

English Partnerships, Norwich City Council and EEDA

Norwich Strategic Sites Study

Final Report

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Contents

Executive Summary

1	Introduction	1
2	Methodology	2
3	Property Market Baseline	6
4	Economic Baseline	28
5	Policy Review	47
6	Property Growth Scenarios	58
7	Conclusions and Recommendations	64

Appendices

Appendix A: Original Brief

Appendix B: Detailed Work Programme

Appendix C: Development Statements

Appendix D: Norwich (Planning) Policy Area definition

Executive Summary

The Norwich Strategic Sites Study or 'Baseline' report was commissioned by a Steering Group comprising English Partnerships, Norwich City Council and EEDA. The study, undertaken by GVA Grimley, was initiated in spring 2004 and completed in the winter of 2004/05.

Scope of the Study

The core objectives of the study were as follows:

- To undertake economic, property market and policy analysis relevant to Norwich and its sub region, to determine local conditions and define forward looking property growth scenarios.
- To identify an agreed list of strategic sites in Norwich and to undertake a review of development potential at each site with reference to known constraints and the influence of town planning policy.
- To investigate and advise on the development potential of the sites and circumstances where it may be appropriate for the public sector to intervene to facilitate delivery.

The findings of the study are to be used to inform the City Council's emerging Local Development Framework and to provide advice on the steps the Council and its partners may wish to take to facilitate the delivery of development at key sites.

Local and Regional Context

Norwich is the principal centre of employment in the north eastern part of East Anglia. It has a significant economic and demographic hinterland extending throughout Norfolk and beyond. Norwich District supports more than 92,300 jobs, of which only 42,000 are taken by District residents, thus around 50,000 workers commute into Norwich every day from the surrounding area.

Key Economic and Property Issues

Norwich is a regional centre for retail provision with a significant hinterland stretching across Norfolk and beyond. Much of the existing retail capacity will be met by the forthcoming Chapelfield development which is also likely to elevate Norwich's standing from its current position (9th) in a national rank of retail centres. A significant proportion of employment in Norwich is focussed in retail and related sectors. This trend, a characteristic of modern service-led economies, is forecast to continue.

Norwich is an important location for office based activities in Norfolk and the East of England. The city has particular strength in financial services which is widely regarded as a local cluster in addition to other sectors including business services and to a lesser extent ICT and the creative industries. With the exception of a small number of large office occupiers, demand for office floorspace in Norwich is focussed on smaller, high quality units, although this demand is not so significant as to warrant speculative development.

Demand for residential accommodation is strong throughout Norwich. Important new residential quarters such as the Riverside area are emerging in response to this demand. The city and its hinterland are subject to ambitious targets for the provision of additional housing through emerging regional policy. There is an acknowledged under-supply of affordable housing within Norwich, and an evident mismatch on a number of sites between the Council's requirements for affordable housing and the ability / willingness of developers to meet them. This mismatch is in a number of cases leading to delays in the finalisation of planning and implementation of schemes.

There is little new industrial development occurring within Norwich due to a lack of suitable and available land. Demand for general industrial floorspace has declined in recent years in-line with broader trends in the manufacturing industry. Demand for storage and distribution space in the District however, remains strong in locations with good access to the regional road network. Economic growth has been identified in a number of sub-sectors of the engineering and electronics industry, in particular aerospace and motorsport related sectors. There is an under supply of small managed workspace facilities that might accommodate these types of activity.

Planning for Sustainability

The study supports the principles of sustainable approaches to development on the key sites identified. In making recommendations on the sites the study acknowledges that the Council and its partners must not only prioritise development on brownfield sites but must also ensure that the balance of uses proposed meets the government's sustainability objectives. Such approaches must take account of the principles of sustainable transport (reducing reliance on the private car, providing public transport access etc) and seeking a mix of uses that are complementary in terms of sustainability (i.e. integrating employment and residential uses with the objective of reducing out-commuting). To this end the study supports the objective of retaining employment within the city centre as part of an integrated and sustainable approach to regeneration.

Key Sites

A summary of delivery recommendations is presented at the end of the Executive Summary.

Deal Ground

Our preliminary analysis has shown that when considered as a development opportunity in isolation and subject to proposals that fully accord with the adopted Local Plan allocation, the Deal Ground would not present a viable development opportunity. This is due to a number of significant constraints relating to access / infrastructure needs, flood risk and contamination. The prospects for development viability improve assuming a higher density, residential-led, mixed-use approach, although taken in isolation this remains a marginal, and assumes acceptable access can be achieved and landowner co-operation. Viable development could be achieved through the progression of a comprehensive area-wide approach including the Utilities Site as discussed below. Such an approach would represent an opportunity to regenerate a large and important part of the city with positive implications for the area as a whole.

Utilities Site

Our preliminary analysis has shown that the Utilities Site is not capable of delivering viable development under its current adopted Local Plan allocation due to a number of significant constraints including access, contamination and flood risk. Preliminary appraisal analysis has shown that the development of the Utilities site in isolation is not viable. However, based upon a comprehensive area-wide development under which the Utilities site is developed following (or concurrent with) development on the Deal Ground from which it will secure its primary access, a high density, residential-led, mixed-use development could be viable.

Anglia Square

Anglia Square is an important existing District Centre to the north of the city centre. It lies at the heart of an area in significant need of regeneration, with much of the existing building fabric (the shopping centre and Sovereign House and multi-storey car park) either functionally obsolete or in need of significant improvement. Comprehensive approaches to development are strongly encouraged. Preliminary analysis suggests that a comprehensive mixed use development comprising retail, leisure, office and residential could achieve positive development values. Anglia Square presents an important opportunity for office (and possibly educational / research and development uses) however, we consider that development viability will become more marginal the higher the quantum of commercial development included (assuming it is developed speculatively). The importance of improving the quality of the public realm and creating permeability across the site to the surrounding area is stressed accordingly as a key objective of the Council. As with the Deal Ground and Utilities sites, a comprehensive and inclusive area based approach to regeneration at Anglia Square could have a significant positive impact on the local area and city as whole.

Hurricane Way

Our analysis has indicated a requirement for managed workspace in the Norwich area is an important component of the mix of accommodation needed to support start-up and fledgling businesses. The Airport Industrial Estate is a key location for such businesses linked to advanced engineering and the provision of jobs in an area of the city that experiences issues of deprivation. The study therefore concludes that the two Hurricane Way sites are ideally suited to the provision of managed workspace. Development at these sites is currently held-back due to the abnormal costs associated with site clearance and remediation. In order to overcome this, it is likely that public sector intervention will be required.

Riverside Sites

The Riverside Sites (including St Anne's Wharf, Reeds Mill / Canon Wharf and Paper Mills Yard) are subject of residential-led development proposals, each at a different stage of the town planning process. That each site is currently subject to active proposals supports the view that the sites are commercially viable for residential development. The delay in development at a number of these sites concerns on-going discussions between the Council and developers concerning the quantum of affordable housing and other development control considerations.

The study concludes that the riverside area is an important new mixed-use district within the city that requires development to progress in a comprehensive and coherent manner. It is important that a balance of uses is achieved, and the provision of affordable housing provides an integrated part of the development mix on the sites, individually and collectively. There may be a role for the Council's public sector partners, particularly English Partnerships in securing this. The study has also shown the importance of considering the riverside in the longer term as a development corridor extending from the city centre westwards to the city boundaries at the Deal Ground and Utilities sites. It is important that the Council and its partners consider a strategy for managing change along this river, anticipating the potential future of development on other sites (not specifically considered within the study) such as Lawrence Scott on the southern bank and Colman's to the north.

Next steps

The key recommendations for future action arising from this study are in several parts. They relate to the principles of the approach to be taken, the key actions that arise from these principles and the structures that the Council and its partners should take to progress the project(s) arising.

Approach

In terms of the overall approach, the study has identified several key sites / areas which require regeneration and which will benefit from the support and input of the Council and its public partners (including English Partnerships, EEDA, the County Council and adjoining authorities). The Council has already begun to consider its future approach to the planning of these sites, and in a number of cases is considering the merits of undertaking an Area Action Plan approach. The findings of the study support the principles that underpin such an approach, given the complexity of the sites, the issues involved and the importance of taking a comprehensive area-wide approach to deliver effective place-changing regeneration. In support of this approach there is a need to achieve from a top-down perspective an agreement on the areas to be considered, the stakeholders to be engaged and the approach to be taken to delivery. To inform this there is a 'bottom-up' analysis required to inform the wider strategic analysis.

'Top-Down' work required

The strategic level work should include the preparation of an overarching 'vision' for Norwich that could include a comprehensive masterplan, linking the strategic sites supported by individual urban design framework / masterplans for the key sites / areas identified.

This analysis could be used to inform the evolution of the Local Development Framework, and provide the basis for the Council's Area Action Plans / Supplementary Planning Documents.

The 'top-down' approach should also include consensus building with key stakeholders and, when appropriate, the community. Stakeholder engagement comprises an important element in the evolution of planning policy and thus the earlier it is commenced, the earlier defensible revised policy can be achieved.

At a strategic level the Council should also work with its public sector partners to determine the range of delivery structures available and appropriate to the development sites / wider regeneration opportunity.

This could range from assessing the feasibility of formal structures such as that of an Urban Regeneration Company, to informal 'partnership' approaches. The type of delivery vehicle(s) appropriate will depend on the level of risk the Council and its partners are willing to be exposed to, the amount of funding available and the degree of control required.

As part of this work the Council will need to update its employment land demand analysis to gain clarity on the amount of land to be safeguarded for this use and the appropriate disposition of employment land across the city to ensure the principles of sustainability are properly applied to future land use planning. The use of Strategic Environmental Assessments under the new planning regulations will help to ensure the principles of sustainability are safeguarded in the evolution of policy and development proposals for the sites.

'Bottom-Up' work required

The 'bottom-up' approach could include further analysis of the known development constraints at key sites required to inform the feasibility work needed to evolve robust and deliverable strategic-level policy. In particular, on the sites identified, further analysis is required on issues such as infrastructure costs, access considerations (including site capacity), flood risk and contamination.

Project Co-ordination

Finally, the study recommends that the Council take a leading role in the delivery of the next stages of this project, under the lead of the newly appointed Director of Development. A core project team should be set up to co-ordinate the key aspects of the project drawing as required upon the Council's internal resources and external partners such as EEDA, EP and the County Council.

Summary of Delivery Recommendations

	Key Issues and Status	Potential role for the public sector	Recommendations
Anglia Square Area	<p>The Anglia Square area comprises a collection of sites to the north of the city centre that includes an ageing district shopping centre, surface and multi-storey car parking, long-term vacant development sites, and vacant office buildings. The area considered within the Baseline Study lies entirely in the ownership of Quintain. This area and the surrounding neighbourhood, including Magdalen Street and St. Augustine's Street, is considered by the Council to be a priority for regeneration.</p> <p>The Adopted Local Plan allocates the vacant sites for mixed-use development and the City Council is evolving a regeneration strategy for the wider area (including Anglia Square) which aims amongst other things to promote opportunities and enhancements to the public realm and building stock.</p> <p>Preliminary analysis suggests that residential and retail led mixed-use development could achieve positive development values, however development viability is likely to become more marginal the greater the proportion of commercial (office) development included.</p>	<p>There is a significant potential need for public sector financial support to achieve comprehensive mixed use development of the Anglia Square area, particularly where significant infrastructure / highways works may be desirable.</p> <p>The extent and nature of potential development should be determined through the masterplanning and feasibility assessment work to be undertaken in connection with the proposed Area Action Plan. This masterplanning and feasibility work will be led by the City Council and could be supported by English Partnerships, EEDA and the County Council.</p> <p>There is an immediate role for the City Council to consult with the key landowner Quintain to determine its aims for the area and explore opportunities for collaborative approaches.</p> <p>Other roles for the public sector may in due course include supporting land assembly, access improvements connected with reducing severance and enhancing accessibility to the site and public realm improvements. Key agencies may include the City Council, County Council, EEDA and English Partnerships.</p>	<p>The Anglia Square area should be considered as a top priority opportunity site for the Council.</p> <p>GVA Grimley supports the approach being taken by the Council leading to the preparation of an Area Action Plan for Anglia Square and its environs. Comprehensive approaches to redevelopment are strongly encouraged.</p> <p>The role of Quintain as the principal landowner is key and early engagement with the landowner is encouraged. The Council should consider its aims for the future of the area in terms of its role as a location for retail, residential, office and leisure activities. To ensure that the emerging policy framework is robust and deliverable, the Council and its partners are encouraged to undertake feasibility and options testing in parallel with the Area Action Plan masterplan work.</p> <p>At completion of feasibility and masterplanning work, the Council will be able to determine its optimum policy framework for the site and the role of the public sector in delivering development.</p> <p>The Council and its partners should explore potential delivery structures at an early stage.</p>
Deal Ground	<p>The site is currently vacant brownfield land and premises situated on the south-eastern edge of the urban area about 2km from the City Centre. It is subject to a number of constraints including access, contamination, flood risk and ecology issues. The existing landowner is understood to be keen to explore the potential for development. The City Council has a long-standing commitment to bring forward this site for development, as it represents one of very few opportunities for sustainable employment development within the city and has the potential to aid the regeneration of east Norwich. The Deal Ground is allocated in the adopted Local Plan for employment-led mixed use development comprising approximately 7 ha of employment and up to 1 ha of residential. This mix of uses was tested by GVA Grimley and found to be un-viable.</p> <p>The prospects for viability are significantly enhanced if a high-density, residential-led, mixed-use development is assumed, although taken in isolation as a site, it remains marginal.</p>	<p>Given the site's strategic significance and regeneration potential, and the fact that development viability based on current allocated uses is marginal, we consider there is a pressing case for public sector intervention, particularly in terms of infrastructure provision.</p> <p>The area wide approach suggested by the Council is supported. It is too early to suggest potential mechanisms to deliver development, although numerous options are potentially available depending upon the size of the area to be developed, level of stakeholder support and priorities of the lead public sector agencies.</p> <p>The initial work required relates to the feasibility testing and masterplanning connected with the AAP. We anticipate that this will be led by the City Council. Funding may be available for this further work from EEDA, English Partnerships and the County Council.</p> <p>Access to the Deal Ground from the south lies across land in the administrative district of South Norfolk District Council (the May Gurney Site). There is a pressing need to ensure that development control decisions in the area take account of the long-term potential of the Deal Ground as a regeneration area. There is a potential role for the County Council (and potentially English Partnerships and EEDA) in this regard.</p>	<p>GVA Grimley supports the Council's plans to prepare an Area Action Plan for the wider area incorporating the Deal Ground and Utilities Sites.</p> <p>There is significant uncertainty over the scope for development on the Deal Ground which can only be addressed through further feasibility assessment, we therefore recommend that this work is progressed in parallel with the option testing and masterplanning analysis needed to progress the Area Action Plan.</p> <p>In parallel with this work further stakeholder engagement is required both with key public sector agencies in terms of ensuring a co-ordinated approach to the planning of the wider area and with key landowners and occupiers.</p> <p>The Council and its partners should explore potential delivery structures at an early stage.</p>
Utilities Site	<p>The site is currently vacant brownfield land on the eastern side of Norwich near to the Deal Ground. It is subject to a number of constraints including access, contamination and other environmental issues. The site is owned by a number of utilities providers.</p> <p>The Utilities site represents a major development opportunity in a sustainable location with the potential to contribute to the regeneration of east Norwich. The site is allocated for employment and mixed use development in the Local Plan.</p> <p>Preliminary appraisals have shown that development proposals based on the site's existing employment-led allocation are not viable. The prospects for viability are improved if a high-density, residential-led, mixed-use development is assumed, although taken in isolation as a site, it would remain un-viable, due to access issues and ground conditions.</p>	<p>Given the site's regeneration potential and as development viability based on allocated uses is marginal, we consider there is a pressing case for public sector intervention.</p> <p>The area wide approach suggested by the Council is supported. It is too early to suggest potential mechanisms to deliver development, although numerous options are potentially available depending upon the size of the area to be developed, level of stakeholder support and priorities of the lead public sector agencies.</p> <p>The initial work required relates to the feasibility testing and masterplanning connected with the AAP. We anticipate that this will be led by the Council. Funding may be available for this further work from EEDA, English Partnerships and the County Council.</p>	<p>GVA Grimley supports the Council's plans to prepare an Area Action Plan for the wider area incorporating the Deal Ground and Utilities Sites.</p> <p>There is significant uncertainty over the scope for development on the Deal Ground which can only be addressed through further feasibility assessment, we therefore recommend that this work is progressed in parallel with the option testing and masterplanning analysis needed to progress the Area Action Plan.</p> <p>In parallel with this work further stakeholder engagement is required both with key public sector agencies in terms of ensuring a co-ordinated approach to the planning of the wider area and with key landowners and occupiers.</p> <p>The Council and its partners should explore potential delivery structures at an early stage.</p>
St Anne's Wharf	<p>The site was formerly a Brewery Distribution Depot. It is now vacant and derelict. The site is owned by the developer Wilson Bowden.</p> <p>The site is allocated for mixed-use housing and commercial uses. A planning application has been submitted. The key issue currently under negotiation concerns the quantum of affordable housing. An appeal is programmed in which this is the primary issue.</p>	<p>There is a key role for the City Council to ensure appropriate linkages are achieved between the St Anne's Wharf site and the surrounding area, particularly in securing an appropriate pedestrian crossing over the river.</p>	<p>We anticipate that the Council will develop a future strategy for managing change along the river corridor on both banks. This should tie into the proposed Area Action Plan for the Deal Ground, Utilities Site and their environs.</p> <p>We do not see a direct role for the public sector to facilitate development at St Anne's Wharf. The Council may, however, wish to appoint advisers to assist it in pursuing its negotiations on the quantum of affordable housing with the</p>

	Key Issues and Status	Potential role for the public sector	Recommendations
			developers, including through the current appeal.
Reeds Mill / Canon Wharf	<p>The site is currently un-occupied and contains a number of derelict industrial buildings, some of which are listed. The site is owned by the developer P.J.Livesey.</p> <p>The site is allocated for residential uses and is subject to a recent planning permission, which is now being implemented.</p>	We do not consider that there is a pressing need for the public sector to become involved in providing further funding or support for development in this location This is borne out by the implementation of a permission.	We anticipate that the Council will develop a future strategy for managing change along the river corridor on both banks. This site should tie into the proposed Area Action Plan for the Deal Ground, Utilities Site and their environs.
Paper Mills Yard	<p>The site is currently un-occupied and contains a number of derelict industrial buildings one of which is listed. The site is owned by the developer, Delft Associates.</p> <p>The site is allocated for residential uses and is subject to a current planning application.</p>	We do not consider that there is a pressing need for the public sector to become involved in providing further funding or support for development in this location.	We anticipate that the Council will develop a future strategy for managing change along the river corridor on both banks. This should tie into the proposed Area Action Plan for the Deal Ground, Utilities Site and their environs.
Hurricane Way	<p>The site was previously used by UEA for halls of residence. These buildings are now derelict and in need of demolition. The site is jointly owned by Norwich City Council and Norfolk County Council. The site is allocated for employment uses and is subject to proposals by CEC for a Business Village. The delivery of the Hurricane Way proposals being promoted by CEC will be subject to the successful conclusion of ongoing negotiations between the CEC, the City Council and EEDA. In the event these negotiations prove abortive it is our view that the site may come forward for alternative employment led uses through the normal operation of the market. These uses may not, however, deliver the level and type of economic outputs that will be achieved by the current proposals from CEC</p>	The developer has stated its willingness to invest in the site and progress its proposals but they contend that the site will require additional investment to bring it forward for development as business start-up and managed workspace facilities. EEDA and Norwich City Council are currently engaged in discussion with CEC about the requirement for gap funding to overcome the costs associated with site clearance and remediation.	The City Council, County Council and EEDA should each progress their responsibilities regarding this site. If this can be done in a manner that ensures delivery as proposed, we would expect development to occur in a number of phases. This should prioritise the provision of start-up space.
Market Square	<p>The market square has been the subject of a variety of proposals for refurbishment / improvements of varying scale and complexity.</p> <p>Planning approval was granted in October 2004 for refurbishment works to the market square to be funded entirely by Norwich City Council. These works area now underway. The nature of the refurbishment works, as explained to GVA Grimley are significantly less far-reaching than those originally intended by the City Council, which sought a programme encompassing a much wider area and with a broader brief</p>	Whilst the opportunity to upgrade the market and surrounding area may not have been fully realised on this occasion, we anticipate that Norwich City Council may wish to pursue a medium term programme of fund-raising and partnership building with traders and other key stakeholders.	<p>It is evident that areas on the fringe of the market square would benefit from the type of public realm improvements and enhancements previously considered. The works scheduled to be undertaken in 2005/06 are not likely to overcome all of the problems associated with the market.</p> <p>The Market Square's position as a focal point for the city centre, connecting the new Chapelfield development, the Forum and the rest of the historic core is expected to increase over time. The need for a far-reaching design strategy, not currently being met by the current scheduled works will be of even greater importance.</p> <p>The Council may want to consider evolving a package of measures aimed at delivering a comprehensive overhaul of the market square and its surrounds. This may include a structured programme of further consultation and masterplanning connected with the preparation of emerging policy.</p>

1 Introduction

- 1.1 In May 2004, GVA Grimley was commissioned by English Partnerships, Norwich City Council and EEDA to undertake an economic and property market review and prepare development statements for a number of key development sites in the Norwich sub-region.
- 1.2 The study specifically addresses the potential development constraints and opportunities on the key sites identified (and agreed with the Client Steering Group) and assesses them in the context of the prevailing economic and property market. In the context of this assessment, the report provides advice on the potential role of the public sector in helping to unlock sites that are either failing or have the potential for enhanced development with appropriate public assistance.
- 1.3 This report comprises the final report to the Steering Group and outlines the findings of a property market and economic baseline and policy / strategy review. The report applies the findings of this research to various land use classes in a series of property market growth scenarios. The conclusions of the site specific constraints and delivery analysis are presented in a series of development statements that comprise Appendix C.
- 1.4 This draft final report is set out under the following sections; Section Two outlines the methodology and approach to the study; Section Three details the findings of the property market baseline; Section Four examines the economic base of the study area; Section Five provides a review of relevant public sector policy and strategy; Section Six sets out the site-specific property growth scenarios; and, Section Seven presents our conclusions and recommendations.
- 1.5 A series of appendices accompany this report. Appendix A includes a copy of the Original Brief for consultants dated 25th February 2004. Appendix B constitutes a detailed work programme issued and revised during June 2004. Appendix C comprises the site specific development statements detailed above. Appendix D outlines the LA Wards that make up the geography of the Norwich (Planning) Policy Area (NPA).

2 Methodology

Introduction

2.1 In this section we outline the approach agreed with the Client Steering Group that was used to develop the sub-regional property growth scenarios for Norwich and the development statements in respect of the agreed sites. This methodology mirrors the agreed Work Programme prepared in close consultation with the Steering Group, at the outset of the study. The Work Programme is attached at **Appendix B**.

Objectives

2.2 Our approach to the study closely follows the objectives set out in the original Study Brief, which is attached at Appendix A. This document outlined the core objectives of the study. In close consultation with the project Steering Group these objectives were refined and detailed in the Work Programme (Appendix B) to be as follows:

- To undertake an analysis of property market trends in and around Norwich and, in this context, advise on the current property market conditions for the key sectors identified.
- To analyse relevant property and economic data to inform an assessment of future market trends and potential areas of growth / decline.
- To identify an agreed list of strategic employment sites in Norwich (and to agree the boundaries of the study area) with the client Steering Group.
- To undertake a review of the development potential of the sites identified, with particular reference to planning policy context including sustainability issues, planning history, existing and proposed developments, evidence of market failure, key relevant development considerations.
- Where proposals exist that have not proceeded (or appear to be stalled) to advise on the potential reasons for this and undertake appropriate financial assessments to inform this advice.
- In the context of the above to advise on the development potential of the sites and where intervention from the public sector and other funding agencies may be required to advise on the potential forms that this intervention could take.
- To identify potential sources of funding and recommendations for action on each site.

2.3 In addition to defining the objectives and tasks required, the Work Programme identified the agreed outputs of the project. There are two principal agreed outputs of the project:

Sub-regional property market review

- A property market benchmark study highlighting patterns and processes in the local property market over the last five years;

- A forward looking property market growth scenario based on economic forecasts and public sector initiatives.

Development statement

- Site specific assessment of aims and objectives, partners roles, strategic policy context and SWOT of development constraints;
- Site specific advice on delivery issues such as land assembly, development phasing and delivery structures.
- Advice on the prioritisation of sites in Norwich in terms of their delivery.

Methodological Processes

2.4 The methodological process we have used to complete the tasks outlined above can be summarised as follows:

Sub-regional property market review

2.5 The objective of the sub-regional property market review is to provide a benchmark statement of property market activity throughout the study area over the last five years up to the present day in respect of the following land-uses:

- Retail
- Hotel/conference/leisure/other A3
- Office; to include managed workspace
- Residential
- Industrial
- Institutional

2.6 To complete this task we have undertaken a significant programme of desk-based research. This centred on the review and analysis of a number of secondary sources including PROMIS, GOAD, FOCUS, Urban Capacity Studies and Land and Property Audits. These sources provide evidence of supply, demand and current market values for a range of property types.

2.7 In addition to the desk-based secondary research contributing to the property market review, we have also undertaken a number of structured consultations with local authority officers and private property agents and specialists. Consultation with professionals working in the local property market acts both as a check for the information we have taken from secondary sources and provide a more up-to-date account of market activity where data may be historic.

Forward looking property growth scenarios

- 2.8 The forward looking property growth scenario work builds upon the benchmark statement detailed above, taking account of economic trends and public sector initiatives. To facilitate this, a number of individual tasks were required. This consisted of a detailed statistical economic baseline and a review of planning policy, economic strategies and additional site specific or local development statements and local authority guidance notes.
- 2.9 The detailed statistical economic baseline was tailored to analyse employment growth in key sectors / clusters outlined in the Norfolk Shaping the Future (STF) economic strategy. Using the NOMIS database, it was possible to tailor this analysis to the Norwich (Planning) Policy Area (NPA) as defined in Appendix D. In addition to looking at the total employment growth in these broad industries, e.g. financial and business services, we examined employment change occurring in the constituent sectors. This allowed us to make exact assessments of the specific sectors that were driving broader patterns of growth. This employment-focussed element was supplemented with a summary of other economic trends taken from the NELMA document.
- 2.10 To build upon the historic analysis, we have also examined forward looking employment growth projections. These were provided at a number of levels but could not be tailored to fit the NPA. In addition, the level of sectoral detail available for this data is much less than that acquired from NOMIS. We were not therefore able to make directly comparable assessments between the employment growth forecasts and the historic analysis of the key sectors/clusters noted in the STF strategy.
- 2.11 A review of public sector strategy and policy was also undertaken. This was intended to supplement market-based trends in growth with that dictated by economic strategy and land-use planning policy. In addition to the desk-based strategy and policy review, we have engaged in consultation with key local stakeholders with additional knowledge of future economic and policy trends.

Development statements

- 2.12 The second main body of work was to prepare a series of development statements in respect of an agreed list of sites to address project delivery and outline priority actions with measurable outputs. The development statement include recommendations on prioritisation and phasing of actions, reflecting both site specific considerations and other relevant factors including planning, funding, regeneration and economic matters.
- 2.13 In order to capture, present and assess information for each site a pro-forma was prepared in consultation with the Steering Group. The proforma approach allows us to set out the key issues relating to prevailing planning policies, economic development potential, physical constraints and developer aspirations in a summary form that is readily accessible to the reader.
- 2.14 The pro-forma were then populated following a combination of desk-based research, local authority consultation, developer / landowner consultation and consultations with other key stakeholders.
- 2.15 In practice, each of the sites had to be dealt with individually according to its particular circumstances, progression towards development, the availability of information / co-operation and support of the

stakeholders consulted. The pro-forma included in Appendix C represent a snapshot in time of the development issues relevant to each site based upon the information available to GVA Grimley during the course of this study. It is acknowledged that in order to provide a detailed appraisal, significant additional work would be required in many cases that goes beyond the scope of the brief for the baseline study. Where further work is required recommendations are given as to what is needed to progress delivery in each of the development statements. In a number of cases this represents a significant body of future work.

Site Selection

2.16 The selection of the sites that formed the focus of our analysis was undertaken through discussion and agreement with the Client Steering Group based upon the list first set out in the Study Brief (**Appendix A**). The agreed list of sites for consideration is as follows:

- Anglia Square
- Deal Ground
- Utilities Site
- St Anne's Wharf
- Reeds Mill / Canon Wharf
- Paper Mills Yard
- Hurricane Way
- Market Square.

3 Property Market Baseline

Property Market Baseline: Summary	
<p>Retail</p> <ul style="list-style-type: none"> ▪ Norwich is the principal retail destination in Norfolk and has a large catchment population. ▪ The Experian Goad Retail Ranking placed Norwich 9th on its scale of national retail centres in 2004, a position that is expected to rise with the development of the Chapelfield scheme (and other retailing proposals). ▪ Retail is an important activity generating use as part of the development mix on many regeneration projects. A number of the sites identified in the study are likely to have a retail element as part of their anticipated development mix. ▪ Consideration will need to be given to the sequential approach to the planning of additional retail on key sites at the edge of existing centres or in out of centre locations. 	<p>Office</p> <ul style="list-style-type: none"> ▪ There is currently little or no speculative office development in Norwich owing to comparatively low rents and uncertainties about the level of demand for new office accommodation. ▪ It is anticipated that, in the absence of pre-lets, new office accommodation is unlikely to be built on a speculative basis at this time. ▪ Within Norwich demand is primarily for smaller offices of 185m² (2,000sq.ft.) or less. The owner-occupier market for smaller premises is strong in city centre locations. ▪ Research did not show any significant existing requirements for large office schemes. ▪ Approximately 10% of office space in Norwich is vacant, marginally below the national average. ▪ The majority of larger units available are in relatively poor locations and are generally low specification
<p>Leisure</p> <ul style="list-style-type: none"> ▪ Norwich is an important regional destination for 'leisure' activities both cultural and commercial. ▪ Demand for branded hotel accommodation in the city centre is strong. ▪ Opportunities exist to consolidate and enhance the existing commercial leisure offer within the Riverside Quarter with the redevelopment of key waterside sites. This also provides opportunities for enhanced public realm and improvements to links with the surrounding area. ▪ The river is also acknowledged to be an under-used asset and opportunities may exist on some development sites for improved access to the river possibly including new marina facilities. This will need to take proper account of environmental mitigation issues and will be subject to economic viability. ▪ Norwich is already well served with a variety of Cultural and Arts facilities. Opportunities may exist to improve and enhance the facilities on vacant sites as a component of a comprehensive mixed-use development on key sites. This will be subject to the availability of appropriate funding. 	<p>Residential</p> <ul style="list-style-type: none"> ▪ There is a role for residential development in enabling the development of constrained sites ▪ Demand for residential land and accommodation in the City centre is strong. ▪ Demand for employment uses is limited thus residential uses could play a key role in unlocking hard to deliver sites as part of a mixed use development ▪ An appropriate balance needs to be maintained in the provision of market and affordable housing and in response to local housing need. ▪ The provision of live-work units should be encouraged where appropriate according to best practice in sustainable development.

Property Market Baseline: Summary	
<p><i>Institutional</i></p> <ul style="list-style-type: none"> ▪ No aspirations for short- to medium- term development of healthcare or FE (further education) facilities in the city centre. ▪ In terms of HE (higher education), the University's known accommodation needs / expansion plans can be met in the short to medium term at its existing campus and on the adjoining Norwich Research Park. 	<p><i>Industrial</i></p> <ul style="list-style-type: none"> ▪ Research did not identify any provision of managed industrial space ▪ Demand for general industrial (B2 uses) floorspace has declined significantly in recent years. ▪ Demand for storage and distribution (B8 uses) floorspace has been strong due to Norwich's strategic position within the regional hierarchy of centres and links to the regional road network. ▪ Delivery of industrial development on heavily constrained sites is likely to be financially problematic.

Introduction

3.1 The following section outlines recent key trends in the Norwich Property market. The geography adopted by many of the sources used in this section, often describes the Norwich market area. No strict definition was available and indeed, the geographic area is likely to be different for different sectors of the property market but it is assumed to refer to an area, centring on Norwich District but extending into neighbouring authorities. Using a combination of secondary sources (GOAD, PROMIS and FOCUS) and consultations with GVA Grimley and local agency specialists, we are able to provide details of the prevailing supply, demand and values for the following land uses:

- Retail
- Leisure (hotel / conference / leisure / other A3)
- Office (managed workspace and start-up units)
- Residential
- Industrial
- Institutional (including a review of public sector relocation).

3.2 A short commentary is also given on a recent publication contributing towards the Lyon's Review into the potential for public sector relocations.

Retail Property Market

3.3 Norwich dominates a large but sparsely populated primary retail catchment that covers much of northern and eastern Norfolk. The catchment is constrained to the east by Great Yarmouth and Lowestoft, to the

west by King's Lynn and to the south by Ipswich. For some higher order goods the retail catchment of Norwich city centre includes Lowestoft and Great Yarmouth.

- 3.4 PROMIS estimate that the Norwich primary retail catchment area (i.e. where it captures the majority of retail expenditure) has a population of around 504,000 people, the 24th largest retail catchment nation wide. Further to this, the CBRE shopping population scale ranks Norwich 14th of national retail centres. This scale takes account of the penetration of the total retail catchment area (i.e. the proportion of total catchment population who use the city as their main shopping destination).
- 3.5 The various rankings and indicators suggest that Norwich is the dominant retail centre within its catchment area. Given the city's distance from major competitors, it is also likely to attract high-spending, if infrequent, trips from shoppers well beyond its primary catchment area, particularly from the largely rural hinterland.

Supply

- 3.6 Recent estimates put the total retail floorspace for Norwich at 170,000m² (1.82 million sq. ft.). PROMIS rank this provision the 13th largest of all national retail centres. The forthcoming Chapelfield scheme will increase Norwich's position on this ranking. Estimations would place Norwich in the top five national retail centres in terms of floorspace provision. The historic nature of the built form in the city centre means that much of the existing space is poorly suited to modern retailing. Despite this, the majority of 'unsuitable' space remains well let.
- 3.7 Retail provision in Norwich city centre is dispersed across a wide area. Many of the main shopping streets are now pedestrianised improving the movement of shoppers and the footfall of stores. Norwich City Council is keen to further reduce traffic flow through the city centre and increase the provision of pedestrianised areas.
- 3.8 Norwich has a good variety of department stores including John Lewis and Debenhams and ranks 9th in the PMA Anchor Stores Indicator.
- 3.9 The City Centre has a limited convenience store offer, with only a Tesco Metro, an Iceland, and food halls in Marks & Spencer and the Co-op Department Store. On the edge of the centre there is a Sainsbury superstore, Morrisons and a Farmfoods.
- 3.10 Managed retail floorspace accounts for a below average proportion (23%) of retail provision in Norwich city centre, occurring in the two managed shopping centres; the Royal Arcade and Castle Mall. Anglia Square is the third area of managed retail space occurring outside the city centre area. Details of these shopping centres are provided below.

Royal Arcade

- 3.11 The Royal Arcade is an historic shopping arcade, designed and built in the Art Nouveau style connecting Gentleman's Walk and the Market Square with Castle Street. It offers attractive but limited accommodation for mainly independent retailers in small units. Key anchor tenants in the arcade include Waterstones and the Colmans mustard shop.

Castle Mall Shopping Centre

- 3.12 The Castle Mall Shopping Centre is the biggest city centre shopping mall in Norwich, with a gross retail area of approximately 36,232m² (389,999 sq.ft.) It was completed and opened in 1993 and was the first major retail development in Norwich for over 20 years. The mall comprises around 80 retail units and a number of small kiosks. There are two main levels plus a food court and two further small trading areas located on the 3rd and 4th floors. Although the Castle Mall does not contain a traditional anchor store such as a major department or variety store there are a number of prominent retailers which act as mini anchors including Argos, Boots and Ster Century Cinemas.

Anglia Square Shopping Centre

- 3.13 Anglia Square is a local convenience based centre built during the 1970s and located 1 kilometre north of the core city centre shopping area. The centre is anchored by Roys of Wroxham (a local variety store operator) and other occupiers include Boots, Iceland and QD Stores.

- 3.14 There are a number of significant retail developments in the pipeline. They are detailed below in Table 3.1.

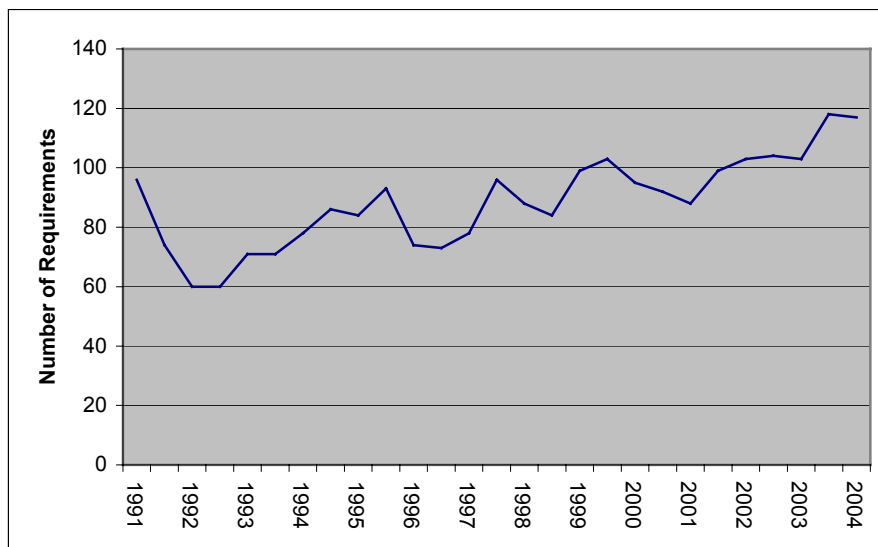
Table 3.1: Pipeline Retail Developments

Scheme	Developer	Net add. Retail flsp.	Stage	Type
Chapelfield	Lend Lease, Capital Shopping Centres	325,000	U / C	Shopping Centre
St Anne's Wharf	Wilson Bowden	22,000	Appl. pending	Unit shop

Source: PROMIS

Demand

- 3.15 In January 2004, FOCUS reported 91 requirements for retail space in Norwich compared to a national average of 56. On this scale, Norwich is ranked as the 26th most 'in demand' location for retailers.
- 3.16 Figure 3.1 below indicates the trend in demand for retail floorspace from 1991 to 2005. The strong increase in demand in the early 90's is thought to have been caused by the successful marketing and opening of the Castle Mall shopping centre. Similarly, the forecast increase in demand from 2003 onwards is likely to be a result of the Chapelfield Shopping Centre being actively marketed and nearing completion.

Figure 3.1: Requirements for Retail Floorspace in Norwich 1991 – 2004

Source: FOCUS

Market trends

- 3.17 The Norwich retail catchment increased at an above average rate during 1991-2002, and an above average rate of growth is forecast for the period to 2007.
- 3.18 The Norwich retail scene is set to be enhanced upon completion of the new Chapelfield shopping centre in Autumn 2005. The scheme will comprise gross 30,200m² (325,000sq.ft) A1 retail floorspace and around 23,225m² (250,000sq.ft) of leisure and residential floorspace. A 13,000m² (140,000 sq. ft.) House of Fraser department store will anchor the scheme. Other pre-lets include Mango and Beaverbrooks whilst relocations from other parts of the city centre include Superdrug and JD Sports.

Rents and yields

- 3.19 Norwich has a shortage of units suitable for modern retailers; many units are of unusual size and shape so lettings are often difficult to analyse in terms of Zone A rents.
- 3.20 On Gentleman's Walk, Lush set a new benchmark for city rents of £18/m² (£200/sq.ft) Zone A in 2002. Since then, this rental level has become quite standard for Prime pitch. Secondary pitches have seen little rental growth since 2001 whilst the impending Chapelfield development is already having an upward impact on rents in the vicinity, including St Stephen's Street. Pre-letting of Chapelfield itself is proceeding strongly, agents have reported rents of up to £200/sq.ft.
- 3.21 In Autumn 2003 agents indicated prime retail yields of 5.75%, which was no change on the previous 6 months. When the Mall Limited Partnership bought Castle Mall Shopping Centre in September 2003 for £115 million it represented an equivalent yield of 7.2%.
- 3.22 Over the period end-1987 to end-2003 prime rents grew at an average of 6% per annum compared to the PMA Centre type average of 5%p.a.

Retail Parks

- 3.23 The provision of retail warehousing floorspace per household in Norwich is in line with the national average. The city ranks 23rd of the reported PROMIS Centres with an estimated 12,000m² (1,288,000sq.ft.). However, supply per household varies considerably if floorspace is analysed by category so that there is an under-representation of DIY and furniture/furnishings floorspace whilst electrical goods have a well above average floorspace.
- 3.24 Traditionally the type of goods permitted to be sold in retail warehouses has been limited in Norwich by planning policy. However, the development of the Riverside Retail Park in 2001 led to a higher proportion of floorspace being occupied by retailers selling more traditional high street goods.
- 3.25 There are six retail parks in and around Norwich (see below); all are PMA classified 'traditional' retail parks apart from Riverside Retail Park. It is only this park and the Cathedral Retail Park that the local authority regards as 'edge of centre' developments and therefore are not subject to the planning controls that restrict retailers to selling bulky goods.
- Riverside Retail Park
 - Sprowston Retail Park
 - Sweet Briar Retail Park
 - Norfolk Retail Park
 - Cathedral Retail Park
 - Hall Road Retail Park.
- 3.26 The retail warehouse vacancy rate is relatively high in the Norwich market area. In October 2002 PROMIS noted nine vacant retail warehouses, five of which were at the Norfolk Retail Park. This is surprising as in January 2003, reported retailer demand for Norwich was considerably above average in terms of floorspace and the city ranked 21st of the reported PROMIS Centres by number of units required.

Leisure Property Market

- 3.27 Leisure for the purposes of this report encompasses conference facilities, places to visit, culture and the arts, the night-time economy, leisure facilities and accommodation.

Supply

Conferencing

- 3.28 Norwich and its hinterland is not seen as a major national conference destination due to its comparatively remote location. The supply of conference facilities primarily caters for local and regional clients. The existing range of facilities caters for approximately 450-500 people. The Council is currently

developing a strategy aimed at building on the existing conference visitors in the city and increasing their value added.

Places to visit

3.29 Norwich has a number of significant visitor attractions, some of which are listed below. The city centre is still laid out according to its original medieval street pattern and represents a significant tourist attraction.

- The Cathedral which is the city's most visited attraction
- The Castle and related museum which underwent a £11.8m refurbishment in 2001
- The Origins centre in the Forum
- Sainsbury Centre for the Visual Arts, outside the city centre.

3.30 In addition to this, Norwich has a number of smaller visitor attractions in and around the city centre including Inspire, Dragon Hall, Plantation Garden, Mustard Shop, Bridewell Museum, Strangers Hall and Norfolk Regimental Museum.

Culture and the arts

3.31 A number of improvements to the arts and culture scene in Norwich have been delivered following the unsuccessful bid to become European Capital of Culture in 2008. Current cultural attractions include the Theatre Royal, Maddermarket Theatre, Norwich Playhouse, Puppet Theatre, Norwich Arts Centre, the Castle gallery, the Sainsbury Centre for Visual Arts and the Forum.

3.32 The city currently lacks a modern and fully equipped concert hall. Proposals for improvements to the existing St Andrews Hall have been discussed. Plans for the future include an annual international literary festival linked to the UEA, a major new art gallery and enlargement of the art-house cinema.

Night time economy

3.33 Norwich has a thriving evening economy attracting people from the City's hinterland, students and residents out into the bars, restaurants and night clubs. On average, 29,000 visitors come to the City centre on a Saturday evening. However, it is considered that a lack of city centre hotels contributes to a lack of people in the city centre during the early evening.

Leisure

3.34 Norwich has a range of leisure facilities throughout the city centre and wider urban area. The recent development of the Riverside complex, featuring a 26-lane Hollywood Bowl, a fitness centre and variety of clubs, theme bars and restaurants is perhaps the most significant. The area is also home to a recently developed swimming complex on Carrow Road. Further development, including residential and hotel uses, is planned in the future.

- 3.35 Norwich City Football Club was promoted to the Premier League at the end of the 2003/04 season. The increase in status of the club is likely to give rise to additional investment and visitor numbers, although it is acknowledged that this effect is reliant upon the continued success of the club.

Accommodation

- 3.36 Norwich has traditionally been under provided with good hotel accommodation. City centre hotels are considered overpriced relative to their offer, are aesthetically poor and in need of investment. A number of developments are now coming forward within the hotel sector in response to this issue of under supply:

- The Nelson hotel will be refurbished and extended from 2006 when the Inland Revenue vacate the premises
- A 4/5 star hotel is planned on the Norwich City FC site at Carrow Road
- Construction of a new hotel on Duke Street
- The Accor Group are currently assessing the potential of developing an Ibis or Novotel
- Interest has been expressed by Hotel Du Vin for a boutique hotel
- Plans for a hotel at the Bus Station and two further sites are being proposed.

- 3.37 Over the past 10 years, the total number of hotel beds in Norwich has increased by 900. However, the majority of the larger hotels are two to five miles from the city centre. Demand for budget hotels in the city centre is strong and could potentially include a larger development including conferencing, restaurant and leisure facilities. There remains an under supply of hotel accommodation at key times in the year such as UEA sporting events and graduation periods.

Demand

- 3.38 The three most visited attractions in Norwich are the Cathedral, Castle Museum and Colmans Mustard Shop and Museum, each of attracting over 100,000 visitors a year. These popular destinations are likely to be joined by the Forum including the Library and the Origins exhibition which was opened in 2001. Visitor number statistics for these facilities were not available.

Key trends

- 3.39 In 1999 there were 10 million visits to the Norwich area with an estimated £342m spent on local goods and services. In the same year, there were five million visits to Norwich itself with a total spend of around £180m. In addition to these leisure trends, business tourism is growing rapidly. It is thought that trends are towards smaller and shorter business trips such as conferences with a greater direct positive impact on the urban economy.
- 3.40 Growth in the numbers of participants in higher education and the increasing popularity of café culture have both helped the night time economy to develop. In addition to this, there was an increase in 17%

between 1994 and 1999 in the proportion of adults in the 'family life stage' that eat out. This represents the greatest single rise in participation across all leisure pursuits.

- 3.41 Demand for high-quality branded accommodation and leisure facilities is strong but has not traditionally been met. Current proposals by large national multiples may address this situation.

Office Property Market

Supply

- 3.42 Norwich had around 290,000m² (3.1 million sq.ft.) of office floorspace at the end of 2003. This quantum gave Norwich a ranking of 51st in terms of office floorspace against other PROMIS centres.
- 3.43 In the 20 years up to end-2003 office stock increased by 4% in Norwich which compares poorly with the Office PROMIS centres average of 55%. Of the existing stock, 3.6% (at end-2003) had been built in the past five years and is classified as new. This again is low compared to the Great Britain average of 11%.
- 3.44 These figures are however, based on Norwich District and do not include developments on the out of town business parks such as Broadland or St Andrews. Over the last five years development on business parks outside of Norwich District have accounted for the majority of new office stock with the development of around 40,900m² (440,000sq.ft) of office floorspace. 17% of development in the last 5 years has taken place within Norwich and 83% out of town.
- 3.45 Over the last five years approximately 21% of office development in Norwich has been on a speculative basis with the remaining 79% pre-let or purpose-built. The Office PROMIS average for speculative build is 40%. Norwich again lags behind.
- 3.46 The office market in the wider Norwich market area has been dominated by a small number of large developments such as the 13,800m² (149,000sq.ft) Norfolk Constabulary HQ built in 2001 in Wymondham (Gateway 11) and the Norwich Union 5,800m² (63,500sq.ft) call centre at Broadland Business Park.
- 3.47 In mid-2003 office availability in Norwich was estimated at 35,000m² (377,000sq.ft) or 12% of the total stock. In 1999 availability of office space peaked at 53,000m² (571,000sq.ft). The mid-2003 availability rate of 12% compares with an average of 15% for the Office PROMIS centres demonstrating a strong level of occupancy in the city.
- 3.48 There is little Grade A office space available in the city centre and the space that is available mostly comprises small secondary units. This situation is unlikely to change in the short term due to the limited amount of speculative development activity. Any requirements for new office space are therefore likely to result in pre-lets.
- 3.49 There is no office space under construction in Norwich at present but development equating to around 13% of current stock has planning permission and another 7% is in pre-permission stages. The total pipeline equates to 110 years of development at the rate seen over the past five years. The majority of planned space is out of town.

- 3.50 We understand that the Council is regularly lobbied by representatives of the business community over the lack of modern high-quality office accommodation within the city. We note the potential implications of this for the city in terms of its ability to attract and retain businesses (and/or attract government relocations) when the supply of available accommodation is generally of a secondary nature.

Demand

- 3.51 In 2003 take-up of office floorspace in Norwich was 27,400m² (295,000sq.ft), an increase from 2002 but broadly the same as in 2001. Take-up figures used cover the Norwich market area which extends beyond the Norwich district boundary encompassing a number of out of town business parks.
- 3.52 Over the six months to end-February 2004 there was no significant take-up in Norwich, indicating weak demand. Over the same period the average trend across Great Britain was one of growth. However, short-term trends do not give a full indication of demand as take-up can be very sporadic in nature.
- 3.53 The take-up of office space peaked in 2000 due to the new Norfolk Constabulary building at Gateway 11 and remained high in 2001 due to the completion of a 5,300m² (57,000sq.ft) bespoke building for Lotus. Due to the exceptional nature of these deals they are often excluded from standard office market data by market commentators, which brings demand for these two years back in line with the five year average.
- 3.54 In the standard office market two important deals, possibly the largest in 10 years, were agreed out of town in 2003. Norwich Union built 5,900m² (63,500sq.ft) of offices and Trillium took up nearly 3,700m² (40,000sq.ft) of office space, both at Broadland Business Park.
- 3.55 Public services have accounted for over 32% of all take-up over the last five years, business services 31% and finance at 21%. However, breaking this down into the yearly take-up, finance has dominated over the last year with 42% of all take-up, public services at 36% and business services at 17%. Take-up between out of town and city centre has been broadly even at 56:44 respectively.

Rents and Yields

- 3.56 At end-2003 prime office rents in Norwich were reported at £140m² (£13/sq.ft), this ranks Norwich 64th by top rental level of Office PROMIS centres. The current peak rent is still 10% below the peak rent paid in 1991. Over the last 20 years rental volatility in Norwich at 15.9% has been consistent with the Office PROMIS average of 15% but is higher than the rest of Great Britain at 11%.
- 3.57 Local agents believe that over the next few years it is likely that competition for the low levels of available quality office space will increase prevailing rents.
- 3.58 At end-2003 prime yields were reported at 8.25% by C&WH&B and the PMA Yield Panel. This is above the Office PROMIS average of 7.45%.

Managed Workspace

- 3.59 Although there are a number of facilities in Norwich which offer managed office space (see below), until recently Norwich did not have a designated centre for small businesses/start ups which combined business support and flexible occupancy conditions. In late 2003 / early 2004, YTKO opened an

incubator facility at St Faith's House, close to the railway station. The facility is pitched at innovative start-ups but is not sector specific. It offers a flexible and fully furnished open-plan office format in a variety of suite sizes. Each workspace is available on a monthly basis for only £199, including advanced telephone and broadband connectivity.

3.60 Consultations with the agents acting for the managed office space listed in detail below indicate that lettings are strong with few vacancies occurring throughout the year. Consultations with independent agents confirmed this situation although the view was also expressed that there is no particular issue of under supply. In addition to these conventional resources, companies will also be able to access advice and guidance on product innovation and technology R&D, business planning and strategy, marketing and sales, as well as access to grants and early stage investment from Venture Capital firms.

3.61 The three most significant managed workspace facilities in the NPA are as follows:

Stannard Place, Calvert Street

3.62 Regus own and manage two floors of managed office space in Austin Place and Cavell House totalling 1,741m² (18,750 sq.ft.) We are advised that one floor is let to a single tenant whilst the other floor has been sub-divided into a number of separate offices, each approximately 230m² (2,500 sq.ft). Rents are charged on a per person basis and are currently £450 per person per month. Key facilities offered by the Stannard Place scheme include the following:

- Air conditioning
- Voicemail
- Lounge area
- On-site parking
- Meeting rooms
- ISDN enabled, high-speed videoconferencing studio
- RegusNet high-speed internet access
- Fully equipped kitchens

The Royal Business Centre, Bank Plain

3.63 The Royal Business Centre provides managed office space. The centre provides a total of 2,229m² (24,000sq.ft.) of managed office space of which we are advised that approximately one quarter is available to rent at any one time. Tenancy arrangements are relatively flexible and we are advised that lettings can be as short as three months. The rents are currently in the order of £28/sq.ft. which include service charges and furniture. Key facilities offered in the Royal Business Centre include the following:

- Translation services

- Conferencing facilities
- Showers
- Reception
- Meeting rooms
- Catering
- Secretarial support
- Tele-answering
- Broadband internet access.

Sackville Place, Magdalen Street

3.64 Sackville Place is a four storey office development providing serviced office space in a number of units for one, two, three and four people. The facility is let on a per person per month basis. The majority of offices are suitable for one and two people units. Rents for these spaces are £225-£250 per month (£20-£20/sq.ft.) and £450-£495 per month (£27/sq.ft.) for the larger units. This rent includes business rates, service charges, utilities, conference facilities and a shared reception. At present the facility is approximately three quarters full. This level of occupancy is standard.

3.65 In addition to this, there is a number of other, smaller premises offering managed office space throughout Norwich which are detailed below in Table 3.2.

Table 3.2: Managed Office Space in Norwich

Name	Description
Cringleford Business Centre	Small offices
Keswick Hall	Offices ranging from 1,500 – 4,300 sq.ft. Rent £12/sq.ft
St Mary's House	Small to medium sized offices
Spixworth Grange	Small offices
Wensum Mount Business Centre	Small offices ranging from 30m ² – 127m ² . Rent £14/sq.ft., service charge £9
Capital House	No details available
Sapphire House	No details available

Source: www.EGPropertylink.com

Residential Property Market

Supply

- 3.66 There was a total stock of 59,733 dwellings in Norwich District in 2001, of which over 2,000 stood vacant. In 2002 the percentage of stock that was owner-occupied or privately rented was 63% (ODPM).
- 3.67 At the start of July 2003, 7,080 new dwellings could be accommodated on identified housing sites in Norwich, this figure includes the potential for 1,150 dwellings on unidentified site as detailed in the Urban Capacity Study of 2002. Table 3.3 breaks down this figure to show progress to completion. A graduated fallout rate has been applied so the final figure of 7,080 dwellings stand a good chance of coming forward over the Plan period.

Table 3.3: Pipeline Identified Housing Supply in Norwich, 2004

Progress	Dwellings	Fallout (rate)	Contribution
Full planning permission	1,390	139 (-10%)	1,251
Outline planning permission	214	32 (-15%)	182
Remaining allocations (adopted Plan)	1,151	173 (-15%)	978
Sites under construction	35	0	35
Current supply	2,790	343	2,446
Subdivision of existing houses @ 10p.a.	100	0	100
Flats over shops @ 10p.a.	100	0	100
Intensification @ 45p.a.	450	0	450
Conversion of commercial buildings @ 20p.a.	200	0	200
Review of other plan allocations and development of other p.d.l. @ 30p.a.	300	0	300
Allowance for other sites (from UCS)	1,150	0	1,150
Policy HOU8 (net increase)	423	42 (-10%)	381
Policy HOU9	1,575	315 (-20%)	1,260
Policy HOU10	290	58 (-20%)	232
Policy HOU11	526	105 (-20%)	421
Policy HOU12	1,486	296 (-20%)	1,190
Local Plan allocations (based on Second Deposit)	4,300	816	3,484

Total supply	8,240	1,159	7,080
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Source: Norwich Local Plan Second Deposit Draft as revised April 2004

Demand

- 3.68 The current Norfolk County Structure Plan was approved in 1999 and covers the period 1993-2011. It makes provision for 21,500 new dwellings to be built in the Norwich Policy Area (NPA) over the eighteen year period, including 7,400 new dwellings within the City. By July 2001 2,130 dwellings had been completed leaving a remaining requirement of 5,270. As Table 3.3 above shows, the Council has made an allowance for an additional 2,000 dwellings above the Structure Plan requirement to take into account the fact the City has brownfield accessible sites.
- 3.69 Consultation in advance of the Structure Plan review took place on issues in autumn 2002. The review document set out issues to be considered in determining the overall development strategy for Norfolk for the period 2000-2025. Three possible growth scenarios were identified, which would determine the level of housing provision required in Norfolk as a whole. The implications for house building within the NPA are that there is a potential requirement for 20,000 - 38,000 dwellings, depending on how much growth can be accommodated in Norwich.
- 3.70 The housing provision figures outlined in the Draft Regional Spatial Strategy for the East of England will eventually supersede those detailed in the Norfolk Structure Plan. The document presently states that Local Development Documents for the Norwich Sub-Region (including Breckland, Broadland and South Norfolk) and Norwich Policy Area (including parts of Broadland and South Norfolk) will provide for 45,500 net additional dwellings up to 2021. Of this total provision, Norwich District will provide 10,600 additional dwellings over this period.

Affordable housing

- 3.71 The Housing Needs Survey (2000) demonstrates that there is a need for affordable housing within the City in general and in each main sector of the City. It is necessary to seek an element of housing on private development sites to be affordable and this is consistent with the Council's Housing Strategy (2000-2003) in its emphasis on partnership working. It also relates to that Strategy in terms of seeking a social mix of housing within neighbourhoods.
- 3.72 The Housing Needs Survey, carried out for the Council in Autumn 2000, concluded that there was a backlog of need for affordable housing, which could reasonably be satisfied over a five year period. This backlog amounted to 880 dwellings (or 176 per annum) over and above the normal rate of social housing provision. (The Plan took that normal rate to be 100 per annum, although this has fluctuated considerably over recent years). That gives a total requirement over 5 years of 1,380 dwellings, some of which will be supplied by schemes, which are already approved and under construction. Because most of that period has elapsed before the plan can fully impact on affordable housing, the target reflects a longer period of 8 years over which meeting the need is seen as more feasible.

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- 3.73 The Council's key strategic objective is to meet the need for housing by increasing the number of affordable homes by:
- Working in partnership with local housing associations and neighbouring local authorities
 - Negotiating with private developers to contribute affordable housing schemes through s106 agreements
 - Working with partners to explore cheaper methods of modern construction such as system-built/off site manufacture
 - Increasing Local Authority Social Housing Grants.
- 3.74 The Housing Needs Survey 2000 (to be updated in 2004-05) and Norwich's Common Housing Register, August 2001, indicated the preferred mix for new housing to be:
- 25% accessible 1/2 bedroom flats/bungalows for elderly persons
 - 20% 1/2 bedroom flats for single people/couples
 - 30% 2 bedroom houses for general needs
 - 20% 3 bedroom houses for general needs
 - 5% 4 bedroom plus houses for general needs.
- 3.75 The location of the majority of new affordable homes will be governed by allocation of housing sites in the Replacement Local Plan and the location of Council owned land.
- 3.76 Brownfield sites are considered first for development in line with Government policy but in order to meet the need for housing, other sites must be included in the programme. The main areas are likely to include:
- The sites of former defective council properties at South Earlham, North Earlham and Mile Cross
 - The New Deal for Communities area at North Earlham, Larkman and Marlpit
 - Council owned land at Bowthorpe
 - The East Norwich Single Regeneration Budget area which incorporates the Riverside development sites
 - City Centre redevelopment sites, including Chapelfield and sites at Oak Street.

Funding Sources

- 3.77 The three main funding sources are:

- The Housing Corporation's Approved Development Programme
- Private developers contributing to affordable housing through Section 106 agreements
- All of these are supplemented by Housing Associations securing private finance and using their own reserves.

House prices

- 3.78 House prices in Norwich have fluctuated over the last year and the average house price peaked in the period April – June 2004 (see Table 3.4). All house types have experienced price growth over the last 12 months.
- 3.79 Compared to East Anglia as a whole, house prices in Norwich LA area are lower for flats, maisonettes and semi-detached homes but detached and terraced homes were more expensive in Norwich than the Norfolk average in January-March 2004.

Table 3.4: House prices in Norwich Local Authority area

	Detached		Semi-detached		Terraced		Flat/ maisonette		Overall	
	Av. price (£)	No. of sales	Av. price (£)	No. of sales	Av. price (£)	No. of sales	Av. Price (£)	No. of sales	Av. price (£)	No. of sales
Apr-Jun 04	212,534	123	140,470	131	138,003	279	107,222	146	145,361	679
Jan-Mar 04	209,358	110	126,956	132	122,663	302	95,792	166	130,610	710
Oct-Dec 03	204,534	141	129,649	150	123,791	353	92,368	167	132,438	811
Jul-Sep 03	198,573	125	127,277	175	119,856	353	91,137	163	127,769	816

Source: Land Registry 07/05/04

- 3.80 New homes command a premium price in Norwich and although it is difficult to make direct comparisons to Land Registry recorded house prices, the selection of new homes being marketed in Norwich in Table 3.5 below clearly shows higher unit prices.

Table 3.5: New homes in Norwich at June 2004

Location	Developer	Development	Bedrooms	Type	Price from (£)
Norwich	Bovis	Wensum Court	3	Townhouse	164,950-212,950
St Stephens Rd, NR	Persimmon	Fellowes Plain			
Bishy Barnabee Way, Norwich		Stillwaters		Apartments	116,950
Sprowston	George Wimpey	Bishops Court	3	Townhouse	189,500
			4	Det. house	262,500
			2/3	Semi-det.	tbc
		Cavendish Place	4	Det. house	257,500
April 2005					

			3/4	Townhouse	177,500/198,500
Norwich	Bryant	Riverside Walk	1	Flat	187,000
			3	Flat	237,000
			3	Maisonette	245,000
		Earls Walk	3	Semi-det.	159,000-178,000
			4	Ter. house	227,000-235,000

Industrial

- 3.81 For the purpose of our analysis we have separated our assessment of the industrial market into two key sections, namely distribution and manufacturing.
- 3.82 Between the early 1980s and the early 2000s manufacturing employment has experienced decline in each period in Norwich. The early 1990s were the worst period with over 8% employment decline. By contrast, distribution employment, after a decline in the early and mid-1990s, grew strongly around the late 1990s and early 2000s and is predicted to level off, but continue to experience slight growth until 2008.

Supply

- 3.83 Existing industrial stock in the city of Norwich at the end of 2005 was about 1,000,000m² (11,000,000 sq.ft.), a little more than in Cambridge and under half the average for the PROMIS industrial centres. Of the existing stock in Norwich 60% is classified as warehousing and 40% as factory stock. The majority of stock pre-dates 1999 with only 2% of total stock being classified as modern (having been completed 1999-2003) at the end of 2003.
- 3.84 The level of industrial stock in Norwich fell by 36% between 1983 and 2003 compared with the industrial PROMIS average of a decline of only 3.6%. Industrial stock accounted for 52% of total commercial stock in Norwich at the end of 2005.
- 3.85 Completions in Norwich district and the wider area peaked at almost 43,000m² (460,000 sq.ft.) in 2000, of which under 4,000m² (43,000 sq.ft.) was built within Norwich district. The latest records, for 2003, show completions of almost 19,000m² (205,000 sq.ft.), all of which fell outside Norwich district itself.
- 3.86 Across the wider Norwich market area all completions in 2000 and 2003 were speculative development whilst in 2002 18,000m² (19,000 sq.ft.) of a total of 22,000m² (240,000 sq.ft.) was built as pre-let or purpose built.
- 3.87 Key recent completions include plots 17 and 18 at Broadland Business Park in October 2002 of 10,400m² (112,000 sq.ft.) of distribution space purpose built for Makro Wholesale.
- 3.88 Availability of industrial space in Norwich peaked at nearly 144,000m² (1,500,000 sq.ft.) in 2000 but dropped back in 2001 and remained low to 2003 when 49,500m² (533,000 sq.ft.) was available compared with the industrial PROMIS average of 131,000m² (1,400,000 sq.ft.).

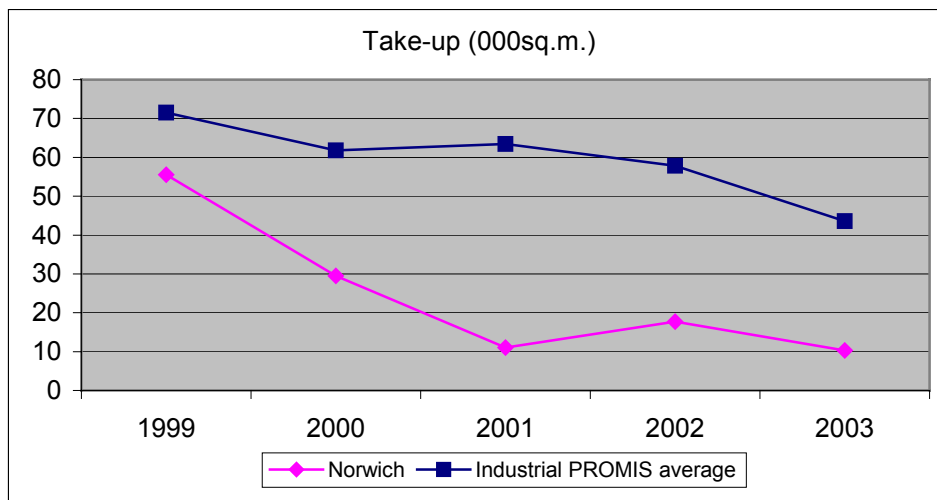
- 3.89 In terms of future supply there is no industrial space under construction in Norwich district and very little in the wider area. Across the wider Norwich market area schemes of over 270,000m² have been granted permission and a further 70,000m² of planned industrial space is at the pre-application stage. These figures are similar to the market area average, which has got a larger pipeline total by around 10% and of this a smaller proportion of space has already been granted planning permission. However, both areas have a smaller pipeline than the industrial PROMIS average of nearly 600,000m² in total.

Rents and yields

- 3.90 Prime industrial rents in Norwich district remained broadly constant over 1998-2003 at £4.50-4.75/sq.ft. and prime rents in 2003 only reached 83% of the previous peak in 1990 of £5.75/sq.ft. This compares poorly with the industrial PROMIS average where top rents in 2003 were £6.47/sq.ft. and 105% of their previous peak, also in 1990. Prime market yields in Norwich at end-2002 were 8% and fell slightly to 7.6% at end-2003.

Demand

- 3.91 Demand for industrial space in Norwich is influenced by the city's regional market, defined for these purposes as that lying within 2.5 hours drive time of the city. The city ranks poorly at 47th with 6.2million people living within this catchment compared with the Industrial PROMIS average of 20.7million people. In terms of industrial floorspace within this catchment there is only around 5,800,000m² (62.5million sq.ft.) giving the city a ranking of 47th. Referring to manufacturing employment, the city again ranks poorly, at 48, with only 349,300 employees within the 2.5hr drive time catchment. The city also ranks low, at 47, on the PMA Regional Logistics index.
- 3.92 In terms of access to transport hubs, the city has its own airport on the northern outskirts and Stansted in Essex is approximately 85 miles away. Cargo throughput at Stanstead in 1998 had a market share of just over 8%. The sea ports of Felixstowe and Harwich are 59 miles and 73 miles away respectively, with a market share of 4.6% and 0.6%. The port of Grimsby has a market share of over 10% and lies 134 miles away.
- 3.93 Take up has fallen far below availability in Norwich between 1993 and 2003 except in 1999 when a large proportion of pre-lets and purpose built accommodation when the two figures came within 20,000m² of each other. The years with the biggest disparity, of around 120,000m² were 1994 and 2000. Figure 3.2 shows that industrial take-up in Norwich has fallen far below that experienced in the Industrial PROMIS average.

Figure 3.2: Take-up of Industrial Floorspace in Norwich 1999 - 2003

Source: PMA deals database

- 3.94 Take up in the competing centres of Ipswich and Peterborough was higher than in Norwich in 2003. However, Ipswich performed only marginally better in 2003 and slightly worse in 2002. By comparison, Peterborough experienced a very strong take up in both years, in 2002 take up in Peterborough exceeded that in Norwich by 180,000m² and in 2003 by 150,000m².
- 3.95 In the five years to the end of 2003 take up of units over 9,290m² (100,000sq.ft.) accounted for about 50% of total take-up in Norwich compared with 40% Industrial PROMIS average.
- 3.96 Vacant floorspace rose between 2002 and 2003 by 2% or 1,114m² (12,000sq.ft). Norwich's ranking in the Industrial PROMIS average rose from 45th to 42nd across the same period.

Institutional

Healthcare

- 3.97 Presently, Norwich is served by two large hospitals, the Norwich Community Hospital on Bowthorpe Road and the Norfolk and Norwich University Hospital near Colney.
- 3.98 The Norfolk and Norwich University Hospital is around three years old and has just completed a deal with a PFI provider for 150 new on-site residential units. The local NHS Trust is currently reviewing its estates across all of Norwich and Norfolk and is understood to be considering its estates options including potential rationalisation. Rationalisation, if proceeded with is likely to involve the disposal of some sites and the consolidation of functions on existing sites in Trust ownership. The Trust does not anticipate that it will have any requirement for healthcare facilities / sites within the city centre in the short to medium future. It is understood that at the time of reporting the former hospital site in the City is being redeveloped.

Higher education (HE)

- 3.99 The University of East Anglia (UEA) is the only major HE presence in the Norwich area. Located out of town on a parkland campus close to Colney, the UEA has over 13,000 students and offers over 300 courses. The UEA is home to the Sainsbury Centre for Visual Arts and multi-million pound, state of the art sports centre and is a leading member of the Norwich Research Park.
- 3.100 The UEA also has strong links with the Norwich and Norfolk University Hospital NHS Trust and other health providers, in aspects of bio-medical research involving UEA's Schools of Health, Biological Sciences and Environmental Sciences.
- 3.101 The UEA has recently embarked on an expansion of student accommodation on its campus. When complete, this latest expansion will provide 400 to 500 new rooms and should meet the accommodation requirements of the university to the end of its current strategy period in 2007. At this point, the current campus will be fully developed. Space for future expansion, if required will need to be found elsewhere, however at the current time the University is not actively considering off-campus expansion.

Public Sector Relocations – The Lyon's Review

- 3.102 Consultants were commissioned to contribute towards the Independent Review of Public Sector Relocations being undertaken by Sir Michael Lyons (the Lyon's Review). The aim of its report was to provide objective a high-level assessment of the relative merits of alternative locations for public sector activity.
- 3.103 The report considered 102 locations across the UK including Norwich and assessed them in terms of the local labour market, property market, quality of life and other factors to help develop a clear understanding of the relative merits of areas across the UK. The core factors which were used to compare the locations were:
- District population
 - Population growth projection from 2000-2010
 - Working age population
 - Unemployment rate
 - Average weekly earnings
 - Total employment
 - Catchment population (within 30 minutes)
 - Built office stock
 - Prime office rents (in town)

- Prime office rents (out of town)
- Current surplus in the Government estate
- Future surplus in the Government estate.

3.104 The analysed locations were then assessed in relation to six types of public sector activity in order to provide a hierarchy of the most suitable activity. Each of the types of public sector activity are listed below. Where Norwich featured in the top quartile of suitable locations for an activity, commentary from the report is provided. The report considered those locations featuring in the top quartile for any of the scenarios would provide a suitable setting for relocation of that activity.

- Information Support Contact Centre: DNF¹
- Interactive Contact Centres: DNF
- Back Office Processes: DNF
- Higher Value Back Office Functions: Norwich. This scenario requires higher level or job specific skills, likely to relate to IT, Human Resources and Finance functions. It is likely that Norwich featured in the top quartile of suitable locations due to the high concentrations of public sector activities and financial and business services organisations. Although the top quartile of locations are not ranked, it is likely that Norfolk scored particularly well under this scenario as the most relevant employment sector defined by the report was Banking, Finance and Insurance.
- Policy Functions: Norwich. This activity includes policy making, and regulatory activity. The report states that for this scenario, smaller scale relocations may be more likely to occur.
- Science Functions: Norwich. This scenario attempts to model the needs of technical specialities within the public sector. A large proportion of staff will have a first degree and a significant proportion will have further qualifications. Access to an appropriate skills base is critical. It is likely that Norwich finished in the top quartile under this scenario due to the presence of UEA with leading relevant departments such as the School of Environmental Science and the Norwich Research Park specialising in human health, plant and life science research.

Approaches used elsewhere

3.105 Nottingham City Council were approached to provide details on the approach they are taking towards furthering their bid to secure a public sector relocation. This step was taken in response the findings of the report detailed above, which recommended Nottingham as a suitable location for an interactive contact centre, higher value back office function, policy function and science function.

3.106 To further its bid, Nottingham City Council has set up a project team and is about to appoint a full time project manager / champion. The approach the team has adopted is currently completing the following tasks:

- Identification of existing business and university links and contacts within central Government departments and developing relationships with these contacts through a process of communication
- Identifying land and property which is suitable to particular functions recommended for Nottingham in the King Sturge report and producing marketing materials for each site
- Promoting the image, particularly quality of life, of Nottingham through targeted marketing (creation of a new inward investment web-site and promotional materials).

¹ DNF: did not feature (in the top quartile of suitable locations)

4 Economic Baseline

Economic Baseline: Summary

- Norwich District supports more than 92,300 jobs, 50,000 of which are taken by commuters travelling into the District.
- The employment profile of the city is predominantly service-led with public sector (government health and education) and financial and business services accounting for over one quarter of total employment.
- Norwich is the most deprived District in the Eastern region according to the 2004 IOD survey.
- Financial services operates as a cluster in Norwich and is a key driver of the local economy. Sectoral growth has been strong and is forecast to continue. Likely to place demand on high quality employment land and premises.
- The creative industries, media and publishing sector experienced mixed trends. New media sectors have performed well whilst more traditional sectors have declined. Difficult sector to plan for in terms of land and premises.
- The energy sector is small and has performed poorly in Norwich. However, renewables energy activity led by UEA is internationally renowned. Currently in its infancy, this is a potential future growth sector, especially in the field of R&D.
- The wholesale, retail trade has experienced significant historic growth and is forecast to continue to do so. Presently the Chapelfield development will provide a supply of high-quality premises. Demand for land and premises is however, likely to remain strong.
- The Transport, storage and communications industry has performed well in recent years, due largely to Norwich's location. None of the sites in this study are suitable for these types of land uses.
- The engineering and electronics sector has experienced varied success. Some, advanced sectors have experienced employment growth linked to aerospace and motorsport industries. Demand for land and premises is unlikely to be strong. Potential to recycle older, vacant industrial land.
- The health and life sciences industry represents Norwich's second cluster. Based at the Norwich Research Park, this industry has performed well and should continue to do so. The demand for land and property is however difficult to predict given the specialised nature of the activities.
- Employment in the public sector has grown significantly in recent years and is forecast to continue doing so. However, the demand for land and property is based on policy decisions and not historic sectoral performance.
- The ICT sector has experienced mixed trends. Some sectors linked to software have experienced strong performance. Potential to link with the hub in Cambridge and capitalise on existing key tenants.
- The tourism sector has performed poorly in recent years with losses in employment. However, broader trends at the national level show this is a long-term growth sector. Norwich has a strong offer.
- The agriculture and food processing sectors have historically been at the centre of the local economy. Both sectors, especially food processing, are structurally vulnerable. Food processing is more likely to provide a supply of future brownfield land such as the examples on King Street.

Introduction

- 4.1 This section constitutes the findings of our economic analysis. This work is intended to guide and inform our recommendations for future land uses on each of the specific sites. The section begins with a summary baseline which outlines trends in employment, business creation, unemployment and deprivation. The second part of the section is focussed on detailed sectoral employment trends.
- 4.2 The Norwich sub-region occupies an important location in the northeast of the East of England region and plays a key role at the heart of the Norfolk economy. Whilst having many strengths such as high concentrations of financial service companies and Europe's leading R&D cluster specialising in health and life sciences, data shows that Norwich also has pockets of severe deprivation.
- 4.3 The following paragraphs are taken from the Norwich Economic and Labour Market Assessment (NELMA, 2004) which will inform the development of a new economic strategy for the City. They highlight a number of key trends and are intended to provide a background to the detailed sectoral employment analysis that follows.

Headline Employment Trends

- 4.4 Norwich District supports more than 92,300 jobs, more than 11% of all employment throughout the County of Norfolk. Of the 92,300 jobs in the Norwich area, only 42,000 are taken by District residents meaning that approximately 50,000 workers commute into the area from other Districts (NELMA, 2004).
- 4.5 The employment profile of the City is principally service-led with the Public Sector (Government, Health and Education) and the Financial and Business Service sectors accounting for over one quarter of total employment. In addition to this, another service-oriented sector (Distribution, including Retail, Hotels and Restaurants) was the third largest employer in 2001, accounting for 24% of total employment.

Businesses

- 4.6 At the end of 2002, there were 3,200 companies in Norwich District registered for VAT (with turnover of more than £52,000). This represents an increase of 8% since 1994, compared to only 1% at the County level and between 1% and 2% in the neighbouring Districts of Broadland and South Norfolk (ABI, 2004).
- 4.7 Table 4.1 below shows which industry VAT registered businesses in Norwich District are in, compared to Great Britain, the East of England and Norfolk. It highlights that in 2002, Norwich District had a greater proportion of businesses operating in the wholesale and retail, hotels and restaurants and real estate/renting and business service sectors than all three other geographies.

Table 4.1: VAT Registered Businesses by Sector (2002)

	% of all VAT registered businesses			
	Great Britain	East of England	Norfolk	Norwich
Agriculture; fishing	7	7	14	1
Mining; energy/water	0	0	0	0
Manufacturing	9	9	9	9
Construction	11	13	13	7
Wholesale & retail	22	21	22	26
Hotels & restaurants	7	6	8	10
Transport & comms	5	5	4	3
Finance	1	1	1	2
Real Estate	29	29	20	30
Public admin; other	9	8	7	9
Education; health	1	1	1	2
Total	100	100	100	100

Source: ABI, 2004

- 4.8 Research in the NELMA indicated that the majority of VAT registered businesses in Norwich are relatively small; around 94% of companies employ fewer than 50 people, 3% employ between 50 and 250 and only 1% employ more than 250 people.

Unemployment

- 4.9 Unemployment has fallen significantly across Great Britain over recent years; a trend that has been mirrored in Norwich. In August 1995, 6,919 people were registered unemployed. By August 2003, this figure had fallen to 2,555. Although this reduction is significant, the proportion of those registered unemployed in Norwich, 3.3%, remains greater than the proportion unemployed throughout the UK as a whole (2.6%) and throughout Norfolk (1.9%).

Deprivation

- 4.10 Despite strong economic performance in certain domains, Norwich is the most Deprived District (by IoD score) in the Eastern region, and the 61st most deprived District nationally (from a total of 354 local authority areas). The latest Index of Deprivation survey (2004) broke Norwich down into 79 super output areas (SOAs). 29 SOAs in Norwich (37%) are in the 20% most deprived nationally as measured by the overall Index of Deprivation 11 of these are in the 10% most deprived nationally.

Detailed Sectoral Employment

Introduction

- 4.11 The section below describes patterns of sectoral employment change in the Norwich (Planning) Policy Area ((NPA) see Appendix D for definition) in comparison with Great Britain, the East of England, and Norfolk over the period 1998 to 2002. Where possible, alongside this we describe employment growth forecasts for relevant sectors over the period 2002-2010. These forecasts are only for the Norwich District area that does not directly correspond with the geography used in the historic analysis.
- 4.12 Our employment analysis examines growth trends occurring in a number of different industries. We have focussed on those key sectors/clusters outlined in the Shaping the Future Strategy² and a number of other broad industrial sectors that exhibit growth trends. The section combines analysis focussing on the broad "industry" i.e. engineering and electronics, with analysis of the sectors i.e. the manufacture of motor vehicles, that make up the industry. This approach was taken to ensure that we understand broad industry level trends and the detailed sectoral forces that are driving them. The sectors we have analysed are as follows:
- Financial and Business Services
 - Creative Industries, Media & Publishing
 - Energy
 - Engineering and Electronics
 - Health and Life Sciences
 - Information Communications Technology
 - Public Sector
 - Tourism
 - Agriculture and Food Processing
 - Construction
 - Wholesale/retail trade, repair
 - Transport, storage and communication.
- 4.13 The data we have used for the historic analysis (1998-2002) was obtained from NOMIS. The employment data itself is provided by the ABI (Annual Business Inquiry). The ABI is an annual business survey that collects employment information.

- 4.14 The data we have used for the forecasting exercise was provided by and Cambridge Econometrics (CE) for the period 1980-2010. We have analysed data for the period 2002-2010 for the Norwich City Council area to follow on directly from our historic analysis. Ward level data or data for other Districts was not available. We have therefore not been able to replicate the geography of the historic analysis.

Financial and Business Services

- 4.15 The financial and business services industry has experienced employment growth of 11% (246,257 jobs) across Great Britain over the period 1998-2002 (see Table 4.2). The East of England has experienced a decline in total employment of 4% (8,162 jobs), and Norfolk a decline of 12% (3,418 jobs). The NPA has also experienced a decline in total employment of 11% (2,595 jobs) due largely to the consolidation of certain activities within a number of major local firms.
- 4.16 The strength of the industry in the NPA can be seen in Table 4.3. Financial and business services represents 15% of total employment in the NPA in 2002 compared to 10% at the national level, 9% at the regional level and 9% at the County level.
- 4.17 Life insurance and labour recruitment (7,674 jobs and 3,472 jobs respectively) account for the largest quantities of employment in the NPA's financial and business services industry. Both sectors have experienced strong growth of 18% (1,176 jobs) and 46% (1,086 jobs) respectively over the period 1998-2002. Together these sectors account for 54% of all employment in the financial and business services industry.
- 4.18 Whilst the industry experienced growth at the national level, throughout the East of England, Norfolk and the NPA, employment in financial and business services declined over the period 1998-2002.
- 4.19 The financial and business services industry is widely considered to be one of the key growth areas in the future for modern economies. The NPA has considerable strength in the financial services sectors with the largest concentration of such businesses in the East of England and the only other school specialising in financial services outside of London. The Financial Industry Group (FIG) was initiated by the STF partnership recognising this strength and has been tasked with helping the industry to remain buoyant locally and develop it further.
- 4.20 Analysis of the NPA at the sectoral level highlights the strength of financial services in the area with the life insurance sector experiencing growth of 18% or 1,176 jobs over the period 1998-2002.
- 4.21 The financial services element of the industry has significant strength in depth in the NPA, exhibiting characteristics of an economic cluster. For example, a number of leading national and international firms such as Barclays originated in Norwich and a number of leading financial service firms currently have their national headquarters in the city. Consultations with FIG indicated that key personnel from large local firms have spun-out to create numerous, more specialist financial service firms; and as noted above, the city is the only other location outside of London to have a specialist educational facility.

² This excludes analysis for boat building

- 4.22 The largest employers in the sector in the NPA are at present, the Norwich Union, which employs around 8,500 staff, Marsh which employs over 8,500, Virgin with 1000 staff and Virgin/Morley with 500 staff. There is also a large number of firms with around 100 employees which have “spun-out” of these big four employers. FIG indicated that these smaller firms are more numerous and often exhibit dynamic growth patterns.
- 4.23 Employment growth forecasts for Norwich District over the period 2002-2010 (see Table 4.6) indicate that employment in other business services could grow by 8% (1,100 jobs) in insurance by 9% (800 jobs), and in professional services by 7% (500 jobs).
- 4.24 **The financial and business service sector is likely to exert significant demand on land and premises in the NPA in the future. The type of space required is typical of that provided on modern business park developments; for example at Broadland Business Park. Financial and business service companies require modern, high-quality office space that is readily accessible by road and rail. Of the sites under consideration in this study, those with the greatest potential to provide significant additional accommodation for this sector are the Deal Ground and Utilities Sites.**

Creative Industries, Media and Publishing

- 4.25 The creative industries, media and publishing industry has experienced employment growth of 8% (52,282 jobs) between 1998-2002 in Great Britain and 1% (571 jobs) in the East of England (see Table 4.2). However, within Norfolk employment has declined by 6% (508 jobs) and in the NPA by 26% (1,456 jobs). Table 4.3 shows that the proportion of the NPA’s total employment engaged in the industry is similar to that at the national, regional and county levels.
- 4.26 The sector that accounts for the largest proportion of employment in the creative industries media and publishing industry in the NPA is radio and television activities, representing 21% total employment or 872 jobs in 2002. This sector has experienced an increase in employment of 23% over the five-year period, increasing by over 150 jobs. This growth is due largely to the two principal terrestrial television providers siting regional offices in Norwich (BBC and Anglia TV (ITV)). The second largest sector within the NPA is printing, which has experienced employment decline of 48% over the period 1998-2002, losing more than 700 jobs.
- 4.27 It is apparent that the decline in total employment in the creative industries, media and publishing industry in the NPA masks an important positive sectoral trend. Whilst “traditional” printing, publishing and related sectors experienced losses of employment – accounting primarily for the overall trend – numerous “new media” sub-sectors such as radio and television activities experienced employment growth.
- 4.28 Forecasts provided for Norwich District unfortunately do not include data for the growth sectors within the industry. One “traditional” sector (paper print and publishing) is identified however, but is not forecast to experience any change in employment over the period 2002-2010. It is therefore very difficult to judge how the sectors that make up the “new media” sub-sectors will perform as there is no equivalent data.

- 4.29 A number of factors do however indicate likely future trends in employment in the NPA. The presence of a number of key organisations such as the BBC, Anglia Television and the Norwich School of Art & Design are likely to provide a stimulus for future employment growth in new-media sectors. In addition, Adobe software has its national headquarters in the city and represents another key local economic driver.
- 4.30 **The implication of these mixed trends in employment for land and property in the NPA is difficult to judge. The presence of Anglia TV and BBC, the two largest players in regional television means that with the possible exception of Sky TV, there is limited scope for other key players locating a new regional operation in Norwich. Other new media growth sectors are predominately small in comparison and are characterised by micro or small to medium enterprises.**
- 4.31 **Future demand for land and premises is therefore likely to be focused on small sites and premises which any of the sites – if developed to incorporate employment uses, could realistically provide. Research however, would suggest that many of the creative industries can often only afford relatively low rents. Furthermore such business often locate in compact urban quarters to benefit from positive creative synergies. These would traditionally be in locations that might be considered “bohemian” and are already serving a creative function. None of the strategic sites under consideration within this study meet these criteria and as such we consider it unlikely that significant scope exists for this sector on these sites. However we would note that waterside locations elsewhere have attracted media, particularly television companies (for example Liverpool Docks, and more recently the relocation of the BBC from Pebble Mill Studios in Birmingham to the ‘Mailbox’ development). There may therefore be some potential for a media presence as part of the regeneration of the Riverside area.**

Energy

- 4.32 Employment in the energy industry has declined by 6% (7,774 jobs) across Great Britain over the period 1998-2002. This trend is reflected across all of the sub-areas with a decline of 43% (4,656 jobs) at the regional level, 25% (476 jobs) across Norfolk and 58% (242 jobs) throughout the NPA (see Table 4.2).
- 4.33 The energy industry is not a large employer in the NPA. It accounts for only 0.1% of total employment or 172 jobs (see Table 4.3).
- 4.34 The Norfolk and Suffolk coast has traditionally been at the centre of the offshore oil and gas industry. Companies extracting oil and gas from the North Sea and those servicing the process have clustered along the coast and around ports to be in close proximity to the sites of extraction. Sources of oil and gas are however, slowly being exhausted or are becoming no longer financially viable in comparison to locations elsewhere. This long-term trend has meant a gradual decline in traditional energy employment in the NPA and across the entire region.
- 4.35 With the release of the Energy White Paper in 2002 and the subsequent Round One development of offshore wind farms at locations off the Norfolk coast, there is considerable activity and the potential for significant employment growth in the emerging renewable energy sector. The ABI Standard Industrial

Classification, the source of our employment data does not however cover renewable sectors, making analysis from this source impossible.

4.36 Because the NPA is landlocked it is highly unlikely that any of the “heavier” production and assembly activities relating to offshore wind (the most advanced of the renewable sources) would consider locating in the area. The NPA could however benefit from this emerging technology in another way. The University of East Anglia (UEA) is home to the School of Environmental Sciences which is one of the leading institutions for energy research in the world. It is possible that this institution could form an important driver in renewables R&D for the NPA.

4.37 **The renewable energy industry is in its infancy. It is supported by a number of sector-specific bodies such as Renewables East and the East of England Energy Group (EEEGR). Proposals for innovation centres and incubator units are currently being developed across the region. Due to the relative youth of the sector and fact that it is hidden statistically, it is difficult to make any robust conclusions about its requirement for land and property.**

Engineering and Electronics

4.38 The engineering and electronics industry has experienced a decline in employment across Great Britain and the East of England over the period 1998-2002. At the national level, employment has declined by 16% (265,840 jobs) and at regional level by 15% (22,692 jobs). Total employment in the industry fared better in Norfolk and the NPA with employment remaining relatively stable with 1% growth at County level and 2% decline in the NPA (see Table 4.2).

4.39 The proportion of total employment represented by engineering and electronics in the NPA (5%) is similar to that at the national, regional and county level (see Table 4.3). The sectors accounting for the largest proportion of employment in the engineering and electronics industry are the manufacture of machinery and equipment and the manufacture of fabricated metal products, together they account for around 3,000 of the 5,833 jobs in the industry.

4.40 Within the NPA the manufacture of fabricated metal products has experienced a decline in employment of 17% whilst employment in the manufacture of machinery and equipment has grown by 7%. These trends are significant because the two sectors are the largest employers in the industry. In addition to this, the decline in the traditional manufacturing sector and growth of the more advanced sector could indicate a wider industrial shift away towards advanced manufacturing / engineering processes.

4.41 The sectors exhibiting the highest levels of proportional employment growth in the NPA are the manufacture of radio, tv/communications equipment (97%) and the manufacture of motor vehicles, trailers etc (67%). Each sector accounts for between 13% and 18% of total industry employment and is also evidence of the trend noted above of a movement towards employment in advanced engineering.

4.42 Employment in engineering and electronics has declined in all but three sub-sectors at the national level and in all but one sub-sector at the regional level leading to significant total losses in both areas. As stated above, total employment remained relatively stable over the same period in Norfolk and the NPA with both areas experiencing growth in a number of sectors.

- 4.43 Employment growth in Norwich and the NPA has occurred largely in sub-sectors that could be grouped as “advanced engineering activities”. This includes the manufacture of tv/communications equipment and the manufacture of machinery and equipment. This group also includes the manufacture of motor vehicles and trailers linked to the growth of motorsport activities centring around the Lotus/Proton facility at Wymondham and Snetterton, or what is becoming known locally as “motorsport valley”.
- 4.44 **The implications of these trends for land and property are mixed. Whilst some sectors have experienced growth, others have experienced decline. We consider that this dual trend of growth and decline and an acknowledgement of the similar property-type requirements for companies old and new will mean that any growth sectors might best be served by land/premises vacated by those sectors in decline. These types of premises will normally be found in existing industrial areas. We anticipate for example that the site on the Airport Industrial Estate at Hurricane Way could provide space for companies in advanced engineering. However, manufacturers may also find locations such as the Utilities site and Deal Ground appropriate for these activities subject to the availability of appropriate accommodation.**

Health and Life Sciences

- 4.45 Across Great Britain the health and life sciences industry has experienced growth in employment of 11% (204,370 jobs) over the period 1998-2002. The Eastern region has performed less well with employment growth of 6% (8,689 jobs). Such growth has not occurred in Norfolk and the NPA which have experienced a decline in industry employment of between of 2-5% (see Table 4.2).
- 4.46 The proportion of total employment in the NPA engaged in health and life sciences is marginally higher than the proportion engaged in the same industry at the national, regional and county level demonstrating the relative strength of Norwich in this field (see Table 4.3).
- 4.47 The hospital activities sector accounts for around 60% of total industry employment throughout the NPA, employing 8,537 people in 2002. This sector experienced a decline in employment of 6% (539 jobs) over the period. The next largest employers in the industry are medical practice activities and other human health activities; the former experienced growth of 6% (54 jobs) and the latter growth of 5% (50 jobs).
- 4.48 Employment growth forecasts for Norwich District do not provide details of many specific health and life science sectors. The forecasts do however show that over the period 2002-2010, health/social is forecast to experience a significant increase in employment of 700 jobs (11%).
- 4.49 Historic analysis does not indicate significant growth trends for the health and life sciences industry but forecast employment trends point towards a more positive future. These mixed trends and the specialised nature of the sector make assumptions about future land and property requirements problematic. However if the industry expands in the future it is likely that this growth will be based in or around the existing Norwich Research Park at Colney and the Norwich and Norfolk Community Hospital.
- 4.50 **The Norwich Research Park (NRP) is home to a number of the largest research and development facilities in this industry within Europe and represents a cluster. The current occupants include the Institute for Food Research, the John Innes Centre and the Sainsbury Research Laboratories. In addition to this the Norwich and Norfolk Community Hospital has a number of specialist**

departments focusing on health care. The positive synergies to be gained from co-location such as this are significant. The NRP is in our view the most appropriate location for health and life science activities in the future³.

Public Sector

- 4.51 The public sector has experienced strong growth in total employment across all areas studied over the period 1998-2002. At the national level, total employment has increased by 11% (342,762 jobs) over the period. At the regional level, employment has increased by 9% (25,515 jobs), across Norfolk and the NPA employment has grown by 17% (5,660 jobs) and 15% (2,427 jobs) respectively (see Table 4.2).
- 4.52 The significant proportion of total employment in the NPA involved in the public sector (13%) is similar to the proportion witnessed at the national, regional and county level (see Table 4.3).
- 4.53 Of the sectors making up the industry, primary education has experienced the highest level of actual employment growth in the NPA with an increase of 966 jobs (34%) over the five years studied. The three largest sectors in the industry in the NPA are administration of the state, primary education and higher education, each accounting for around 20% of total employment (60% in total or 12,500 jobs).
- 4.54 None of the sectors making up the public sector experienced a decline in employment over the period 1998-2002 in the NPA. The sector that experienced the highest percentage employment growth at 45%, was adult other education although this only equated to 228 jobs.
- 4.55 Sectoral analysis at all levels indicates that the public sector can be divided into two groups; first, education which experienced significant employment gains and second, local government services which experienced stability or in some instances employment decline. Employment growth forecasts for Norwich District support this, with education forecast to experience increases in employment of 12% (900 jobs) and public admin and defence forecast to experience marginal growth of 2% (100 jobs) over the period 2002-2010.
- 4.56 Whilst the public sector – in particular education – has experienced employment growth and is forecast to do so, assumptions about the demand for land and property are problematic. Unlike other market driven sectors, the expansion and or development/relocation of new public sector facilities is driven by policy decisions. Consultations with relevant public sector bodies are detailed in Section Three.
- 4.57 Inputs made to the Lyon's Review of Public Sector Relocation by King Sturge indicated that of the 356 national districts/unitary authorities. Norwich should be considered one of the 25 most suitable locations in the UK for the relocation higher value back office junctions, policy functions and science functions.
- 4.58 **Of the strategic sites in this study, the Deal Ground and the Utilities Site would be the most appropriate for public sector relocations due to their proximity to the railway station, existing local government services and capacity. The provision of additional housing on a number of sites within the study is likely to create a requirement for additional public services and school**

³ The Norwich Research Park is being analysed as part of the Norfolk Strategic Employment Sites Study being undertaken concurrently.

places. These issues will need to be taken account of in discussions concerning planning agreements to investigate the impact of the proposals upon the local area.

- 4.59 **Other sites within the study such as Anglia Square may present opportunities for refurbished office accommodation that could be suited to the provision of relocated public sector office functions. This would need to be tested against alternative locations.**

Information and Communications Technologies (ICT)

- 4.60 The ICT industry has experienced strong employment growth across all of the areas studied over the period 1998-2002 (see Table 4.2). Great Britain experienced total employment growth of 29% (166,425 jobs), the East of England 14% (9,210 jobs), Norfolk 21% (572 jobs) and the NPA 14% (253 jobs).
- 4.61 The proportion of total employment in ICT within the NPA (1%) is lower than that at both the regional and national levels (see Table 4.3). This indicates a marginal under performance of the high-tech sector in the NPA.
- 4.62 The telecommunications and the software consultancy and supply sectors are the largest employment sectors in the NPA within the ICT industry accounting for 53% and 25% of total employment respectively. These sectors experienced employment growth of 8% and 11% respectively over the period 1998-2002.
- 4.63 It is difficult to assess the growth of employment in the ICT industry from the forecasts provided for Norwich District because they show employment growth forecasts for only one relevant sector; computing services. This sector is forecast to experience growth in employment of 33% (200 jobs) over the period 2002-2010.
- 4.64 The NPA benefits from a number of factors that have helped the growth of the local ICT industry. Cambridge is perhaps the UK's most important location for high-tech, ICT activities. Its influence as an economic driver extends beyond its District boundaries. Strategies have been developed to spread the growth benefits of Cambridge to Oxford (The Oxford to Cambridge Arc) and to Ipswich (the Ipswich to Cambridge corridor). Given the relatively high property values in Cambridge and the increasingly good links from the city to Norwich, it is foreseeable that Norwich may also benefit from the "Cambridge Phenomenon". Indeed research has shown that Norwich is an important location for software firms and is home to Adobe's national headquarters a significant employer and industry player.
- 4.65 **Demand for land and property from the ICT industry usually centres on business/science park locations. These are often greenfield sites with good access to road and rail transport. Of the sites within the study, those with the greatest potential to accommodate additional ICT business are the Utilities site and Deal Ground. This is because these sites are well located close to the strategic transport network (notably the railway station) and provide sufficient land to accommodate the type of office and workshop/laboratory required by the companies within this sector. The provision of broadband / high bandwidth communications will be essential to attract firms in the ICT sector to this (or any other) location.**

Tourism

- 4.66 Total employment growth in the tourism industry in Great Britain and the East of England has been strong over the period 1998-2002. Great Britain experienced growth of 12% (230,004 jobs) with the East of England experiencing the same percentage growth of 12% (18,705 jobs). Total employment in tourism in Norfolk and the NPA however has declined by 18% (5,218 jobs) and 15% (1,666 jobs) respectively (see Table 4.2).
- 4.67 As a result of this contraction, the proportion of total employment in the NPA engaged in tourism was marginally smaller than at the national, regional and County levels (see Table 4.3).
- 4.68 The largest employers in the tourism industry in the NPA were restaurants and bars, each accounting for around 25% of total industry employment in 2002. However, both sectors experienced respective employment decline of 12% (328 jobs) and 32% (1,029 jobs) over the period 1998-2002.
- 4.69 The sector that experienced the greatest employment growth in the NPA over the period 1998-2002 was other sporting activities. Employment in this sector increased by 527 jobs over the period.
- 4.70 The only tourism sector to feature in the employment growth forecasts for Norwich District was hotels and catering. This sector is forecast to experience an increase in employment of 600 jobs (11%) over the period 2002-2010.
- 4.71 **All of those sites with river frontage and proximity to Norwich city centre have the realistic potential to provide appropriate space for tourism employment. The riverside sites (St Anne's Wharf, Reeds Flour Mill and Paper Mills Yard, Deal Ground and the Utilities Site) could all provide leisure and tourism facilities linked to boating on the Broads. The Norfolk Broads is one of the most popular tourist destinations in the East of England and was recently designated a National Park. This significant strength, when paired with the wealth of attractions to be found in Norwich means the route into the city, via the river, has significant potential in terms of providing moorings, accommodation, bars, restaurants and other leisure facilities.**
- 4.72 **It is also worth noting the potential for the Deal Ground site to provide water-related tourist activities. Discussions have been held in the past concerning the provision of a marina in this location as part of a waterside mixed-use development. The potential of this location for such a use should be explored.**

Agriculture and Food Processing

- 4.73 The agriculture and food processing industry (excluding MAFF/DAFF agricultural data) has declined by 6% (31,653 jobs) across Great Britain over the period 1998-2002. The East of England has experienced a decline of 12% (7,039 jobs). In comparison Norfolk has fared well and only experienced a decline in employment of 1% (162 jobs). Agriculture and food processing employment within the NPA has declined by 307 jobs (21%) over the period (see Table 4.2).
- 4.74 The sector represents less than 1% of total employment throughout the study area, a smaller proportion than at the national and regional levels (both 2%) and smaller than the equivalent figure at the county

level. This pattern is largely due to the fact that the NPA is predominantly urban in comparison to the other geographies (see Table 4.3).

- 4.75 The sectors of the agriculture and food processing industry that account for the largest body of employment in the NPA are the production / preservation of meat, the manufacture of other food products and the processing / preservation of fruit and vegetables. Together these sectors equate to around 900 of the 1,190 jobs in the entire industry. Detailed analysis indicates neither significant growth nor significant decline in employment for any of the sectors that make up the industry.
- 4.76 Historically, the NPA or the City of Norwich has been at the centre of the agricultural economy of Norfolk and has thus acted as the hub of the local food processing industry. The sector remains an important local employer and part of Norwich's heritage, through the continued presence of well renowned local firms such as Colmans. However, forecasts for employment for the sector in Norwich District show a pattern of overall decline at all levels. Employment forecasts indicate that agriculture, food and drink will lose a total of around 1,000 jobs over the period 2002-2010 in Norwich District (see Table 4.6).
- 4.77 **The agriculture and food processing industry is not likely to generate additional demand for land and premises in the NPA. The negative employment forecasts for the sector (specifically the food processing elements) indicate that the industry is more likely to provide a supply of brownfield land as employment continues to decline and local firms close and/or leave the area. One of the sites that this study has been asked to consider, that of the former Reeds Flour Mill on King Street is clear evidence of the decline in this sector and indicative of what may happen to other similar employers in the future.**

Table 4.2: Employment Change for Key Sectors / Clusters 1998-2002

	Great Britain		E of England		Norfolk		Norwich Policy Area	
	Change		Change		Change		Change	
	Actual	%	Actual	%	Actual	%	Actual	%
Financial & Business Services	246,257	11	- 8,162	- 4	- 3,418	- 12	- 2,595	- 11
Creative Industries	52,282	8	571	1	- 508	- 6	- 1,456	- 26
Energy	- 7,774	- 6	- 4,656	- 43	- 476	- 25	- 242	- 58
Engineering & Electronics	- 265,840	- 16	- 22,692	- 15	134	1	- 96	- 2
Health & Life Sciences	204,370	11	8,689	6	- 843	- 3	- 328	- 2
Public Sector	342,762	11	25,515	9	5,660	17	2,427	15
ICT	166,425	29	9,210	14	572	21	253	14
Tourism	230,004	12	18,705	12	- 5,218	- 18	- 1,666	- 15
Agriculture & Food Processing	- 31,653	- 6	- 7,039	- 12	- 162	- 1	-307	-21

Source: ABI, 2004 (excludes activities aux. to insurance/pension funding for NPA in 1998)

Table 4.3: Total employment in Key Sectors / Clusters

	Great Britain		E of England		Norfolk		NPA	
	Sector emp.	% of total	Sector emp.	% of total	Sector emp.	% of total	Sector emp.	% of total
Financial & Business Services	2,450,488	10	192,965	9	26,295	9	20,497	15
Creative industries	715,114	3	57,575	3	7,494	2	4,128	3
Energy	123,644	0.5	6,286	0.3	1,453	0.5	172	0.1
Engineering & Electronics	1,368,675	5	132,753	6	15,698	5	5,833	4.3
Health & Life Sciences	1,988,692	8	164,534	7	26,141	9	14,360	10.5
Public sector	3,569,914	14	295,084	13	39,718	13	18,737	13
ICT	735,241	3	73,741	3	3,254	1	2,327	1
Tourism	2,144,668	8	180,426	8	24,150	8	9,408	7
Agriculture & Food Processing	502,544	2	50,693	2	14,975	5	1,190	0.9

Source: ABI, 2004

Additional Growth Sectors

- 4.78 The following paragraphs describe trends of employment growth in other broad industrial sectors throughout the NPA over the period 1998-2002. Although these sectors were not highlighted in the STF strategy they remain important sources of local employment and exhibit trends of historic and in some cases forecast growth.
- 4.79 Six broad industrial sectors experienced employment growth over the period 1998-2002. These are construction; wholesale/retail trade, repair; transport storage and communications; real estate, renting and business activities; education; and, other community, social/personal services. Trends occurring in the latter three sectors have been addressed in the key sectors / clusters analysis above. Trends occurring in the remaining three sectors are detailed below.

Wholesale/retail trade, repair

- 4.80 The wholesale/retail trade, repair industry experienced employment growth of 11% or 1,663 jobs over the period 1998-2002 in the NPA (see Table 4.4). The level of growth of employment in the NPA in this industry exceeded that at all other scales analysed (Norfolk; 6%, East of England: 7%, Great Britain: 6%). This large increase in the NPA is an indication of the current success of the location as a retail destination.
- 4.81 **In addition to this historic growth in employment, the retailing sector is also forecast to experience growth in employment of 400 jobs over the period 2002-2010 in Norwich District (see Table 4.6). It is anticipated that much of this growth will be accommodated in the new Chapelfield retail scheme. However, of the sites in the study, Anglia Square would be the most appropriate for additional retail development. The existing development already plays an important role as a regional retail centre and could potentially accommodate additional complementary provision, as part of a mixed use regeneration proposal.**

Construction

- 4.82 The construction industry experienced employment growth of 38% or 1,916 jobs over the period 1998-2002 (see Table 4.4). This proportional increase is on a similar scale to that at the regional level but significantly greater than the County level (7% or 906 jobs) and national level (4% or 44,606 jobs). In addition, the industry is forecast to experience employment growth of 2% (100 jobs) over the period 1998-2002 in Norwich District.
- 4.83 Although these growth trends are significant, it is – due to the inherent nature of the industry – impossible to plan for in terms of land and premises. However, these statistics are an important indicator of the health of the local development industry in the NPA.

Transport, storage and communication

- 4.84 The transport, storage and communication industry experienced a greater proportional increase in employment in the NPA than the three other geographies studied. Employment in the sector grew by

27% (1,477 jobs) compared to 10%, 2% and 10% in Norfolk, the East of England and Great Britain respectively. In addition to this, the distribution sector is forecast to experience employment growth of 2% or 100 jobs in Norwich District for 2002-2010.

- 4.85 **This sector is however “land hungry” and requires good access to major road networks. In addition, these types of employment uses also have significant environmental externalities. All of the sites in the study are in relatively built-up areas and none have direct access to major regional roads. Activities within this sector also tend to be comparatively ‘low density’ in terms of land use and employment. Industry characteristics such as these that all of the strategic sites under consideration in this study are inappropriate for such uses. There may be an exception to this in the case of potential rail-freight opportunities presented by the Utilities site, although we would not encourage the wholesale use of this site for such activities.**

Table 4.4: Employment Change for Broad SIC Sections 1998-2002

	Great Britain		E of England		Norfolk		NPA	
	Change 98-02		Change 98-02		Change 98-02		Change 98-02	
	Actual	%	Actual	%	Actual	%	Actual	%
Agriculture, hunting and forestry *	6,862	12	971	11	223	10	-118	-100
Fishing	- 5,912	- 47	- 764	- 81	- 165	- 70	-3	-75
Mining and quarrying	- 11,793	- 16	162	5	131	9	125	189
Manufacturing	- 625,451	- 15	- 45,797	- 13	- 2,817	- 6	-2,225	-13
Electricity, gas and water supply	- 1,983	- 1	- 3,230	- 26	- 305	- 32	-326	-57
Construction	44,606	4	24,751	26	906	7	1,916	38
Wholesale/retail trade; repair, etc	245,304	6	28,900	7	3,684	6	2,663	11
Hotels and restaurants	139,326	9	10,598	8	- 7,015	- 28	-2,409	-26
Transport, storage and communication	141,010	10	2,400	2	1,340	10	1,477	27
Financial intermediation**	52,392	5	- 12,127	- 14	- 5,458	- 28	366	2
Real estate, renting, business activities	421,865	12	31,577	10	6,662	21	5,361	33
Public admin/defence; social security	- 31,335	- 2	- 14,470	- 13	- 751	- 5	453	7
Education	374,096	20	39,985	25	6,409	32	1,973	20
Health and social work	274,880	11	12,718	6	- 247	- 1	-783	-5
Other community, social/personal service	208,743	18	20,750	22	2,993	23	1,104	21
Private households with employees	-	-	-	-	-	-	-	-
Extra-territorial organisations/bodies	-	-	-	-	-	-	-	-
Total employment *	1,189,705	5	89,578	4	5,590	2	4,244	3

Source: ABI, 2004

* Excluding MAFF/DAFF agricultural data and financial intermediation data for 1998 in the NEA.

** Excludes activities aux. to insurance / pension funding for NPA in 1998

Table 4.5: Total employment in Broad SIC Sections, 2002

	Great Britain		East of England		Norfolk		NPA	
	Sector emp.	% of total	Sector emp.	% of total	Sector emp.	% of total	Sector emp.	% of total
Agriculture, hunting and forestry	62,183	0.2	9,646	0.4	2,441	0.8	-	0.0
Fishing	6,583	0.0	177	0.0	70	0.0	-	0.0
Mining and quarrying	61,398	0.2	3,596	0.2	1,663	0.5	191	0.1
Manufacturing	3,414,747	13.5	307,363	13.6	47,282	15.4	14,353	10.5
Electricity, gas and water supply	130,296	0.5	9,066	0.4	649	0.2	248	0.2
Construction	1,152,596	4.5	120,688	5.4	13,851	4.5	6,957	5.1
Wholesale/retail trade; repair, etc	4,588,240	18.1	459,839	20.4	61,773	20.1	26,724	19.5
Hotels and restaurants	1,703,199	6.7	136,601	6.1	18,385	6.0	6,902	5.0
Transport, storage and communication	1,553,813	6.1	143,117	6.4	15,003	4.9	6,969	5.1
Financial intermediation	1,086,678	4.3	76,648	3.4	14,040	4.6	11,936	8.7
Real estate, renting, business activities	3,908,359	15.4	357,881	15.9	37,983	12.4	21,499	15.7
Public admin/defence; social security	1,334,662	5.3	95,429	4.2	13,521	4.4	7,065	5.2
Education	2,235,251	8.8	199,655	8.9	26,196	8.5	11,671	8.5
Health and social work	2,794,645	11.0	220,006	9.8	38,708	12.6	15,799	11.6
Other community, social/personal service	1,347,605	5.3	114,028	5.1	15,765	5.1	6,455	4.7
Private households with employees	-	0.0	-	0.0	-	0.0	0	0.0
Extra-territorial organisations/bodies	-	0.0	-	0.0	-	0.0	0	0.0
Total	25,380,255	100	2,253,740	100	307,330	100	136,772	100

Source: ABI, 2004

Table 4.6: Employment Growth Forecasts for Norwich District, 2002 - 2010

	Actual Change	% Change		Actual Change	% Change
Agriculture Etc	-100	-100	Manuf. Nes	-100	-25
Coal Etc	0	0	Electricity	0	0
Oil & Gas	-100	-50	Gas Supply	0	0
Other Mining	0	0	Water Supply	0	0
Food	-200	-29	Construction	100	2
Drink	0	0	Retailing	400	3
Tobacco	0	0	Distribution Nes	100	2
Textiles	0	0	Hotels & Catering	600	11
Clothing & Leather	-600	-35	Rail Transport	0	0
Wood & Wood Prods.	0	0	Other Land Transp.	0	0
Paper, Print & Publ.	0	0	Water Transport	0	0
Manuf. Fuels	0	0	Air Transport	0	0
Pharmaceuticals	0	0	Other Transp. Serv.	0	0
Chemicals Nes	0	0	Communications	200	9
Rubber & Plastics	-300	-17	Banking & Finance	100	5
Non-met. Min. Prods.	-100	-50	Insurance	800	9
Basic Metals	0	0	Prof. Serv.	500	7
Metal Goods	-100	-25	Computing Serv.	200	33
Mech. Engineering	-200	-17	Other Bus. Serv.	1,100	8
Electronics	-100	-25	Public Admin. & Def.	100	2
Elect. Engineering	0	0	Education	900	12
Instruments	-100	-50	Health/social	700	11
Motor Vehicles	0	0	Waste Treatment	-100	-50
Aerospace	-100	-20	Misc. Services	400	7
Oth. Transp. Equip.	-100	-100	Unallocated	0	0
			Total	3,801	4

Source: Cambridge Econometrics, 2004

5 Policy Review

Policy Review: Summary	
<p>Economic:</p> <ul style="list-style-type: none"> ▪ The current RES aims to make the East of England one of the top 20 regions in Europe by 2010 through a number of objectives including the provision of a high quality environment by bringing forward sites for business activity. Brownfield land is specified as a priority location for new development. ▪ The draft RES strategic priorities include ensuring a suitable supply of homes and a supply of high quality business land and premises. ▪ Norfolk Structure Plan 1999 states that the redevelopment of ageing industrial premises will be encouraged and priority will be given to securing infrastructure where its absence is hampering development. The riverside area is specifically identified as a suitable area for mixed use development, including housing. ▪ The STF strategy outlines the vision for the Norfolk economy in 2010, emphasises innovative and dynamic businesses, a skilled workforce and a high quality environment. The strategy identifies 9 key clusters/sectors within the county through which the vision will largely be achieved. ▪ Norwich Economic Strategy 2003-06 strategic priorities include developing transport 'gateways' to Norwich, ensuring an appropriate and accessible supply of business land and supporting city centre development. 	<p>Planning:</p> <ul style="list-style-type: none"> ▪ PPG3 <i>Housing</i> – Sustainable development through a sequential approach providing housing choice and seeking the re-use of vacant or underused land. ▪ PPG3 consultation papers – Excess employment/industrial land should be considered for housing development and an increase in affordable housing provision achieved through measures including a reduction in the site size threshold. ▪ PPG4 <i>Employment</i> – States that economic growth and a high quality environment must be pursued together. Encourages mixed use development, where appropriate, and employment development in sustainable locations. There is a special section on the re-use of urban land. ▪ PPG6 <i>Town Centres</i> – The sequential approach to site selection and justification of "need" to protect and enhance existing town centres. ▪ PPS6 draft – Emphasis is firmly placed on promoting and sustaining town centres. The draft PPS6 is explicit about the types of development covered, i.e. retail, leisure, offices, tourism and small-scale community uses. Local Authorities to plan for and manage decline as well as growth of town centres. ▪ RPG14 draft – States that development for housing, jobs and services should be more closely integrated with each other and with sustainable transport provisions. It also states that the main urban centres will need to play a major role in accommodating growth whilst ensuring good access to public transport.

Introduction

- 5.1 The following section is intended to provide an overview of the economic strategy and planning policy directly affecting Norwich. We have included a review of documents from the national, regional and County level. For each document we summarise the implications of relevant policies on employment land and what this is likely to mean for Norfolk.
- 5.2 The planning policies we have reviewed are as follows:
- PPG 3, *Housing*
 - PPG 4, *Employment land*
 - PPG6, *Town Centres*
 - RPG14, Draft Regional Planning Guidance for the East of England
 - Norfolk Structure Plan
 - (Norwich Local Plan policies are studied in the site proforma)
- 5.3 The economic strategy we have reviewed are as follows:
- Regional Economic Strategy
 - Draft Regional Economic Strategy
 - Shaping the Future Strategy
 - Norwich Economic Strategy

National Planning Policy

PPG3 – Housing

- 5.4 In March 2000 the Government published revised advice on planning for housing in Planning Policy Guidance Note 3. It emphasises that everyone should have the opportunity of a decent home and, so far as possible, a choice of housing. It aims for the housing requirements of the whole community to be met with wider housing choice and better mix of size, type and location of housing.
- 5.5 Sustainable development is a key theme in the advice. This is to be achieved in housing development primarily through the introduction of a sequential test considering sites in the following order and with phased release if sites to reflect this order:
- Urban brownfield sites
 - Sites on the edge of urban area

- Areas beyond the urban area but with good public transport accessibility.
- 5.6 The development of housing at the sites studied in this report is clearly in accordance with the Government's drive to regenerate and make the best use of previously developed, accessible, sites.
- 5.7 In addition to this, the Government recently introduced the requirement for Strategic Environmental Assessments. Driven by a recent EC Directive, SEAs are being introduced to provide a high level of protection for the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development. The SEA requires that environmental assessments are carried out for plans and programmes that are likely to have significant effects on the environment.
- 5.8 It is likely that the adoption of any comprehensive development plans for the sites in this study will be subject to the completion of an SEA. The SEA procedure comprises:
- Preparing an Environmental Report on the likely significant effects of the draft plan or programme
 - Carrying out consultation on the draft plan or programme and the accompanying Environmental Report
 - Taking into account the Environmental Report and the results of consultation in decision making
 - Providing information when the plan or programme is adopted and showing how the results of the environmental assessment have been taken into account.
- 5.9 The guidance confirms that the community's need for a mix of housing is a material consideration that should be taken into account in determining planning applications involving housing. Decisions about the amount and type of affordable housing to be provided in individual proposals should reflect local housing need and individual site suitability and be a matter for agreement between the parties. Both Local Authorities and developers are advised to adopt a flexible approach for to determining the types of affordable housing most appropriate to a particular site.

PPG3 – Consultation papers

- 5.10 In 2003, the Government published two consultation papers to replace guidance in PPG3 and Circular 6/98 "Affordable Housing".

Supporting the delivery of new housing

- 5.11 This consultation proposes the addition of a specific paragraph to PPG3, concerning the potential release of underused / un-viable employment sites for housing use. Planning Minister Rt. Hon. Keith Hill MP, in his ministerial statement that announced the proposed changes to PPG3, states that the Government's experience is that despite the encouragement set out in PPG3 for LPAs to consider their employment allocations for housing, many continue to unnecessarily reserve an excess supply of unneeded employment sites. The proposed change to PPG3 is set out in Annex A of the consultation document.

- 5.12 The essence of the proposal is that planning authorities should allow excess and redundant land earmarked for industrial and commercial uses to be developed for housing unless a convincing case for retention can be made. The new paragraph that encapsulates this policy - if the proposal becomes policy - will be a material consideration in determining planning applications. It complements the current expectation that LPAs should, when reviewing their employment allocations and where appropriate, consider their release for housing.
- 5.13 The Government is also proposing that in addition to the new paragraph in PPG3, to insert into the forthcoming revision of PPG4, the requirement that all LPAs should undertake a review of all land currently allocated for industrial or commercial use. Practice guidance will be provided in due course to help establish realistic assessments of likely take-up. Where there is no realistic prospect for employment use, the guidance will state that the allocation should be removed and consideration given to a residential or mixed-use development.

Influencing the size, type and affordability of housing

- 5.14 To help create mixed and balanced communities, which offer a choice of housing and lifestyle. The ultimate objective of the PPG3 review being to secure the provision of a greater supply of affordable housing through the planning system.
- 5.15 LPAs are to be responsible for assessing the housing needs of their area. They are to set targets that are achievable and consistent within the planned future levels of housing provision. LPAs are to define affordable housing in terms of the relationship between local income levels and house prices or rents for different types and sizes of housing based on an up to date assessment of needs.
- The affordable housing provision sought should not make development un-viable taking into consideration:
 - The costs of bringing the sites to the market (including the implications of competing land uses)
 - The availability of public subsidy
 - Avoiding prescription of tenure.
- 5.16 The consultation paper proposes a change in site threshold so that affordable housing is sought on sites of more than 0.5 hectares or developments of more than 15 dwellings. It also states that on the basis that different types of housing do not make bad neighbours, there is a presumption that affordable housing should be provided on-site except in a limited number of circumstances and only where the LPA and developer consider that a financial payment or an off-site provision would be preferable.

PPG4 – Industrial, commercial development and small firms

- 5.17 PPG4 provides guidance on how planning can help to achieve one of the Government's key aims, to encourage continued economic development in a way that is compatible with its stated environmental objectives. Economic growth and a high quality environment have to be pursued together.

- 5.18 PPG4 recognises that industry and commerce have always sought locational advantage in response to various external factors. These include: the demands of customers; access to raw materials and suppliers; links with other businesses; the workforce catchment area; and various transport considerations. Therefore business often gives high priority to good access to roads, and sometimes rail, airports and ports. The locational demands of businesses are therefore a key input to the preparation of development plans.
- 5.19 The preparation of development plans provides an opportunity to encourage new development in locations that minimise the length and number of trips, especially by motor vehicles and encourage new development in locations that can be served by more energy efficient modes of transport. Locational policies in development plans can help to achieve that objective through reducing the need to travel and encouraging development in areas that can be served by more energy efficient modes of transport, such as rail or water.
- 5.20 PPG4 states that it is now generally recognised that it may not be appropriate to separate industry and commerce-especially small-scale developments from the residential communities for whom they are a source of employment and services. In areas which are primarily residential, development plan policies should not seek unreasonably to restrict commercial and industrial activities of an appropriate scale, particularly in existing buildings, which would not adversely affect residential amenity. It is preferable for buildings to be used appropriately than to stand wholly or partially empty.
- 5.21 There is a specific section on the re-use of urban land, which will apply to all the sites identified in this study. It states that many urban areas contain large amounts of land, once used for industrial purposes but now under-used or vacant. Getting this land back into beneficial use is important to the regeneration of towns and cities. Optimum use should be made of potential sites and existing premises in inner cities and other urban areas, taking into account such factors as accessibility by public transport, particularly in the case of labour-intensive uses. Local planning authorities should identify such areas and indicate their appropriate alternative uses, including industrial and commercial uses, in their development plans, keep up-to-date details on available sites, and provide information about them to potential developers.

PPG6 – Town Centres and Retail Development, June 1996

- 5.22 PPG6, published in 1996, and subsequent ministerial statements set out the most up to date policy position relating to retail and leisure development but a consultation draft of a revised Planning Policy Statement (PPS6) was published in December 2003.
- 5.23 The guidance in PPG6 sets out the Government's overall objectives, to sustain and enhance the vitality and viability of existing centres, focus development in locations that maximise the opportunity to use alternative means of transport, and maintain an efficient, competitive and innovative retail sector. The Guidance confirms that it is not the role of the planning system to restrict competition, preserve commercial interests or prevent innovation.
- 5.24 PPG6 advocates a sequential approach to the selection of sites, giving first preference to town centre sites. Where no central sites exist, consideration should be given to edge of centre sites, and to district and local centre locations before further out of centre development is permitted. In terms of the sites

covered in this report, they are all suited to development and can be considered strong in “sequential” development terms due to their town centre location.

- 5.25 In 2000 the Government clarified its interpretation of the sequential approach, advocating the ‘class of goods’ approach which requires consideration of whether the type of goods proposed to be sold (as opposed to the specific format of development) could be accommodated more centrally if a more flexible approach was taken. Given the position of the sites within the retail hierarchy, some are below Norwich City Centre, the scale of development and the sites’ catchment will determine the scale of retailing permitted.

Draft PPS6: Planning for Town Centres, December 2003

- 5.26 As part of its ongoing review of the planning system, the Government has issued draft Planning Policy Statement 6: Planning for Town Centres (PPS6). The draft guidance was subject to consultation earlier this year and the final version will replace both PPG6 and subsequent Ministerial clarifications.
- 5.27 The current guidance (PPG6) has four objectives with equal weighting; promoting/sustaining town centres and promoting a range and choice of retailing and innovation. The draft guidance shifts this emphasis, with the focus firmly on protecting/sustaining town centres.
- 5.28 Whilst the current PPG6 is not explicit about the types of development covered, the new draft confirms that the policies relate to retail, leisure including cinemas, casinos, offices, arts, culture and tourism uses and small scale community uses. Proposals for mixed use or office development will therefore also now need to comply with these policy requirements.
- 5.29 The Draft PPS6 clarifies that the main policy considerations against which major retail and leisure developments are to be assessed including the need for development, securing an appropriate scale of development, applying the sequential approach to site selection, assessing impact and ensuring locations are accessible. This means that development on the edge of centre sites will be assessed with consideration to the impact of the development on the city centre.

Regional – The East of England

Economic Policy - Regional Economic Strategy 2010 – Prosperity and Opportunity for All

- 5.30 The Strategy was prepared by EEDA and published in 2001. It provides the framework and strategy for the economic development of the East of England for the period 2001-2011. The main goal of the Strategy is to make the East of England one of the top 20 regions in Europe by 2010 whilst incorporating principles of sustainable development.
- 5.31 Of the strategic priorities, the most directly relevant to the development of the strategic sites in this study are:
- Competitive businesses and organisations for a world class region

- The East of England must provide an environment in which existing businesses prosper and grow, new businesses are established and the full potential of individuals and businesses throughout the region is realised.
- Leading edge infrastructure and high-quality environment
- An innovative approach to infrastructure design and investment – in transport, land and buildings, ICT, and a good supply and variety of quality housing – will support business competitiveness while adding value to the quality of life and environment of the East of England.

5.32 The recognised value of high-quality environment is addressed in the strategy, where the RDA notes that the allocation and delivery of sites for business activity is a vital component of meeting business needs. The Strategy states that the first task is to improve the information base and to map the quantity and quality of land for development and its suitability to the needs of modern businesses. Previously used or brownfield land is specified as a priority location for new development. This study will play an important part in furthering these objectives in the Norwich area. The Strategy states that the provision of 'incubator' and small business premises will be promoted and where necessary supported to meet the needs of small and medium sized enterprises in the region. Flexible accommodation to respond to, or stimulate, spin-out business activity from higher education or other research institutions will also be provided. The design and development of high quality, flexible workspace in a high-quality environment will support business innovation and creativity by promoting a positive working environment.

Draft Regional Economic Strategy – Progressing a Shared Vision

- 5.33 A draft RES was published for consultation during May-July 2004 and will replace East of England 2010: prosperity and opportunity for all.
- 5.34 The strategy notes that the quality of life of all who live and work in the East of England can be improved using the principles of sustainable development – urban renaissance and rural vitality; equality and diversity; and regional leadership, coherence, and cohesion in the goals and priorities we pursue.
- 5.35 Strategic goals and priorities include ensuring a suitable supply of homes to support economic growth, ensuring a high quality supply of business land and premises and enabling renaissance and regeneration of the region's communities.
- 5.36 Priority three (ensuring a high quality supply of business land and premises) is expanded upon in the strategy and states that it is important to retain existing employment sites where possible and only sites that no longer meet regeneration and growth objectives should be made available for alternative uses. The Strategy recognises that as part of the statutory planning process, there is a need to identify key land use issues including strategic employment sites to provide a choice of employment locations of a quality and quantity that reflect business needs. The scale of employment site provision and job growth should meet the needs specified in the emerging RPG14. This provision must recognise the needs of different sectors and clusters including knowledge based activities adjacent to the region's HE and other research centres.

Planning Policy – Draft RSS 14

5.37 Draft Regional Spatial Strategy 14 (RSS 14) sets out the regional planning guidance for the expanded East of England region to 2021. The ‘banked’ RPG14 has been supplemented by proposed changes to the document, which is now to be called RSS14. The RSS notes that for the region to accommodate its development needs in an environmentally acceptable and sustainable way, existing trends need to be modified. Developments from housing, jobs and services will need to be much more closely integrated with each other and much more closely related to sustainable transport provision. The main urban centres will need to play a major role in accommodating growth and good access to public transport will be necessary.

5.38 The main policy (relating to the entire region) setting out guidance on employment generating development, Policy E3 states:

Local Development Documents will allocate employment land to provide a range of sites and premises to meet the quantitative and qualitative needs of business within the sequential approach of the core spatial strategy, and job growth targets (Policy E2), enabling urban renaissance, economic regeneration, social inclusion and rural diversification. Where development proposals and issues cross local authority boundaries this approach will be developed and applied across the whole urban or development area. Efficient use will be made of existing employment land resources. Land in employment use will be considered for alternative uses only where a completed employment land assessment demonstrates that sufficient land is available, of an appropriate type, range, quality and quantity, to ensure that the Regional Economic Strategy’s objectives are achievable.

5.39 RSS 14 recognises Norwich as a sub-region. The Planning Guidance outlines key issues and recommendations for the sub-region. These are summarised below.

5.40 Under Policy NSR 1: Promoting Clusters and Strategic Sites, RSS 14 states that strategic employment sites will be identified in Local Development Documents and allocations will be protected from non-employment uses. It describes the following strategic locations as particularly significant for the future development of the Norwich sub-region:

- Norwich City Centre – providing a focus particularly for media and creative industries, finance and insurance and ICT
- Business parks and research parks to the east, north-east and west edges of Norwich, where significant expansion will be required for business, R&D, higher education and hospital related uses
- Norwich International Airport – land will be identified to accommodate uses benefiting from an airport related location
- Sites facilitating high tech development in the A11 corridor, particularly around Wymondham, Attleborough, Snetterton (with the additional possibility of distribution uses taking advantage of the rail head).

- 5.41 In supporting text accompanying Policy NSR 1, RSS 14 states that existing and emerging clusters/sectors to be supported and promoted in the sub-region are media and creative industries, finance and insurance, ICT, energy (including renewable energy), advanced engineering (including high performance motorsport), environmental economy, plant biotechnology, education and tourism.

County / Sub-Regional – Norfolk

Economic Policy- Economic Development Strategy 2001-2010 – Shaping the Future

- 5.42 The Shaping the Future Strategy is the economic development strategy for Norfolk for 2001-2011. The Shaping the Future Partnership was formed in 1997, bringing together the private, public and voluntary sectors to work together to improve the performance of the Norfolk economy as it still lags behind that of the rest of the East of England. The aim of the Strategy is to narrow that gap and improve relative competitiveness.

- 5.43 The shared vision for the Norfolk economy in 2010 is:

For Norfolk to have a distinctive economy, characterised by innovative and dynamic businesses, where people are skilled and motivated with the opportunities to maximise their potential in a high quality environment.

- 5.44 A key objective is for Norfolk to become a county that has a reputation for business excellence and innovation with strong clusters of related businesses and new businesses attracted to the area. It will have a high rate of new businesses being formed, which survive and prosper and has land and premises available to meet the needs of businesses. The Research Park in Norwich is mentioned specifically and the aspiration is that it should be the premier location for plant-bio and food related activity in Europe.

- 5.45 The Strategy identifies 9 key clusters / sectors whose performance will largely determine the extent to which all of the county's targets are met:

- Agriculture and food processing
- Boat building
- Business and financial services
- Creative industries
- Energy
- Engineering and electronics
- Health and life sciences
- Information and communications technology

- Tourism

- 5.46 Six Strategic Priorities have been developed, underpinned by clear sets of aims as a framework to address the key issues. These include encouraging economic growth in a high quality environment by harnessing the county's high quality environment as a resource in generating environmentally sustainable forms of economic activity. Also to develop a high quality infrastructure, partly by making effective use of the county's land and premises in order to address the other Strategic Priorities.
- 5.47 Aim 4.1, to harness the county's high quality environment as a resource in generating environmentally sustainable forms of economic activity is to be achieved through support of EEEGr and by undertaking research to identify the realistic potential for local cleaner energy generation and subsequently the market for appropriate environmental technologies.
- 5.48 Aim 6.3, to make effective use of the county's land and premises in order to address the other Strategic Priorities is to be achieved by bringing forward strategic employment sites in a phased programme and by improving the provision of managed workspace schemes.

Planning Policy – Norfolk Structure Plan, 1999

- 5.49 The Norfolk Structure Plan sets out the strategic land use framework for Norfolk. Policies of direct relevance to the strategic sites study are described below.
- 5.50 Policy N.2 states that the redevelopment of outmoded and ageing industrial premises will be encouraged. In addition, provision has been made for a range of employment land totalling about 250 hectares in the period between 1993 and 2011. Of most relevance to sites such as the Deal Ground and Utilities sites is the assertion that priority will be given to securing the provision of infrastructure where the absence of this is hampering development.
- 5.51 Policy N.6 also relates to the Deal Ground and is picked up below in Policy NE2 of the Norwich City Local Plan. It states that high priority will be given to the protection of the environmental assets of the Norwich Policy Area with special regard to the historic setting of the city. In particular, inappropriate development will not be permitted in areas including the valleys of the Rivers Wensum and Yare and their tributaries.
- 5.52 Policy N.9 may have some future impact on the Deal Ground and Utilities sites as it states that the efficiency and attractiveness of public transport services will be improved by securing new rail halts as part of major developments, where appropriate.
- 5.53 Policy N11 aims to ensure that all development is provided in the city centre unless it can be shown that there is additional need beyond the Structure Plan assessment. The assessment has been reviewed twice since, each time, finding that the capacity for retail development was more restricted than the Structure Plan envisaged. The Policy identifies a wide range of shopping, leisure and entertainment opportunities for large-scale development in or adjacent to the City centre, including the Riverside/King Street area and Anglia Square/Pitt Street. Policy N.15 also identifies the Riverside Area, as a suitable location for a comprehensive mixed-use development, including housing.

Local – Norwich

Economic policy – Norwich’s Economic Strategy 2003-2006

- 5.54 The Norwich Economy Round Table is driven by local businesses, it represents and responds to the interests of the Norwich business community. Its vision is that Norwich will be recognised in Europe as the capital city of the region with a thriving, diverse and sustainable economy, providing all its citizens with opportunities and a great quality of life.
- 5.55 Strategic priorities include developing ‘gateways’ to Norwich by road, rail, air and water, ensuring an appropriate and accessible supply of land and business premises and supporting the development of a vibrant City Centre. The Strategy specifically mentions the Deal Ground as requiring infrastructure investment. It states that new ways need to be found to support the development of the next generation of businesses, prioritising sustainability and including additional means of business support and development of the Social Economy.

Key Targets	Baseline 2003	Target 2008
Bring forward 16 hectares of brown field land for employment use by securing investment in infrastructure	16 hectares including Norwich Livestock Market, The Deal Ground and Utilities sites require infrastructure investment	Infrastructure in place and sites available for development

6 Property Growth Scenarios

Introduction

- 6.1 The following section outlines our preliminary sub-regional property growth scenarios. It provides an indicative summary of the implications of our policy / strategy, economic and property analysis for the future development of each site.

Retail (A1, A2, A3 Use Classes)

Property Market

- 6.2 Norwich is a regional centre for retail provision servicing a large hinterland, evidence of demand can be seen in the development of a significant new retail-led scheme (Chapelfield) and low vacancy rates for existing retail property.
- 6.3 Much of the existing retail demand in Norwich will be met by the forthcoming Chapelfield scheme, however, demand for land and premises is likely to continue as the Norwich hinterland continues to increase in population.

Economic Baseline

- 6.4 Employment in wholesale, retail/trade and repair has experienced strong historic employment growth in the NPA over the period 1998-2002 and is forecast to experience employment growth in Norwich District to 2010. The service sector, of which retail is a part has experienced significant growth over a longer period than that analysed in this study at all levels. The trend for continued growth in the sector and requisite employment is likely to be strong.

Implications for Sites

- 6.5 The location of the Riverside sites (**St Anne's Wharf, Reeds Flour Mill, Paper Mills Yard**) has significant potential for small-scale retail provision in connection with the recently completed Riverside leisure development and proposals linked to the vacant land around the Norwich City football ground.
- 6.6 The **St Anne's Wharf** site perhaps presents the clearest opportunity for a mix of uses including retail given its scale and proximity to the city centre. In addition to this, the proposed second pedestrian crossing of the Wensum is planned to land in this site, creating an immediate physical link to the existing Riverside leisure complex.
- 6.7 **Anglia Square** is a district retail centre occupied largely by secondary and lower order retailers. If demand for retail remains strong as seems likely, there could be scope for enhanced retail provision at this location, subject to retail capacity and sequential town planning considerations. There may be potential for the centre to consolidate and enhance the role that it already performs as a district centre.
- 6.8 The **Market Square** provides a unique retail function for Norwich. In its current form there is no further capacity for additional provision. Demand for additional provision is likely to be strong. We understand

that the existing planning application for the market square refurbishment does not however include additional supply of market stalls / retail units.

Leisure (C1 Use Class)

Property Market

- 6.9 Market trends highlight a strong demand for branded budget hotel accommodation within the city centre. We understand that three hotels are currently being developed (either under construction or due to commence construction in the city). There is potential demand for an increased conferencing capacity and additional cultural facilities.
- 6.10 The tourism industry in Norwich, specifically for short breaks, is growing. The offer of the city is complex and diverse and is likely to sustain future growth in the leisure industry.

Economic Baseline

- 6.11 Employment in tourism and related sectors such as hotels and catering has declined in the NPA over the period 1998-2002. Despite this, employment in hotels and catering is forecast to grow from 2002-2010.

Implications for Sites

- 6.12 Due to their attractive river frontage all of the riverside sites (**St Anne's Wharf, Reeds Flour Mill, Paper Mills Yard, Deal Ground and Utilities Site**) have the potential to provide leisure uses, or to enhance the quality of the environment to improve the city as a destination for tourists and other visitors.
- 6.13 This potential is significantly enhanced by the popularity of the Norfolk Broads as a tourist destination and the recent completion of the Forum and the Riverside leisure scheme. The recent success of the Football Club and related development is also likely to act as an impetus for additional visits to the city.

Office (B1 Use Class)

Property Market

- 6.14 Office stock has increased at rates well below industry averages in the Norwich area and there is currently little or no speculative office development due to subdued rental levels and a lack of confidence in the sector. Proposals for speculative office development at the Broadland Business Park and Jarrolds site have been discussed but remain un-built at present. Of these locations, Broadland Business Park is more likely to be a feasible location for speculative development.
- 6.15 Demand does exist in central locations for smaller units up to around 185m² (2,000sq.ft) with high quality office accommodation attracting a premium in city centre areas. However, our research has not revealed any significant existing requirements for new space in central Norwich.
- 6.16 Existing vacant office space tends to be poorly located or of poor specification.

- 6.17 Demand does therefore exist for high quality well specified offices in central locations, but generally for smaller office suites. There is no speculative development taking place at present and there is very little known requirement for large office space.
- 6.18 **Managed workspace:** There is steady demand for managed / serviced office and space for small businesses and start-ups.
- 6.19 **Public sector:** Demand trends in land and property relating to the public sector are not subject to normal market conditions, they are led by public sector policy and guidance. However, research indicates that Norwich would be a favourable destination for the relocation of central government functions from London as part of the current restructuring process.

Economic

- 6.20 Employment in ICT, real estate, renting and business activities, elements of the creative industries sector and elements of the financial services sector has experience growth over the period 1998-2002 in the NPA. Employment in banking and finance, insurance, professional services, computing services and other business services, is forecast to experience growth over the period 2002-2010 in Norwich District. Whilst historic trends are therefore not wholly positive, employment forecasts show wider patterns of growth.
- 6.21 **Managed workspace:** It was not possible to analyse employment trends in serviced / managed workspace.
- 6.22 **Public sector:** The NPA experienced employment growth in the public sector over the period 1998-2002, and is forecast to experience continued employment growth in Norwich District to 2010.

Implications for Sites

- 6.23 Under current conditions, large speculative office developments on any of the sites would represent a significant risk to a developer. Future employment forecasts however indicate that trends in office occupier sectors are likely to improve.
- 6.24 Under favourable market conditions, office development at a mixture of scales, including managed workspace could be accommodated at **Anglia Square** in its present form and as part of any comprehensive redevelopment.
- 6.25 Under favourable market conditions, office development, including managed workspace would be suitable for the **Utilities Site** due to its proximity to public transport links, physical size and amenity value.
- 6.26 Under favourable market conditions, office development, including managed workspace would be suitable for the **Deal Ground** due to its proximity to public transport links, physical size and related development taking place adjacent at the May Gurney site.

- 6.27 **Anglia Square**, the **Utilities Site** and the **Deal Ground** would all be capable of accommodating public sector functions. There is no existing accommodation capable of taking a large-scale public sector relocation requirement for high quality office space within central Norwich. There may be opportunities for refurbishment or 'Temporary Decant' solutions related to development proposals for new-build on key sites. This could be explored further if it is considered that an active requirement exists or benefits could be achieved by being proactive.

Residential (C3 Use Class)

Property Market

- 6.28 Demand for residential property throughout the NPA and specifically in the city centre is strong with a potential requirement for up to 45,000 dwellings over the period 2000-2025 in the NPA. Housing demand is subject to a range of economic factors, local, regional, national and international that may have a bearing upon the take-up of development sites and the provision of new units. Current trends suggest a steady level of demand for units of all types.
- 6.29 Demand for affordable housing is equally strong, with research indicating a backlog that will require supply over and above the normal rate of social housing provision. Strong demand for both private market and affordable housing is evidenced by significant increases in property prices over recent years.

Economic Baseline

- 6.30 The construction industry has experienced and is forecast to experience employment growth in the NPA and Norwich District to 2010. However, this trend is a response to the increased demand for housing development and does not have implications for the provision of strategic sites.

Implications for Sites

- 6.31 **Anglia Square, Deal Ground, Utilities Site, St Anne's Wharf, Reeds Flour Mill and Paper Mills Yard** are all suitable for residential development. Those sites with river frontage are especially suitable due to the uplift effect this can have on prices. It is acknowledged that site specific factors such as flood risk may limit the scope for significant residential provision on the Utilities Site although this needs to be further tested.
- 6.32 All of these sites would be capable of accommodating housing development at relatively high densities. Where development is not feasible under non-residential local plan allocations, the inclusion of a residential element may be justifiable in order to enable wider mixed-use development.
- 6.33 A balance between providing affordable and market housing must be maintained at all times. This must take into account premiums generated by locational factors such as river frontage and the cost of overcoming significant physical constraints such as site remediation and access.

Industrial (B2 and B8 Use Classes)

Property Market

- 6.34 There is little industrial development occurring within Norwich due to a lack of available land. Most recent industrial development has taken place at sites in the periphery of the City.
- 6.35 Demand for general industrial (B2) floorspace has declined significantly in recent years in line with broader trends of manufacturing decline. Demand for storage and distribution (B8) floorspace has been strong due to Norwich's central role in the County and links to the regional road network, international ports and airports.
- 6.36 Research did not uncover any provision of managed workshop / light industrial space at present.

Economic Baseline

- 6.37 Employment in transport, storage and communications and sectors within the advanced engineering industry have experienced historic growth over the period 1998-2002. In addition, elements of the engineering and electronics industry, specifically the aerospace and motorsport sectors have also experienced strong historic employment growth.

Implications for Sites

- 6.38 None of the sites analysed are appropriate for medium to large-scale B8, transport, storage and communications uses due to their city centre location and limited access to major transport routes.
- 6.39 **Hurricane Way** on the Airport Industrial Estate would be suitable for light manufacturing and general industrial uses. **Hurricane Way** may also be suitable for B2 / general industry, managed / start-up space.
- 6.40 **The Deal Ground** and **Utilities Sites** may also be appropriate for small scale manufacturing uses, subject to their compatibility with adjoining B1 and B1(c) uses and residential uses.

Institutional (D1 Use Classes)

Property Market

- 6.41 The development of new educational departments and facilities is driven largely by policy and is therefore not subject to the processes driving the conventional property market. Research indicated that there is no known requirement for new space in the short to medium-term future from either the UEA or the Local NHS Trust.

Economic Baseline

- 6.42 Employment in all elements of the education sector has grown significantly over the period 1998-2002 in the NPA and is forecast to continue doing so up to 2010 in Norwich District. However, employment in health and social work has experienced marginal historic decline.

Implications for Sites

- 6.43 Any of the sites could be potentially suitable for institutional uses depending on the nature of the proposed facility. The **Anglia Square** site is perhaps most suitable for primary and secondary education development due to its proximity to existing large residential neighbourhoods. **Anglia Square** may also be suited to further and higher education uses subject to demand. The **Utilities Site** may also be suited to some types of research and development activities perhaps connected with environmental and sustainable energy technologies.
- 6.44 Discussions with the major further educational presence in Norwich (UEA) indicated that future growth and expansion of the university is likely to be focussed on existing sites and campuses which are not featured in this study.
- 6.45 Proposals for a renewable energy power station and related developments by CRed (a partnership made up of representatives from UEA) has recently emerged in relation to the **Utilities Site**. These proposals are however in their formative stages and have not been tested for feasibility.

7 Conclusions and Recommendations

Introduction

7.1 This section summarises the key conclusions and recommendations of the Baseline Study. For ease of reference it has been set out under relevant headings.

Study objectives

7.2 The principal objectives of the Baseline Study are briefly summarised as follows:

- To undertake economic, property market and policy analysis to determine local conditions and forward looking property growth scenarios.
- To identify an agreed list of strategic employment sites in Norwich and to undertake a review of development potential at each site with reference to known constraints, and the influence of planning policy.
- To investigate and advise on the reasons that sites have experienced market failure, and in the context of this to advise on the development potential of the sites and circumstances where it may be appropriate for public sector intervention to facilitate the delivery of these sites.

7.3 The findings of the Baseline study will be used to inform the City Council's forthcoming revisions to its Local Plan / Local Development Framework and to determine the potential steps the Council and its partners may wish to take to facilitate the delivery of development at each of the selected sites and potentially wider surrounding areas.

Summary of the findings of the economic baseline analysis

7.4 Norwich is one of the largest cities within the Eastern Region and is the administrative centre for the county of Norfolk. It comprises the principal centre of employment in the north eastern area of East Anglia. It has a significant economic and demographic hinterland extending throughout Norfolk and beyond. Norwich District supports more than 92,300 jobs of which, only 42,000 are taken by District residents, thus around 50,000 workers commute into Norwich every day from the surrounding area.

7.5 The city is a regional shopping centre and the principal shopping destination in Norfolk. The Experian Goad Retail Centre Rankings (2004) places Norwich 9th on its scale of national retail centres the highest ranking centre within the Eastern Region. This ranking is expected to rise on the completion of the Chapelfield development.

7.6 The University of East Anglia (UEA) is the main higher education provider in Norwich. The UEA specialises in natural sciences and humanities, with highly ranked faculties and has a strong graduate retention rate within the City. In addition, the City is served by the Norwich School of Art and Design which provides specialist degree-level courses in creative disciplines that support the growing creative media sector within the city and City College Norwich, one of the largest centres of FE/HE provision in

the UK. Norwich is also unique as being the only English city outside London to be home to a specialist financial training facility (the Financial Training Company) demonstrating the city's importance in this field.

- 7.7 Norwich is a leading national centre for certain areas of the economy. The financial services industry has a long history in the city and today exhibits clustering characteristics that include spin-offs, specialist education and recruitment and the presence of the national headquarters of major financial companies. The Norwich area contains another cluster focussed around the health and life sciences industry. This specialist industry is linked strongly with the departments and graduates/scholars of UEA and complements high-tech and bio-tech activity taking place elsewhere in the region. Norwich is also home to a number of smaller sectors such as creative media and advanced engineering, which are set to become more important to the economy in the future.
- 7.8 Norwich is a popular tourist destination, both from within the UK and internationally. The historic role of Norwich as County town and a walled cathedral city has left a significant legacy of distinctive architecture and heritage. These include the remains of the city wall, and the imposing Norman castle (1067), the Cathedral dating from 1096, the historic Market Square and Guild Hall. In addition to these individual buildings, the street pattern of the city largely follows that laid out in the medieval period.

Policy Summary

- 7.9 The Baseline Study has been undertaken in the context of important recent developments in national and regional strategic policy. It acknowledges the influence that Planning Policy Statement (PPS)7 (Sustainable Development in Rural Areas); the emerging PPS3 (Housing); and, PPS4 (Planning for Economic Development) will all place a greater onus on Local Authorities to adopt a positive approach to the re-use of derelict or under-used land and where possible address the underlying factors constraining development (including an acknowledgement of the constraints imposed by local market conditions).
- 7.10 In terms of the regional policy context the Baseline Study has taken account of Regional Spatial Strategy 14 (RSS 14) released for consultation during the study process. In parallel with the government's wider Sustainable Communities agenda, RSS14 sets ambitious housing and employment targets for the Norwich sub-region. RSS14 requires that local development documents for Norwich district alone should provide for 10,600 additional dwellings to 2021 (The Norwich City Council area has already met this target, with the great majority of new dwellings being provided on brownfield sites). The Norwich Policy Area, as defined by the RSS (which at the time of writing remains undefined) must provide 29,500 additional dwellings. The provision of additional housing on the strategic sites would serve to further reduce pressure on peripheral greenfield sites in the wider sub-region.
- 7.11 The Baseline Study has also been undertaken in the context and knowledge of other similar work being undertaken throughout the region. During the course of the study EEDA commissioned consultants to update its Strategic and Sub-Regional Employment Sites study (previously undertaken in 2002). This study, undertaken at the County level, will identify sites of strategic importance across a wider area and will thus help to place the Norwich sites in their strategic context. In parallel with the Baseline Study GVA Grimley has also undertaken a study on behalf of Norfolk County Council updating its earlier strategic employment sites study. A number of sites are common to both studies (including the Deal Ground and Utilities site).

Defining Norwich's Role

- 7.12 The economic baseline work has enabled the consultant team and Steering Group to gain a strong insight into the important roles that Norwich plays within the sub region. This analysis has helped to inform the preliminary thoughts that have emerged during the study for the future use of the sites identified.
- 7.13 In terms of 'established' roles that the city plays (and has done so historically), these include the role of important Civic, political and administrative centre for the county/region, regional retail / shopping destination and arts and cultural hub. It is also clearly an established residential settlement and home to a number of core industries including finance and insurance and public administration.
- 7.14 The baseline study has also identified which of the city's roles are anticipated to increase in the future. These include the city's role as a centre for education and innovation, particularly in the bio-science industry, a growing role in media and the arts and its increasing significance as a destination for leisure and tourism activities evidenced by the growth of the evening economy.
- 7.15 Providing for the regional growth agenda in housing presents important challenges and opportunities for the city – in terms of identification and delivery of sites, the effective re-use of underused development sites and the integration of new 'districts' such as the Riverside area, Anglia Square and the Deal Ground / Utilities sites with the existing urban fabric. The role of the public sector in guiding and facilitating this change will be as important as that of the private sector in delivering it.

Objectives for Norwich City Council

- 7.16 The consultants have worked closely with the Steering Group and officers at the City Council to determine how the Baseline Study will be used to inform the evolution of planning policy and its role in helping to inform shorter term development control considerations. The study brief made it clear that the Council and its partners required a strategic level assessment of the sites identified.
- 7.17 Adopted planning policy provides an important basis for the high-level appraisal assessment of key sites and as part of the site analysis. However the consultants were encouraged to consider alternative approaches to development on the key sites, reflecting emerging strategic policy guidance and taking account of known economic development constraints. This assessment should also take account of the emerging advice relating to sustainable communities and sustainability appraisal and the City Council's objective of ensuring an appropriate balance between the provision of employment and housing accessibility.
- 7.18 This proved important as in a number of instances it became clear during the course of our analysis that for particular sites, developments that complied with the adopted planning policy (in terms of use, density etc.) were simply not viable in the current economic climate, or would require significant public support in terms of infrastructure / service provision to be attractive to developers. In highlighting instances where this situation exists the Council has been keen to ensure that emerging market-led approaches retain the principles of balancing employment need and sustainable mixed-use approaches to redevelopment.

Planning

- 7.19 The Council is currently considering its future planning policy approach to the strategic sites identified. We understand that this may include the preparation of separate Area Action Plan guidance (or Supplementary Planning Documents) for key sites / areas identified.
- 7.20 Having completed the Baseline Study analysis GVA Grimley fully supports the use of an Area Action Plan approach to both the Deal Ground and Utilities site (treated as a single area) and Anglia Square (and its surrounding area). The benefits of an Area Action Plan approach for complex areas such as this are numerous, but include:
- Providing a robust framework for the future use / re-use of land – based upon a detailed analysis of development potential, viability considerations etc.
 - Through engagement with key stakeholders building consensus on the approach to development and helping to create confidence across both the public and private sector.
 - Creating a flexible framework that facilitates comprehensive development and allows for development phasing.
 - Providing a basis for public intervention, if required, to achieve delivery of development.
- 7.21 The study has also highlighted the need to ensure that a cross-boundary approach is adopted to ensure the successful planning of key sites. In one instance this includes sites in the administrative districts of three separate authorities (Norwich City Council, South Norfolk District Council and the Broads Authority). An Area Action Plan approach, supported where necessary by public sector agencies with a strategic / regional remit (EP, EEDA and Norfolk County Council) will facilitate the level of comprehensiveness required.

Key Sites – Analysis and Conclusions

- 7.22 Turning to the key sites within the study this section outlines the findings of our analysis. These are presented below and at the end of the section in Table 7.1.

Deal Ground

- 7.23 The Deal Ground comprises a large area of vacant land to the south east of Norwich City Centre formerly in industrial use. The site has significant constraints including access, flood risk and contamination. Land ownership issues are also complex and a co-ordinated approach is required to achieve an acceptable access from Trowse bridging the River Yare.
- 7.24 Our preliminary analysis showed that when considered in isolation, the Deal Ground would not present a viable development opportunity based upon its current employment led allocation in the adopted Local Plan. Assuming a higher density, residential led, mixed-use development our analysis suggests that the site may be viable, but that this is marginal and would be sensitive to minor fluctuations in development costs. We note that our development appraisals were based on very preliminary assumptions.

- 7.25 In terms of the development capacity of the site, our assessment has not taken detailed account of ground conditions or access, however, based upon the standards contained within the adopted Plan, and an assumed developable area of 8 hectares (20 acres) we assess that the Deal Ground has a minimum capacity of 100 residential units and 26,000m² (280,000sq.ft.) of employment accommodation. Assuming higher density of development consistent with the governments emerging policy within PPS 3 and a developable area of 8 hectares (20 acres) we assess the site has the potential to accommodate in the order of 291 residential units plus an additional 7,246m² (78,000 sq.ft.) of commercial / office accommodation.
- 7.26 This assessment does not take account of additional land that we consider may be brought into the development area including land currently occupied by LaFarge and used for the processing and distribution of aggregates. The inclusion of this land adjoining the main-line railway may also present opportunities for rail access employment development at the site. Such uses should however be assessed in terms of the market potential and impact upon potential higher density allocated uses proposed on adjoining land.
- 7.27 Under current planning policy proposals the Deal Ground is considered as a potential development site in its own right. Our assessment suggests that this approach significantly limits the role that the site could play as a catalyst for regeneration and development when considered as part of a wider development opportunity encompassing adjoining sites and land to the north of the River Wensum. As with the Utilities site (see below) we assess that the true potential for the area can only be effectively unlocked by a comprehensive Action Area approach along the lines now being discussed by the Council and its Partners.

Utilities Site

- 7.28 The Utilities site lies to the north of the River Yare and comprises a large area of redundant land including a former power station. The site also includes operational land used for the storage and distribution of gas.
- 7.29 The study has highlighted three key constraints to development at this site, namely access, contamination and flood risk. Earlier work undertaken by Mott MacDonald has indicated a potential cost to provide access to the site in the region of £4m (considered by GVA Grimley to be a conservative estimate). No detailed information relating to contamination, ecology or flooding on the site was available at the time of reporting, however, given its known former use it is not unreasonable to assume the presence of ground contamination at the site.
- 7.30 Our preliminary appraisal analysis has shown that the Utilities Site is not capable of delivering viable development under its current Adopted Local Plan allocation. If we assume that the Utilities site is developed following (or concurrent with) development on the Deal Ground from which it will secure its primary access, our appraisal analysis has also shown that a high-density, residential led, mixed used development would have marginal viability.
- 7.31 However, we would stress that comprehensive development of this type would create a wholly different set of environmental and physical circumstances that could fundamentally alter the regeneration economics of the area. We would also stress the importance of reviewing access arrangements to the

entire area as part of the emerging Area Action Plan approach and addressing the type of flood mitigation works that may be required in order to facilitate meaningful development in this area.

- 7.32 Based upon the standards contained within the Adopted Local Plan and assuming a developable site area of 13 hectares (32 acres) we assess that the site has capacity to accommodate 55,000m² (590,000sq.ft.) of commercial floorspace and no residential units. Assuming higher density of development consistent with the government's emerging policy within PPS 3 of 100 units per hectare and a developable area of 13 hectares (32 acres) we assess the site has the potential to accommodate in the order 466 residential units. In addition to this, the site could also accommodate in the order of 11,600m² (125,000 sq.ft.) of commercial office floorspace.

Anglia Square

- 7.33 Anglia Square represents an important opportunity site to the north of the city centre currently comprising a 1960s 'district' shopping centre, offices and car parking. The development makes a poor contribution to the urban fabric and is significantly under-used given its comparatively central location.
- 7.34 The main Anglia Square development is in a single ownership, Quintain, however our analysis has indicated that in order to achieve an integrated and comprehensive approach to the regeneration of the area the Council and its partners must consider a wider area, incorporating a number of adjoining landholdings.
- 7.35 We are aware that Quintain is currently considering the future of its land holdings at Anglia Square and that this may include comprehensive redevelopment proposals. However the outcome of the work that it has undertaken has yet to result in any formal proposals, or to our knowledge, any further exploratory discussions with the Council.
- 7.36 Our baseline economic analysis suggests that a comprehensive retail, leisure and residential-led scheme for the land within the ownership of Quintain would achieve positive development values. If significant amounts of office or other employment uses were to be incorporated into the mix, this may reduce overall development viability, although the existence of pre-lets would obviously go some way to reduce this risk. It is acknowledged that the Anglia Square site is suited to the provision of quality office accommodation as part of overall development mix and that this should be encouraged. The aim should be to ensure appropriate accommodation is available to meet latent demand and where possible reduce the risk of supply-driven relocations from the city centre by existing employers unable to find appropriate quality office accommodation.
- 7.37 Given the location of Anglia Square and its current role as a well let (albeit to secondary/ tertiary tenants) District Centre we see the future of the site very much as a continuation of this function, along with its associated leisure facilities and commercial accommodation. The commercial potential of this site could be significant as part of a high density mixed use development. The importance of improving the quality of the public realm and creating effective links across the site to the surrounding area should be a key objective of the Council in its emerging LDF.
- 7.38 Within this context it should be possible to achieve viable high-density mixed development without the requirement for significant intervention from the public sector. It will, however, be important to ensure

that the 'Action Plan' area boundary (should this ultimately prove to be the Council's preferred course of action) is sufficiently widely drawn to ensure comprehensiveness of approach. In this context, where land assembly may be required to facilitate the effective delivery of a comprehensive scheme, this must be allowed for in the planning of the area.

Hurricane Way

- 7.39 Two of the smaller sites in the study, the Hurricane Way site on the Airport Industrial Estate are currently the subject of proposals for managed workspace by developers Capital Enterprise Centres (CEC). We understand that the proposals currently comprise a 'business village' of both managed start-up space and 'move-on' accommodation. The premises are to be targeted at a mix of uses; primarily office and workshop space.
- 7.40 We understand that CEC is seeking funding from EEDA for site clearance and remediation. If developed its proposals will provide a total net lettable area of around 2,900m² (31,000 sq.ft.), comprising 975 m² (10,500 sq.ft.) of office space, 464m² (5,000 sq.ft.) of studio space and 1,400m² (15,000 sq.ft.) of industrial accommodation.
- 7.41 Our baseline analysis has indicated a requirement for managed workspace within the Norwich area as an important component of the mix of accommodation needed to support start up and fledgling businesses. The Airport Industrial Estate is a key location for such businesses, both connected with the airport itself and associated with other small to medium enterprises within the locality engaged in advanced engineering and aerospace activities. We therefore conclude that the Council and its partners should support the provision of managed workspace in this location.

Riverside Sites

- 7.42 The Riverside Sites, including St Anne's Wharf, Reeds Mill / Canon Wharf and Paper Mills Yard are all the subject of residential led development proposals each at a different stage of the town planning process. The fact that these sites are all the subject of active proposals demonstrates their inherent viability for residential-led development and as such are not appropriate for detailed assessment within the baseline study.
- 7.43 Notwithstanding this it is important to acknowledge that the Riverside area is an important emerging district for the city and its development will have significant implications for the future of Norwich. The expansion of residential, leisure and commercial uses along the riverside is part of a longer term trend that we see continuing along the river in the direction of the Deal Ground and Utilities sites. It also has implications for those sites currently in low density employment industrial or other uses along the waterfront between the existing Riverside area and the Utilities Site / Deal Ground.
- 7.44 The study has highlighted the importance of approaching development in a comprehensive manner and acknowledging the changing nature of employment and land use in the city. In this context we highlight the need for the Council and its partners to consider in due course, when it prepares its replacement to the local plan (i.e. its LDF) a future strategy for managing change along the river corridor both on the south bank (including the Colman's factory) and on the north-bank including the land around the Football

Club (already the subject of development proposals) and to the Lawrence & Scott factory. This itself should tie into the proposed Area Action Plan for the Deal Ground, Utilities Sites and its environs.

- 7.45 In addition to the strategic planning aspect the study analysis has highlighted that for a number of reasons (including conversion and remediation costs) the Council has so far been unable to secure on any of the Riverside development sites the quantum of affordable units sought in its adopted Plan for these sites. We understand that there is a documented need for such accommodation (although the Housing Needs survey is currently under review) within the city centre and as such a 'gap' exists between the Council's objectives and what can be achieved by the normal operation of the development market.
- 7.46 On St Anne's Wharf, the Council is working with English Partnerships and the developers to increase the level of affordable provision accordingly. Subject to a detailed review of the Council's Housing Needs analysis, there may be a further role for public intervention on other sites within the Riverside area, and perhaps elsewhere on strategic development sites within the city to help meet the shortfall in low cost housing within the city.

Taking the Baseline Study Forward

- 7.47 The baseline study has focussed upon the key opportunities and constraints associated with the strategic sites identified. It has also identified the growth areas within the economy and the potential implications that this has on demand and for future patterns of land use. The final and critical element of the project is to provide an overview of the potential means that the Council and its partners have to deliver development on these key sites and how to take the vision forward.

Defining a Vision for Norwich

- 7.48 Before we do this however it is important to place the findings of the Baseline Study in the wider context of the emerging Local Development Framework and to consider how the Council may wish to define its vision for the future of the city. The scale and reach of the vision must be sufficiently comprehensive to ensure coherent patterns of development and regeneration across the entire urban area. Yet it must also be sufficiently focussed to enable both the public and private sector to progress proposals on the key sites identified with confidence and with clarity of mutual objectives.
- 7.49 The vision must seek to achieve the sustainable urban renaissance of the strategic sites and their integration with the existing quality urban fabric of the city. These aims should be underpinned by an acknowledgement and appreciation of the realities of the local and regional economy, the principles of sustainability and the objective of securing the highest possible quality urban design. The vision must seek to play to the strengths of the city, its position within the regional settlement hierarchy and the inherent qualities of the city's historic environment and rural hinterland.
- 7.50 It is important for the Council to consider how it will evolve this vision at the earliest stage in its LDF process, particularly given its aims to progress quickly in respect of a number of strategic sites identified in the baseline study.

Where are we now?

7.51 In commissioning the baseline study the Council and its partners took an important first step towards regenerating the city's under-used brownfield development sites. The study has already achieved the following:

- Identification of the key sites where public sector involvement may be required
- Prioritised these sites in terms of deliverability, and the need for public support
- Highlighted the importance of considering sites comprehensively – and the interrelationships between sites
- Acknowledged the importance of the emerging LDF as a means to establish a robust policy framework to support and underpin the role of the public sector
- Provided high level economic and appraisal analysis to help inform the types of uses that should be considered for the sites (particularly the Deal Ground and Utilities Sites).
- Highlighted key issues relating to constraints that need to be explored further.
- Highlighted the land ownership issues and potential implications of this for the successful delivery of comprehensive development
- Identification of key public sector organisations & agencies to be involved, and encouraged early dialogue.
- Established a sound knowledge of the issues at a senior level at the Council, EP, EEDA and the County Council – with information channelled through an established project Steering Group.

7.52 In parallel with the Study the Council has already commenced the background work towards its emerging LDF. This has usefully indicated the Council's intention to include the Deal Ground and Utilities Sites (together) and an area encompassing Anglia Square as the proposed subject of Area Action Plans. This is a very encouraging development that we wholly support and which is consistent with our own preliminary recommendations for taking planning policy issues forward.

Where do we want to be?

7.53 From our work on the baseline study, it is clear that whilst there may still be areas of uncertainty over the precise boundaries of the opportunity sites, proposed land uses and development density there is broad agreement within the Steering Group that the sites identified are appropriate for high quality development. The next and concluding section of this chapter details our key recommendations for action.

Next steps; recommendations for action

7.54 The baseline study has significantly advanced the Council's understanding of development issues relating to the key sites. However the study has also highlighted that significant gaps exist in this knowledge that mean it is not possible to make anything more than the highest level recommendations on delivery and development options. There is therefore a need to build upon the baseline to determine more precisely the development parameters for these key opportunity areas / sites. Key questions that need to be addressed in this next stage will include:

- What is the optimum size of the development site / area?
- What are the optimum development outputs achievable (in terms of land uses, development densities, quantum of accommodation etc)?
- What are the key wider objectives for the council (i.e. the need to ensure employment land supply at the Deal Ground etc)?
- Which party / organisation should take the lead in delivery of development?
- Who are the key stakeholders and what are the principal roles of each?
- How is the issue of land control / ownership to be addressed?
- What are the principal development constraints and the costs associated with each – how can they be overcome – to include environmental constraints, contamination, flooding etc.
- What level of value / outputs can be achieved from the development and how can the regeneration opportunities be packaged to ensure effective confidence building in both the public and private sectors?
- What are the potential key site infrastructure and servicing costs / requirements?

7.55 The baseline study has already started to address these questions, but there is now a need to explore them further and in more detail in respect of the key sites identified. Our preliminary recommendations for further work comprise a two-pronged approach of 'top-down' partnership building and 'bottom-up' technical analysis.

Top Down – Partnership Building

7.56 The 'top-down' activities may include the following:

- **Masterplanning** – the appointment of suitably qualified multi-disciplinary teams including urban designers, property and transport specialists to consider the scope of development opportunities at the individual sites / Action Areas. This work should be used to inform the preparation of the Area Action Plans / SPD's for the sites and should be soundly grounded in financial feasibility / deliverability.

- **Stakeholder engagement** – for each of the key sites preliminary stakeholder engagement has already taken place through the baseline study with key landowners / public sector agencies. In evolving its policy for the area it will be important for the Council and its partners to build consensus through engagement, including, at the appropriate point, community engagement. The earlier the Council considers this aspect, the more robust and defensible its emerging policy for the sites / areas should be. Early stakeholder engagement will also enable the Council to identify potential problems that may arise with and between landowners and seek to overcome and address them as they arise or through its evolving policy framework.
- **Reviewing Delivery Options** – the Council and its partners will have a wide range of potential delivery options or mechanisms to choose from. These range from interventionist / formal structures (such as establishing a URC / UDC or formal company structure) through to more informal 'partnership' type arrangements. The type of delivery vehicle(s) appropriate will depend upon the level of risk the Council and its partners are willing to take, the amount of funding available for land assembly, management and co-ordination etc and the degree of control required. We strongly recommend that the Council and its partners consider the options that are available at an early stage.

Bottom-Up – Technical analysis to inform feasibility analysis – key constraints

- 7.57 In addition to the 'top-down' strategic analysis described above we recommend that the Council also undertakes further analysis and feasibility work to help inform the preparation of its policy for the Action Plan areas, particularly in respect of the Deal Ground and Utilities Sites.
- 7.58 For Area Action Plan based policy to be robust and successful it must be grounded in an appreciation of the key site constraints and development parameters. The preliminary appraisal work undertaken within the baseline study is very high level and has relied upon a number of significant assumptions (concerning development areas, access and remediation costs etc.). The Council will need to test these assumptions further as it evolves its planning policy for the area and in determining the 'core' regeneration area / opportunity.
- 7.59 It is desirable to undertake much of the background work and constraint analysis at an early stage to establish the parameters for regeneration in these areas and to help determine the potential role of landowners and the public sector in the delivery of development.
- 7.60 The key constraint analysis that should be undertaken in respect of the Deal Ground and Utilities sites should include the following
- **Flooding Assessment** – comprising a review of the areas potentially at risk from flooding, the implications for the potential developable area and land uses proposed, a review of the potential mitigation measures and associated costs.
 - **Contamination** – an assessment of potential ground contamination across the sites (to include invasive borehole analysis) culminating in a report on remediation costs, mitigation works required and the implications for land use planning.

- **Access** – Working with the City Council, County Council and relevant partners it will be necessary to review the range of access options that may be feasible (given the strategic regeneration objectives for the area) and in this context to undertake a review of the earlier work by Mott Macdonald. This should include an assessment of network capacity based upon anticipated development scenarios and the implications for the provision and phasing of key infrastructure. In parallel with the capacity work an assessment should also be made of likely infrastructure costs including a review of the potential costs of bridging the rivers Yare and Wensum.

Organisational Structures

- 7.61 In order to manage the early stage activities set out above we recommend that the Council and its partners establish a core project team, under the direction of the newly appointed Director of Development.
- 7.62 This team should assume responsibility for the strategic direction of the project including evolving the overall vision for the city (that, building upon the Baseline Study, may include the preparation of a strategic Masterplan and delivery framework document). It should also be responsible for the co-ordination and management of the preparation of the individual development frameworks / Area Action Plans.
- 7.63 This group will need to include key representatives of the Departments within the Council's Development Directorate including Planning Policy and Development Control and Economic Development. It must also be able to draw upon relevant personnel from other Departments as required.
- 7.64 In response to the Lyons Review, the Council may also wish to establish a working group as part of the team to explore the potential for attracting government relocations to Norwich. Examples of pro-active approaches elsewhere (such as in Nottingham) have shown that co-ordinated approaches can lead to significant inward investment benefits. The limited appetite by developers to develop office accommodation speculatively, necessitates a vigorous approach to seeking tenants / occupiers (both public and private sector) in order to achieve the optimum development mix on the identified sites.
- 7.65 In addition to the internal management structures, the Council may also wish to consider the way in which it engages with the private sector stakeholders. We have recommended above that early consultations are undertaken with key landowners and prospective developers. In order to help build confidence in the emerging regeneration proposals and to structure the stakeholder engagement, the Council may want to consider establishing some form of 'Development Board' which can explore the potential 'partnership' arrangements for the delivery of comprehensive development – that may include land pooling or similar arrangements to share risk and maximise the potential for viable development. Under this situation there may be potential for the public sector partners to act as a development facilitator, providing support to the private sector in the process of land acquisition and possibly assistance in the provision of infrastructure or remediation works.
- 7.66 The Council and its partners (including EEDA, English Partnerships and Norfolk County Council) may also want to explore at an early stage the potential for establishing formal delivery structures such as an Urban Regeneration Company to provide an over-arching structure for the delivery of the vision as well as the alternative less formal delivery structures described above.

Table 7.1: Summary of Delivery Recommendations

	Key Issues and Status	Potential role for the public sector	Recommendations
Anglia Square Area	<p>The Anglia Square area comprises a collection of sites to the north of the city centre that includes an ageing district shopping centre, surface and multi-storey car parking, long-term vacant development sites, and vacant office buildings. The area considered within the Baseline Study lies entirely in the ownership of Quintain. This area and the surrounding neighbourhood, including Magdalen Street and St. Augustine's Street, is considered by the Council to be a priority for regeneration.</p> <p>The Adopted Local Plan allocates the vacant sites for mixed-use development and the City Council is evolving a regeneration strategy for the wider area (including Anglia Square) which aims amongst other things to promote opportunities and enhancements to the public realm and building stock.</p> <p>Preliminary analysis suggests that residential and retail led mixed-use development could achieve positive development values, however development viability is likely to become more marginal the greater the proportion of commercial (office) development included.</p>	<p>There is a significant potential need for public sector financial support to achieve comprehensive mixed use development of the Anglia Square area, particularly where significant infrastructure / highways works may be desirable.</p> <p>The extent and nature of potential development should be determined through the masterplanning and feasibility assessment work to be undertaken in connection with the proposed Area Action Plan. This masterplanning and feasibility work will be led by the City Council and could be supported by English Partnerships, EEDA and the County Council.</p> <p>There is an immediate role for the City Council to consult with the key landowner Quintain to determine its aims for the area and explore opportunities for collaborative approaches.</p> <p>Other roles for the public sector may in due course include supporting land assembly, access improvements connected with reducing severance and enhancing accessibility to the site and public realm improvements. Key agencies may include the City Council, County Council, EEDA and English Partnerships.</p>	<p>The Anglia Square area should be considered as a top priority opportunity site for the Council.</p> <p>GVA Grimley supports the approach being taken by the Council leading to the preparation of an Area Action Plan for Anglia Square and its environs. Comprehensive approaches to redevelopment are strongly encouraged.</p> <p>The role of Quintain as the principal landowner is key and early engagement with the landowner is encouraged. The Council should consider its aims for the future of the area in terms of its role as a location for retail, residential, office and leisure activities. To ensure that the emerging policy framework is robust and deliverable, the Council and its partners are encouraged to undertake feasibility and options testing in parallel with the Area Action Plan masterplan work.</p> <p>At completion of feasibility and masterplanning work, the Council will be able to determine its optimum policy framework for the site and the role of the public sector in delivering development.</p> <p>The Council and its partners should explore potential delivery structures at an early stage.</p>
Deal Ground	<p>The site is currently vacant brownfield land and premises situated on the south-eastern edge of the urban area about 2km from the City Centre. It is subject to a number of constraints including access, contamination, flood risk and ecology issues. The existing landowner is understood to be keen to explore the potential for development. The City Council has a long-standing commitment to bring forward this site for development, as it represents one of very few opportunities for sustainable employment development within the city and has the potential to aid the regeneration of east Norwich. The Deal Ground is allocated in the adopted Local Plan for employment-led mixed use development comprising approximately 7 ha of employment and up to 1 ha of residential. This mix of uses was tested by GVA Grimley and found to be un-viable.</p> <p>The prospects for viability are significantly enhanced if a high-density, residential-led, mixed-use development is assumed, although taken in isolation as a site, it remains marginal.</p>	<p>Given the site's strategic significance and regeneration potential, and the fact that development viability based on current allocated uses is marginal, we consider there is a pressing case for public sector intervention, particularly in terms of infrastructure provision.</p> <p>The area wide approach suggested by the Council is supported. It is too early to suggest potential mechanisms to deliver development, although numerous options are potentially available depending upon the size of the area to be developed, level of stakeholder support and priorities of the lead public sector agencies.</p> <p>The initial work required relates to the feasibility testing and masterplanning connected with the AAP. We anticipate that this will be led by the City Council. Funding may be available for this further work from EEDA, English Partnerships and the County Council.</p> <p>Access to the Deal Ground from the south lies across land in the administrative district of South Norfolk District Council (the May Gurney Site). There is a pressing need to ensure that development control decisions in the area take account of the long-term potential of the Deal Ground as a regeneration area. There is a potential role for the County Council (and potentially English Partnerships and EEDA) in this regard.</p>	<p>GVA Grimley supports the Council's plans to prepare an Area Action Plan for the wider area incorporating the Deal Ground and Utilities Sites.</p> <p>There is significant uncertainty over the scope for development on the Deal Ground which can only be addressed through further feasibility assessment, we therefore recommend that this work is progressed in parallel with the option testing and masterplanning analysis needed to progress the Area Action Plan.</p> <p>In parallel with this work further stakeholder engagement is required both with key public sector agencies in terms of ensuring a co-ordinated approach to the planning of the wider area and with key landowners and occupiers.</p> <p>The Council and its partners should explore potential delivery structures at an early stage.</p>
Utilities Site	<p>The site is currently vacant brownfield land on the eastern side of Norwich near to the Deal Ground. It is subject to a number of constraints including access, contamination and other environmental issues. The site is owned by a number of utilities providers.</p> <p>The Utilities site represents a major development opportunity in a sustainable location with the potential to contribute to the regeneration of east Norwich. The site is allocated for employment and mixed use development in the Local Plan.</p> <p>Preliminary appraisals have shown that development proposals based on the site's existing employment-led allocation are not viable. The prospects for viability are improved if a high-density, residential-led, mixed-use development is assumed, although taken in isolation as a site, it would remain un-viable, due to access issues and ground conditions.</p>	<p>Given the site's regeneration potential and as development viability based on allocated uses is marginal, we consider there is a pressing case for public sector intervention.</p> <p>The area wide approach suggested by the Council is supported. It is too early to suggest potential mechanisms to deliver development, although numerous options are potentially available depending upon the size of the area to be developed, level of stakeholder support and priorities of the lead public sector agencies.</p> <p>The initial work required relates to the feasibility testing and masterplanning connected with the AAP. We anticipate that this will be led by the Council. Funding may be available for this further work from EEDA, English Partnerships and the County Council.</p>	<p>GVA Grimley supports the Council's plans to prepare an Area Action Plan for the wider area incorporating the Deal Ground and Utilities Sites.</p> <p>There is significant uncertainty over the scope for development on the Deal Ground which can only be addressed through further feasibility assessment, we therefore recommend that this work is progressed in parallel with the option testing and masterplanning analysis needed to progress the Area Action Plan.</p> <p>In parallel with this work further stakeholder engagement is required both with key public sector agencies in terms of ensuring a co-ordinated approach to the planning of the wider area and with key landowners and occupiers.</p> <p>The Council and its partners should explore potential delivery structures at an early stage.</p>
St Anne's Wharf	<p>The site was formerly a Brewery Distribution Depot. It is now vacant and derelict. The site is owned by the developer Wilson Bowden.</p> <p>The site is allocated for mixed-use housing and commercial uses. A planning application has been submitted. The key issue currently under negotiation concerns the quantum of affordable housing. An appeal is programmed in which this is the primary issue.</p>	<p>There is a key role for the City Council to ensure appropriate linkages are achieved between the St Anne's Wharf site and the surrounding area, particularly in securing an appropriate pedestrian crossing over the river.</p>	<p>We anticipate that the Council will develop a future strategy for managing change along the river corridor on both banks. This should tie into the proposed Area Action Plan for the Deal Ground, Utilities Site and their environs.</p> <p>We do not see a direct role for the public sector to facilitate development at St Anne's Wharf. The Council may, however, wish to appoint advisers to assist it in pursuing its negotiations on the quantum of affordable housing with the</p>

	Key Issues and Status	Potential role for the public sector	Recommendations
			developers, including through the current appeal.
Reeds Mill / Canon Wharf	<p>The site is currently un-occupied and contains a number of derelict industrial buildings, some of which are listed. The site is owned by the developer P.J.Livesey.</p> <p>The site is allocated for residential uses and is subject to a recent planning permission, which is now being implemented.</p>	We do not consider that there is a pressing need for the public sector to become involved in providing further funding or support for development in this location This is borne out by the implementation of a permission.	We anticipate that the Council will develop a future strategy for managing change along the river corridor on both banks. This site should tie into the proposed Area Action Plan for the Deal Ground, Utilities Site and their environs.
Paper Mills Yard	<p>The site is currently un-occupied and contains a number of derelict industrial buildings one of which is listed. The site is owned by the developer, Delft Associates.</p> <p>The site is allocated for residential uses and is subject to a current planning application.</p>	We do not consider that there is a pressing need for the public sector to become involved in providing further funding or support for development in this location.	We anticipate that the Council will develop a future strategy for managing change along the river corridor on both banks. This should tie into the proposed Area Action Plan for the Deal Ground, Utilities Site and their environs.
Hurricane Way	<p>The site was previously used by UEA for halls of residence. These buildings are now derelict and in need of demolition. The site is jointly owned by Norwich City Council and Norfolk County Council. The site is allocated for employment uses and is subject to proposals by CEC for a Business Village. The delivery of the Hurricane Way proposals being promoted by CEC will be subject to the successful conclusion of ongoing negotiations between the CEC, the City Council and EEDA. In the event these negotiations prove abortive it is our view that the site may come forward for alternative employment led uses through the normal operation of the market. These uses may not, however, deliver the level and type of economic outputs that will be achieved by the current proposals from CEC</p>	The developer has stated its willingness to invest in the site and progress its proposals but they contend that the site will require additional investment to bring it forward for development as business start-up and managed workspace facilities. EEDA and Norwich City Council are currently engaged in discussion with CEC about the requirement for gap funding to overcome the costs associated with site clearance and remediation.	The City Council, County Council and EEDA should each progress their responsibilities regarding this site. If this can be done in a manner that ensures delivery as proposed, we would expect development to occur in a number of phases. This should prioritise the provision of start-up space.
Market Square	<p>The market square has been the subject of a variety of proposals for refurbishment / improvements of varying scale and complexity.</p> <p>Planning approval was granted in October 2004 for refurbishment works to the market square to be funded entirely by Norwich City Council. These works area now underway. The nature of the refurbishment works, as explained to GVA Grimley are significantly less far-reaching than those originally intended by the City Council, which sought a programme encompassing a much wider area and with a broader brief</p>	Whilst the opportunity to upgrade the market and surrounding area may not have been fully realised on this occasion, we anticipate that Norwich City Council may wish to pursue a medium term programme of fund-raising and partnership building with traders and other key stakeholders.	<p>It is evident that areas on the fringe of the market square would benefit from the type of public realm improvements and enhancements previously considered. The works scheduled to be undertaken in 2005/06 are not likely to overcome all of the problems associated with the market.</p> <p>The Market Square's position as a focal point for the city centre, connecting the new Chapelfield development, the Forum and the rest of the historic core is expected to increase over time. The need for a far-reaching design strategy, not currently being met by the current scheduled works will be of even greater importance.</p> <p>The Council may want to consider evolving a package of measures aimed at delivering a comprehensive overhaul of the market square and its surrounds. This may include a structured programme of further consultation and masterplanning connected with the preparation of emerging policy.</p>

Appendices

**Appendix A:
Original Brief**

BRIEF FOR CONSULTANTS
1) NORWICH -
PROPERTY MARKET REVIEW AND DEVELOPMENT STATEMENT
2) NORFOLK-
STRATEGIC SITES ANALYSIS

1) INTRODUCTION

Norwich City Council, English Partnerships, the East of England Development Agency and Norfolk County Council proposed to commission a series of property related viability studies.

- **STUDY 1 Part A/B Client group-English Partnerships, Norwich City Council and EEDA**

A property market review and development statement for key property sites in Norwich and its sub-region. The study will also advise on future property trends and their potential impact on the residential commercial property market of Norwich and its sub-region.

Consultants will also be expected to demonstrate and understand the impact of regeneration, heritage and economic initiatives on the Norwich and sub-regional property market.

- **STUDY 2 Client group- Norfolk County Council and EEDA**

A strategic sites analysis of key employment sites in Norfolk as defined by Norfolk County Council, which will review/refresh, the countywide strategic sites survey undertaken in 1997. Produce a new priority list of strategic sites across the county, identify those that need intervention, produce an action plan for each site and comment on any employment land shortages across the county.

Consultants should note that whilst project output require two separate brief proposals and final reports to the respective clients. Both reports should complement each other, be cross referenced and share relevant information.

2) BACKGROUND AND GENERAL INFORMATION

- English Partnerships will be project manager and budget holder for the Property Market Review and Development Statement.
- Norfolk County Council will be project manager and budget holder for the Norfolk Strategic Sites Study.

Project and briefing meetings for both projects will be held at the same time. Consultants will be expected to provide a detailed breakdown of costs against each element with a phasing programme, key personnel and expenses. As a guide, expenses should not be expected to exceed more than 10% of the total project cost and any exceptional items of expenditure should be identified in the bid.

Consultants will also be expected to name a senior project manager for the co-ordination of both projects. All partners are expecting joint commissioning to add value to this exercise; consultants will be expected to demonstrate savings in relation to time, cost and performance.

3) STUDY 1 PART A **PROPERTY MARKET REVIEW**

The purpose of this study is to consolidate partners' strategic regeneration and development objectives through a series of development projects with the production of a development statement for key sites in and around Norwich.

In undertaking this activity consultants need to be aware of other sites in Broadland DC and South Norfolk DC that impact on the local market and key sectors.

3.1 PROPERTY MARKET REVIEW

To support the development statement, Partners wish to commission a property report for Norwich and its sub region. The purpose of the report is to advise on current and future property trends.

It is important that consultants avoid simply taking the current market conditions of Norwich and its sub region. Consultants will be expected to work with partners to explore how future market trends may influence and shape the Norwich economy and demonstrate the ability to build confidence through sub regional regeneration, heritage and economic initiatives.

3.2 SCOPE OF WORK

It is recommended that the property intelligence section cover the following

Section 1

Provide a benchmark statement of property market data with a supply and demand analysis, this should cover the following

- Property investment within the City and surrounding area over the past 5 years
- An assessment of current levels of demand and supply
- Details of recent deals and acquisitions
- Desktop review of agency and inward investment interest in Norwich and its sub region

Section 2

Provide a forecast property growth scenario based on Norwich's ability to stimulate property growth and its relationship to public sector regeneration initiatives for next 3 and 5 years.

Both sections will need to examine the following

- **Retail**-amount of likely deliverable retail activity in Norwich to support vitality and to anchor/stimulate other forms of property investment.
- **Hotel/Conference/Leisure/A3 Uses**-Current and future demand and likely locational requirements for these types of facilities and their ability to stimulate mixed use development.
- **Office**-Current and likely office demand within the City and the impact of supply of in relation to sites in the sub region.
- **Residential**-Current and likely demand for residential development including its form and function and likely role in stimulating mixed development opportunities on brownfield sites in the City.
- **Industrial Uses**- Demand for B1, B2 and B8 uses within the City and the sub region.
- **Institutional Requirements**- Desktop review of educational/health and other public sector property requirements in relation to Norwich and sub region
- **Business Sectors and Clusters**- Consultants will be expected to comment on any dominant business sectors or clusters that could be identified as potential economic drivers, which might influence property provision within the City and Sub Region such as Professional Services and/or Creative Industries.

3.2 PRESENTATION OF FINDINGS

The results of the study should be drawn together in a suitably illustrated report containing executive summary and sub headings covering the topic areas identified above. The methodology of the study should be clearly identified and any relevant technical information contained in the appendices.

4 STUDY 1 PART B **DEVELOPMENT STATEMENT**

It is envisaged the study will lead to production of development statement, which comments on specific site delivery and outline priority actions with measurable outputs.

The statement should critically comment on site delivery and review the extent to which proposals remain relevant to the aspirations of partners.

The statement will establish the compatibility of individual proposals against policy and the degree by which delivery can be achieved in the short medium and long term. It is expected that the development statement will set out the following

Strategic Objectives

- Aims and objectives
- Partners' roles and responsibilities
- Strategic policy context
- Provide a SWOT analysis of site development constraints

Implementation

- Define and prioritise projects to be implemented within the statement
- Comment on delivery issues on a site by site basis, covering issues such as land assembly, infrastructure service requirements, development phasing
- Propose potential delivery structures
- Cross reference to market and sector requirements

Stakeholder Aspiration

It is not proposed that detailed public consultation will be undertaken. However those organisation and individuals with direct site interests will need to be engaged into the process. This will include potential partners in the delivery process (i.e. existing landowners and occupiers and developers).

5) TIMESCALES

Adoption of the Development Statement is required by June 2004, an outline programme is attached. Stages within the project should be clearly identified, the fee proposal should allow for client review at all key stages and a limited consultation on the Draft Development Statement as outlined above.

6) MANAGEMENT ARRANGEMENTS

The study will be managed and commissioned by English Partnerships on behalf of the Partners. Consultants will also be expected to provide progress to budget and an activity report for partners four weekly project management meeting. The project team will comprise of senior officials from English Partnerships, Norwich City Council and East of England Development Agency

Consultants will be expected to attend the following meetings

- Week 1- Mobilisation and commissioning meeting (w/c March 22)
- Week 4/8/12 Progress Meetings
- Week 14 Draft Report (w/c 14 June)
- Week 16 Final Report (w/c 28 June)

It is anticipated all meetings will take place in Norwich, and will be co-ordinated with project meetings for the **Norfolk Strategic Sites Study**.

The report structure should contain an Executive Summary capable of being used as a stand-alone document. All technical appendices should be contained as a separate document. Partners require 25 copies of the final report and four copies on Microsoft compatible CD-rom. Any plans or graphic illustrations should be presented on A3 full colour high quality plans.

7) FEE PROPOSAL

The Consultant's fee proposal should indicate how the project is to be structured, including methodology, key team members and breakdown of their respective inputs, hourly rates and expenses.

It is anticipated that the Development Statement will cost in the region of £50,000 and the property market intelligence report will be in the region of £20,000. Fees should be exclusive of VAT.

8) CONTACTS

Should you need to discuss the brief prior to responding please contact **Simon Snook at English Partnerships, 01908 353703 and Gwyn Jones at Norwich City Council on 01603 212526.**

Appendix B:
Detailed Work Programme

STUDY 1: NORWICH PROPERTY MARKET REVIEW AND DEVELOPMENT STATEMENT

Overview:

This document provides the baseline for the above study. It draws upon the Project Brief provided by the Client team the GVA Grimley proposal and discussion with the client team at the interview. The purpose of this document is to provide a framework for discussion at the project inception meeting to be held on Wednesday 28th April, to ensure clarity on the objectives and outputs of the study and set out the principal tasks required. We would wish to agree with the client Steering Group the tasks and outputs detailed below (or by agreement make appropriate changes to reflect the client Steering Group's objectives. Once agreed the tasks and programme will be completed. In the even that additional or supplementary tasks are identified during the course of the study we would seek to agree an appropriate arrangement with the client to cover this additional work.

Study objectives and key tasks:

We have detailed below the principal objectives of the study and the tasks required, based upon our understanding of the study brief:

- To undertake an analysis of property market trends in the Norwich area and, in this context, advise on the current property market conditions for the key sectors identified.
- To analyse relevant property and economic data to inform an assessment of future market trends and potential areas of growth / decline.
- To identify an agreed list of strategic employment sites in the Norwich (and to agree the boundaries of the study area) with the client Steering Group.
- To undertake a review of the development potential of the sites identified, with particular reference to planning policy context including sustainability issues, planning history, existing and proposed developments, evidence of market failure, key relevant development considerations.
- Where proposals exist that have not proceeded (or appear to be stalled) to advise on the potential reasons for this and undertake appropriate financial assessments to inform this advice.
- In the context of the above to advise on the development potential of the sites and where intervention from the public sector and other funding agencies may be required to advise on the potential forms that this intervention could take.

- To identify potential sources of funding and recommendations for action on each site.
- The Development Statement will prioritise sites for action and this prioritisation will reflect the wider economic picture emerging from the property market review.

Study outputs:

The brief details the following study outputs:

1) Sub-regional property market review

- Property market benchmark highlighting patterns and processes in the local property market over the last five years.
- Forward looking property market growth scenario based on economic forecasts and public sector initiatives.

2) Development statement

- Site specific assessment of aims and objectives, partners roles, strategic policy context and SWOT of development constraints.
- Site specific advice on delivery issues such as land assembly, development phasing and delivery structures.
- Advice will be given on the prioritisation of sites in Norwich in terms of their delivery.

We detail below the key tasks that the GVA Grimley team will undertake to respond to the requirements of the Brief.

PART A: SUB-REGIONAL PROPERTY MARKET REVIEW

Section 1: Sub-regional property benchmark exercise

Objective: To provide an initial benchmark statement of property market activity throughout the study area over the last five years up to the present day in respect of the following land-uses:¹

- Retail
- Hotel/conference/leisure/other A3
- Office; to include
 - Business start up units
 - Managed workspace
- Residential
- Industrial
- Institutional
- Other specific key sectors/clusters.

Key tasks: a) Desk-based tasks will include:

- A thorough review of relevant property market databases such as PROMIS or GOAD and other secondary sources to gain a broad picture of key deals, market activity and demand over the period.
- A review and analysis of relevant Local Plans, Urban Capacity Studies, Employment Land Audits and databases to establish an understanding of supply issues.

b) Consultation tasks will include:

- Discussions with the client team on the availability of relevant documents to assist with this analysis.
- Review of in-house knowledge and discussions with relevant local agents (to be agreed with the client team).
- A mixture of face-to-face and telephone consultations with relevant local planning officers and the Council's economic development officers to ensure we have captured all of the existing, pipeline and potential future land supply issues.
- Face-to-face and telephone consultations with representatives from Shaping the Future, EEDA and the East of England Investment Agency to understand issues

¹ In accordance with the original Study Brief dated 23/02/04 – the study will consider:

- **Retail** – amount of likely deliverable retail activity in Norwich to support vitality and to anchor / stimulate other forms of investment
- **Hotel / Conference/Leisure/A3 Uses** – current and future demand likely locational requirements for these types of facilities and their ability to stimulate mixed use development
- **Office** – current and likely office demand within the City and the impact of supply in relation to sites in the sub region
- **Residential** – current and likely demand for residential development including its form and function and the likely role in stimulating mixed development opportunities on brownfield sites in the city.
- **Industrial uses** – demand for B1, B2 and B8 uses within the city and sub region
- **Institutional requirements** – desktop review of educational / health and other public sector property requirements in Norwich and the sub region.
- **Business Sectors and Clusters** – comment on any dominant business sectors or clusters that could be identified as potential economic drivers which might influence property provision within the city and sub region (i.e. professional services & creative industries).

which may occur at the larger sub-regional and regional scale such as inward investment activity.

Output: The property market benchmark will provide the evidence base on which our Part A: Sub-regional Property Market Review will be written. Subsequent economic and policy analysis will layered on to this information in order to develop future property growth scenarios.

PART A: SUB-REGIONAL PROPERTY MARKET REVIEW

Section 2: Sub-regional property growth scenarios

Objective: To build upon the benchmark statement with economic trends and details of public sector initiatives to understand future sub-regional property growth scenarios.

Key tasks: Economic and policy determinants

a) Desk-based tasks will include:

- Undertaking a detailed statistical economic base-lining exercise to understand the historic and forecast future direction of the local economy. This will comprise of analysis of demographic, employment growth and VAT registration data at a number of geographic scales and in appropriate sectoral detail.
- A detailed analysis of relevant economic policy and strategy. We anticipate that this will encompass Regional, Sub-regional and Local Economic Strategies.

b) Consultation tasks will include:

- Discussions with the client team on the availability of relevant documents to assist with this analysis.
- Consulting as required with relevant members of local sub-regional and regional organisations involved in regeneration and development initiatives throughout the study area. These consultations would be used to ensure our policy review exercise was comprehensive and to begin to understand pipeline and future initiatives that may not yet have been translated into policy and strategy.
- To supplement the statistical baseline we may chose to engage in a combination of face-to-face and telephone consultations with members of regional and sub-regional economic development agencies such as Shaping the Future and EEDA. These consultations would likely to be directed at relevant sub-regional teams of key sector/cluster working groups.

Output: Sub-regional property market review report

By combining the initial property benchmark and the subsequent forward looking economic and policy reviews we will produce a report outlining future property growth scenarios for the land uses listed above and the potential impact on the residential and commercial property markets in Norwich.

This section will take account of public sector regeneration initiatives and planning policy objectives.

PART B: DEVELOPMENT STATEMENT

Section 1: Development statement

Objective: To prepare a development statement in respect of an agreed list of sites to address project delivery and outline priority actions with measurable outputs. The statement will establish the compatibility of individual proposals against policy and the degree to which delivery can be achieved.

The development statement will include recommendations on prioritisation and phasing of actions and the advice will reflect both site specific considerations and other relevant factors including planning, funding, regeneration and economic matters.

- Key tasks:**
- a) Set up tasks will include:
 - Agreeing with the client group the proposed list of sites to be considered. Seven were identified in the brief, our proposal is based on the assumption that no more than ten sites will be assessed in total.
 - Review with the client:
 - Key background information available.
 - Key contacts and relevant stakeholders.
 - The basis on which approaches to stakeholders are to be made.
 - Agreeing the reporting format and the details to be included within the site-specific pro-forma.
 - c) Desk-based tasks will include:
 - Development and completion of the pro-forma designed to outline the strategic objectives for each site. This will include:
 - The aims and objectives of development.
 - Partners roles and responsibilities.
 - A description of the strategic planning and economic policy context.
 - A SWOT analysis of site development constraints.
 - d) Consultation tasks will include:
 - Undertaking a series of face-to-face and telephone consultations with stakeholders from each of the selected sites as required.
 - Review of the draft development statement with the client Steering Group.

Output: Development statement

The final output is the development statement containing assessments of each of the selected sites. These assessments will be based on detailed pro-formas.

The pro-formas will cover basic information concerning the sites and will be accompanied by relevant maps and plans. Commentary will be provided on the planning policy context of the site and existing developer / council aspirations. Where proposals exist these will be commented upon.

Details will be included on the findings of discussions held with relevant stakeholders (landowners / developers).

For each site an overview of financial viability / potential for market failure will be made, based upon the uses identified. Where appropriate this may include high level development (residual) appraisals.

Where development viability is considered to be compromised by planning constraints this will be acknowledged. The report will identify potential sources of funding that may exist to overcome these constraints and where appropriate will be supplemented with comments on what other uses may be included to render sites attractive to the development market / deliverable.

The assessment will include commentary on the potential role of the public sector in bringing forward development at the sites (where relevant) and on delivery issues (including, where relevant, the potential requirement for land assembly, CPO etc.). The pro-formas will conclude with recommendations on actions / next steps to be taken and identify the agencies involved.

The pro-formas will be accompanied by a short report that will draw together key themes and recommendations.

**Appendix C:
Development Statements**

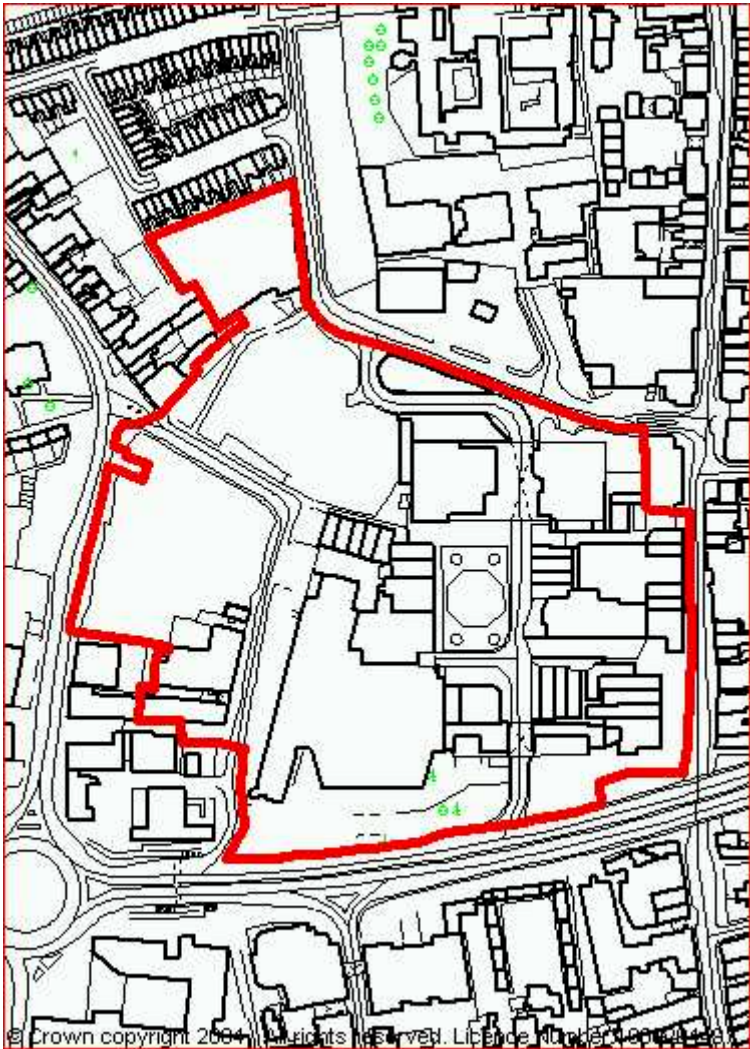
INTRODUCTION

Site Name:	Anglia Square Sites
Site Address:	Complex of sites located between Pitt Street, St Crispins Road and Magdalen Street Norwich



Site Name:

Anglia Square Sites



For identification purposes only

Site Name:

Anglia Square Sites

The Anglia Square Sites comprise the Anglia Square Shopping Centre, adjoining multi-storey and surface car parks, vacant land and Sovereign House (office building), all of which are owned by Quintain.

The 1960s shopping centre is a successful secondary retail centre including an independent cinema. The large office building was previously occupied by HMSO but is currently vacant and has been for some years. We have been advised that the multi-storey car park is only in partial use due to structural problems with the upper decks. We are not aware of the details.

Quintain had previously submitted a planning application for the construction of two retail warehouses on an area of vacant land within its ownership. Norwich City Council considered the proposed form of development to be unacceptable given the scale of units proposed, their large ground area thus blocking of permeability through the site, the effect of surface parking proposals on the appearance of the area and the relationship of built form to the adjoining historic forms of development (St Augustines Street in particular). We understand this application has now been withdrawn.

Norwich City Council has developed an area regeneration strategy for the Magdalen Street area including the Anglia Square sites. The aim of the regeneration strategy is to revitalise the Magdalen Street neighbourhood through promoting the area's tourism opportunities, enhancements to the public realm and by encouraging the redevelopment of vacant sites. £0.5m funding has been secured from English Heritage (matched by the City Council) under the Heritage Economic Regeneration Scheme (HERS) for improvements to historic buildings and spaces.

The City Council has had some preliminary discussions with Quintain concerning the future development of its landholdings, however, at the time of writing no formal proposals have been discussed either for comprehensive development or smaller scale proposals.

GVA Grimley's initial discussions with Quintain have established that the Anglia Square property sits within Quintain's Investment Portfolio. However the company is currently considering its options for the site which could range from quite limited 'asset management' approaches to more wholesale redevelopment options. This process is on going and Quintain has appointed advisers, including architects, to help further explore the potential options.

Quintain has indicated that it is willing to discuss potential roles for the public sector in helping to deliver development at the site. Although its initial position is that it wishes to ensure it has a clear understanding of the potential issues and opportunities and the extent to which it considers the public sector can (or would expect to) play a role in this process.

Issues to be resolved:

GVA Grimley has not undertaken a detailed viability assessment of redevelopment options for Anglia Square. However, our baseline economic analysis suggests that a comprehensive retail, economic and residential led scheme would achieve positive development values. If significant amounts of office or other employment uses were to be incorporated into the mix this may reduce overall development viability, although the existence of pre-lets would go some way to reduce this risk. It is acknowledged that the Anglia Square area is suited to the position of quality office accommodation as part of the overall development mix and that this should be encouraged.

Anglia Square is an ageing shopping centre in need of substantial investment to meet the demands of modern occupiers. The other commercial elements (offices and leisure uses) are also functionally obsolete and contribute little to their surroundings. A strong case can be made in regeneration terms for the comprehensive development of the entire area (to include land outside the ownership of Quintain) to deliver the type of modern, high density, mixed use development that is needed in this part of town.

A comprehensive approach is needed to address the significant issues concerning the poor quality of the poor public realm and severance. These core issues should be addressed in evolving policy and by the role of the public sector in addressing the future of the site / area.

CONTEXT & KEY ISSUES

Site Name:	Anglia Square Sites
Site Area: Ha (acres)	<ol style="list-style-type: none">1. Adjacent Pitt Street and North of St Botolph Street: 2 hectares: (4.9 acres)2. Anglia Square Shopping Centre & Multi-Storey Car Park3. Sovereign House
Ownership:	<ol style="list-style-type: none">1. Quintain2. Quintain3. Quintain
Local Authority:	Norwich City Council
Key Contacts:	<ul style="list-style-type: none">▪ David Lincoln – Norwich City Council, Development Control Case Officer (01603 212506)▪ Roy Ruggles – Anglia Square Shopping Centre, Manager (01603 764614)▪ Kareem Pabani –Quintain
Existing/Previous Use:	<ol style="list-style-type: none">1. Mix of surface car park & undeveloped / undeveloped since 1960s development of Anglia Square shopping centre.2. Secondary shopping centre with Cinema and part-used multi-storey car park.3. Office building vacant for approximately 6 / previously occupied by HMSO.
Adjacent/Surrounding Uses:	Residential / retail / commercial / offices
Physical Constraints:	Existing buildings – both active and redundant

Site Name:

Anglia Square Sites

Local Plan policy

Key policies

The Anglia Square/ Pitt Street/ Edward Street area (2.19 ha) is designated as a mixed use development area under Policy HOU9. The allocation will have to yield at least the 80 dwellings specified in the Policy, mixed with retail, leisure, hotel and offices or light industrial (B1) uses. Affordable housing policy HOU4 specifies an affordable housing target of 20 dwellings (25% of the total of 80 dwellings).

Gildengate House, Anglia Square (0.08ha) is allocated under Policy HOU10 for conversion of existing buildings to housing use. The Policy specifies that the feasibility of this will need to be thoroughly investigated and in some cases additional infill development may be acceptable, provided it is contractually linked to the refurbishment / conversion of the existing buildings. Any scheme for conversion or redevelopment will have to ensure that the impact on the occupiers of neighbouring dwellings is minimised.

Anglia Square with Magdalen Street and St Augustines Street is designated as a Large District Centre under Policy CC6, serving the needs of a wide area to the north of the City. The Policy specifies that Anglia Square itself (within the precinct) and the adjoining and southern parts of Magdalen Street will remain predominantly retail in use. Residential use at ground floor level will not be permitted here. Changes to other uses will be permitted in accordance with policy SHO11. Magdalen Street North and St Augustines Street are frontages within which other uses will be permitted including residential at ground floor level.

Policy CC6 states that the area adjoining Anglia Square, at Botolph Street/Pitt Street/Edward Street [2.19ha] will be redeveloped for a mix of uses, which must include residential development to at least the minimum density specified in policy HOU9, retail development, open space, car parking and other commercial office or leisure uses. The refurbishment of Sovereign House should be planned as part of the scheme, allowing for its conversion to housing or a hotel, which may include an element of retained commercial office use. Leisure, B1 and restaurant or other hot food uses may also be appropriate.

Policy SHO5 specifies that retail development will be accepted as part of a mixed use development on the land adjoining Anglia Square and fronting Pitt Street, Edward Street and Botolph Street (including demolition of the former Broadside Warehouse) [1.6ha]. However, the net additional retail floorspace proposed will not be permitted to exceed 1,900 square metres and will have to provide for a retail link between Anglia Square and St Augustine's Street. Proposals should also provide for additional employment development and housing within the overall scheme (in accordance with policy CC7).

Summary

Ref : CC6 (+ HOU9 A22/ Site: Botolph Street/Pitt Street/Edward Street, EMP16/ SHO5) Anglia Square

- Area: 2.19 hectares Greenfield/brownfield : Brown
- Primary policy (proposal): Mixed use development (including housing)
- Mix of Uses Proposed: 80 dwellings in a mix with retail, and car parking, open space, possibly with commercial offices, hotel and/or leisure uses.
- Implementation by : Private Sector
- Constraints identified: Highway improvements, Demolition, Adjacent to residential area, Traffic Noise, Air Quality

Policies/ requirements :

- NE4 Street trees to be provided, HOU4 Affordable housing Target = 20
- HOU5 Accessible housing, HOU6 Requirements for housing development

- HOU9 Minimum density of housing, SR4 Open space
- SR7 Children's play space, HBE3-5 Archaeological Investigation
- HBE14 Gateway site, TRA15 Cycle routes
- SR12 Green Links Network, TRA18 Major Road Network
- EMP16 Office development in city centre, SHO5 Retail development at Anglia Sq.
- HBE8 Conservation Area, EP14 Protection of Groundwater Source
- NE9 Landscaping scheme, HOU7 Phasing of housing development
- TVA5 – New hotel locations
- Landscaping barrier to Pitt Street, pedestrian route between St Augustine's Street and Anglia Square, amenity of residential uses to north of site to be respected, co-ordinated scheme.
- Phasing/ timing of development: 2004

Magdalen Street and St. Augustine's Street Area Draft Action Plan (April 2004)

The City Council decided to produce a regeneration strategy for this area to tackle the inter-related social, economic and environmental problems of the area in a strategic and co-ordinated manner. Consultation with local residents and stakeholders began in 2002 and the strategy was approved by the Council's Executive in January 2004.

Funding sources secured include Heritage Economic Regeneration Scheme (HERS) funding based on two areas: Phase 1 for St Augustine's Street and Magdalen Street north of the flyover with a budget of £600,000 over 3 years, implementation continuing to end of March 2006. A funding bid for Phase 2 has just been successful and covers the original area plus the southern part of Magdalen Street and Wensum Street with a budget of £400,000 over 2 years with implementation continuing until the end of March 2008.

Other funding secured includes that under the Water City International (Interreg IIIB) initiative and the Liveable City (Interreg IIIB) initiative. Other potential sources include Green Cities (Interreg IIIB) and EEDA's Urban Renaissance strategy programme.

The Council's agreed 'vision' which is part of the regeneration strategy for the Magdalen Street/St. Augustine's Street area is: "The area should have a distinctive identity and an improved and safe environment, engendering pride and attracting investment to sustain a mixed economy and a vibrant community."

Eight objectives were formulated to aid the realisation of the vision for the area:

- Objective 1 - Major public realm improvements focussed on key thoroughfares in the area, to improve the environment for shoppers and residents and to promote investment in property.
- Objective 2 - Improve traffic circulation patterns in the area and improve/provide key pedestrian/cyclist linkages
- Objective 3 - Improve historic and other key buildings, enabling them to be used for a range of productive uses including housing, employment, heritage related and leisure
- Objective 4 - Achieve development on key vacant sites, to include a mix of uses whilst respecting the historic environment
- Objective 5 - Strengthen the area's role as a District Centre, and promote and support its shopping attractions
- Objective 6 - Develop initiatives that promote the heritage of the area
- Objective 7 - Improve safety and security in the area, and improve perceptions of safety.
- Objective 8 - Promote/improve use of community buildings and open space.

DELIVERY FRAMEWORK

Site Name:

Anglia Square Sites

GVA Grimley supports the approach being taken by the Council leading to the preparation of an Area Action Plan for Anglia Square.

The main report details GVA Grimley's broad comments on taking the baseline study forward and undertaking the necessary further feasibility work to determine the development options that may be available for the identified sites, viability considerations and the need for further public sector intervention/support.

In the case of Anglia Square we make the following observations in respect of delivery:-

1. The role of Quintain as the principal landowner will be critical and we would encourage early engagement by the Council with Quintain to establish its intentions/engaging thoughts.
2. The Council will need to consider its plans/aims for the future role of Anglia Square in terms of its position within the retail hierarchy within the city and its role as a potential location for employment and housing uses. In order to ensure that the emerging policy context is deliverable the Council should undertake further feasibility assessments to inform potential market appetite/deliverability for the emerging uses proposed.
3. In parallel with this analysis, the Council should undertake masterplanning work in order to determine the most appropriate boundaries for the Area Action Plan/Anglia Square Policy Area to optimise the potential development outputs and achieve the maximum regeneration benefits.
4. Once the feasibility assessment and masterplanning work has been completed the Council will be in a position to determine its optimum policy framework for the site. We would anticipate that the Council would want to work with the key landowners and other community stakeholders in refining the policy wherever possible.
5. By the time this feasibility work is completed the Council will have a greater awareness of the development economics and likely position of key stakeholders. With the benefit of this knowledge the Council will be able to determine the work that it may need to take in order to deliver its policy objectives, either as development facilitator or through more direct intervention as required.

SUMMARY SWOT

Strengths

Weaknesses

- Location – city centre
- Land ownership – not fragmented
- Access – Sited on the Norwich inner ring road
- Successful secondary retail location

- Built form – 1960s buildings are insular and impermeable and the inner-ring road severs the development from the city centre
- Structure – Sovereign House and parts of the multi-storey car park are beyond their functional design life and suffer from a number of structural problems
- Context – the 1960s development is alien to its surroundings; small scale, terraced residential neighbourhoods

Opportunities

Threats

- Land area – potential for large scale redevelopment of Anglia Square and surrounding sites
- Residential – potential to provide significant number of residential, including affordable housing units
- English Heritage funding – for Magdalen Street area will improve appearance of surrounding area
- Re-use of Sovereign House – potential for public sector relocation in the short term (subject to viability) and perhaps residential in the longer term

- Landowner aspirations – Quintain as a developer may have aspirations for the location that do not correspond with that of the Council/Steering Group.
- Costs – The costs involved in a comprehensive redevelopment (demolition, clearance, remediation) are likely to be significant and may deter comprehensive development proposals or encourage piecemeal ones

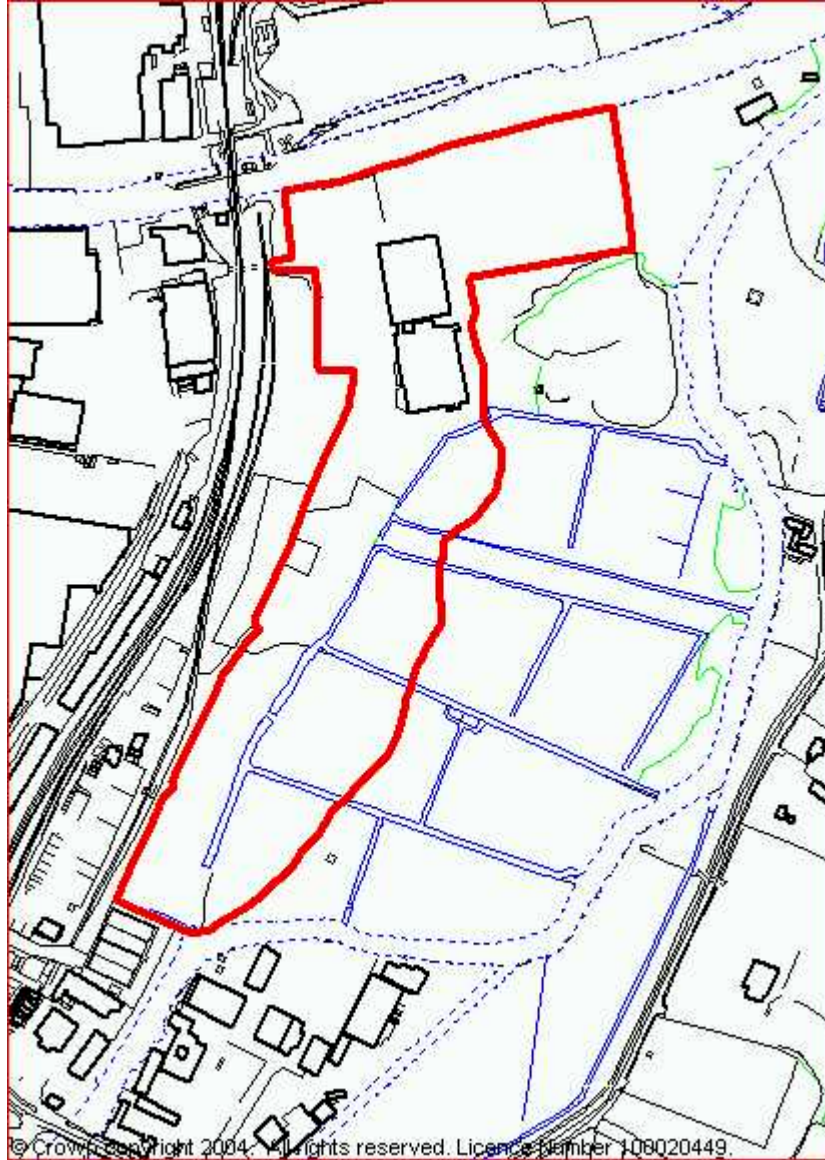
Site Name: Deal Ground

Site Address: Off Bracon Dale
Trowse
Norwich



Site Name:

Deal Ground



For identification purposes only

Site Name:

Deal Ground

The Deal Ground site is allocated in the Norwich City Local Plan primarily for employment uses (about seven hectares) and up to one hectare for residential development.

Limited discussions regarding development of the site have taken place between the landowner and Norwich City Council. Consultations between GVAG and the owner's advisers have established that the owner wishes to develop the site for a mixture residential and employment uses.

The site is subject to a number of constraints both physical and environmental. The most significant constraint to development relates to site access. At present it is only possible to access the site from the south via a small access road to the adjoining aggregates site. The access onto the highway itself adjoins a railway bridge and is poor in terms of sight lines and offers very limited opportunities for enhancement. The site itself has not been the subject of development proposals (a planning application), however we are aware that planning permission has been granted for the redevelopment of the May Gurney site over which an access route to the Deal Ground site has been safeguarded. This access route would entail a new bridge across the river Yare. We are not aware of any formal arrangements between the landowner of the Deal Ground and May Gurney to safeguard access or with the Broads Authority in respect of seeing a bridge over the river.

A recent SRB funded project analysed access issues to this site and the Utilities site. The study identified, costed and compared 5 options. Feasibility was assessed with regard to technical, environmental and financial cost terms and traffic impact. The options take two basic forms; a through route between Trowse and Thorpe including a major bridge across the river Wensum or separate access routes to each of the sites without such a crossing. Although it is assumed that a foot and cycle bridge would be desirable between the sites to further sustainable transport objectives.

The study concluded that option C, a single point of access to both sites from The Street with a major crossing over the Wensum and option D, access to the Deal Ground from The Street and access to the Utilities Sites under the London railway line from Carrow Road. The study indicated that the ultimate choice between these two options would depend on the cost of providing a major crossing of the Wensum and the capacity of the Carrow Road junction with respect to the potential use of the Utilities Site.

We are aware that the landowners are keen to explore the potential for delivery of development on the Deal Ground site and have in the past undertaken background feasibility work to assess the viability (or otherwise) of various proposals. Issues of commercial sensitivity have meant that much of this information was not shared with GVA Grimley.

Issues to be resolved:

The Deal Ground site potentially represents a more immediate / short-term development opportunity than the Utilities site. This is due to several factors including size, ownership and development constraints. The key constraint of access is likely to be capable of resolution providing appropriate arrangements can be made between the owner of the Deal Ground site itself and May Gurney (across whose site access will be required). Co-operation will also be needed from the Broads Authority and the Environment Agency.

An important issue to be addressed concerns the capacity of the Deal Ground for the uses currently prepared in the Local Plan and for the uses that may come forward as part of development proposals. There is a need to ensure a comprehensive approach to development of the area and that access and capacity issues are considered for the area as a whole and not simply in response to development proposals by individual landowners. The situation is further complicated by the fact that the principal access to the Deal Ground is across land outside the administrative boundary of Norwich City Council.

With this in mind our preliminary recommendation is for a comprehensive approach to the planning of the area and evolving a development framework that maximises the opportunities for the wider area taking account of known and anticipated constraints. The role of the public sector will be central to the delivery of these aspirations.

Norwich City Council is proposing to develop an Area Action Plan for the area as part of its emerging LDF. This should take account of the wider area, recognise the importance of engaging fully with neighbouring authorities, and where appropriate other Government agencies, in the evolution of the planning strategy / framework for the site.

CONTEXT & KEY ISSUES

Site Name:	Deal Ground
Site Area: Ha (acres)	8 hectares (20 acres)
Ownership:	Serryus
Local Authority:	Norwich City Council and South Norfolk District Council (access road to the site is through SNDC administrative area)
Key Contacts:	<ul style="list-style-type: none">▪ John Andrews – Norwich City Council, Development Control Case Officer (01603 212502)▪ Paul Knowles – Building Partnerships Limited (01603 721144)▪ John Tomlinson – South Norfolk District Council, Head of Planning (01508 533633)
Existing/Previous Use:	The Deal Ground was formerly part of the Carrow Works, which specialised in food processing and packaging. The site has been vacant and derelict for over 10 years.
Adjacent/Surrounding Uses:	Adjacent the River Wensum and Yare, railway lines and Wetland Nature Reserve.
Constraints:	<ul style="list-style-type: none">▪ Access through Trowse, off The Street is limited.▪ Ground contamination.▪ Flooding associated with the River Wensum.

Site Name:

Deal Ground

Local Plan policy

Key policies

Allocated for mixed-use development with an area in the region of one hectare of residential development adjacent the river. Planning policy also recommends that part of the site be reserved for potential rail related use, until the rest of the site has been substantially developed and if no rail user is forthcoming.

Policy EMP4 applies to the allocated areas at Deal Ground (Trowse) [Policy EMP9] and Hurricane Way (Airport Industrial Estate) [Policy EMP 12]. The Policy states that:

“Development within Use Classes B1, B2 and B8 will be permitted, except in the case of:

(i) Office development within Class B1, which will be permitted where it satisfies the sequential test as set out in Policy EMP16;

(ii) Development on sites adjoining residential areas, where uses will be limited to those which will not be significantly detrimental to the amenities of adjoining residents.”

Policy EMP8 specifies that the sites identified in policies EMP9 to EMP14 are allocated primarily for employment development in Use Classes B1, B2 or B8. Major office development is subject to the sequential test in policy EMP16. Development of these sites will require a good design and landscaping scheme, to include provision for heavy goods vehicle access, if necessary. Particular requirements for each of the sites are set out in site specific policies EMP9 to EMP14.

Policy EMP9

“The Deal Ground (Trowse [EMP9, 8.4 ha] is allocated for employment development in accordance with Policy EMP8 together with a small amount of housing development on the north side of the site in the region of 1 hectare. Proposals for the development of the site will be permitted where:

(i) Development is undertaken on the basis of a comprehensive scheme for the whole site;

(ii) Provision is made for the following infrastructural works as part of any scheme:

- A new vehicular access road from the south (either from The Street, Trowse or such other suitable access point as is agreed in discussion with the City Council and adjoining authorities), proceeding via a new bridge across the River Yare;
- Vehicular, pedestrian and cycle routes through the site which are designed to facilitate the future extension of the pedestrian/cycle network along the river corridors to the north and east;
- Reservation of sufficient land within the scheme to enable the future provision of a bridge connection (or connections) to the north bank of the River Wensum as part of this network, and the retention of such land until such time as the feasibility of this option has been fully examined.

(iii) The scheme incorporates a buffer to the eastern edge of the development site to be planted and landscaped to a high standard to screen it from the adjacent Carrow Abbey Marshes County Wildlife site and Whitlingham Country Park;

(iv) The scheme reserves and retains an area of land adjacent to the railway for uses requiring and utilising rail access. Development on this part of the site will be permitted where the uses proposed can demonstrate an essential requirement for rail access, are not prejudicial to existing and proposed aggregate processing activities on the site and are not prejudicial to activities at the adjoining food processing factory.

(v) The scheme makes provision for appropriate public moorings as required by Policy TVA3 (including a suitable landing point for waterbus services);

(vi) The scheme reserves and retains a site for a slipway at a suitable point along the river frontage for the launch of river craft.

Within the area reserved for rail-related uses, proposals for any other uses (including employment uses) which do not require rail access will only be permitted when

- a) the remaining part of the Deal Ground site has been substantially developed; and
- b) the developer can demonstrate that there is no significant demand from rail-related uses which would justify its permanent retention for that purpose; and
- c) the alternative proposals would not be prejudicial to existing and proposed aggregate processing activities on the site.

Following implementation of an approved development scheme, Policy EMP4 will apply to any subsequent development within the employment area.”

Policy NE7 protects sites of regional and local importance for nature conservation. One such designation lies across a substantial area of the Deal Ground. The Policy states that development that would be detrimental to such designated sites will not normally be permitted. The exceptions would be cases where it can be demonstrated that the reasons for the proposals outweigh the need to safeguard the nature conservation site. In these cases the proposal must include an assessment of the impact and appropriate mitigating measures that will be undertaken.

This area of the Deal Ground is also designated under Policy NE1 as part of the Yare river valley, where development proposals will only be permitted where they are for the purpose of:

- Agriculture and forestry;
- Essential facilities for outdoor sport and recreation, cemeteries, or other uses appropriate to the purpose of this policy; or
- The limited extension, alteration or replacement of existing dwellings

And they would not damage the environmental quality or landscape character of the city, or of the areas in which they fall.

Summary

Ref : EMP9.1 Site: Deal Ground, Bracondale, Trowse

- Area: 8.4 hectares Greenfield/ brownfield : Brownfield
- Primary policy (proposal): Employment development
- Mix of Uses Proposed : B1, B2 and B8 uses, possibly with rail freight terminal.
- Implementation by : Private sector (+ Railtrack, if rail access included)
- Constraints identified: Past tipping; contamination (treated); removal of derelict buildings; flood risk;; adjacent to nature conservation site

Policies/ requirements:

- EMP9 Area to be reserved for rail freight use + High standard of landscaping to east, new vehicular access road /cycle and pedestrian routes to be provided by developer, reserve land for bridge over Wensum, reserve site for slipway and moorings, comprehensive scheme required.
- SR11 Riverside Walk, NE7/NE8 Management of wildlife, SR13 Green Links
- HBE14 Gateways to city, EP12 Flood risk in previously developed areas, TRA15 Cycle Route
- EMP8 Employment Development, EMP4 Prime Employment Areas, EP11 Functional Flood Plain
- EP13 Flood risk elsewhere, EP14 Protection of Ground Water Source

TVA2A Waterborne Tourism and River Moorings

Phasing/ timing of development: Mid period (2004 on)

Deal Ground Access Study (March 2004)

The access study was commissioned by Norwich City Council and prepared by Mott MacDonald. The aim of the study was to assess the most suitable means of access to the Deal Ground and the Utilities Sites to allow these areas to be opened up for mixed use development as important aspects of the regeneration of the east side of the city.

The study identified, costed and compared 5 options. Feasibility was assessed with regard to technical, environmental and financial cost terms and traffic impact. The options take two basic forms; a through route between Trowse and Thorpe including a major bridge across the river Wensum or separate access routes to each of the sites without such a crossing. Although it is assumed that a foot and cycle bridge would be desirable between the sites to further sustainable transport objectives.

The study concluded that option C, a single point of access to both sites from The Street with a major crossing over the Wensum and option D, access to the Deal Ground from The Street and access to the Utilities Sites under the London railway line from Carrow Road. The study indicated that the ultimate choice between these two options would depend on the cost of providing a major crossing of the Wensum and the capacity of the Carrow Road junction with respect to the potential use of the Utilities Site.

DELIVERY FRAMEWORK

Site Name:

Deal Ground

GVA Grimley supports the approach being taken by the City Council towards the preparation of an Area Action Plan to address the development potential of the Deal Ground and utilities sites (and surrounding area).

The main report details GVA Grimley's comments and recommendations for taking the baseline study forward and undertaking the necessary further feasibility work to determine the development options and delivery mechanisms that may be appropriate to secure successful redevelopment of these key underused sites.

In the case of the Deal Ground we make the following further observations in respect of delivery:-

1. Successful regeneration will not be delivered through development in isolation on this site. In this context we would encourage the Council to resist approaches for piecemeal development on this site in advance of the completion of the Area Action Plan.
2. It is important to proceed as quickly as possible on the further feasibility work, constraint analysis and masterplanning (as detailed in the main report) in order to ensure the emerging policy framework for the area is physically deliverable and the key financial/commercial parameters are understood.
3. Stakeholder engagement will be critical to the emergence of robust and deliverable policy. In addition to the relevant administrative authorities (South Norfolk District Council, The Broads Authority, Norfolk County Council) and statutory consultees (the Environment Agency), key landowners must also be engaged at the time the emerging policy (Action Plan) is prepared. These discussions can be used to explore potential delivery vehicles, land policy arrangements etc that may be appropriate. Until the further feasibility work has been undertaken it is not practical to advise on the range of mechanisms that may be appropriate other than to say that they are numerous.
4. Given the potential scale and complexity of a combined Deal Ground, Utility Site development, we would encourage the Council and its partners to consider the potential scope for the use of more formal delivery structures (appropriate for large, complex area-changing development of this type) at an early stage.

SUMMARY SWOT**Strengths**

- Significant site in single ownership
- Riverside location – potentially suited to high value residential development and leisure uses
- Office development at the adjacent May Gurney site has gained outline planning permission (detailed permission has been granted for one unit) and will improve the entrance to the area (if implemented)
- Proximity to city centre and Norwich railway station

Weaknesses

- Flood risk
- Nature conservation site and presence of two protected species adjacent
- Access – expensive to solve, will need to bridge an active waterway and require co-operation / support of third parties
- Aggregate works and railway lines adjacent impact upon potential quality of environment

Opportunities

- High property values generated by location
- Potential to provide a gateway to Norwich
- Marina in area of flooding providing good environment for residential and A3 uses

Threats

- Potential for failure of landowners to agree access
- Extent of contamination unknown
- Flooding – impact on potential occupier intent / insurance issues etc.
- Capacity – need to ensure a comprehensive approach to deliver optimum regeneration / development outputs

INTRODUCTION

Site Name:

Utilities Site

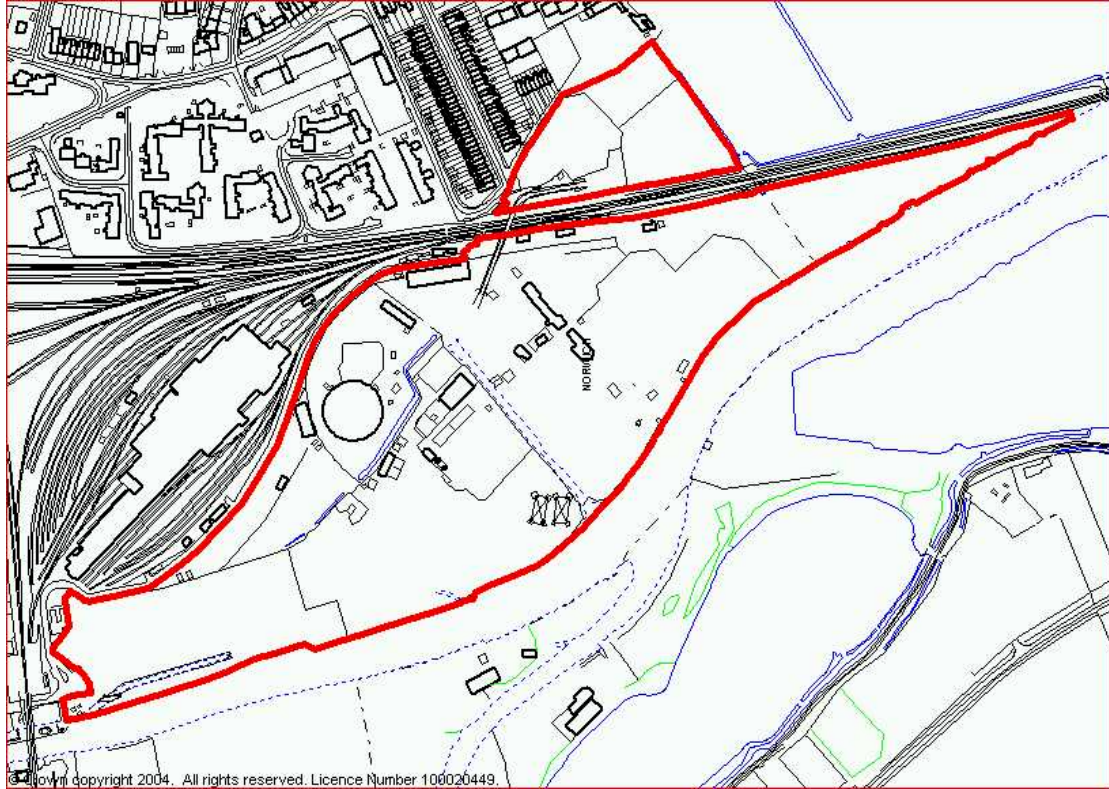
Site Address:

**Cremorne Lane
Norwich**



Site Name:

Utilities Site



For identification purposes only

Site Name:

Utilities Site

The Utilities site comprises a former electricity power station and a former gas works. The site contains an operational gas holder and electricity substation. The power station footings remain in situ although the main structure has been demolished. The site is likely to be contaminated.

The west of the site is allocated in the Norwich City Local Plan for mixed use development including employment and renewable energy uses. The east of the site is allocated in the Broads Authority Local Plan for redevelopment for other uses than the existing activity provided that it meets a number of environmental requirements. The landowners have not discussed or submitted proposals for any development to either authority.

The site has been the subject of proposals for the 'Star of the East' a centre of excellence for renewable energy including a combined heat and power station, wind turbine, R+D facility for renewable technology and 'enabling' residential development. This proposal failed to secure EEDA funding for feasibility testing connected with the regional Landmark Project but is still being actively pursued by UEA. There is no detailed feasibility assessment of the proposal at this time, but UEA and its partners are looking to the public sector for further assistance in this regard.

Issues to be resolved:

A recent SRB-funded project explored the optimum means of access to this site and the Deal Ground. The study identified, costed and compared 5 options. Feasibility was assessed with regard to technical, environmental and financial cost terms and traffic impact. The options take two basic forms; a through route between Trowse and Thorpe including a major bridge across the river Wensum or separate access routes to each of the sites without such a crossing. Although, it is assumed that a foot and cycle bridge would be desirable between the sites to further sustainable transport objectives.

The study identified two potential preferred options: option C, a single point of access to both sites from The Street with a major crossing over the Wensum and option D, access to the Deal Ground from The Street and access to the Utilities Sites under the London railway line from Carrow Road. The study indicated that the ultimate choice between these two options would depend on the cost of providing a major crossing of the Wensum and the capacity of the Carrow Road junction with respect to the potential use of the Utilities Site.

The need to provide access to the site is the primary constraint to development of the Utilities Site, to resolve this will require significant financial commitment from the outset.

The Utilities site is heavily constrained and, when considered in isolation, will not be capable of viable development for the uses identified within the adopted Local Plan. The sites form part of a wider area under consideration by the City Council for an Area Action Plan under its emerging LDF. We are of the view that such an area-wide approach will be essential in order to unlock the development potential of the industrial sites which include both the Utilities site and the Deal Ground and may also include other sites within the vicinity. Further feasibility testing will be required to determine the potential viability gap based upon a range of planning assumptions.

CONTEXT & KEY ISSUES

Site Name:	Utilities Site
Site area: Ha (acres)	13.1 hectares (32 acres)
Ownership:	<ul style="list-style-type: none">▪ Electricity site is owned by Innogy. Thames Water Property manages Innogy's property assets▪ Gasworks site owned by SecondSite (National Grid / Transco)
Local Authority:	Norwich City Council and Broadland District Council Broads Authority
Key Contacts:	<ul style="list-style-type: none">▪ John Andrews – Norwich City Council, Development Control Case Officer (01603 212502)▪ Phil Kirby – Broadland District Council, Strategic Director of Community Services (01603 430566)▪ Trevor Davis – UEA Dean, School of Environmental Sciences (01603 592836)▪ Robert Marshall – UEA Director of Research and Business Services (01603 456161)▪ Roger Bond – UEA Estates Manager (01603 456161) <p>Electricity Site</p> <ul style="list-style-type: none">▪ Matthew Trigg – Thames Water Property (0118 3738060)▪ Trevor Fitt – Innogy, Estate Office (01234 740321)▪ Nick Barnet – Thames Water Property (see above – previously of Innogy) <p>Gasworks Site</p> <ul style="list-style-type: none">▪ Nicola Slater – SecondSite Property, Property Manager (07774 159489)▪ Jo Cutler – SecondSite Property, Planning Manager (07796 336592)▪ Steve Gosling – Meyer Brown – SSPs transport consultants (01483 750508)
Existing/Previous Use:	Gas Works and Electricity Power Station
Adjacent/Surrounding Uses:	Directly adjacent the River Wensum and railway lines. Beyond that are residential, rail related uses and industrial works.
Physical Constraints:	Access is limited to a level crossing and a small, single-lane light-weight bridge. Ground contamination from electricity and gas activities. Foundations from former power stations. Flooding associated with the River Wensum. Utilities and pipelines associated with former on-site activities.

Site Name:

Utilities Site

Adopted Norwich District Local Plan Policy

Specific policies

Policy EMP14

"The former Utilities site at Cremorne Lane [EMP14 – 6.9 ha.] is allocated for redevelopment for any of the following uses:

- (i) Employment uses (Class B1, B2 and B8);
- (ii) Power generation from renewable resources (including biomass);
- (iii) Development which makes use of the river for the transport of goods and/or passengers.
- (iv) Other uses which are compatible with the site's surroundings.

Proposals should give particular attention to the need to enhance the river frontage of the site and (where partial redevelopment is proposed) should not prejudice the future use of the remainder of the land. Sufficient land should be reserved within the scheme to enable the future provision of a bridge connection (or connections) to the south bank of the River Wensum to link with development proposals for the Deal Ground site (EMP9.1). This land should be retained until such time as the feasibility of this option has been fully examined."

Policy EP19

"Large scale renewable energy developments will be permitted where:

- i) their scale, siting and cumulative effect would not have a significant adverse impact on neighbouring uses or on visual amenity, particularly from sensitive viewpoints;
- ii) they would enhance the appearance of the city and its setting.

Small scale installations will be permitted, provided they are suitably located and can be visually integrated with surrounding development.

The former utilities site at Cremorne Lane [EP19 – 6.9 ha.] may be appropriate for a biomass power generator, provided the raw materials can be transported by rail or river to the site."

Summary

Ref : EP19 (+ EMP14) Site: Cremorne Lane

- Area: 6.87 hectares Greenfield/ brownfield : Brown
- Primary policy (proposal): Renewable energy development (biomass power station) and/or employment use (B1, B2 and B8) and/ or other use associated with river frontage and the site's surroundings.
- Mix of Uses Proposed : Possible – see policy EMP14, employment or other uses
- Implementation by: Private or public sector.
- Constraints identified: Possible contamination; flood risk; access unsuitable for any large or heavy vehicles; design to respect river frontage.

Policies/ requirements :

- SR11 Riverside Walk, EP12 Flood risk in previously developed areas

- EMP14 Cremorne Lane redevelopment and conditions
- EP3 HSE Consultation Site, SR11 Riverside Walk
- TRA 15 Cycle Routes, EP14 Protection of Ground Water Source
- Land to be reserved for bridge over Wensum.
- Phasing/ timing of development: (2004)

Adopted Broads Authority Local Plan Policy

Policy NOR1 applies to the westerly areas of the site that fall within the Broads Authority administrative area. It states that redevelopment proposals for uses other than the current operational uses on the whole or part of the land identified on Proposals Map Inset 5a will be permitted provided that:

- a) there would be no significant adverse effect on the character and appearance of the surrounding area; and
- b) particular attention is given to measures for enhancing the river frontage, including the maximum appropriate extent of public access to the riverside; and
- c) the proposal would be compatible with other surrounding uses and would not have a detrimental effect on the amenities of adjoining occupiers; and
- d) any proposal for partial redevelopment would not prejudice the satisfactory implementation of a comprehensive scheme for the site as a whole.

DELIVERY FRAMEWORK

Site Name:

Utilities Site

GVA Grimley supports the approach being taken by the City Council for an Area Action Plan to address the development potential of the Deal Ground and Utilities sites (and surrounding area).

The main report details GVA Grimley's comments and recommendations for taking the baseline study forward and undertaking the necessary further feasibility work to determine the development options and delivery mechanisms that may be appropriate to secure successful redevelopment of these key underused sites.

In the case of the Utilities site we make the following further observations in respect of delivery:-

1. Successful regeneration will not be delivered through development in isolation on this site. In this context we would encourage the Council to resist approaches for piecemeal development on this site in advance of the competition of the Area Action Plan.
2. It is important to proceed as quickly as possible on the further feasibility work, constraint analysis and masterplanning (as detailed in the main report) in order to ensure the emerging policy framework for the area is physically deliverable and the key financial/commercial parameters are understood.
3. Stakeholder engagement will be critical to the emergence of robust and deliverable policy. In addition to the relevant administrative authorities, The Broads Authority, Norfolk County Council) and statutory consultees (the Environment Agency), key landowners must also be engaged at the time the emerging policy (Action Plan) is prepared. These discussions can be used to explore potential delivery vehicles, land policy arrangements etc that may be appropriate. Until the further feasibility work has been undertaken it is not practical to advise on the range of mechanisms that may be appropriate other than to say that they are numerous.
4. Given the potential scale and complexity of a combined Deal Ground, Utilities Site development, we would encourage the council and its partners to consider the potential scope for the use of more formal delivery structures (appropriate for large, complex area-changing development of this type) at an early stage.

SUMMARY SWOT

Strengths	Weaknesses
<ul style="list-style-type: none">▪ Riverside location▪ Proximity to city centre▪ Proximity to Norwich railway station	<ul style="list-style-type: none">▪ Access is limited to a level crossing and a small, single-lane light-weight bridge. Access issues – expensive to solve▪ Ground contamination from electricity and gas activities.▪ Flooding associated with the River Wensum.
Opportunities	Threats
<ul style="list-style-type: none">▪ Utilise rail links and river transport▪ Space for significant development▪ Renewable power station proposals	<ul style="list-style-type: none">▪ Need for landowner support and co-operation▪ Scale of investment needed▪ Potential environmental input of access road.

INTRODUCTION

Site Name:

Hurricane Way

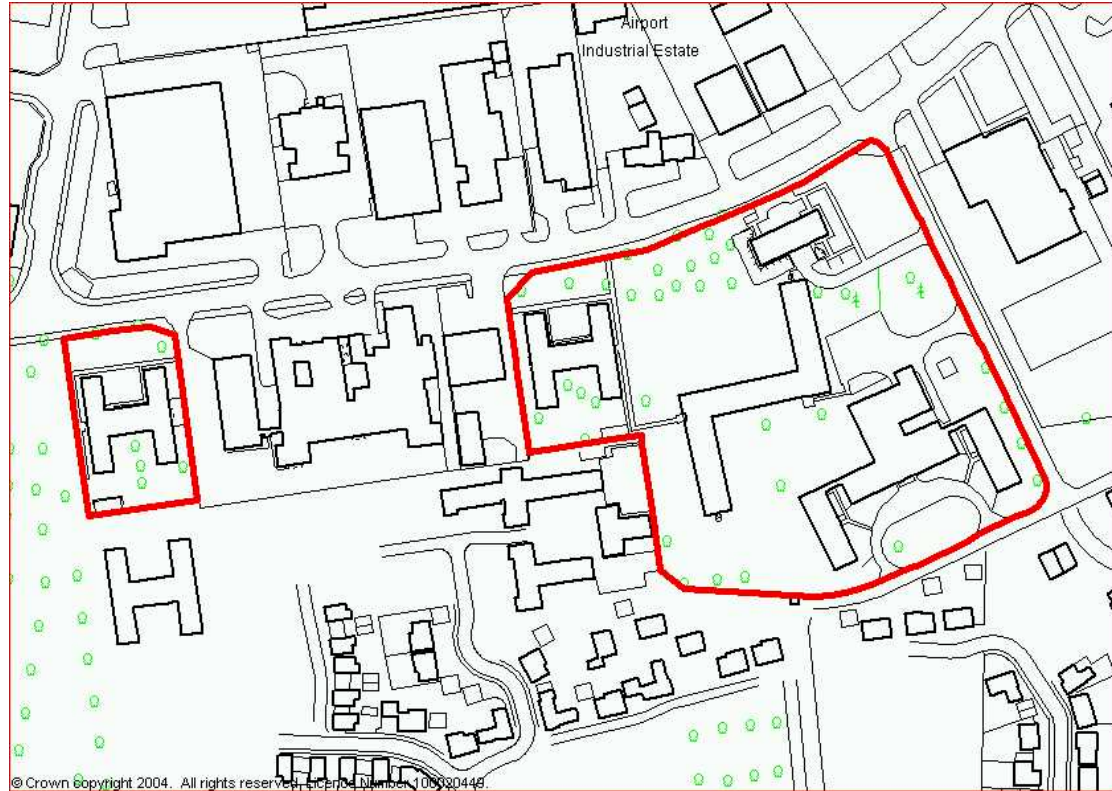
Site Address:

**Hurricane Way
Airport Industrial Estate
Fifers Lane
Norwich**



Site Name:

Hurricane Way



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POSITION STATEMENT

Site Name:

Hurricane Way

Managed workspace provider, Capital Enterprise Centres, (CEC) is currently compiling proposals for the redevelopment of the two Hurricane Way sites. Its proposals are for the development of a Business Village (managed start up unit space) and a number of grow-on units. The premises would be built and targeted at a mix of uses – mainly office and light industrial.

The Council sees the successful development of this site as an important priority for the north of the City. It represents an excellent opportunity to provide employment in an area of relatively high deprivation. In addition, the potential creation of small, start-up businesses could make a valuable contribution to the local economy.

Although CEC has stated its willingness to invest in the site and progress its proposals, they contend that the site will require additional investment to bring it forward for development.

Discussions are ongoing between CEC, the City Council and EEDA on the potential requirement for gap funding to deliver the scheme proposed.

CONTEXT & KEY ISSUES

Site Name:	Hurricane Way
Site Area: Ha (acres)	2 hectares (5 acres)
Ownership:	Jointly owned by Norwich City Council and Norfolk County Council
Local Authority:	Norwich City Council
Key Contacts:	<ul style="list-style-type: none">▪ Bob Clark – Norwich City Council, Head of Property (01603 213433)▪ John Andrews – Norwich City Council, Development Control Case Officer (01603 212502)
Existing/Previous Use:	Previously used by UEA for halls of residence, which remain redundant and in need of demolition.
Adjacent/Surrounding Uses:	Norwich Airport Industrial Estate – largely light manufacturing and uses relating to the Airport.
Physical Constraints:	<ul style="list-style-type: none">▪ Existing derelict halls of residence in need of demolition▪ Contamination from asbestos

Site Name:

Hurricane Way

Local Plan policy

Key policy

Policy EMP4 detailed in the Deal Ground proforma also relates to this site, specifically stating that:

“Airport operational activities will be permitted on those parts of the Airport Industrial Estate adjacent to the Airport boundary provided they are compatible with other activities on the estate.”

Policy EMP12 specifies two sites at Hurricane Way, Airport Industrial Estate [0.3ha and 2.0ha.] are allocated for employment development predominantly within Classes B1 and B2 of the Use Classes Order in accordance with policy EMP8. Proposals for development on these sites will be permitted where:

- (i) the development proposed is predominantly for small business use;
- (ii) the uses proposed are limited to those which will not be significantly detrimental to the amenities of adjoining residential occupiers of the development to the south.

Summary

Ref : EMP12.1 and 12.2 Site: Sites at Hurricane Way (2)

- Area: 0.3ha and 2.0 ha. Greenfield/brownfield : brown
- Primary policy (proposal): Employment development
- Mix of Uses Proposed : B1, B2 uses. Predominantly small 'starter' units.
- Implementation by : Private sector + City Council (owner)
- Constraints identified: Derelict buildings on site, development must not be detrimental to amenities of adjoining residential areas to south.

Policies/ requirements:

- EMP3 small business units, SR12 Green Links
- EMP 8 Employment Development, TRA 15 Cycle Route
- EP8/9 noise sensitive uses not appropriate
- Phasing/ timing of development: Early period (2001 on)

DELIVERY FRAMEWORK

Site Name:	Hurricane Way
Development Proposal:	<p>Business Village consisting of two main elements, a Business Centre and an associated development of follow-on accommodation.</p> <p>The Business Centre would be a two storey 35,000sq.ft building containing small office units, conference, meeting and central services along with a range of small single-storey workshop units. Intended to occupy three acres of the five-acre site.</p> <p>The follow on accommodation is likely to consist of up to 20,000sq.ft of conventional B1 units in the 1,500 – 5,000sq.ft range.</p>
Lead Organisation Responsible for Implementation:	Capital Enterprise Centres (CEC)
Support Organisations:	Norwich City Council and Norfolk County Council
Total Project Cost:	£3,855,910 (Colvill report)
Funding Source (Organisation & Cost):	<ul style="list-style-type: none"> ▪ Shaping the Future funded the Feasibility and Market Assessment Reports compiled by Neil Colvill ▪ EEDA are considering providing funding for site remediation
Risks to Implementation:	The Colvill report states that the project is not commercially viable without some public sector support.
Delivery Timescale:	The first phase is expected to start in late 2004 or early 2005, following demolition of existing buildings by the City Council, and be completed within 9 months.
Phasing:	First phase to last 9 months from late 2004-early 2005 and cover 1.21ha. 0.68ha to remain available for phase 2.
Quantifiable Project Outputs:	Initial phase of 3,250m ² net, consisting of a 2 storey block containing small office units plus conference, meeting and central services and a range of small single storey workshop units. Units sizes are likely to range from 18-75m ² for offices and workspace units of 55-93m ² (the precise size, type and mix of nits will be tailored to the market in Norwich). Development density will be low due to the need to accommodate the TPO protected trees on site.

DELIVERY FRAMEWORK

Site Name:	Hurricane Way
<p>The delivery of the Hurricane Way proposals being promoted by CEC will be subject to the successful conclusion of the negotiations between the respective parties.</p> <p>In the event these negotiations prove abortive it is our view that the site may come forward for alternative employment led uses through the normal operation of the market. These uses may not, however, deliver the level and type of economic outputs that will be achieved by the current proposals from CEC.</p>	

SUMMARY SWOT

Strengths	Weaknesses
<ul style="list-style-type: none">▪ Land ownership – City and County Councils▪ Existing support from the public sector for remediation works▪ Proximity to existing industrial uses and Norwich Airport	<ul style="list-style-type: none">▪ Remediation works – demolition of present buildings and removal of asbestos▪ Proximity to new residential development▪ Question of viability for proposed managed workspace use
Opportunities	Threats
<ul style="list-style-type: none">▪ Proposed development of start-up units would boost local job market and business creation▪ Remediation of brownfield site▪ Potential to enable development through allowing a proportion of residential development on site (subject to market testing)▪ Synergies with existing employment area and opportunities to provide additional accommodation to meet needs of advanced engineering and related industries	<ul style="list-style-type: none">▪ Gap funding is not provided and the scheme is not developed

INTRODUCTION

Site Name:

St Anne's Wharf

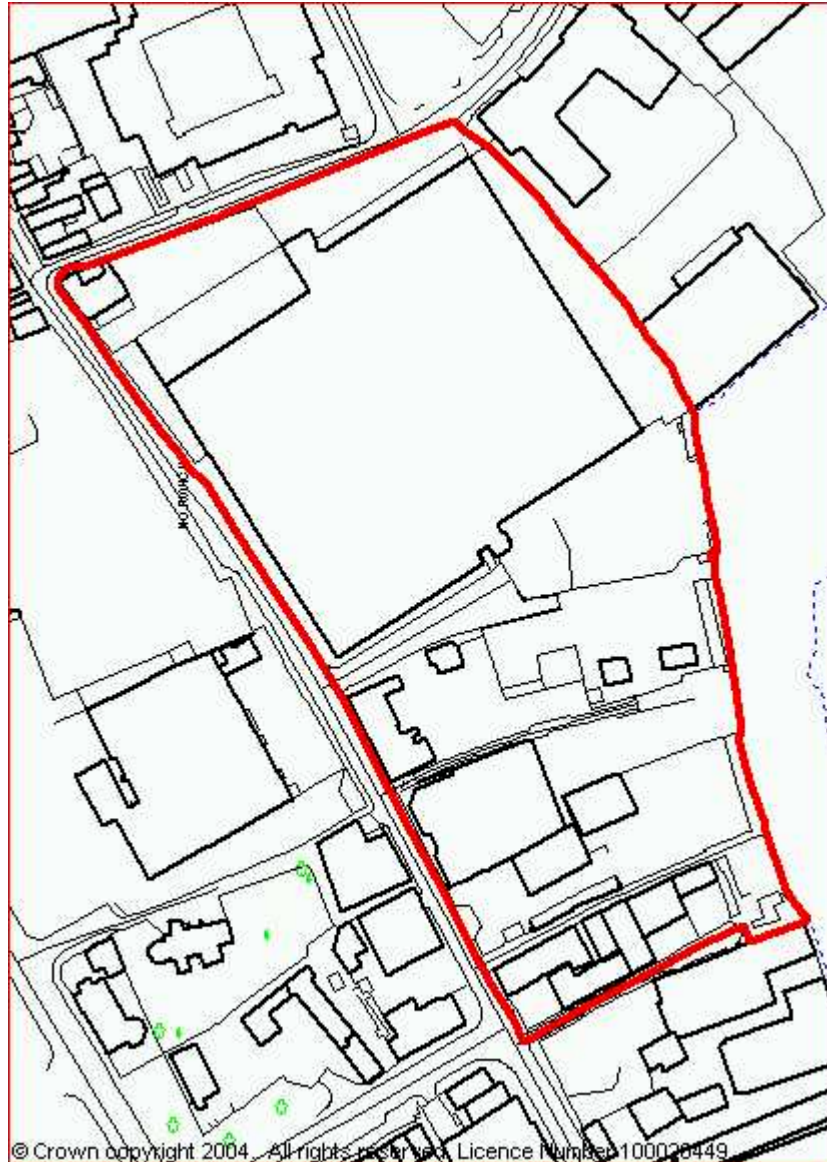
Site Address:

**King Street
Norwich**



Site Name:

St Anne's Wharf



For identification purposes only

POSITION STATEMENT

Site Name:

St Anne's Wharf

Developers Wilson Bowden have submitted a planning application for 435 residential units, plus retail, food, drink and office uses, car parking, public open space and landscaping for this site. At the time of writing, implementable planning permission has not been secured as negotiations are ongoing in respect of the provisions of the s. 106 Agreement including affordable housing.

The offer submitted by Wilson Bowden provides for approximately 10% affordable units whereas the Council's policy seeks 25%.

Wilson Bowden approached English Partnerships to assist it in making appropriate provision of affordable units on the site, English Partnerships in turn commissioned consultants DTZ to conduct an independent development appraisal, the results of which are under consultation by the relevant parties.

Issues to be resolved:

The outcome of the work being undertaken by DTZ will play an important part in determining the future progress of development negotiations on this site and the potential role to be played by English Partnerships. The future development prospects at St Anne's Wharf are not limited by market failure but are instead constrained by the current aspirations of the landowners failing to coincide with the aspirations of the City Council.

CONTEXT & KEY ISSUES

Site Name:	St Anne's Wharf
Site Area: Ha (acres)	2.2 hectares (9.8 acres)
Ownership:	Wilson Bowden
Local Authority:	Norwich City Council
Key Contacts:	<ul style="list-style-type: none">▪ Gary Howe – Norwich City Council, Development Control Case Officer (01603 212507)▪ Nigel Harris – Wilson Bowden Developments Ltd, Planning Director (01530 276276)
Existing/Previous Use:	Currently the former Brewery Distribution Depot. The Depot is no longer in use and the site has become derelict.
Adjacent/Surrounding Uses:	The site is surrounded by residential and commercial users.
Physical Constraints:	<ul style="list-style-type: none">▪ Archaeology; the site was a former Austin friary.▪ Two listed buildings on site, one of which is on English Heritage's list of Buildings at Risk.▪ Flooding related to the River Wensum.

Site Name:

St Anne's Wharf

Local Plan policy

Key policies

Policy HOU9 allocates St Anne's Wharf/ King Street (2.11ha) for 120 dwellings as part of mixed use scheme with employment and retail uses and restaurants/ bars (see policy CC11). The housing element will be expected to achieve at least the number of dwellings specified in the policy. Any scheme proposed for this site should include the specified mix of uses or demonstrate why an alternative mix is appropriate to fulfilling sustainable development objectives. Affordable housing policy HOU4 specifies that 57 affordable units must be provided.

Policy CC11 states that the King Street area will be a priority area for regeneration to provide a focus for cultural industries, other employment uses, tourism, housing, restaurants, cafes and public houses and other services. Redevelopment schemes in the area will be required to pay particular attention to the heritage of the area and especially to the creation of a Riverside walk along the River Wensum. Their design and layout should also reflect the importance of Dragon Hall as a key heritage centre and visitor attraction in the area as well as providing for high quality landscaping. Moorings for boats will be provided on the river frontage. Heritage interpretation measures (under policy TVA8) will be particularly important in any redevelopment scheme in the area and should relate to Dragon Hall as the key heritage attraction.

Retail and leisure development will be permitted in the area on a small scale, principally for speciality shopping and outlets related to visitor attractions. Such development will be principally in the area identified around St Anne's Wharf. Pedestrian accessibility and safety will be improved, in particular by creating routes to and from the two bridges, which will be constructed to link the area to Riverside.

Policy SHO4 states that retail development in the King Street area at St Anne's Wharf and adjoining sites [3.8ha] will be permitted up to a maximum of 2,000m² net retail floorspace, together with appropriate tourism facilities and food and drink uses. Development should be primarily in the form of small speciality or local shop units and will be associated with an appropriate mix of uses including housing.

Summary

Ref : CC12.1 (+ HOU8 C5/HOU9 A12/ Site: Sites at St Anne's Wharf, King Street HOU9 C32/ SHO4/ SR5.9)

- Area : 4.43 hectares Greenfield/ brownfield : Brown
- Primary policy (proposal) : Mixed use housing and commercial development (100 dwellings [C5] + 35 dwellings [A12] + 120 dwellings [C32]) = 255 dwellings in total
- Mix of Uses Proposed : Mixed use scheme with housing, small scale retail, commercial units, food and drink and tourist uses and open space.
- Implementation by : Private Sector
- Constraints identified: Pedestrian and cycle access to bridge to be constructed, Archaeological remains, Possible contamination, Vacant buildings, Existing user (RMC), sloping site, Access improvements required. Open space to be laid out.

Policies/ requirements :

- CC12/ HOU2 Mix with housing, HOU8 and 9 Minimum density of housing
- SHO4 Limits on retail development, NE 4 Street trees to be provided
- HOU4 Affordable housing Targets = 20 + 7 + 30, HOU5 Accessible housing
- SR 7 Equipped children's play space, SR11 Riverside Walks

- SR12 Green Links network, HBE3-5 Archaeological Investigation
- HBE9 Listed buildings, HBE14 Gateways to city
- TVA4 Visitor attraction area, EP13 Flood risk elsewhere
- HBE8 Conservation Area, HOU6 Requirements for housing
- HOU7 Phasing of housing development developments
- EP14 Protection of Ground Water Sources. SR5.9 Provision of open space of 0.2 ha.
- Provision of studios and workshops associated with media industries sought, pedestrian link to new bridge to Riverside required

Phasing/ timing of development: 2004

King Street Area Planning Strategy (March 1997)

The planning strategy prepared by Norwich City Council aimed to make the King Street area an extension to the city centre without losing its own identity and ability to cater for the needs of the local population. The area was identified as having a poor reputation but huge potential for change due to large areas of unused and underused land.

The strategy was limiting to planning matters and was adopted as SPG to complement the Norwich Local Plan.

DELIVERY FRAMEWORK

Site Name:

St Anne's Wharf

The delivery of development at St Anne's Wharf is subject to delay owing to practical planning gain negotiations.

The role of English Partnerships is acknowledged as necessary in order to secure the provision of affordable housing at this site in full accordance with the policies of the adopted Local Plan. The extent of the support/further funding required will be determined through negotiations between the parties. The role of the public sector (EP/City Council) will also be important to ensure appropriate linkages are achieved between the St Anne's Wharf site and the surrounding area, particularly the need to secure an appropriate pedestrian crossing over the river.

SUMMARY SWOT

Strengths	Weaknesses
<ul style="list-style-type: none"> ▪ Riverside location generating a premium for residential development ▪ Proximity to city centre ▪ Existing residential and leisure developments surrounding 	<ul style="list-style-type: none"> ▪ Current dereliction of neighbouring sites ▪ Archaeology; the site was a former Austin friary. ▪ Two listed buildings on site, one of which is on English Heritage's list of Buildings at Risk. ▪ Flooding related to the River Wensum.
Opportunities	Threats
<ul style="list-style-type: none"> ▪ Large scale redevelopment of riverside area in pipeline, will create a step change in the area ▪ Regenerate derelict riverside area 	<ul style="list-style-type: none"> ▪ Failure to reach agreement on planning gain (S106) matters will delay implementation of development

INTRODUCTION

Site Name:

Reeds Flour Mill / Canon Wharf

Site Address:

**King Street
Norwich**



Site Name:

Reeds Flour Mill / Canon Wharf



For identification purposes only

Site Name:

Reeds Flour Mill / Canon Wharf

An application for 154 residential units comprising a mixture of one, two and three bedroom flats and a restaurant has been submitted to Norwich City Council by P.J. Livesey (land owner and developer) and provisionally approved.

The application's progress is currently stalled owing to a disagreement between P.J. Livesey and Norwich City Council regarding the level of affordable housing provision. The planning application contained 5% provision of shared equity affordable units. The Second Deposit Norwich City Local Plan outlines a target of 30% affordable. The Council has suggested P.J. Livesey provide 15%, the 5% currently proposed by the land owner / developer is considered too low particularly as it is shared equity and not social rented units. This issue remains unresolved.

The Norwich City Council Property Department has studied P.J. Livesey's development appraisals for the site. This exercise did demonstrate a number of areas where PJ Livesey could reduce overall build costs and to allow for an increase in the provision of affordable units. These included:

- "1 for 1" underground car parking which is not required by local policy
- as the car parking is all underground, the sites proximity to the River Wensum means that it has to be tanked at great cost
- build costs for affordable units used in the developers appraisals are at the level as for private, open market units.

GVA Grimley has not had sight of these appraisals and the scope of GVA's brief does not extend to advice connected to development control matters.

As a way of resolving the perceived shortfall in the provision of affordable housing Norwich City Council has suggested that P.J. Livesey approach English Partnerships to discuss the possibility of funding assistance.

Issues to be resolved:

P.J. Livesey's planning application for a development at Reeds Flour Mill has been provisionally approved. The principal issue that appears to be stalling the process towards development of the site is the negotiation of Section 106 agreement. This is a largely a planning issue which could be resolved through discussions between Norwich City Council Development Control Department and PJ Livesey.

This site is one of a number to be developed along King Street. The level of developer contributions towards affordable housing is seen by the Council as of great importance not only for this site but also in the context of the potential precedent it may set for future proposals on other sites within the city centre.

CONTEXT & KEY ISSUES

Site Name:	Reeds Flour Mill / Canon Wharf
Site Area: Ha (acres)	0.6 hectares (1.5 acres)
Ownership:	The Reeds Flour Mill site is understood to have changed hands a number of times in recent years and is now owned by P.J. Livesey. Canon Wharf, abutting the Flour Mill site was also recently acquired by P.J. Livesey from Norwich City Council
Local Authority:	Norwich City Council
Key Contacts:	<ul style="list-style-type: none">▪ Geoff Dale – Norwich City Council, Planning and Regeneration Co-ordinator (01603 212193)▪ David Lincoln – Norwich City Council, Development Control Case Officer (01603 212506)▪ James Woodmansee – P.J. Livesey, Land and Estates Manager▪ Phil Insley – Norwich City Council, Conservation Officer (01603 212540)▪ Mark Roach – Riverside Association(01603 619876)
Existing/Previous Use:	The site contains a number of listed buildings including a redundant Flour Mill. The site has been vacant for over 10 years and has become derelict.
Adjacent/Surrounding Uses:	Residential and commercial uses
Physical Constraints:	<ul style="list-style-type: none">▪ The presence of archaeology.▪ Listed buildings in need of restoration.▪ Flooding associated with the River Wensum abutting one length of the site.

Site Name:

Reeds Flour Mill / Canon Wharf

Local Plan policy

Key policies

Policy HOU9 allocates Reeds Flour Mill/ Cannon Wharf, King Street (0.7 ha) for 70 dwellings in a mixed use development with restaurants and bars (see policy CC11). The housing element will be expected to achieve at least the number of dwellings specified for each site in the policy. Any scheme proposed for these sites should include the specified mix of uses or demonstrate why an alternative mix is appropriate to fulfilling sustainable development objectives.

Policy HOU10 allocates sites including Reeds Flour Mill and Paper Mills Yard for conversion of existing buildings to housing use. Reeds Flour Mill, King Street (0.7 ha) [see HOU9 A13] is allocated for part conversion only.

Policy CC11 states that the King Street area will be a priority area for regeneration to provide a focus for cultural industries, other employment uses, tourism, housing, restaurants, cafes and public houses and other services. Redevelopment schemes in the area will be required to pay particular attention to the heritage of the area and especially to the creation of a Riverside walk along the River Wensum. Their design and layout should also reflect the importance of Dragon Hall as a key heritage centre and visitor attraction in the area as well as providing for high quality landscaping. Moorings for boats will be provided on the river frontage. Heritage interpretation measures (under policy TVA8) will be particularly important in any redevelopment scheme in the area and should relate to Dragon Hall as the key heritage attraction.

Retail and leisure development will be permitted in the area on a small scale, principally for speciality shopping and outlets related to visitor attractions. Such development will be principally in the area identified around St Anne's Wharf. Pedestrian accessibility and safety will be improved, in particular by creating routes to and from the two bridges, which will be constructed to link the area to Riverside.

Summary

Ref : HOU9 A13 Site: Read's Flour Mill/ Cannon Wharf, King Street

- Area : 0.7 hectares Greenfield/ brownfield : Brown
- Primary policy (proposal) : Housing development
- Mix of Uses Proposed : Housing (70 dwellings) in mix with restaurants and bars
- Implementation by : Private Sector
- Constraints identified:, Groundwater source protection, Possible contamination, Demolition/conversion, Highway improvements to King Street.

Policies/ requirements:

- HOU4 Affordable housing Target = 10, HOU5 Accessible housing
- HOU6 Requirements for housing developments, SR4 Provision of open space
- SR7 Equipped children's play space, HBE3-5 Archaeological Investigation
- SR11 Riverside Walks, HOU9 Minimum density of housing
- EP13 Flood risk downstream EP14 Protection of Ground Water Source.
- HBE9 Listed buildings HBE14 Gateways to City
- TVA4 Visitor attraction area NE4 Street trees to be provided

- HOU7 Phasing of housing development TVA3 Waterborne Tourism + River Moorings
- HBE8 Conservation Area

King Street Area Planning Strategy (March 1997)

The planning strategy prepared by Norwich City Council aimed to make the King Street area an extension to the city centre without losing its own identity and ability to cater for the needs of the local population. The area was identified as having a poor reputation but huge potential for change due to large areas of unused and underused land.

The strategy was limiting to planning matters and was adopted as SPG to complement the Norwich Local Plan.

DELIVERY FRAMEWORK

Site Name:

Reeds Flour Mill / Canon Wharf

An important riverside development site the Reeds Flour Mill/Canon Wharf site is the subject of active development proposals. The delay in delivery of development at this site has arisen as a result of protracted negotiations between the landowner/developer and the City Council on planning contributions. This is not evidence of market failure.

We do not consider that there is a pressing need for the public sector to become involved in providing further funding or support for development in this location although we acknowledge that in order to achieve the Council's full aspirations for affordable housing in this location (ie 30%), it may be necessary to secure additional financial support from the public sector.

We anticipate that the Council and Developer may wish to explore these options further with the Housing Corporation and English Partnerships as appropriate.

SUMMARY SWOT

Strengths

- Riverside location generating a premium for residential property
- Proximity to city centre

Weaknesses

- Current dereliction of neighbouring sites
- The presence of archaeology.
- Listed buildings in need of restoration.
- Flooding associated with the River Wensum abutting one length of the site.

Opportunities

- Large scale redevelopment of riverside area in pipeline, will create a step change in the area
- Create attractive riverside area, replacing derelict industrial sites

Threats

- Failure to reach agreement on planning gain (s.106) terms will delay implementation of development.

INTRODUCTION

Site Name: Paper Mills Yard

Site Address: King Street
Norwich



Site Name:

Paper Mills Yard



For identification purposes only

Site Name:

Paper Mills Yard

Planning permission for the construction of 90 residential units and the redevelopment of a listed building was granted for the site in 2002 based on an earlier outline planning permission. The application related to development at Paper Mills Yard and a site on the opposite side of King Street. A Section 106 agreement was signed at that point and affordable housing provision was agreed. It was also agreed that the affordable housing would be provided in the site on the opposite side of King Street. This site has since been developed for a proposal not connected with the earlier s. 106 agreement. The Paper Mills Yard site remains vacant. The land owner is presently evolving new proposals.

Discussions between the landowner/developer and Norwich City Council were held concerning proposed refinements to the earlier planning permission. However, these proved abortive and the developer has now decided to submit a fresh planning application.

Initial discussions have indicated that this new planning application for Paper Mills Yard will seek permission for approximately 130 residential units. Discussions are at an early stage and progress towards the submission of a planning and it is understood that an application remains several months off.

Issues to be resolved:

The emerging proposals at the site remain in the pre application discussion stage between the land owner / developer and the Council. We anticipate the issue of Affordable Housing will be the key issue to resolve prior to the granting of an implementable planning permission.

Until such time as these discussions have commenced it is unclear whether there is a role for the public sector. However we anticipate that the developer will be seeking to minimise its requirement for planning gain on the grounds that the site is complex and contains historic buildings that must be retained. The costs associated with this will need to be considered within the context of the whole planning obligations package to be negotiated between the parties. These will clearly be the subject of detailed negotiations between the Council and the applicant at the planning stage.

CONTEXT & KEY ISSUES

Site Name:	Paper Mills Yard
Site Area: Ha (acres)	1 hectare (approx.) – (2.5 acres)
Ownership:	Delft Associates (recently acquired from Aschurch Developments)
Local Authority:	Norwich City Council
Key Contacts:	<ul style="list-style-type: none">▪ John Andrews – Norwich City Council, Development Control Co-ordinator (01603 212502)▪ Phil Insey – Norwich City Council, Conservation Officer (01603-212540)▪ Jerry Fuller – FPD Savills, Agents (01603 229253)▪ Mark Roach – Riverside Association(01603 619876)
Existing/Previous Use:	Previously used in connection with the adjacent Carrow Works food processing factory. The site has been vacant for over 10 years.
Adjacent/Surrounding Uses:	The site is located between the River Wensum and King Street. King Street is a busy road off which is situated predominantly residential properties in the vicinity of the Paper Mills Yard site.
Physical Constraints:	<ul style="list-style-type: none">▪ The site contains a range of industrial buildings including a 3-4 storey Grade II listed industrial building.▪ Flooding associated with the River Wensum.

Site Name:

Paper Mills Yard

Local Plan policy

Key policies

Policy HOU10 allocates sites including Paper Mills Yard and Reeds Flour Mill for conversion of existing buildings to housing use. Reeds Flour Mill, King Street (0.7 ha) [see HOU9 A13] is allocated for part conversion only and Paper Mills Yard, King Street (0.9ha) is for part conversion of historic buildings only.

Policy CC11 states that the King Street area will be a priority area for regeneration to provide a focus for cultural industries, other employment uses, tourism, housing, restaurants, cafes and public houses and other services. Redevelopment schemes in the area will be required to pay particular attention to the heritage of the area and especially to the creation of a Riverside walk along the River Wensum. Their design and layout should also reflect the importance of Dragon Hall as a key heritage centre and visitor attraction in the area as well as providing for high quality landscaping. Moorings for boats will be provided on the river frontage. Heritage interpretation measures (under policy TVA8) will be particularly important in any redevelopment scheme in the area and should relate to Dragon Hall as the key heritage attraction.

Retail and leisure development will be permitted in the area on a small scale, principally for speciality shopping and outlets related to visitor attractions. Such development will be principally in the area identified around St Anne's Wharf. Pedestrian accessibility and safety will be improved, in particular by creating routes to and from the two bridges, which will be constructed to link the area to Riverside.

Summary

Ref : HOU10 B12 Site: Paper Mills Yard, King Street

- Area : 0.90 hectares Greenfield/ brownfield : Brown
- Primary policy (proposal) : Housing development (60 dwellings)
- Mix of Uses Proposed : Yes, possibly
- Implementation by : Private Sector
- Constraints identified: Demolition of part, Access improvements, Groundwater source protection, Possible contamination, Listed buildings to be retained.

Policies/ requirements :

- HOU4 Affordable housing Target = 12, HOU5 Accessible housing
- SR5 Allocated open space area to be laid out
- SR7 Children's equipped play space
- SR11 Riverside Walk, HBE3-5 Archaeological Investigation
- HBE9 Listed buildings, HBE14 Gateways to the City
- HOU6 Education contribution, HBE8 Conservation Area, SR12 Green Links
- TRA18 Major Roads Network, EP13 Flood risk to others
- HOU6 Requirements for housing develops

- HOU7 Phasing of housing development
- Phasing/ timing of development: 2001

King Street Area Planning Strategy (March 1997)

The planning strategy prepared by Norwich City Council aimed to make the King Street area an extension to the city centre without losing its own identity and ability to cater for the needs of the local population.

The strategy was limited to planning matters and was adopted as SPG to complement the Norwich Local Plan.

DELIVERY FRAMEWORK

Site Name:

Paper Mills Yard

The Paper Mills Yard site is currently the subject of preliminary planning negotiations between the landowners/developers and Norwich City Council. As with the other town-centre riverside sites considered within this study (St Anne's Wharf and Reeds Flour Mill/Canons Wharf), this site is unlikely to experience market failure in the event it comes forward for residential led development. The issue that may protract the town planning process is likely to be the question of affordable housing required as part of the planning obligation package, which is yet to be negotiated between the parties.

In the event negotiations on this issue reach an impasse, there may be a potential role for the public sector in exploring how to deliver the Council's objectives within the known financial constraints of the site. Until the development control process has commenced we do not consider that there is any active role required of the Council or its partners to facilitate delivery of development at this site.

SUMMARY SWOT

Strengths

- Attractive riverside location creates premium for residential development
- Proximity to city centre and railway station
- Proximity to amenities of Norwich Football Club

Weaknesses

- Costs associated with renovating listed properties on site
- Cost associated with demolition, clearance and remediation
- Potential contamination
- Poor site access
- Flood risk associated with the River Yare

Opportunities

- Potential for high-value residential development
- Potential for high-quality riverside development to complement the recently completed riverside scheme
- To enhance the river gateway to Norwich

Threats

- Delays arising from potential 'planning gain' (S.106) negotiations

Site Name:

Market Square

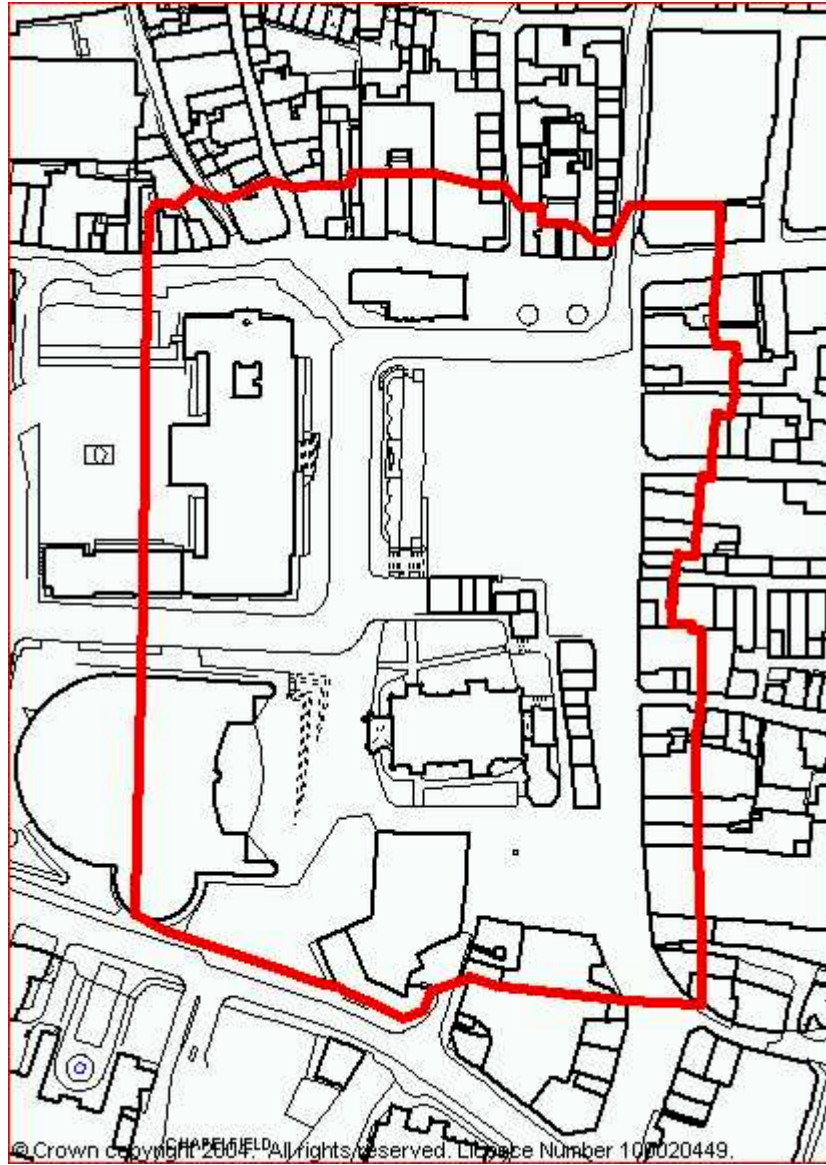
Site Address:

**Gentlemens Walk
Norwich**



Site Name:

Market Square



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For identification purposes only

POSITION STATEMENT

Site Name:

Market Square

As its name suggests, The Market Square is located at the heart of Norwich City Centre and is a key element of the city's historic character and distinctiveness. The Market Square, including stalls and associated infrastructure is refurbished approximately every 20 years. As part of the most recent and current refurbishment the stalls, drainage, electricity and stall services (gas and water) are to be upgraded and replaced. In this context the site has been included on the list of sites for consideration in this study.

The Market Square has been the subject of a variety of proposals for refurbishment / improvements of varying scale and complexity.

Based upon an ideas competition run by the Council, a design for improvements was selected and worked up by Architect Anthony Hudson. If implemented these proposals would have been eligible for the Interreg B European Community funding in the order of £1 million.

We understand that in principle approval has been given for the Interreg B funding but that this is time limited and expires at the end of 2005. The funding available is £1 million.

Following wider consultation (notably with the market-stall holders) objections were raised to the earlier proposals and the Council has now commissioned a new architect to prepare alternative designs taking account of the concerns raised.

We are advised that this matter is on-going. The question whether a new scheme will be eligible for Interreg B funding is still unclear.

CONTEXT & KEY ISSUES

Site Name:	Market Square
Site area: Ha (acres)	4.2 hectares (10.3 acres)
Ownership:	Norwich City Council
Local Authority:	Norwich City Council
Key contacts:	<ul style="list-style-type: none">▪ Michael Chalmers – Norwich City Council▪ George Ishmael – Norwich City Council, Landscape Planning and Strategy Officer (01603 212532)
Existing / Previous use:	Active open air market selling food and groceries, clothes and other goods.
Adjacent / Surrounding uses:	The market square is located in the city centre adjacent City Hall, the Guild Hall, retail units and a Church
Physical constraints:	None

Site Name:

Market Square

Local Plan policy

Local Plan policies covering the Market Place seek to protect the functions of the market itself and the area as part of the City Centre Retail Area (Policy SHO, 3, 7). Improvements to the market will be supported and encouraged including and improving circulation through the market.

Policy SHO19

"The Norwich Provision Market will be supported and enhanced as the principal open air market for the area and as an attraction for visitors and shoppers. In the market and the immediately surrounding area, the pedestrianised streets will be encouraged as the location for outdoor street activities, including seating for cafes and restaurants and areas for musical and other entertainment and events."

Norwich Market Place Feasibility Study Phase 1 (July 2000)

In 1999/2000 the City Council's Capital Challenge Scheme funded this first phase of a feasibility study into the future of Norwich Market place. Consultations were undertaken with the market traders, organisations with an interest in the market, Community Power Forums, a sample of retailers in the city centre and schools. An on-street survey was also undertaken of people in the city centre who use the market, and those who did not.

The responses to the different consultations showed a broad consensus across the various parties involved. The Market Place was widely considered to be an important part of the city centre and a valued visitor attraction. The atmosphere of the market and the price, quality and range of goods on sale were rated highly.

However, the general appearance of the market, pedestrian routes and the level of cleanliness/tidiness scored badly and were seen to need attention. Another common theme among respondents was the need for more seating in and around the Market Place.

DELIVERY FRAMEWORK

Site Name:

Market Square

We understand that a detailed planning application was recently submitted for revised refurbishment works to the market square and that delivery of these works, if approved would be funded entirely by Norwich City Council. The nature of the refurbishment works, as explained to GVA Grimley are significantly less far-reaching than those originally intended by the Local Authority, which sought a programme encompassing a much wider area and with a broader brief. For the reasons outlined above in the Position Statement, this brief was scaled down.

Norwich's Market Square fulfils a unique dual role as historic tourist attraction and active retail destination. The City's role and importance as a retail and tourist destination looks set to continue to grow with a new visitor strategy emerging, following the opening of new attractions and a large new retail centre to the south of the city centre. This round of refurbishment works represents an opportunity to enhance in terms of both size and quality, the historic market.

Whilst the opportunity to upgrade the market and surrounding area may not have been fully realised on this occasion, we anticipate that Norwich City Council may wish to pursue a medium term programme of fund-raising and partnership building with traders and other key stakeholders.

It is clear that areas on the fringe of the market square would benefit from significant enhancements. It is also clear that the works scheduled to be undertaken in 2005/06 are not likely to overcome all of the problems associated with the layout of the market and congested arrangement of the stalls. By the time the suggested works described above are due, the Market Square's position as a focal point for the city centre, connecting the new Chapelfield development, the Forum and the rest of the historic core will be even greater than it is today. The need for a far-reaching design strategy, not currently being met by the current scheduled works will be of even greater importance.

SUMMARY SWOT

Strengths

- The market square site is owned by Norwich City Council
- One of the largest and most well used markets in the UK
- Outline approval has been given for £1m of Interreg B funding

Weaknesses

- Competing objectives of key stakeholders including market traders, adjoining landowners/tenants and the City Council.

Opportunities

- To provide improved quality of facilities and services for market traders
- To increase retail provision (market stalls and traditional units)
- To create improved public realm through urban design process

Threats

- Interreg B outline approval was given for a previous scheme. It is not known whether a new scheme would be applicable for this funding
- Interreg B status expires at the end of 2005. It is assumed that a proportion of the funds would have to be spent by this time

Appendix D:
Norwich (Planning) Policy Area definition

Norwich (Planning) Policy Area

Norwich	South Norfolk Wards
1991 frozen wards	33UHFA Abbey 33UHFD Beckhithe 33UHFF Berners* 33UHFH Broads* 33UHFM Cringleford and Colney 33UHFN Cromwells 33UHFP Crown Point 33UHFZ Humbleyard 33UHGA Kidner 33UHGD Mergate* 33UHGE New Costessey 33UHGF Northfields 33UHGG Old Costessey 33UHGH Rosebery 33UHGJ Rustens 33UH GK Smockmill* 33UHGM Stratton 33UHGN Tasvale* 33UHGP Town
Broadland Wards	
33UCFC Blofield 33UCFD Brundall 33UCFG Catton 33UCFK Drayton 33UCFQ Hellesdon North 33UCFR Hellesdon Southeast 33UCFS Hellesdon West 33UCFU Horsford 33UCFW Plumstead 33UCFX Rackheath* 33UCGA St.Faiths 33UCGC Spixworth 33UCGD Sprowston Central 33UCGE Sprowston East 33UCGF Sprowston South 33UCGG Sprowston West 33UCGH Taverham 33UCGJ Thorpe St.Andrew Northeast 33UCGK Thorpe St.Andrew Northwest 33UCGL Thorpe St.Andrew South	

* Part of this ward falls outside the Policy area which is constructed from parishes. However, we believe that these are not areas containing significant employment, therefore it is best to include the ward for this purpose.