overdue	4 SpH inspections overdue	
		550 LRB inspections overdue	164 LRB inspections overdue	
	Remedial actions position to be confirmed	15 HRRB remedial actions overdue	7 HRRB remedial actions overdue	
		26 SpH remedial actions overdue	11 SpH remedial actions overdue	
		516 LRB remedial actions overdue	528 LRB remedial actions overdue (see explanation below)	

16. All communal electrical safety checks have been completed as required
17. Additional contractors have been procured to carry out electrical testing resulting in the number of overdue electrical checks in domestic properties significantly reducing. The HRRB and SpH inspections outstanding are all cases where the contractor has not been able to gain access to the property; these are being progressed through the housing team


18. The number of low risk building remedial actions has increased since February due to a change in reporting. Unsatisfactory inspections are now included in the remedial action figures.
19. All priority 1 and 2 remedial actions arising from inspections are now being completed at the time of the inspection to enable certification to be achieved without delay. Overdue remedial actions have reduced in high rise blocks and specialist housing






Water Hygiene

	Position in Nov 2021	Feb 2022	June 2022	RAG
Water Hygiene	Up to 500 Water Hygiene surveys required	8 HRRB inspections outstanding	5 HRRB inspections outstanding	
		22 SpH LL, inspections outstanding	2 SPH LL inspections outstanding	
		430 SpH Dom, inspections outstanding	368 SpH Dom inspections outstanding	
		3 HRRB, remedials actions overdue	3 HRRB remedials actions overdue	
		9 SpH LL, remedials Actions overdue	9 SpH LL remedials actions overdue	
		SpH Dom remedials actions overdue: Unknown until inspections	SpH Dom remedials actions overdue: Unknown until inspections	

20. Additional contractors have been procured to carry out water hygiene testing, this commenced during March 2022. Specialist Housing has been prioritised and good progress is being made

Fire Safety

	Position in Nov 2021	Feb 2022	June 2022	RAG
Fire Safety	All HRRB FRA's completed	0 HRRB inspections outstanding	0 HRRB inspections outstanding	

	2 SpH overdue FRA's	0 SpH inspections outstanding	0 SpH inspections outstanding	
	650 LRB FRA's outstanding	171 LRB inspections outstanding	1615 LRB inspections outstanding (see note in paragraph 21)	
		34 HRRB, remedial actions overdue	21 HRRB remedial actions overdue	
		26 SpH, remedial actions overdue	14 SpH remedial actions overdue	
		LRB remedial actions overdue: information incomplete	189 LRB remedial actions overdue	

21. As part of ongoing work during the quarter, concerns were identified about the accuracy of the (FRA) data relating to low-risk buildings following checks that inspections may not have been completed by suitably qualified individuals. As a result, a full re-inspection program has now been put in place and therefore the numbers showing as outstanding have increased. The RSH is aware and is satisfied with this approach.
22. Fire risk assessment (FRA) for all high-risk residential buildings and specialist housing have now been completed
23. The number of remedial works outstanding in these blocks is gradually reducing


Asbestos

	Position in Nov 2021	Feb 2022	June 2022	RAG
Asbestos	68 inspections required in communal areas	Information incomplete	11 HRRB management Surveys outstanding	
			24 SpH management Surveys outstanding	
			1615 LRB management Surveys outstanding	

24. In previous reports to Cabinet asbestos management has been raised as an area for further investigation. It was included in the original referral to the RSH.

25. An asbestos register is in place and being used, but it is not possible to validate all the data contained within it through reference to the original surveys and it is considered to be incomplete. As a result, all communal areas of blocks will be resurveyed to ensure comprehensive and up to date information is available and to meet our statutory obligations.
26. Specialist contractors have been procured to carry out asbestos surveys and remove asbestos where required; work commenced in April 2022. An interim asbestos management officer has been appointed to lead this work.

Lifts

	Position in Nov 2021	Feb 2022	June 2022	RAG
Lifts	Compliant	Compliant	Compliant	

27. All safety inspections have been completed as required.

Non housing assets data

28. A priority since November has been to clarify information and data to provide assurance. This is ongoing and good progress has been made. The information was held on a number of different systems and was managed by NPSN who administer the asset management data base for the council, including compliance data. Since 01st April 2022, when housing asset management transferred into the council, data is being held on the new housing IT system (NEC).
29. For non-housing property, data has been migrated from Codeman, Total, Agency Pilot and C2 as part of the transfer of services from NPSN. This has been migrated to an updated version of Agency Pilot, NEC and shared folders. A significant amount of compliance information is also held in hard copy on property files. The compliance dashboard is being developed alongside the mapping exercise previously described and will allow tracking of improvements in compliance data.

Compliance Risk Register

30. The Compliance Board has developed a risk register that is reflected through into the Council's corporate risks. The register is regularly reviewed by the Compliance Board, and a summary from the register highlighting the significant risks is provided in Appendix 1.

Resources

31. Capacity and expertise are being monitored by the Compliance Board to ensure the level of resources is sufficient to address the identified issues. An

interim Head of Housing Compliance and Building Safety, and an interim Head of Asset Management and Compliance have been in post since December 2021. These individuals have brought considerable skills and expertise into the council and have driven forward the actions to address the issues identified.

32. A compliance manager has been appointed to provide additional resource to support the non-housing mapping exercises and compliance review.

Next Steps

33. The Council now has full oversight of property services including the compliance function following the transfer of the compliance team from NPSN to the Council. This will enable direct management of this activity and better control and prioritisation of the work going forward.
34. A service improvement program is being developed. This will support the development of a vision for the service and provide clarity skills and competence.
35. A training program will be developed to underpin increasing skills and knowledge within the team transferring. This will include key compliance legislation and contract management.
36. Work will commence on reviewing all compliance policies and procedures to ensure they are up to date and incorporate best practice. This work will be ongoing for a number of months.
37. Contractor capacity in the short term will continue to be increased with the appointment of appropriate skilled contractors. Longer term contracts are being procured via Eastern Procurement Ltd (EPL) and other framework providers.
38. Further development of the NEC IT system will be undertaken to continue to improve the capture and reporting of data, and the management of the compliance function
39. The Building Safety Act has recently been passed which places additional responsibilities on the council in building safety in relation to Fire. Work is underway to analyse the impact of these new requirements and will be incorporated into a separate plan that will sit alongside the current work. This will be monitored by the compliance board.

Engagement

40. Communication with our 17,000 tenants and leaseholders has been ongoing following the initial communication through two letters sent by the council to inform them of the situation in October 2021.
41. Web content has been kept up to date to provide additional information and helpful FAQ's relating to the key issues.

42. Residents have a number of different options to get in touch with us about compliance and to raise and questions or concerns
43. The Tenant Involvement Panel is being kept informed of key aspects of progress at their regular meetings where applicable and the Executive Director, Operations Director and the Portfolio Holder for Housing will be attending future meetings on a regular basis.
44. Articles will be published about our compliance improvement in the Tenants' and Leaseholders' Community magazine and Citizen Magazine.
45. For tenanted non-housing properties tenants will be contacted to ensure they are familiar with their compliance responsibilities and that these are aligned with the Council's responsibilities as landlord.

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.

Revenue Cost	Approved Funding (£)	2021/22 Provisional Outturn
Additional Specialist Resource	671,800	111,143
Compliance Remedial works	600,000	320,747
Total	1,271,800	431,891

Capital Cost	Approved Funding (£)	2021/22 Provisional Outturn
HRA Major compliance upgrades	1,000,000	0

47. The table above provides the provisional outturn position for the 2021/22 financial year against the agreed compliance budgets. The Council's final out-turn for 2021/22 is being finalised and as such figures may be subject to minor variances.
48. This shows that expenditure to 31/03/2022 is lower than originally expected. This has been for a number of reasons
 - a. Some costs have not been as high as initially envisaged
 - b. Procurement and mobilisation of the necessary contractors and employees to carry out the work has taken longer to put in place than initially thought

49. Upon approval of the budgets to support the CIP in November 2021, Cabinet also approved the creation of a new HRA Compliance earmarked reserve in order that any unspent revenue budgets at the end of the 2021/22 may be carried forward and utilised in 2022/23. For capital budgets, approval will be sought for the 2021/22 underspend to be carried forward through the usual capital carry-forward process for use in 2022/23.
50. In addition, HRA revenue budgets totaling £0.662m plus a further HRA capital budget of £1m have been agreed as part of the 2022/23 HRA budget to support the ongoing compliance work.
51. As approved by Cabinet in November 2021, the scope of the General Fund Commercial Property Reserve and General Fund Repairs Reserve was extended to enable the funding of any necessary compliance works to General Fund properties. At this stage there have been no calls on these reserves as it has been possible to meet these costs from existing budget provision. The extent of any additional consultancy support and contract resource required for remedial actions is being scoped as part of the mapping exercise.

Legal

52. The legal implications of the RSH notice and process were established in the report to Cabinet on 12 November 2021. The position remains unchanged for the purpose of this update report.

Statutory Considerations

Consideration	Details of any implications and proposed measures to address
Equality and Diversity	None
Health, Social and Economic Impact	None
Crime and Disorder	None
Children and Adults Safeguarding	None
Environmental Impact	None

Risk Management

53. The critical risk register for this project is attached in Appendix 1.

Other Options Considered

54. This is an update report following decision made by cabinet in November 2021.

Reasons for the decision/recommendation

55. No decision is required.

Appendices: 1

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Appendix 1

Risk Management

A detailed project risk register has been developed and its being adapted to align to the corporate risk register approach. Set out below are the overarching and most critical risk to the compliance program.

Risk	Consequence	Controls Required
Inadequate systems to record and manage data.	Inaccurate information resulting in insufficient progress in key areas and ineffective management of Health and Safety Compliance. Serious detriment to tenants/ leaseholders.	Risk based programme in place. Compliance Tracker. NEC system implementation. Skilled additional capacity.
Lack of contractor supply chain capacity.	The CIP cannot be delivered swiftly, and tenants remain at risk for an extended period.	Widen the pool of contractors being used. Work with EPL to identify potential contractors.
Skills and expertise not sufficient to manage the program in NCC.	Delayed decision making and inability to progress the work required. Tenants remain at risk for an extended period.	Recruit skilled temporary resources to oversee the programs of works.
Loss of experienced staff currently delivering compliance activity.	Compliance catch up works not progressed in a timely way	Review the roles and structure to ensure it is fit for the future.
Incomplete or out of date policies and procedures.	Actions are incorrect, not meeting statutory requirements. Inadequate support for staff.	Develop a plan to update all policies and procedures



Committee Name: Cabinet

Committee Date: 08/06/2022

Report Title: Contaminated Land Inspection Strategy

Portfolio: Councillor Jones, Cabinet member for safer, stronger neighborhoods

Report from: Executive director of development and city services

Wards: All Wards

OPEN PUBLIC ITEM

Purpose

To agree to undertake a public consultation on the proposed Contaminated Land Inspection Strategy (CLIS)

Recommendation:

- It is recommended to agree to the public consultation on the draft Contaminated Land Inspection Strategy (CLIS) for Norwich and to give delegated authority to the Executive Director – Development and City Services, in consultation with the Portfolio Holder of Safer, Stronger Neighbourhoods, to amend the strategy in the light of the consultation response and adopt it.

Policy Framework

The Council has five corporate priorities, 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 meets the Norwich is a sustainable and healthy city corporate priority

Report Details

1. The UK has a legacy of contaminated land from former unregulated industrial processes. Levels of contamination vary widely depending on the type of industry that was present. This relic contamination can have a significant impact on human health, the natural and built environment, archaeology, and controlled waters. Such sites exist in Norwich City Council's administrative area.
2. A Contaminated Land Inspection Strategy (CLIS) is a policy document which the council is required to produce under Part 2A of the Environmental Protection Act 1990. It provides a means of identifying and remediating land that poses a significant risk to health or the environment, where there is no alternative solution. It also works in conjunction with planning rules to help ensure that this land is made suitable for use following redevelopment.
3. Norwich City Council has carried out significant work to identify sites where potential contamination may exist. A list has been drawn up to prioritise these sites into high/medium/low categories. To date 844 sites are listed for prioritisation. This list is not within the public domain as these sites are only suspected of contamination and therefore publicising the list at this stage, before a determination has been made, could lead to land blight unnecessarily.
4. The CLIS provides the policy to guide the approach for the ongoing programme of inspection and remediation of these sites.
5. The CLIS has now been updated to take into account changes in legislation and to refresh the previous strategy produced in 2009/10. The CLIS provides the policy to guide the approach for the ongoing programme of inspection and remediation of these sites.

The Draft Contaminated Land Inspection Strategy (CLIS)

6. The attached draft CLIS has been prepared for consultation. It is attached as appendix 1 and, subject to the views of Cabinet, will be put out for consultation between 13 June 2022 and 4 September 2022.
7. It is proposed to consult with the following bodies:
 - Adjacent authorities (Broadland District Council and South Norfolk District Council) (statutory consultee)
 - The Environment Agency (statutory consultee)
 - The public via the Council's website and through comms channels (e.g., Citizen magazine)
8. Following consultation, the draft document will be revised as necessary. As it is a largely technical document, the form of which is closely prescribed by government guidance, it is suggested that delegated authority be given to the Executive Director, Development and City Services, in consultation with

the portfolio holder to make any changes following the consultation and adopt the policy. Once formally adopted, the policy will be reviewed as required should legislative changes occur.

Remediation and cost recovery

9. If a site is found to pose a risk of significant harm or a significant possibility of significant harm, then the site would need to be remediated such that it does not pose a risk. The remediation can be undertaken either by voluntary remediation by the polluter or the owner, which is the most usual method, or by the council officially 'determining' the site as contaminated land, through risk assessment and inspection, and issuing a remediation notice. The remediation notice would be served on the polluter or owner of the site instructing them to carry out remediation of the contaminated on the land. The notice must be reasonable and take into consideration the cost of the remediation and would also have to include a cost benefit analysis as to the suitability of the remediation.
10. If the risk from the site relates to Groundwater or Controlled Water, then it is potential that the site would potentially be classified as a 'Special Site'. In this situation the Local Authority passes its delegated powers to the Environment Agency to continue the investigation. Although if the site is to be determined as 'Contaminated Land' this remains the responsibility of the Local Authority to ensure that it is remediated by the polluter or landowner as appropriate.
11. Costs associated with the site investigation/remediation can potentially be reclaimed from either the landowner if the site was developed prior to 2000. From 2000 onwards, the expectation would be that any planning permission on brownfield sites should have included contaminated land conditions; if these were not adequate, meaning risks on the site remain, the local authority is expected to bear the cost.
12. As set out below, the Council will seek to recover the costs of contamination from third parties wherever it is lawful to do so.

Consultation

13. The purpose of this report is to seek Cabinet views prior to undertaking the consultation. The consultation responses will be analysed and taken into account before the strategy is subject to adoption.

Implications

Financial and Resources

14. 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.
15. The draft CLIS and survey work undertaken to date has been delivered

within existing resources. Following the adoption of the CLIS further consideration will be given to the rate of progress being made in relation to inspecting and remediating sites.

16. Although the strategy seeks to maximise the extent to which these costs can be recovered from the landowner it is possible that some additional costs may be faced by the Council. The case for considering whether to increase resources directed to addressing land contamination will be considered in the forthcoming restructure to regulatory services and further following the adoption of the strategy.
17. Any additional resources would need to be considered in the context of the Council's overall financial position and taking into consideration the potential to recover some or all of those costs from relevant parties.

Legal

18. The CLIS is a statutory requirement and therefore NCC has a duty to produce a CLIS.
19. Contamination can have significant health impacts on human health and the environment of our residents. Not having a CLIS is a breach of the council's statutory obligations. Failure to adopt this policy and act on it could have an impact upon the reputation of the council.

Statutory Considerations

Consideration	Details of any implications and proposed measures to address:
Equality and Diversity	The policy is not likely to affect people because of their protected characteristics
Health, Social and Economic Impact	Having CLIS in place will mitigate the impact on health, social and the economy when sites are developed and potentially increase investment in the area.
Crime and Disorder	None known
Children and Adults Safeguarding	None known
Environmental Impact	Having CLIS in place will have a beneficial impact on the use of resources and mitigate pollution of the soil and water courses through remediation of known sites of contaminated land.

Risk Management

Risk	Consequence	Controls Required
Non-compliance with statutory obligations under the Environmental Protection Act 1990 Reputational risk	Not having a CLIS is a breach of the council's statutory obligations, not to mention that contamination can have significant health impacts on human health and the environment of our residents.	Ensure an up to date contaminated land inspection strategy is adopted and resources are allocated to carry out the work required.

Other Options Considered

20. None considered because the CLIS is a statutory requirement and therefore NCC has a duty to produce a CLIS.
Reasons for the decision/recommendation

21. It is recommended that Cabinet approve consultation on the CLIS.

Background papers: None

Appendices: CLIS

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ENVIRONMENTAL PROTECTION ACT 1990, PART 2A



**CONTAMINATED LAND INSPECTION STRATEGY
APRIL 2022**

DRAFT FOR CONSULTATION

Executive summary

This document details the arrangements which Norwich City Council proposes to fulfil its legal responsibilities for strategic inspection under the contaminated land regime. The legal definition of contaminated land relates to unacceptable risks to human health and/or the wider environment.

In particular, the aims of the strategy are to:

1. Protect human health
2. Safeguard the city's heritage and the natural environment
3. Bring land back into beneficial use either by voluntary remediation and partnership working or remediation notices.
4. Communicate findings to interested parties.

We will achieve the above through:

- Strategic inspections to find where the council may need to find out more about the land or where the council doesn't need to take any more action.
- Detailed inspections on priority sites to place them in category 1 to 4 as set out in the Statutory Guidance.
- Where remediation is required, the council will carry out a cost benefit analysis to ensure the sustainability of any remediation option.
- Serving a remediation notice or agreeing voluntary action to ensure that the benefits of remediation outweigh the costs.
- Carry out cost recovery for remediation where the council are entitled but also consider any hardship which the recovery could cause.
- Provide written statements and risk summaries to explain what the council have found on each site.
- Provide access to information about contaminated land inspections through our website or by contacting the offices of Norwich City Council.

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1. Introduction and background

In April 2000 legislation was implemented and local authorities were given the duty of identifying contaminated land and addressing the risks which arise from it in accordance with statutory provisions. The current risk-based approach to the investigation of contaminated land was introduced by Part 2A of the Environmental Protection Act, 1990 (EPA, 1990).

Since production of the earlier versions of the strategy some changes have been made to the statutory regime. The most recent revision was to the Statutory Guidance in April 2012. As a result of the new statutory guidance and progress made with inspections, this version of the council's Contaminated Land Strategy updates and supersedes all previous published versions.

The overarching objectives of the government's policy on contaminated land and the Part 2A regime are set out in the statutory guidance:

- a. To identify and remove unacceptable risks to human health and the environment.
- b. To seek to ensure that contaminated land is made suitable for its current use.
- c. To ensure that the burdens faced by individuals, companies and society are proportionate, manageable and compatible with the principles of sustainable development.

This document details the city council's approach to carrying out its inspection duty under section 78B(1) of Part 2A EPA 1990 which is that: 'Every local authority shall cause its area to be inspected from time to time for the purpose - (a) of identifying contaminated land; and (b) of enabling the authority to decide whether such land ... is required to be designated as a special site.'

The statutory guidance suggests that local authorities take a strategic approach to carrying out the inspection duty and that the approach should be rationally ordered and efficient, reflecting local circumstances. This document sets out the city council's approach as a written strategy which was consulted on between 13 June 2022 and 4 September 2022 (subject to agreement by Cabinet on 8th June).

1.1 Aims

The primary aim of the city council is to fulfil its statutory obligations under the Part 2A regime and to achieve the objectives set out in the statutory guidance. The city council aims to:

1. Protect human health
2. Safeguard the city's heritage and the natural environment
3. Bring land back into beneficial use by voluntary remediation and partnership
4. Communicate findings to interested parties.

1.2 Objectives

In order to achieve the aims, the city council will:

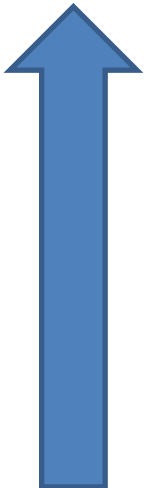
- Prioritise sites for inspection;

- Carry out strategic inspections of priority sites;
- Carry out detailed Inspections of sites where there is a reasonable possibility that a significant contaminant linkage could exist;
- Carry out risk assessment to determine if a significant contaminant linkage exists;
- Communicate the findings and inform interested parties of inspections through written statements and risk summaries;
- Determine whether land is contaminated land as defined by Part 2A EPA 1990;
- Consider how contaminated land should be remediated, the cost, benefits and sustainability of remediation and where appropriate issue a remediation notice;
- Establish who is liable to pay for remediation actions;
- Recover the costs of remediation where possible taking into consideration the financial position of the landowner.

1.3 Priorities

Section 1.2 outlined the council's aims. Specific inspection priorities are outlined in table 1.

Table 1 – Specific inspection priorities

Scenario	Priority
1 Land where significant harm is being caused or there is significant possibility of such harm being caused to human health.	<div style="text-align: center;"> <p>Highest</p>  </div>
2 Pollution of controlled waters is being or is likely to be caused and where the EA advises the council that prompt action is required (e.g. land within source protection zones or affecting potable water supply).	
3 Land where significant harm is being caused or there is a significant possibility of such harm being caused to ecological systems or living organisms within protected locations.	
4 Land where significant harm is being caused or is likely to be caused to property (in the form of crops, produce, livestock, owned or domesticated animals, wild animals subject to shooting or fishing rights and buildings).	

2. The council area

2.1 Geographical location

Norwich covers 39 square kilometres in the heart of Norfolk with a population of approximately 137,500.

2.2 Brief description/history

Norwich has a skilled workforce, particularly in the professions of education and research and development. Employment is mainly in the service sector but manufacturing, although small in employment terms, is crucial to the local economy and smaller businesses are increasingly important. Services are sited in the centre of Norwich, whilst industrial and trading estates, and recently established business parks, are sited throughout the city.

2.3 Land use characteristics (current and historical)

The built-up area of the city contains a wide range of land uses. The city centre contains the main concentration of commercial uses such as retail, office and leisure, together with residential and some mixed residential/industrial uses. The suburban areas are predominantly residential in use, apart from:

- The river valleys of the Yare and Wensum, in which there are pockets of industry together with preserved open spaces and wildlife areas.
- Some modern industrial/commercial estates around the Outer Ring Road area.
- Norwich Airport and the adjoining industrial area
- Mousehold Heath, which is a heathland/woodland area, protected by a special Act of Parliament.

The main industries in the city historically have been food processing, brewing, engineering, chemical manufacture, tanning, shoe manufacture, wool manufacture and electricity and gas generation.

2.4 Protected locations

The city hosts a range of designated sites of nature conservation value. These include 2 Sites of Special Scientific Interest (SSSI) and 3 Local Nature Reserves (LNR). These are listed as potential receptors within the Contaminated Land Statutory Guidance 2012. Therefore, if potentially contaminated land is located on or adjacent to these ecologically sensitive receptors then the potential effect to these receptors will be assessed.

2.5 Information on contaminated land

Norwich City Council maintains a database of potentially contaminated land which is updated on a regular basis. The potentially contaminated sites are also located spatially on the councils (Geographical Information System) GIS mapping system. This data currently held “in house” will influence the recommendations for the placement of conditions on planning permission for relevant sites which are put forward for re-development where required.

2.6 Geological characteristics

Chalk formed during the Cretaceous period underlies the Norwich district. It is soft, white limestone laid down in warm, late Cretaceous seas. The chalk contains a lot of flint in many levels above the lower chalk (which is flintless).

Outcrops of the chalk are confined to the river valleys in the vicinity of Norwich. Around Norwich, the chalk is overlain by marine, shelly sands, silts and clays of the Norwich Crag, deposited during the Lower Pleistocene, when the area was covered by sea. Later again, during the Middle Pleistocene, there was major climatic change, and East Anglia experienced several periods of extensive glaciation. As ice sheets repeatedly advanced and retreated over the area, they deposited and shaped a series of sediments. These include glacial sands and gravels which now cover much of Norwich and the surrounding area, and the Lowestoft Till, or “Chalky Boulder Clay”.

2.7 Water resources

The groundwater located under Norwich contributes significantly to the drinking water supply of the district, accounting for approximately one-third of total licensed abstractions. The Cretaceous chalk aquifer and Pleistocene Norwich crag formations are classed by the Environment Agency as a major aquifer with highly permeability. The groundwater also supports the baseflow of local rivers, including the River Wensum which provides the balance of water supply for Norwich. Therefore, the importance of groundwater for local water supply is two-fold.

The region's principal aquifer is the Cretaceous chalk, which extends across most of the county. Groundwater levels within the aquifer are highest to the west and north-west of Norwich (where they generally exceed 40m AOD), and lower to the east (falling to around sea level at the coast). Groundwater flow predominantly occurs through fractures in the chalk, and generally in an eastern direction.

Throughout Norwich, the chalk is principally covered by glacial sands and gravels, with some areas of Lowestoft till and Norwich crag. The glacial sand and gravels are highly permeable and permit most residual rainfall to infiltrate the underlying aquifer, where no till intervenes (BGS, 1989). However, recharge of the aquifer principally occurs to the north of Norwich, and in areas where the chalk is exposed, for example on the edges of the river valleys.

The chemical quality of the groundwater within the chalk aquifer is generally satisfactory for most purposes, although the water is hard, and locally, has a high iron content.

The bedrock beneath the city is classified as a principal aquifer with the superficial deposits being classed variably as either non-productive or as Secondary A aquifer. The entirety of Norwich and most of the area to the north is classified by the Environment Agency as having a high vulnerability, with the area to the south being classed as having an intermediate vulnerability. These designations generally apply to soils with a coarse texture and deep permeability that readily transmit a wide range of pollutants. When investigating contaminated land consideration will be given to the aquifer and the rivers Wensum and Yare where there is a hydraulic continuity from the surrounding land.

3. Wider approach

The analysis of environmental issues forms a key part of the Corporate Plan. Therefore, many of the underlying corporate objectives are environmentally based. The city council's Environmental Strategy presents progress and future plans in the context of these corporate objectives. The Environmental Strategy reports the council's environmental aims and activities.

Policies on land use and development reflect the government's policy of encouraging sustainable development as set out in the National Planning Policy Framework (NPPF). The council's Local Plan, including site allocations and development management policies, sets out the spatial planning framework for the development of the city up to 2026, and provides guidance on the scale and location of future development in the city. It contains strategic policies on a range of topics that include: the environment, employment, infrastructure, and housing.

The city council's Environmental Strategy explains in general terms the approach adopted by the council when carrying out its duty to enforce a wide range of legislation. Central to this Environmental Strategy is the aim to promote efficient and effective approaches to regulatory inspection and enforcement, which improve regulatory outcomes without imposing unnecessary burdens.

This strategy aims to support the Local Plan and Environmental Strategy by providing detailed policies and guidance.

3.1 Planning

The approach to contamination issues is predominantly through the planning system. Remediation would be secured by planning conditions and negotiations with the developer. The council's approach is guided by the National Planning Policy Framework (NPPF) and Norfolk wide technical guidance. The NPPF states that:

Planning policies and decisions should ensure that,

- the site is suitable for its new use taking account of ground conditions and land instability, including from natural hazards or former activities such as mining, pollution arising from previous uses and any proposals for mitigation including land remediation or impacts on the natural environment arising from that remediation;
- after remediation, as a minimum, land should not be capable of being determined as contaminated land under Part 2A of the Environmental Protection Act 1990;
- and adequate site investigation information, prepared by a competent person, is presented.

3.2 Regeneration

Norwich City Council operates Norwich Regeneration Limited as a wholly owned company which is currently developing residential housing at Ber Street and Threescore, in addition to other sites.

Additional to this other development companies request planning permission to build new residential dwellings and convert existing building stock into residential dwellings. All sites proposed for redevelopment are assessed for the potential for contamination to exist. Where contamination is potentially present conditions are placed on the planning permission requiring the assessment of the site. The assessment of potentially contaminated land through the planning process is considered to be a major mechanism by which potentially contaminated land can be brought back into use.

3.3 Brownfield register

The Housing and Planning Act 2016 has the objective to increase the number of new build homes. One requirement is for councils to compile a register of brownfield land suitable for housing. This will make it easier for developers to identify and build on brownfield sites. This is published on the council's website here: [Brownfield land | Norwich City Council](#)

Information from contaminated land inspections will be made available to help compile the brownfield register.

4. Approach to strategic inspection

4.1 Objectives

Strategic inspection aims to collect information to make a broad assessment of land and then identify priority land for more detailed consideration.

To achieve this aim we will carry out:

- Summary desk study
- Site visit and walkover survey
- Outline conceptual model
- Identify potential unacceptable risks
- Report including recommendations for further action

4.2 Risk based prioritisation of inspection activities

We will comply with the requirements and advice set out in section 2 of the statutory guidance which relates to local authority inspection duties of land. BS 10175 (published in January 2001) and other good practice documents (e.g. CIRIA documents, EA R+D publications, British Standards) are used as a basis for the investigation of potentially contaminated sites. Procedures are provided in the Environment Agency & DEFRA document 'Model Procedures for the Management of Land Contamination' (CLR11), 2004. Although some of the terminology used has changed since the revision of statutory guidance, the procedures provide a technical framework for applying the risk management process.

The process involves identifying, making decisions on, and taking appropriate action to deal with land contamination in a way that is consistent with government policies and legislation within the UK.

Priority will be given to the identification and inspection of areas of land where it is potentially most likely that a pollutant linkage will exist involving human health. For example, land where people live and have a garden where they grow vegetables to eat.

If we consider it likely that land might be determined as 'contaminated land' on the grounds that significant pollution of controlled waters is being caused, or there is a significant possibility of such pollution being caused, the council will consult the Environment Agency and have regard to the agency's advice.

We have already undergone an assessment exercise that has decided which sites are a priority for strategic inspection. This is not published by the council but is available to inspect upon request. On all sites where we have found a previous contaminative use, a score has been allocated according to the types and number of sources and receptors present and the likely pathways. The identified sites will be inspected in order of their priority, unless previously identified and remediated through the planning system.

Depending on the individual site, the risk assessment process may be stopped part way through. For example, if enough is known about risk either to leave the process altogether or to move to the next part of the process – options appraisal. If after a strategic inspection, the site is no longer a priority for inspection then we will produce a written statement explaining how this has been decided.

4.3 Written statements

The statutory guidance states that 'the local authority is likely to inspect land that it then considers is not contaminated land.' For example, where inspection is ceased because there is little or no evidence to suggest the land is contaminated land. 'In such cases, the authority should issue a written statement to that effect'.

The city council will produce written statements for all sites which have been subject to a strategic inspection and where we have decided not to proceed any further with inspection. The written statement will summarise desk study and walkover survey information and will include conclusions and recommendations for the site. The written statements will make it clear that on the basis of the assessment, we have concluded that the land does not meet the definition of contaminated land under Part 2A.

4.4 Monitoring and reporting progress

Progress on achieving the objectives is reviewed and reported to cabinet by the public protection manager. An action plan has been produced to set out individual tasks and measure progress. Objectives have been set reflecting the Citywide Services Service Plan as part of the department's performance management system.

5. Approach to detailed inspection

5.1 Aim

The aim of detailed inspection is to obtain sufficient information to decide whether the land is contaminated land. Where there is evidence that significant harm is being caused or that there is a significant possibility of significant harm, the site will be first priority. An example would be a site where contamination has been identified on the surface of a site where humans may come into direct contact.

Sites may also require detailed inspection because the findings of the strategic inspection recommend that we find out more information. The statutory guidance says that detailed inspections are required where it is considered that “there is a reasonable possibility that’s a significant ‘contaminant linkage’ exists”.

5.2 Detailed inspection procedures

A detailed inspection will be carried out when there is a reasonable possibility that a contaminant linkage exists because of:

- information or complaints received
- evidence gathered during strategic inspection

To achieve the aim of detailed inspection our objectives will be to identify and characterise:

- current use
- sources, contaminants & receptors
- the relationships between sources, contaminants & receptors (contaminant linkage)
- whether any contaminant linkage is significant

To achieve the above objectives the detailed inspection will include some or all of the following actions (consultants may be used where skills not available in-house):

- i. detailed desk study
- ii. site visit and walkover survey
- iii. intrusive investigation
- iv. soil sampling
- v. chemical analysis of selected samples
- vi. generic quantitative risk assessment (GQRA)
- vii. detailed quantitative risk assessment (DQRA)
- viii. detailed inspection report including conclusions on whether or not the land might be contaminated land, including categorisation from 1 to 4 as set out in the statutory guidance
- ix. recommendations for further action.

We will consult the Environment Agency if the site may meet the definition of a special site as set out in Contaminated (England) Land Regulations 2006 and the Contaminated Land Statutory Guidance.

5.3 Risk summaries

If enough is known about likely unacceptable risks and there is a risk of harm, the land will be determined as contaminated land. Determination is the formal process in the

statutory guidance for Part IIA by which the local authority decides whether a particular area of land is contaminated land or not. The local authority has sole responsibility for determination although it can choose to rely on information provided by others, such as the Environment Agency or consultants. The responsible officer will collect sufficient information from a detailed inspection of a particular piece of land to determine whether or not the land is contaminated land and will produce a written record of the decision.

The statutory guidance sets out categories of harm and pollution of controlled waters from 1 to 4. Risk summaries will be produced for sites in the categories 1 and 2. Written statements (see section 4.3 above) will be produced for land in categories 3 and 4.

The risk summary will include:

- a) a summary of our understanding of the risks including contaminant linkages, potential impacts, estimated possibility that impacts may occur, timescale that impacts may happen.
- b) description of our understanding of the uncertainties behind the assessment.
- c) description of the risks in a context that is understandable to a non-expert.
- d) Description of our initial views on remediation

5.4 Remediation cost benefit analysis

The statutory guidance states that the enforcing authority must decide if remediation actions are reasonable with regard to:

- i. The practicability, effectiveness and durability of remediation;
- ii. The health and environmental impacts of the chosen remedial options;
- iii. The financial costs which is likely to be involved;
- iv. The benefits of remediation with regard to the seriousness of the harm or pollution of controlled waters in question.

Norwich City Council will consider these factors as described in section 6(d) of the statutory guidance and report our findings and recommendations to the person/s who is/are responsible for the site/pollution. If we serve a remediation notice we will require the 'best practicable technique' to be carried out. This will require the remediation action which has been identified as having benefits outweighing the costs. At this stage the statutory guidance states that 'the financial standing of any person who may be required to pay for a remediation action are not relevant to the consideration of whether the costs of a remediation action are reasonable'. However, we will consider this factor as described in the next section below.

6. Cost recovery

The provisions for establishing liability are set out in Part 2A. The statutory guidance provides further guidance on circumstances where more than one person is liable to bear the responsibility for remediation. The statutory guidance further sets out what the enforcing authority should consider when making any cost recovery decision.

In general, Norwich City Council will:

1. Seek to recover in full reasonable costs incurred when performing its duties in relation to remediation of contaminated land
2. Wherever possible apply the 'polluter pays' principle, whereby the costs of remediating pollution are borne by the polluter
3. Where cost recovery is not possible, seek sources of finance (external to the council) for remediation
4. Have due regard to the avoidance of hardship which the recovery of costs may cause
5. Aim for an overall result which is as fair and equitable as possible to all who may have to meet the costs of remediation.

Section 5.4 set out the process of cost benefit analysis which will be used to decide if a remediation action is reasonable. These factors, particularly the financial cost of remediation, will also affect the decision on whether to recover costs. The statutory guidance states that 'the financial standing of any person who may be required to pay for a remediation action are not relevant to the consideration of whether the costs of a remediation action are reasonable, although they may be relevant in deciding whether the cost of remediation can be imposed on such persons.

The statutory guidance sets out some considerations which the enforcing authority should have regard to when making the following cost recovery decisions:

- i. Threat of closure or insolvency of a commercial enterprise
- ii. Availability of funds from a trust when the appropriate persons act as trustees
- iii. Impact on charity's activities
- iv. Impact on a social housing landlord to provide or maintain social housing
- v. If a person is likely to have profited financially from the activity which led to the land being contaminated land (Proceeds of Crime Act)
- vi. Where another person is also responsible for the contamination but cannot now be found
- vii. Where the cost of remediation may exceed the likely value of the land after remediation.
- viii. Any increase in the value of the land
- ix. Precautions taken before land was acquired
- x. Where owner-occupiers did not know and could not reasonably have known that the land was affected by the contaminants in question

The city council will also consider whether it could recover more of its costs by deferring recovery and securing costs by a charge on the land in question.

As recommended in the statutory guidance, we will have regard to the circumstances of each individual case. In deciding whether to recover costs we will report our reasoning to the director of development and citywide services for approval.

6.1 Voluntary action

Where appropriate remediation measures are being taken, we will not serve a remediation notice. The cost of remediation in this case would be borne by the person carrying out the remediation. In this case the statutory guidance states that the authority should assume that appropriate measures are being taken if (a) it is satisfied that the standard of remediation will be equal to or better than what would have been specified in a remediation notice and (b) the authority is satisfied with the timescale.

6.2 Hardship

When making the decision to recover costs the city council will consider: (a) the extent to which the liable person would suffer financial hardship were they required to pay the costs (b) all other circumstances as deemed relevant.

In the case of owner-occupiers of dwellings, the city council will apply an approach which will take account of the liable persons means tested benefits, or the Means Test, as set out in the Norwich City Council Policies.

6.3 Contaminated land - capital funding requirement

Landowners should be primarily responsible for remediating contaminated land to reduce the risks to the public. As a result, the council does not allocate capital budgets to fund contaminated land remediation on privately owned sites. Where there is an immediate risk to public health, and the council is required to intervene, an emergency business case for capital funding will be prepared for consideration by the Corporate Leadership Team (CLT), with the expectation that wherever possible, the council will seek to recover costs through remediation notices served on landowners. If there is an identified need for remedial action where the council is the landlord, a business case giving due consideration to funding opportunities will be prepared for approval through the council's existing decision pathways.

7. Access to information

7.1 Communication

The statutory guidance suggests that we keep a record of our reasons for deciding if land is not contaminated land and that we should inform landowners and consider informing other interested parties. We will consider each site individually and let landowners have a copy of the written statements from strategic inspections. The Public Protection team will use this information as a basis for their response when the team are consulted by the planning department on an application.

We may let other interested parties such as neighbours and potential purchasers have the written statement if they want to know more about the land. For example, in response to 'failed' environmental searches. Written statements will be provided on

request unless there are exemptions under the Environmental Information Regulations.

If we are carrying out a detailed inspection, we will let landowners and occupiers know. Before making a determination that land is contaminated land, we will inform the owners and occupiers of the land and any other person who appears to be liable to pay for remediation, unless there is an overriding reason not to do so. We may also let owners and occupiers of neighbouring land know if they could be affected.

The statutory guidance sets out who we shall give notice to if we determine that land is contaminated land. A written record of the determination including the risk summary will be publicly available and published on our webpage.

7.2 Arrangements for giving access to information

Information on the progress of strategic and detailed inspections is managed using the city council's IT system and displayed on our geographic information system. We can produce reports to manage our workload and to find information in response to customer enquiries.

Any information related to land contamination which appears as part of an application for planning consent with the City Planning Office is a public record by virtue of the Town and Country Planning Act 1990 and the Town and Country Planning (General Development Procedures) Order 1995 and is available at the Council's offices or via the website (<https://www.norwich.gov.uk>).

Information which is recorded as part of the public register as required by Contaminated Land (England) Regulations 2000 is available to the public in the Public Protection Department during normal office hours. Charges are made for the copying of such information to cover the costs reasonably incurred. Public Register information is also made available on the city council website.

Requests for environmental information are subject to the Access to Environmental Information Regulations. They can be made in person, by post or email. A standard charge is made to cover research and administration costs. We can supply information collated as part of our strategic inspections, particularly on current Part 2A status, pollution incidents (where known), complaints, historic land use, and historic landfill.

7.3 Public register

The public register will record regulatory action taken on land determined as contaminated land.

The register will form a publicly available source of information. The particular details to be included in the register are prescribed in regulation 15 of, and schedule 3 to, the Contaminated Land (England) Regulation 2000. This can include:

- remediation notices and appeals against such notices;
- remediation statements and declarations;
- appeals against charging notices;
- notices relating to the designation of land as a special site;

- notices relating to termination of designation as a special site;
- guidance issued by the Environment Agency;
- notification of remediation actions;
- convictions for offences under the legislation.

At the time of writing the register contains no entries.

8. Review

8.1 Timetable

Once adopted, this strategy will apply until reviewed or if there is a significant change in legislation.

Appendix

Main changes to the statutory guidance.

The main changes to the statutory guidance relate to the following:

- Introduction of the category system to classify the state of contamination present on site.
- Postponing determination to allow voluntary remediation.
- Codifying 'voluntary remediation' so that the Class A or Class B person can agree to undertake voluntary remediation, thereby avoiding the site being determined as contaminated land.
- Subdivision of sites to allow section of sites to be determined as contaminated land, dependant upon the levels of contamination present.
- Apportionment of cost and cost recovery, including the financial ability of the Class A or Class B person and hardship.
- Health and environmental impacts, including the value of the remediation and the potential effect on the physical and mental health of the occupiers by not remediating.
- Identifying potential appropriate persons and liability groups including advise on 'orphan sites'.



Committee Name: Cabinet

Committee Date: 08/06/2022

Report Title: Levelling Up Fund bid preparation

Portfolio: Councillor Waters, Leader of the council

Report from: Head of property and economic development

Wards: All Wards

OPEN PUBLIC ITEM

Purpose

To inform on the Levelling Up Fund and seek delegated authority for the Director of Development and City Services to submit a bid

Recommendation:

That cabinet delegates authority to the Executive Director of Development and City Services, in consultation with the Leader of the Council, to submit the Levelling Up Funding bid.

Policy Framework

The Council has five corporate priorities, 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 meets the city has an inclusive economy in which residents have equal opportunity to flourish corporate priority.

Report

Background

1. The Levelling Up Fund, which applies to the whole of the UK, brings together the Department for Transport, the Department for Levelling up Housing and Communities and the Treasury to invest £4.8 billion in high-value local infrastructure up to 2024-25.
2. The Fund will invest in local infrastructure that has a visible impact on people and their communities. This includes a range of high value local investment priorities, including:
3. **Smaller transport projects** that make a genuine difference to local areas. Proposals for transport schemes should reduce carbon emissions, improve air quality, cut congestion, support economic growth and improve the experience of transport users.
4. **Town centre and high street regeneration.** Such as regenerating key leisure and retail sites, improving the public realm including high streets, parks and green spaces, designing out opportunities for crime and anti-social behaviour and creating better connectivity between and within key retail and leisure sites.
5. **Cultural and heritage assets** including upgrade or development of new cultural spaces including sports or athletics facilities, museums, arts venues, theatres, libraries, film facilities, prominent landmarks or historical buildings, parks or gardens. Also, community hubs, spaces or assets (and associated green spaces), and refurbishment or repurposing of key cultural and heritage sites including hotels and historic buildings, museums, galleries, visitor attractions, heritage assets as well as creating new community-owned spaces to support the arts and serve as cultural spaces.
6. Local authorities can submit one bid for every MP whose constituency lies wholly within their boundary (Norwich potentially has two bids) - where an MP's constituency crosses multiple local authorities, one local authority should take responsibility as the lead bidder and local areas should work together to designate that lead bidder.
7. Norwich City Council is the lead bidder for Norwich North and Norwich South, and can submit bids for up to £40m total (£20m per constituency area).
8. The Fund will focus investment in projects that require up to £20m of funding – up to a maximum of three projects. A minimum of 10% co-funding is needed with a contribution from private sector stakeholders required.
9. The funding prospectus sets out the approach for the second round of the Fund, open to projects that can demonstrate spend from the Fund in the 2022-23 financial year. All funding provided from the Levelling Up Fund is required to be spent by 31 March 2025, and by 2025-26 on an exceptional basis.
10. Consultation with relevant local stakeholders and partners is important. Bids should demonstrate evidence of local engagement as part of their strategic case through stakeholder letters or similar.
11. Alongside the stakeholder engagement and support process, in England, Scotland and Wales, Members of Parliament (MPs) will, as in the first round of the Fund, have a formal role in the bidding process to reflect their valuable local perspective. All MPs can provide formal priority support to one bid using the Pro Forma of Priority Support, formal priority support is not a condition or a requirement for a bid to be successful. If an MP does not make it clear which bid it relates to or provides formal priority support to more

than one bid, it will not be considered as formal priority support. It will instead be considered as evidence of wider stakeholder support.

12. Levelling Up Fund is a competitive bidding process with no guarantee of success or any award of grant funding.

Bid Development

13. A number of project ideas workshops and meetings were held in March and April 2022 with both internal officers and external stakeholders to gather ideas, and to consider what interventions and projects could be prioritised for delivery via Levelling Up Funding.
14. Following this, a long list of potential projects was collated then further refined to a shortlist via a scorecard filtering process mirroring the criteria that Government will use, alongside an assessment of local strategic fit and deliverability of the projects. A final project list is attached as Appendix A; this has also been reviewed by the Town Deal Board, who are supportive of this package being worked up. There is a Town Deal Board meeting scheduled for 27th June so it can consider formal endorsement of the final draft bid prior to its sign off under delegated powers.
15. The projects listed in the Appendix to this report are now being worked-up into fully costed business cases which is a requirement for the LUF bid. Final bid submission must be made via the Government's online portal by noon on 6 July 2022.
16. Due to the competitive nature of the bidding process, details of Norwich's bid and the projects within it are confidential and will not be made public until after the closing date for bid submission on 6 July 2022.

Government bid assessment and decision-making process

17. As with the first round of the Fund, the Government's assessment of bids will focus on four criteria: characteristics of places, deliverability, strategic fit with local and Fund priorities, and the economic case in line with the published assessment framework.
18. There will be a three-stage approach to assessment and decision making.

Stage 1 gateway

19. The first stage is a pass/fail gateway of eligibility to bid.

Stage 2 assessment and shortlisting

20. Bids that progress from the gateway stage will be assessed on each of the criteria set out in the assessment framework:
21. Characteristics of place – Each local authority has been placed into category 1, 2 or 3 based on objective criteria, with category 1 representing the highest level of identified need. Norwich has been assessed as a category 2 area.
22. Strategic fit – Applications should set out how the bid supports the economic, community and cultural priorities of their local area and will further the area's long-term levelling up plans, complementing national (including delivering net zero carbon emissions and improving air quality), regional and local strategies and investments. This should include recent levelling up investments (including Towns' Fund) and forthcoming UK Shared Prosperity Fund investment plans. As set out in the prospects and background section above, proposed bids and their constituent projects should secure the support of, and be developed following consultation with, relevant local MPs, stakeholders and partners.
23. Economic case – Bids should demonstrate how they represent public value to society. A range of benefits will be considered in our value for money appraisal of projects, including both quantitative and qualitative benefits. This includes potential to boost local economic growth, environmental benefits (including contribution to achieving the UK government's net zero carbon commitments and improving local air quality), greater employment opportunities, reduced travel times to key services, increased footfall in town and city centres, crime reduction, improved health and wellbeing, and social value to local communities.
24. Deliverability – All bids will be assessed for evidence of robust management and delivery plans including a procurement strategy, project management (including skills and experience) governance structures, risk management, project costings, and monitoring and evaluation. Bids must also be able to demonstrate spend from the Fund in the 2022-23 financial year.

Stage 3 Decision-making

25. Once bids have been assessed and moderated, and the shortlist is drawn up, Ministers will make funding decisions. In making these, ministers will have the opportunity to exercise discretion to meet the following additional considerations:
- ensuring a reasonable thematic split of approved projects (e.g. across regeneration and town centre, transport and culture and heritage)
 - ensuring a fair spread of approved projects across Great Britain within, and between, individual nations and regions, and between rural and urban areas
 - ensuring a fair balance of approved projects across places in need
 - prioritisation of either 'strategic fit' or 'deliverability' or 'economic case' over the other criteria (noting this must be applied consistently to all projects)

- taking into account other investment in a local area, including investment made from the first round the Fund to encourage a spread of levelling up funds across places

26. Announcement of successful bids and funding awarded is timetabled for end September/early October 2022.

Implications

Financial and Resources

27. Experience from past successful bidders highlights the importance of securing external expertise to support successful bids, as was the case with the Council's successful Towns Fund bid, which drew in £25m to the City . An allocation of £120,000 from the business change reserve was made to support the development of a bid to Levelling Up Fund Round 2. Consultants have been engaged to assist the process and it is on track to be delivered within budget. At this stage there are no further funding requirements from the Council. However, the exempt appendix identifies the potential for capital and revenue match funding that could be required from the City Council to support a successful bid.
28. No provision has been made for that sum at this point and further approvals would be required to identify and make provision for that sum to be made available considering, for example, the need to demonstrate expenditure in 2022/23.
29. The emerging bid seeks to ensure that the revenue costs of programme and project management will be covered should the bid be successful. Should the bid be successful a further report will be made to Cabinet and Council to request the necessary budget amendments to allow the offer to be accepted.

Legal

30. 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. If bids are successful, any equality implications will be considered as schemes are developed and delivered
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 proposals contained within the LUF bid 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 space.

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	At this stage there are no environmental impact considerations.

Risk Management

Risk	Consequence	Controls Required
This report seeks approval of delegated authority to submit a Levelling Up Fund Round 2 bid. The report does not have any specific operational, financial, compliance, security, legal, political or reputational risks to the council at this stage.	N/a	N/a

Other Options Considered

31. Submission of a Round 2 bid for Levelling Up Funds represents a major opportunity to drive regeneration and provide improved amenities for Norwich. A successful bid will build upon the existing Towns' Fund investments in Norwich and support the Norwich 2040 Vision. Although the bidding process is highly competitive and labour intensive with no guarantee that any funding will be secured, the potential level of funding which could be secured is believed to be worth the investment made to support bid development and therefore the other option of not bidding was not considered to be compatible with Norwich's Corporate Strategy.

Reasons for the decision/recommendation

32. The reason for the recommendation is that the bid submission deadline of noon on 6 July will require the final drafting work and stakeholder engagement to continue to the very end of June which was not compatible with timetable requirements for Cabinet approval of the final draft prior to its submission.

Background papers: None

Appendices: A - XREP Levelling Up Fund

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