

ST. STEPHENS STREET AREA NORWICH

OUTLINE MASTERPLAN



Front cover:
Artist's impression of Westlegate

Below:
Existing situation



Contents

St. Stephens Street Area, Norwich
Outline Masterplan

The Team:
Urban Initiatives
Urban Delivery

Project Director:
Hugo Nowell

Project Manager:
Matthias Wunderlich




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Illustrative masterplan

- | | | | |
|--|--|--|--|
|  Study area boundary |  Proposed development |  Proposed public space / pedestrian route |  Green space |
|  Existing development |  Potential for refurbishment / redevelopment |  Bus only / local access route |  Semi private / private green space |
|  Key buildings | | |  Private gardens |

Executive summary

Norwich City Council has commissioned an outline masterplan for the St. Stephens Street area. This is the final report. It aims to develop a strategic spatial vision for the transformation of the St. Stephens Street area over the next 20 years.

The outline masterplan has been prepared based on a sound understanding of planning policy and the historic, spatial and development context of the area. High-level development appraisals were undertaken for key sites. Changes to street functions in the area reflect proposals developed for the Norwich Area Transportation Strategy, which are currently being tested by the highway authority.

The St Stephens Street area is the preferred location for the expansion of retail and office uses in the city centre due to its excellent public transport accessibility, closeness to other supporting facilities and the opportunities that exist to develop empty sites and underused buildings. The main aim of the masterplan is to create excellent new development based on a more effective transport system through working with businesses and other public agencies.

The masterplan establishes a clear vision for the St. Stephens Street area and sets out development concepts for five identified character areas. This includes changes to the function of streets, new connections, public spaces and the identification of opportunities for refurbishment or redevelopment of buildings. The masterplan further specifies the proposed distribution of uses, building heights and sets out development principles for the built form.

Consultation has been an important part of the project. The process was overseen by a steering group, made up of public and private sector partners. At the visioning and options stages the emerging masterplan was discussed and commented on by stakeholders during two workshops. A three week public exhibition also offered the public an opportunity to comment on the emerging proposals. The masterplan has been reviewed by the Norwich Design Quality Panel and the Commission for Architecture and the Built Environment (CABE) and their comments have helped shape the masterplan.

The vision for the area is:

- 1 to create a vibrant, thriving and attractive part of the city centre with a variety of uses;
- 2 to become a centre of excellence for sustainable development;
- 3 to strengthen Norwich's role as the East of England's most important retail centre;
- 4 to strengthen the St. Stephens Street Area as Greater Norwich's primary commercial district and key employment location;
- 5 to create appropriate entrances into the city centre;
- 6 to enhance the setting of historic buildings and reflect the character and history of the area;
- 7 to establish better connections and an enhanced pedestrian experience;
- 8 to improve access to the city centre by sustainable modes of transport: walking, cycling, bus and taxi; and
- 9 to provide a high quality public realm and a number of attractive public spaces.

This outline masterplan is being published to raise awareness of the opportunities that exist to enhance the area. At this stage it is not council policy. It is intended that once the Norwich Area Transportation Strategy has been agreed this masterplan will be developed further and its main parts adopted as a supplementary planning document so that it can guide planning decisions.



Aerial photograph of the study area

1 Introduction

1.1 The commission

Urban Initiatives has been commissioned by Norwich City Council to prepare a masterplan for the St. Stephens Street area of Norwich. It is part of the primary shopping area and the masterplan is needed to guide a significant level of development activity expected to occur as a result of the growth of the city's population and economy.

Norwich is a regional retail centre, drawing shoppers and trade from most of Norfolk and north Suffolk. It is a very attractive city with a history that goes back over a millenium. Once the second largest city in the country, it remains a major focus for the region and was the fifth most prosperous shopping destination in the UK in 2008 (Focus/Co-Star). Through the 20th Century its employment base shifted from manufacturing towards the service sector.

While vacancy rates within the existing retail accommodation are generally low, shop fronts in some areas look tired and dated. St. Stephens Street in particular suffers from significant conflict between pedestrians and traffic, despite recent streetscape improvements, and there are many missing pedestrian links both through the area and to surrounding parts of the city. Much of the office accommodation in the area dates from the 1960s and 1970s. The public realm is generally uninspiring and the area lacks public spaces.

The masterplan area has a rich built heritage, is situated within the City Centre Conservation Area and includes a number of listed and locally listed buildings. Fine views towards the city's medieval centre may be had from many parts and there are fragments of the city's historic past throughout the study area.

The City of Norwich Replacement Local Plan, adopted in November 2004 establishes a vision for the city:

'... Norwich will maintain and enhance its status as a significant European regional centre in a sustainable manner, embracing change and innovation with pride in its heritage, a good quality of life for all its citizens, a strong modern economy and a safe, healthy and clean environment, both natural and built.'

The masterplan will ensure that this key part of Norwich continues to contribute to the city's success.

Funding for the outline masterplan comes from a mixture of public and private sector sources: Norwich City Council, Norfolk County Council, Greater Norwich Development Partnership, Norwich Heritage Economic and Regeneration Trust (HEART), Capital Shopping Centres, Marks & Spencer and Aviva Investors.

1.2

Purpose of this commission

The aim of the commission is to make a major enhancement of this part of the city centre possible and to cater for the retail, leisure and employment needs of the growing population and wider rural hinterland of Norwich in a sustainable way by:

- producing an outline masterplan to co-ordinate the development of the area and covering urban design, land use, property, transport, environmental and building conservation issues;
- providing a forum for interested parties to share ideas and aspirations and contribute to the masterplanning;
- reducing risk for property investments;
- providing backing for land assembly;
- following and informing existing Local Plan and emerging Local Development Framework policies; and
- establishing mechanisms for delivering the changes to the area.

There are a number of sites where redevelopment would be desirable; notably on Westlegate, the south east side of St. Stephens Street and the Chantry car park. There are also other sites where development should be considered in the medium to longer term in order to improve the townscape and local environment of the area and to create better linkages through it.

The county council is working with the city council and other partners on the Norwich Area Transportation Strategy Implementation Plan (NATSIP). NATSIP covers the whole Norwich area. These transport proposals form the basis for the proposals in the St. Stephens Street Area Outline Masterplan. The masterplan considers the potential benefits this may bring to the area and examines how this may help to improve conditions for development. It also examines the opportunities to enhance the streetscape and deliver new and improved public spaces.

There will be detailed consultation on NATSIP from 12 October until 21 November 2009. There will be challenges to putting many of the measures within NATSIP in place, and this may affect whether all, or some, of the measures are implemented. The county council is currently looking at the delivery of the consultation proposals including how to

finance them and their phasing. This work, together with the comments received during the consultation will influence the final NATSIP, which will be agreed in spring 2010.

The masterplan must enhance the image of the area, transform points of arrival, improve the pedestrian experience and enhance the setting of historic streets and structures.

The masterplan proposals must set out a clear vision for the area, which will help it thrive, one that will excite investors, attract visitors and encourage people to move to the area. The masterplan must also be realistic and deliverable. In developing proposals consideration must be given to the property market and the pattern of land ownerships that will shape the opportunity to deliver proposals. The vision must be long term and must be shaped not only by the current economic climate but also by longer-term aspirations for the city.

1.3 Masterplan process

The masterplan for the St. Stephens Street area has been developed over the last ten months as an inclusive process. It has been guided by a project team and steering group (including Norwich City Council and Norfolk County Council officers, funding partners, CABE and English Heritage) and one to one meetings have been held with key property owners and their agents.

Two stakeholder workshops have been held. The first was on 20 January 2009 and over 40 delegates attended providing useful feedback on the emerging vision. Attendees included Norwich City and Norfolk County Council officers, land owners and their agents, Norwich Historic Churches Trust, Norwich Society, English Heritage, Broadland Housing Association, Norwich Theatre Royal, Norfolk Constabulary, Norfolk Federation of Small Businesses, Norwich Cycle Campaign, Norwich Access Group, First Buses together with representatives from numerous retailers and businesses from the area. A presentation was also made to the City Centre Management Partnership.

The second stakeholder workshop took place on 1 July 2009 at which the vision and draft Outline Masterplan was presented. The proposals received broad support from the delegates and valuable comments and suggestions were made. The proposals were also presented to the Norwich's Design Quality Panel on 2 July 2009 and to CABE on 22 July 2009. Both panels expressed their overall support for the proposals and made valuable detailed suggestions.

From 2 July until 24 July the proposals were exhibited in the Assembly House, Chapelfield, All Saints Centre and City Hall. The public was invited to comment and the outcome was overwhelming support for the plan. 93 percent of respondents agreed that the area needed change, and a significant majority tended to or strongly agreed to the vision statements and the concepts for the character areas.

The outline masterplan included in this document is a revised version, prepared in the light of the consultation responses. A summary of the consultation feedback is included in a separate report, which is available on request.

This outline masterplan concludes part one of a two stage process. The second stage will involve:

- preparation of development briefs for sites and design briefs for proposed squares and pedestrian connections;
- recommendations on delivery agencies and funding mechanisms for the masterplan elements;
- more rigorous financial viability testing;
- establishment of the requirement to provide other infrastructure elements such as utilities; and
- subjecting the masterplan to a diversity and equality impact assessment and if necessary revise content in response to the findings.

The outline masterplan produced in stage one will then be updated to incorporate stage two elements. The commitment to stage two is dependent on the availability of funds.

This outline masterplan is not council policy. However, it is vital that the full masterplan is adopted as statutory planning policy so that it can be relied upon as a material consideration in reaching decisions on planning applications. It will integrate with the Local Development Framework in the following way:

- the masterplanning process will inform policy in the Joint Core Strategy. The city centre policy will define the masterplan area and identify it as being appropriate for mixed use development with a focus on retailing, offices and housing and on creating an improved pedestrian environment;
- development sites identified in the Masterplan will be allocated in the Site Allocation Development Plan Document (DPD);
- the full masterplan will be endorsed by the council and become a material planning consideration, but will not be part of the LDF; and
- an SPD for the St. Stephens Street Area will be adopted, based on the masterplan, simultaneously with the adoption of the Site Allocation DPD. The adopted document is likely to be short, focussed around a series of maps and diagrams that derive from the masterplan and directly interpret the site allocation policies and explain the type of development that will be permitted.

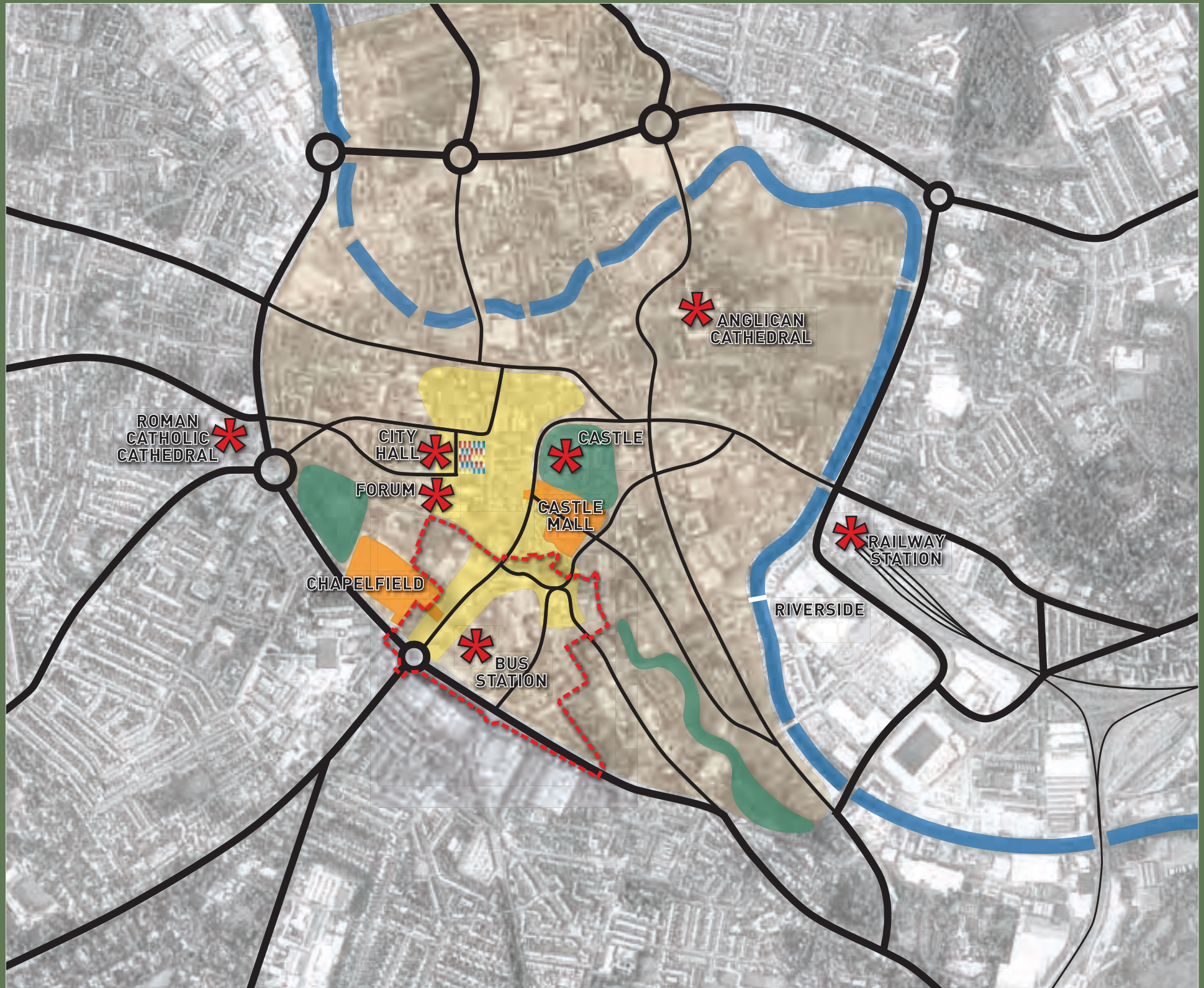
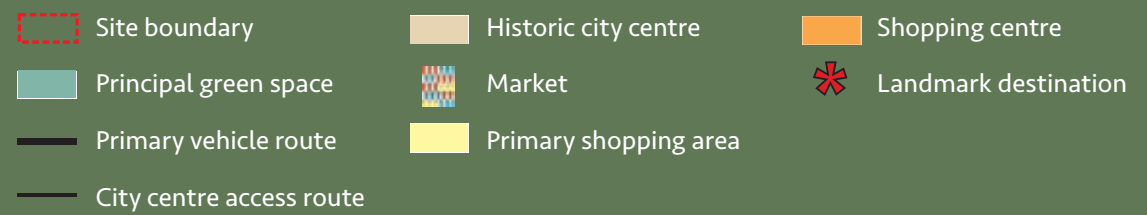


Figure 1: **Strategic context**



2 Site context and analysis

2.1

Site location

The St. Stephens Street masterplan area covers 17.5 ha and is part of Norwich city centre. The site is bounded by the inner ring road to the southwest and the medieval core, including Norwich Castle, to the north. It is in the primary shopping area and includes St. Stephens Street as a major high street. It also includes Marks and Spencer and John Lewis department stores and serves as forecourt to two shopping centres, Castle Mall and Chapelfield. The area also includes significant office accommodation, primarily in the finance and insurance sector, with the Aviva (formerly Norwich Union) headquarters in the middle of the area. It is also a primary public transport hub and gateway into the city centre, including the recently rebuilt bus station and a major bus corridor on St. Stephens Street.



- 1 City Hall
- 2 Market
- 3 Castle
- 4 Norwich Lanes
- 5 Forum
- 6 St. Peter Mancroft
- 7 Theatre Street
- 8 Assembly House
- 9 Castle Mall
- 10 St. Stephens Church
- 11 Marks and Spencer
- 12 Westlegate
- 13 Timberhill
- 14 John Lewis
- 15 Ber Street
- 16 All Saints Green
- 17 Thorn Lane
- 18 Surrey House
- 19 St. Stephens Street
- 20 Surrey Street
- 21 Chapelfield Plain
- 22 Chantry Road
- 23 Chapelfield Gardens
- 24 St. Stephens Towers
- 25 Bus station
- 26 Notre Dame High School
- 27 Chapelfield Shopping Centre
- 28 Queens Road
- 29 St. Stephens Road

Figure 2: **Site context**

The Civic Centre, Market Place and Castle

Immediately to the north of the study area lies the civic centre of Norwich. Its heart is the large market place, featuring the recently refurbished provisions market with more than 190 stalls. Three important city centre landmarks surround the space: St. Peter Mancroft, City Hall and the Guildhall. This area has a network of shopping streets with a variety of national and independent retailers. The medieval street pattern of the Lanes with its intimate scale and historic buildings coupled with special streets such as Gentleman's Walk and the Royal Arcade, provide a diverse and very attractive environment.

East from the market place sits the Castle. Adjacent is Castle Green, an important public green space in the city. Between the Castle and the study area is Castle Mall, a largely subterranean shopping centre that has one of its many entrances on the edge of the study area on Timberhill. The Centre includes restaurants and cafes and a multi-screen cinema.



The market and the castle are major attractions in the city centre

Theatre Street, Chapelfield and Chapelfield Gardens

The area immediately to the north west of the study area has an important cluster of cultural buildings. The Theatre Royal, the 18th century Assembly House and the Forum, which accommodates the central library and the BBC, are all on Theatre Street.

Immediately south of this cluster is another important destination in Norwich: Chapelfield, which opened in 2005. It has more than 90 shops including a House of Fraser store, a car park with 1,000 spaces and approximately 100 flats. Although the actual shopping centre lies outside the study area its two main entrances are within the area, one on St. Stephens Street and the other on Chapelfield Plain.

Adjacent and to the west of the shopping centre is Chapelfield Gardens, an important historic green space in the city centre.



The recently completed Forum



The Inner Ring Road, Queens Street, forms the southern edge of the city centre and the study area

South of Queens Road

The area to the south of the study area, beyond Queens Road, (the inner ring road) is largely residential with two to three storey terraced and semi detached houses and a few apartment buildings. Along Queens Road a number of commercial developments act as a buffer. These include Victoria House, a major office building for Marsh UK, and a large Sainsbury supermarket. The Norfolk and Norwich Hospital site, formerly an important focus on St. Stephens Road, is located just outside the study area. It is currently being redeveloped as a residential quarter. Further south on Ipswich Road is City College, a major education institution with approximately 16,000 students. Many students use the subway at the end of St. Stephens Street, leading to St. Stephens Road, to walk to the city centre, the bus station and the railway station.



Properties facing Notre Dame High School on Surrey Street

Thorn Lane, Ber Street and Notre Dame High School

The area to the east of the study area is diverse and incoherent. It accommodates a range of uses including homes and offices, surface car parks, shops and light industrial sheds. The biggest office is Prospect House, home to Archant, the largest provincial newspaper producer in the UK. The built form is extremely fragmented. Historic street based development along parts of Ber Street contrasts with post war stand-alone local authority housing development. Development on Ber Street lies at the top of an escarpment, forming a wooded ridge that is very prominent viewed from the Wensum Valley below.

The river Wensum flows through the valley and the former industrial uses along its banks are in the process of being regenerated as a predominately residential quarter. The Riverside area next to Norwich railway station provides leisure and entertainment facilities including a cinema, restaurants and bars, as well as a retail park. A new pedestrian and cycle bridge which has just been built provides a convenient pedestrian route into the St. Stephens Street area from the railway station and Riverside.

On the east side of Surrey Street lies Notre Dame High School, set within a sylvan landscape. The school teaches 1,400 students between the age of 11-18 years. The main entrance to the school is on Surrey Street. Students use this to walk to the bus station and St. Stephens Street.

2.2

History

City origins in Saxon and Norman times

During the Saxon period (the eighth to 10th centuries) an urban settlement was established on both sides of the river Wensum with its centre at Tombland. This settlement was surrounded by a defensive ditch. The St. Stephens Street area is outside this settlement.

Norwich expanded following the Norman invasion in the 11th century with the town focused around a new market place. The Bishopric was transferred to Norwich in the 1090s, which led to the construction of the Anglican Cathedral and supporting monastery. The castle, St. Stephens Street, Westlegate and All Saints Green have their origins in this period. The south of the city, including the study area, was the preferred home for wealthier residents at this time.

The medieval city

From the 13th to the 15th century Norwich grew rapidly to a city of 30,000 inhabitants. It became an important market place and centre for trade. Its accessibility from the North Sea via the River Yare allowed it to develop trading relations with the lowlands and the Rhine land. With 68 crafts and trades it became England's Second City and a major industrial centre, particularly in textile and leatherworking.

In the late 13th Century work began on the construction of the city walls. At this time St. Stephens Street was an important route into the city from London directly to the castle. The entrance into the city was at St. Stephens Gate (also known as Needham Gate). St. Stephens Street, Ber Street and Surrey Street were lined by buildings while areas to the east of St. Stephens Street and south of Surrey Street and Ber Street remained open land.



Georg Braun and Franz Hogenburg perspective of Norwich, 1581, with the study area outlined in red



Needham Gate bas-relief from the side of the Coachmakers Arms in St. Stephens Road

The northern end of All Saints Street was the location of the pig market. In the 14th century the market was moved to another place, possibly outside the walls, and the space later functioned as a timber market.

The market may have been the reason to build the Swinemarket Gate, later known as The Brazen Doors due to its brass doors. A horse market was held at Rampant Horse Street.

During the medieval period St. John the Baptist, All Saints Church and St. Stephens Church already existed as places of worship, the College of St. Mary in the Fields was founded west of St. Stephens Street, and the Timberhill area was a centre for bell-founding.

Georgian and Victorian Norwich

Through the Georgian and Victorian periods there were many changes in Norwich. Industrialisation came late but brought with it the development of mills, breweries and factories. Banking and insurance also developed as major forces in this period. Norwich Union Fire Insurance Society, founded in 1797, led to the building of the Edwardian headquarters at Surrey Street.

Between 1791 and 1810 all of the city's nine gates were demolished and new suburban residential areas beyond the former boundaries were built for the middle and artisan classes.

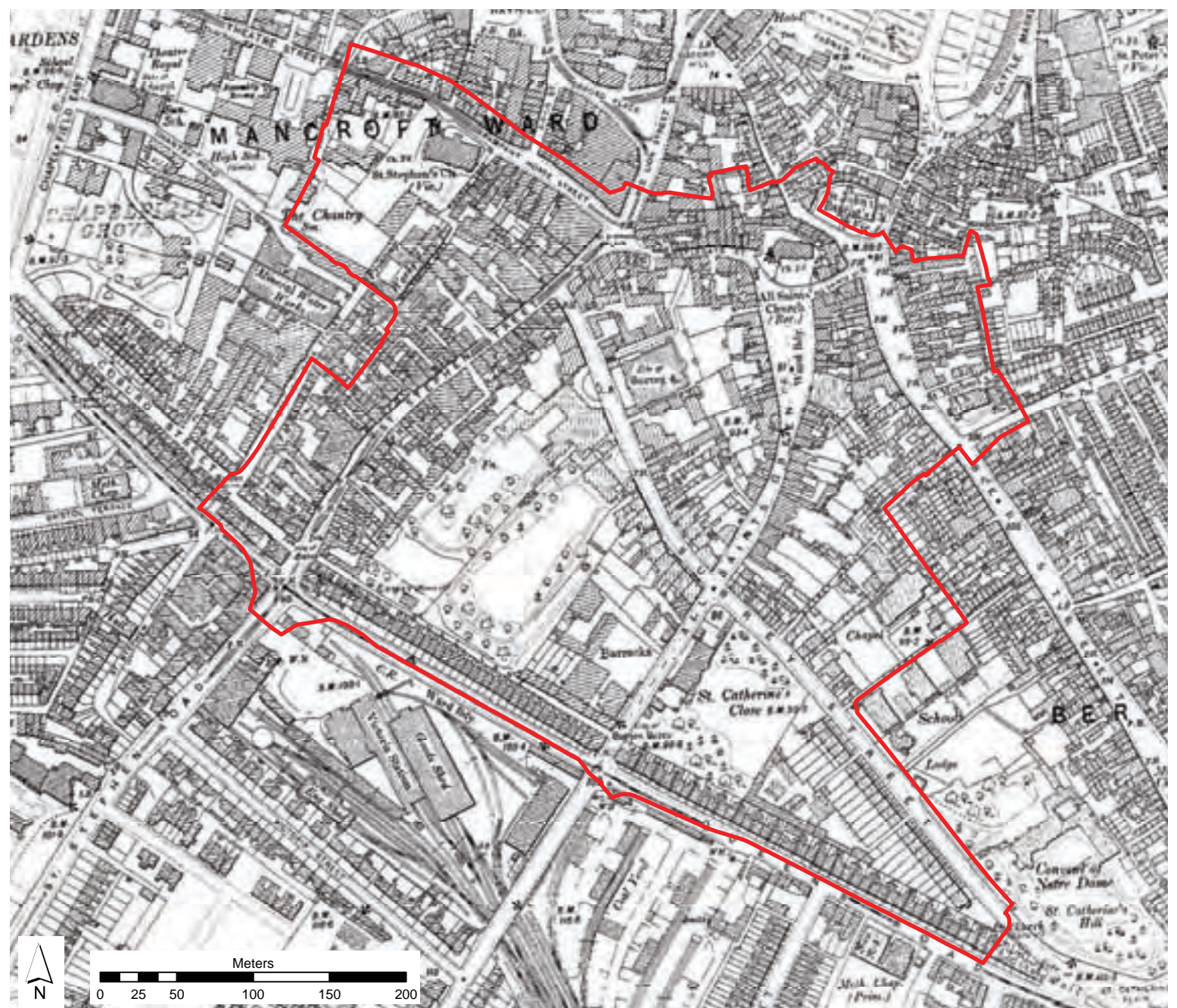
Connections to Norwich improved with the building of the railways to Great Yarmouth and London. At this time there were three stations all located beyond the lines of the city wall. Victoria Station opened in 1849 a short distance to the south of the former St. Stephens Gate. Within Norwich a tram system provided improved access between different parts of the city. Trams ran along St. Stephens Street, Red Lion Street and Rampant Horse Street during the latter part of the 19th Century.



Norwich c. 1680,
with the study area outlined in red
(copyright Michael Loveday)

This period saw dense development around St. Stephens Street, Westlegate and All Saints Green. The Assembly House was built as a focal point for cultural events in the regency period and Georgian houses (detached and terraced) were built on Surrey Street and All Saints Green. An army barracks was also located at All Saints Green. Later a Victorian terrace of houses was built along the line of the former city wall.

The chemist A.J. Caley, started a mineral water business in 1863 and moved to Chapelfield. This business soon diversified to produce cocoa and chocolate (later to become Rowntree Macintosh and Nestle). The factory expanded on the site until the 1970s. Large areas of open land remained within the St. Stephens Street area until the end of the 19th century and this included large gardens to the back of Surrey Street.



St. Stephens Street area, Norwich, 1880-1889

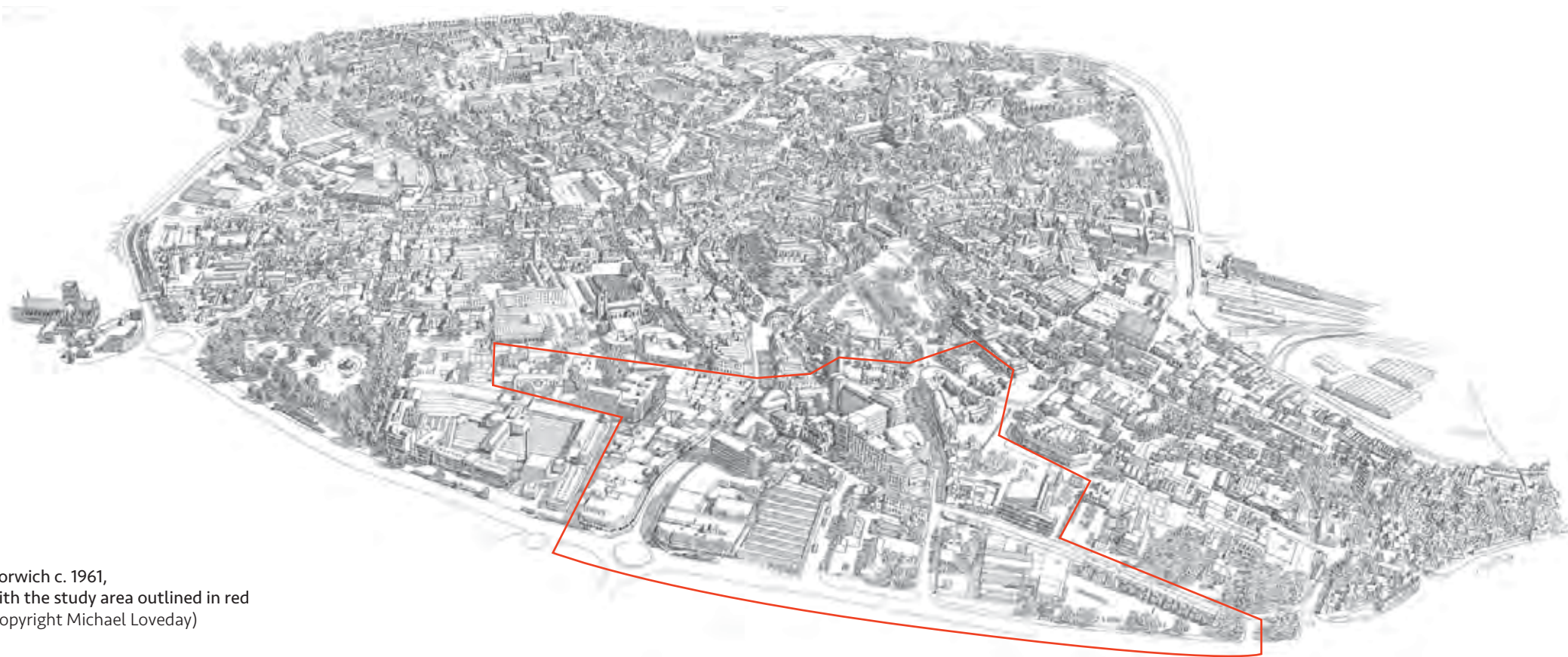
Norwich in the 20th century

In the early part of the 20th century Norwich's first cinema was built on All Saints Green, the Thatched Cinema (1915 -1930). This was later replaced by the Carlton / Gaumont Cinema (now Mecca Bingo). Victoria Station was closed and a bus station built in the 1930s to the back of St. Stephens Street and Surrey Street. A new Bonds department store (now John Lewis) was built at All Saints Green.

After the war, substantial infrastructure works took place, including the building of the inner ring road, which required demolition of terraced properties along Queens Road, the widening of St. Stephens Street, and the building of the subway at the end of St. Stephens Street.

Wartime air raids caused significant damage to buildings on the south side of St. Stephens Street, including the picturesque thatched Boars Head Inn at the corner with Surrey Street. This led to a decision by the city council to widen St. Stephens Street by demolishing its south east side during the 1960s. Large scale modern office developments were developed above the new shops, changing the character of the street. During the same period office towers and slab blocks were also built on Surrey Street and Westlegate.

The 1960s and 70s saw the building of major office developments for Norwich Union and in more recent years the city has strengthened and expanded its function as regional retail centre. In 2005 the factory buildings at Chapelfield were replaced by Chapelfield Shopping Centre.



Norwich c. 1961,
with the study area outlined in red
(copyright Michael Loveday)



1



2



3



4



5



6



7



8

Images above:

1 Westlegate House construction, 1961

2 All Saints Green Carlton at night, 1935

3 Thatched Boar's Head Inn, Surrey Street, 1934

4 Surrey St Norwich Union from bus station, 1962

5 St. Stephens St opposite Marks and Spencer following road widening, 1961

6 All Saints Green Bond's store, 1955

7 St. Stephens Plain 6 to 7 St. Stephens St 1, 1953

8 St. Stephens St 8 to 12 after completion, 1955

(All Copyright George Plunkett)

2.3

Policy context

The study area is covered by a number of regional and local planning and economic development policies.

East of England Plan (Government Office for the East of England, 2008)

The East of England Plan is the statutory Regional Spatial Strategy (RSS). As one of the largest urban areas in the east of England, Norwich is a key centre for development and change. Policy NR1 sets out that the city should be a regional focus for housing, employment, retail, leisure, cultural and educational development. Policy ENG1 of the plan requires all major developments to provide a proportion of their energy supply from sustainable sources.

Over the plan period the following targets should be met:

- 10,610 minimum new build dwellings in Norwich in the period April 2006 to March 2021 (Policy H1); and
- 35,000 new jobs in Greater Norwich in the period 2001 to 2021 (Policy E1).

Regional Economic Strategy (Autumn 2008)

Greater Norwich is identified as one of seven "Engines of Growth" in the region where the bulk of new job growth will be accommodated.

The strategy proposes that Norwich is developed as a nationally important centre in financial and business services and creative industries, and maintained as a top ten retail centre with matching city centre office accommodation. This reflects the city centre's location as one of the most sustainable employment and leisure centres, in terms of public transport, in the region.

City of Norwich Replacement Local Plan, Adopted November 2004

The Replacement Local Plan sets out the current policies guiding development within Norwich. The document establishes the following vision for Norwich:

"The vision for the city is that Norwich will maintain and enhance its status as a significant European regional centre in a sustainable manner, embracing change and innovation with pride in its heritage, a good quality of life for all its citizens, a strong modern economy and a safe, healthy and clean environment, both natural and built."

The masterplan area has a rich built heritage, is situated within the city centre conservation area and includes a number of listed and locally listed buildings. It is also within Norwich's area of main archaeological interest. The Norwich Replacement Local Plan includes a number of policies that aim to protect and enhance the heritage and built environment.

These include:

- **Policy HBE3** – Archaeological assessment in area of main archaeological interest. Any new development within the area will require an assessment of the archaeological significance of the site.
- **Policy HBE8** – Development in conservation areas. Development should be considered in the light of the impact it will have on the special character of the area. Heritage assets are shown in Figure 3 on the page overleaf.
- **Policy HBE9** – Listed buildings and development affecting them. New development within the setting of a listed building should also be sensitive to its character.

- **Policy HBE12** – High quality of design, with special attention to height, scale, massing and form of development. All new development should be of a high quality design, and the height, scale, massing and form of new development should reinforce and complement the character and townscape of the city.
- **Policy HBE13** – Protection of major views and height of buildings. The design of new buildings must pay attention to the need to protect and enhance major views into and out of the city centre. The principal views identified are long distance views of:
 - the two cathedrals;
 - the medieval churches;
 - the castle;
 - city hall clock tower;
 - the wooded slopes of Thorpe Ridge and Rouen Road areas; and
 - Britannia Barracks.
- **Policy HBE14** – Gateways to the city and quality design. This policy stipulates that there should be a strong sense of massing and height within 100m of identified gateways, such as the St. Stephens Street gateway (junction of St. Stephens Road and Queen's Road).

The northern part of the masterplan area is part of the primary retail area. Policy SH10 states that within this area non-retail uses in classes A2 and A3 will be permitted where they would not have a harmful impact on the vitality and viability of the area and on the individual street and where the proportion of Class A1 retail uses at ground floor level within the measured defined retail frontage would not fall below 85 percent. Introducing other uses, such as residential uses on the upper floors will be permitted if compatible.

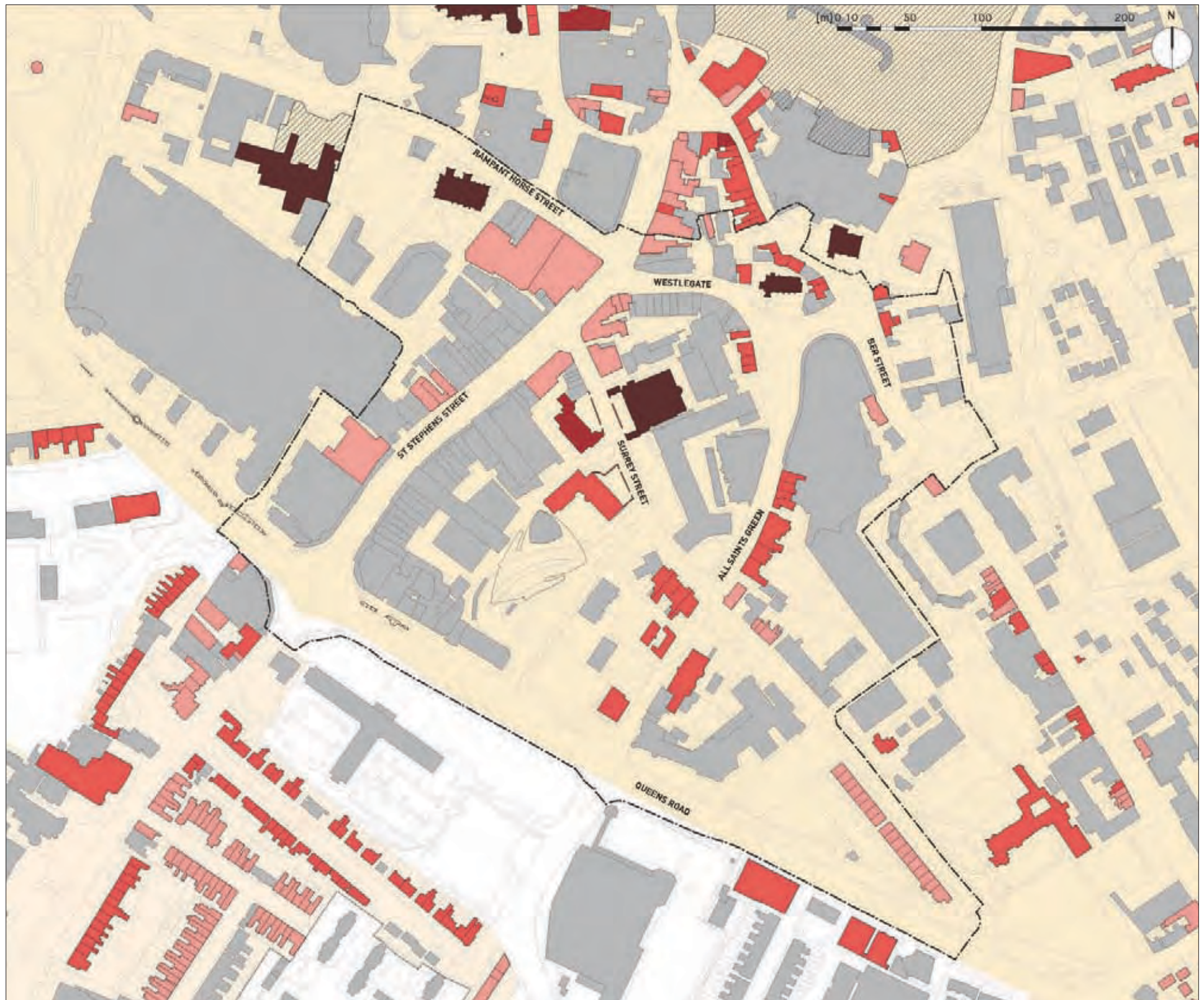


Figure 3: **Heritage assets**



The area to the north of Chantry Road has been designated a visitor attraction area (TVA4). Visitor attractions are defined as uses which fall within Class D1 (d) to (h) or Class D2 providing facilities to entertain, educate or inform visiting members of the public. Proposals will be assessed through the sequential approach, that requires the most central sites to be used first.

All appropriate development sites in the city centre will be expected to include a mix of uses including housing (HOU2).

An element of affordable housing will be sought as part of residential developments.

New residential development exceeding 25 dwellings or 0.5 ha in the city centre should provide at least 24 sqm of open space per dwelling (up to a maximum of 20 percent net site coverage). In schemes containing 10 or more child bed spaces a further 7.5 sqm of children's equipped play facilities should be provided. (Policy SR4).

The overall standards for open space are as follows (SR2):

- an equipped younger children's play space within a 240 metres radius (400 metres walking distance) of residential properties;
- local informal open space areas and equipped play space for older children within a 480 metres radius (800 metres walking distance) of residential properties; and
- development will not be permitted that leads to the loss of existing areas of open space, unless an alternative facility of equivalent value is provided and there is no overriding amenity or biodiversity interest that would be lost or damaged (SR3).

Currently there are no identified areas of open space within the masterplan area. However, Chapelfield Gardens and Castle Gardens are within 800 metres walking distance.

The local plan promotes denser development in areas of high transport accessibility, in order to encourage sustainable transport choices (TRA4), and new development should ensure that necessary vehicle movement does not dominate the overall design approach (TRA5). Car free housing development will be permitted in areas of high accessibility and where 24-hour on-street parking controls are in force, provided that arrangements for alternative transport modes and provision for disabled people and visitors are made (TRA9). Within the city centre operational car parking only is permitted. This is to facilitate the necessary movement of visitors throughout the day and is not for the long-term storage of vehicles (TRA6).

The plan includes a cap on public car parking at 1995 levels (10,002 spaces).

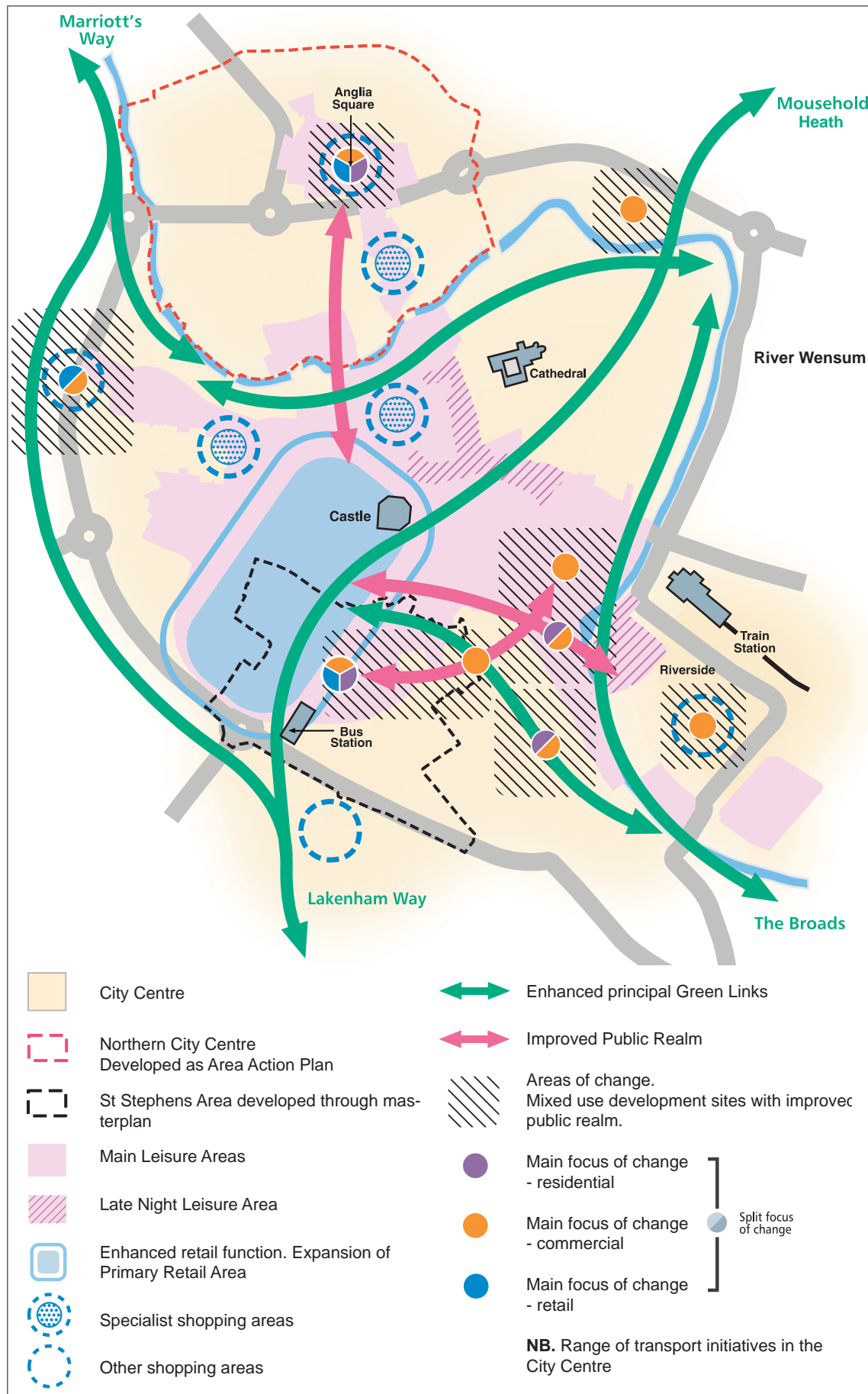
Joint Core Strategy for Broadland, Norwich and South Norfolk: Pre-Submission Version (September 2009)

In line with the Planning and Compulsory Purchase Act 2004 the Local Plan will eventually be replaced by the Local Development Framework (LDF). The Joint Core Strategy establishes a spatial vision for Broadland, Norwich and South Norfolk up to 2026. The emerging Joint Core Strategy defines a spatial vision for the urban area of Norwich:

- making the city greener in appearance and environmental performance. It will be a stronger social, economic and cultural centre with a focus for jobs, shopping, leisure and other activities;
- building on the importance of the city for key economic sectors including financial and general insurance services, retailing and creative and media industries. Ensuring that it continues to be a UK Top-10 retail centre;
- promoting its rich historic, cultural and architectural heritage, while encouraging the design of new iconic buildings built to an exceptional design quality;
- continuing its role as the cultural capital of East Anglia, stimulating regeneration through the cultural economy and encouraging an active and cohesive community;
- maintaining and promoting its rich heritage of historic and contemporary buildings as well as parks, wildlife sites, woodland and heathland; and
- promoting sustainable transport options that will include a network of safe and convenient pedestrian and cycle links and public transport services.

Norwich city centre is covered by Policy 9 and 10 in the Joint Core Strategy. They state that the emphasis will be on retail, leisure, office and cultural development. Housing and educational development will also reinforce vibrancy.

A minimum of 2,750 dwellings should be provided in the city centre. In order to support this role, improvements will be made to: the public realm, open spaces, green linkages and connections between open spaces, walking and cycling provision, and sustainable transport access.



Joint Core Strategy City Centre Key Diagram

The city centre's role as a regional centre will also be promoted through:

- enhancing the historic city, including its built and environmental assets and its distinctive 'contemporary medieval' character;
- strengthening the city's role as a visitor destination of international importance with additional tourist facilities, including the promotion of conference and concert facilities;
- expanding the use of the city centre to all, in particular the early evening economy and extending leisure and hospitality uses across the city centre, and late night activities focused in identified areas (outside the St. Stephens Street area);
- enhancing its retail function, providing for a substantial expansion of comparison retail floor space of varied types and size of unit to provide a range of premises to 2021. This will be achieved through intensification of uses in the primary retail area and if necessary through its expansion; and
- expanding its function as an employment centre, including provision of high quality office premises and a diversity of uses across the area, including media, creative, finance, insurance and information communication industries.

The Joint Core Strategy contains a key diagram for the city centre (see opposite page) identifying the northern part of the masterplan area for enhanced retail function and expansion of the primary retail area. This area is also identified as a leisure area, for the promotion of tourism and the evening and visitor economy. The eastern part of the masterplan area is indicated as an area for change, with mixed use development promoted with a focus on commercial and retail uses and an improved public realm. Housing development should include both high density and family dwellings.

Supplementary Planning Documents

The following supplementary planning documents provide guidance for the city centre.

- Heritage Interpretation (December 2006);
- Open Space and Play Provision (June 2006);
- Trees and Development (September 2007);
- Energy Efficiency and Renewable Energy (December 2007); and
- Norwich City Centre Conservation Area Appraisal (Norwich City Council, September 2007).

2.4

Urban design analysis

2.4.1

Urban structure and connections

St. Stephens Street is the primary structuring element and corridor traversing the study area in a north south direction. Historically this was the main route into the city from London. From the former St. Stephens Gate at the inner ring road it leads via Red Lion Street towards the market place and the Castle. The street has been widened and is now an important shopping street and bus corridor.

St. Stephens Street intersects with the important east-west corridor of Theatre Street, Rampant Horse Street and Westlegate. This leads via Golden Ball Street around and to the east side of the Castle. At All Saints Street this route intersects with two further radial streets, All Saints Green and Ber Street, which approach the Castle from the former city gates at the ring road in the south.

Other streets in the study area are of a secondary order and local importance. These include Surrey Street, Chantry Road, Malthouse Road and Timberhill. The area also includes a few lanes, including One Post Alley, Barwells Court, Surrey Grove and Chapel Loke, that are remnants of the historic subdivision of street blocks.



Although the bus station is situated directly behind St. Stephens Towers there is no direct pedestrian link



View from the bottom end of Thorn Lane towards Ber Street

The southwest edge of the study area is formed by Queens Road, the inner ring road that follows the historic alignment of the city walls. With significant volumes of traffic this corridor segregates adjacent neighbourhoods from the city centre, and pedestrian movements are largely confined to the formal crossing points at St. Stephens Road and Brazen Gate.

The network of streets and lanes establishes a pattern of urban blocks that is, in comparison to other parts of the city centre, of a significantly larger grain with fewer streets intersecting. This adversely affects the permeability of the area, particularly to the east of St. Stephens Street with people having fewer choices of routes to move through.

There is a notable lack of east-west connectivity in the area east of St. Stephens Street. The absence of direct pedestrian connections between major destinations such as John Lewis (and Castle Mall), the bus station and St. Stephens Street means people have to walk longer distances, following Westlegate, All Saints Green and Surrey Street, on routes that are less direct and convenient. General perception is that John Lewis and the bus station are both in peripheral locations and lack integration with the general shopping area. Similarly, a better connection between Westlegate and Timberhill would help overcome the relative isolation of this part of the retail quarter and better integrate the entrance into Castle Mall in the network of retail streets.

The new pedestrian and cycle bridge over the river Wensum will improve access to the railway station and riverside from the eastern edge of the St. Stephens Street area. Thorn Lane will become a more important route and a new entrance point into the retail core. At present however there is no direct continuation of this route towards the bus station and St. Stephens Street. Such a connection would make this route more attractive and useful for many, including City College students. This lack of east west connectivity and overall permeability is one of the major structural deficiencies of the area. Figure 4 on the opposite page indicates existing routes, retail frontages, destinations and desirable connections.

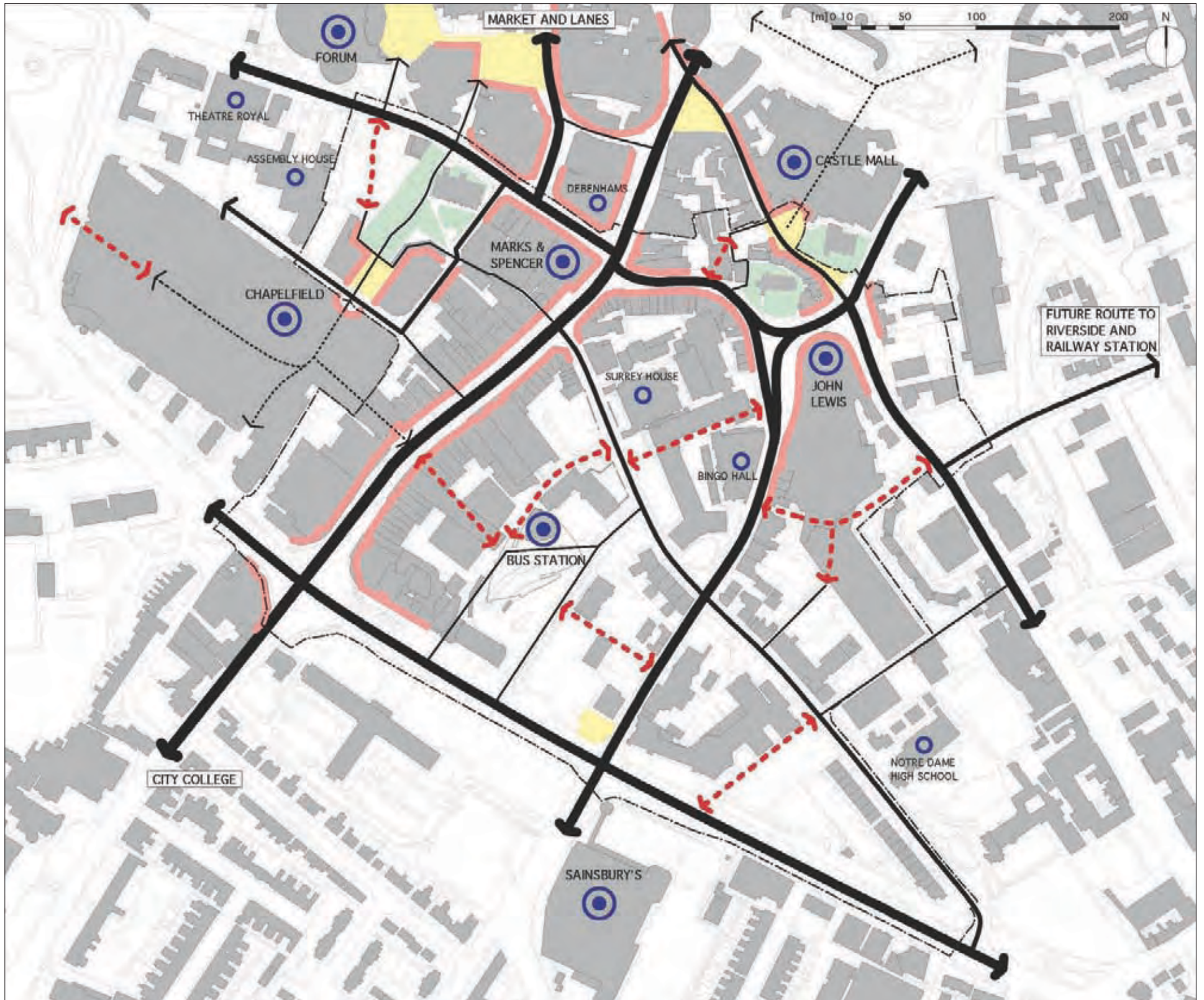
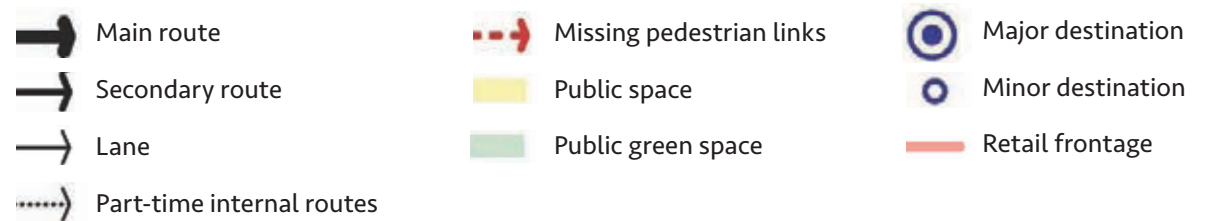


Figure 4: **Urban structure**





The entrance to the Chapelfield Shopping Centre



New Travelodge Hotel at Queens Road next to the bus station



St. Stephen Street – a busy shopping street and bus route



A mix of residential and commercial uses characterise All Saints Green



Surrey House, the city headquarters of Aviva (formerly Norwich Union)



The recently completed bus station is a major destination in the area

2.4.2

Land uses

Retail and office uses are the two major land uses in the area.

Retail

A multitude of national and local retailers, banks and service providers concentrate along St. Stephens Street, Westlegate and Timberhill. With John Lewis, Marks and Spencer and BHS, there are three department stores in the study area. Debenhams is located just outside the boundary. Both of the two major shopping centres are directly accessible from the study area. Castle Mall has an entrance on Timberhill, and two entrances into Chapelfield are from the study area. This concentration of high profile national retailers makes it an important part of the retail core, and the area is extremely vibrant and active during shop-opening hours.

There are relatively few cafés, restaurants and pubs in the area. These are scattered around, with the only concentration in Chapelfield Plain. In stark contrast to the vitality during daytime, after the closing-time of shops the area becomes deserted with only a few places providing activity. There is a significant lack of things to do in the early hours of the evening.

Of ces

This is reinforced by a similar pattern of activity deriving from the office accommodation in the study area. The site is home to the city headquarters of Aviva, formerly Norwich Union, which has been located on Surrey Street for more than a century. The company occupies a number of large office buildings in the study area. Under their current estate strategy however, they are consolidating their city centre activities in two places: the “island site”, between Surrey Street, St Stephens Street, Westlegate and All Saints Green; and Sentinel House on Surrey Street. They have vacated the two towers on St Stephens Street and Bignold House on Surrey Street.

The area also includes a number of smaller office premises mostly in converted historic buildings with a concentration along All Saints Green. The area is a highly sustainable location for offices due to its excellent public transport accessibility.

Residential

A terrace of Victorian properties owned by Broadland Housing Association, and a row of converted Georgian houses on Surrey Street are the only homes in the area. A YMCA next to the bus station provides accommodation for young people in housing need. The only visitor accommodation in the area is the Travelodge on Queens Road.

Other uses

The area also includes a number of special uses. There are places of worship, including St. Stephens Church (Church of England) and All Saints Centre (Centre for Christian Hospitality). The Mecca Bingo Hall is located on All Saints Green in the former Carlton Cinema.

The bus station is between Surrey Street and Queens Road. This recently rebuilt facility is a strategic transport hub and gateway into the city. It is an important destination and a major generator of footfall. St. Stephens Street, as a major bus corridor, fulfils a similar role.

There are two multi-storey car parks in the study area. One is at the southern entrance to St. Stephens Street and managed by NCP. The other is a customer car park to the rear of John Lewis which is only open during shopping hours. Two surface car parks, the Chantry car park on Theatre Street and the Queens Road car park, are managed by the city council. There are also a couple of smaller surface car parks in private ownership. There is one large vacant site next to the bus station currently awaiting redevelopment.

Although the area is made up of a mix of uses it suffers from extreme and contrasting activity levels during the course of a day. This is due to the concentration of retail and office uses open at similar times and the lack of sufficient residential and restaurant, café and leisure uses which could generate activities at other times. The general lack of activities during the evening particularly affects people using the bus station or stops on St. Stephens Street as they have no overlooking or passive surveillance, and can feel threatened. Figures 5 and 6 on the following pages show the existing uses on ground and upper floors.



Figure 5: Land use plan, ground floor



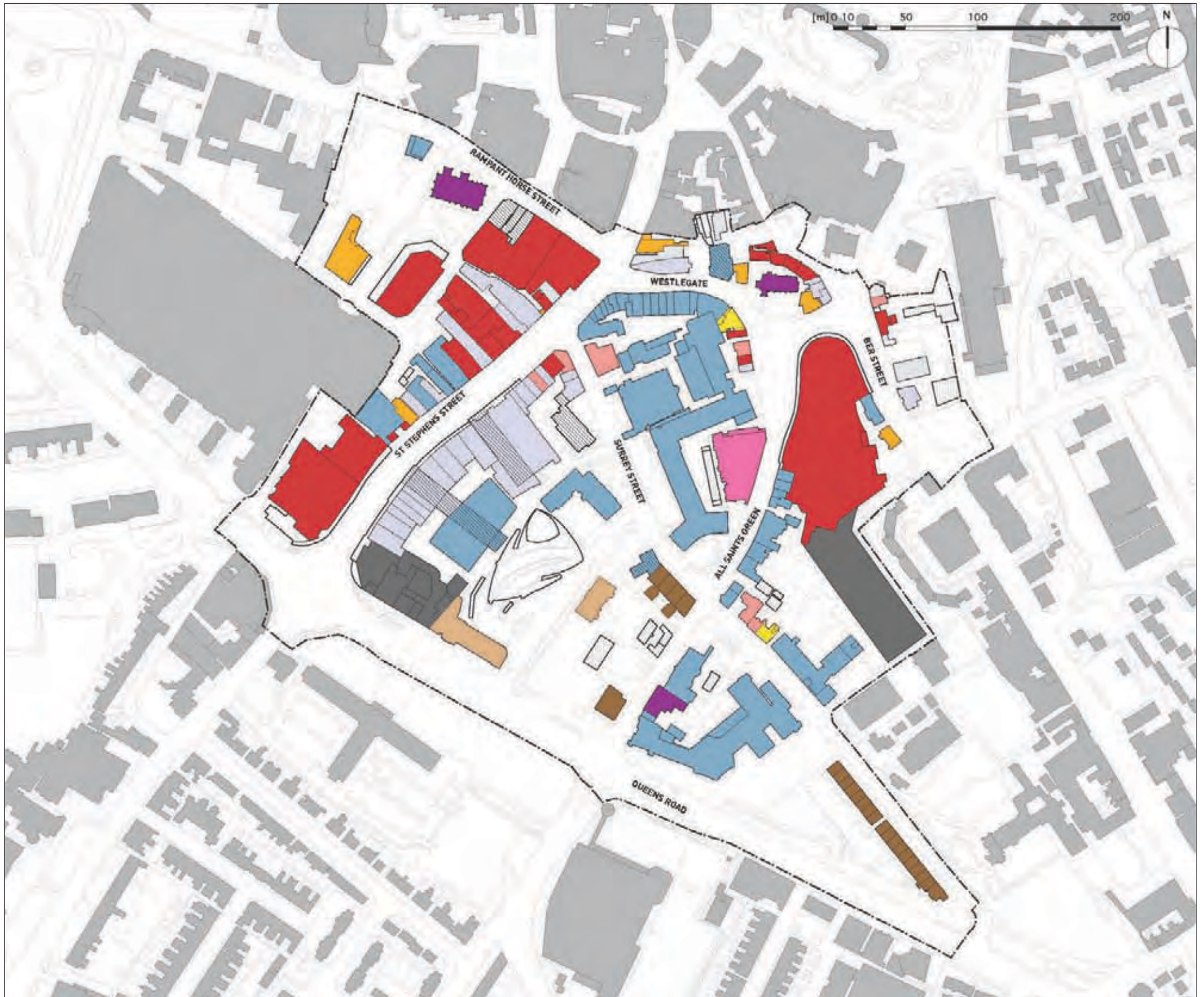


Figure 6: **Land use plan, upper floors**



2.4.3 Townscape and character appraisal

Throughout the study area there are remnants of the city's historic past. Many buildings are listed and the entire area lies within a conservation area. However, bomb damage in the Second World War, slum clearance, post-war road widening schemes on St. Stephens Street and Queens Road, and lately the regeneration of the former factory site at Chapelfield offered sites for redevelopment with modern buildings. With their contrasting scale and form, these buildings often compete with their historic neighbours rather than contributing to a coherent character.

Figure 7 on the opposite page shows the building heights in the study area. It highlights the stark contrast between a few large buildings and the typical buildings of two-three storeys.

The townscape and character appraisal identifies five coarse character areas that are discussed on the following pages. Figure 8 indicates the identified existing character areas.



Historical scale and character with All Saints Centre and Casaccio's at Westlegate



The 1960s Westlegate House is now vacant and boarded up

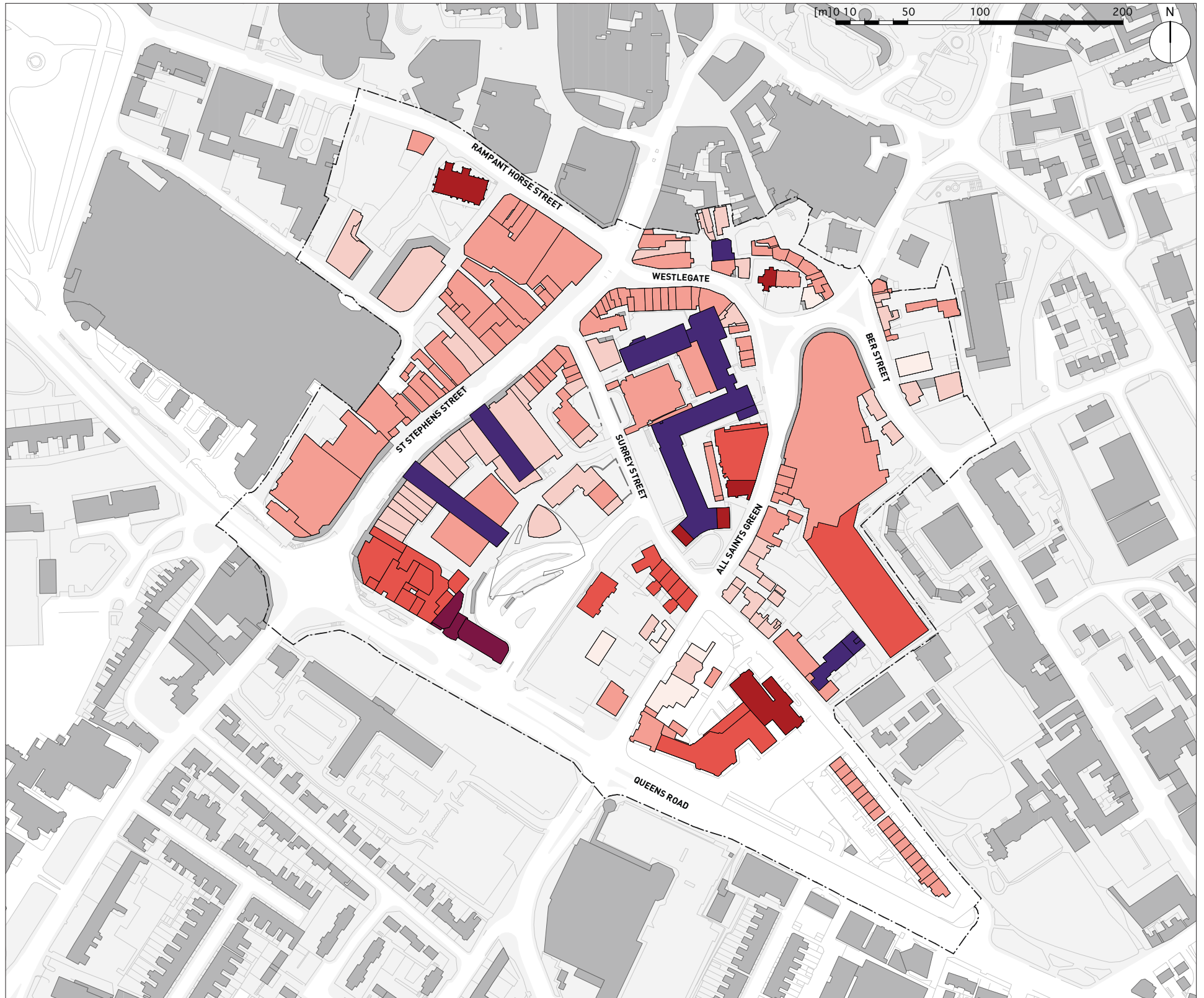
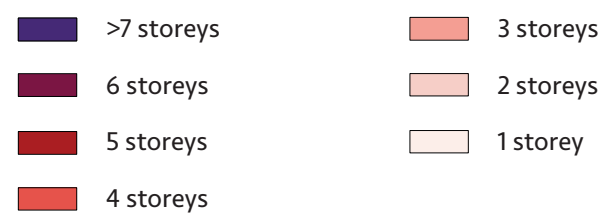


Figure 7: **Building heights**



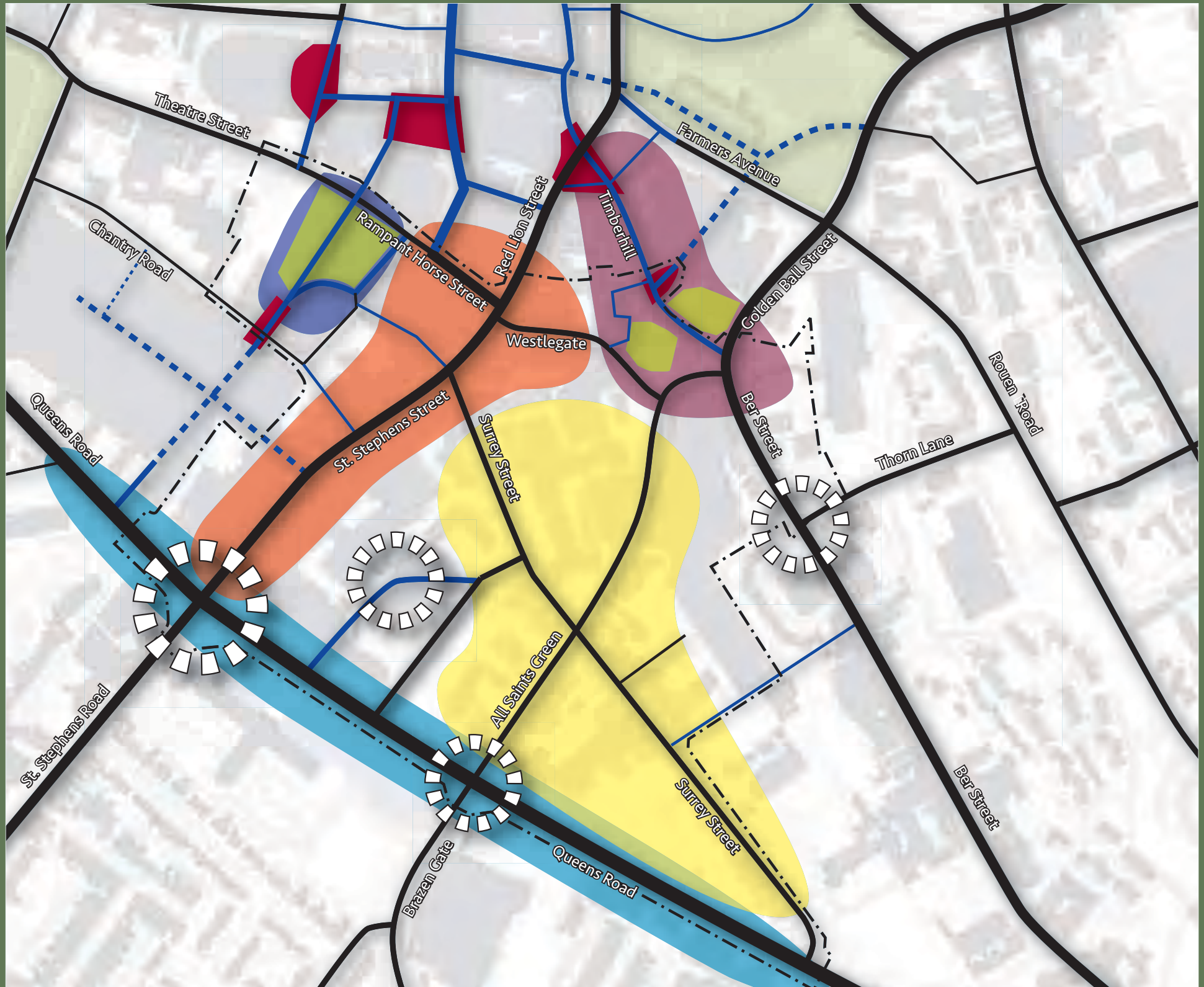


Figure 8: Existing character areas

- | | | | |
|---|---|---|---|
| St Stephens Street | Rampant Horse Street, St. Stephens Church, Chapelfield Plain | Site boundary | Primary pedestrian route |
| Timberhill & Westlegate | Queens Road | Public space | Internal pedestrian route |
| Surrey Street & All Saints Green | Queens Road | Green space | Vehicular route |
| | | Important entrance points | |

1) St. Stephens Street

The character of St. Stephens Street is not clearly defined. The west side is characterised by rows of buildings that largely reflect the small plot sub-division of pre-war Norwich. Although some plots have been redeveloped and a few consolidated, the image of this side of the street remains that of a fine grain high street with two to three storey buildings and varied facades. An exception is the post war Co-op extension at the southern end of St. Stephens Street which is a poor addition. The Marks and Spencer building was originally four storeys before wartime bombing damage and the Debenhams building opposite has greater scale reflecting its corner location.

Post-war, the entire east side of St. Stephens Street was cleared to allow widening. A new recessed building line was developed. The early redevelopment to the north with its scale, height and form is contextual. The southern re-development is of a different type. It is of much larger scale and lacks the vertical subdivisions and typical façade rhythm of the opposite side. Instead it is comprised of a continuous two-storey retail frontage. Its horizontal disposition is enhanced by cantilevering roofs above footways. This forms the podium for two nine storey office towers that are perpendicular to the street, and a monolithic multi-storey car park at the southern end.



Cantilevered roofs above footway create a tunnel effect, and focus views onto traffic



At St. Stephens Street two different forms of development on opposite sides of the street

The character of St. Stephens Street is predominantly determined by the continuous shop fronts of national retailers rather than by a coherent unifying built form.

To enhance the character of the street the masterplan will need to address inadequate street enclosure, and lack of variety and vertical sub-division of façades on the east side, while strengthening its qualities as a shopping street.

Furthermore, with their height, architecture and type, the buildings that frame the southern entrance into St. Stephens Street - in particular the NCP car park, fail to form an appropriate gateway into the city centre. This could be addressed by a creative façade treatment but the preferred solution would be redevelopment of these plots.

2) Timberhill, Westlegate and the area around All Saints Street

Parts of the historic street frontages remain on Timberhill and around All Saints Street including the northern end of All Saints Green and Ber Street. These are rows of 18th Century, Georgian and Victorian houses, many now converted to shops. These buildings are of a small scale with a height of two and three storeys and a pitched roof. Some are of timber frame construction in the upper floors. Varied rooflines, a lively rhythm of facades, and an intimate street scale (particularly on Timberhill) determine the character in the area, together with a variety of mostly local shops and pubs. The medieval churches, All Saints Church and St. John the Baptist, situated within their churchyards, contribute to this character.

While some newer developments integrate with the old in terms of their height and scale, such as John Lewis and Castle Mall, there are two larger buildings in the area that are out of character. One is the prominent 1950s office block on Surrey Street (part of Aviva headquarters). With eight stories it is significantly taller than the adjacent three storey

buildings that form the western edge to All Saints Green (north). This building particularly interferes with the predominant character and enclosure of this space.

The boarded-up Westlegate Tower at 11 stories, is also out-of-scale with adjacent historic buildings. It particularly affects the setting of, and views towards All Saints Church from the lower end of Westlegate. The character of Westlegate is adversely affected by the large scale office building with its extensive, uniform façade that looms over the southern side of the street.

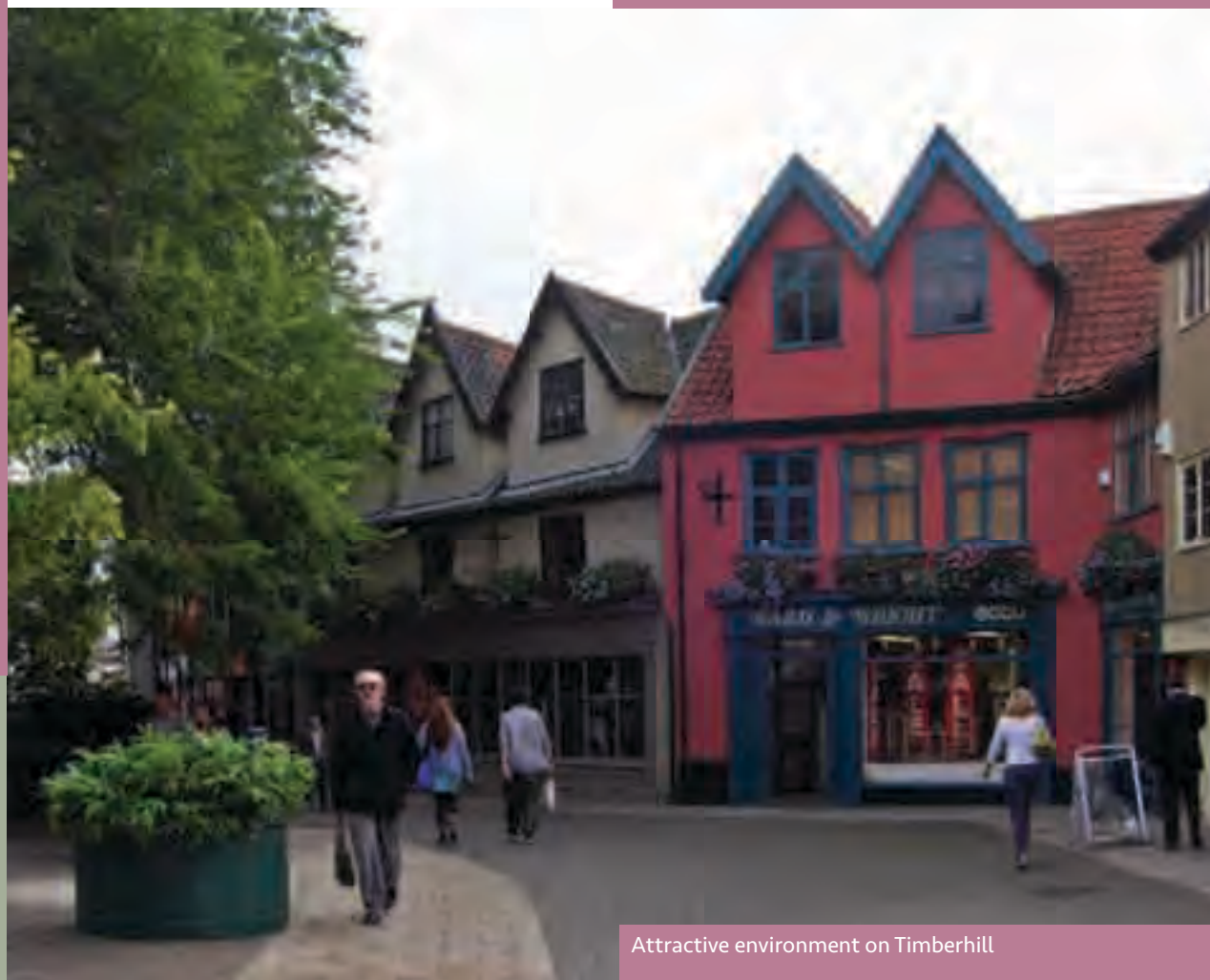
Around All Saints Green the masterplan will need to repair and re-establish the continuity and intimate scale of the streets and spaces. Careful consideration should be given to the contribution to enclosure, building height and subdivision of facades of proposed new development. The removal of Westlegate Tower will need to be explored.



Westlegate Tower seen from Timberhill



All Saints Church seen from All Saints Green



Attractive environment on Timberhill

3) Surrey Street and All Saints Green

Rows of historic buildings, including a number of fine Georgian buildings, can be found along Surrey Street and All Saints Green. Notable buildings include the two grand buildings at the western end of Surrey Street, which sit at an angle to the street set back behind their own driveways. Surrey House, on the opposite side of the street, and also known as 'Marble Hall', is an outstanding example of Edwardian architecture. It was built as ostentatious offices for the Norwich Union Fire Insurance Society and still forms the showpiece entrance to the Aviva office building behind.

The character along these two streets, however, is fragmented. This is due to a lack of continuous street frontages and the juxtaposition of historic buildings with newer buildings of a different scale including Surrey House offices, the Mecca Bingo Hall and Norfolk Tower. As architecture of their time some of these buildings, such as the Surrey House offices, provide some interest.



The Edwardian Aviva offices are an imposing landmark on Surrey Street



The eastern end of Surrey Street is dominated by Norfolk Tower

However, their greater height and built form does not follow the historic building lines and their facades are largely uniform and repetitive. With few entrances and an internalised organisation they do not foster a positive relationship with the street or, indeed, contribute to street life.

Here the masterplan will need to consider how this fragmentation of the character can be reduced, and the typical, street-based urban form re-introduced or repaired. This may require the redevelopment or remodelling of some of these buildings.

4) Rampant Horse Street, St. Stephens Church and Chapelfield Plain

This area is dominated by St. Stephens Church and its churchyard. The church itself sits back from the building line at an angle to Rampant Horse Street. Its tower facing William Booth Street marks its main entrance. Formerly this was the only front of the church. This changed with the arrival of the Chapelfield Shopping Centre which developed to the back of the church land and located its secondary entrance towards the churchyard. Two pavilion-style buildings were developed to flank this entrance. They enclose the new Chapelfield Plain and also establish live frontages to the churchyard. One of the main walking routes to the shopping centre now passes through the graveyard, and a second follows Malthouse Road to the east of the church. This places the church and churchyard in the centre in a much more prominent location.

This enhanced importance however has not yet found an adequate response from older surrounding buildings, in particular along Malthouse Road, which largely orientate their backs towards this space. The Chantry car park site to the west of the churchyard provides an undefined edge to the churchyard and visitors to the shopping centre walk between parked cars. The lack of development on the Chantry site reduces enclosure of Theatre Street and the setting of the Assembly House with its beautiful forecourt is also affected. The three storey office building on Theatre Street is isolated and its architecture does not provide an attractive elevation towards the church.

The masterplan will need to consider how the Chantry car park can be redeveloped to enhance the setting of the church, create a lively new access route to the shopping centre and strengthen the enclosure on Theatre Street. It should also stipulate the redevelopment or remodelling of existing frontages



St. Stephens Church Yard provides a green oasis in the city centre



Uninhabited frontages affect the pedestrian environment on Malthouse Road and St. Stephens Churchyard



The office building next to St. Stephens church impacts on its setting

on Malthouse Road to enhance the relationship with the churchyard.

William Booth Street is an important pedestrian route between Chapelfield and Hay Hill and beyond towards the market. Characterised by service bays, bins and blank walls the environment of this street is poor. Here the masterplan will need to seek frontage improvements through remodelling of shops and an enhanced public realm.

5) Queens Road

The construction of Queens Road required clearance of properties along its north side. This edge is still characterised by exposed backs of properties, car parks, vacant lots and green verges. With the lack of frontages and the domination of cars this is not an attractive welcome to the city centre.

Here the challenge will be to promote new development that re-defines this edge and provides uses that establish a positive relationship with the inner ring road. The existing tree planting could be augmented to make this a tree-lined boulevard.



Inadequate setting of remains of the historic wall on Queens Road

Along Chapelfield Road large sections of the city wall remain. On Queens Road, next to St. Stephens Street, a substantial flint tower remains, from where the outer approach to the St. Stephens Gate could be observed.

The setting of these important historic remains is extremely poor. They also appear to have been affected by weathering and traffic impact, such as pollution and vibration, and are in need of conservation. A greened margin of varying condition surrounds the remains of the wall. It is impossible to walk around the wall to fully appreciate it.

Here the masterplan should promote a more attractive presentation of this historical structure.



Queens Road is poorly defined and lacks frontages

Landmarks

The area includes of a number of landmark buildings that through their unique architecture and setting make the area special, contribute to character and help orientation. The most prominent of those local landmarks are St. Stephens Church, All Saints Church, St. John the Baptist Church and Surrey House. The remains of the wall along Queens Road also fall into this category.

Some buildings however are negative landmarks that detract from the character of the area due to their architecture, large scale and poor relationship with their context. These include St. Stephens Towers, Westlegate Tower and Norfolk Tower. Where the removal of these structures is not feasible, integration and incorporation with development of a finer grain and scale should be explored.

Views

Views towards landmarks help people to find their way around as well as having a historic and cultural importance. The enclosure of streets often directed views towards church towers or other civic monuments to emphasise their role and importance.

Page 41, and Figure 9 on page 42, identify a number of long and local views in the study area that should be taken into account and protected where appropriate.



1) St. Stephens Road
Long view towards Anglican Cathedral and Castle

Glimpses of the spire of the Anglican Cathedral and the castle can be seen when approaching the city from St. Stephens Road.



2) Surrey Street (west)
Long view towards St. Peter Mancroft and City Hall

The juxtaposition of these two towers in this view from Surrey Street is special, symbolising the role of the church and government in the life and history of the city. It is the first view of the city centre seen by thousands of people arriving at the bus station and helps them to orientate.



3) St. Stephens Street, junction with Surrey Street
Long view towards Norwich Castle

Views along Red Lion Street allow incidental glimpses of the Castle.



4) Ber Street, junction with Thorn Lane
Long view towards St James Hill, Lion Wood and the watertower

This long view towards the other side of the Wensum Valley gives important clues about the topography of the city.



5) Westlegate
Local view towards All Saints Church

Historically Westlegate was a much narrower street than now and its focus was on the tower of All Saints Church. Now the adjacent Westlegate tower detracts from this view. Any new intervention in this area should aim to re-focus and enhance the view towards the church tower.



6) All Saints Green
Local view towards All Saints Church

The All Saints Centre with its churchyard forms the backdrop to the view along All Saints Green. This view is special as it reveals the intimate scale of this church among the surrounding historic development. It gives an impression of the historic scale and character of the former swine market.



7) William Booth Street
Local view towards St. Stephens Church

From the south-west corner of Hay Hill through Willam Booth Street, the tower of St. Stephens Church can be seen, which gives a strong sense of direction.

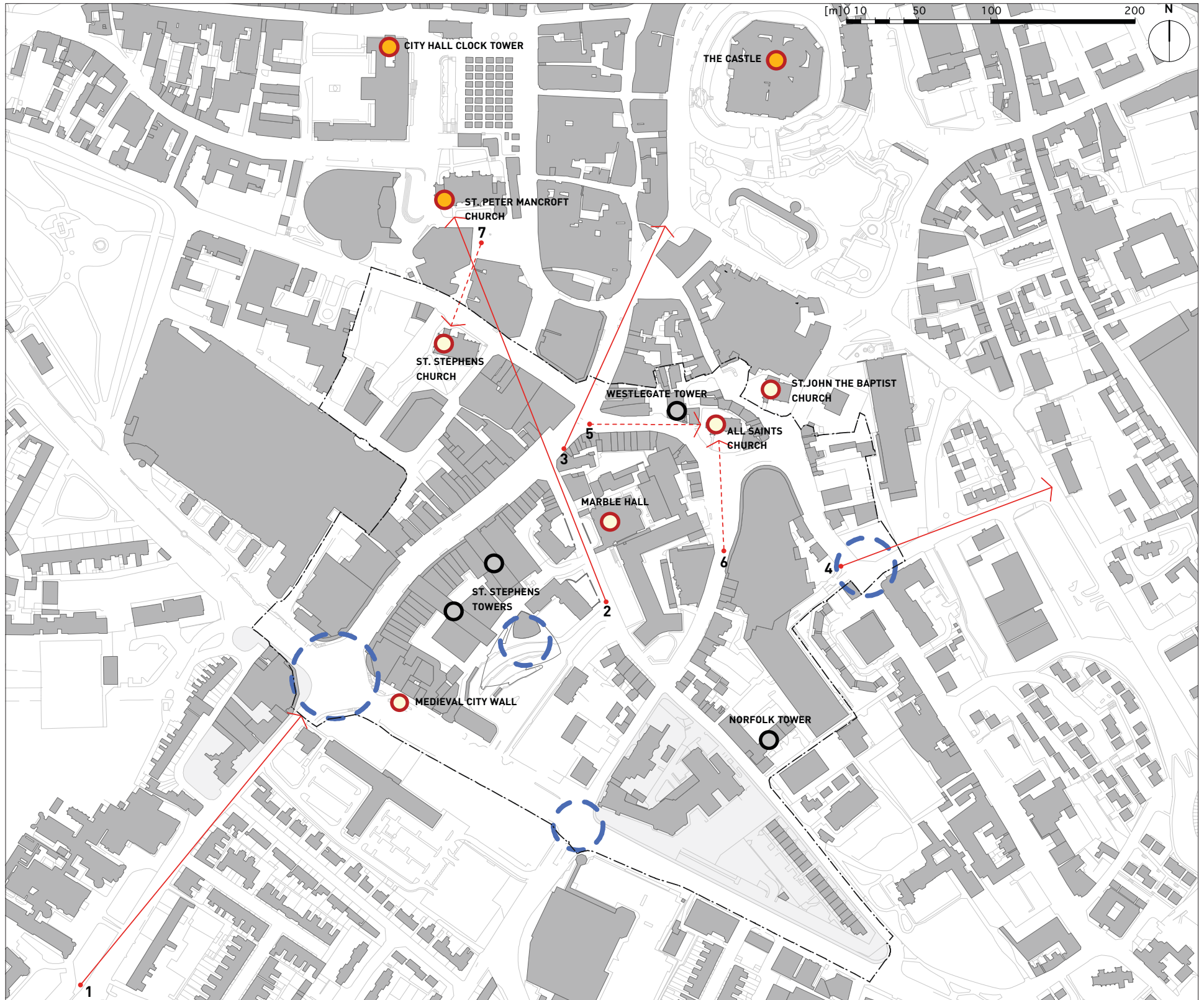


Figure 9: Views, gateways and landmarks

- City landmarks / positive
- Local landmarks / positive
- City landmarks / negative
- Long views
- - - Local views
- Entrance points

Entrance points and gateways

There are two historic gateways in the study area – the sites of city gates in the medieval city wall. These are St. Stephens Gate and Brazen Gate.

St. Stephens Street is still an important entrance point into the city centre with many people arriving here on foot, by bus or car. At present the landscaped roundabout is the only attempt to mark it. The built form however does not express this gateway because of the limited height, lack of strong corners and an architecture that is neither distinctive nor attractive.

Here the masterplan should stipulate a physical solution for the entrance into St. Stephens Street that is welcoming and of an appropriate form to represent a gateway into the city centre.



St. Stephens Street roundabout lacks the qualities of a gateway

The arrival experience for pedestrians needs particular attention. Currently there are no formal surface level crossings and pedestrians are guided through underground subways. In common with most pedestrian subways these are narrow, dimly lit, poorly maintained and confusing. They do not provide a good experience and are perceived as unsafe.

A better solution for pedestrians needs to be found, which will make this route into the city positive. This would be best achieved by introducing convenient surface level crossings.

Brazen Gate, at the southern end of All Saints Green is a minor entrance point into the city centre. This gateway also lacks presence. The masterplan should propose an improved gateway solution as part of the development of the site immediately to the south of Ivory House.

Another important entrance point into the city centre is the bus station, which at present is affected by the lack of direct and legible routes into the shopping area.

Ber Street, at the intersection with Thorn Lane, is not an obvious gateway into the study area. However, with the new Lady Julian Bridge across the river between Riverside and King Street, Thorn Lane's importance as a pedestrian route into the retail core will be enhanced. Currently the arrival point at Ber Street is poorly defined and lacks an appropriate urban form. A special building that provides a landmark could work in this location.

2.4.4

Public realm and public spaces

Public realm is where movement takes place, on foot, bicycle, by bus or individual transport. It is also a place for meeting, lingering, gathering and contemplating and in many areas it should widen and extend to form public spaces – the focus for these activities in the city.

The design of the public realm and public spaces contribute to the overall image, character and amenity value of the city and its surroundings. The way buildings enclose and relate to the public realm has a significant impact on how active and safe the public realm feels. The layout, quality of the public realm and the building frontage condition are analysed in this section.

Directness of routes

The masterplan area suffers from a fragmented pedestrian network. Major attractions within the study area and their surroundings are often prominent, but the routes that join these “islands” together can be difficult to navigate. This situation is exemplified by the route between Marks and Spencer and John Lewis. For someone who is unfamiliar with the area and standing outside John Lewis there is a choice of potential routes to the central area. Golden Ball Street, Ber Street and All Saints Street are all major routes that, for the visitor, may look like they could lead to the central area and would all appear to offer far more promising chances of success than Westlegate.

Those routes that connect major destinations and gateways to the masterplan area should be redesigned in-line with their overall status within the movement network (and not simply their status within the vehicular network). Westlegate in particular has the potential to form a much stronger pedestrian link, especially if adjacent sites are redeveloped to increase frontage activity.



Bus shelters on St. Stephens Street reduce available footway width



Congested footways on Surrey Street

Pedestrian congestion

In some streets the footways are very narrow in relation to the footfall they are carrying. This is a particular issue at the southern end of All Saints Green and the northern end of Surrey Street, during rush hour, when congestion forces people to wait or step onto the carriageway to allow people to pass. Congestion also occurs on St. Stephens Street, at the junction with Rampant Horse Street and at bus stops, where bus bays together with bus shelters constrain the movement space on footways and restrict views of shop fronts.

Congestion has a number of negative impacts. Firstly, there is a road safety issue as pedestrians can be unexpectedly brought into conflict with passing vehicular traffic. Secondly, it is bad for local retailers as pedestrians are less inclined to window shop, to pause and consider entering a store if footways are congested. Thirdly, it is intimidating and may even result in pedestrians with mobility impairments or learning disabilities avoiding these areas, effectively excluding these groups. Finally, footway congestion is not conducive to encouraging people to walk. This may result in people travelling by alternative modes (they may drive to one of the shopping centres rather than walk in from a surrounding residential area) or they may simply go elsewhere.

Throughout the study area the masterplan should encourage the development of wider footways and where practical promote shared spaces.

Barriers to pedestrian movement

St. Stephens Street

On St. Stephens Street there are currently a number of major issues with the impact of buses and general traffic on the pedestrian environment. Firstly, traffic congestion hinders pedestrian movement across the street. Although in four locations the street narrows and tabletops allow for easier crossing for pedestrians, generally the street is a barrier for pedestrians, encouraging them to choose a side of the street to walk along and then stick to it, only crossing if necessary.

Secondly, the noise and fumes that result, predominantly from standing and accelerating buses, creates an unpleasant environment. The result is a noticeable reduction in air quality and noise levels that can make holding a conversation taxing.

Thirdly, the current footway widths are insufficient to comfortably accommodate people waiting at bus stops as well as people walking along the street.

There are many elderly and young people in the area, due to the presence of bus services, value retail and educational institutions. These vulnerable groups are exposed to high and unacceptable traffic impacts.



The subway on St. Stephens Road presents an unpleasant and illegible pedestrian environment

A street and bus organisation that would allow a widened and unconstrained pedestrian flow, and enhanced crossing facilities, would more appropriately reflect the role of St. Stephens Street as a primary shopping street.

Queens Road and St. Stephens Street roundabout

The junction of St. Stephens Street with Queens Road is a large, unsignalised roundabout with pedestrian subways connecting all four arms. Unfortunately, the scale of this junction, the requirement for pedestrians to leave street level and to pass through an adverse and illegible subterranean environment in order to cross it and the narrow footway widths mean that it presents a major barrier to pedestrian movement.

Similar concerns affect Queens Road generally. It forms a clear edge to the city centre (and so plays an important legibility function), but acts as a barrier to pedestrian movement.



Queens Road is a major barrier for pedestrians



Figure 10: **Frontage condition and pedestrian environment**

- Active / positive frontage
- Inactive / negative frontage
- Poorly defined space
- Points of pedestrian congestion



Guardrail on St. Stephens Street contributes to a poor environment

Guardrails

The guardrails at the northeastern end of St. Stephens Street and Westlegate were introduced to resolve level differences and safety audit concerns. They have an adverse effect on the perception and functioning of the street space, despite the high quality specification used, communicating an image of segregation and an overly engineered aesthetic. For drivers, the presence of guard railing can act as a reassurance that pedestrians will not enter the carriageway, encouraging higher vehicle speeds and lower attention levels.

Inward leaning, the guardrails confine pedestrians to a narrow movement corridor, impose rigid movement patterns and prevent informal street crossing. The impediments to pedestrian desire lines frequently encourage people to take unsuitable and often dangerous alternatives. The channelling also encourages people to move through, rather than to walk more slowly or linger in the streetspace. Anecdotal evidence suggests that shops in street sections with guardrail receive less customers.

The approach to the public realm will need to review the appropriateness of guardrails, particularly on St Stephen Street.



Poor pedestrian environment at the entrance to the bus station dominated by dead frontages

Frontage condition

Figure 10 on the preceding page reviews the definition and condition of street frontages. It reveals a varied picture. In some parts of the study area streets are well defined with buildings following the building line to the back of footway. In other parts streets lack sufficient enclosure and definition due to retracting building lines or discontinuous frontages. Leftover green spaces, car parks or vacant land characterise these areas. This is particularly evident at All Saints Green, Surrey Street, Queens Road and parts of Ber Street. This partial lack of frontage disrupts the continuity of the street space, creates ambiguity and affects the clarity and definition of the public realm. New development at the back of footways would (re-)establish an urban form based on enclosed streets that is typical for Norwich city centre.

The animation and overlooking of the public realm by buildings is vital for a street space to feel supervised and safe. This requires frontages providing entrances, openings and shop windows that establish an active relation with the street space. A review of existing facades show that while in many parts of the retail quarter this relationship is good, there are a few places, particularly on back streets, where blank walls, closed facades, or complete lack of frontages face the public realm. Passive supervision here is poor and these routes are less animated and feel unsafe. This is particularly evident in One Post Alley, Barwells Court and Malthouse Road, but also within the bus station precinct and on Surrey Street.

On parts of both sides of St. Stephens Street canopies above the footways impact on the pedestrian experience. Intended to provide shelter from the rain, they create dark and overshadowed environments, restrict visibility of the sky and focus views onto the street and traffic.

Quality of the public realm

In many parts of the study area the public realm is made up of streets arranged conventionally, with a division between the carriageway for vehicles and footways for pedestrians, with the two separated by a kerb. There are exceptions including Timberhill and the northeast end of Malthouse Road which are shared spaces, and One Post Alley, Barwells Court and Chapel Loke that are pedestrian alleys. These are primarily pedestrian spaces that are occasionally used for local vehicular access.

The quality of the streetscape throughout the study area varies and some sections have been improved in recent years. These include:

- St. Stephens Street;
- the northern end of All Saints Green;
- Timberhill;
- Chantry Road outside the Chapelfield Shopping Centre; and
- the bus station and sections of Queens Road and Surrey Street outside the bus station.

Surrey Grove still presents an example of a street that uses historic granite setts and kerbs that should be retained.

In many places the pavement and street surfaces are tired, show a patchwork of repairs and lack a coherent finish. The quality of the public realm should be enhanced and a coherent and consistent streetscape promoted.



Recently improved streetscape on All Saints Green at the intersection with Westlegate



Conventional streetscape with a tired and uninspiring public realm on Surrey Street



Figure 11: **Public realm and public spaces**

- | | | | |
|---|--------------|---|--------------------|
|  | Public space |  | Pocket green space |
|  | Park |  | Green margin |
|  | Churchyard |  | Special trees |

Public spaces

The entire study area contains three formal public spaces:

- the hard landscaped area at the junction of All Saints Green and Queens Road;
- the entrance to the Castle Mall Shopping Centre off Timberhill; and
- Chapelfield Plain in front of the northern main entrance to the Chapelfield Shopping Centre.

The first of these spaces is poorly connected with the busiest parts of the study area and is blighted by traffic noise and fumes. The second acts as a useful meeting point, but provides little seating and has a poor outlook towards Westlegate Tower. The third is a good place to meet with friends, with the adjacent restaurants providing some private outdoor seating for customers.

What the study area is missing is a range of connected public spaces that can provide opportunities for a variety of activities. There are no high quality spaces within the study area that would, for example, attract parents with young children or the elderly for extended periods of time.

Places to rest

The study area lacks seating. This has meant that much of it has become a movement zone with few opportunities for people to take a rest. Good seating would encourage people to stay longer, contributing to a livelier city and bringing economic benefits as people spend more time and therefore money in the area.

Green spaces

The provision of green spaces is very poor within the study area. The churchyards of St. Stephens Church, All Saints Church and St. John the Baptist Church, provide open green areas with mature trees. However, due to their nature and function, these primarily offer visual amenity only.

There is one small incidental green space, at the junction of Surrey Street and All Saints Green and this is privately owned. Similarly, the green margin to the back of 37 Surrey Street next to Queens Road is not useful. The nearest large green space is Chapelfield Gardens, just to the west of Chapelfield Shopping Centre.

Trees

There are currently very few trees within the streets and spaces of the area. Trees can have many positive effects on urban areas, including:

- providing an attractive, calming setting;
- moderating the local climate by providing shelter and shade;
- filtering polluted air;
- increasing property values;
- moderating the effects of storms by intercepting rain water; and
- supporting a richer and more accessible wildlife.

The absence of trees results in a hard and often unwelcoming aesthetic to many of the streets within the study area.

A number of mature trees are particularly worthy of retention and these include a beech (*Fagus sylvatica*) at the Assembly House (north east corner), an elder (*Sambucus nigra*) at Ber Street (back of nos. 12-14), three Limes (*Tilia x Europea*) at All Saints Church and a Copper Beech (*Fagus sylvatica* 'Riversi') behind 41 All Saints Green.

2.5

Transport and movement

2.5.1

Overview

Function

The study area performs a multi-functional transport role. It is a through route for people travelling from the south of the city to the historic core and also, to some extent, for trips traversing the city centre. It is a destination in its own right with major retail attractions and offices. It is also a gateway to the city centre, as it contains the Norwich Bus Station and the main city centre bus spine. The bus station is well used and investment has been made elsewhere in recent years to improve conditions for pedestrians and reduce accidents.

Timing

Land uses within the study area are predominantly retail or office, which leads to high demand for movement during the morning and evening weekday peak periods as people travel to and from work, and at weekends for shopping. However, outside these times the area sees relatively low levels of activity associated with adjacent land uses. Particularly on weekday evenings, this results in far lower demand for movement and therefore levels of street activity.

Streets in the study area provide for different modes of movement. While pedestrian movement has been covered in detail on the previous pages this section focuses on other modes of movement.

2.5.2

Cycling

Cycling is a healthy, environmentally benign and affordable way of moving around the city. The historic core's high density and low vehicle speeds and volumes create the potential for it to become an easily navigable and enjoyable area to cycle in. The current approach to providing for cyclists in the city centre is to share space with other users, either with pedestrians on shared footways or in the carriageway with car drivers. There is likely to be some

degree of conflict in such circumstances, which should be understood and managed on a place by place basis.

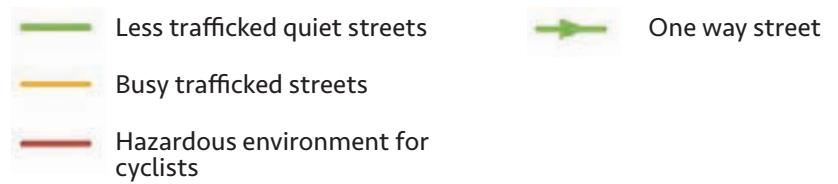
If the needs and aspirations of existing and would-be cyclists are to be promoted, significant changes in the allocation of road space from motor vehicles to cyclists are needed.

Cyclists face the following problems:

- lack of access to the bus station;
- lack of high quality, secure cycle parking at the bus station;
- poor west-east connections, particularly as Westlegate, All Saints Street and Golden Ball Street are one-way streets;
- lack of an adequate route between the bus station and the train station;
- the existing cycle route along the city wall from Chapelfield Gardens ends at Coburg Street, with no access to St. Stephens Street or Queens Road;
- Queens Road and the roundabout are considered hazardous; and
- cycle tourism is poorly provided for.

Residential areas to the south of the St. Stephens Street area are ideally located for residents to be able to cycle to the city centre. But a network that is genuinely conducive to encouraging cycling must be more than just allowing cyclists to use the majority of the streets. A current lack of dedicated facilities for cyclists and a number of intimidating barriers to movement, (particularly at the junctions with Queens Road), suppress potential uptake. This lack of consistency and general quality in current provision for cyclists is believed to be a major deterrent to people using this mode.

Figure 12 assesses the cycle network in the study area.

Figure 12: **Cycling conditions**

2.5.3

Public transport

Regional hub

The study area contains two city scale locations for accessing public transport. The city's bus station is served predominantly by regional and park and ride bus services, while St. Stephens Street forms the main bus spine through the city centre, predominantly served by local buses. As a result the study area is well served by a range of bus services. Figure 13 shows the bus routes and peak frequencies.

The bus station is the main entry point to the city centre for bus passengers arriving from the wider sub-region. Its location means that it is less than 300 metres from a number of major destinations that include:

- employment sites, including Aviva and Marsh offices;
- all of the St. Stephens Street shopping area, including Marks and Spencers;
- Chapelfield Shopping Centre;
- Castle Mall Shopping Centre; and
- John Lewis.

However, a lack of direct pedestrian routes linking the bus station with these destinations means that connections can be convoluted and illegible. This problem is particularly apparent when attempting to walk between the bus station and St. Stephens Street, with no direct pedestrian route.



Entrance to Norwich Bus Station from Queens Road

The train station is 700 metres from the eastern edge of the study area and over a kilometre from the main entrance to the Chapelfield Shopping Centre.

Congestion

The high frequency of bus routes using St. Stephens Street, combined with four inbound stops and five outbound stops, result in poor reliability, particularly at peak shopping times. This is a result of buses having to "leap-frog" each other to access their stop and the conflicts this generates. A reliance on bus routes that cross the city centre to connect outlying areas exacerbates the situation by funnelling most buses along a single route.

Waiting environment

Bus stops on St. Stephens Street can become crowded due to insufficient footway widths and high pedestrian flows. At the same time bus congestion fills the street with noise and exhaust fumes resulting in an unpleasant environment for waiting bus passengers.



Joint use by buses and cars causes congestion on St. Stephens Street

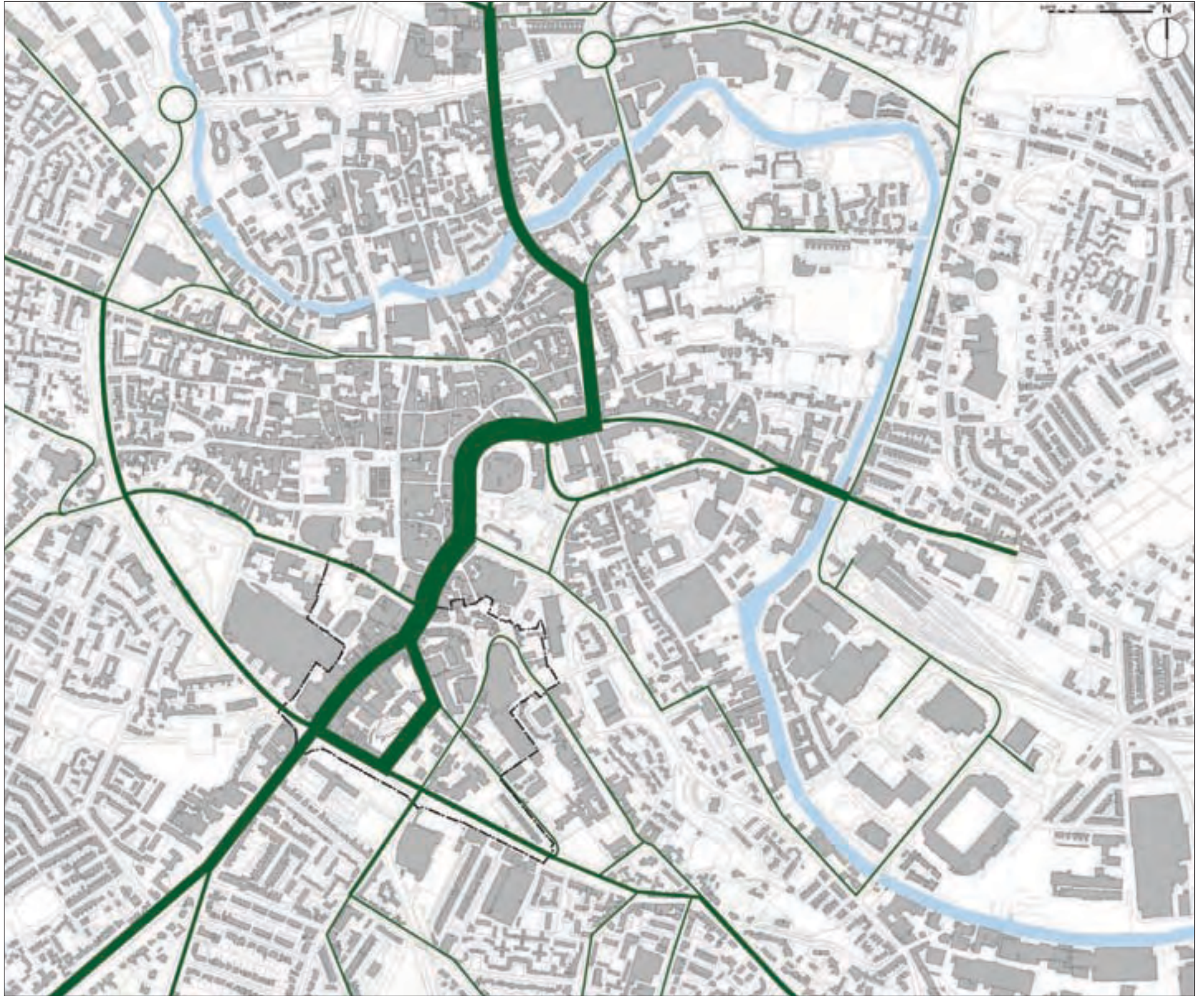
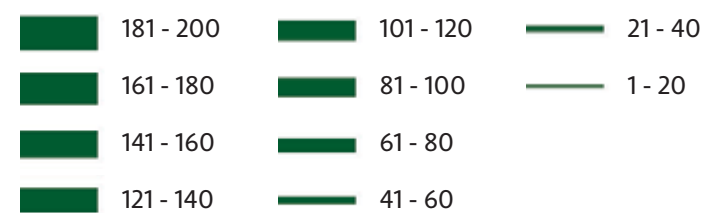


Figure 13: **Public transport – peak service frequencies per hour for buses travelling in both directions**



2.5.4

Vehicular movement

Through traffic

A relatively permeable vehicular network combined with a congested ring road and large, centrally located car parks encourage drivers to drive through the city centre. The prevalence of city centre car parking also encourages an over-reliance on the car.

Navigation

A number of one-way gyratory systems combined with insufficient and unclear destination signage can make navigation difficult. For people who know the area well the vehicular network is too permeable, while for others the one-way working can make the city centre hard to navigate.

Car parking

The study area contains a number of car parks. Multi-storey car parks provide the following:

- 280 spaces at the NCP car park at Queens Road;
- 650 spaces at the John Lewis customer car park at Ber Street;
- 1000 spaces at Chapelfield (outside masterplan area) accessed from Chapelfield Road; and
- 791 spaces at Castle Mall (outside masterplan area) accessed from Farmers Avenue and Cattle Market Street.

Additionally there are two pay and display surface car parks operated by the city council. These provide the following:

- 65 spaces at Queens Road car park; and
- 90 spaces at the Chantry Car park at Theatre Street.

Figure 14 shows parking provision in the city centre.



Surface parking at Surrey Grove as part of St John Lewis car park

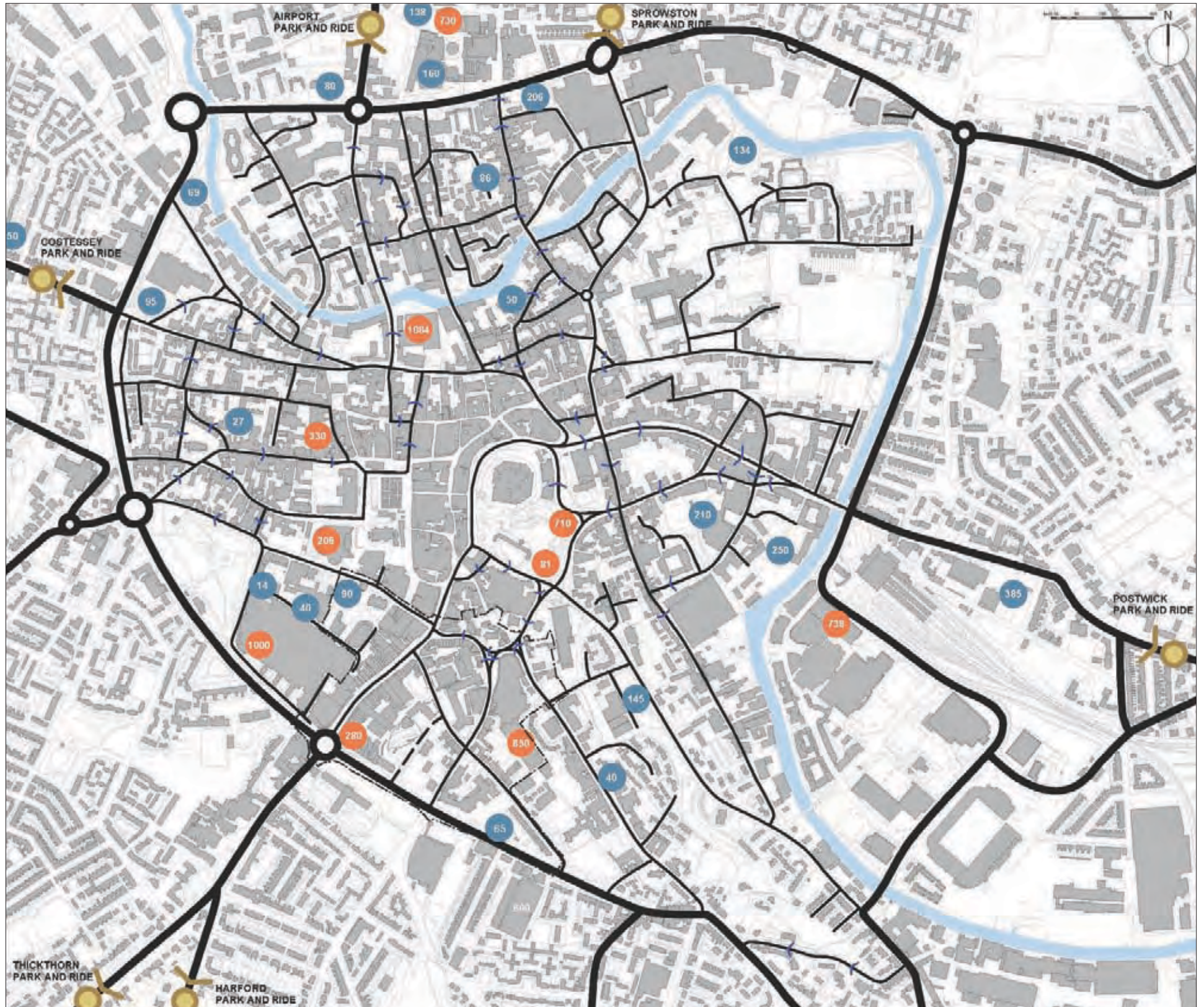








Figure 14: **Vehicle movement and car parking**

- | | | | |
|---|---------------------|---|------------------------|
|  | Main roads |  | Multi-storey car parks |
|  | City centre streets |  | Surface car parks |
|  | One way street |  | Park and ride |

2.6

Property context

This section of the report provides a brief summary of the property baseline prepared in late 2008 as part of the St. Stephens Street study. Some elements have been updated to reflect more recent data.

2.6.1

Property market baseline

Retail

Norwich is a regional retail centre, drawing shoppers and trade from an extensive catchment covering most of Norfolk and capturing some shoppers from Suffolk and Cambridgeshire. Norwich's strength as a retail centre is based on the volume of floorspace (greater than Cambridge, Ipswich and Bury St Edmunds) the range of large national multiples alongside independent retailers, the famous market and the high-quality of the built environment. It is also sustained by the high number of commuters who work and shop in the area.

Various data demonstrate that the City competes well against the other major centres in the region such as Cambridge, Bury St Edmunds and Ipswich and as a result is placed fifth in the national rank of shopping locations (FOCUS / CO-STAR, 2008).

Venuescore 2009 shows Norwich to have the most dominant city centre nationally. 70 percent of retailing in Norwich is in the city centre, as opposed to the rest of the conurbation. This compares to an average of 44 percent for the 20 most important retailing cities. The figure illustrates the long-term success of policies focused on encouraging a strong city centre.

In terms of the supply of retail floorspace, the Valuation Office recorded that there was around 500,000sqm (5,400,000sqft) of retail floorspace in the city as a whole in 2006. The most recent city council retail survey identified that in the city centre area, there is around 229,123 sqm of retail floorspace of which 208,674 sqm is currently trading (Norwich City Council, July 2009).

In the city centre as a whole the retail offer is anchored by six department store operators that are all in and around the St. Stephens Street study area:

- John Lewis;
- Marks and Spencer;
- BhS;
- Debenhams;
- House of Fraser; and
- Jarrolds.

In 2007 FOCUS reported that the only major national multiple retailers not present were Lloyds Pharmacy, Wilkinson and Rosebys.

The city centre includes a number of managed retail centres. These include:

- Chapelfield Shopping Centre;
- Castle Mall;
- Riverside;
- Anglia Square (to the north of the city centre); and
- Cathedral Retail Park (to the north west of the city centre).

According to the Local Data Company the vacancy rate in the city centre in the middle of 2009 was 5.6 percent compared to a UK average of around 12 percent.

Chapelfield

(city centre, abutting the masterplan area to the west)

Chapelfield was opened in September 2005 and extends to some 49,239 sqm. It is the most important new retail development in the city centre since Castle Mall (see below). Anchored by House of Fraser, Chapelfield is now the primary managed retail centre in the City. The centre is owned by Capital Shopping Centres / Liberty International.

Castle Mall

(city centre, abutting the masterplan area to the north east)

Castle Mall was opened in 1993, extends to some 24,000 sqm of floorspace and abuts the masterplan area to the north east. The centre was a major new retail development and engineering success, being built into the Castle hillside.

The mall is owned by the Mall Fund Ltd which is made up of a number of institutional investors including ISIS, Prudential, Hanson Industrial Pension Scheme and Aviva and is managed by ISIS Property.

Market area and Norwich Lanes

In the city core around the Market Square and to the north and west there are a number of fine-grain shopping streets containing a range of small, independent and boutique retailers known as Norwich Lanes. The City core is focussed around the historic Provisions Market which contains around 190 stalls and was refurbished in 2006. This area is of an extremely high environmental quality, containing many fine historic buildings and public spaces, and is largely pedestrianised.

Retail trends

In terms of new floorspace being developed, completed and entering the market, the council's own twice yearly retail survey noted that the pipeline of new retail floorspace under construction is very limited (Norwich City Council, January 2008). The ability of the city centre to accommodate any large requirement from a retailer wishing to take larger premises is therefore limited.

Within the East of England, average Prime Zone A rents in Norwich (£2,206 psm / £205 psf) compare well to those in Ipswich (£1,614 / £150 psf) but less well to Cambridge (£2,906 psm / £270 psf) (Bidwells, 2008).

Over the medium to long-term the likelihood is that interest in Norwich as a location for new retail investment and development will recover; the fundamentals of its location, catchment and environmental quality are a constant. Over the period 2006 to 2021 the population of Norwich's retail catchment is forecast to grow by nearly 100,000 from 796,000 to 864,000 resulting in a demand for more accommodation.

St. Stephens Street area

There are 67 trading retail units at ground floor level within the study area (seven units were vacant in January 2009, though one of these has recently been let to Tesco for a small town centre store). 50 percent of the trading units are located on St. Stephens Street. Other significant concentrations of retail units are present on Westlegate (7 units / 12 percent) and Timberhill (6 units / 10 percent).

Figure 15 overleaf shows the location of premium, mid-range and budget retailers. The main concentration of premium retailers can be found towards the north, principally at the junction of St. Stephens Street and Westlegate and on Timberhill.

The majority of budget retailers were found towards the southern end of St. Stephens Street, particularly on the south-eastern side and around the corner onto Queens Road. Venuescore 2009 shows that the city centre as a whole has an underprovision of higher quality shops compared to the catchment's demographic profile.



Figure 15: Retail type

- Premium
- Mid range
- Budget

Office

The office market in Norwich comprises around 370,000sqm of floorspace (Valuation Office Agency, 2006). While much of this, around 50 percent, is concentrated in the city centre, the majority of Grade A space is located at business parks on the periphery of the city such as Broadland Business Park and Gateway 11 (Arup & Partners 2008 Greater Norwich Employment Sites and Premises Study).

The amount of available stock on the market was 51,000 sqm at the end of June 2009. Bidwells state that of the main centres they monitor, Norwich currently contains the lowest amount of available floorspace (June, 2008), indicative of good demand and possibly constrained supply.

There is an imbalance between the supply of Grade A and second hand stock in the Norwich market with the majority of second hand stock focussed in the city centre and Grade A located out of town on business parks. The limited supply and availability of Grade A stock has been noted as an issue for the city in a number of research reports. In recent years the availability of Grade A stock has actually decreased, despite market and economic conditions.



St. Stephens Towers have been vacated by Aviva



Aviva offices on Surrey Street



Homes on Surrey Street



The Mecca Bingo is one of the few leisure venues



Castle Mall includes cinemas and restaurants

Residential

The Joint Core Strategy pre-submission version (September 2009) states that provision should be made for at least 40,000 new homes between 2006 and 2026 in Norwich, Broadland and South Norfolk.

With the exception of Cambridge, sale prices in Norwich out-perform those for all of its nearest neighbours (Great Yarmouth, Peterborough and Ipswich) demonstrating the attractiveness of the city as a place to live.

Leisure

There is generally a good commercial provision and choice of leisure facilities in Norwich including cinemas, bingo, ten-pin bowling, bars, restaurants and health and fitness clubs. Much of this is in the city centre (GVA Grimley, 2007).

There are currently 26 cinema screens in Norwich. The largest is the 14-screen Odeon at Riverside. Grimley (2007) forecast that this level of provision is adequate up to 2016.

The Grimley study provided forecasts of demand for A3 / A4 land uses. This study estimated a requirement for between 11,600 and 15,200m² of additional A3/A4 floorspace by 2021 (dependant on the growth in consumer spending over that period).

Current developer interest and studies indicate that there is an undersupply of hotel bed-spaces in Norwich. "Staying Power", guidance for local authorities on attracting hotel investment in the East of England was produced in September 2008, and this showed that Norwich is the

second highest destination target for hotel developers in the region after Cambridge. Twenty brands and twenty four developers were interested in developing hotels in the city in 2008.

Given aspirations for an enhanced leisure economy, encouraging evening activities and appealing to families and older people, this is an area that would benefit from further detailed research.

St. Stephens Street area

The St. Stephens Street area does not currently play any significant function in the leisure or evening economy of Norwich. This is reflected in the relative lack of A3, A4, A5 and D2 uses that might typically be expected to be found in such a location. The Mecca Bingo on All Saints Green is the only 'leisure' use identified within the study area.

2.7 Development constraints

2.7.1 Land ownership

A good understanding of the pattern of land ownerships within the study area is important in order to assess the potential for delivery of proposals within the area.

1) St. Stephens Street character area

The northwest side of St. Stephens Street is in multiple ownership and relates to the pattern of shops. In contrast the south side of the street, extending from Queens Road to Surrey Street, is in one ownership allowing for a more comprehensive development proposal to be considered. The pattern of leases, (some of which are over 10 years) may impact on the deliverability of any proposals.

2) Timberhill, Westlegate and the area around All Saints Street character area

The pattern of development within this character area is fine grain and this is reflected in the ownerships. On Timberhill and the north side of Westlegate there is a multitude of site owners and this has been a barrier to the delivery of development proposals in the area in the past. The block to the south of Westlegate is in one ownership (excepting the public house at 2-8 All Saints Green) and similarly John Lewis provides a larger tract of land in single ownership to the east of the character area.

3) Surrey Street and All Saints Green character area

The pattern of ownerships within this area is mixed with a number of large sites in single ownership primarily on Surrey Street including 37 Surrey Street, Norfolk Tower, Surrey House and smaller plots around the junction of All Saints Green and Surrey Street.

4) Rampant Horse Street, St. Stephens Church and Chapelfield Plain character area

A significant proportion of this character area is within three land ownerships with a significant site, the Chantry car park, owned by the city council. The remainder is associated with St. Stephens Church or in the case of Chapelfield Plain and the surrounding development, Capital Shopping Centres.

5) Queens Road character area

Much of the Queens Road character area is owned by Norfolk County Council and was acquired to facilitate future widening of the inner ring road or is associated with the bus station. A number of other smaller sites are in private ownership.



A strip on the northern side of Queens Road is owned by Norfolk County Council



The entire site to the east of St. Stephens Street is in single land ownership



Between Westlegate and Timberhill the pattern of land ownership is very fragmented

2.7.2

Utilities

The recently completed Water Cycle Study commissioned by the city advises that sewers in the city centre are near capacity. A surface water management plan will be produced by the county council to establish whether heavy rainfall could lead to the backing up of sewers and flooding.

There is an electrical sub station in the basement of Westlegate tower. Ordnance Survey plans indicate another sub-station west of the Bus Station. At this stage other utilities have not been identified or mapped.



From the junction of Ber Street with Thorn Lane views open up across the Wensum Valley



Pronounced level differences on All Saints Green and Westlegate

2.7.3

Topography

Norwich is a hilly city and the St. Stephens Street area is elevated some 24 to 30 metres above sea level. The Ber Street escarpment forms a prominent and quite steeply wooded ridge between Rouen Road and King Street. Thorn Lane leads directly down the slope towards the River Wensum, and the railway station. Thorn Lane is steep and while it is the most direct link toward the station, its gradient will deter some people from taking this route.

There are marked level differences across many of the blocks of development within the St. Stephens Street area and development proposals must carefully consider how

to negotiate the changes in level. Particular areas requiring consideration include:

- Timberhill to Westlegate via Lion and Castle Yard;
- Surrey Street to Ber Street via Surrey Grove;
- All Saints Green to Ber Street via the rear of the John Lewis store;
- Chantry Road to St. Stephens Street via One Post Alley; and
- the bus station to St. Stephens Street via a new east west link.

Equally, re-configuration of road junctions as a result of changes in traffic management will need to be carefully considered to take account of the topography.

The study area is elevated above the city's watercourses and is not at risk of fluvial flooding.

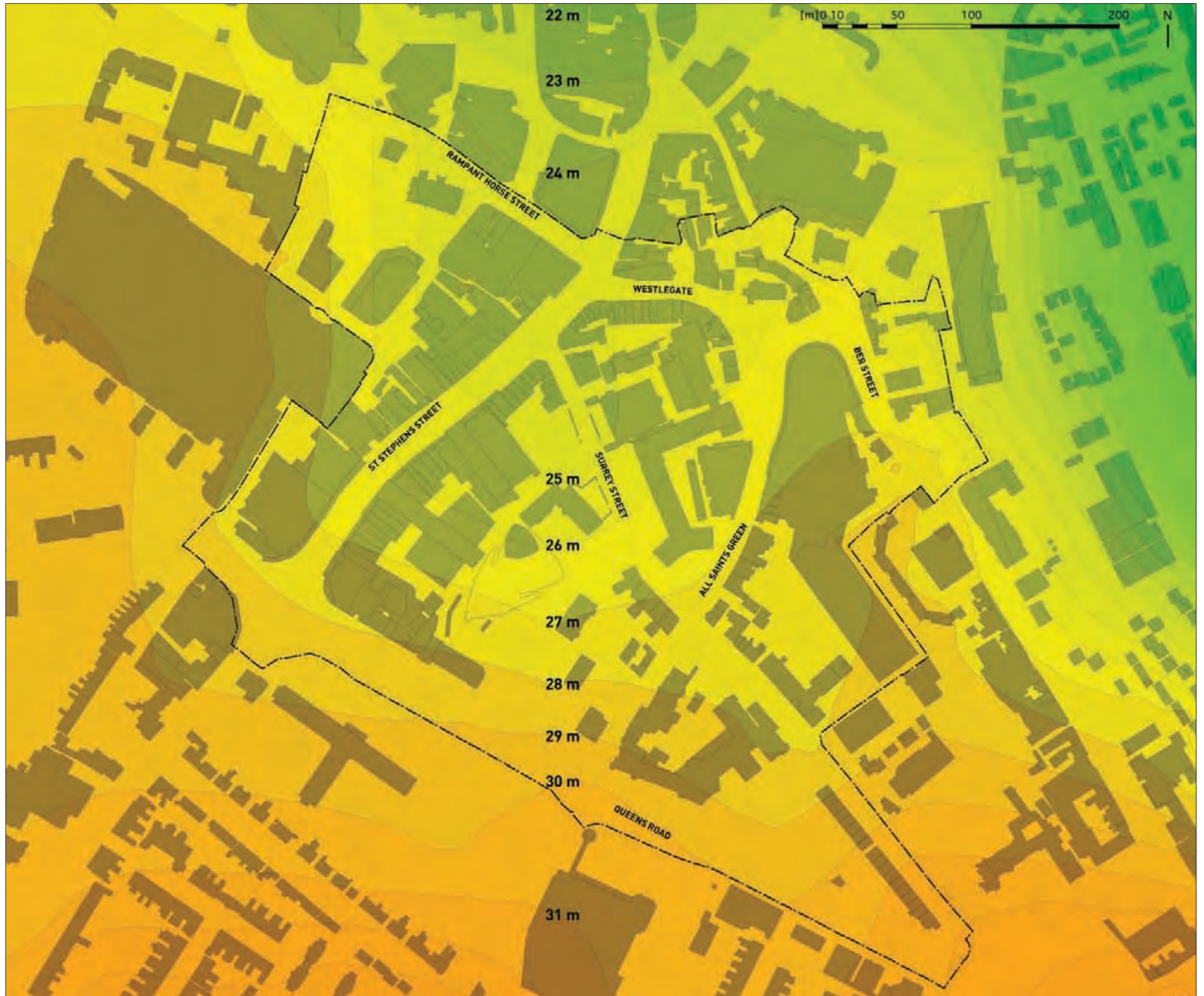
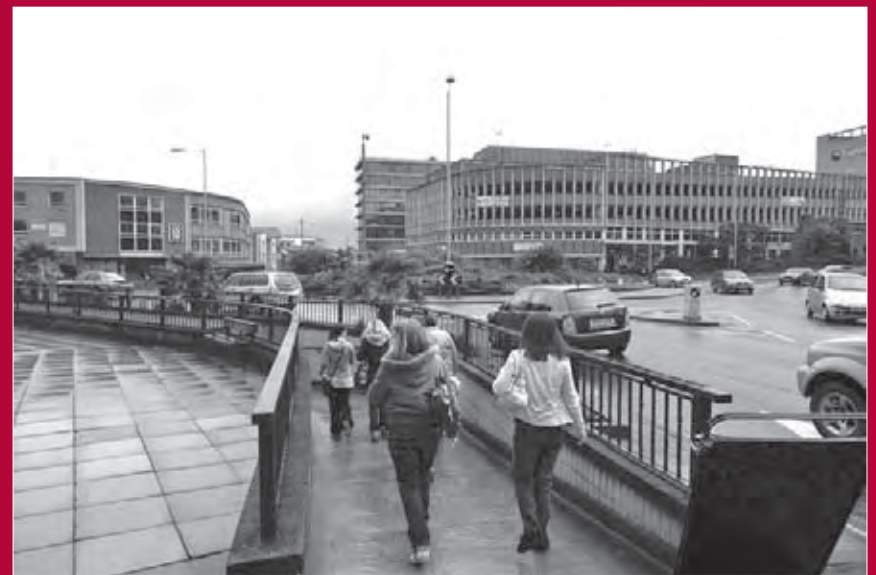


Figure 16: **Topography**



Artist's impression of St. Stephens Street Gateway



Existing situation

3 The vision

3.1 Key principles and objectives

The vision for the St. Stephens Street area is embodied in a series of principles which are consistent with the existing Local Plan and emerging Local Development Framework, Norwich Area Transportation Strategy and Local Transport Plan. For each of these principles a number of masterplan objectives have been developed.

The principles and objectives have informed the development of the masterplan set out in Section 4 of this report.



Principle 1: To create a vibrant, thriving and attractive part of the city centre with a variety of uses

Objective 1: To provide a varied mix of uses both at ground level and, where practical, vertically through buildings. It is recognised that primary retail areas often require buildings to have retail over multiple floors. The mix should include houses, offices, homes, leisure, cafes, restaurants, another hotel and the possibility of more individual facilities such as a shoppers' crèche and a cycle centre.

Objective 2: To increase residential accommodation covering different tenures at densities appropriate to this accessible city centre location. New residential development will help to enliven the area outside shopping and office hours, increase levels of 'passive surveillance' and create a stronger sense of community and ownership of the surrounding streets and spaces. Sufficient public and private open space will need to be provided as part of residential development. Access to residential parking will not be gained from restricted access streets.



Objective 3: To provide active ground floor uses on pedestrian routes to make them interesting and feel safe. In areas with high footfall these should be shops, cafes and restaurants, some of which could be open longer to activate the edges of the public realm, encouraging a lively flow of people. Shops should be encouraged to not use metal shutters across their window fronts when they are closed, and to illuminate window displays. This will help to provide ambient light and interest along streets with predominantly retail land uses. Entrances to buildings should normally be provided from the street. Blank walls or uninhabited frontages, including blanked-out shop windows, should generally be avoided.



Principle 2: To become a centre of excellence for sustainable development

Objective 4: To comprehensively plan for the St. Stephens Street with residents, users and other stakeholders shaping its future.

Objective 5: To minimise the environmental impact of new development, aiming for a low to zero carbon footprint implementing sustainability standards set in the Local Development Framework and Regional Spatial Strategy.

Objective 6: To make the area environmentally benign by applying a series of innovative approaches such as connecting to low carbon energy networks (e.g. biomass CHP supplied through a local energy company) and urban drainage that reuses water and slows runoff (e.g. green roofs). These features will reinforce the benefits of progressive urban design and transport planning that are inherent in the masterplan.



Principle 3: To strengthen Norwich's role as the East of England's most important retail centre

Objective 7: To expand the city centre retail to contribute towards a forecast requirement for significant extra comparison retail space in the Norwich area by 2021. This will be achieved by making more intensive use of existing buildings and adding the following places to the primary retail area:

- the block between Malthouse Road, Chantry Road, The Chantry and Theatre Street;
- the whole of the block between St. Stephens Street and the bus station; and
- the east side of Ber Street between Thorn Lane and the Woolpack pub.

Objective 8: To provide a diverse choice of shopping experiences relating to the character of the area. The following three retail areas are proposed:

- St. Stephens Street and Westlegate to become a 21st century high street;
- The area around Timberhill to become a focus for independent speciality and upmarket retailers; and
- the area between the bus station and St. Stephens Street to become a focus for youth and leisure provision (benefiting from footfall by young people using the bus station in connection with City College and Notre Dame School).

These designations are intended to highlight opportunities, in recognising that retail provision will be generally led by market demand.

Objective 9: To create a choice of attractive linked-up retail circuits. The network of routes should integrate major destinations and arrival points in and around the area, including:

- Bus station;
- John Lewis;
- Marks & Spencer;
- Forum;
- Chapelfield Shopping Centre;
- Castle Mall;
- Jarrolds;
- Gentleman's Walk; and
- St. Stephens Street.

Objective 10: To support the vitality of the area by providing complementary uses such as restaurants, cafes, pubs and leisure (but not cinema, theatre or concert venues which are or will be provided elsewhere) that will encourage people to stay longer in the area and extend activity into the evening. Late night activities are not encouraged.

These uses complement public spaces and pedestrianised streets where activity can extend out from buildings. A concentration is proposed in the following three areas:

- All Saints Green;
- between the Bus Station and St. Stephens Street; and
- Chapelfield Plain and Chantry Car park.



Principle 4: To strengthen the St. Stephens Street Area as Greater Norwich's primary commercial district and key employment location

Objective 11: To capitalise on the area's position as the most sustainably accessible location in the sub-region, by identifying sites for grade A offices, but also retaining flexibility to provide other types of employment spaces such as medium to small offices and business suites.



Principle 5: To create appropriate entrances into the city centre

Objective 12: To enhance the St. Stephens Street gateway through an urban form that is welcoming and clear and a significantly enhanced pedestrian environment. The view towards the spire of Norwich Anglican Cathedral and Norwich Castle from St. Stephens Road will be emphasised.

Objective 13: To visibly mark the entrance into the shopping area at the junction of Ber Street with Thorn Lane on the approach from Riverside, and exploit the prominence of the Ber Street ridge.



Principle 6: To enhance the setting of historic buildings and reflect the character and history of the area

Objective 14: To preserve and create a better setting for the remains of the historic wall, particularly the bastion on Queens Road, explain the history of the wall and light it to enhance its presence after dark.

Objective 15: To strengthen the character of historic areas with new buildings that relate to the scale, height and architecture of historic buildings and enhance their setting and to examine opportunities to remove buildings that harm the setting of historic buildings. New buildings should be of high quality architecture and avoid pastiche use of neo-vernacular styles.

Objective 16: To celebrate and promote awareness of local identity by developing a local distinctiveness strategy, learning from the work undertaken in Norwich Lanes, and to implement this with appropriate architectural and public realm interventions.



Principle 7: To establish better connections and an enhanced pedestrian experience

Objective 17: To create new or enhanced pedestrian links between:

- St. Stephens Street and the bus station;
- the bus station and Queens Road;
- the bus station and Surrey Street;
- the bus station and All Saints Green;
- Chapelfield Plain and Millenium Plain;
- Chapelfield Plain and Hay Hill;
- St. Stephens Street to Chapelfield Gardens via Chapelfield;
- St. Stephens Street and Malthouse Road via One Post Alley and Barwells Court;
- Timberhill and Westlegate;
- All Saints Green and St. Stephens Street via Westlegate;
- the railway station and Riverside and the St. Stephens Street area via Lady Julian Bridge, Old Barge Yard, St. Julian's Alley, Thorn Lane and the John Lewis site; and
- Queens Road and Surrey Street extending Chapel Loke.



Objective 18: To improve the pedestrian environment along St. Stephens Street by reducing traffic severance, the impact of noise and air pollution and to increase and enhance pedestrian space. This will require a combination of some or all of the following:

- traffic reduction;
- adjusting bus stops;
- re-routing bus services;
- removal of guardrails;
- junction improvements; and
- widening of footways.

Objective 19: To improve Westlegate by creating an attractive pedestrian environment that draws people from St. Stephens Street towards John Lewis, the surrounding shops and an expanded retail core along Ber Street. This could be done by removing traffic from Westlegate and reducing it in All Saints Green.

Objective 20: To improve pedestrian facilities at the junction of St. Stephens Street and Queens Road, potentially by replacing the subway system with surface crossings.



Principle 8: To improve access to the city centre by sustainable modes of transport: walking, cycling, bus and taxi

Objective 21: To enhance the bus services in the area by expanding capacity for passenger pick up and drop off, creating more direct routes, making services more reliable, providing high quality vehicles, and promoting a good travel environment for passengers that is easy to understand. This will help to ensure that there is easy public transport access to the city centre from existing and new neighbourhoods in and around Norwich.

Objective 22: To provide better facilities and routes for cyclists, especially:

- along Queens Road;
- link between St. Stephens Street, Queens Road and Coburg Street;
- cycle facilities as part of any replacement of St. Stephens Roundabout;
- a route from the new river bridge via Thorn Lane to the St. Stephens area;
- city centre zone having consistent and clear cycle access;
- increase quantity and quality of cycle parking provided; and
- improve interchange at the bus station with better access and parking.



Principle 9: To provide a high quality public realm and a number of attractive public spaces

Objective 23: To create new public spaces that cater for a range of users, representing the diversity of all those who live, work and visit the city centre. Public spaces should be inviting and provide places for meeting, socialising, playing and resting. They could contain cafes for business meetings and Wi-Fi enabled mobile working. They should suit the character of surrounding buildings, provide a distinctive and interesting design and contribute to a sense of place and the identity of the area. The creation of the following spaces should be explored:

- gateway space at southern end of St. Stephens Street;
- arrival space at the bus station;
- St. Stephens Plain at junction with Westlegate and Rampant Horse Street;
- Northern end of Surrey Street ;
- pocket space in the redevelopment of Chantry car park, overlooking St. Stephens Church Yard
- at All Saints Green / All Saints Church – the former Swinemarket (potential for niche markets or street stalls providing they do not compete with the Provisions Market); and
- at junction of All Saints Green and Surrey Street.

Objective 24: To help existing events such as the Lord Mayor's Procession to work better and for other events to be held in the new and improved public spaces.

Objective 25: To establish a coherent high quality public realm treatment throughout the area with quality surfaces and furniture including seating, signage, lighting, litter bins, trees, planting and shelters.

3.2 Spatial concept

The vision translates into a concept plan which identifies existing and new routes and spaces, proposed gateway locations and character areas.

It is recognised that proposals must build on the existing character of the area and that the approach to development and the issues tackled are not the same across the entire masterplan. A number of existing character areas were identified in Figure 8 as part of our analysis of the context. A concept plan is set out to guide the transformation of each of these areas. It is also proposed to extend some of these character areas into parts of the study area that currently lack coherence. A description of the proposals for these character areas is set out on the pages that follow.

The character areas, together with an indication of the important connections and public spaces are indicated in Figure 17.

They are:

- 21st Century high street;
- Timberhill area;
- Surrey Street mixed use quarter;
- St. Stephens Church precinct; and
- Queens Boulevard.

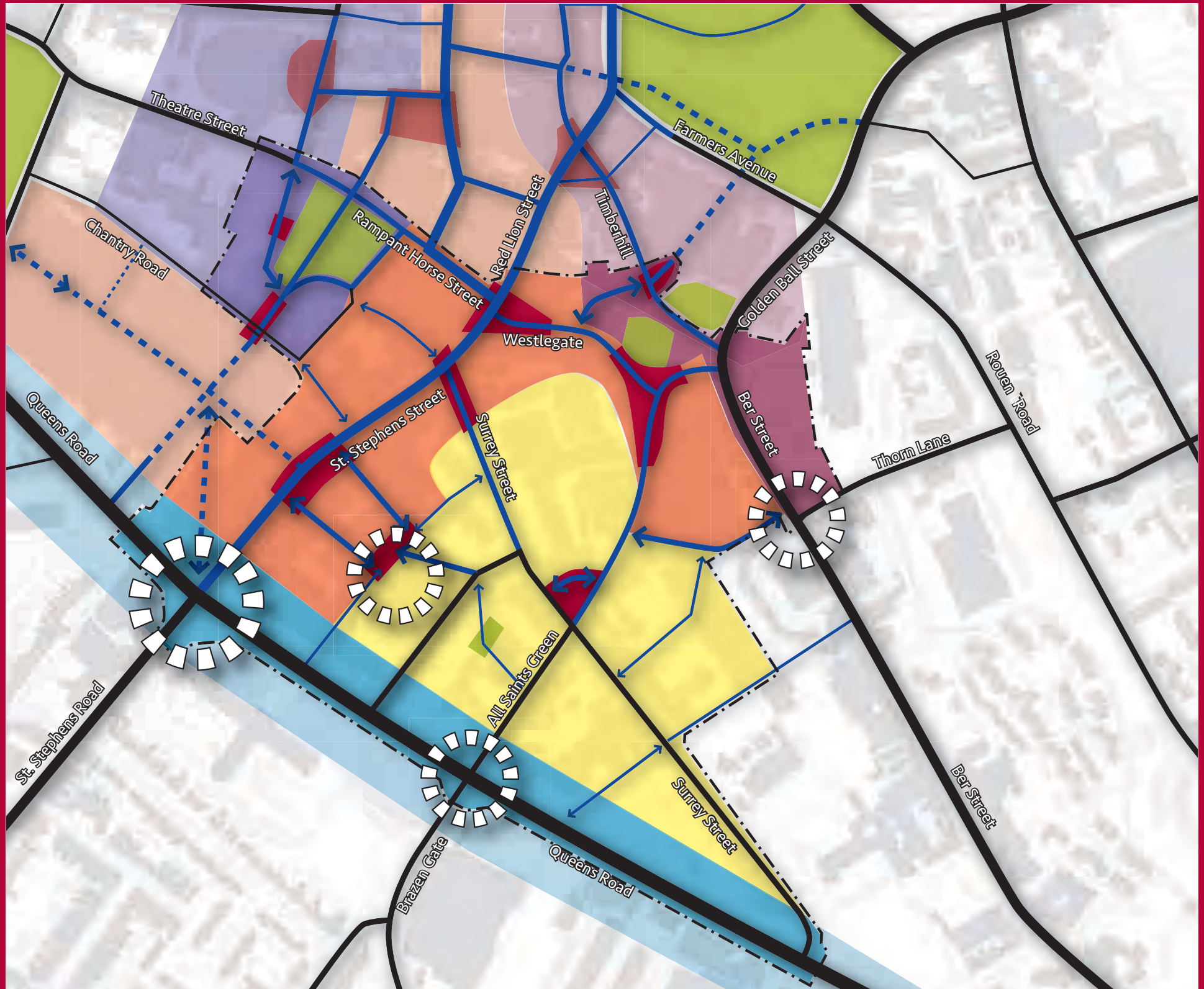


Figure 17: Concept plan

Character areas:

- 21st Century high street
- St Stephens Church precinct
- Timberhill area
- Queens Boulevard
- Surrey Street mixed use quarter

- Site boundary
- Public space
- Green space
- Entrance / arrival point

- Vehicular route
- Primary pedestrian route
- Internal pedestrian route
- Arrows indicate proposed new or enhanced links



21st Century high street

Extending along St. Stephens Street and up Westlegate, this is the area for modern shops. It will provide a mixed retail offer within an attractive and contemporary streetscape; a place that is busy and vibrant but where there is opportunity to step away from the crowds and watch the world pass by from a street side café or from a bench under a canopy of trees.

The streets will be enhanced through:

- new development that offers improved retail accommodation with a mix of residential and commercial uses on the upper floors;
- improved connections to surrounding areas, including the bus station, which help to deliver people to the street;
- alteration to the bus services and routes to reduce their impact on the pedestrian environment;
- a further improved streetscape which is both distinctive and high quality and gives more space to the pedestrians;
- new public spaces that form the focus for cafes, bars and restaurants; and
- the creation of a new gateway into Norwich at the southern end defined through high quality and eye-catching contemporary architecture.

Timberhill area

The area surrounding the northern ends of All Saints Green and Ber Street, Westlegate and Timberhill is rich in architectural heritage, but is blighted by Westlegate Tower. The mediaeval pattern of small plots, still evident in many places, create a unique and enticing ambience. Proposals for this area are to strengthen connections and to heal the damage caused by inappropriate uses and architecture.

The area will be enhanced through:

- infill development that builds on the existing qualities and is in scale with the historic character of the area;
- creation of a coherent and quality pedestrian space in Westlegate;
- creation of an attractive new pedestrian link between Westlegate and Timberhill;
- encouraging provision of an expanded retail area that creates space for smaller and niche shops, local retail, cafes, restaurants and bars to reinvigorate the area;

- Promoting the development of residential uses above shops and in courtyards to foster urban living and animate the area outside retail hours;
- Reinforcing the role of John Lewis and allowing the expansion of the store on Ber Street including alternative access, and servicing arrangements;
- Creation of a new public space on All Saints Green, at the location of the former Swinemarket that provides opportunity for market activities, is a gathering and resting space and enhances the setting of the All Saints Centre and its churchyard;
- Enhancement of the existing entrance to Castle Mall on Timberhill and provision of a kiosk that animates the space; and
- Creation of a gateway at the junction of Ber Street with Thorn Lane that functions as the entrance into the retail core and provides a visual marker on the approach from the bottom end of Thorn Lane and St. Julians Alley.





Surrey Street mixed use quarter

Rows of historic houses and impressive buildings like Surrey House, the Edwardian Norwich Union Offices, can be found along Surrey Street and All Saints Green. The area suffers from a lack of continuous street frontages and the juxtaposition of historic buildings with newer buildings of a different scale, such as the Aviva offices behind Surrey House, the Mecca Bingo Hall and Norfolk Tower. There is opportunity to expand its urban qualities and establish a good mix between commercial and residential uses.

The area will be enhanced through:

- infill development that reinforces, defines and encloses Surrey Street and All Saints Street and relates to the historic context;
- development of flexible offices that expand and complement the existing provision and strengthen the city centre as an employment location;
- new residential development towards the east of the area fostering urban living and animating the area outside office hours;
- new pedestrian connections that improve access to the bus station and to other parts of the city; and
- changing the traffic network to discourage through vehicular movements and create a more attractive pedestrian friendly public realm.



St. Stephens Church precinct

The development of Chapelfield has dramatically improved the setting of St Stephens Church and its churchyard. The area now experiences significant footfall leading towards the shopping centre but is marred by the expanse of Chantry car park and the exposed backs of buildings. The open area around the church gives the area a green and airy feel but new development is required to give it stronger form and to overcome its fragmentation.

The area will be enhanced through:

- the creation of a clear pedestrian link between Millennium Plain and Chapelfield Plain through the development of the Chantry Car Park;
- new café, bar and restaurant uses especially in and around Chapelfield Plain that strengthen its leisure focus and provide an attraction for adults and families;
- the development of active and animated frontages along Malthouse Road and William Booth Street;
- establishing positive frontages that enhance the setting of St. Stephens Church and provide better enclosure to the churchyard; and
- improving Barwells Court and One Post Alley by redeveloping their frontages and slightly widening them.



Queens Boulevard

Queens Road forms part of the city's inner ring road and is designed to accommodate movement of vehicles through the city. The street presents an unattractive environment with car parks, vacant lots and green verges on its edge. The few remnants of the city wall suffer from traffic and a poor setting. Although it must continue to function as part of the inner ring road there is an opportunity to turn Queens Road into a green boulevard and attractive new edge to the city centre with better pedestrian crossings.

The route will be enhanced through:

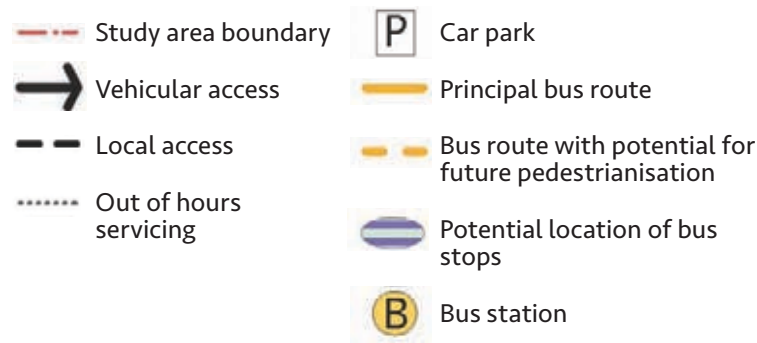
- continuous tree planting on both sides of the street and a consistent public realm treatment.
- an improved setting for the remaining elements of the historic city wall with these lit to create night time drama;
- new office development that provides enclosure to the street space and active frontages at ground level;
- the creation of new gateways into Norwich at St. Stephens Street and All Saints Green defined through high quality contemporary architecture; and
- provision of improved and direct pedestrian crossing facilities, ideally including the replacement of the roundabout and subway system with surface crossings.

3.3

Movement strategy

NATSIP –
an emerging plan

Figure 18: **Proposed street function by NATSIP**



Norfolk County Council is working with the city council and other partners on the Norwich Area Transportation Strategy Implementation Plan (NATSIP). This plan will be the next stage in implementing the transportation strategy, helping to deal with current challenges and supporting the planned growth in the Greater Norwich area. The major elements of NATSIP include:

- a northern distributor road to distribute traffic around the north of the city, which will be key to delivering the complete package of NATSIP measures;
- bus rapid transit and a new and innovative form of bus-based public transport linking major centres;
- walking and cycling improvements to create joined up routes; and
- improvements in the city centre.

NATSIP covers the whole of the Norwich area and its transport proposals within NATSIP have been used as the basis for the proposals in the St. Stephens Street Area Outline Masterplan. The transport proposals in the masterplan therefore show proposals for the city centre, which form part of a wider plan. There will be detailed consultation on NATSIP during the autumn 2009, which will be used to further shape the proposals. There will also be challenges to implementing many of the measures within NATSIP, and this may affect whether ultimately all, or some, of the measures are implemented. The final NATSIP will be agreed by councillors in spring 2010.

The emerging proposals contained within the NATSIP for the St Stephen Street masterplan area are:

- restricting access to St. Stephens Street to buses and local servicing only;
- the pedestrianisation of Westlegate;
- two-way working for buses along All Saints Green/ Golden Ball Street; and
- two-way working for buses and access only along Chapelfield North.

Figure 18 shows the proposed street functions of the NATSIP for this area that have formed the basis for the outline masterplan.

Walking and cycling

The St. Stephens Street masterplan area forms an important part of the city centre, the streets and spaces of which should facilitate a range of activities that include people meeting, talking, watching, resting, shopping and eating. While these streets may also need to facilitate the movement of vehicles, the movement of people on foot or by bicycle should be accorded the highest priority. Vehicular movement is a means of accessing the city, not how the city is enjoyed.

The NATSIP proposals for the St. Stephens Street Masterplan area seek to reinvigorate streets as spaces for people rather than vehicles. The proposed removal of cross city traffic from a number of key routes and the provision of bus-only routes will reduce overall traffic and greatly enhance the pedestrian and cycling environment.

The proposed provision of improved and direct pedestrian crossing facilities across Queens Road, with the aspiration to replace the roundabout and subway system with surface crossings, will significantly improve walking and cycle access into the masterplan area from neighbourhoods to the south and the City College. The possible impact of removing the roundabout on traffic using Victoria Street should be recognised and mitigated.

Public transport

Vehicular congestion in St. Stephens Street, predominantly caused by buses manoeuvring into and out of any one of the nine bus stops along its length, together with the mix of other general traffic, leads to unreliable and extended bus journey times.

Draft proposals within the NATSIP, such as the removal of general traffic from St. Stephens Street and two-way working for buses along Chapelfield North, will help to reduce bus journey times and increase reliability, as well as improve bus network legibility. Pedestrianising Westlegate will further improve the reliability of bus services on St. Stephens Street by simplifying the vehicular movements at the junction where these two streets meet.

These measures, with the introduction of a second north south cross city bus corridor east of the castle along Golden Ball Street and All Saints Green serving the bus station, also offer the opportunity to reduce the number of buses using St. Stephens Street. This will allow a reorganisation and reduction in number of bus stops, give more space to pedestrians, making the street easier to cross and reducing air pollution.

The opportunity for changes to the street layout, public realm and bus stop provision on St. Stephens Street will need to be established during stage two of the masterplanning process informed by the completed NATSIP.

Access and servicing

The draft NATSIP proposals largely remove cross city traffic from the study area. North-south trips are diverted along Golden Ball Street onto Ber Street, and east-west trips are completely removed. As a result, the street network will mostly consist of local access only, bus-only or pedestrianised streets (or a combination of those).

Local vehicular access and servicing should in principle be retained wherever possible, even if it has to be restricted to certain periods. Where bus-only routes are proposed, some degree of access will have to be kept for premises which cannot be served from alternative streets. The historic centre already contains a network of pedestrianised streets, and therefore precedents for managing limited vehicular access are already in place.

The current designated route for service vehicles associated with the Chapelfield shopping centre is via Westlegate. If this street is pedestrianised, and access to St. Stephens Street is limited to buses and local servicing, then vehicles servicing the Chapelfield shopping centre will only be able to access it via Little Bethel Street. This road is however considered unsuitable for large vehicles. A possible solution to this issue would be to allow two-way working for delivery vehicles (as well as buses) on Chapelfield North allowing them to travel eastbound to access the loading bay entrance for the Chapelfield Shopping Centre off Chantry Road. In the meantime unrestricted out-of-hours service access to Westlegate may be needed.

Access to the Marks and Spencer customer pick-up service that is operated via the Chapelfield loading bay can work in either scenario.

The operation of the existing coach bays at the Theatre Royal, which provide a convenient facility for private coaches to drop off and pick up passengers, would benefit from a two way operation of Chapelfield North. Egress is likely to be permitted via Rampant Horse Street and Red Lion Street (and possibly St. Stephens Street). The proposed closure of Rampant Horse Street to general traffic means that a turning facility would need to be provided at Theatre Street and it may be possible to design this for coaches, which would give the option of entry and egress via Chapelfield North.

Car parking

The NATSIP proposals retain access to existing multi-storey car parks. However, in accordance with Local Plan policy, the pay and display surface car parks, and the car parks at Chantry and Queens Road are proposed to be removed. On street waiting is generally prohibited within the study area, and the spaces lost by removing the smaller car parks could be replaced with new facilities with better access from the ring road.

Part of the Castle Mall car park can only be accessed from Farmers Avenue. Proposed changes to the street network in the study area that prohibit general traffic on St. Stephens Street, Rampant Horse Street and Westlegate will affect vehicular access to this car park from the west. To maintain access Farmers Avenue and Golden Ball Street will need to become two-way and the junction between these streets will need to be changed accordingly.



Artist's impression of St. Stephens Square and the pedestrian link with the bus station



Existing situation

4

The outline masterplan

4.1

Option development

Guided by the vision and the spatial concept plan, two masterplan options were developed which differed in the level of intervention required. Both options were based on the NATSIP street functions. The high intervention option allowed for more extensive redevelopment and required a longer period of time and more land assembly. The low intervention option was quicker to implement and required less land assembly. The options were not mutually exclusive.

A high level financial appraisal was undertaken for key sites in both options to understand their deliverability. A brief summary of the outcomes of the appraisal are included in Section 5.1 of this report.

In discussion with the client and the steering group, and informed by consultation responses and deliverability considerations, an illustrative masterplan option was drawn up. This amalgamates the two options, including proposals from both.

For some sites it was recognised that it was unrealistic to assume that the high intervention proposals could be realised within the 20-year time frame of the plan. In those areas the illustrative masterplan includes the proposals of the low intervention option. It was however decided to also include the high intervention solution as alternative scenario that could be reverted to should there be a radical change in circumstances. This can be found in section 4.7.

The illustrative outline masterplan is presented on the following pages.

4.2

The illustrative masterplan

The illustrative masterplan will guide the transformation of the St. Stephens Street area over the next 20 years. It provides a framework for incremental change, promoting infill-development as well as the comprehensive redevelopment of a few larger sites. Upon completion it has the potential to deliver the following accommodation:

Approximately 131,700 sqm new development, (net gain of 63,300 sqm) which is made up of the following mix of uses:

- 36,500 m² (net gain of 13,800 sqm) retail and A3/A4 floor space;
- 50,000 sqm (net gain of 26,100 sqm) commercial floor space (approximately 1300 additional jobs); and
- 530 new homes of which 37 are town houses.

An indicative building schedule is included in Appendix A.

Urban structure

Figure 19 indicates the urban structure proposed by the masterplan. The main structure is based on the current network of streets, which are enhanced, and in some cases their movement functions are changed in accordance with the NATSIP. These include:

- transformation of St. Stephens Street by banning general traffic to make it better for pedestrians and cyclists and to reduce congestion that delays buses and causes pollution;
- pedestrianised Westlegate creating a busy shopping link between Marks and Spencer and John Lewis; and
- a tree lined Queens Road Boulevard that provides better crossing facilities for pedestrian with the potential to replace the roundabout and subways at the southern end of St. Stephens Street with surface signalised crossings.

New linkages are proposed - primarily for pedestrians and cyclists - that break up existing large street blocks, establish missing connections and make the area much more permeable.

This will improve access to the area, offer a choice of routes and enrich the urban experience. New linkages include:

- a route that enables people to walk directly from St. Stephens Street near the entrance to Chapelfield to the bus station;
- a better walking route from the front of the Forum to Chapelfield Plain;
- a new route between Thorn Lane and the bus station passing to the back of John Lewis; and
- an enhanced walking route between Westlegate, Timberhill and Castle Mall.

People visiting, working or living in the St. Stephens area will benefit from a range of new open spaces of varied character to meet, rest and provide for a range of other activities. These include:

- a new public space on St. Stephens Street outside Chapelfield and at the new link with the bus station;
- a new hard surface space at All Saints Green next to All Saints Church and John Lewis;
- a pocket square west of St. Stephens Church Yard at the new link between the Forum and Chapelfield;
- a new semi-green space at the junction of All Saints Green and Surrey Street;
- an enhanced existing space at Timberhill outside Castle Mall; and
- a neighbourhood green space as part of the development east of the bus station.



Figure 19: **Illustrative masterplan**

- | | | | |
|--|--|--|--|
|  Study area boundary |  Proposed development |  Proposed public space / pedestrian route |  Green space |
|  Existing development |  Potential for refurbishment / redevelopment |  Bus only / local access route |  Semi private / private green space |
|  Key buildings | | |  Private gardens |

4.3

Mix of uses

The masterplan proposes a mix of retail, residential and commercial uses for the St. Stephens Street area to ensure the establishment of a sustainable development pattern.

Figures 20 and 21 on the pages overleaf indicate the existing and proposed land uses for ground and upper floors respectively. In some areas mixed use is indicated allowing for a mix of commercial, residential and other uses while retaining a degree of flexibility. The precise mix will be established at the next stage.

Retail

The retail core is expanded to the bus station, to the east of John Lewis and to the west of St Stephens churchyard. This provides additional sites to expand the comparison retail provision in accordance with the Joint Core Strategy. With a range of smaller and larger units this will support the continuing vitality of the retail offer in the area, and provide greater activity and animation along new pedestrian routes.

Along St. Stephens Street and Westlegate larger stores are envisaged, attracting national high street retailers, while in the side streets and lanes smaller unit sizes provide for niche and independent shops. The area around the bus station could become a focus for young people and leisure uses, while the area around Timberhill might be more attractive for local shops, boutiques and arts and crafts. Ultimately market demand will define the type of retail provided.

The redevelopment of the former Co-op Store with new retail space offers the potential to open up a new entrance into the Chapelfield Shopping Centre from St. Stephens Street gateway.

Eating and drinking

It is recognised that the area currently lacks sufficient provision for eating and drinking. The outline masterplan proposes a concentration of restaurant, cafe and leisure uses in three areas: west of the bus station, west and south of St. Stephens churchyard and in the area around All Saints Church. Serviced terraces could be established in public spaces to provide for outside seating, animating the public realm and offering a richer urban experience. The intention is to promote evening activities that appeal to a variety of uses, rather than exclusive late night activities. This complies with the emerging Joint Core Strategy.

Commercial uses

The Joint Core Strategy plans to expand the function of the city centre as an employment centre, in particular as a place for high quality office provision. Large office occupiers such as Aviva and Marsh already have a presence in and around the St Stephens area, with offices for smaller businesses.

Expanding the existing provision the masterplan provides new commercial accommodation on Surrey Street, All Saints Green and as part of a mix of uses around the bus station. Offices are also proposed along Queens Road where they may benefit from high accessibility and visibility, provide a positive frontage to the inner ring road and shelter their backlands from the impact of traffic. The provision includes larger sites for grade A offices and smaller and infill sites for secondary offices providing for smaller businesses.

Residential uses

To enhance sustainability and make it a more attractive, vibrant place throughout the day and night, more people will need to live in the city centre. The masterplan proposes significant residential development providing for a mix of unit sizes and tenures. This includes a number of townhouses for families on quieter streets and in courtyards. Residential accommodation is concentrated in development on St. Stephens Street and Westlegate as part

of a mix of use above retail, on the development site east of the bus station, on Ber Street and on Surrey Street.

The blocks next to the bus station could also provide an element of student housing as part of a wider residential mix, as this is near City College and frequent buses serve the University. The external appearance of student housing and also the affordable housing element should not differ from market housing.

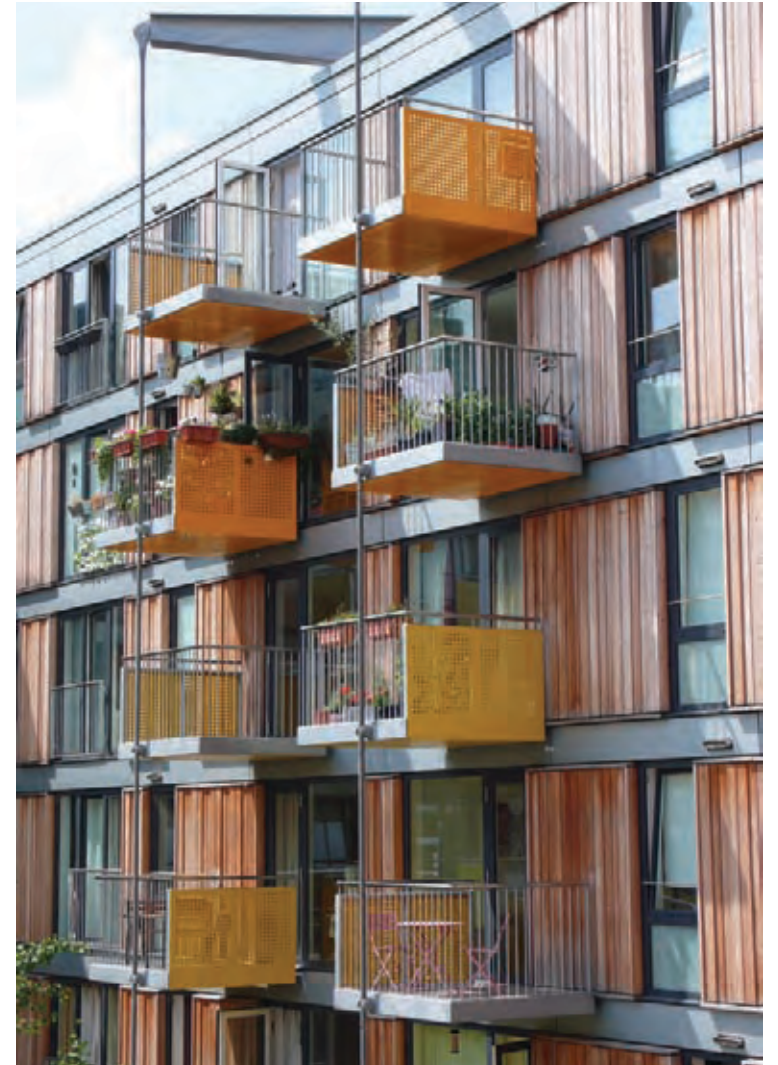
Other uses

A cycle centre is proposed next to the bus station. This could provide cycle storage and repair, a cafe and meeting point for cyclists, along with shopping or baggage storage facilities, mobility support and other facilities for visitors to the city centre. However, providing this facility is likely to be difficult unless it can be shown to be a profitable enterprise.

To cater for the increase in residential population a child care facility will be needed. This could be provided as part of the residential development on St. Stephens Street with outside space in the green courtyards above the retail uses on the ground floor.

The city centre is rich in cultural, faith and institutional uses, of which many can be found in and around the masterplan area. In particular St Stephens Church and All Saints Centre provide a valuable focus for the community. The masterplan reinforces these uses by improving their access and setting. Increasing footfall and attracting more people to spend longer time in the area the masterplan creates opportunities for these uses to expand their cultural activities and service provision.

New public spaces, particularly at All Saints Green, will provide an additional resource for a variety of social and cultural activities, such as street festivals, performances and markets.



Balconies on apartment buildings can enliven the street space and provide valuable private outside spaces



Opportunity for high quality infill office development

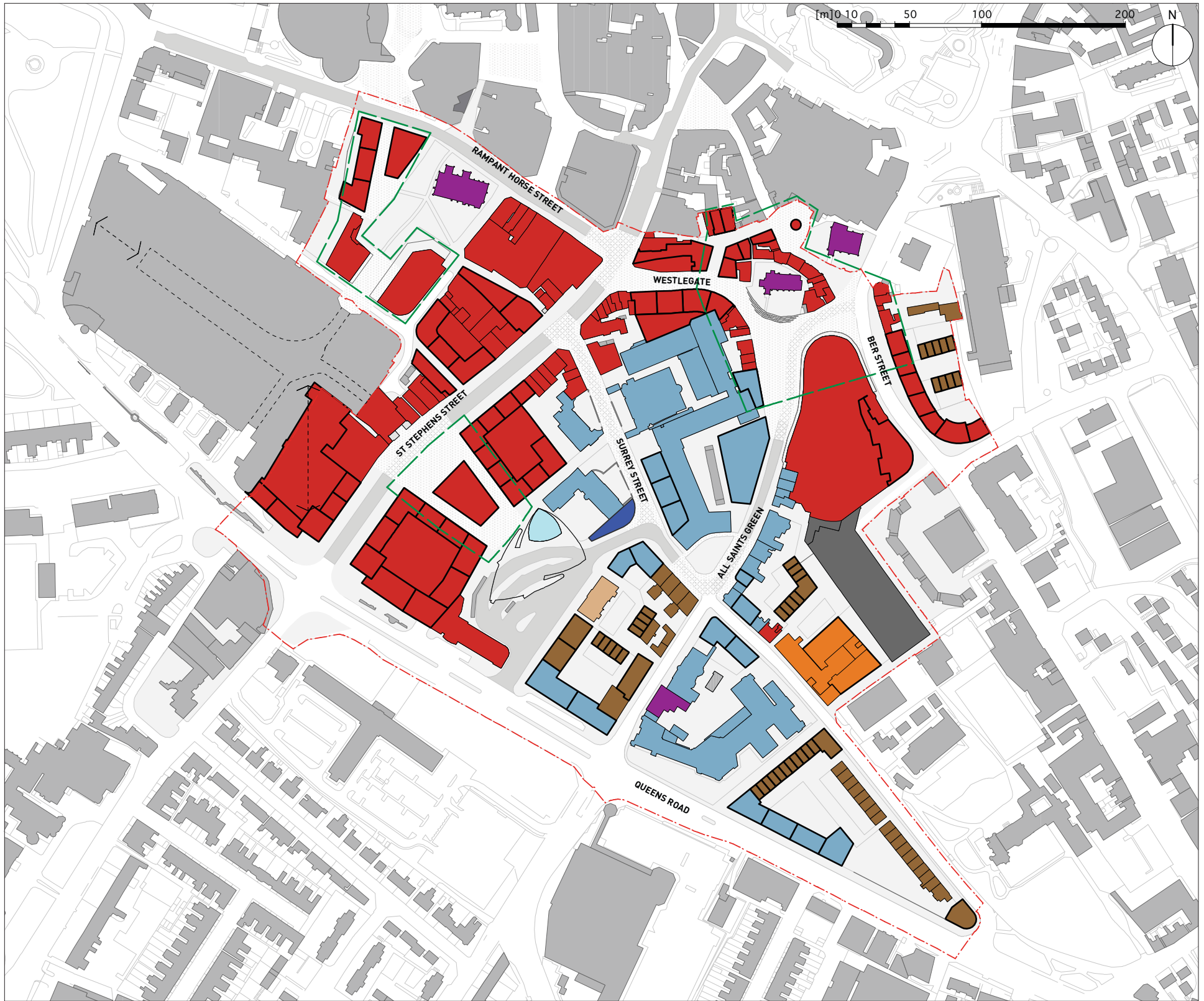


Figure 20: **Proposed land uses: ground floor**

- | | | |
|----------------------------|-----------------------------|--|
| --- Study area boundary | Orange Mixed use | Light blue Bus station |
| Grey Existing development | Blue Commercial | Dark blue Cycle centre |
| White Proposed development | Brown Residential use | Dark grey Multi-storey car park |
| Red Retail | Purple Community facilities | Green dashed line Concentration of food and drink uses |



Figure 21: Proposed land uses: upper floors

- | | | |
|----------------------------|-----------------------------|--|
| --- Study area boundary | Orange Mixed use | Light blue Bus station |
| Grey Existing development | Blue Commercial | Dark blue Cycle centre |
| White Proposed development | Brown Residential use | Dark grey Multi-storey car park |
| Red Retail | Purple Community facilities | Green Concentration of food and drink uses |

4.4

Built form

Scale – massing

The scale and massing of development impacts on the character of a place, its diversity and adaptability. The city centre is characterised historically by small to medium scale buildings based on narrow development plots.

To appropriately relate to this fine grain of development and offer adaptability for future requirements and uses, larger development sites should be subdivided into smaller independent development plots. Developments as part of a street block may share the same basement, undercroft parking or servicing facilities, including communal spaces above, but otherwise should be distinct buildings with varying architecture. Facades should establish a rhythm of vertical subdivision which breaks the uniformity of larger elevations. The frontage length of a development with a uniform facade treatment should not exceed twice the street width, and ideally should be less than the single street width.

Special developments such as corner blocks and landmark developments may depart from these guidelines.

Scale – heights

The height and massing of a development are important determinants of the character of a place – they therefore need to respond to the existing context, the land uses proposed and the desired future image. The masterplan promotes a number of principles that apply across the entire area and others that are specific to locations.

General principles

The masterplan refers to building height as the building shoulder height, which is the sheer height of a building at the back of the footway up to eaves or parapet height in number of storeys. Figure 22 indicates the shoulder height of existing and proposed buildings.

It is recognised that many buildings in the study area have one additional storey above this height as a set-back storey or inhabited roof space. This contributes to a lively roofscape without having a significant impact on the perceived building height from the street. The masterplan allows for the development of an additional set-back storey above the indicated shoulder height.

The exception to this principle will be the two department stores, Marks and Spencers and John Lewis. The plan already includes an extra storey, to support investment and the expansion of their operations at their present location. The roofscape of the Marks and Spencers store must be carefully designed to retain a view from Surrey Street to the towers of St. Peter Mancroft and City Hall. Storey indication for the two department stores in Figure 22 define the building envelope, within which there is flexibility in terms of the arrangement, including mezzanine levels.

Differing floor to ceiling heights between uses may lead to a variation in actual metric building heights. Generally this variation is minimal and contributes to a welcome liveliness of the building shoulder line.

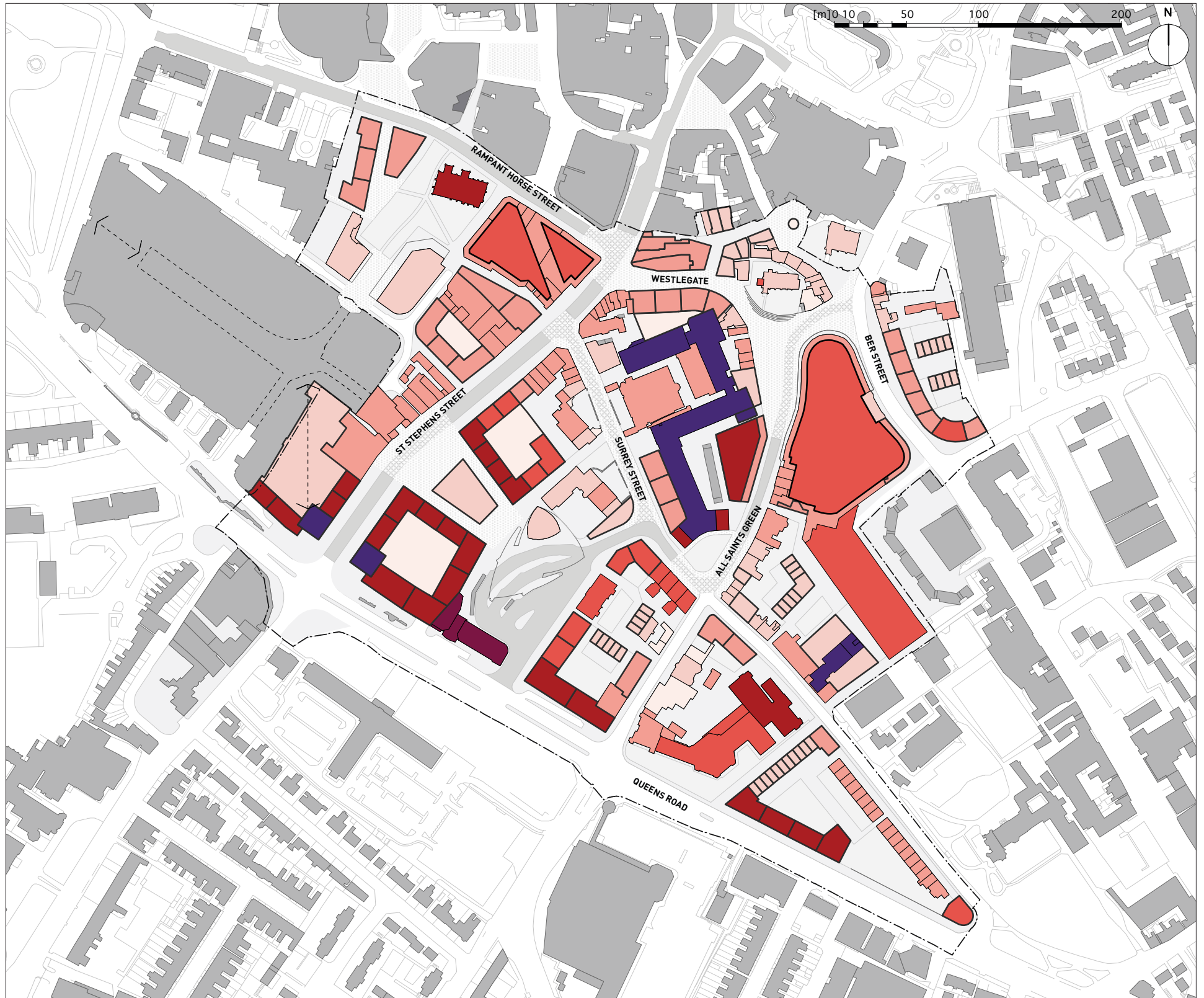


Figure 22: **Proposed building shoulder height**



Generally the height of new development relates to the prevailing context. A shoulder height of three storeys is proposed for new development on Westlegate, Ber Street, parts of Surrey Street and All Saints Green, and the Chantry car park development.

A shoulder height of two storeys is proposed for infill development at the Westlegate to Timberhill link to fit in with the typical building scale, and for townhouses in courtyards and side streets.

Commercial development along Queens Road can have a shoulder height of five storeys to create an appropriate enclosure to this corridor.

A shoulder height of five storeys is also promoted at the southern end of St. Stephens Street and at the proposed redevelopment of the St Stephens Towers. Towards adjacent development to the north building heights should step down to four storeys. A pavilion building of two storeys at the link with the bus station provides a local focus and interest.

Development east of the bus station is permitted a shoulder height of four storeys. The proposed commercial redevelopment of the bingo hall on All Saints Green has a shoulder height of three storeys with a permissible setback of two additional storeys to mediate with the Aviva building behind.

Taller buildings

The masterplan seeks the removal of the existing negative landmarks of Westlegate Tower and St. Stephens Street Towers.

The proposed building heights surrounding Surrey House seek to mitigate the impact of this building on surrounding street spaces by promoting contextual perimeter development that provides consistent street enclosure and minimises the visibility of this building. A new entrance pavilion into the Aviva offices is proposed, bringing their entrance directly onto All Saints Green, and completing the street frontage with a building of sympathetic scale.

A similar approach is adopted for the area around Norfolk Tower where two storey infill development is proposed to better define Chapel Loke and Surrey Grove.

Two local high points (maximum 8 storeys) are proposed at the southern entrance to St. Stephens Street to appropriately mark this important gateway into the city centre.

Development frontage and interface

The position of a building in relation to the building line, its height, frontage condition and interface determine how well a street is defined and enclosed.

Development frontage

In urban environments buildings should generally establish a consistent and continuous frontage to create a strong sense of enclosure and continuity to the street space.

New development should adhere to the building lines defined by the masterplan, with development generally being at the back of the footway. The masterplan promotes the development of closed street blocks with continuous and uninterrupted street frontages. Where it is necessary to break the line of development at the corner of a block consideration should be given to street hierarchy and the principal frontage (to the more important street) should be continuous.

Along a street, developments of adjoining properties must build up to the property boundary and provide a partition wall to allow a seamless joint with neighbouring development. Later development must adopt building lines that have been set by earlier neighbouring development.

The masterplan proposes widening the existing alleyways of One Post Alley and Barwells Court into lanes with retail frontages on either side, as and when adjacent development comes forward.

Interface

The attractiveness and perceptions of the safety of a street are influenced by the frequency of shop windows, doors and other openings on the ground floor, as well as windows and balconies on the upper floors, which provide an opportunity for occupants to overlook the street.

To provide a high level of passive surveillance all development must provide active frontages (entrances and windows from habitable rooms in the case of residential development), lining all public routes and spaces. Primary entrances to buildings must be provided from the street. Blank gable ends should be avoided particularly where they face onto public space.











Shop frontages should be outward looking and positively contribute to the street. Active ground floor frontages should be established on all public routes within the retail core. Shop windows should provide interest, facilitate views in and out of the store, and should be well lit. Blank and uninhabited frontages are not acceptable. Servicing areas, where required, should be internalised and should not directly abut the street. Café and restaurant uses should be encouraged to enliven the street space through managed outdoor seating.

Balconies add to the liveliness of the frontage and provide overlooking of streets and public spaces and are therefore promoted.

Where residential development (apartments or family houses) are proposed on the ground floor fronting onto a busy street, the floor level generally should be raised between 0.7m and 1.0m and a privacy strip of typically 1.5m introduced to allow for sufficient privacy of these units. The privacy strip establishes a zone for planting, boundary treatments, such as a low wall or railings, entrance steps and ramps, and can also accommodate bin stores and utility meters.



Figure 23: **Public spaces, green spaces and roof gardens**

- | | | | | | |
|---|-----------------------------------|---|---|---|-------------------|
| — · — · | Study area boundary |  | Elevated semiprivate green space above retail |  | Street |
|  | Existing and proposed development |  | Potential for greened roof/roof garden |  | Bus only street * |
|  | Public space * |  | Semiprivate/private green space | * Generally allows for local access/out of hours servicing | |
|  | Pedestrian space * |  | Private gardens | | |
|  | Green space | | | | |

4.5 Public realm and public spaces

The NATSIP consultation proposes significant changes to the function of a number of existing streets. This has the potential to radically alter the way they are used and feel, as well as the qualities they offer to pedestrians and cyclists. To maximise these opportunities it is important that the design for these streets and spaces considers not only the traffic and movement function, but also place-making criteria and relationship with adjacent development.

Streets

The masterplan sets out significant improvements to the following streets:

- **St. Stephens Street** – This is the principal high street and should provide sufficient quality space for pedestrian movement. The removal of general traffic and reduced bus numbers will allow for the reorganisation of bus stops, the creation of wider footways, the planting of more trees, and improved crossing facilities.
- **Westlegate** – The pedestrianisation of Westlegate allows for the complete redesign of this street as a linear public space, with a coherent step-free surface between building frontages, quality street furniture and lighting. This improved environment is expected to promote shop front enhancement along the street, with uses animating and spilling out into the public realm.
- **Surrey Street (north)** – With the removal of general traffic from this part of Surrey Street a shared surface approach with minimal kerb up-stand is promoted. Improvements to the public realm are also encouraged to enhance the setting of Marble Hall and the two Georgian Mansions opposite.
- **Queens Road** – It is proposed to transform this part of the inner ring road into a tree lined boulevard, while retaining its traffic capacity. As part of this the removal of the St. Stephens roundabout and the creation of a signal controlled junction should be explored.

Public realm improvements are also proposed for the following streets: Rampant Horse Street, All Saints Green, Surrey Street and Ber Street. Here the scope of works includes kerb realignment giving more space to pedestrians, and a coherent design approach providing street trees, lighting, seating and other furniture.

The masterplan proposes new connections to significantly improve permeability. For many of these links a shared surface approach is proposed that provides the entire public space for pedestrian movement, while allowing managed local vehicular or servicing access where practicable. This includes One Post Alley, Barwells Court, the northern end of Malthouse Road, the bus station links, the Millennium Plain – Chapelfield Plain link, the Westlegate – Timberhill link, the Surrey Street Bus Station link, Surrey Grove and Chapel Loke. Local successful examples for this type of public realm are found in the Lanes.

Some of these public realm improvements will need to be taken forward as public projects while others will be realised as part of other development. It is therefore important to provide guidance in the form of a public realm strategy that ensures a joined up approach with a coherent design and a common palette of materials and street furniture. This element of the masterplan will be undertaken during stage two of the project.

Public spaces

The masterplan proposes a network of public spaces, each with their own particular character and function.

These public spaces serve a number of purposes:

- they act as memorable points of reference and help people to find their way around;
- they offer attractive environmental qualities and amenities and invite social, cultural or recreational outdoor activities. In the retail quarter they invite people to step out of the crowd, rest and observe the activities from a distance; and
- they improve the setting of surrounding buildings and enhance their values.

The following public spaces are proposed:

- **All Saints Green** – a new civic space will be created on All Saints Green. This large space could become the place where festivals, outdoor events or occasional markets take place. The space will be a hard surface square and provide a shared space solution for the bus route along All Saints Green. Its design should creatively explore its topography, its relationship with the church yard, and provide a central focus, such as a water feature.
- **St Stephen Street Square** – this new public space will be created opposite Chapelfield and at the link with the Bus Station. It provides a new focus on the high street and will be animated by cafes, bars and retail uses that open onto it. Sitting-out terraces, wide pavements and other seating places will invite people to step out of the crowds and observe the hustle and buzz of the street.
- **Bus Station Square** – this space will be the smaller 'brother' of the St. Stephens Street Square providing a meeting point and gateway space at the bus station.
- **Chantry Square** – this is a new triangular pocket square at the new pedestrian link between the Forum and Chapelfield. The space opens up towards St. Stephens Church Yard and will be characterised by the green of trees and its more intimate scale. This hard-surface space should be animated by cafe and restaurant uses.
- **Surrey Square** – this new public space transforms the current car park and leftover green space at the intersection of All Saints Green and Surrey Street into an attractive focal point in the heart of the Surrey Street Mixed Use Quarter. Surrey Square will give this area a strong identity. The space will combine hard and soft surfaces and include tree planting and contemporary lighting.
- **Timberhill Square** – this existing space outside Castle Mall will be retained and enhanced. A kiosk will provide additional activities that will help to enliven the space.

Green spaces

The area suffers from a lack of green space. The proposed increase in the residential population will mean that providing access to green space is even more important. The masterplan approaches green space provision on various scales.

An enhanced pedestrian network will ensure that existing larger green spaces in the area, such as Chapelfield Gardens and Castle Gardens are more easily accessible and more intensively used. Access to other green pocket spaces such as the existing church yards will also be improved.

The removal of the pocket green space south of the junction of All Saints Green and Surrey Street as proposed by the masterplan should only be permitted if Surrey Square opposite (see above) has been established and provides better amenities.

Residential green spaces are provided as semi-public spaces, such as in the development east of the bus station, or as semi-private spaces in the interior of residential blocks. On St. Stephens Street these are provided as elevated shared spaces above ground floor retail. Private garden spaces are provided for new houses. Apartments should have their own private outside space in the form of balconies or terraces.

New development generally should explore the provision of green roofs and roof gardens. For larger footprint development this would support surface water retention, reduce the urban heat island and provide welcome outside spaces for users and visitors. The St. Stephens Street area could become an exemplar model for green and sustainable retail and mixed use development. This would also add to its appeal and image.

4.6 A focus for sustainable development

When planning development consideration must be given to issues of sustainability in design and construction. In December 2006 Norwich City Council adopted an Energy Efficiency and Renewable Energy Supplementary Planning Document. This document expands on policies in the Replacement Local Plan to provide additional guidance on the integration of sustainable design and construction measures in new and existing developments.

Sustainable neighbourhoods are a key element of the vision for the Joint Core Strategy. It recognises the need for a local energy study to inform an energy plan, which sets local energy standards for new development and facilitates the creation of local decentralised energy networks.

The St. Stephens Street area, as a dense, mixed use urban area with significant development potential, offers an opportunity to establish its own local energy network supplied by a combined heat and power plant. This requires the undertaking of a detailed study in stage two of this masterplan.

A comprehensive and integrated approach towards sustainability is key. This should be based on a wider energy, water and waste strategy that covers at least the whole of the city centre. Such a strategy should guide the subdivision of Norwich into practicable local energy networks, and identify the potential size and suitable locations for CHP plants, considering site availability, the sustainable transportation of fuel, their environmental impact and coverage area. It should also provide guidance on water and wastewater, including sustainable drainage networks, and other utility networks.

There are many more aspects to sustainability and the CABE online resource www.sustainablecities.org.uk provides valuable guidance.

The development of the outline masterplan is based on best practice urban design and placemaking principles, which embody many aspects of sustainability. The sustainability credentials of the plan include:

- its approach to the density and mix of uses, which are linked to accessibility;
- its approach towards transport and movement, favouring walking, cycling and public transport before the private car;
- the promotion of plot subdivision and smaller scale development, to ensure future adaptability and reducing the need for complete wholesale redevelopment;
- the provision of inclusive, well designed and managed public spaces, that make the city an attractive place to be; and
- the greening of the city to help mitigate the impacts of climate change and provide welcome amenities.

It is, however, critical that sustainability does not stop at the level of the masterplan, and that design of sites and buildings also contribute towards the mitigation of climate change. Additional guidance should be included within design and development briefs that will be prepared at stage two of this project.

4.7

Alternative development scenarios

During the options stage high and low intervention development scenarios were prepared for a number of sites. The illustrative masterplan is an amalgamation of these scenarios.

For some sites, it was not realistic to assume that the proposals of the high intervention option could be implemented during the lifetime of the plan. In the illustrative outline masterplan an amended high intervention option was included for Westlegate, and the low intervention option for the area to the back of John Lewis and Norfolk Tower. However, in recognition of the merits of the high intervention options for these sites, they are included here as alternative options to inspire future redevelopment should the delivery context change.

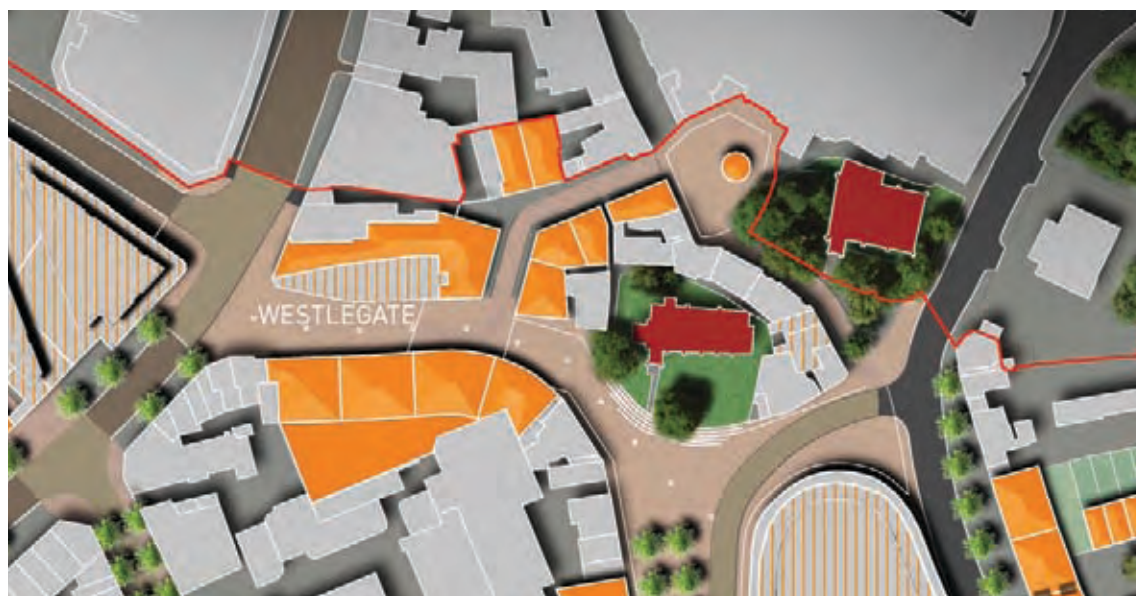


Figure 24a: **Illustrative outline masterplan solution for Westlegate North**

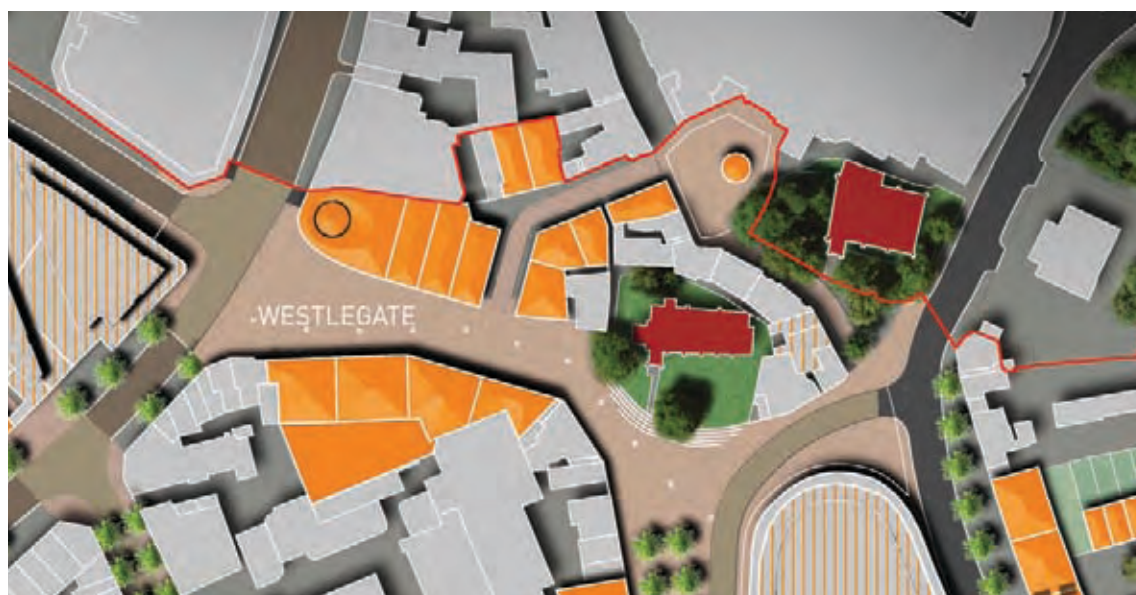


Figure 24b: **Alternative scenario for Westlegate North**

Westlegate north

The alternative scenario for Westlegate North is indicated in Figure 24b. It primarily differs from the illustrative masterplan (Figure 24a) in the proposal for the street corner of Westlegate and Red Lion Street:

- a comprehensive redevelopment of these buildings is sought to create an appropriate feature building ending the vista along St Stephens Street, and to provide more suitable retail spaces with residential uses above; and
- the drawing back of the building line opens views from Rampant Horse Street to John Lewis and allows the creation of a new public space: St. Stephens Plain.

The recent occupation of the corner site, with Tesco taking out a long lease, makes this scenario unlikely to happen. This solution should however be considered if circumstances change.

The image on the front cover of this document shows the illustrative masterplan option. The alternative scenario is illustrated at the beginning of section 5.



Figure 25a: **Illustrative outline masterplan solution for the John Lewis and Norfolk Tower site**

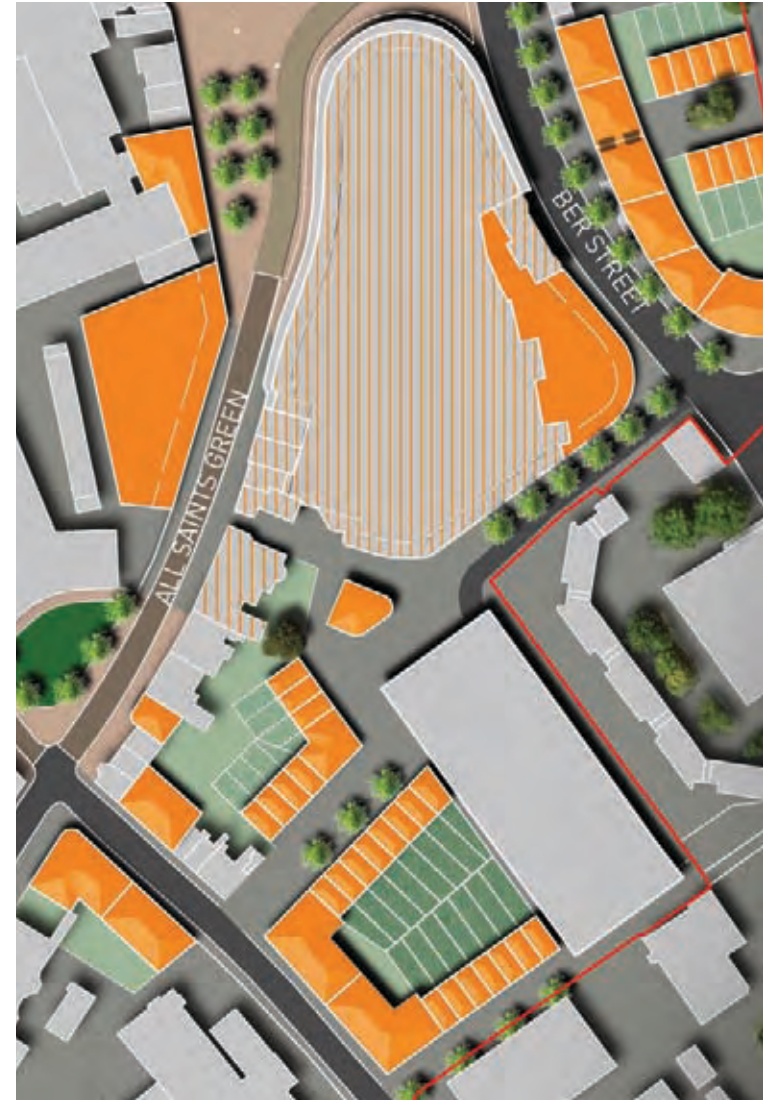


Figure 25b: **Alternative scenario for the John Lewis and Norfolk Tower site**

John Lewis / Norfolk Tower

The high intervention proposal (Figure 25b) for this site would:

- create the opportunity to refurbish or part redevelop and expand the John Lewis Store to ensure its continued success, internalising its servicing arrangements;
- develop a new gateway at the eastern corner of the store to welcome people arriving from Thorn Lane via the new river bridge to the station;
- physically separate the multi storey car park from John Lewis, and create a quality pedestrian route linking Thorn Lane with All Saints Green;

- extend car park opening times to support evening activities in the area;
- remove Norfolk Tower and build new houses and flats of a sympathetic scale and height to the context of the terraces on All Saints Green to add to the residential mix in the city centre; and
- provide development at Surrey Grove that further animates and overlooks this route.

The option appraisal concluded that at this stage this was not a deliverable scenario.

St. Stephens Towers site

The redevelopment of the St Stephens Towers site is also a challenge to deliver, largely due to existing long retail leases. Here, it was decided to include the high intervention option in the illustrative masterplan, in response to the strong support for these proposals by stakeholders and the public.

The proposed layout for the site allows for a phased and incremental approach to implementation. This could take the following sequence:

Phase 1:

- establishing a pedestrian link by taking out a central retail unit, and providing new retail accommodation facing the link and the bus station;
- shop front improvements, enhancements and potential greening to the facade of the multi-storey carpark; and
- this phase could also include the removal of one or both of the vacant towers, subject to a serious consideration of the implications for viable office accommodation in the area. As this would lead to a bleak and poorly enclosed street space a potential interim use above the retail podium should be provided that will create interest and help provide street enclosure. This could be a temporary structure or building, an art installation or green space. Alternatively the towers would need to be refurbished and brought back to life, as otherwise their continuing deterioration would have a detrimental effect on the character and feel of St. Stephens Street.

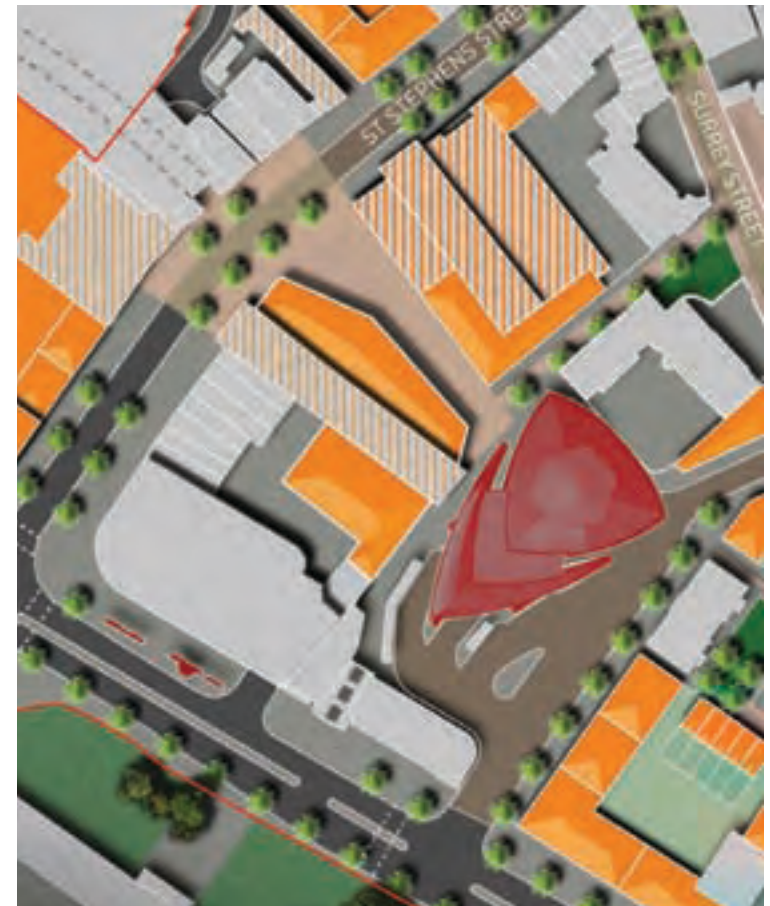
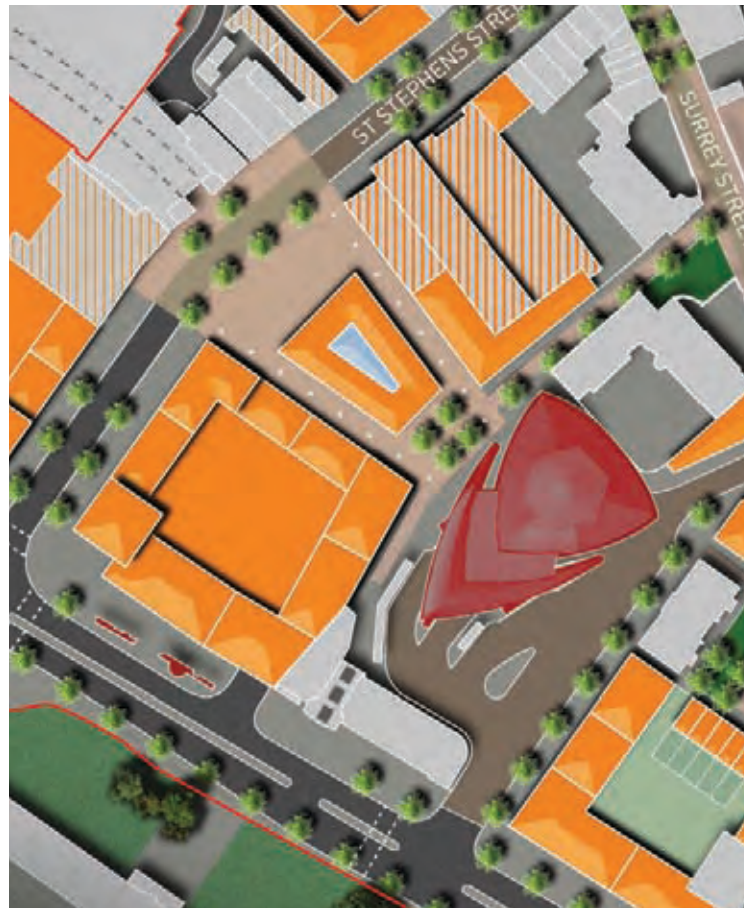


Figure 26a: **Phase 1 scenario – St. Stephens Towers site**

Phase 2:

- complete demolition of the site to the south of the established pedestrian link including the multi-storey car park;
- development of a new underground car park and internal servicing street accessed off Queens Road;
- development of a 5+1 storey perimeter block with a 7+1 storey tower at St. Stephens Street Gateway. The entire ground floor would be retail which could include mezzanine space. The upper floors would include a mix of commercial and residential uses. A community space could be provided in the internal courtyard;
- development of St. Stephens Street Square with a two storey retail unit providing cafes, and restaurants that animate the square; and
- the block north of the bus station link that includes the BHS department store and potentially the tower would be retained as shown in Figure 26b.

Figure 26b: **Phase 2 scenario – St. Stephens Towers site****Phase 3:**

- This last phase sees the complete redevelopment of the block north of the bus station link as proposed by the masterplan, as and when leases expire or alternative arrangements for the BHS and other leaseholders have been found.

More detailed work will be required during stage two to set out an approach to phasing and delivery that leads to the successful implementation of this option.

Figure 26c: **Phase 3 scenario – St. Stephens Towers site**



Artist's impression of Westlegate looking up to John Lewis, this drawing represents the complete redevelopment of the corner block as represented in Figure 24b



Existing situation

5 Towards implementation

5.1 Delivery and implementation

As part of the option testing, three key sites within the masterplan area have been financially appraised. This section summarises the findings of this work and the challenges faced by landowners and developers in implementing the masterplan proposals. It provides advice on how financial viability and delivery can be improved.

Development context

Over the course of 2007 – 2009, the property market has become increasingly weak. The availability of debt finance has been severely limited and money markets restrictive.

Initially viewed as a crisis confined to the financial sector, the 'credit-crunch' quickly impacted the commercial property investment sector and development industry more generally. The number of transactions taking place has reduced dramatically and the willingness and capacity of the private sector to debt-finance new development has been severely checked.

The impact of the 'credit crunch' has trickled down to the economy at large. Consumer confidence has waned and with it retail expenditure. Manufacturing output has declined, the economy has experienced successive quarters of negative growth marking the technical onset of recession in the UK, and unemployment is rising. It is clear, therefore,

that the UK economy is experiencing its most challenging period since the recession of the 1990s, if not before. The true impact of the situation will be borne out over the coming months and into 2010.

It is important to note, therefore, that the financial appraisals are based upon rent and capital values that it is believed can be achieved in the market today, which with regard to some property types (e.g. residential) is below their peak. The illustrative masterplan option will have a 20 year life-span. Property values may fluctuate significantly over this period and developers will have to choose an appropriate time to develop. What may not be viable today may be in the future and it is therefore important that the current economic downturn does not unduly influence the aspiration set by the long term masterplan for the area.

Masterplan appraisals

The three appraised sites are the St. Stephens Towers site, Westlegate North and the site south of John Lewis including Norfolk Tower. The low and the high intervention options were appraised and the outcome informed the preparation of the illustrative masterplan.

The appraisals highlighted how challenging the implementation of some of the proposals will be, particularly in the current economic climate, but it also pointed towards the factors and levers that will help delivery.

St. Stephens Towers site

The costs of securing vacant possession for the entirety of the St. Stephens Towers site are such that the development proposals themselves are financially marginal and are significantly less than the existing use value. Even if it was free to obtain vacant possession, the gap between the residual land value and the existing site value would still be significant. This is because the investment value of these retail interests to the owner of the freehold interest is significant and it provides a relatively safe and secure return, especially in such a challenging economic environment. There exists, however, the possibility for the landowner to develop the site incrementally as and when opportunities arise.

Westlegate

The financial viability of the proposals for the redevelopment of Westlegate for ground floor retail uses with residential above is also marginal in the current market. However, the current property is unoccupied and the security and empty rates costs will continue to accumulate until investment is made and a new occupier is found. Pedestrianisation of Westlegate will significantly increase footfall and realise pump-priming benefits for this site.

John Lewis and Norfolk Tower Site

The retail development opportunities identified for this site would enable John Lewis to expand its store and create new entrances. However, any proposal for the John Lewis site, including its car park, would need to be made by John Lewis and it would only happen if it enabled it to increase store profitability over a defined period of time by more than what it would cost to undertake the works.

The appraisals concluded that demolishing the 11-storey Norfolk Tower and replacing it with a residentially led mixed use scheme as suggested by the high intervention option was not viable in the current market, given the use values likely to be achieved and the requirement for affordable housing. The illustrative masterplan therefore proposes refurbishment of the tower for mixed-uses.

Viability of different uses

The uses proposed within the masterplan area are retail, offices and residential, and potentially student housing and hotel accommodation. The viability of the uses on each site will be affected by the demand for, and value of, the use within the city centre but also by factors unique to each site, such as the existing site value, the cost of securing vacant possession and demolition costs.

A significant aspiration of the plan is the provision of employment accommodation in this highly accessible part of Norwich. Despite the late 1990s – mid 2000s property market boom, there has been only limited office development within the city centre in recent years which would indicate that speculative development has been perceived as high risk and that the financial viability of it is questionable.

Commercial property developers may not be willing to develop speculative Grade-A offices in the current market because of the risk that they remain un-let, and therefore pre-lets may be sought before development commences. However, the number of potential occupiers is limited, although demand for small and secondary offices could come from professional firms (e.g. accountants, lawyers) or local businesses.

Particularly important in regard to the proposed demolishing of vacant office towers is whether future development on these sites should be employment (in a more buoyant market) or whether an alternative use (e.g. student housing or residential) could be developed.

Another aspiration of the plan is to increase residential accommodation in the masterplan area. Although there is a significant over-supply of flats within the city centre at the moment, we believe that this is a symptom of the 'credit crunch' and we would expect demand to pick up as the economy recovers. Therefore, in the medium to longer term, we would expect there to be a healthy demand for residential units throughout the masterplan area.

As demand for residential property improves, and sales values rise, the financial viability of the proposals will improve. This will particularly help the currently marginal proposals for Westlegate and the St. Stephen's Towers.

The retail core continues to perform strongly and shop vacancy levels in Norwich remain lower than the national average. St. Stephen's Street is a prominent retail destination and, notwithstanding existing investment values, the financial viability of retail development in this location is positive. The challenge on Westlegate, however, will be to deliver public realm and environmental improvements that will help to generate footfall and transform this secondary retail location into a primary one.

The proposed concentration of A3, A4 and leisure uses on some sites may also help to improve financial viability as there is a shortage of these uses in the study area.

The proposed mix of uses could also include student housing or hotel accommodation, which continue to perform strongly. These uses may be deliverable in the short term, particularly on the St. Stephen's Towers site, possibly above the existing retail.

Managing the delivery process

Each site poses its own set of challenges and requires a bespoke delivery strategy.

The appraisal work indicates that as the economy and property market recovers, the financial viability of the masterplan proposals is likely to improve. This is due to the following factors:

- the underlying economic factors for growth in Norwich continue to be strong;
- the local residential property market is likely to recover as the economy and national property market recover;
- as the current leases expire, some occupiers may choose to relocate which will provide an opportunity for redevelopment to take place;
- empty rates liabilities will continue to put pressure on landowners to refurbish/ redevelop their properties; and
- the implementation of environmental improvements to buildings is likely to become of increasing importance to occupiers and this may be reflected in higher rental values and lower yields for the most environmentally friendly properties.

An incremental and phased approach to development should be promoted to make best use of short, medium and long term opportunities in pursuit of implementing the illustrative masterplan.

On the St. Stephen's Towers site it is recommended that a phased approach is explored, as described in section 4.7, enabling some development to be delivered without disturbing those occupiers who have a longer unexpired lease term.

The city council should continue to take a proactive approach and to work with the landowners to explore the opportunities for delivery.

On some sites, the City Council may want to apply a flexible approach to the provision of uses to help implementation of strategic masterplan objectives. The council should explore with landowners the potential for residential, student accommodation and leisure uses as part of a mix

of uses to cross-subsidise speculative office development. It could, for example, also consider whether it would support the provision of a lower percentage of affordable housing, if this meant that modern office accommodation would be delivered instead.

Similarly, on other sites, it is recommended that the city council tries to secure masterplanning objectives that arise from short term opportunities, such as direct access to the bus station from St. Stephens Street as part of any demolition of the St. Stephen's Street towers.

The city council may also be able to offer assistance to landowners, such as through using its compulsory purchase powers to secure vacant possession or to assemble appropriate development parcels or by helping to relocate existing occupiers.

Securing streetscape improvements

The public realm and transport improvements proposed throughout the masterplan area, and in particular for St. Stephens Street and Westlegate, should help to improve the attractiveness of these areas to shoppers, retailers and other uses, having a positive impact upon rental values and the financial viability of development.

Public spaces should become showcases for the area. Norwich City Council should encourage high quality and cutting edge design, and potentially undertake design competitions for key spaces.

Many of the smaller improvements to the transport network could be funded through the Local Transport Plan, phased over a number of years. However, larger, more expensive improvements would require other sources of funding, including the Regional Funding Allocation, growth point funding, European funding and developer contributions. These larger schemes would be particularly challenging to implement.

Improvements to the public realm could be funded from planning obligations (s.106 receipts/ Community Infrastructure Levy) obtained as part of the grant of planning permission for development. However, because of the current economic climate, development may not be forthcoming and even if it is, financial constraints may mean that it cannot support contributions towards the public realm and transport infrastructure improvements.

However, if the public sector is able to 'forward fund' the improvements, it may help to stimulate development and it may be possible to claw back some of those costs if the uplifts in value generated are significant enough.

The forward funding of public realm improvements by the public sector may be achieved through Tax Incremental Financing (TIF), which the Government has proposed introducing. TIF is a scheme that is common in the United States that would enable the public sector to raise funds to forward-fund infrastructure improvements. The city council has suggested to central government that this area might be suitable for a TIF pilot project.

The city council may also wish to consider the feasibility of establishing a Business Improvement District (BID) for the St. Stephens Street area. This would need to have the support of a majority of businesses within the BID area but, if successful, could help to raise the funds to carry out improvements which would not otherwise be undertaken by the council.

Infrastructure Tariff

- As an alternative to securing planning obligations through the traditional s.106 means, the council could consider establishing a tariff, such as a Community Infrastructure Levy (CIL). The overall purpose of the CIL is to ensure that development contributes fairly to the mitigation of the impact it creates: to ensure that development is delivered, and in a more sustainable way. The CIL is a standard charge which could be levied as a certain amount per dwelling or per square metre of development and is decided by designated charging authorities and levied by them on new development.
- The advantage of a tariff is that the public sector could potentially deliver improvements to the study area (e.g. public realm) in the short term to stimulate development and investment and secure the receipts from developers over the longer term as and when phases of development are constructed. However, the public sector would need to secure the necessary funding to achieve this and if development is slow in coming forward, it could take a long time to recover the expenditure.
- If the council has to prudentially borrow, it needs to identify a secure revenue stream and may have to carry holding costs until tariff receipts arise. The alternative approach might be to use its assets to lever in such funds from the private sector.

Tax Increment Financing

- Sometimes the remediation and infrastructure related costs of brownfield sites can be so large that property developers are reluctant to get involved. In these circumstances, the only way to proceed may be for the public sector to help prepare land for development through up-front investments. In the US, Tax Increment Financing (TIF) is the mechanism by which this is usually funded.
- TIF is a mechanism for using anticipated future increases in tax revenues to finance the current improvements (such as new or improved infrastructure) that are expected to generate those increased revenues. It enables a local authority to trade anticipated future tax income for a present benefit. Typically, those who invest in municipal debt funded using TIF do so because of a tax exemption for interest they receive.
- TIF works on the principle that the supply of new or improved infrastructure usually leads both to new development and to an increase in the value of surrounding property, both of which serve to increase the level of property taxation in the area. Within a designated TIF district, this anticipated increased taxation (the 'tax increment') is captured and used to fund the infrastructure that has been provided.
- Following designation of a TIF district, property taxes within that district are divided into two streams. The first tax stream is based on the original assessed value of the property before any redevelopment, with the city or other taxing body receiving that money. The second stream is the additional tax money generated after development takes place and, as a result, property values have risen. Typically that revenue is used to pay off bonds that raise money for infrastructure improvements in the TIF district, for land acquisition through compulsory purchase or for direct payments to a private developer for site preparation and construction.
- TIFs generally capture the increase in value within the district, including increases attributable to:
 - new development;
 - overall inflation in property values unrelated to development;
 - market effects that are attributable to the TIF development (proximity to a new development, in many cases, will increase the value of surrounding properties); and
 - market effects that are unrelated to the TIF development (market values may increase through shifts in locational values, or for other reasons unrelated to the TIF development).

Business Improvement District

- A BID is a flexible funding mechanism to improve and manage a clearly defined commercial area. It is based on the principle of an additional levy on all defined ratepayers following a majority vote. Once the vote is successful, which must achieve both a majority in terms of number of ratepayers and the proportion of their rateable value, the levy becomes mandatory on all defined ratepayers and is treated in the same way as the business rate, becoming a statutory debt.
- The public sector has an important role in assisting the development of a BID. It is vital that the proposed BID has the support of the public sector and necessary that a strong partnership is formed between the public sector and the BID proposer at an early stage. A BID can help the public sector to establish relationships with businesses where none may have existed before, or develop existing ones, and this will help in balancing business needs with those of residents.
- The public sector can work with businesses through the BID mechanism to improve the safety, cleanliness and marketing of an area. This will benefit not only the businesses but all those who live in, work in and visit the area. In this way BIDs can also help local authorities to achieve their statutory aim of improving the economic, social and environmental well-being of their communities.
- Most BIDs will offer at least one service, such as an extra street cleaning team, which complements and adds to those already provided by the council. Therefore a BID is also likely to have an impact on service delivery for local authorities. If this is the case, a detailed baseline agreement will need to be drawn up that will set out the council's responsibility for each service that the BID will be complementing. The council will have to adhere to this agreement to ensure that businesses can see that the BID is adding to council services as opposed to replacing them. One of the key issues for businesses in deciding to support a BID is that they must feel assured that the council will not reduce or remove the existing services that it provides.

5.2

Planning for the second stage

This document presents the outline masterplan. The council intends to refine it during a second project stage and to give it statutory status as planning policy. This section sets out the intended approach for stage two.

The masterplanning process involved all the key players from the very outset, helping to build consensus and a shared sense of ownership. This must be maintained.

A number of external studies will affect stage two:

The NATSIP sets the context for the alteration of street functions in the area. This plan is currently being prepared, and will be consulted on this autumn. It is anticipated that it will be agreed in spring 2010. Its recommendations will be critical to the masterplan. The NATSIP might conclude that some of the more radical proposals, such as the replacement of the St. Stephens roundabout, are not feasible propositions.

Sustainability is an overarching objective of the masterplan. As set out in the vision there is an aspiration to provide a combined heat and power network in the study area and also sustainable urban drainage. Stage two offers the opportunity to look at the feasibility of this by undertaking an infrastructure and utility study.

Stage two should include of three different but interrelated work streams, including:

- the preparation of a public realm strategy including sketch design for key projects;
- the preparation of development briefs for key sites working closely with landowners and developers; and
- the revision of the masterplan with input from detailed studies, preparation of visualisation material, such as a 3D model, and inclusion of policies that allow its adoption as a Supplementary Planning Document.

The detail of these proposed work streams is set out in the table overleaf.

A list of potential projects to be addressed during work stage two has been prepared and is included in Appendix B of this report.










Work component	Scope	Areas/ Sites	Required services	Involved parties / consultation	Dependencies	Output
Public Realm Strategy	<ul style="list-style-type: none"> identifies the public realm and transport implications of the masterplan proposals sets general principles for design, material and furniture specification as a standard for public realm improvements develops sketch design for particular streets and spaces, which test proposals and set out briefs for detailed design. 	<ul style="list-style-type: none"> St. Stephens Street Westlegate and All Saints Green Queens Road including St Stephens Roundabout Other public realm enhancement projects listed in appendix B 	<ul style="list-style-type: none"> masterplanning public realm design transport planning engineering cost 	<ul style="list-style-type: none"> city council county council stakeholders including land owners, developers, agencies, bus operators potential for public consultation on important projects 	<ul style="list-style-type: none"> street function defined by NATSIP 	<ul style="list-style-type: none"> public realm strategy with public realm sketch designs and briefs for key projects. the masterplan will be updated and the strategy included in the Final Masterplan.
Development Briefs	<ul style="list-style-type: none"> delivery and implementation focused study on selected key development sites to test and refine masterplan proposals working closely with landowners, developers and other stakeholders to ensure understanding of issues, deliverability and phasing create consensus among parties and prepare ground for implementation prepare Development Briefs for selected sites that set development principles 	<ul style="list-style-type: none"> St Stephens Towers site Westlegate North John Lewis including Norfolk Tower site Chantry Car Park and St Stephens Church Precinct Island Site Other development projects listed in appendix B 	<ul style="list-style-type: none"> masterplanning public realm design transport engineering delivery and cost architecture 	<ul style="list-style-type: none"> city and county council landowners and developers other stakeholders potential for public consultation on important sites 	<ul style="list-style-type: none"> street function defined by NATSIP 	<ul style="list-style-type: none"> development briefs for key sites. they inform the preparation of the Site Allocation DPD and the revision of the masterplan.
Masterplan update and preparation of Supplementary Planning Document	<ul style="list-style-type: none"> update of the outline masterplanning document based on further detailed testing by the <ul style="list-style-type: none"> Public realm strategy Development briefs production of a 3d model illustrating the masterplan preparation and inclusion of a sustainable infrastructure and utility strategy undertaking a diversity and quality impact assessment of the masterplan preparation of SPD – guidelines and inclusion in document at appropriate places public consultation on Masterplan / SPD document 	<ul style="list-style-type: none"> masterplan area 	<ul style="list-style-type: none"> masterplanning planning transport planning engineering sustainability, energy and utility planning 	<ul style="list-style-type: none"> city and county council steering group need for a public consultation on the updated document with included policies 	<ul style="list-style-type: none"> NATSIP public realm strategy development briefs proposed city-wide sustainable energy and utility strategy 	<ul style="list-style-type: none"> refined and tested masterplan adopted SPD for St. Stephens Street area 3d model of masterplan area

Appendix A:

Building schedule



Figure A1: **Illustrative Masterplan with building codes**

- | | | | | | |
|---|----------------------|---|---|---|------------------------|
|  | Study area boundary |  | Potential for refurbishment/redevelopment |  | Bus/local access route |
|  | Existing development |  | Proposed public space |  | Green space |
|  | Proposed development |  | Route beneath building | | |
|  | Elevated courtyard | | | | |

Area	Code	Comments	Footprint	Number of storeys up to shoulder height	Number of additional set back storeys	% of footprint considered for setback	GFA	Breakdown of uses (GFA)							
								Retail	Commercial	Residential	Apartment	Town house	Car park	Other	Other
								m2	m2	m2	numbers	numbers	m2	numbers	m2
NEW DEVELOPMENT															
West	WA1		855	3.0	1	75%	3,200	860	2,330	0	0	0	0	0	0
	WA2		555	3.0	1	75%	2,080	560	1,510	0	0	0	0	0	0
	WB1		1019	3.0	1	75%	3,820	1,030	2,780	0	0	0	0	0	0
	WB2		523	1.0			520	520	0	0	0	0	0	0	0
	WB3		858	3.0	1	75%	3,210	860	2,340	0	0	0	0	0	0
	WB4	extra storey to M&S	2174		1	100%	2,170	2,170	0	0	0	0	0	0	0
	WC1		324	7.0	1	75%	2,510	320	0	2,180	31	0	0	0	0
	WC2		511	5.0	1	75%	2,930	500	0	2,420	35	0	0	0	0
	WC3		393	5.0	1	75%	2,250	380	0	1,860	27	0	0	0	0
WC4		3007	2.0			6,010	6,010	0	0	0	0	0	0	0	
Central	CA1		324	7.0	1	75%	2,510	320	0	2,180	31	0	0	0	0
	CA2		1739	5.0	1	75%	9,990	1,720	8,270	0	0	0	0	0	0
	CA3		1083	5.0	1	75%	6,220	1,070	0	5,150	74	0	0	0	0
	CA4		1861	1.0			1,860	1,860	0	0	0	0	0	0	0
	CA5	underground car park	5007	1.2			6,000	0	0	0	0	4,800	192	1200	
	CA6		839	2.0			1,670	1,670	0	0	0	0	0	0	0
	CA7		1736	4.5	1	75%	9,110	1,730	0	7,370	105	0	0	0	0
	CA8		1196	1.0			1,190	1,190	0	0	0	0	0	0	0
	CA9		152	3.0	1	75%	570	150	0	410	6	0	0	0	0
	CB1	bike storage and retail	313	2.0	1	75%	860	860	0	0	0	0	0	0	0
	CB2		507	4.0	1	75%	2,400	0	2,400	0	0	0	0	0	0
	CB3		582	4.0	1	75%	2,760	0	0	2,760	39	0	0	0	0
	CB4		1029	5.0	1	75%	5,910	0	5,910	0	0	0	0	0	0
	CB5		354	3.0	1	75%	1,320	0	0	1,320	19	0	0	0	0
	CB6		250	2.0	1	50%	620	0	0	620	0	5	0	0	0
CB7		200	2.0			400	0	0	400	0	3	0	0	0	
South	SA1		548	3.0	1	75%	2,050	0	2,050	0	0	0	0	0	0
	SB1		210	3.0	1	75%	780	0	0	780	11	0	0	0	0
	SB2		550	2.0	1	50%	1,370	0	0	1,370	0	11	0	0	0
	SB3		336	5.0	1	75%	1,930	0	1,930	0	0	0	0	0	0
	SB4		537	5.0	1	75%	3,080	0	3,080	0	0	0	0	0	0
	SB5		357	5.0	1	75%	2,050	0	2,050	0	0	0	0	0	0
	SC1		269	4.0	1	75%	1,270	0	0	1,270	18	0	0	0	0
East	EA1		740	3.0	1	75%	2,770	740	0	2,020	29	0	0	0	0
	EA2		250	2.0	1	50%	620	0	0	620	0	5	0	0	0
	EA3		200	2.0	1	50%	500	0	0	500	0	4	0	0	0
	EA4		318	3.0	1	75%	1,190	320	0	860	12	0	0	0	0
	EA5		278	4.0	1	75%	1,320	270	0	1,040	15	0	0	0	0
	EB1		915	3.0			2,740	2,740	0	0	0	0	0	0	0
	EB2	extra storey to JL	5842		1	100%	5,840	5,840	0	0	0	0	0	0	0
	EC1		85	2.0	1	75%	230	0	230	0	0	0	0	0	0
	EC2		215	2.0	1	75%	590	0	590	0	0	0	0	0	0
	EC3		510	2.0	1	50%	1,270	0	0	1,270	5	7	0	0	0
	EC5		1045	2.0			2,090	0	2,090	0	0	0	0	0	0
North	NA1		38	1.0			30	30	0	0	0	0	0	0	0
	NA2		449	2.0	1	75%	1,230	440	0	780	11	0	0	0	0
	NA3		246	2.0	1	75%	670	240	0	420	6	0	0	0	0
	NA4		532	3.0	1	75%	1,990	530	0	1,450	21	0	0	0	0
	NB1		1,016	3.0	1	75%	3,810	1,020	2,780	0	0	0	0	0	0
	NB2		534	1.0			530	530	0	0	0	0	0	0	0
	NB3		777	3.0	1	75%	2,910	0	2,910	0	0	0	0	0	0
	NB4		297	2.0			590	0	590	0	0	0	0	0	0
NB5		1,380	3.0	2	75%	6,210	0	6,210	0	0	0	0	0	0	
TOTAL BUILT			45,865				131,750	36,480	50,050	39,050	496	37	4,800	192	1,200

Note: Mixed use buildings in figures 20 and 21 are attributed land uses for the purpose of estimating floor space.

Area	Code	Comments	Footprint	Number of storeys up to shoulder height	Number of additional set back storeys	% of footprint considered for setback	GFA	Breakdown of uses (GFA)							
								Retail	Commercial	Residential	Apartment	Town house	Car park		Other
								m2	m2	m2	(70 m2/ unit) numbers	(120 m2/ unit) numbers	m2	numbers	m2
REFURBISHED															
	WB6		227	2.0			450	450	0	0	0	0	0	0	0
	WB5		3792	3.0			11370	11370	0	0	0	0	0	0	0
	WC5		1032	3.0			3090	3090	0	0	0	0	0	0	0
	NA5		335	3.0			1000	330	0	670	10	0	0	0	0
	NA6		129	2.0			250	250	0	0	0	0	0	0	0
	EC4		350	3.0			1050	0	1050	0	0	0	0	0	0
	EC6		406	11.0			4460	0	4460	0	0	0	0	0	0
			725	4.0			2900	0	2900	0	0	0	0	0	0
TOTAL REFURBISHED			6996				24570	15490	8410	670	10	0	0	0	0
DEMOLISHED															
West							12,520	7,680	2,200	0	0	0	0	0	2,620
Central							36,930	6,470	16,990	0	0	0	7,060	280	6,400
South							0	0	0	0	0	0	0	0	0
East							6,010	1,780	2,400	120	2	0	0	0	1,690
North							12,980	6,760	2,370	140	2	0	0	0	3,700
TOTAL DEMOLISHED							68,440	22,690	23,960	260	4	0	7,060	280	14,410
NET GAIN							63,310	13,790	26,090	38,790	492	37	-2,260	-88	-13,210

Appendix B:

Projects list

Project Code	Block code	Project	Inter-dependency	Importance	Lead Agency	Partners	Brief Required
TRAFFIC MANAGEMENT PROJECTS							
TM1	-	St Stephens Street removal of general traffic	Requires TM4, TM5	High	Highway Authority	Aviva Investors Capital Shopping Centres	Yes (ref A with TM9, PR1, PR6) Relates to D1a, D1b, D1c
TM2	-	Surrey Street (between St Stephens Street and All Saints Green) removal of general traffic	Required by TM1	High	Highway Authority	Trillium Aviva	Yes (ref B with PR2)
TM3a	-	Westlegate Pedestrianisation (Chapelfield service vehicles remain)	None Helped by D7, D8, D9	High	Highway Authority	Trillium Friends Provident Tesco Enterprise Inns Sasa Ltd LaSalle / Flodrive All Saints Centre	Yes (ref C with TM3b, TM6, PR3, PR4)
TM3b	-	Westlegate Pedestrianisation (exclusion of Chapelfield service vehicles)	Requires TM8 Helped by D7, D8, D9	Medium	Highway Authority	Trillium Friends Provident Tesco Enterprise Inns Sasa Ltd LaSalle / Flodrive All Saints Centre John Lewis	Yes (ref C with TM3a, TM6, PR3, PR4)
TM4	-	Golden Ball Street two way	Required by TM1 Must be done with TM5	High (by association with TM1)	Highway Authority		Yes (with TM5 but not part of St Stephens Masterplan phase 2)

Note:

- Block reference codes in columns 'block code' and 'brief required' refer to figure A1 on page 110;
- Colouring of rows reflect the project importance (dark to light = high to low);
- Inclusion of references to organisations as lead agencies or partners does not mean that they necessarily support the proposals;

Project Code	Block code	Project	Inter-dependency	Importance	Lead Agency	Partners	Brief Required
TM5	-	Farmers Avenue two way between Golden Ball Street and Castle Mall 2 car park	Required by TM1 Must be done with TM4	High (by association with TM1)	Highway Authority	Castle Mall	Yes (with TM4 but not part of St Stephens Masterplan phase 2)
TM6	-	All Saints Green (between Surrey Street and All Saints Street) removal of general traffic and provision of two way bus routes	Requires TM4 Best done with TM3b	Medium	Highway Authority	John Lewis Trillium Rank	Yes (ref C with TM3a, TM3b, PR3, PR4)
TM7	-	Rampant Horse Street removal of general traffic	Must be done with making Cleveland Road and Bethel Street two way. Best done after TM3. Helped by D7	Medium	Highway Authority	Marks & Spencer Debenhams	Yes (ref D with PR5, PR8)
TM8	-	Make Chapel Field North two way for buses and access traffic	Required by TM3b. Supports PR1 (fewer buses on St Stephens Street) Helped by D7	Medium	Highway Authority		Yes (but not part of St Stephens Masterplan phase 2)
TM9	-	Replacement of roundabout and subway with signalised cross road junction	Probably requires TM1 Supports PR1 Helped by D1c, D4	High	Highway Authority	Aviva Investors Ipswich & Norwich Co-operative Society	Yes (ref A with TM1, PR1, PR6)

Project Code	Block code	Project	Inter-dependency	Importance	Lead Agency	Partners	Brief Required
PUBLIC REALM ENHANCEMENT PROJECTS							
PR1	-	St Stephens Street	Requires TM1, TM2, TM4, TM5 Helped by D1a, D1b, D1c, D2, D3, D4, D5, D6	Medium	Highway Authority	Aviva Investors Capital Shopping Centres Marks & Spencer	Yes (ref A with TM1)
PR2	-	Surrey Street (between St Stephens Street and All Saints Green)	Requires TM2 Best done with PR1 Helped by D1a, D11, D15	Medium	Highway Authority	Aviva Trillium	Yes (ref B with TM2)
PR3	-	Westlegate (including creation of St Stephens Plain)	Requires TM3a Best done with TM3b, PR1 Helped by D8, D9	High	Highway Authority	Trillium Friends Provident Tesco Enterprise Inns Sasa Ltd LaSalle Investment Management / Flodrive All Saints Centre John Lewis	Yes (ref C with TM3a, TM3b, TM6, PR4)
PR4	-	All Saints Green (between Surrey Street and All Saints Street) including creation of a public space	Requires TM3a, TM4, TM5, TM6 Best done with PR3 Helped by D12	Medium	Highway Authority	John Lewis Trillium Rank	Yes (ref C with TM3a, TM3b, TM6, PR3)
PR5	-	Rampant Horse Street	Requires TM7 Helped by D2	Low	Highway Authority	Marks & Spencer Debenhams	Yes (ref D with TM7, PR8)
PR6	-	St Stephens Street / Queens Road junction – new public realm on site of subway entrances including enhanced surroundings for City Wall	Requires TM9 Helped by D1c, D4	High	Highway Authority	Aviva Investors Ipswich & Norwich Co-operative Society	Yes (ref A with TM1, TM9, PR1)
PR7	-	Queens Road – creation of boulevard	Helped by D16, D22	Medium	Highway Authority	Aviva Investors Marsh Norfolk County Council / NPS	Yes (ref E)
PR8	-	William Booth Street	None	Medium	Highway Authority	Next McDonalds	Yes (ref D with TM7, PR5)
PR9	-	North side of All Saints Green / Surrey Street – creation of public space in place of Aviva car park	None	Medium	Highway Authority	Aviva Trillium	Yes (ref F)

Project Code	Block code	Project	Inter-dependency	Importance	Lead Agency	Partners	Brief Required
DEVELOPMENT PROJECTS							
D1a	CA6 CA7 CA13	St. Stephens Towers Site (North) – redevelopment	Best done with D1b, D1c Helped by PR1	Low	Aviva Investors		Yes (ref G)
D1b	CA12	St. Stephens Towers Site (Centre) redevelopment including creation of new pedestrian link with bus station and public space	Best done with D1a, D1c Helped by PR1	High	Aviva Investors		Yes (ref G)
D1c	CA8 CA9 CA10 CA11	St. Stephens Towers Site (South) – Redevelopment	Best done with D1a, D1b Helped by PR1, PR6, PR7	Medium	Aviva Investors		Yes (ref G)
D2	WC5 WC/ms	M&S – Partial redevelopment and / or refurbishment	Best done with D3	Medium	Marks & Spencer		Yes (ref H)
D3	WC1	12 St Stephens Street -Redevelopment including enhancement of Barwells Court	Best done with D2	Low	City of Edinburgh Council		Yes (ref H)
D4	WD1 WD2 WD3 WD4 WD5	48-62 St Stephens Street (former Co-op department store) – Redevelopment with potential internal link with Chapelfield Shopping Centre; refurbishment / partial redevelopment of QD element	Helped by TM1, PR1	Medium	Ipswich and Norwich Co-operative Society		Yes (ref G)
D5	WC4 WC4a	18-26 St Stephens Street – redevelopment including improvement of One Post Alley	Best done with D6 Helped by TM1, PR1	Low			Yes (ref G)
D6	WC2	28 St Stephens Street – Refurbishment	Best done with D5	Low			Yes (ref G)
D7	WA1 WA3	Chantry Car Park & 4 Theatre Street including creation of pedestrian link with Millennium Plain and public space	Helped by TM1, PR1	High	Norwich City Council Asset & City Management	Hatch Brenner Assembly House St Stephens Church	Yes (ref H)

Project Code	Block code	Project	Inter-dependency	Importance	Lead Agency	Partners	Brief Required
D8	NA3 NA5 NA7 NA8	Westlegate Northside, 1 Red Lion Street and Timberhill car park (including pedestrian link with Timberhill)	Requires TM3a, PR3 Best done with D9	High	Friends Provident Life and Pensions	LaSalle Investment Management / Flodrive Tesco Sasa Ltd VEJ Somers T/A Wayland Hire	Yes (ref I)
D9	NB1	Westlegate Southside (1-15 Westlegate) – Redevelopment	Requires TM3a, PR3 Best done with D8	Medium	Trillium		Yes (ref I)
D10	-	41-43 Timberhill – refurbishment	None	Low	John Barnes		No
D11	NB2	Surrey Street east side – Extension	None	Low	Trillium	Aviva	Yes (ref J)
D12	NB4	All Saints Green – entrance pavillion	Helped by TM6, PR4	Low	Trillium	Aviva	No
D13	NB5	Mecca building, All Saints Green – development	Helped by TM6, PR4	Medium	Trillium	Rank	No
D14	-	41 All Saints Green – refurbishment	Helped by TM6, PR4	Medium	Norwich City Council Asset & City Management	Building Preservation Trust	No
D15	CB1 CC7	Surrey Street – Development of new buildings on both sides for realigned access to bus station	None	Medium	Norfolk County Council / NPS	Aviva Investors?	Yes (ref J)
D16	CC1 CC2 CC3 CC4 CC5	Development of block between Bus Station and All Saints Green	None	Medium	Norfolk County Council / NPS	Development partner	Yes (ref K)
D17	EC/jl EC3 EC4	John Lewis refurbishment / partial redevelopment	Helped by TM6, PR4	Medium	John Lewis		Yes (ref L)
D18	EF6 EF7	Norfolk Tower – refurbishment and development around base	Best done with D20	Medium	Aviva Investors		Yes (ref L)
D19	EE1 EE5	Infill development / redevelopment at Saints Court between All Saints Green and Surrey Street	Helped by PR9	Low			Yes (ref L)

Project Code	Block code	Project	Inter-dependency	Importance	Lead Agency	Partners	Brief Required
D20	EE3	Surrey Grove (north side) – development	Best done with D18	Medium			Yes (ref L)
D21	SA1	Cnr All Saints Green and Surrey Street (south side) – development	Helped by PR9	Low	Great Hospital	Hornbuckle Mitchell Trustees and others	No
D22	SB1 SB2 SB3 SB4 SB5 SC1	Surface car parks between Surrey Street and Queens Road including creation of new pedestrian link from Queens Road to Chapel Loke	Helped by PR7	Medium	Great Hospital	Norfolk County Council / NPS Aviva Norwich City Council Asset & City Management Broadland Housing Association	Yes (Ref M)
D23	EA1 EA2 EA3 EA4 EA5 EB1 EB2	Ber Street (between Thorn Lane and 8 Ber Street)	Helped by D17	Medium	Norwich City Council Asset & City Mangement	Archant Geoffrey Watling (Norwich) Ltd	Yes (Ref N)
D24	NA1	Timberhill Castle Mall – entrance kiosk	Helped by D8	Low	Castle Mall		No

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Contact:

Ben Webster

Norwich City Council

City Hall, Norwich, NR2 1NH

Telephone: 01603 212518

E-mail: benwebster@norwich.gov.uk

