

Committee Name: Sustainable Development Panel

Committee Date: 14/09/2021

Report Title: East Norwich Masterplan progress update

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| Portfolio: | Cllr Mike Stonard, Inclusive and Sustainable Growth |
| Report from: | Executive director of development and city services |
| Wards: | Thorpe Hamlet, Lakenham |
| OPEN PUBLIC ITEM | |

Purpose

To consider progress on the concept masterplan, including feedback on the engagement process to date.

Recommendation:

To note this progress update report.

Policy Framework

The Council has three corporate priorities, which are:

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

This report meets the corporate priorities People living well, Great neighbourhoods, housing and environment, and Inclusive economy.

This report addresses following strategic actions in the Corporate Plan:

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

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

- Business and local economy
- Housing, regeneration and development
- Climate change and the green economy

Report

Summary

1. As previously reported to Sustainable Development Panel, lead consultants Avison Young (working with Allies and Morrison, Hydrock and RPS) were appointed in February 2021 to undertake production of a masterplan for the East Norwich strategic regeneration area. Work commenced in March 2021 on Stage 1 of the commission – the production of a concept masterplan. Stage 2 will follow on from the sign-off of Stage 1 and will include production of a supplementary planning document (SPD) to support policy in the Greater Norwich Local Plan (GNLP).
2. It should be noted that the GNLP was submitted in late July to the Secretary of State for public examination and should be adopted in late 2022. The intention is for the East Norwich SPD to be adopted around the same time as the plan to enable implementation of the relevant policies and guide development of the sites.
3. Previous reports to Panel on [18 March 2021](#) and [22 June 2021](#) have set out the background to this commission, including the establishment of the East Norwich Partnership (ENP) in 2020, and have emphasised its potential to deliver transformational change to this part of the city by the creation of new mixed use quarter with up to 4,000 new homes and significant new employment floorspace.
4. The purpose of this report is to update members on progress, including engagement to date, and to set out timescales for the completion of the Stage 1 masterplan.

Progress update

5. A progress update by the consultants is provided at appendix 1. Overall, good progress is being made and it is anticipated that the Stage 1 masterplan should be completed in October for sign-off by Cabinet in November (see details of timescales below). Progress to date can be summarised as follows:

- Establishment of a robust and comprehensive evidence base to inform the development of masterplan concept options. This includes desktop analysis of technical information, site tours, as well as stakeholder engagement, discussed below.
 - Completion of the first stage of engagement. This was the ‘listening and learning’ part of the engagement process and involved one to one meetings with a range of stakeholders including ENP members and neighbouring landowners, as well as member briefings, community workshops, meetings with statutory consultees, as well public drop-in sessions in late July. The public drop-in element was delayed to some extent by the Covid restrictions but this has not affected the timescales overall nor the ability for the public to influence the concept masterplan. The drop in events were very well received with over 180 people attending over the 2 days. Attendees were invited to complete an online survey which generated over 220 responses on a range of issues including the vision for the site, opportunities for potential uses including housing, open space, community facilities, employment, sustainability, transport, access and heritage assets. A detailed report of the engagement process to date is now available on the council’s website (see link at paragraph 9). The consultants will provide a presentation of the feedback from the engagement process at the Panel meeting.
 - Development of concept options, including meetings with relevant council officers (from the city council, county council, Broads Authority, and Broadland / South Norfolk councils) and landowners. This work has been informed by a detailed understanding of constraints and opportunities, infrastructure requirements. The concept masterplan is now being refined based on initial assessments of viability and deliverability.
6. The key output from Stage 1 will be a concept masterplan for East Norwich which provides a clear understanding of the development potential of the area (in terms of housing, employment and community/social infrastructure) and the strategic infrastructure required to deliver these. This will include estimates of abnormal development costs and an understanding of the impact these have on the deliverability and viability of the scheme. This is ongoing and being developed through an iterative process.
7. Stage 2 of the masterplan will deliver:
- An infrastructure delivery plan and refined Strategic viability assessment
 - A refined masterplan
 - An evidence base to support planning applications and the allocation in the Greater Norwich Local Plan, and
 - A supplementary planning document for East Norwich.

Timescales

8. The key timescales moving forward are:

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| Stakeholder and public engagement on the emerging Stage 1 masterplan | Early October 2021 – precise timings to be confirmed |
| Report to Cabinet for sign-off of Stage 1 masterplan and authorisation to proceed to Stage 2 | 10 November 2021 |
| Commencement of Stage 2 | November / December 2021 |
| Completion of Stage 2 | End March 2021 |

Consultation

9. A summary of consultation and engagement to date is set out in the consultants' progress report at Appendix 1, and a detailed report of engagement to date is now available on the council's website at www.norwich.gov.uk/ENMasterplanEngagementStage1.

Implications

Financial and Resources

10. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2019-22 and Budget.
11. 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.

Legal

- There are no legal issues arising from this update report.

Statutory Considerations

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

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| Environmental Impact | This update report does not have any direct implications for the council's environmental impact considerations. |
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Risk Management

| Risk | Consequence | Controls Required |
|---|-------------|-------------------|
| This report is an update on progress and does not have any specific operational, financial, compliance, security, legal, political or reputational risks to the council | N/a | N/a |

Other Options Considered

12. This is a progress update report so the consideration of options as part of this is not relevant.

Reasons for the decision/recommendation

13. The recommendation is to note this progress update report. This is in order to ensure that members of Sustainable Development Panel are kept informed on current progress with the emerging East Norwich masterplan and are updated on the outcome of the recent engagement exercise.

Tracking Information

| Governance Check | Name | Date Considered |
|-----------------------------------|---------------|-----------------|
| Relevant Executive Director | Graham Nelson | 3 September 21 |
| Legal opinion | | |
| Relevant finance officer | | |
| Chief Finance Officer (or Deputy) | | |
| Monitoring Officer (or Deputy) | | |

Background papers: none

Appendices: 1. Consultant's progress report

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East Norwich Masterplan

Update to the Sustainable Development Panel

Introduction

- 1.1 The East Norwich masterplan is progressing through its Stage 1 process. The 'listening and learning' phase has been completed and the consultant team has now prepared a concept masterplan which is now being taken through a testing process to assess options and approaches. At the end of this process a 'preferred option' will be established, this will then be submitted to the Steering Group and City Council for 'sign off' – completing Stage 1 of the commission.
- 1.2 This report projects a short update on the activities undertaken by the consultant team since the Sustainable Development Panel was last updated in June 2021.

Technical Work

- 1.3 The consultant team have further evolved the technical analysis that underpins the East Norwich masterplan. This has focussed on developing a more detailed understanding of the development constraints, infrastructure needs and land use opportunities.
- 1.4 These constraints and opportunities have been mapped to identify the developable land within the East Norwich area and forms the basis from which the masterplan has been developed. Through the masterplan process this has established the key infrastructure packages required to enable development, which have been costed in order to inform an initial high level viability assessment.

Heritage

- 1.5 Baseline built and archaeological heritage assessments have been prepared by Cotswold Archaeology following visits to each of the East Norwich sites. The assessments consider designated and non-designated heritage assets and sets a baseline for the masterplan in relation to the retention (or potential retention) of buildings and the protection of key settings and archaeological features.

- 1.6 Following the preparation of the baseline assessments the masterplan team met with Historic England and the City Council's heritage officer as well as the heritage advisors for the Carrow Works site (Iceni) to discuss findings. Further work is now being undertaken by Historic England to review listings.

Flood Risk

- 1.7 Hydrock have received and analysed the latest flood model data from the Environment Agency and prepared a series of maps that establish areas impacted by differing levels of flood risk, including allowances for the impacts of climate change.
- 1.8 This analysis has informed the masterplan approach to developable land parcels, identifying those which are undevelopable, those where some intervention can be made to enable development and those which are free from risk and therefore can be brought forward.
- 1.9 The team are now assessing the impact on flood risk of varying levels across the site to enable development, establishing the scale and nature of mitigation needed in order to create developable land and flood resilient infrastructure across the site.

Ecology and Habitat

- 1.10 An ecological assessment has been prepared by Tyler Grange. This has drawn on existing data to establish the extent and nature of designated areas of ecological significance which have then been supplemented by site surveys.

Transport and Movement

- 1.11 Hydrock and Allies and Morrison have tested a range of access options to/from and within the sites for all modes of transport. This has included a review of work commissioned by the County Council from WSP looking at various highway options.
- 1.12 Based on this assessment a preferred access strategy has been established that improves the connections between the four sites, enhances the riverside route for pedestrians and cyclists and creates new connections from the sites to the City and Broads.
- 1.13 Critically the framework establishes the approach to river crossings, identifying desirable locations for pedestrian/cycle connections across the Wensum and Yare as well as a new vehicle connection over the Wensum to open up the Utilities site.

Utilities

- 1.14 Utilities infrastructure has been investigated and mapped to understand current routes for electricity, gas and water/sewage to understand potential underground constraints. An assessment of what infrastructure can be diverted to create development plots whilst maintaining services and what can be removed as it is no longer needed has been completed.

Land Use

- 1.15 Avison Young and Allies and Morrison have developed a land use strategy which underpins the scale and nature of the masterplan proposals. This strategy sets out:

- The preferred mix of housing units – including the split between houses and flatted typologies and unit sizes.
- The nature and scale of employment uses – including office and industrial workspace, leisure facilities, food and beverage and marina-type uses.
- Community infrastructure – including health care requirements and community space.
- Schools – using the County Council methodology for estimating school places and therefore establishing the need to provide a new primary school in East Norwich.
- Open Space – setting out the requirements for different scales and types of open space – from formal play space through to informal areas for nature.

- 1.16 The land use mix has been a key consideration for the development of the concept masterplan informing both the location and character of development proposals across the sites. The core focus has been to provide the appropriate range and mix of residential and non-residential uses and ensure they are located where they will be most successful and support wider placemaking and delivery.

Stakeholder Engagement

- 1.17 In line with the Masterplan's agreed Engagement Strategy further stakeholder meetings have taken place to shape and test the concept masterplan. This has included:

- The Broads Authority – to discuss their priorities and concerns and consider opportunities/needs for marina and other water-linked issues.

- Neighbouring landowners - Norwich City Football Club and ATB Laurence Scott to discuss their operations, future plans and how the masterplan could complement/support them.
- East Norwich landowners – to receive feedback on the initial concept masterplan to inform its development.
- Norwich City Council – a workshop with key technical officers to present the masterplan and receive feedback on key topics such as flood, environment, heritage, economic development etc.
- Norfolk County Council - a workshop with key technical officers to present the masterplan and receive feedback on key topics such as highways/transport, flood, environment, education etc.

1.18 Engagement with professional stakeholders, community groups and the public is central to the successful delivery of the East Norwich masterplan. A detailed Engagement Strategy has been prepared by the consultant team and is guiding the timing, nature and principles of the engagement process

Public Engagement

- 1.19 At the conclusion of the 'listen and learn' stage and as the concept masterplan development began a two day public engagement event was hosted at Carrow Abbey. This provided the first opportunity for members of the community to be involved with the project and input their priorities, perspectives and concerns directly to the masterplan team.
- 1.20 A report setting out the public engagement sessions and feedback is now available on the council's website www.norwich.gov.uk/ENMasterplanEngagementStage1.