

Report to Sustainable development panel
18 March 2021
Report of Director of place
Subject East Norwich masterplan update

Item

4

Purpose

To update members on the appointment of consultants for the East Norwich masterplan, the scope of the masterplan, and key milestones.

Recommendation

That members note the contents of the report.

Corporate and service priorities

The report helps to meet the corporate priority A healthy organisation, great neighbourhoods, housing and environment, and inclusive economy and people living well.

Financial implications

None directly arising from this report

Ward/s: All Wards

Cabinet member: Councillor Stonard - Sustainable and inclusive growth

Contact officers

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Background documents

None

Introduction

1. Consultants Avison Young were appointed by [Cabinet](#) on 10 February 2021 to produce a masterplan for the East Norwich area, which comprises the Deal Ground / May Gurney site, Utilities site, and Carrow Works (around 50ha in total). This report provides some background to the masterplan project and the procurement process, and provides a brief summary of the masterplan scope and next steps.
2. Background to the masterplan project is provided in a report to [Cabinet](#) on 10 June 2020 which noted the establishment of a new public-private sector partnership - the East Norwich Partnership (ENP) to steer development of a masterplan for the East Norwich area.
3. That report highlighted the opportunity offered by the vacation of the Carrow Works site by Britvic/Unilever to act as a catalyst for regeneration and to create a sustainable, high quality new district of the city. A council commissioned study ('A Vision for East Norwich', 5th Studio, 2018 – link provided at paragraph 6 of Appendix 1) identified potential capacity of up to 4,000 new homes and 100,000 sqm of employment space, accommodating up to 6,000 new jobs.
4. Production of a masterplan for the East Norwich sites is required to support policy in the emerging Greater Norwich Local Plan (GNLP). The Regulation 19 draft GNLP, which is currently undergoing soundness consultation, identifies the East Norwich Strategic Regeneration Area and includes a proposed site allocation for housing led mixed use redevelopment. The masterplan brief includes provision of a supplementary planning document for East Norwich to support the GNLP policy.
5. The production of the masterplan is a key project in the Town Fund programme, alongside the proposed acquisition of Carrow House by the city council, which will give it a landowner stake in the delivery of regeneration of East Norwich.

East Norwich Partnership (ENP)

6. The ENP is a public-private sector partnership led by Norwich City Council, and 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. Partners have secured approximately £600k funding for the masterplan work and project management costs.
7. 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.

Procurement of consultants

8. Following a procurement process undertaken using Homes England's Multidisciplinary Framework Panel, Avison Young have now been appointed as lead consultants. The consultant team, which commenced work on 1st March, also includes masterplanners Allies and Morrison, and has a good track record of working together on major regeneration schemes including York Central, which is of a similar scale and complexity to East Norwich.
9. The council has appointed a project manager (Tracey Coleman) and project assistant (Amy Dunham) to work with the Partnership and consultant team to drive forward the masterplan process and ensure that the Partnership's objectives are met.

Scope of the masterplan

10. The brief for the masterplan work (extract attached at Appendix 1) was developed with partner input, particularly from Homes England which has extensive experience of involvement in such projects nationwide.
11. The brief's vision includes creation of a highly sustainable new quarter of the city, with the potential to harness a range of economic, social and environmental benefits. In addition to supporting substantial housing and employment growth, the masterplan will enable exemplary development to be delivered from a sustainability point of view, including for example high quality green infrastructure, enhanced connectivity and biodiversity, sustainable transport links between the city centre and the Broads, and maximising the area's river regeneration potential.
12. The ability to deliver the brief's vision and objectives is critical: the intention is that the consultant team will develop a scheme that will attract investment in infrastructure to facilitate development and de-risk the site, and build confidence in the private sector and investor market.
13. Stakeholder and wider community engagement will be a key part of the whole masterplan process, ensuring that the masterplanning of the new East Norwich district addresses the needs of all relevant stakeholders including landowners, elected members, local residents, businesses, and community and amenity groups.
14. The masterplan will be produced in two stages. Stage 1 will involve early extensive stakeholder engagement and result in a concept masterplan based on a clear understanding of infrastructure needs, deliverability and viability. Stage 2 will involve more in-depth consideration of infrastructure and viability and will result in a refined masterplan, and a supplementary planning document to support policy in the Greater Norwich Local Plan.

Timescales

15. Key milestones for the production of the masterplan contained in the brief are set out below for information.

Milestone	Date
Stage1 masterplan inception	March 2021
Stage 1 masterplan completion	August 2021
Review of stage 1 outcomes and decision to proceed with Stage 2	September 2021
Stage 2 masterplan inception	October 2021
Stage 2 masterplan completion	March 2022

16. Work on the masterplan has now commenced. The project inception meeting took place on 4 March. One of the consultants' early actions will be to develop an engagement strategy, mapping out how the team will engage with all key stakeholders, including with elected members in the relevant local authorities, to ensure their input to the process. This is likely to be available by the end of March.
17. Sustainable development panel members will be updated with progress reports on the masterplan as it moves forward.

Appendix 1:

Extract from Invitation to Tender document for the East Norwich Masterplan (25 November 2020)

Introduction

The purpose of this Invitation to Tender is to award the call off contract for the above project/commission. We ask you to respond to the questions detailed in the [Evaluation Section](#) below using the [Response form](#), (although suppliers are permitted to use their own response form) and to submit your Pricing using the Resource/Pricing schedule provided.

Background

1. East Norwich presents the city of Norwich with a regeneration opportunity that will be transformational. East Norwich, comprising the Deal Ground/May Gurney site, the Utilities site and Carrow Works, is located in close proximity to Norwich's thriving city centre and adjacent to and part within, the Broads National Park.
2. In addition to its unique location, East Norwich's potential is created by the assets that lie within the sites – for example, the remains of the 12th century Carrow Abbey, fine listed buildings, remarkable trees and gardens, extensive frontages to navigable rivers, and the natural wetland habitats – which all provide a valuable backdrop to the opportunity to create a new part of the city of remarkable quality.
3. With a rich history, Norwich is an ancient city that lies at the heart of rural East Anglia, and one of the largest walled cities in medieval England. Norwich has a long history of being a radical, innovative city. Identified by think-tank Centre for Cities as one of the five 'fast growth cities', Norwich is increasingly recognised for its strong economy, quality of life and vibrancy. The [2040 Norwich City Vision](#) sets out the five themes which form the foundation of a shared vision for the city - a city that is creative, fair, liveable, connected and dynamic. The urban renewal of East Norwich should be guided by these themes and should achieve exemplar design quality and setting, integration of the site with its historic context, the need to enhance the setting and create a unique sense of place that complements the existing.
4. The sites individually face challenging barriers, including costs associated with provision of social (eg. schools and community facilities) and economic infrastructure (eg. transport and utilities), but through taking a comprehensive and strategic approach to their development there is the potential to overcome the constraints and to create an exciting, green and productive quarter for the future growth of the city.

5. Norwich City Council has been committed to maximising the regeneration potential of East Norwich for many years. This includes involvement in and commissioning of a number of evidence studies set out in Appendix C and determination of planning applications, details of which are set out in Appendix D. There is now a general consensus among the key landowners / developers for the individual sites and other relevant local planning authorities (including Norfolk County Council, the Broads Authority and South Norfolk Council) that a masterplan should be progressed to ensure comprehensive regeneration of this new urban quarter of the city. This has the potential to deliver significant new housing and employment, and act as a catalyst for regeneration of both East Norwich and the wider city. Deliverability of a masterplan is key to the requirements of this brief.
6. The council commissioned a study to explore the opportunities for wider regional regeneration when the Carrow Works site became available, ['A Vision for East Norwich', 5th Studio, 2018](#). This study identifies the release of Carrow Works as presenting a 'once in a generation' opportunity to address the challenges of the three sites strategically. It sets out a vision for East Norwich as a new productive quarter for the future growth of the city, linking the city centre with Whitlingham Country Park and The Broads National Park network. It envisages that the quarter could provide up to 4,000 new homes and 100,000 square meters of employment space, accommodating up to 6,000 new jobs.
7. This stated growth ambition represents a significant quantum of development. The anticipated housing growth of up to 4,000 new homes would represent over 40% of housing growth envisaged for Norwich in the Regulation 18 GNLP, 13% of growth for the Norwich Urban area, or about 9% of growth for the whole Greater Norwich area, while the anticipated jobs growth would represent over 18% of the Regulation 18 GNLP's jobs growth target.

The Masterplan

8. Norwich City Council is seeking a suitably qualified and experienced team with a range of expertise and a proven track record of providing ambitious design, planning, engineering services with the appropriate commercial expertise to ensure that deliverability is the key focus throughout the design process and that the masterplan will result in a deliverable scheme.
9. The informal East Norwich Partnership ('the partnership') has been formed to oversee the production and implementation of the masterplan. The Partnership is led by the City council and its members include relevant public and private sector stakeholders¹.

¹ The East Norwich Partnership membership comprises Norwich City Council, Norfolk County Council, Homes England, New Anglia Local Enterprise Partnership, the Broads Authority, South Norfolk County, and landowners for the Utilities site, Carrow Works and Deal Ground / May Gurney site.

10. The masterplan is being funded by key East Norwich landowners and public sector bodies. It will set out a viable and deliverable vision for East Norwich in the short, medium and longer term to inform development of the GNLP.
11. The masterplan is intended to achieve the co-ordinated delivery of a sustainable residential led mixed-use gateway quarter for East Norwich with associated transport, social and community infrastructure, services and employment, resulting in a mixed community and liveable place.
12. Significant work including evidence studies has been undertaken to date on parts of the site and can be used to help to inform masterplanning. However, this should not constrain the exploration of further options for good place-making and high-quality design.

Vision for East Norwich

13. The 5th Studio Vision for East Norwich study referred to above forms the starting point for the emerging vision for East Norwich. The emerging vision has also been informed by the GNLP (specifically policy 7.1 in the Regulation 18 draft plan), and is summarised below:

Emerging Vision

14. East Norwich will become a **highly sustainable new quarter** of 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**. The new quarter will link the city centre with the Broads, and deliver **exemplar design**. 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.
15. The emerging **development objectives** for the masterplan include:
 - The creation of a highly connective network, opening up and enhancing the existing biodiversity in the River Wensum and establishing a 'green grid' of characterful landscape spaces, integrating existing pockets of significant green space and introducing new areas, to create a sequence of

gardens that lead from city to The Broads and to enhance connectivity and biodiversity;

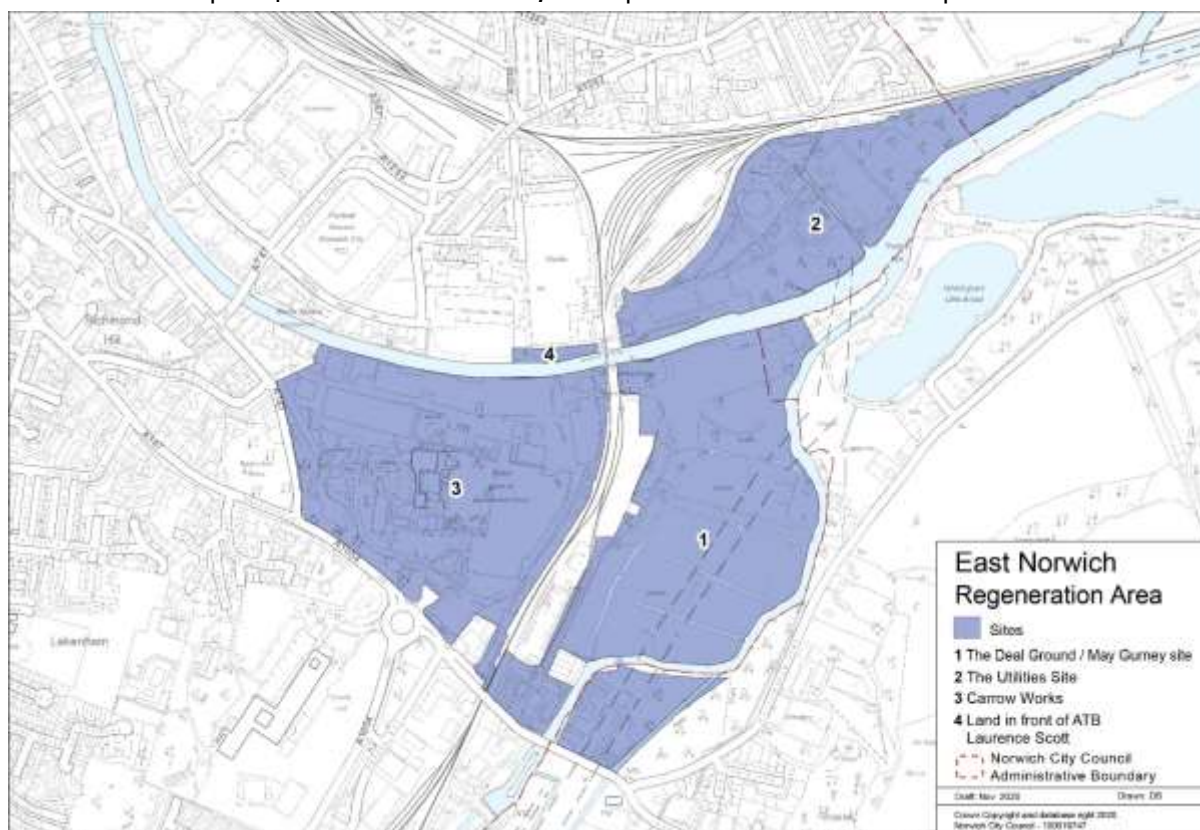
- A diverse new quarter making the most of existing building stock on the Carrow Works site (including a number of fine listed buildings). This ready-made diversity, together with high-quality urban design and new architecture, could accommodate a rich cultural mix of living with a range of tenures, retail, leisure spaces, extending Norwich's independent spirit while supporting opportunities for skilled jobs and economic development;
- Ensuring that the masterplan addresses the implications of a potential replacement of the Trowse rail bridge that improves the rail infrastructure, enabling 'Norwich in 90' rail connections to London and enhancing linkages with Cambridge and Oxford;
- Promotion of a low car environment, supported by an excellent walking and cycling network that connects the city to The Broads. The development will promote healthy streets and healthy living principles;
- Provision of site-wide infrastructure to allow the introduction of a low-carbon shared heating, cooling and power network, as well as excellent digital connectivity;
- Protection and enhancement of the sites' and wider city's rich heritage assets (both designated and undesignated) and their settings, and the conservation areas included within the site, in accordance with policy in the Greater Norwich Local Plan;
- Ensuring that the potential of the sites' riverside location is fully realised and contributes significantly to regeneration of the river corridor; and
- Integrated sustainable urban drainage and use flood plain remodelling to create 'room for the river' - including storm water storage and wetlands around the River Yare.

16. In preparing a deliverable masterplan, the successful consultant team will need to further develop, test and refine the vision and development objectives to ensure they inform a deliverable masterplan and identify and cost the significant infrastructure and investment required. Deliverability is central to the requirements of this brief.

Site Information

17. East Norwich strategic regeneration sites extends some 50 hectares and comprises three key sites – see plan below.
 - Deal Ground
 - Utilities Site
 - Carrow Works
 - The unshaded area in the middle is the Trowse Railhead.

18. The sites are identified as the East Norwich Strategic Regeneration Area within the emerging (Regulation 18) Greater Norwich Local Plan (GNLP) under policy 7.1 which envisages a minimum of 2,000 homes in the plan period. (This designation also includes a strip of land to the front of ATB Laurence Scott on the north bank of the river which is subject to an access agreement and considered essential for the delivery of sustainable transport links to the three sites.) The client team however is seeking to further maximise the development potential of the site such that it delivers up to 4,000 homes and 100,000 sqm of commercial floor space.



19. The East Norwich sites are in a variety of ownerships and suffer from a range of constraints including restricted access and connectivity, and the costs associated with strategic infrastructure including new bridges and roads to serve the sites, a potential new school, sustainable transport infrastructure and key public realm areas needed to facilitate development and de-risk the site. Other constraints include a need to manage traffic impact on the strategic road network in this part of the city which has limited capacity, to address and mitigate environmental impacts from adjacent activities and site contamination, to address key areas of landscape and biodiversity value and the setting of listed heritage assets, to address and mitigate flood risk, and to address navigation rights in relation to the River Wensum part of the Broads network. In addition the site is directly adjacent to the safeguarded Trowse Railhead (see paragraph 40).
20. These constraints, and in particular the costs associated with strategic infrastructure, have hindered the Deal and Utilities sites from coming forwards previously. The strategy now proposed is for the consultant team to develop a

scheme that will attract funding to invest in infrastructure as a means of facilitating development and de-risking the site, therefore building confidence in the private sector developer/investor market.

21. The Carrow Works site has recently become available for redevelopment following its vacation by Britvic / Unilever. This presents an opportunity to strategically unlock development on the wider East Norwich sites, including the Deal and Utilities sites, and significantly increasing the scale and ambition of development that can be achieved, with the potential to attract significant public sector investment in the infrastructure needed to ensure delivery.
22. The development of the East Norwich sites will inevitably impact upon areas outside the site boundaries shown in the plan above, including the city centre, train station and wider east Norwich area. The development offers opportunities to greatly improve connectivity between the sites and the wider area through improved cycle and pedestrian links, and potentially through improved transport infrastructure. It should be noted that Network Rail, which has expressed an interest in being a partner in this process, owns land both within and in the vicinity of the sites, and is currently working on an estates strategy for its landholdings. Whilst not included in the Masterplan area, it is acknowledged that there will be due consideration given particularly to the Lower Clarence Road site² and Riverside Freight site owned by Network Rail given they are linked to key areas that fall within the Masterplan area. It will therefore be essential for the consultants to liaise with Network Rail in addition to other key stakeholders during the masterplan development process.
23. The development of the East Norwich sites also provides an opportunity for synergy with potential improvements to the Trowse railway bridge, with a number of potential regeneration benefits. The Trowse railway bridge is currently the only lifting bridge on the mainline electrified rail network in the UK and the only single track stretch of the Norwich to London railway line. New Anglia Local Enterprise Partnership has formed a working group of local partners including Norwich City Council, Norfolk County Council, the Broads Authority and Greater Anglia, to work with Network Rail in making a case for investment in the bridge infrastructure and investigate options for the bridge improvements. Failure to improve this key piece of rail infrastructure would severely limit the ability of the city to be served by East West Rail following completion of planned improvements to the connection between Cambridge and Bedford and the junction at Ely. Improvement to the railway bridge, in addition to delivering improved rail performance and increased speeds and punctuality, would have potential benefits for transport and wider regeneration by providing improved access to the development sites, including under the approaches to the bridge on both sides of the Wensum. This increased east-west connectivity across the railway may significantly improve access to the

² Currently allocated in the Norwich Site Allocations Plan under policy CC13 and is proposed to be carried forward into the Regulation 19 GNLP.

East Norwich sites and hugely improve access to the Broads and green infrastructure for much of the city's population. It is therefore critical that the future of the bridge is fully taken account of in masterplanning the regeneration of East Norwich. As part of this the masterplan must also consider navigation rights in relation to the River Wensum part of the Broads network arising from any new fixed rail bridge, taking into account the British Railways (Trowse Bridge) Act 1985 . Further background and details for the Trowse Rail Bridge project are set out in a position statement included in Appendix C. A number of maps have been produced providing an overview of the Site which are included in Appendix C. It should be noted that maps 5-8 are indicative only and do not provide comprehensive information on all constraints.

- Map 1 : The Masterplan area
- Map 2: Aerial photo of the site (2016)
- Map 3: Local authorities administrative boundaries
- Map 4: Site ownership
- Map 5: Heritage environment
- Map 6: Natural environment
- Map 7: Flood risk
- Map 8: Environmental constraints

Development Background & Progress to Date

24. Much work has been carried out to date to investigate barriers to opportunities for redevelopment of the allocated (in the current adopted Local Plan) Deal Ground site and Utilities site in East Norwich, including evidence studies and information produced to support planning application proposals.
25. As noted above, the council commissioned a study to explore the opportunities presented by development opportunities in East Norwich: ['A Vision for East Norwich', 5th Studio, 2018](#). This study sets out a vision as summarised above, and identifies the potential for a significant level of mixed use development on the three sites. However, it is important to note that this level of development has not been tested with regard to technical constraints, economic market conditions, and the full range of planning requirements.
26. Appendix C details relevant planning applications for the Deal Ground / May Gurney site and the Utilities site, while Appendix B provides information about relevant evidence documents.
27. The Deal Ground/May Gurney site is subject to an extant consent for a comprehensive housing-led redevelopment scheme (12/00875/O). To date reserved matters applications have not been submitted in connection with this consent and no start has been made on the construction of the primary road infrastructure.

However, the landowners have secured removal of electrical pylons and overhead cables a pre-condition for development on parts of the site.

28. In 2015 the Utilities site was the subject of a planning application for comprehensive mixed used development including a biomass fuelled energy centre. This application ref. 15/00997/F was withdrawn.
29. Developments on both sites were screened as requiring environmental impact assessments and both applications were accompanied by environmental statements.
30. Britvic / Unilever have entered into an agreement for the sale of the Carrow Works to a private sector developer - Fuel Properties – as of October 2020. The site is currently a designated employment site having been a location of food and drink manufacturing in Norwich for well over a century. It is a requirement of the land agreement that the developer will submit a planning application for the mixed use scheme within an agreed timeframe. It is expected that a scheme for Carrow Works will be the subject of early pre-application engagement with the council over the coming year. There is therefore the expectation of collaboration and information sharing between the masterplan consultants and the Carrow Works team.
31. As referenced above the East Norwich landowners have developed aspirations for their individual sites so it will be essential that the masterplan consultants engage with them to fully understand their aspirations as part of the stakeholder engagement process.

Planning policy and wider economic context

32. The intention is that the masterplan will inform policy in the emerging GNLP, supporting the allocation of the sites, particularly at submission and examination stage, and forming the basis of a supplementary planning document for adoption by local planning authorities which will form the basis of future planning applications to ensure comprehensive delivery. Given the impact of the proposed revision to the standard method for establishing housing need (the subject of a MHCLG consultation in August – October 2020) the GNLP is currently progressing under transitional arrangements to Regulation 19 consultation in February – March 2021, with submission to the Secretary of State anticipated in July 2021 and public examination by the end of 2021.
33. The overarching policy context relevant to this project is the National Planning Policy Framework (NPPF) and associated Planning Practice Guidance. The delivery strategy will be expected to accord with the principles of the NPPF, as well as the local policy documents referred to below.
34. The majority of the area covered by the East Norwich sites falls within Norwich City Council's administrative area, with some land within Broadland District Council and South Norfolk Council administrative boundaries, and some within the Broads Authority area for planning purposes.

35. The current planning policy framework in Norwich comprises:
- The [Joint Core Strategy for Broadland, Norwich and South Norfolk](#) (JCS) adopted 2011 and amended 2014.
 - The [Norwich Site Allocation and Site Specific Policies Plan 2014](#) (Site Allocations plan)
 - The [Norwich Development Management Policies Local Plan 2014](#) (DM Policies plan)
36. The JCS is the key planning policy document for Greater Norwich, setting out the broad vision for the growth of the area and containing the policies for the period 2008-2026. The strategy contains a spatial vision and main objectives setting out the wider plan for homes and infrastructure, and also more specific policies (such as policies 11 and 12) which make specific reference to what is expected from development in Norwich. Policy 12, in particular, refers to the major physical regeneration possibilities of the East Norwich sites.
37. Both the Deal Ground and the Utilities Site are already allocated within the Norwich Site Allocations Plan for major residential-led mixed-use development (policies R9 and R10). The policies contained within this plan set out preferred uses for the allocated sites and highlight particular requirements of and challenges to development. The Carrow Works site is not currently allocated in this document as it was occupied and operational at the time the plan was prepared.
38. The DM Policies plan provides detailed planning policies to help deliver the JCS and to guide how the council responds to planning applications for new development in the city. As outlined in paragraph 10, there are many site (and wider) constraints which present challenges to bringing forward East Norwich for development. The policies contained within the DM Policies plan cover issues relating to heritage, flood risk, protection of the natural environment, protecting access, transportation etc. in more detail and will need to inform the policy context analysis of the delivery strategy and masterplan.
39. Emerging policies contained within the draft GNLP are also relevant. The GNLP will build upon the strategic policies contained within the JCS to plan for growth and development in Greater Norwich until 2038. The GNLP contains overarching strategic policies and site-specific allocation policies (subject to a process of sustainability appraisal). Once adopted, the GNLP will replace the JCS and Site Allocations plan. Particular consideration should be given to policy 7.1, which identifies East Norwich as a strategic regeneration area, as well as site-specific policies GNLP0360, GNLP3053 and R10. The GNLP completed its [Regulation 18](#) public consultation in spring 2020. As noted above it is anticipated that the Regulation 19 Draft Plan will be published for consultation in February/March 2021. It is anticipated that the housing allocation for the East Norwich Strategic Regeneration Area is likely to increase significantly in the Regulation 19 Draft Plan.
40. As the East Norwich sites cross administrative boundaries, the masterplan will need to take account of the current and emerging planning policies relevant to the adjacent local authorities of the Broads Authority and South Norfolk District

Council, with particular reference to Broads Authority policy NOR1. The masterplan will also need to take account of the Norfolk [Core Strategy and Minerals and Waste Development Management Policies Development Plan](#) (2011) which safeguards a railhead adjacent to the sites.

41. [The Norfolk Strategic Planning Framework](#) (NSPF) provides a structure for addressing cross-boundary planning issues across the county, especially those which have a strategic impact across local authority boundaries. It includes guidance relating to housing, economic growth, infrastructure and the environment, and informs the local plans produced by each of the partner authorities. The delivery strategy will need to consider the contents of the NSPF to ensure the delivery of East Norwich is in accordance with the agreements made by the partner authorities across Norfolk.
42. The recently published Planning White Paper ('Planning for the Future', MHCLG, August 2020) proposes major changes to the planning system including the introduction of a zoning system, In particular Growth zones where major new development is anticipated, such as East Norwich. Allocations in Growth zones would be expected to be supported by masterplans and design codes to support the site specific policies. Although there is much uncertainty about the eventual outcome of the White Paper consultation, the proposed approach underscores the importance of masterplanning and the urgency for delivering a masterplan for east Norwich based on robust evidence.
43. Other relevant city council led strategies include:
 - The [Norwich 2040 City Vision](#) has been produced by the city council in collaboration with other stakeholders. It sets out how the challenges facing the City will be addressed over the coming years. The Masterplan will need to address how the development of East Norwich can contribute to the main themes and objectives of the 2040 City Vision.
 - Given the East Norwich sites' riverside location, the masterplan should also take account of the objectives and policies of the [River Wensum Strategy \(2018\)](#) which seeks to regenerate the river corridor. The strategy has been prepared by a council led partnership involving the Broads Authority, Norfolk County Council, Environment Agency and the Norwich Society.
44. The masterplan also needs to reflect and respond to broader economic and regeneration objectives for Norwich, Greater Norwich and the wider region as set out in the following key documents:
 - The New Anglia Local Enterprise Partnership's (NALEP) [Economic Strategy for Norfolk and Suffolk](#) outlines ambitious plans for new growth across this region. Norwich and the Greater Norwich area are acknowledged as priority places where there are significant opportunities and commitment for continued growth. The Economy Strategy's ambitions include the attraction of high growth businesses, supporting a high performing productive economy, and delivering infrastructure to enable the creation of places where people want to live and work.
 - The draft [NALEP Local Industrial Strategy](#) sets out actions to drive productivity and growth across the economy as a whole. It identifies the potential of Norfolk

and Suffolk as a 'globally recognised, technology-driven, creative and inclusive economy which is leading the transition to a post-carbon economy through sustainable food production and sustainable energy generation'. Clean growth is at the heart of the LIS and the ambition to tackle the challenges and opportunities of climate change. The LIS also recognises the importance of underpinning sectors in the Norfolk and Suffolk economy, including construction and development, highlighting the potential for specialisation in Passivhaus and sustainable design. Infrastructure delivery is a key theme, including the pursuit of opportunities for modal shift and active travel which will be critical in delivering clean growth. The LIS acknowledges that many development sites will require infrastructure provision to enable them to be brought forward for development and notes the commitment of local partners to building the right housing and commercial space where it is needed with quality design and integrated infrastructure, with the aim of building sustainable communities.

- [The NALF Norfolk and Suffolk Economic Recovery Re-start Plan](#), sets out key actions in the short term to help the region's economic restart after the COVID-19 pandemic. Under the theme of Infrastructure it highlights actions to accelerate delivery of integrated transport priorities to reduce the need to travel and encourage modal shift. It also identifies the need to revive Norwich as a thriving economic engine for the wider region whilst ensuring that growth happens inclusively and sustainably. It notes that investment through the Town Deal and Transforming Cities (see below) will complement existing collaborative work toward the shared vision of a connection, creative, dynamic, fair and liveable city.
 - Norwich City Council COVID-19 Recovery Plan '[Blueprint for Growth](#)' was published in June 2020. It sets out a number of themes and actions to provide a blueprint for recovery which includes commencing the masterplanning process for East Norwich as the biggest regeneration opportunity in the East Of England, acknowledging its potential for significant housing and employment growth.
 - Norwich City Council [Economic Strategy](#) 2019-24 provides a five-year framework for the development of the sustainable and inclusive growth of Norwich's economy, and will help achieve the council's priority of 'a prosperous and vibrant city'. Priorities include increasing productivity and competitiveness, increasing skills and employment, developing the necessary physical infrastructure to unlock economic growth whilst maintaining and improving quality of life, and raising Norwich's profile a place to invest and do business in, and to work, live and visit.
45. In addition the Greater Norwich authorities have recently had confirmation of £32m government funding for sustainable transport through the Transforming Cities Fund. This will deliver infrastructure improvements to walking, cycling and public transport and has triggered an additional investment of £18m from First Eastern Counties in its bus fleet and local services. All projects will be delivered through the Transport for Norwich partnership.
46. Norwich City Council has recently been offered a Town Deal of up to £25m through the government's Town Fund to boost the local economy, get more homes built and support local businesses. The development of a masterplan is a key project within the Town Deal Investment Plan.

Scope of the Appointment

47. The lead consultant will oversee the appointed project team as well as utilise specialist sub-consultants as required throughout the project. The appointment of any sub-consultants will need to be approved by the partnership. It is expected that the lead consultant will be able to demonstrate the ability to partner with a Masterplanning team capable of delivering a high quality scheme with exemplar/excellent design quality. If sub-consultants are not on the Homes England Framework, they will need to be appointed by the Lead Consultant following sign off from the client. The consultant team will report to a project manager appointed by the client as required.
48. The council anticipates progressing the project in three stages summarised below. This commission is for Stage 1 and Stage 2 only. When submitting proposals, consultants are expected to address how they propose to carry out these stages by providing a clear project specific methodology.
49. Progression to Stage 3, if required, will be subject to further approval.

Stage 1

50. The outcome/ deliverable of Stage 1 is a concept masterplan, based on a preferred option, for the East Norwich area (endorsed by all key stakeholders, including landowners) which provides a clear understanding of the strategic infrastructure needs and other abnormal costs and the impact of this on the deliverability and viability of the scheme. It is envisaged that this will be achieved through an iterative process.
51. The Stage 1 process needs to support the Client group in deciding on the preferred scheme.
52. Stage 1 of the commission is expected to follow steps outlined below.
 - a) Base line and review of existing project evidence (including a review of responses to the GNLP Regulation 18, and subsequently Regulation 19, consultations in relation to relevant policies), identifying gaps requiring more detailed assessment work, and advising how and when this should be completed.
Note- A list of the evidence base documents is included in Appendix C.
 - b) Contextual analysis and analysis of site opportunities/constraints which will impact on the ability to develop the area comprehensively.

- c) A high level market assessment to identify suitable development mixes (residential, employment, tenure type, density etc) for consideration in development scenarios as part of discussions with landowners.
 - d) Identifying key project risks that may require further investigation (eg intrusive surveys) beyond the scope of this commission.
 - e) By working with the partnership, key stakeholders and the local community, to review and refine the emerging vision and development objectives.
 - f) Developing a number of scenarios (concept masterplan options) based on the above steps, together with strategic viability and deliverability assessment of each to inform a preferred concept Masterplan option. The number of scenarios, and what they are, including the level of detail in the concept masterplan options, need to be agreed with the client at an early stage in the process.
 - g) Develop the concept Masterplan to include:
 - A land use strategy:
 - A transport, access and movement strategy:
 - Utilities & services strategy
 - A drainage strategy,
 - A landscape, green infrastructure and public realm strategy, to include a waterspace strategy to ensure the development responds effectively to the sites' unique riverside location and maximises potential for regeneration of the river corridor
 - A social and community infrastructure strategy
 - A heritage and townscape strategy
 - h) An overall development framework
 - i) A summary of deliverability and strategic viability, including gaps in viability.
53. Integral to the Stage 1 work (and continuing into Stage 2) will be the development and implementation of an engagement strategy, in accordance with GDPR requirements. At Stage 1 this process will involve working closely with the elected members and landowners to ensure consensus on the development scenarios and the preferred option; with key stakeholders including statutory consultees to achieve their buy-in to the process and to ensure that technical issues are satisfactorily addressed; and with the wider community and community groups to ensure that they help further refine and shape the masterplan vision, objectives and outcomes. .
54. The Stage 1 Report is required to be completed, approved and signed off by the client, prior to commencement of more detailed work in Stage 2. The consultants must commence discussions on the content of the Stage 1 Report with the client at an early stage to ensure that the content is agreed before it is finalised for sign-off.

Stage 2

55. The outcomes/ deliverables of Stage 2 are:

- An infrastructure Delivery Plan and a further refined Strategic Viability Assessment of the preferred option, including a high-level strategy for funding and financing, to inform further refinement of the masterplan and its delivery
- A refined masterplan developed through an iterative process.
- Evidence to inform the basis of future planning applications
- The evidence base to support the allocation of East Norwich in the emerging Greater Norwich Local Plan including the Regulation 19 Submission and at public examination
- A Supplementary Planning Document for East Norwich capable of being adopted by the council.

56. The Stage 2 work is expected to include the following components:

- a) Infrastructure delivery plan building on the work in Stage 1 to set out the physical, social and economic infrastructure that will be required to deliver concept masterplan. This should
 - Identify the type and scale of infrastructure required , including road and rail bridges
 - Produce costing and phasing plans for each item of infrastructure
 - Identify triggers related to development phasing
 - Clarify how cost will be apportioned between developers / development parcels and what collection mechanisms can be utilised
 - Identify the scale of any funding gap
 - Clarify responsibility for delivery and potential sources of funding.
- b) Further refined strategic viability assessment, including a high level funding and financing strategy, to address the wider deliverability of East Norwich, taking into account infrastructure requirements. This should be based on the agreed preferred option from the concept masterplan.
- c) Planning & Delivery Strategy to set out details of how outline and detailed applications will be brought forward to gain planning permission.
- d) Continued engagement with key stakeholders including elected members, landowners, statutory consultees and special interest groups etc, as required to inform further refinement of the masterplan. The wider community will be engaged through public consultation on the SPD, referred to below.
- e) Preparation of a Supplementary Planning Document (SPD) supported by
 - Strategic Environmental Assessment Screening and Scoping reports (SEA)

- Habitats Regulations Screening Report, and Scoping report if required (HRA)
- Equality Impact Assessment (EQIA)

The consultant will also be required to prepare for and support the council with public consultation on the draft SPD, in accordance with the Statements of Community Involvement of the relevant planning authorities, and incorporate comments into the final SPD including a Consultation Statement.

57. Consultants should be prepared to provide evidence to and appear at the GNLP public examination in relation to local plan policy for the East Norwich Strategic Regeneration Area and site specific allocations. This will be additional to this commission and should not be costed into the tender price. Costs will be based on an hourly rate which should be included in the tender response.

Stage 3 (for information only)

58. Preparation of a detailed business case to unlock enabling funding to ensure successful delivery of the overall scheme.

Additional Services

Project Management and Meetings

59. A Project Initiation Document (PID) shall be prepared within 2 week of the commencement of the commission. The PID will provide details of:
 - a governance structure to ensure that lines of communication and decision making are clear,
 - a work programme setting out sequencing and interdependencies in relation to milestones and timescales including the consultation and engagement strategy,
 - a resource and sub-contracting schedule,
 - key milestones
60. Arranging and chairing fortnightly Project Team Meetings (PTM) with the partnership including:
 - preparation and distribution of agendas, minutes,
 - project programme,
 - cost / spend profiles and forecasts for the commission,
 - risk register, issues and action logs at all stages of the project.
61. PTM will be attended by the lead consultant and project manager and other key sub-consultants, depending on the stage of the project. These meetings will take

place in Norwich (location to be confirmed) or virtually, as appropriate. Submissions should clarify the cost difference of each approach.

Programme

62. Key delivery milestones include:

Milestone	Date
Appointment Multidisciplinary consultant team	February 2021
Stage1 masterplan inception	March 2021
Stage 1 masterplan completion	August 2021
Review of stage 1 outcomes and decision to proceed with Stage 2	September 2021
Stage 2 masterplan inception	October 2021
Stage 2 masterplan completion	March 2022
Review Stage 2 and decide on whether to proceed with Stage 3	April 2022

