

Borough Council of
**King's Lynn &
West Norfolk**



CABINET

Agenda

TUESDAY, 1 APRIL 2014
at 5.30pm

in the

**Committee Suite
King's Court
Chapel Street
King's Lynn
PE30 1EX**



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Borough Council of
**King's Lynn &
West Norfolk**



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CABINET AGENDA

DATE: CABINET –TUESDAY, 1 APRIL 2014

VENUE: COMMITTEE SUITE, KING'S COURT, CHAPEL STREET, KING'S LYNN

TIME: 5.30 pm

There are no items to be considered in private as required by Regulations 5 (4) and (5) of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012

1. MINUTES

To approve the Minutes of the Meeting held on 4 March 2014 (previously circulated).

2. APOLOGIES

To receive apologies for absence.

3. URGENT BUSINESS

To consider any business, which by reason of special circumstances, the Chairman proposes to accept, under Section 100(b)(4)(b) of the Local Government Act 1972.

4. DECLARATION OF INTEREST

Please indicate if there are any interests which should be declared. A declaration of an interest should indicate the nature of the interest (if not already declared on the Register of

Interests) and the agenda item to which it relates. If a disclosable pecuniary interest is declared, the member should withdraw from the room whilst the matter is discussed.

These declarations apply to all Members present, whether the Member is part of the meeting, attending to speak as a local Member on an item or simply observing the meeting from the public seating area.

5. CHAIRMAN'S CORRESPONDENCE

To receive any Chairman's correspondence.

6. MEMBERS PRESENT PURSUANT TO STANDING ORDER 34

To note the names of any Councillors who wish to address the meeting under Standing Order 34.

7. CALLED IN MATTERS

To report on any Cabinet decisions called in.

8. FORWARD DECISIONS LIST

A copy of the Forward Decisions List is attached (Page. 5)

9. MATTERS REFERRED TO CABINET FROM OTHER COUNCIL BODIES

To receive any comments and recommendations from other Council bodies which meet after the dispatch of this agenda. Copies of any comments made will be circulated as soon as they are available.

- Resources and Performance Panel and Audit Committee – 25 March 2014
- Regeneration, Environment and Community Panel – 26 March 2014

10. REPORTS

1 St Margaret's Conservation Area Appraisal and Management Plan (page 8)

On 10th February, the Borough Council submitted its stage 2 bid for a £1m grant from the Heritage Lottery Fund's Townscape Heritage Initiative (THI). The outcome of this stage 2 bid is expected in June 2014 and if successful, the scheme will run for 5 years. An essential component of the Stage 2 bid was the preparation of a Conservation Area Appraisal and Management Plan (Appendix A), and it is a condition of the funding that these

documents be approved and adopted by the Council prior to the HLF taking its decision on the bid.

2 Business Rates – Discretionary Retail Reliefs (page 85)

Central Government have recently introduced a number of temporary measures to help businesses and taxpayers. These measures are introduced through the Discretionary Reliefs system and therefore require Council approval. All the measures are fully funded by Central Government

3 Borough Council Food Safety Plan (page 95)

Food authorities are required by the Food Standards Agency to set out a scheme for the planning and delivery of food law enforcement. It is expected that this scheme will take the form of a formally adopted service plan.

4 BID Vote (page 125)

Council at its meeting on 28 November 2013 approved the Business Plan for Kings Lynn Town Centre submitted by the Business Improvement District representatives. The Council has an interest in the ballot in that there are council owned premises within the defined area of the BID that will be subject to the levy. The Council as an owner of the premises has received notification that the ballot will be held on 10 April 2014 and has been invited to vote.

5 Polling District and Polling Place Review (page 127)

This report presents to Cabinet a revised Polling District and Polling Place Review Schedule.

6 Staff Pay Award 2014/15 (page 133)

The Council's annual pay increase for all employees is locally determined having regard to national, regional and local pay and labour market information. This paper recommends the pay increase for 2014/15 and outlines the budget implications.

To: Members of the Cabinet

Councillors N J Daubney (Chairman), A Beales, Lord Howard,
A Lawrence, B Long, Mrs E A Nockolds, D Pope and Mrs V Spikings.

Cabinet Scrutiny Committee

For further information, please contact:

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FORWARD DECISIONS LIST

Date of meeting	Report title	Description of report	Key or Non Key Decision	Decision Maker	Cabinet Member and Lead Officer	List of Background Papers	Public or Private Meeting
1 st April 2014	St Margaret's Conservation Area Appraisal and Management Plan	Report to link with the Townscape Heritage Initiative	Key	Council	Development & Regeneration Chief Executive.	Corporate Bus Plan, Urban Development Strategy Vision for King's Lynn 2000-2023	Public
	Staff Pay Award	Recommendations re Staff Pay Award	Key	Cabinet	Leader Exec Director – D Gates		Public
	Business Rates – Discretionary Retail Reliefs	Update to the existing policy	Non	Council	Resources Deputy Chief Executive	DCLG – Business Rate guidance HM Govt Flood Support Schemes Guidance BC Discretionary Relief Policy	Public
	Polling District and Polling Place Review	Outcome of the Review	Non	Council	Chief Executive Leader		Public
	BCKLWN Food Service Plan	Food Safety Plan	Non	Council	Exec Dir - G Hall Community	FSA guidance	Public
	BID vote	Authorisation report for the BID vote	Non	Cabinet	Leader Deputy Chief Exec	Panel Cabinet and Council recommendations	Public

Date of meeting	Report title	Description of report	Key or Non Key Decision	Decision Maker	Cabinet Member and Lead Officer	List of Background Papers	Public or Private Meeting
6 May 2014	Leisure Trust Arrangements		Non	Cabinet	Leader Assets Health and Wellbeing Exec Director – C Bamfield		Public
	Wash East Coastal Management Strategy (WECMS)	Proposals for a WECMS consultation	Non	Cabinet	Environment Exec Director – G Hall		Public

	Markets	Report considering the provision of markets	Non	Cabinet	Regeneration Exec Director – C Bamfield		Public
	“A” Boards enforcement		Non	Cabinet	Community Exec Director C Bamfield		Public
	Update to Freedom of Information and Data Protection Policies	Update of the Council’s Freedom of Information and Data Protection Policies	Non	Council	Leader Deputy Chief Executive		Public
	Local Authority Housing Company	Consideration of the use of the Council’s assets to invest in residential property.	Key	Council	Regeneration Deputy Chief Executive		Public
	Pay Policy Statement	Annual Pay Policy Statement	Non	Council	Leader Exec Director – D Gates		Public
	Floods Grants – Grants for households and businesses	Report on the payment of grants	Non	Cabinet	Health and Wellbeing Chief Executive		

Date of meeting	Report title	Description of report	Key or Non Key Decision	Decision Maker	Cabinet Member and Lead Officer	List of Background Papers	Public or Private Meeting
4 June 2014	Report of the Mart Task Group	Proposals for the 2015 Mart and future arrangements	Non	Council	Health & Wellbeing Exec Director – C Bamfield		Public

Date of meeting	Report title	Description of report	Key or Non Key Decision	Decision Maker	Cabinet Member and Lead Officer	List of Background Papers	Public or Private Meeting
12 June 2014	Accounts	To consider the accounts	Key	Cabinet	Leader Deputy Chief Executive		Public

Date of meeting	Report title	Description of report	Key or Non Key Decision	Decision Maker	Cabinet Member and Lead Officer	List of Background Papers	Public or Private Meeting
1 July 2014	King's Lynn Bus Station & Train Station Link Improvements	Scheme to improve the bus station and pedestrian link to the train station using S106 funding	Non	Cabinet	Regeneration Chief Executive		Public

REPORT TO CABINET

Open		Would any decisions proposed :		
Any especially affected Wards	Discretionary / Operational	Be entirely within Cabinet's powers to decide	NO	
		Need to be recommendations to Council	YES	
		Is it a Key Decision	YES	
Lead Member: Cllr Alistair Beales E-mail: cllr.alistair.beales@west-norfolk.gov.uk		Other Cabinet Members consulted: Cllr Nick Daubney		
Lead Officer: Ostap Paparega E-mail: Ostap.paparega@west-norfolk.gov.uk Direct Dial:01553 616890		Other Officers consulted: Ray Harding Dave Thomason		
Financial Implications NO	Policy/Personnel Implications YES	Statutory Implications NO	Equal Impact Assessment YES: Pre-screening	Risk Management Implications YES

Date of meeting: 1 April 2014

1 ST MARGARET'S CONSERVATION AREA CHARACTER APPRAISAL AND MANAGEMENT PLAN

Summary

On 10th February, the Borough Council submitted its stage 2 bid for a £1m grant from the Heritage Lottery Fund's Townscape Heritage Initiative (THI). The outcome of this stage 2 bid is expected in June 2014 and if successful, the scheme will run for 5 years. An essential component of the Stage 2 bid was the preparation of a Conservation Area Appraisal and Management Plan (Appendix A), and it is a condition of the funding that these documents be approved and adopted by the Council prior to the HLF taking its decision on the bid.

Recommendation

That Cabinet formally adopts the St Margaret's Conservation Area Appraisal and Management Plan, noting that, despite the broad wording of some recommendations in the Management Plan, that they are used to inform current and future planning policy and decisions within the St Margaret's Conservation Area only, in consultation with the Portfolio Holder for Development.

Reason for Decision

To enable the THI scheme to obtain final approval at the stage 2 bid and to support and protect the improvements to the area which the scheme is expected to bring about. The scheme will deliver significant regeneration and economic development outputs in line with the Council's main priorities as stated in the Corporate Business Plan.

Background

1.0 The THI scheme is a heritage led regeneration programme that will tackle empty and derelict buildings and properties in need of repair in St Margaret's Conservation Area. The eligible area is a part of the conservation area comprising the southern end of the High Street, Saturday Market Place and St James Street and Tower Street (Appendix B).

2.0 The scheme aims to bring back into use empty properties, enhance the character and appearance of the conservation area and promote the heritage of King's Lynn to residents, businesses and visitors.

3.0 The Conservation Area Appraisal and Management Plan are essential documents required by HLF as part of the Stage 2 bid. They cover the whole of the conservation area, not just those streets intended for THI funding. They also help the Council meet its statutory responsibilities under Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990, to formulate and publish proposals for the preservation and enhancement of conservation areas.

4.0 The Appraisal document is 38 pages of A4 and includes a good number of photographs and several maps. It assesses in detail the historical, spatial, architectural and cultural significance of the St Margaret's conservation area, which is considered to be of national and international importance. The area contains "an outstanding and unique collection of listed buildings including 7 at Grade I, 15 at Grade II*, and 70 at Grade II." Many of these high grade buildings are of medieval origin, including the Hanse House, the only remaining Hanseatic warehouse in the country. There are also two Scheduled Ancient Monuments – the Trinity Guildhall and Greyfriars Tower. The document then breaks down the area into 7 smaller character areas and identifies the most significant buildings in each which combine to give the area its distinctive character. Negative features are also noted.

5.0 The aim of the Management Plan is to identify the means by which the special interest and character of the area can be maintained so that it will become self-sustaining in the future. It considers the issues facing the area and how these might be addressed. The key recommendations for the Council are:

- a. Following public consultation, to consider the recommended changes to the boundary of the conservation area.
- b. To monitor the statutory list of buildings and make recommendations for new listings as considered appropriate.
- c. To adopt a planning policy and criteria for a list of heritage assets of local significance within the St Margaret's conservation area, and work with the local community to establish a new local list in this conservation area.
- d. To make full use of statutory powers to protect listed and unlisted buildings from neglect, unauthorised alteration or from unjustified demolition, and support a grant scheme in the area.
- e. When resources allow, to review the Article 4 direction which covers the King's Lynn conservation areas, prepare guidance for all

affected householders, and use statutory enforcement powers when breaches occur, in consultation with the Portfolio Holder for Development. “An article 4 direction is made by the local planning authority. It restricts the scope of permitted development rights either in relation to a particular area or site, or a particular type of development anywhere in the authority’s area. Where an article 4 direction is in effect, a planning application may be required for development that would otherwise have been permitted development. Article 4 directions are used to control works that could threaten the character of an area of acknowledged importance, such as a conservation area. Article 4 directions can increase the public protection of designated and non-designated heritage assets and their settings. They are not necessary for works to listed buildings and scheduled monuments as listed building consent and scheduled monument consent would cover all potentially harmful works that would otherwise be permitted development under the planning regime. However, article 4 directions might assist in the protection of all other heritage assets (particularly conservation areas) and help the protection of the setting of all heritage assets, including listed buildings. [...] Government has issued guidance on when and how to make an article 4 direction. It says that local authorities should consider making article 4 directions only in those exceptional circumstances where the exercise of permitted development rights would harm local amenity, the historic environment or the proper planning of the area.”¹

- f. To recognise traditional shopfronts as heritage assets for the purposes of development management and update shopfront design and maintenance guidance.
- g. To prepare briefing to guide the development of significant sites and take external design advice for developments which significantly affect the conservation area.
- h. To seek the improvement of highly visible back boundaries to properties
- i. To work constructively with Norfolk CC to improve the public realm in the conservation area and use its statutory and fiscal powers to ensure public spaces are properly maintained.
- j. To aim to reduce the flow of traffic around the conservation area, provide safer routes for pedestrians and cyclists and moderate the effects of car parking.

Options Considered

6.0 The Conservation Area Appraisal and Management Plan have been prepared by the Conservation Studio, a long-established conservation practice with extensive experience of this type of work. They were one of 3 such practices who tendered for the work and, with very little difference in cost, they were chosen for their experience, track record and clarity of process.

¹ <https://www.english-heritage.org.uk/professional/advice/hpg/historicenvironment/article4directions/>

7.0 The documents were drawn up over several months following public consultation. At an early stage, the Conservation Studio led a walkabout and discussion session with key stakeholders. This was followed by a full-day exhibition in a town centre shop, where the draft documents and proposals were available to view and the consultants and staff were present to answer questions. The same display material was then erected in the Council offices and made available on the Council's website for a 4 week period. The results of the consultations were taken into account in the final documents.

Policy Implications

8.0 The Borough Council has to prepare and adopt a conservation area character appraisal and a conservation area management plan as a condition of HLF's funding for the area.

Financial Implications

9.0 There are no immediate financial implications as a result of adopting the Appraisal and Management Plan.

10.0 The Council has already approved match funding for the implementation of THI scheme. Some of the recommendations in the management plan, such as recognising and restoring historic shopfronts, or improving the visible, degraded rear boundaries of some properties, can be tackled under this scheme. Also the proposals for Saturday Market Place will begin to address the aim of improving the public realm in the conservation area.

Personnel Implications

11.0 Most of the recommendations of the management plan have some implications for the workloads of existing planning, enforcement and conservation staff. However, the management plan states "the ultimate aim of conservation area management is to turn best practice into everyday practice. In this way, the process of maintaining the qualities that give King's Lynn its distinctive character can become self-sustaining and the peaks and troughs of decline and rescue can be anticipated and avoided." It is therefore anticipated that, in time, the implications of the management plan can be absorbed into the everyday work of the relevant staff.

12.0 The HLF requires that a full-time Project Officer is appointed to manage the delivery of the five-year THI scheme. The cost of this post will be covered by the THI scheme's Common Fund (the scheme's budget). The recruitment of this post will be subject to the usual Council recruitment policy and procedures. For the duration of the scheme, the post-holder will also be an additional resource to assist existing planning and conservation staff in delivering the recommendations of the Management Plan.

Statutory Considerations

13.0 The Borough Council has a statutory duty of care to protect the conservation of listed buildings and ancient monuments.

Equality Impact Assessment (EIA)

(Pre screening report template completed)

Risk Management Implications

14.0 The principal risk is that, if the appraisal and management plan are not adopted, HLF may not approve the Stage 2 bid and the benefits of the THI project will be lost to the fragile economy of this area of King's Lynn and the reputation of the Borough Council may be damaged with respect to further HLF applications, including that for the Town Hall. The proposal contained in this report addresses this risk.

Declarations of Interest / Dispensations Granted

None

Background Papers

Corporate Business Plan

Urban Development Strategy

The Vision for King's Lynn 2000-2023

EIA



St Margaret's Conservation Area CHARACTER APPRAISAL

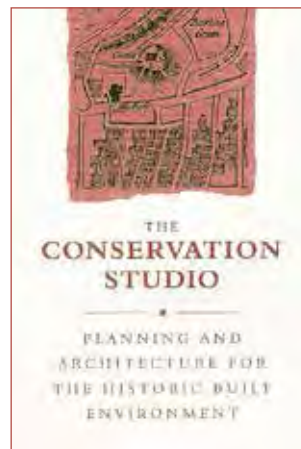
Borough Council of
King's Lynn &
West Norfolk



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Executive Summary

The St Margaret's Conservation Area forms part of the more extensive King's Lynn Conservation Area of which there are four other constituent areas – the St Nicholas Conservation Area, the Norfolk Street Conservation Area, the Walks Conservation Area, and the Friars Conservation Area. Designated in 1969, and as such one of the first conservation areas to be identified after the Civic Amenities Act of 1967, the St Margaret's Conservation Area is notable for a variety of features which make it unique.

Of special note is the legacy of the first establishment of the Benedictine priory soon after the building of the first St Margaret's Church in c1101 around which a market place was soon established. This led to the development of the area between the church and the river with a unique layout of former warehouses and domestic ranges, often grouped around a concealed courtyard, the earliest example of which dates to the 13th century. The location next to the River Great Ouse, and the development of a medieval quayside for trading, is one of the key factors in the growth of the settlement.

This medieval layout of narrow twisting lanes, lined with an important collection of almost continuously listed buildings, some of which are listed at the higher level of Grade II* or even Grade I, makes the St Margaret's area of national significance. Added to this are the remains of the Greyfriars Tower in St James' Street, another Grade I listed building which like the 15th century Guildhall in the Saturday Market Place is also a scheduled monument.



College Lane

As well as these more immediately recognisable historic features, the Conservation Area contains more modest streets such as the High Street and Tower Street which also make a contribution to the special interest of the area.

This Character Appraisal sets out what is special about the Conservation Area and provides information about its historical development, its layout, its buildings, and its open spaces. It analyses each part of the Conservation

Area and identifies both positive and negative features for each. Finally it provides a summary of the principal issues which have been used as a basis for the recommendations in the accompanying Management Plan.

Both documents have been subject to public consultation, and will be adopted by the Borough Council as relevant documents for development management purposes.

I INTRODUCTION

1.1 The legislative context

The King's Lynn Conservation Area, of which the St Margaret's Conservation Area forms a part, was first designated in 1969, with extensions and revisions in 1979, 1991, 1992 and 2003. Apart from the St Margaret's area, the King's Lynn Conservation Area comprises four other 'Character Areas', namely the St Nicholas area to the north, the Norfolk Street area to the north-east, The Walks area to the east, and The Friars area to the south and south-east.

Conservation areas are designated under the provisions of Section 69 of the *Planning (Listed Buildings and Conservation Areas) Act 1990*. A conservation area is defined as "an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance".

Section 71 of the Act requires local planning authorities to formulate and publish proposals for the preservation and enhancement of these conservation areas. Section 72 also specifies that, in making a decision on an application for development within a conservation area, special attention must be paid to the desirability of preserving or enhancing the character or appearance of that area.

In response to these statutory requirements, this document defines and records the special architectural and historic interest of the St Margaret's Conservation Area and identifies opportunities for enhancement. It

is in conformity with English Heritage guidance as set out in *Understanding Place: Conservation Area Designation, Appraisal and Management* (March 2011). Government policy for historic buildings and conservation areas is set out within the *National Planning Policy Framework (NPPF)*, published in March 2012.



Greyfriars Tower, Tower Garden

This document therefore seeks to:

- Define the special interest of the St Margaret's Conservation Area and identify the issues which threaten its special qualities (in the form of the 'Character Appraisal');
- Provide guidelines to prevent harm and also achieve the enhancement of the St Margaret's Conservation Area in the form of a proactive strategy for the conservation and enjoyment of the area (in the form of the accompanying 'Management Plan').

Both the Character Appraisal and Management Plan will be used by the Council to support the current (December 2013) bid to the Heritage Lottery Fund for a Townscape Heritage Initiative grant scheme which will cover part of the St Margaret's Conservation Area.

1.2 Public consultation

This document has been produced for the Borough Council of King's Lynn and West Norfolk following a walkabout with local stakeholders on 22 October 2013. The draft of the Character Appraisal and Management Plan was the subject of a public consultation between 16 November 2013 and 16 December 2013. After this, a Public Consultations Report was prepared (copies are available from the Council) and amendments to the text and mapping made as appropriate. Finally, the documents were fully illustrated with photographs, historic maps and any other relevant material.

1.3 Assessing Special Significance

The significance of the St Margaret's Conservation Area is derived from a combination of factors: its past history as one of the most important medieval ports in England; its location next to the River Great Ouse, which provided the impetus to the development of this port; the rarity of the surviving medieval plan form and medieval buildings; the remains of the religious houses including St Margaret's Minster and Greyfriars Tower; the mainly domestic scale of its buildings and the intimate character of the narrow winding streets, which contrasts with the openness of the quayside frontages; the use of the varied mainly locally sourced materials

on the historic buildings; and the many views into and out of the area. The St Margaret's Conservation Area is also significant because of its close relationship to the rest of the historic core of King's Lynn, most of which is also covered by conservation area designation, and its aesthetic, cultural and spiritual contribution to the life and vibrancy of the town as a whole.

This significance can be summarised by the following, considering the historical, spatial, architectural, and cultural significance in turn:

Historical significance

- The St Margaret's Conservation Area forms a distinctive and well preserved part of the historic core of King's Lynn which is now divided into five individual Conservation Areas, these divisions reflecting the ages of development, plan form, building type and uses within each area.
- The role of King's Lynn in the economic development of the Fens and East Anglia, particularly the medieval wool trade.
- The historic trading connections with other parts of northern Europe including the Hanseatic League.
- The Conservation Area is the earliest part of King's Lynn, which was once one of the wealthiest medieval ports in England.
- The Conservation Area retains a large number of relatively unaltered medieval buildings and a recognisable medieval layout.

- The Conservation Area includes the remains of the two priories – the Benedictine priory and the Greyfriars priory – of which The Minster, the former monastic range in Priory Lane, and the tower in Tower Gardens, are the most visible surviving features.

Spatial significance

- The Conservation Area lies immediately adjacent to the River Great Ouse, which provided the impetus for the development of a port from the late 11th century onwards.
- The principal features are the location overlooking the river, with long views across the water to West Lynn, the enclosed Saturday Market Place around the Church, and the more open landscaped spaces of Tower Gardens, which is centred on the Greyfriars Tower and the 1921 War Memorial.
- Most of the buildings retain a domestic scale of only two or three storeys, punctuated by the towers of The Minster, the Elizabethan watchtower to Clifton House (No. 17 Queen Street), the Greyfriars Tower in Tower Gardens and the brick tower of the former grain store in Baker Lane.
- The western part of the Conservation Area, closest to the river, retains a complex layout of medieval streets with the buildings divided by narrow lanes leading down to the water.
- The long, gently curving medieval streets, following the original alignment of the river bank, particularly Queen Street, St Margaret's Place and Nelson Street.



Marriott's Warehouse, South Quay



View over River Great Ouse



Former monastic range, now Nos. 12-20 consec. Priory Lane

Architectural significance

- The Conservation Area provides an outstanding and unique collection of listed buildings including seven listed at Grade I, fifteen at Grade II*, and seventy at Grade II – these buildings are most highly concentrated in Queen Street, around The Minster and in Nelson Street.
- There are two scheduled monuments in the Conservation Area, Greyfriars Tower and the Guildhall – both of these are also listed Grade I.
- Opposite St Margaret's Church, and therefore focal within the Conservation Area, is an outstanding collection of municipal buildings, the 15th century Guildhall, the 18th century Gaolhouse and Assembly Rooms, and the 19th century Town Hall.
- The Conservation Area retains a large number of medieval buildings, built as houses or warehouses around enclosed courtyards, and although many were extended or refronted in the 17th, 18th or 19th centuries, they retain substantial amounts of 14th or 15th century fabric.
- The Conservation Area also retains a number of large but good quality 20th century buildings such as the Majestic Cinema, dating to 1927 and listed Grade II, the Bingo Hall dating to 1938, the Police Station (Norfolk Constabulary) of 1953 facing St James Road, and Nos. 33-39 (odd) St James Street (1908).
- The St Margaret's area is notable for the early use of brick, with examples dating to the 14th century

– these narrow plum-coloured bricks make a major contribution to the character of the alleyways and lanes closest to the river.

- Carstone from nearby Snettisham is another local material, seen in a variety of buildings including the Greyfriars tower and the Carnegie Library.
- The Carnegie Library on the corner of Tower Gardens is a Grade II listed building which overlooks the busy London Road and therefore forms the most visible edge of the St Margaret's Conservation Area.

Cultural significance

- The survival of a well preserved medieval layout of streets and buildings, forming part of the wider historic town of King's Lynn.
- The role of St Margaret's Church in the spiritual life of the local community.
- The shops and businesses in the High Street, the Saturday Market Place, Tower Street and St James' Street which all make a major contribution to the local economy.
- The attractive setting and buildings draw many visitors to the town, with the South Quay area and the Saturday Market Place being particularly popular.
- The long association with the Hanseatic League and the influence of the north European countries which resulted from the trading between these countries and King's Lynn.



King's Staithe Square from Purfleet Quay



The former Maltings, now apartments, off Nelson Street



The Police Station



High Street



The Town Hall, Saturday Market Place



Greyfriars Tower, Tower Garden

1.4 Location and activities

King's Lynn is located at the outlet of the River Great Ouse into The Wash in West Norfolk. It lies some 97 miles north of London and 44 miles west of Norwich. In 2007 the population was around 43,000, making it the second largest town in the county after Norwich. Although its historic wealth was based on its function as a port, today King's Lynn is more important as an administrative and service centre for the surrounding rural area, which is mainly used for agriculture. The town retains a large industrial park at Hardwick which also provides local employment, and the redevelopment of part of the town centre in the 1960s has provided a popular shopping area called the Vancouver Centre – this was refurbished and extended in 2005. Within King's Lynn there are also three secondary schools and one college, as well as a range of well supported cultural facilities including two theatres, museums, cinemas, and sporting venues. It is also a significant attraction to tourists who enjoy the historic streets, the many high quality historic buildings, and the attractive setting next to the river.

The St Margaret's area forms the core of the historic town where planned development first started around the new church in the early 12th century, although there is evidence for earlier settlement. The bulk of the existing buildings in the western part of the Conservation Area between the church and the river (Queen Street, St Margaret's Street, Nelson Street and Priory Lane) are mainly in residential uses, with large prestigious historic houses intermixed with former warehouses which have mainly been converted into apartments. Marriott's Warehouse, skillfully restored

to provide a new café and meeting rooms, is one of the few commercial uses, along with the Bank House Hotel, both of which overlook the river. In the centre of the Conservation Area, the High Street, the Saturday Market, St James' Street and Tower Street are mainly in retail or office use with some residential uses on the upper floors. Facing St Margaret's Church is a very important group of historic buildings (the Guildhall, the Town Hall, the former Gaol, and the Assembly Rooms) which provide valuable local facilities including the Registrar's Office. In December 2011 the Bishop of Norwich dedicated the Priory and Parish Church of St Margaret as 'King's Lynn Minster'- this is the key focal building within the Conservation Area and provides spiritual support to the local community. Where appropriate we have therefore referred to this building throughout the rest of this document by its correct title "The Minster" although many locals continue to refer to it as St Margaret's Church.

On the eastern fringe of the St Margaret's area are a number of prestigious 20th century 'public' buildings, namely the 1905 Public Library and the nearby Police Station, which dates to 1953. Tower Gardens, created in 1911, provides a pleasant public garden with mature trees which centres on the remains of a medieval priory tower and an early 1920s War Memorial – both are listed. Close by, in Tower Place, are a number of 1920s and 1930s buildings in mixed commercial uses including a garage, some workshops, and a very large and visually dominant former cinema of 1938, now used as a bingo hall, which turns the corner into St James' Street.

Interleaved within the historic streets are three separate backland sites which are used as surface car

parks – two of these, accessed from Regent Way and Stonegate Street, currently lie outside the Conservation Area. A third, accessed via Baker Lane, lies within the existing boundary. Whilst these are not particularly attractive they form an important function in supporting the local businesses and also provide a useful facility for residents, as the houses which face the narrow historic streets rarely have their own parking. It should also be noted that any development on these open spaces is likely to require a full archaeological evaluation, because of their proximity to the medieval town.

1.5 Geology

King's Lynn lies close to the Fens, famous for their deep deposits of ancient peat, which were systematically drained between the 16th and 18th centuries to allow the fertile soil to be exploited for agriculture. Whilst there are visible chalk deposits further east, around King's Lynn the underlying strata are largely made up of older rocks including red chalk, carstone and gault clays, which intervene between the chalk to the east and the Fenland silts and clays to the west. Historically, the carstone was quarried at Snettisham, about six miles to the north of King's Lynn, and it can be seen on the exterior elevations of many buildings in the town, most noticeably on the exterior of the Public Library. It is also visible on the priory tower in Tower Gardens where it is mixed with higher quality Oolitic limestone, probably from the quarries of Northamptonshire, from where it was brought down the River Nene in barges to The Wash. Carstone is a 'gingerbread' stone, dark brown, gritty and rather soft, but it needs to be protected by a good ashlar when exposed to wear, hence the detailing on the tower. Red chalk can be

found in the cliffs at Hunstanton, a further three miles beyond Snettisham, and although a good deal harder than the normal white chalk, it was not usually quarried, although it can be seen occasionally in walling.

Whilst the chalk deposits lie a little way from King's Lynn, they do provide a reasonably local source of flint pebbles and cobbles, such as can be seen in the paving around The Minster. Knapped flints are also used for the adjoining historic buildings, particularly to create the chequer-board pattern on the Guildhall and Town Hall elevations.

King's Lynn is particularly well known for the use of locally made bricks, an industry which appears to have started in the late medieval period. These were made from the glacial clays, loams and brick earths, as well as the Jurassic clays of the Fens, which could all be found in the vicinity of the town. The earliest visible bricks appear to be in the Greyfriars Tower in Tower Gardens and probably date to the 15th century. These long and thin plum coloured bricks can also be seen in many of the other historic buildings in the St Margaret's area, and by the 17th century they had become the material of choice for the merchants' houses and warehouses in this part of King's Lynn, incrementally replacing the timber-framed structures which had been the norm until then. It is recorded that in the late medieval period boats between East Anglia and Bruges traded wool in one direction, then brought back bricks to England as ballast, the brick-making industry having started much earlier in the Low Countries.



The Public Library, London Road



Early brickwork in King's Staithe Lane

1.6 Topography and landscape setting

King's Lynn developed on the eastern side of the River Great Ouse on flat land which is subject to flooding, hence the modern flood-prevention works which have been built along South Quay. The land in the St Margaret's area is therefore similarly flat with some gentle undulations due to the proximity of the two small rivers, the Purfleet in the north, and the Millfleet in the south, which define the boundaries of this part of King's Lynn. These very slight changes in level are more marked on the eastern boundary to the town in The Walks area, next to the remains of the medieval town walls. However, because of this topography (or rather, lack of) there is little perception of a landscape setting to the St Margaret's area or even to King's Lynn more generally.

Historically, the western edge of the settlement has expanded over the river embankment, as both quays and buildings were provided for the merchants of King's Lynn. The alignment of Queen Street, St Margaret's Place and Nelson Street reflects the line of the early medieval river bank, whilst the 15th and 16th century extent of the river is shown in the location of the west ranges of Hampton Court, Hanse House and Thoresby College. Marriott's Warehouse was originally located on a small island linked to the east bank by a short causeway. Early 19th century maps show the quay edge along the line of the west wall of Marriott's warehouse, the much larger and more formalised quayside apparently being reclaimed from the river bank during the later part of the 19th century.



South Quay



View of the St Margaret's area from the western bank of the river



View westwards across the river from King's Lynn

The western boundary to the town is formed by the wide expanse of the River Great Ouse, which separates King's Lynn from the much smaller settlement of West Lynn. Spectacular views towards West Lynn and along the river to north and south can be seen from South Quay in the St Margaret's area, and similarly interesting views can be seen looking back towards the town from West Lynn. Because the river is tidal, the 'riverscape' changes hourly but largely the views are of long flat raised banks with lines of trees and the outline of the houses in West Lynn beyond. The only interruption is the squat tower of West Lynn church, which breaks the skyline. The flat landscape beyond is therefore hardly visible unless from a raised viewing point, such as The Minster tower.

2 HISTORICAL DEVELOPMENT

2.1 Introduction to the history of King's Lynn

King's Lynn, originally known as 'Lin', is thought to have derived its name from the Celtic word for lake or pool, and it is recorded that a large tidal lake originally covered the King's Lynn area. A small settlement had developed by the 11th century, and the place is recorded as 'Lun' or 'Lenn' in the Domesday Survey of 1086, when it was described as the property of the Bishop of Elmham. Norwich Cathedral was founded in 1096 and the Cathedral Priory (of which King's Lynn was a daughter cell) has a foundation deed dated 1101. By this time the area had come under the control of Bishop Herbert de Losinga of Norwich who commissioned the building of The Minster. The charter establishing the new church also refers to the Cathedral Priory so it is likely that the new church and the Cathedral Priory have a similar date. Losinga's charter also states that a monk was to be sent to King's Lynn to officiate in the new church which appears to confirm that at this point, the local priory had not been established. Both The Minster and its sister church, St Nicholas' Church in Great Yarmouth, celebrated their 900th anniversaries in 2001.

The establishment of a new Benedictine priory, the setting out of a new town between the Purfleet and Millfleet, and permission to hold a market on Saturdays next to the church all followed soon after 1101. Whilst some later books quote a date of 1095 for the establishment of St Margaret's Priory there is no

known documentary evidence for this. In the 1140s Bishop William Turbe laid out 'the Newland' or second medieval town between the Purfleet and Fisherfleet, and St Nicholas Chapel was founded to the north-east of the new market place (the Tuesday Market), effectively creating two small townships. The Greyfriars established a second priory in the St Margaret's area in c1230 in what is now Tower Gardens.

In 1204 King John granted Lynn its first royal Charter making it a borough with a degree of self government, but the Bishop of Norwich remained the Lord of Lynn with overall control. The town was called Bishop's Lynn from 1101 to 1537 when a charter from Henry VIII changed the name to 'Lynn Regis' – King's Lynn.

The merchants of Bishop's Lynn grew rich due to increasing trade along the waterways which stretched inland from Lynn. Even more important was the sea trade with Europe, which was dominated by the Hanseatic League. This was a powerful trading organisation made up of merchants from Northern Germany and other Baltic countries, who found the location of King's Lynn convenient for their business. The only surviving Hansa building in the country is Hanse House in St Margaret's Lane, a former warehouse which was known as a steelyard (from the old German word for sample yard) and was built in the late 15th century following the Treaty of Utrecht which allowed the Hansa to establish a trading depot in Lynn for the first time. The north side of Purfleet Quay appears to have been operating as a wharf from at least the 13th century and a limestone quay is known to have existed by 1547.



The Tuesday Market Place



The Courtyard behind Hanse House



Thoresby College

The merchants formed their own Trinity Guild to promote their business interests and built the Guildhall opposite The Minster which was completely rebuilt in 1421 following a disastrous fire – this was used for storage with a treasury on the first floor. In c1510 Thomas Thoresby, a local merchant, built a college for 13 chantry priests attached to the Trinity Guild between the river and The Minster. Called Thoresby College, it was restored and converted into apartments and offices in the 1960s and is home to the Preservation Trust. The town lost all of its religious houses in the 1530s during the Dissolution and this would have impacted on the prosperity of the area as land was sold off and properties either demolished or rebuilt.

In the 16th and 17th centuries the town's main export was grain, plus some timber and iron. As a result of the Civil War in the 1640s, the medieval town walls were partly demolished and many buildings were lost. The construction of a new Custom House on the north side of Purfleet Quay in 1683 suggests a growing economy and was built by Sir John Turner MP as a merchants' exchange. By the end of the 17th century the importing of wine became a major contributor to the prosperity of the town, and the draining of The Fens from the mid-17th century onwards also increased the amount of farm produce that could be shipped down to London. Other significant industries were ship building, fishing and glass making.

Throughout the 17th century and 18th centuries King's Lynn still remained an important port, but in 1751 the Hanseatic League sold their last building in the town and this reflected a general decline in the economic fortunes of the town around this time. This was reversed in the 1840s when the coming of the railways, with improved



historic map of King's Lynn 1812

communications to London, meant that the town once again began to expand. Brewing became an important local industry and many civic buildings were constructed including the Town Hall in 1895. The King's Lynn Museum opened in 1904, the Carnegie Public Library in 1905 and the adjoining Tower Gardens in 1911.

In the 1920s and 1930s Lynn remained an important port as well as a location for various industries such as Campbells Soups. During the 1960s King's Lynn

was designated as an overspill town for London, which led to the addition of new housing, including Hillington Square, and a new shopping centre in the middle of the town. New employment was provided on the adjoining Hardwick Industrial Estate which now provides the rather disappointing access into the town from the main road to the south-east. To the north of the town centre, two large docks remain with a further industrial site to the north closer to the junction of the river with The Wash.



Hampton Court



The Majestic Cinema, Tower Street

2.2 The development of the St Margaret's area

The principal factors which have affected the layout and character of the St Margaret's area are considered to be:

- The construction of the first St Margaret's Church in c1101
- The laying out of the new town from c1101 between Purfleet in the north and Millfleet in the south
- Gradual expansion of the buildings westwards over the embankment to the river
- The construction of the adjoining Greyfriars priory started in c1230
- 13th and 14th century expansion due to the growth of King's Lynn as one of England's most important ports trading with the Hanseatic League
- The surviving warehouses from this period include Hampton Court (early 14th and 15th century), Hanse House in St Margaret's Lane, and Marriott's Warehouse in South Quay
- In 1421 the Trinity Guild rebuilt the Guild Hall in Saturday Market
- The development of the streets between the church and the river side between the 15th and the 16th centuries with a range of warehouses and prestigious houses, often built in courtyard or quadrangle form
- Thoresby College founded between 1508 and 1510 to accommodate 13 chaplains for the Trinity Guild
- The Dissolution of the priories in the late 1530s when many of the religious buildings were demolished or converted for other uses
- St Margaret's Church extensively rebuilt in the 1740s after storm damage
- Prestigious houses built in Queen Street and Nelson Street in the 18th and 19th centuries, often refrontings of earlier buildings
- The Assembly Rooms added to the Guildhall in the 1770s and the Gaolhouse built in 1785 – the Town Hall was added to the group in 1895
- The High Street and Tower Street were largely developed with houses from the late 18th century onwards, with purpose-built shops appearing from the late -19th century, although Tower Street does contain one late 15th century building – No. 21
- The Carnegie Library opened in 1905 and Tower Gardens opened in 1911 to commemorate the coronation of King George V
- Some 1920s and 1930s development in Tower Place, the Majestic Cinema in Tower Street (1927) and the Bingo Hall facing St James' Street (1938)
- The Police Station facing St James' Road, dated 1953
- 1960s development resulted in the new shopping centre, now called the Vancouver Shopping Centre, which forms the northern boundary to most of the St Margaret's Conservation Area, and new housing, which forms the south eastern boundary beyond Stonegate Street



Queen Street



Nelson Street



Tower Gardens

3 SPATIAL ANALYSIS

3.1 General character and plan form

The St Margaret's Conservation Area retains a largely medieval street layout centred on the Saturday Market Place and The Minster. Of note are the narrow streets which lead into the Market Place, namely Queen Street from the north, Nelson Street from the south, and St James' Street from the east – these formed the centre of the medieval settlement and retain a very high concentration of listed buildings, most of which are located on the back of the pavement. These mainly two or three storey buildings have the appearance of the 18th or 19th centuries, but many of them conceal much earlier buildings behind. The sinuous curves of Queen Street and Nelson Street follow the line of the early river edge, the land being developed with warehouses and prestigious merchant's houses from the 14th century onwards. Some of these remain, albeit altered, and these add to the special character of the area along with the narrow alleys and partly concealed courtyards which can be glimpsed from the public thoroughfare. The mainly residential uses in this western part provide a more peaceful ambiance, although there is more activity along the wide expanse of South Quay (which forms the western boundary of the Conservation Area) due to the busier traffic and, in good weather, the many pedestrians who are out enjoying the views across the river.

To the north and east of the Market Place, the streets are more open in character and in more mixed uses. High Street and Tower Street have lower concentrations

of listed buildings, but do contain a good density of historic buildings which mainly date to the 19th or early 20th centuries and which are considered positive in their contribution to the character of the area. Once in residential uses, many have now been converted into shops. Both of these streets have also been pedestrianised as they form the southern edge of the modern Vancouver Shopping Centre. Again, there are no front gardens and the buildings are located on the back of what was once the pavement. St James' Street, a much earlier route, retains listed buildings of the mid-15th century, including very early purpose-built shops. This street is also narrow with continuous buildings along both sides of the street.

In the far eastern corner of the Conservation Area, Tower Gardens provides the only truly green public open space in the Conservation Area with mature trees and grass lawns. This is dominated by the medieval tower of the former priory and the adjoining War Memorial.

The setting to the Conservation Area has been compromised in several locations by modern roads and poor quality 20th century development. This is particularly noticeable along Stonegate Street and Millfleet to the south, and off Regent's Way to the north east. Three car parks, two of which lie outside the Conservation Area, are also considered to be negative in their visual impact although they undoubtedly serve a useful purpose in assisting the economic vitality of the town.

3.2 Open spaces and trees

The principal open space is the Saturday Market Place with the adjoining The Minster and its churchyard, which contains a number of mature trees and is partly enclosed by cast iron railings. The Saturday Market Place is an informal, irregularly-shaped space, somewhat dominated by parked cars and traffic, although there is a new landscaping scheme currently under discussion which seeks to improve the setting of the many high quality listed buildings in the immediate vicinity including The Minster and the medieval Guildhall, both of which are listed Grade I. Tower Gardens is a public park and was upgraded about 13 years ago to provide a very pleasant public open space. These gardens contain the only other group of mature trees in the Conservation Area. On the west edge of the Conservation Area, Purfleet Place and South Quay are attractive open spaces which have been subject to a carefully designed hard landscaping scheme carried out with Millennium funding. Otherwise there are occasional trees in public car parks or in private gardens, the most notable of which is the horse chestnut in the garden of No. 11 Nelson Street which can be seen from Devil's Alley and South Quay.

3.3 Focal points, focal buildings, views and vistas

A number of focal buildings are marked on the Townscape Appraisal Map. These are important in both long and short views within the Conservation Area. They include a notable group along the north side of the Saturday Market Place, The Minster (the most

important focal building in the Conservation Area) and a further group in the eastern end of the Conservation Area in or around Tower Gardens. For many parts of the Conservation Area, the similar heights of the mainly residential buildings have resulted in none particularly standing out.

The best views are from South Quay over the river towards West Lynn and St Peter's Church, a Grade II* listed building built in the late 13th century after the original church was destroyed in a flood. Similar views in the opposite direction from the western river bank are also important and are therefore marked on the Townscape Analysis Map. These take in the Custom House on the north side of Purfleet, Bank House on Purfleet Place, the Elizabethan tower to Clifton House, the twin towers of The Minster, and Marriott's Warehouse and Sommerfeld and Thomas Warehouse, both of which front the river. Views of the Greyfriars Tower and across the Saturday Market Place are of special merit, with the twin towers of The Minster being visible in 'glimpsed' views from many locations.

Although frontages are largely intact, there are glimpses in some locations of the three large car parks which have been created on backland sites between Queen Street and High Street, between High Street and Tower Street, and alongside Church Street. Because of the tightly built urban form, these car parks provide a number of glimpsed views within the Conservation Area, although they also, and not so attractively, allow views of the backs of some of the buildings which front the principal streets. When walking around the Conservation Area, it is also noticeable that some of



Saturday Market Place



The Gaolhouse, Guildhall and the Town Hall (far left)

the surrounding areas are of poor quality, particularly where wide modern roads have intruded.

3.4 Property boundaries

Because most of the properties front directly onto the pavement, there are few opportunities for front gardens although some houses do have small gardens which are defined by attractive cast or wrought iron railings. The most notable are:

- The railings in front of the Burkitt Homes Almshouses in Queen Street, dating to 1909 and Grade II listed
- The railings in front of Nos. 22, 24 and 26 Queen Street dating to the late 19th century
- The railings to Bank House, King Staithe Square, specifically listed Grade II and dating to the late 18th century
- Cast iron railings around St Margaret's Churchyard, which came from Narford Hall and are Grade II listed
- The plain railings around Tower Gardens, presumably dating to 1911.

Occasionally, substantial brick walls, some of them dating as far back as the 15th century, are visible from the public domain, particularly from side alleys where views into back gardens can be seen. Others are hidden from public view although they have been listed. The most important ones are:

- The boundary wall to St Margaret's Vicarage, St Margaret's Place, listed Grade II
- The very tall and substantial garden wall to Ladybridge House Nelson Street which is dated 1818 and listed Grade II
- The south boundary wall to Friarscot, Church Street, listed Grade II



The railings in front of the Birkett Homes Almshouses

- The boundary wall to No. 23 Queen Street which dates to the 15th century and once formed part of a warehouse Grade II (not visible)

Further information about the use of brick in the Conservation Area is included in Chapter 4.

3.5 Public realm

The public realm covers all of those features which make a contribution to the public spaces between the buildings, particularly the street lights, surface treatments, and street furniture such as litter bins, bus stops, street signage, and street nameplates. In the St Margaret's area, a comprehensive upgrading of some of the streets has been carried out so, for instance, the street lights are generally a uniform plain grey steel standard with a stylish modern lantern, and the litter bins and finger posts are both to a standard design and colour – a sage green. In addition, the street nameplates are all a simple metal plate usually fixed directly to the buildings with plain black letters on a white background. All of these designs are cohesive, well maintained, and suitable for the area. There are, however, exceptions such as the dated street lights in Nelson Street and the clutter of bollards and signage at the junction of Tower Street and St James' Street.

The surface treatments are more mixed. There are some very good examples of traditional paving, most notably the granite setts in College Lane, Devil's Alley, King's Staithe Lane, and King's Staithe Square. There is a small area of flint pebbles and some York stone paving around The Minster, as well as good quality modern metal bollards which are in keeping with the area. Otherwise the most notable historic feature is the large amount of narrow (150 mm) or wide (300 mm) Aberdeen granite kerbing which can be found throughout the area. South Quay was relandscaped about 13 years ago with Millennium funding. The materials are modern but effective including two types of concrete blocks (Tegula) and some rolled

tarmacadam surfaces. Heavy steel bollards and mooring posts have also been introduced, along with simply designed black or sage green metal and glass shelters and plain black litter bins. The overall effect is robust and appropriate to this maritime location. South Quay also retains some examples of historic mooring posts and some modern street art.

In various locations metal plates in the ground indicate the route of one of the tourist walks around the town. These are set in the pavements which for the most part comprise small or large concrete slabs. Rather poor quality modern paving, with possibly 1960s brick planters in need of replacement, can be seen in the High Street. Slightly better quality and more recent paving can be seen in Tower Street, although again, the brick planters are in need of replacement.



Devil's Alley



Historic paving in College Lane



South Quay

4 THE BUILDINGS OF THE CONSERVATION AREA

4.1 Building types, uses and dates

The St Margaret's Conservation Area retains one of the most significant collections of late medieval buildings in the country, all located within a relatively small area. Of special note are the remains of the warehouses and domestic ranges in the western side of the Conservation Area, the earliest of which retain 13th century fabric. These buildings are interesting in that the residential accommodation was usually built next to the warehouse and the buildings grouped around a courtyard for security. Whilst the residential use faced the street, or was sometimes used for a small shop, the warehousing backed onto the adjoining river bank for ease of access by boats. These relate to the development of King's Lynn as an important port and trading centre from the 13th century onwards. Good examples include Clifton House, Hampton Court and Hanse House. Marriott's Warehouse facing South Quay is another early building with the ground floor fabric dating to the early 14th century which appears to have been first constructed on a small island linked to the main bank by a short causeway. The Guildhall facing The Minster dates to the 1420s and was rebuilt at a time of great prosperity for the merchants of Lynn. An unusual survivor is the group formed by Nos. 6-14 even St James' Street, a long row of single cell, two storey buildings (now somewhat altered) which was built in c1450 with a ground floor shop with an unheated chamber or solar above. Thoresby College of c1511 is probably the last (surviving) building to be erected in the St Margaret's area before the Dissolution of the 1530s.



Clifton House, Queen Street



Hanse House, St Margaret's Place



Nos. 6-14 even St James' Street

Of equal significance are the remains of the two priories of which the parish church of St Margaret's is the most obvious. Whilst the present building dates to a 13th century rebuilding, and has been altered since, it sits on the site of the earlier church which was constructed in c1101 and around which the new Benedictine priory was subsequently established. Other surviving remnants of the priory can be seen at Nos. 12-20 consec. Priory Lane. This is a former monastic range which dates to the 15th century and was converted into houses after the Dissolution and then further altered and restored in 1975. After the Dissolution, substantial numbers of other priory buildings in King's Lynn were either demolished or converted for alternative uses. Within Tower Gardens can be seen the last remaining fragment of the Greyfriars priory, founded in c1230. This tall structure was the central tower of the Greyfriars Church and was built in the 15th century on an earlier base. In 1911 a Saxon cross dating to the 9th or 10th century was placed underneath the tower but it has since been moved to King's Lynn Museum for reasons of safety although it is currently (December 2013) being restored off site by specialist conservators. St Margaret's Priory passed to the Dean and Chapter of Norwich Cathedral, successors to the Cathedral Priory, in the 1530s and the property and land remained with the Diocese until 1886. Greyfriars Priory was taken into the ownership of the Crown in the 1530s before eventually being purchased by Lynn Corporation, presumably also in the late 19th century.

The Conservation Area also includes a number of 16th and 17th century buildings of note, some of which were refronted or altered in the 18th or 19th century, so their original date of construction is not evident from

the street. These buildings were in a variety of uses, and include some mid-16th century warehouses in King's Staithe Lane, which appear to have been built to service Clifton House; No. 29 Queen Street, an early 17th house with a late 18th century front; Friarscot in Church Street, another house of c1530; and several houses in Nelson Street, again probably developed on land which was once part of the priory, so post-dating the 1530s. Nos. 2-10 Nelson Street are properties which were acquired by the priory in 1487 and then let out, retaining that status under the Dean and Chapter after the 1530s. Except for Nos. 2-4 they have all been re-fronted or rebuilt in the 18th or 19th centuries.

During the 18th century, Lynn continued as a relatively successful port and the quality and number of the new buildings in the St Margaret's area bears testimony to this. New Assembly Rooms were added to the Guildhall in 1766, and soon afterwards, in 1784, a new gaolhouse, court and prison were built on the adjoining site. A new banking hall was built in 1782 next to Bank House on King's Staithe Square, a possibly late 17th century house which was remodelled and extended in the early 18th century. New warehouses were built, including what is now called the Sommerfeld and Thomas Warehouse on South Quay. At about the same time, a warehouse which forms the east range to Hanse House was built, possibly when the Hanseatic League sold the property in 1751. Within the immediate vicinity of The Minster, a number of prestigious new houses were built such as Ladybridge House in Nelson Street and No. 25 Queen Street. Clifton House, which had been extended and altered throughout the previous 400 years, was refronted and given an impressive doorcase in 1709.



The Sommerfeld and Thomas Warehouse, South Quay



Bank House, King's Staithe Square



Nos. 14-20 Nelson Street

This incremental change continued throughout the 19th century, with both new structures being built and existing buildings being refronted or upgraded. Many of the buildings in the High Street, Tower Street and parts of St James' Street appear to date to this period, replacing the buildings shown on the late 17th century map. A new theatre, the Theatre Royal, was built in 1815 on the site in St James' Street now occupied by the Bingo Hall, and in Nelson Street, Nos. 14-20 were built in 1819 and provide one of the few examples of a planned terrace in the Conservation Area.

The coming of the railway in the 1840s encouraged further new investment, such as the construction of The Maltings at the southern end of Nelson Street in 1868, this building supporting the local brewing industry. A new Town Hall was added to the group formed by the Gaolhouse and Guildhall in 1895, the front elevation of the new building carefully mimicking the chequer pattern of the medieval building next door.

At the turn of the 20th century, two very important buildings were constructed – the Carnegie Library in Tower Gardens in 1904 (opened in 1905), and the Burkitt Homes Almshouses in Queen Street, built in 1909. In the 1920s and 1930s there was further development in the area, mainly in the Tower Street/ Tower Place area, with more industrial and commercial buildings. In 1936 the Theatre Royal was demolished following a fire and the current Bingo Hall built in its place as a cinema in 1938. This forms a group with other buildings in the immediate vicinity of a similar age. The Majestic Cinema (1927) in Tower Street and the current Debenhams store in the High Street are further buildings of the same period.

There has been little development in the Conservation Area since the 1930s apart from the Police Station of 1953, some 1960s shops and offices in the High Street and Tower Street, and some new housing in Baker Lane, built in a quadrangle form but centred on the former corn store. This is an eight storey building, now much altered, which probably dates to c1900. There has been further new housing, in a neo-Georgian style, along both the north-western and eastern sides of Queen Street, but the sites are relatively small so the visual impact of these new developments is relatively muted. Hanse House was sold by the County Council in 2012 and is now in private ownership.

4.2 Scheduled monuments

There are two scheduled monuments in the Conservation Area, Greyfriars Tower and the Guildhall. Both of these are also listed Grade I.

4.3 Listed buildings

There are over 90 listed building entries for the St Margaret's Conservation Area. Of these, there are seven entries at Grade I, fifteen entries at Grade II*, and seventy entries at Grade II.

The Grade I listed buildings are:

- Hanse House, St Margaret's Place
- No. 17 (Clifton House) Queen Street
- Nos. 31 and 33 (Thoresby College) Queen Street
- Nos. 1, 3 and 5 (Hampton Court) Nelson Street
- St Margaret's Church, now a Minster
- Trinity Guildhall, Saturday Market Place
- Greyfriars Tower, Tower Gardens

The Grade II* listed buildings are:

- Nos. 1, 2 and 3 Purfleet Place
- Bank House, King's Staithe Square
- No. 25 Queen Street
- No. 29a and 29b Queen Street
- No. 1 St Margaret's Place
- No. 2 St Margaret's Place
- No. 9 Nelson Street
- Nos. 11 and 13 (Burnham House) Nelson Street
- Nos. 15 and 17 Nelson Street
- No. 19 (Oxley House) Nelson Street
- Nos. 17 and 18 Church Street
- Nos. 12-20 consec. Priory Lane
- Marriott's Warehouse, South Quay
- Gaolhouse, Saturday Market Place
- Saxon Cross, now in the King's Lynn Museum

The highest concentration of listed buildings is in the western part of the Conservation Area, facing Queen Street, the Saturday Market Place, Nelson Street and Priory Lane. The listed buildings include late medieval houses and their associated former warehouses, which date to the 14th, 15th and early 16th centuries, the Parish Church of St Margaret's, the 15th century Guildhall, the adjoining 18th century Assembly Rooms and Gaolhouse, and the late 19th century Town Hall, which form a group of particular merit. There is also a large number of prestigious houses of the 18th and some of the 19th century, some being a remodeling of earlier structures. Some of these retain particularly good interiors which have been recorded on the list description and are listed Grade II*. More unusual listings include the 19th century cast iron cannon in St Margaret's Lane, which is used as a traffic bollard, and



No. 2 St Margaret's Place



Nos. 17 and 18 Church Street

the Majestic Cinema in Tower Street, a purpose-built cinema of 1927. Further information about individual listed buildings is provided in Chapter 5 Character Areas.



Back of Nos. 12-20 consec. Priory Lane



No. 9 Nelson Street



Nos. 11 and 13 Nelson Street

4.4 Locally listed buildings

There are currently no locally listed buildings in the St Margaret's Conservation Area although the previous Appraisal provided a list of structures which might be considered for local listing. Pending the agreement of an approved list of criteria for local listing by the Council, this Appraisal has identified a number of buildings, marked on the Management Proposals Map, which should be considered for local listing at some stage in the future.

4.5 Positive buildings

The Conservation Area contains a number of unlisted historic buildings which are considered to make a positive contribution to the character and appearance of the Conservation Area. Most of the 'positive' buildings in the St Margaret's Conservation Area are 19th or early 20th century buildings which retain most or all of their original architectural details and materials. Where these features have been lost or heavily altered, and restoration is not practicable, they are not considered to be 'positive'. Similarly good quality buildings in a derelict state are not considered to be 'positive' although they could be once restored. Together, these buildings make an important contribution to the special interest of the Conservation Area and they should be protected from demolition or inappropriate alteration or extension.

4.6 Building styles, materials and colours

The historic buildings in the St Margaret's area are built in a variety of materials, with limestone from Northamptonshire (or further afield) for the early

monastic buildings, Snettisham carstone for priory and later medieval structures, timber-framing for the 14th, 15th and 16th century houses and warehouses, and, from the 15th century onwards, the almost universal use of brick. This must have been encouraged by trade with the Netherlands where brick makers were more advanced in their methods of production, and this knowledge presumably found its way back to King's Lynn via the trade between the two countries. Many of the buildings between South Quay, Queen Street and Nelson Street are therefore built from local bricks – these tend to be long and thin and a deep plum colour.

Building styles vary from late medieval vernacular houses and associated warehouses, built from timber framing, stone or brick, with steeply pitched roofs and small windows, to the more grandiose houses of the 18th or 19th centuries, with more 'polite' Georgian frontages – large sash windows, good quality doorcases, and string courses and cornicing. Very early (15th century) timber-framed structures can be seen in Nelson Street and St James' Street. The former priory buildings in Priory Lane (Nos. 12-20 consec.) date to the mid-15th century and are built using brick with some limestone and carstone. Because many of the older houses in the Conservation Area have been refronted in the 18th or 19th century, visible examples of early doors and windows are limited although there are some very good 17th or early 18th century mullioned and transomed windows in Nelson Street – No. 9 (which also has a late 15th century door) and Nos. 11/13 Burnham House. Some of the timber-framed houses, such as Hampton Court (Nos. 1, 3 and 5 Nelson Street) have been painted in limewash, in this case, a deep orangey-ochre colour.

Handmade clay tiles appear to be the principal roofing material for most of the buildings in the Conservation Area prior to the 19th century, their early use allied to the development of a local brick industry from the 15th century onwards. Thatch would have been prevalent at one time but its use was banned as a safety measure. Curving clay pantiles can be seen on the Sommerfeld and Thomas warehouse, on Thoresby College, on the roofs of the listed buildings facing Church Street, and on the roofs of more secondary buildings such as outbuildings. From the mid-19th century onwards, Welsh slate became more readily available and this led to the roofs having lower pitches. This can be seen more obviously in some of the buildings in the High Street or Tower Street. In some locations, such as Thoresby College, the steeply pitched roofs have dormer windows with long, gently pitched roofs which almost follow the roof line – a typical detail in this part of East Anglia.

4.7 Shopfronts

Twelve well preserved shopfronts in the Conservation Area have been identified which can be found in the Saturday Market Place, St James' Street and Tower Street. These largely date to the late 19th or early 20th century. They are built from timber and retain original features such as moulded front doors, their original moulded window mullions, classically-inspired pilasters and capitals, and moulded cornicing over the fascias. Nos. 2 and 4 St James' Street retains some historic curved glass. Most, but not all, are located in listed buildings so they have additional protection. The future enhancement of shopfronts is considered in the Management Plan.



Rear elevation of Thoresby College



Historic shopfront in the Saturday Market Place



Traditional shopfronts in Tower Street, some of them historic

5 CHARACTER AREAS

These Character Areas have been identified to enable a more detailed analysis of each part of the St Margaret's Conservation Area to be carried out. Each separate area is considered in terms of its location, historical development, the principal buildings, and public realm features. Most importantly the negative features, which will be carried forward into Chapter 6 Issues for the future management of the conservation area have been identified and described. A summary of the special significance of each Character Area is also included.

The seven Character Areas are:

» *Character Area 1:*

Purfleet Place, King's Staithe Square and South Quay

» *Character Area 2:*

Queen Street and Baker Lane

» *Character Area 3:*

The Saturday Market and St Margaret's Place

» *Character Area 4:*

Nelson Street and Priory Lane

» *Character Area 5:*

High Street

» *Character Area 6:*

St James' Street west and Tower Street

» *Character Area 7:*

St James' Street east, Tower Place, Tower Gardens and Millfleet

5.1 Character Area 1: Purfleet Place, King's Staithe Square and South Quay

Location and uses

Purfleet Place and South Quay provide the river frontage to the St Margaret's Conservation Area. To the north, Purfleet Place looks across at Purfleet Quay, the dominant, Grade I listed Custom House and towards King Street, which leads up to the Tuesday Market Place. South Quay is a large open space which forms the western boundary to the Conservation Area and looks out over the River Great Ouse to West Lynn. Of note are the views westwards over the river and glimpses eastwards into the back courts and gardens of the houses which face Queen Street, St Margaret's Place and Nelson Street, although these are often blocked by buildings. Also interesting are the narrow alleyway (King's Staithe Lane) leading to Queen Street, and the historic warehouses, now largely converted into apartments, which line this way through. Uses are mixed, with a hotel in Bank House, a café/restaurant, bar and meeting rooms at Marriott's Warehouse, and in the Hanse House, but with mainly residential for the rest. Other commercial businesses have gradually closed and it appears that residential uses are incrementally becoming the norm.



South Quay



Corner of King's Staithe Square



King's Staithe Lane



South Quay showing view to lookout tower of Clifton House

Historical development

Purfleet Place and King's Staithe Square is shown on the 1686 map but not South Quay which appears to have been created on reclaimed land in the late 19th century, as the map of 1830 shows the warehouses abutting directly onto the river.

Buildings

This part of the Conservation Area retains some early warehouses which connect through to the residential properties facing Queen Street, St Margaret's Place and Nelson Street. The most important buildings are:

» Bank House Grade II*, and the adjoining former banking hall Grade II

This is a unique group, with a possibly late 17th century house which was extensively altered in the early 18th century, and to which a banking hall was added in 1782. Of note are the very extensive brick-lined cellars. The materials are a deep red brick and the style is Georgian, with a very fine symmetrical façade to the north-facing elevation facing King Staithe Square. The railings are separately listed Grade II.

» Marriott's Warehouse Grade II*

This was possibly built for the Hanseatic League in the early 14th century using ashlar blocks with a 15th and 16th century upper floor. The list description suggests that it once stood on a small island in the Ouse estuary and was connected to the shore by a short causeway. Originally one storey high, it has been incrementally extended upwards and has a 20th century roof structure.

Sommerfeld and Thomas Warehouse Grade II

This buff brick three storey building dates to the mid 18th century and retains seven symmetrical bays with loading bays and small casement windows, currently shuttered. The roof is covered in clay pantiles. At the back is a large modern warehouse, concealing sixteen metres of early walling to the Hampton Court warehouse of the 16th century with a blocked two light window.

Public realm

The whole area was comprehensively re-landscaped in around 2000 as described in Chapter 3. Some traditional paving remains in King's Staithe Square, King's Staithe Lane, College Lane and St Margaret's Lane.

Significance/special interest

- Attractive location on the banks of the River Great Ouse with notable views westwards over the river and eastwards over the rooftops to the towers of The Minster and the lookout tower to Clifton House
- Historic quay although most of South Quay was built on reclaimed land in the 19th century
- Comprehensive landscaping scheme has provided simple but robust public realm features
- Glimpses to the backs of the mainly listed buildings and former warehouses facing Queen Street, St Margaret's Place and Nelson Street

- Key buildings are Bank House, Marriott's Warehouse and the former Sommerfeld and Thomas Warehouse
- King's Staithe Lane, College Lane, St Margaret's Lane and Devil's Alley retain the character of medieval alleyways and are closely contained by mainly historic buildings

Negative features

- The Sommerfeld and Thomas Warehouse is vacant, boarded up and at risk
- The adjoining site, once the location of historic buildings which have been demolished, is in need of sensitive redevelopment
- Devil's Alley, which passes through this site, should be upgraded as part of any new development
- A certain amount of traffic, some of it looking for parking spaces along South Quay
- Some 20th century development, somewhat over-scaled for the setting

5.2 Character Area 2: Queen Street and Baker Lane

Location and uses

Queen Street is a long curving street which connects King Street, the Millfleet and the Saturday Market Place. It appears to be entirely in residential uses. The car park in Baker Lane is owned by the Council.



Door to Thoresby College



Door to Clifton House, No. 17 Queen Street

Historical development

The street is one of the earliest in Lynn and probably dates to the early 12th century. The earliest structure in the street is provided by the mid-14th century undercroft to Clifton House, which retains some 13th century features. Historic maps show built-up frontages on both sides, but on the east side this has largely been lost with some late 19th and early 20th century development, followed by late 20th century housing.



Entrance to Queen Street from the Saturday market Place



Nos. 22, 24 and 26 Queen Street

Buildings

Queen Street retains some very high quality houses on the west side of the street, some listed Grade I or II*. Whilst some of these were built as new buildings in the 18th century, some are refronted or altered buildings of much earlier date. These include:

» No. 17 (Clifton House) Queen Street Grade I

Clifton House is the finest of all of the houses in the Conservation Area and its history is closely linked to the 16th century warehouse which lies between it and the river along King's Staithe Lane, which has now been converted into apartments. The house was built as two hall houses partly over an undercroft, sections of which date to the 13th century. There were later alterations in the 16th and 17th century, and then a major upgrading in 1709 when the present barley-twist columns were added to create a new more prestigious entrance. Whilst the frontage is apparently early 18th century, there is much earlier fabric inside. A particular feature is the Elizabethan brick look-out tower, the only surviving example in Lynn. This is a major feature in views towards Lynn from West Lynn.

» No. 25 Queen Street listed Grade II*

No. 25 is a fine mid-18th century house with a good interior including the original staircase. It is built from brown brick with red brick dressings and has Georgian sash windows to the street and a timber modillion eaves cornice.

» Nos. 29a and 29b Queen Street listed Grade II*

This building dates to the early 17th century on an earlier plot and has a mid-18th century frontage to Queen Street. An extensive warehouse range dating

to c1650 originally ran westwards towards the quay and then back again slightly to the south to form a courtyard. This was partly demolished in 1982 leaving the range closest to the river free-standing. The present plan follows the medieval layout with a street front which probably had a shop with a chamber over it, and a hall one side with a kitchen and solar on the other.

» *Thoresby College Grade I*

Thoresby College was built in 1511 to house thirteen chantry priests attached to the Trinity Guild. The structure is two storeys high and is faced in orange brick with quadrangle plan form. Although the Queen Street elevation has 18th century sashes, the timber front door is original and has tracery decoration and a smaller pedestrian door within it. The conversion of the building to residential uses in 1964 has resulted in a high degree of alteration.

Public realm

The pavements are covered with concrete slabs with wide granite kerbs, and the street lights are fixed directly to the buildings. Obtrusive 'no parking' yellow lines have been added on both sides of the carriageway due to the narrowness of the road.

Significance/special interest

- Queen Street is an attractive gently curving road of probably 12th century origins, connecting the Saturday Market Place to the Tuesday Market Place
- Continuous frontages of listed buildings (four listed at Grade I or II*) on the west side without any front gardens

- The survival of a number of medieval merchants' houses and warehousing, the most important of which is Clifton House which retains some 13th century fabric
- Thoresby College is early 16th century in date and is built around a quadrangle
- Burkitt's Almshouses on the east side of Queen Street are early 20th century Gothic, with notable frontage railings
- The former granary in Baker Lane car park has been imaginatively converted into new housing as part of the adjoining residential development

Negative features

- The concrete paving slabs, modern street lights, and wide yellow 'no parking' lines would all benefit from improvements
- The Baker Lane car park to the east of Queen Street would benefit from general enhancements including improvements to the rear boundaries of the properties which are located around it

5.3 Character Area 3: The Saturday Market Place and St Margaret's Place

Location and uses

This forms the centre of the medieval town although today commercial activity is more focused in the Tuesday Market Place and the modern Vancouver

Shopping Centre to the north. The buildings around the church are now in very mixed uses with some shops, a small hotel, some houses and some restaurants or public houses.

Historical development

The first church was built in c1101 and Benedictine priory was first established soon afterwards. The church was rebuilt in the 13th century and then altered and rebuilt at several later stages. A market charter was granted at the same time so there must have been markets (and therefore buildings) around the church from an early date. Apart from the church, the next earliest building is the Guildhall of 1421. Other buildings on the north side date to the 18th and 19th centuries. On the west side, the continuation of Queen Street is called St Margaret's Place, and this contains buildings of which the earliest dates to the late 15th century (No. 1).

Buildings

This Character Area contains six buildings listed at Grade I and II*, the highest concentration in the Conservation Area. The principal building complex is provided by the group on the north-west side of Saturday Market Place comprising the Town Hall, Assembly Rooms, Trinity Guildhall, and the Gaolhouse, of which the last two are listed Grade I or II*. On the west side of St Margaret's Place are four buildings, all listed, of which three are listed Grade I or II*. St Margaret's Church (now a Minster) itself is listed Grade I.



St Margaret's Church "The Minster"



Saturday Market Place to east of junction with the High Street



The Trinity Guildhall

» *Town Hall Grade II*

The Town Hall was built in 1895 by Tree and Price of London. The building is faced in stone and flint in a chequer-pattern to mimic the adjoining Guildhall, and has a slate roof and cupola above providing a focal point. The style is Elizabethan and Gothic Revival.

» *Trinity Guildhall Grade I*

The Guildhall was completed in 1428 when the first stage, to provide a meeting hall above a store, was completed. It was built by the Trinity Guild, formed by local merchants to further their business interests. In 1624 a second building was added to the west of a smaller footprint to provide a new entrance and further offices. The earlier section has a tall Perpendicular window facing the street, and the later section has a central entrance with stone embellishment including the coat of arms of Queen Elizabeth I. Of note is the flint and stone chequer-work on both fronts which were copied by the designers of the adjoining Town Hall.

» *Assembly Rooms Grade II*

The Assembly Rooms were added to the Guildhall in 1768 in gault brick. The relatively plain exterior of the building can only be seen from the Baker Lane car park, and is two storeys high and five bays long.

» *The Gaolhouse Grade II**

The Gaolhouse was built in 1784 to the immediate east of the Guildhall as a courthouse and prison, and now houses offices and a small museum. It has a three storeys high gault brick elevation facing the Market Place with ashlar dressings, under a plain tiled roof. The symmetrical building has rusticated quoins and string

courses between each floor; and a central rusticated entrance bay rising two storeys high and ending in a pediment.

» *St Margaret's Church "The Minster" Grade I*

A church was built soon after 1101 when the first Benedictine priory was established, but this was rebuilt in the 13th century and has a mainly 15th century limestone exterior. The central lantern and south-west spire collapsed in 1741 after which there was a large amount of internal rebuilding between 1745 and 1746. The building was restored by Scott in 1875. The twin west towers are one of Lynn's most notable landmarks.

» *No. 1 St Margaret's Place listed Grade II**

The oldest part faces College Lane and dates to the 15th century and has a mid-17th century gable facing the Market Place. The adjoining elevation has symmetrical Georgian frontage, five bays wide with tall sash windows and a centrally placed front door with an Ionic doorcase and fanlight. This building is used as offices and fronts a very large Magistrates' Court and associated offices which date to the early 1980s and which fronts (or rather backs) onto South Quay.

» *No. 2 St Margaret's Place Grade II**

No. 2 is a 17th century two storey building with low eaves and a pitched roof facing the Market Place, with 18th century sash windows. The undulating brickwork laid in English bond on the front elevation suggests its earlier date as does the large entrance on the right which leads through to a rear courtyard. Recent repairs have exposed some timber framing and a large chimney stack which may suggest an even earlier date.

» *St Margaret's Vicarage, St Margaret's Place Grade II*

Whilst only listed Grade II, this early 19th century building is a notable building within the Conservation Area partly because it has a side garden with planting and trees which are partly visible from the street, and because it has very well detailed and symmetrical elevations in a plum coloured brick with Georgian details and a slate roof. The tall boundary wall is separately listed.

» *Hanse House, St Margaret's Place listed Grade I*

This very substantial building was built as a warehouse and domestic quarters around a quadrangle in c1475 as the Hanseatic Steelyard, although the east range which was the domestic quarters and faced St Margaret's Place (St Margaret's House) was rebuilt in the mid-18th century, possibly when the Hanseatic League sold the building. It was restored in 1970 and converted into offices for Norfolk County Council. The structure is timber-framed and brick with clay pantiles to the roof.

Public realm

There is traditional pebble paving around the north side of the church, and some areas of York stone to the access pathways. Otherwise the pavements are narrow and covered in concrete slabs. The street lights are modern lamps fixed to the buildings. Modern steel bollards are well designed and in keeping. The church is flood-lit at night.

Significance/special interest

- This Character Area represents the earliest planned development of King's Lynn in 1101 when the Benedictine priory was established



The Vicarage, St Margaret's Place



Nos. 1 and 2 Nelson Street

- Outstanding collection of historic buildings in a very small area, several listed Grade I or II*
- The focal point created by The Minster (listed Grade I) and its churchyard
- The tightly packed buildings on the backs of the pavements, with very few visible gardens or trees apart from the trees and grass to the south side of The Minster
- The Guildhall, Gaolhouse and Town Hall make a major contribution to the setting of the church and to the quality of the spaces around the church
- The Guildhall is a scheduled monument and is listed Grade I

Negative features

- The parked cars in the Saturday Market Place, adversely affecting the setting of the Guildhall and The Minster
- The parked cars in the informal parking area within the churchyard to the south of the Church
- The busy traffic through the Saturday Market Place
- The poor quality surfaces to the parking area around the Church
- The poor quality pavements
- Some of the buildings facing the Saturday Market Place are in need of repair or maintenance
- Some poor quality shopfronts

5.4 Character Area 4: Nelson Street and Priory Lane

Location and uses

Nelson Street and Priory Lane form the south-west corner of the Conservation Area, immediately to the south of The Minster. The southern boundary is provided by the Millfleet.

Historical development

Much of the land between Nelson Street and The Minster formed part of the land of the Benedictine priory as confirmed by the surviving buildings in Priory Lane. The buildings between Nelson Street and the river date to the early 14th century onwards with some particularly fine examples of 18th century town houses. The close location of the Maltings (parts of which are dated 1868) to these prestigious houses in Nelson Street suggests that by the late 19th century, this part of the town had lost its social standing, a decline which clearly continued well into the middle of the 20th century when Hampton Court was saved from ruin by a local benefactor and the King's Lynn Preservation Trust.

Buildings

The largest and most prestigious houses, many of medieval origins, lie on the west side of Nelson Street between the street and the river. The houses on the east side are more modest and mainly date to the late 18th or 19th century although many are earlier buildings which have been refronted. Nos. 2-4 are the best preserved with jettied frontages. Nos. 14-20

Nelson Street (dated 1819) are unusual in that they provide the only example in the Conservation Area of a cohesive terrace built as a whole. Priory Lane is notable for the surviving range from the priory (Nos. 12-20 consec.) which dates to the mid-15th century.

» Nos. 1, 2 and 3 (Hampton Court) Grade I

Hampton Court is named after the 17th century baker John Hampton and is a four range structure arranged around a courtyard with four distinct building periods. The earliest part of the building is the south range which dates to the early 14th century and contained the hall. The west wing was probably built as a warehouse and faced the river but by the 17th century the river had receded and the building was converted into a house. The east wing is timber-framed and jettied, and investigations have confirmed that it was probably built with ground floor shops facing the street. This has now been limewashed a bright orangey-ochre colour. The north wing appears to date to the 17th century when the whole complex was modernised. The different elements of the building are built in stone,



No. 19 Nelson Street (Oxley House)

timber-framing and brick, with plain tiled roofs. The building fell into dereliction and was purchased by a local benefactor who restored two of the four ranges in the late 1950s, the other two being completed by the King's Lynn Preservation Trust in 1960. In 1962 it was converted into flats.

» No. 9 Nelson Street Grade II*

This is another building which was probably once built around a courtyard although only the street front remains. It dates to the late 15th century although it was extensively rebuilt in the 19th century. Whilst the original structure was probably timber-framed, the frontage today retains a gault brick ground floor with a rendered (and jettied) first floor. The steeply pitched tiled roof, first floor 17th century mullioned and transomed windows, and 19th century sash windows with their original shutters behind are all of note. The very fine late 15th century door is highly decorated and retains an image of a pelican – the town's badge at the time. It is now a solicitors' office.



Nos. 12-20 consec. Priory Lane

» *Nos. 11 and 13 (Burnham House) Nelson Street with attached walls Grade II**

Now two properties, this building was a courtyard plan structure of the late 15th century which was divided at an early date and remodelled in c1700. The first floor is brick, with similar brick to the ground floor of No. 11 only, this brick being moulded at first floor level. No. 13 has a painted plaster ground floor. The windows are a mixture of mullioned and transomed windows with leaded lights of c1700 and probably slightly later sashes, plus one small casement. There are doorcases to both of a similar date, and a carriage entrance on the south end which leads through to Devil's Alley and on to South Quay. Although not obvious from Nelson Street, the buildings retain many features of the original build including a 15th century basket arch to the west end of the carriage way.

» *Nos. 15 and 17 Nelson Street Grade II**

This building dates possibly to the 17th century but was heavily rebuilt and refronted in c1740. The front elevation is a tall and impressive three storeys high and six bays wide, so the grand stone-lined Tuscan doorcase is off-centre. Each corner is defined by rusticated stone quoins which match the doorcase. The ground floor windows are rather odd nine over six sashes. The roof is concealed by a brick parapet over a modillion eaves cornice.

» *No. 19 (Oxley House) Nelson Street Grade II**

Whilst the front of this high status house dates to the early 18th century, the building behind it retains elements of the 17th century. The painted two storey front is symmetrical, with a central entrance defined

by engaged Doric columns supporting a segmental parapet and containing a six panelled door. This is reflected in the small pediment above which rises out of a timber modillion eaves cornice. Inside, there are features of the 17th century such as a plank and muntin screen and parts of an attic staircase.

» *The Maltings, Nelson Street Grade II*

This was a maltings and warehouse and part of it is dated 1868. It is two or sometimes three storeys high and is built from the local brick, parts of which are painted. It was converted into flats and offices in the 1980s.

» *Ladybridge House, Nelson Street Grade II*

This building retains early 18th century features with additions of the mid to late 18th century. It is built from brown brick with red brick dressings, is two storeys high and four bays wide. The front door is framed by a timber doorcase comprising a pair of engaged fluted Roman Doric columns supporting an open pediment above a frieze. The garden wall, a major feature as Nelson Street curves around to join Church Street, is separately listed Grade II. Ladybridge House is important as one of the area's few purpose-built (rather than rebuilt) houses of this period.

» *Nos. 2 to 4 Nelson Street Grade II**

This building, once a shop and a public house, is now a private dwelling. It forms part of a longer group of houses which were purchased by the priory in 1487 with sitting tenants and then let out. This use is confirmed in a document of 1532. The structure is timber-framed with some brick, now rendered and

colour washed. The first floor jetty facing Nelson Street is a particular feature with a coved underside which hangs out over the pavement. The north-west corner reveals a dragon post at first floor level with a carved screen, possibly representing the Annunciation, to the inside. The roof is covered in plain clay tiles.

» *Nos. 12-20 consec. Priory Lane Grade II**

This once formed part of the monastic range belonging to the Benedictine priory of St Margaret. The building probably dates originally to the 14th century but the accounts of 1445-48 record the construction of new hall. The building was altered in the 18th century to provide a number of small cottages – this use being confirmed by a map dating to the 1840s. The group was again altered and restored by the Preservation Trust in 1973-4 to provide just six dwellings. The two storey external elevations are mainly brick with some ashlar and carstone, and the roof is covered in plain clay tiles. Most of the windows are 20th century.

» *Nos. 17 and 18 Church Street Grade II**

Located a few yards from the end of Nos. 12-20 Priory Lane, this is a building of similar provenance and dates to c1470. It appears to have been subdivided after the Dissolution and was refaced in the 18th century but retains 14th century elements to the rear. No. 18 is two storeys high, with a painted frontage, 19th century sashes, and a tall steeply pitched pantiled roof. No. 17 is wider, with a similar roof but with 18th century sashes and a simple probably early 19th century doorcase.

Public realm

Nelson Street: This retains large concrete slab pavements and wide granite kerbs. Street lights are generally fixed to the buildings, but the circular lantern outside Hampton Court is incongruous. There are wide yellow 'no parking' lines. Part of Devil's Alley is paved in traditional granite setts, but the rest is modern concrete.

Priory Lane: This retains a similar palette with large concrete slabs, wide tooled granite kerbs, and modern street lights fixed to the buildings.

Church Street: The pavements are made up from small concrete slabs with red granite narrow kerbs, and the standard modern street lights which can be seen throughout the town.

Significance/special interest

- Winding narrow streets with enclosed views although there are glimpses through small openings towards the river to the west
- Nearly all of the buildings are listed or considered to make a positive contribution
- Part of this Character Area lies over the site of the Benedictine priory, and this is confirmed by the survival of the former monastic range dating to the mid-15th century which survives in Priory Lane and has now been converted into residential accommodation

- Overall, a very high concentration of medieval buildings listed Grade I or II* including former merchants' houses and warehouses
- Hampton Court is the only quadrangle development with elements dating to the early 14th century
- The Maltings provides an unusually large and complete example of a late 19th century brewery complex, although the buildings have now been converted into apartments or offices

Negative features

This part of the Conservation Area is particularly well preserved and cared for, so there are few issues to resolve apart from:

- The poor condition of Devil's Alley and the site at the western end of it towards South Quay
- Improvements to the concrete slab pavement would be welcome, but the granite kerbs must be kept
- Possible improvements to the NCP car park off Church Street such as additional planting and better quality boundaries
- Residents report that repairs are needed to parts of Nos. 12-20 consec. Priory Lane

5.5 Character Area 5: High Street

Location and uses

The High Street runs parallel to Queen Street and King Street and connects the Saturday Market Place to the Tuesday Market Place. The modern shopping centre, the Vancouver Quarter, lies to the east of the more northerly part of the High Street. The southerly section of the High Street only lies within the St Margaret's Conservation Area and nearly all of the buildings are in retail, finance or similar commercial uses. Debenhams is a key contributor to the vitality of the street, occupying a wide frontage on the east side with rear access from the Regent Way car park behind.

Historical development

The High Street is shown on the late 17th century map and must have medieval origins, due to its role in connecting the two market places. However, none of the buildings in this part of the High Street are any older than the early 19th century, possibly because the commercial uses have resulted in a greater degree of change.

Buildings

This section of the High Street retains only six listed buildings, as well as some unlisted buildings dating to the late 19th or early 20th century which are considered to be suitable for local listing including the former Hogshead Public House, dating to 1898. The styles, ages, materials and quality of the buildings are very varied with some poor quality 20th century additions.



High Street



High Street



The southern end of the High Street

Of the listed buildings, the following are considered to be the most noteworthy:

» *Nos. 102 and 103 b High Street Grade II*

Nos. 102 and 103b comprise a 13 bay two storey block built from gault brick in the early 19th century. Although the composition is not readily evident, the central seven bays project forward. It is now four different units with varied shopfronts, some of them discordant in their visual impact.

» *Nos. 1 and 2 High Street Grade II*

Nos. 1 and 2 dated 1816 and are built from gault brick with slate roofs and well designed shopfronts, parts of which date to the early 20th century. These buildings turn the corner into the Saturday Market Place so they are particularly important.

Public realm

Overall, the public realm in this part of the Conservation Area is poor. The street has been pedestrianised in the past, but the concrete paviors and concrete block paving



The High Street looking north

(Tegula) is in poor condition and needs upgrading. There are small amounts of historic granite kerbs, which should be retained or reused in any enhancement scheme. The 1960s planters and bicycle racks also need to be replaced. The litter bins are standard bins painted the King's Lynn sage green. The street lights are mixed but include cast iron historic standards painted sage green with modern, probably 1960s lanterns, which are not unattractive.

Significance/special interest

- Historic route lined with buildings of mixed ages and quality
- Some good quality late 18th or 19th century buildings, several of them listed Grade II
- A few of the unlisted but positive buildings may be of sufficient interest to merit local listing

Negative features

- Some vacant buildings at risk, namely the former Hogshead Public House
- Poor quality public realm
- Garish and poorly designed modern shopfronts
- Underused or vacant upper floors
- Redundant signage and wiring on the buildings
- Poor quality security shutters
- Some very poor quality infill development, probably of the 1960s

5.6 Character Area 6: St James' Street west and Tower Street

Location and uses

St James' Street links the east end of the Saturday Market Place with Tower Gardens and the London Road. Uses are mainly commercial on the ground floors although there are flats over many of the shops. There are also the RAOB Social Club, a public house (the White Hart), several hairdressers, a launderette, and a shop specialising in produce from Eastern Europe. Tower Street leads northwards and connects St James' Street to the modern shopping centre (Vancouver Quarter). Most of the buildings are shops with flats above.

Historical development

St James' Street is a medieval route which once led to the Greyfriars priory. It retains one group of buildings dating to the mid-15th century although the majority of the buildings date to the 19th century or later. Tower Street retains one timber-framed listed building of the late 15th century (No. 21) and one late 18th century house (No. 29 – Whincop House) which might be 17th century in origin, otherwise the buildings are largely of the 19th century with some modern infill.

Buildings

The quality of the buildings is very mixed with some Grade II listed buildings grouped with a number of reasonable quality 19th century buildings, most of which are considered to be positive in their contribution. Nos. 9 and 11 Tower Street retain some attractive

shopfronts, based on historic precedent, which could be copied elsewhere. Original historic shopfronts can also be seen in St James' Street. Virtually the whole of the south side of this part of St James' Street is listed.

The most important listed buildings are:

» Nos. 6-14 even St James' Street Grade II

These are the most significant buildings in this Character Area. Dating to the mid-15th century they appear to have been built as shops, with a small ground floor room to the street with an unheated solar or chamber above. Although they have been much altered, they provide a rare example of this building type. Although the timber-frame is largely concealed by later external plaster, the jettied front suggests their original method of construction.

» The Majestic Cinema, Tower Street Grade II

This was built in 1927 in a freely interpreted mix of Jacobethan and Baroque details, using brick with reconstituted stone. The corner clock tower is a major landmark in the area.

» No. 21 Tower Street Grade II

This was built in the late 15th century as a house and possibly had a shop at ground floor level, similar to the properties in St James' Street and also with a jettied front. The building was extensively restored in the 1980s.

» No. 29 (Whincop House) Tower Street

This mid-18th century house has a possibly 17th century core. It is built from dark red brick with a plain tile roof. Four bays wide, the front door is not symmetrical but retains a high quality panelled front door and the original mid-18th century doorcase with Corinthian pilasters and a delicate cast iron fanlight.



St James' Street west end



St James' Street west end towards the Saturday Market Place



The White Hart, St James' Street west



Tower Street



No. 21 Tower Street

Public realm

St James' Street: This retains very narrow pavements covered in large concrete slabs with narrow granite kerbs. The street lights fixed to the buildings. Parking is meant to be controlled by single yellow lines during the day but short-term parking appears to be popular.

Tower Street: Tower Street has been pedestrianised and repaved using concrete paviors and slabs. The overall effect is relatively simple and robust. The granite kerbs have been reused but not in situ. Street lights are modern and fixed to the buildings. There are standard litter bins, painted sage green, and some reproduction park seats, painted black. There are brick planters, possibly of the 1960s.

Significance/special interest

- Both streets are historic routes but their back boundaries are now contained by modern car parking
- St James' Street connects the Saturday Market Place to the site of the former Greyfriars priory, so the route must be of medieval origins
- It retains one group of particularly important Grade II listed buildings, Nos. 6-14 even, which are timber framed and were built as small shops in the late 15th century
- Over half of the buildings in this street are listed, but there has been some demolition and rebuilding
- There are some historic shopfronts as well as well detailed modern versions

- Tower Street has only three listed buildings, one of which dates to the late 15th century, but is otherwise lined with mainly 19th century houses with ground floor shops

Negative features

- Poor quality shopfronts, mainly in Tower Street
- The planters and street lights in Tower Street need replacing
- Some derelict buildings, particularly in St James' Street (Nos. 9-11)
- The backs of many of the buildings in St James' Street and Tower Street are easily visible from the public car parks and show a general need for repairs and improvements
- Tower Street has been bisected by the route of Regent Way, built in the mid-20th century to provide access to the backs of the properties in St James' Street and to the public car park



Whincop House, Tower Street

5.7 Character Area 7: St James' Street east, Tower Place, Tower Gardens and Millfleet

Location

This part of the Conservation Area forms the extreme south-east corner of the original medieval settlement. St James' Street has both retail and residential uses with some offices. Tower Place is in similarly mixed uses with a small garage and other commercial uses as well as two residential cottages. Millfleet retains an early 20th century school, now extended and used as a youth training centre. Tower Gardens is a pleasant public park which provides the Conservation Area with its only example of a 'green' public open space. The Carnegie Public Library is the main library for King's Lynn.

Historical development

St James' Street led originally to the Greyfriars priory, and, in the 18th century, to the workhouse which was located on the edge of town but within the town walls. The Greyfriars priory was established by Franciscan monks in the 13th century but was dissolved by Henry VIII in the 1530s. The only remaining feature is the former central tower of their church, now a repaired and consolidated ruin within Tower Gardens. This is listed Grade I and is a scheduled monument. The Carnegie Public Library was built facing London Road in 1904 and opened in 1905. The Gardens were created in 1911 to commemorate the coronation of King George V, and the three stone arches were erected at the same time from a demolition site in the Tuesday Market Place. Previously this block of land appears to have been almost vacant apart from the tower itself and the former Theatre Royal, dating to 1813, which

was demolished in 1936 following a fire and a new cinema built on the site which is now used as a Bingo Hall. A War Memorial was erected in Tower Gardens in 1921 and is now listed Grade II. Other Inter-war properties, some in commercial uses, stand nearby in Tower Place. The Gardens were relandscaped and upgraded in 2006.

An interesting feature, but outside the Conservation Area boundary, is the small Jewish cemetery on the south side of Millfleet, which has Grade II listed 16th and 18th century walls.



St James' Street east, north side



Tower Place



Greyfriars Tower and the War Memorial, Tower Gardens



The southern edge of the Conservation Area faces Millfleet



Detail of the Carnegie Library facing London Road

Buildings

None of the terrace of properties along the north side of St James' Street is listed but most of them are considered to make a positive contribution. Nos. 33-39 date to 1908. Currently vacant, this could be an imposing addition to the streetscene if carefully detailed. Beyond, Nos. 41-55 odd are a mixed group of 19th century building some of which may be earlier although the front facades have been altered. Some of these are in very poor condition. The Police Station lies on the adjoining corner and is a fine 1953 building which is almost unaltered and has neo-Georgian elevations typical of the period.

The most important buildings are as follows:

» *The Greyfriars Tower, Tower Gardens listed Grade I and a scheduled monument*

This dates to c1230 and was built as the central crossing tower of the Church of St Francis Priory of the Greyfriars Order. It was enlarged in c1300, but recent restoration revealed that the tower is a late 15th century (not late 14th century as quoted in the list description) addition to an earlier base. It is built using brick and carstone with ashlar dressings. The tower is notable for being the best surviving example Mendicant tower in the country exhibiting the under-tower north-south passage, with the exception of St Andrew's Church, Norwich.

» *Cross formerly beneath Greyfriars Tower Grade II**

Although it has been described as dating to the 13th century, the list description suggests that it is Saxon and dates to the 9th or possibly the 10th century. The stone

cross bears images of Christ on both sides. It has now been moved to King's Lynn Museum for safe-keeping.

» *Stone arches in Tower Gardens Grade II*

These three stone arches were removed from a 14th century house which faced the Tuesday Market Place until it was demolished in the early 20th century. They were rebuilt in the Gardens when the Gardens were laid out in 1911 and are built from flint and carstone with ashlar dressings.

» *War Memorial, Tower Gardens Grade II*

The War Memorial was designed by Oswald Milne and retains the names of men killed in both World Wars. It was first erected in Tower Gardens in 1921.

» *Carnegie Library Grade II*

This was built in 1904 to the designs of Herbert Green. The exterior is faced in cut carstone and red brick with terracotta dressings, and the roofs are tiled. It was largely financed by the American millionaire Andrew Carnegie who unusually attended the opening ceremony on 18 May 1905. The style is Gothic with Arts and Crafts influence.

Public realm

The pavements in this part of the Conservation Area are faced in large concrete slabs with narrow granite kerbs. The street lighting is provided by lanterns fixed to the building, or, in Millfleet, by tall steel standards. Tower Gardens is a notable public open space with well maintained hard and soft landscaping and a number of mature trees.

Significance/special interest

- Site of the former Greyfriars priory, of which only the tower of the church remains as the principal focal point in Tower Gardens
- The tower is a scheduled monument and listed Grade I
- Tower Gardens is an attractive public park with some mature trees which dates to 1911 – it has recently (2006) been upgraded and improved and now provides the only public green space in the Conservation Area
- Mixed early 20th century development along Tower Place and Millfleet
- Some interesting but unlisted 19th century buildings along the north side of St James' Street
- Other significant buildings are the Carnegie Library (Grade II) and the Police Station of 1953
- The Bingo Hall, built as a cinema in 1938, has the potential to make a much more positive contribution to the special interest of the area

Negative features

- Some vacant commercial properties
- The poor condition of some of the buildings on the north side of St James' Street
- The Bingo Hall needs some improvements
- Some poor quality Inter-war buildings in Tower Place
- Busy traffic along Millfleet, which is a dual carriageway

6 ISSUES FOR THE FUTURE MANAGEMENT OF THE CONSERVATION AREA

Based on the negative features identified in the Character Area analysis, the following issues are considered to be the most important matters to be addressed in the St Margaret's Conservation Area Management Plan:

6.1 Conservation Area boundary review

A number of small changes are proposed to the existing conservation area boundary so that the boundary more adequately reflects the area of special architectural or historic interest. These are detailed in the Management Plan.

6.2 The buildings of the Conservation Area

Statutory and local list review

The statutory list for the St Margaret's Conservation Area has been drawn up after detailed research including site inspections. This suggests that there is little need for further additions to the statutory list.

However, some of the unlisted buildings which are considered to be 'positive' are of particular merit and quality and pending the agreement of a list of criteria for local listing, a number of suggestions are included in the Management Plan for local listing which should be confirmed at a later date.

The control of unlisted buildings

There is already an Article 4 direction in force in the entire King's Lynn Conservation Area which covers alterations to unlisted family dwellings. This brings under planning control a number of minor changes which would otherwise be considered 'permitted development'. The scope for revising this direction, and the implications for property owners in the St Margaret's Conservation Area, is set out in the Management Plan.

6.3 Building condition, economic vitality and the role of grant aid

It has been noted that in various locations within the St Margaret's Conservation Area, buildings are vacant, poorly maintained, or in several cases, actually derelict. These tend to be commercial buildings in the eastern side of the Conservation Area, as the residential properties in the western side are generally well maintained and cared for. The influence of the large Vancouver Shopping Centre to the north of the Conservation Area has not always been positive in that it has drawn shoppers away from the shops in the Saturday Market Place, St James' Street, the southern part of the High Street, and Tower Street. The lack of a 'draw' and the poor visual appearance of some of the buildings in these streets is also affecting footfall adversely. Grant aid could reverse this decline but needs to be focused on the most visually important buildings and sites.

6.4 The protection of property boundaries and spatial qualities

Whilst the majority of buildings in the Conservation Area butt up to the back of the pavement, so there are no front boundaries, the rear boundaries are highly visible in a number of locations due to the intrusion of the modern public car parks. These buildings are mainly in low key commercial uses and many of them are severely neglected, which is obvious when the backs of the properties are seen from the public domain. Policies and actions to improve and enhance these privately owned boundaries are included in the Management Plan.

6.5 The public realm

The public realm varies throughout the Conservation Area. In the western side, there is good quality paving, street lighting and street furniture along South Quay and in King's Staithe Square and Purfleet Place. There has been some rationalisation of design and colour, such as the use of the sage green finger posts, sage green litter bins, and plain well designed street nameplates. Some very high quality traditional paving also remains in some of the narrow lanes which connect South Quay eastwards into the Conservation Area, as well as around The Minster.

However, parts of the Conservation Area, particularly the Saturday Market Place, High Street, Tower Street and St James' Street, would benefit from the removal of out-dated 1960s details and better quality paving and street lighting. Using the local community to carry out a public realm audit, identify issues, and suggest ways of improving the public spaces between the buildings, could be considered.

6.6 Traffic, parking and pedestrian management

Traffic flow around the Conservation Area is already limited by one way systems, but the availability of free parking spaces on South Quay has resulted in the generation of additional traffic as car owners search for unused spaces. Traffic therefore circulates up South Quay and back down Queen Street looking for parking spaces. Parking around The Minster is also in urgent need of review, as the current arrangement has a seriously adverse effect on the setting of the adjoining listed buildings and the general ambiance of the area. More pedestrian-only areas, or shared surfaces, might be advisable. In addition, there is little provision for cyclists and the roads tend to be dominated by cars. Overall, improving pedestrian flows, providing safer routes for bicycles, upgrading the quality of the pavements, controlling traffic, and reducing on-street car parking (where this impacts on pedestrians) could all be considered.

6.7 Sites and buildings for enhancement

A number of buildings and sites for improvement have been identified which are described in greater detail in the Management Plan. Whilst some of these are unlikely to happen without the use of grant aid, others might be achieved by general encouragement, the setting of higher design standards (for instance, with shopfronts) and by, where necessary, the use of enforcement action including the use of Section 215 Notices, Urgent Works Notices, and full Repairs Notices.

6.8 Advertising and shopfronts

Whilst the Conservation Area retains a number of well designed and well maintained traditional shopfronts, some of them historic, a large number of commercial premises have discordant, garish and poor designed shopfronts which could incrementally be improved as opportunities for their replacement present themselves. The adoption of detailed shopfront guidance would assist in the Council's control over these changes.

6.9 The design of new development

New development should be sympathetic to its context in terms of its scale, materials and details. It should also follow the existing pattern or grain of development, not obstruct important views, and not dominate buildings in the immediate vicinity. The uses within these new buildings should also be suitable for the area.

Whilst the St Margaret's Conservation Area is bounded by the River Great Ouse on one side, and by buildings or roads on the others, it still forms part of the cohesive whole which represents the town centre of King's Lynn. Although it has a distinct character created by its riverside location, the narrow winding medieval streets, and the very high quality of many of the buildings, this character could be threatened by poor quality development within it or around its edges. Opportunities for new development must be considered carefully and the effect of new buildings on the setting of the Conservation Area, and on views both into it and out of it, particularly taken into account.

6.10 Monitoring and community involvement

This document has been drafted following survey work in early October 2013 and is not intended to be exhaustive, so the omission of any particular feature or issue does not mean that it is of no importance. The early involvement of the local community has also been ensured by a walkabout with local stakeholders in late October 2013.

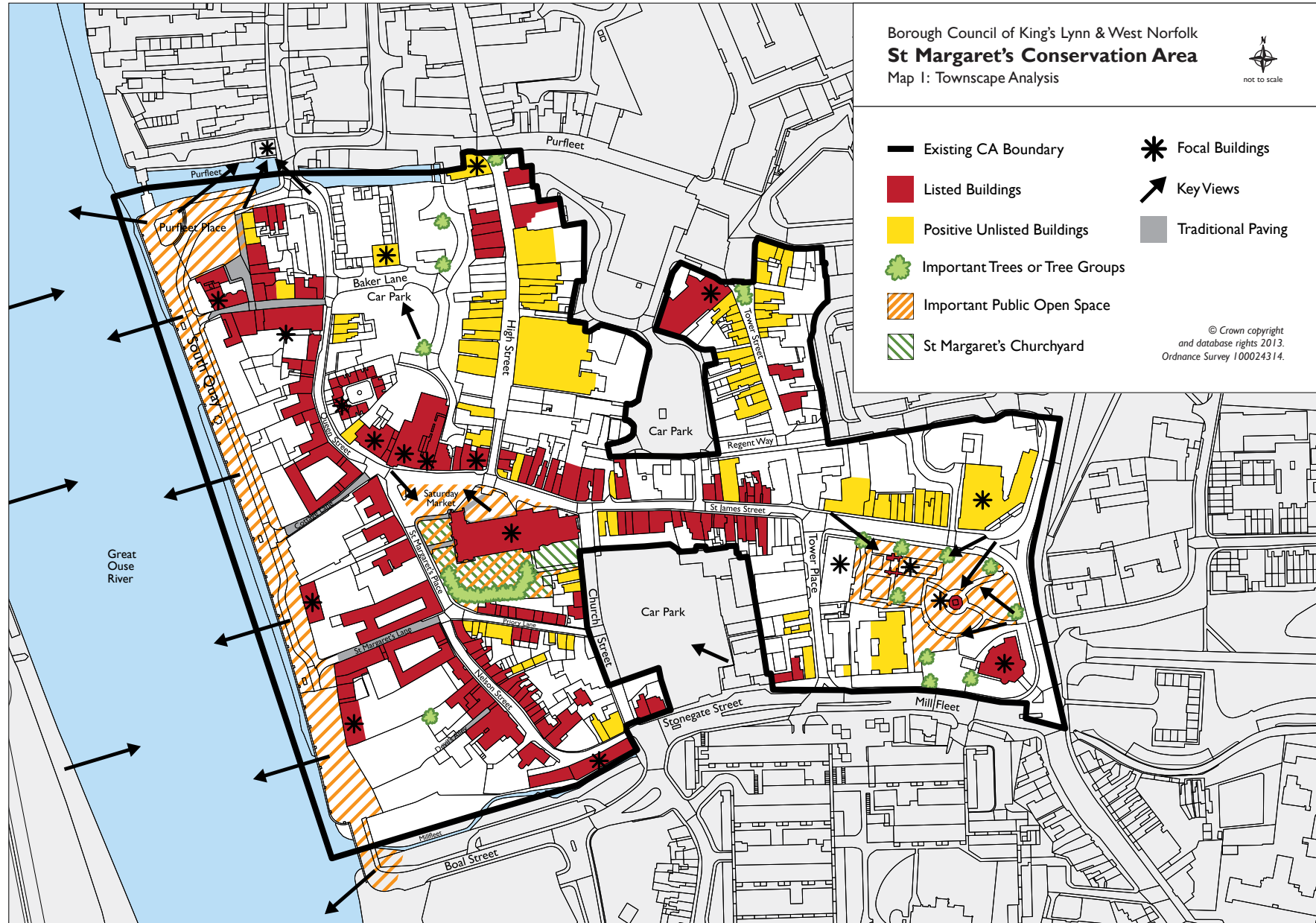
Both this Character Appraisal and Management Plan have been subject to full public consultation and have been amended as necessary after the public consultation period. These documents have also helped to inform the emerging bid to the Heritage Lottery Fund for a new grant scheme within the St Margaret's Conservation Area. Both documents should be subject to review as and when the funding and staff time becomes available, particularly the recommendations in the Management Plan.

APPENDICES

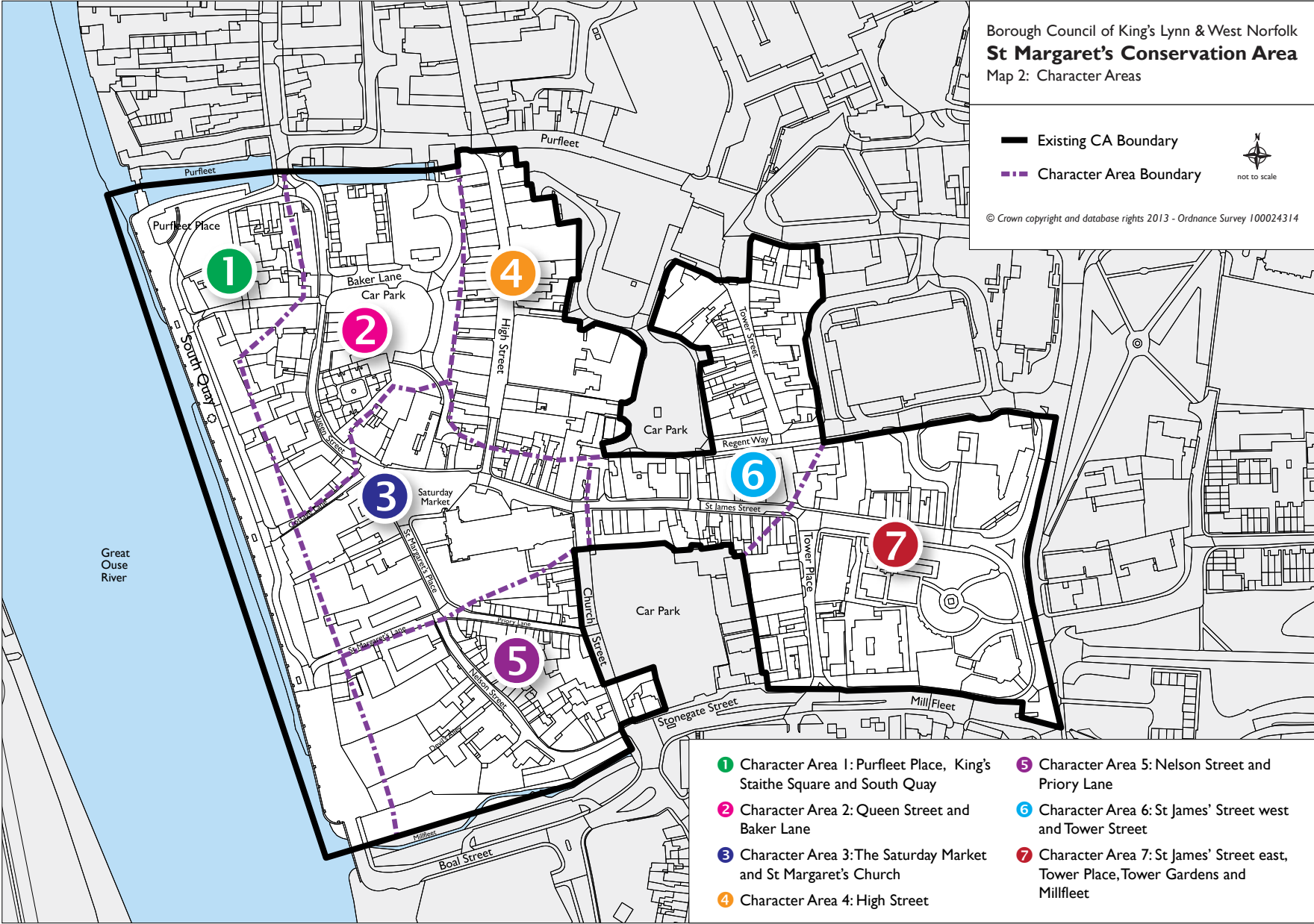
Appendix I maps

Map 1: St Margaret's Conservation Area Townscape Analysis Map

Map 2: St Margaret's Conservation Area Character Area Map



Borough Council of King's Lynn & West Norfolk
St Margaret's Conservation Area
 Map 2: Character Areas





Borough Council of
**King's Lynn &
West Norfolk**





St Margaret's Conservation Area MANAGEMENT PLAN

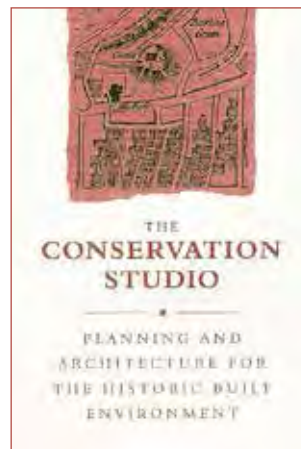
Borough Council of
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I INTRODUCTION

1.1 The need for a Management Plan

Local authorities have a duty to designate as conservation areas any parts of their district that have ‘special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance’.¹

The special interest of conservation areas can take many different forms related, for instance, to traditional buildings, the development of settlement patterns, industrial history or historic landscapes. It is important, therefore, that the reasons for designation are explained and justified. Best practice, recommended by English Heritage, is that this should be achieved through a conservation area character appraisal which defines the special interest that gives rise to the designation.²

While there are immediate consequences from the designation of conservation areas, such as control over the demolition of buildings or the felling of trees, the expectation is for active management. Indeed, planning legislation places a further duty on local authorities to draw up and publish proposals for the preservation and enhancement of their conservation areas.³

A management plan can fulfil that statutory duty and explain the steps that should be taken to maintain the special interest of the area. However, conservation areas are not necessarily preservation areas and, in most places, change is inevitable. The challenge, therefore, is to manage change in a manner that does not lose sight of the qualities that make a place special.

Effective management needs the participation of all sectors, so the plan should make clear what is expected of residents and businesses, as well as the local authorities. The purpose of the plan, therefore, is to show how each can play a part in preserving and enhancing the conservation area and thus make King’s Lynn a better place to live in, to invest in, to work in and to visit.

1.2 Relationship with the Conservation Area Character Appraisal

The King’s Lynn Conservation Area was first designated in 1969, but it was revised and extended in 1979, 1991, 1992 and 2003. This has resulted in a sizeable designation that reflects the influences that have shaped the town over time – ecclesiastical foundations, a mediaeval market town, civil war defences, maritime wharves and successive phases of commercial and residential development.

In response to this diversity, the conservation area has been divided into five character areas each with its distinctive qualities:

- The St Margaret’s area
- The St Nicholas area to the north
- The Norfolk Street area to the north-east
- The Walks area to the east
- The Friars area to the south and south-east

Character Appraisals for each of these areas were first prepared in 2003 and were revised in 2008. A new Character Appraisal for the St Margaret’s area

has been prepared as the basis for this Management Plan in the context of a programme of investment by the Heritage Lottery Fund through their Townscape Heritage Initiative.

The Appraisal describes the range of elements which, together, make up the character of St Margaret’s and justify its designation as a conservation area. It then identifies a number of issues that have a bearing on the conservation area character, both positively and negatively. It is not, however, the purpose of the Appraisal to offer solutions.

It is the role of the Conservation Area Management Plan to take forward the issues raised by the Appraisal. It will consider them in the context of legislation, policy and community interest in order to develop a plan of action.

This Management Plan should therefore be read in conjunction with the Character Appraisal of the St Margaret’s Conservation Area, also prepared by The Conservation Studio and also finalised in December 2013.



South Quay from the river

¹ Section 69 – Planning (Listed Buildings and Conservation Areas) Act 1990

² English Heritage – *Understanding Place: Conservation Area Designation, Appraisal and Management* – 2011

³ Section 71 – Planning (Listed Buildings and Conservation Areas) Act 1990

1.3 Aims and objectives

This Conservation Area Management Plan must be read in the context of:

- The National Planning Policy Framework – 2012
- The St Margaret's Conservation Area Character Appraisal - 2013
- The Local Development Framework Core Strategy - 2011

The overall aim of the Management Plan is to identify the means by which the special interest of the Conservation Area can be maintained so that it will become self-sustaining into the future.

The more immediate aim, however, is to support the Townscape Heritage Initiative (THI) in the St Margaret's area. The THI will make significant investments in the town on behalf of the Heritage Lottery Fund, the Borough Council and other funding partners. This provides a valuable opportunity to secure added value for King's Lynn. Equally, it is important that the effectiveness of this investment of public funds is protected in the future and is not undermined by less sensitive actions.

The objectives for achieving the necessary managerial approach include:

- Ensuring that there is general understanding of the factors that make the historic environment important



Tower Street

- Establishing a quality agenda for all development proposals taking full account of the special interest of King's Lynn
- Making full use of the planning powers available
- Encouraging community interest in both the maintenance and the enjoyment of local heritage
- Developing corporate commitment to the conservation of the historic environment across all local authority departments and their partners

2 PLANNING POLICY

2.1 National context

The legislative background to the designation and protection of conservation areas is set out in the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990. Section 72 of this Act requires local authorities to ‘preserve or enhance’ their conservation areas, and there is also a statutory duty for Councils to regularly review their conservation areas and to also consider new designations as appropriate.

Government planning policy on conservation areas is contained in the National Planning Policy Framework (NPPF) which states that the purpose of planning is to contribute to the achievement of sustainable development. It sees three dimensions to sustainable development – economic, social and environmental – and the latter includes ‘... contributing to protecting and enhancing our natural, built and historic environment’ (para.7).

The core planning principles contained within the NPPF (para.17) state that planning should achieve a high quality of design, take account of the different roles and character of different areas, encourage the reuse of existing resources and conserve heritage assets. Local planning authorities are expected to include a positive strategy for the historic environment in their Local Plan (para.126).

The NPPF addresses designated heritage assets whether they are scheduled monuments, listed buildings, registered parks and gardens or conservation areas.

Legislation already requires local authorities to pay special attention to the desirability of preserving or enhancing a conservation area when considering development proposals⁴ and the NPPF echoes this by stressing that ‘... great weight should be given to the asset’s conservation’ (para.132).

The NPPF does, however, invite local authorities to seek opportunities for new development in conservation areas where this would ‘... enhance or better reveal their significance’ (para.137). For the consideration of development proposals, the NPPF introduces the need to balance any harm to the significance of an asset against any public benefits that would result.

Further guidance concerning the management of conservation areas is also included in the draft National Practice Policy Guidance (NPPG) dated August 2013.

2.2 Development plan

This currently consists of the Core Strategy, adopted in 2011, and saved policies from the King’s Lynn and West Norfolk Local Plan 1998. Of the latter, the only policy relating to the historic environment is Policy 4/14 which addresses development proposals which are outside the Conservation Area but which would affect its setting:

‘Development proposals in the vicinity of Conservation Areas should have regard to their impact on the settings of and views into and out of the areas, which will be taken into account by the Council in assessing any consequential effect for the preservation or enhancement of the character or appearance of the Conservation Area.’
Policy 4.14

Other Local Plan policies for conservation have been superseded by the Core Strategy. In respect of the historic environment, the Core Strategy generally defers to the Government’s planning policy.⁵ However, the Spatial Strategy states at Policy CSI that ‘Development priorities for the Borough will be to protect and enhance heritage, cultural and environmental assets’.

For King’s Lynn, this means making ‘appropriate use of the high quality historic environment in the town through sensitive inclusion in regeneration proposals’. CSI also proposes a major review of transport strategy to enable improved circulation within the town.

Kings Lynn is identified as a Sub-Regional Centre where a significant expansion of housing and employment is expected. It is recognised that this could place a stress on heritage assets and Policy CS8 emphasises the need for development to be of high quality. It adds that:

‘New development will be required to demonstrate its ability to:

- *Protect and enhance the historic environment*
- *Respond to the context and character of places’*

Transport proposals in Policy CSI I provide for improvements to the public realm in King’s Lynn that ‘will prioritise pedestrian and cycle access helping to make King’s Lynn less car-orientated’.

The Core Strategy addresses environmental assets in Section 7. This recognises that ‘the historic and built environment play a crucial role in delivering environmental quality and well-being. Therefore, the Council will preserve

⁴ Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990

⁵ References are made to Planning Policy Statement 5, which was superseded by the NPPF in March 2012

and where appropriate enhance its qualities and characteristics”. Policy CS12, which covers the natural environment as well as the historic, states:

‘Development should seek to avoid, mitigate or compensate for any adverse impacts on biodiversity, geodiversity and heritage as well as seeking to enhance sites through the creation of features of new biodiversity, geodiversity and heritage interest. The design of new development should be sensitive to the surrounding area, and not detract from the inherent quality of the environment.’

The Local Development Scheme (LDS) is a document that defines the Development Plan Documents that the Council will publish and the timetable for their preparation. At present, this is limited to the Core Strategy and the Site Specific Allocations and Policies (to be adopted in 2014).

Prior to its revision in 2009, the LDS included a list of proposed Supplementary Planning Documents in which additional planning guidance can be given. However, this list has been withdrawn pending a review of the Borough’s needs.

The Borough Council is preparing a Detailed Policies and Sites Plan and hopes to submit this for Examination in the first half of 2014. Preferred Options were published in July 2013 for consultation. There are currently no plans to prepare any Supplementary Planning Documents.

2.3 Previous initiatives

In 2006, the King’s Lynn Urban Renaissance Strategy identified a range of key issues that included:

- The poor relationship between the high quality historic core along the waterfront and the functional/operational town centre
- The varying quality of buildings and public spaces
- The lack of an evening economy
- Heavy traffic congestion

Also in 2006, a Town Centre Study undertaken to inform the emerging Core Strategy found that 37% of visitors spent less than two hours in the town centre. In addition to the retail offer, the reasons for this included the isolation of the riverside from the town centre due to a lack of signage and poor permeability. Nonetheless, the study concluded that the town *‘has a variety of strengths on which to develop a coherent tourist product’*.



New development in Queen Street



New development on the South Quay

3 PLANNING MEASURES

3.1 Development management

Where development is not already permitted, planning permission is required for any material changes to the appearance of properties, but the interpretation of what is 'material' is largely left to the Council. For instance, a new shopfront is generally regarded as a material change, but there is less certainty about the renewal of windows on the floors above or a change of roof materials.

Good quality design in new development is an expectation of policy at national and local levels. In King's Lynn there are several examples where this has been successful, but equally there have been less successful cases.

3.2 Article 4 direction

Single dwellings have considerable permitted development rights that enable a range of alterations to be carried out without the need to obtain planning permission. These works, including changes to doors, windows, roof materials and chimneys, can be undertaken despite the designation of a conservation area and, although they may be minimal in each case, the cumulative effect can be damaging to the character of the area. The King's Lynn Civic Society has specifically mentioned how important the control of windows and roof materials is within the Conservation Area.

An Article 4 direction prepared by the local authority can remove permitted development rights. This does not necessarily prevent alterations, but it does mean

that planning permission is required and that allows the Council to take into account the potential effect of works on the character of the conservation area.

There has already been an Article 4 direction in place for the King's Lynn Conservation Area since 1983. However, in recent years there have been many amendments to the General Permitted Development Order, under which Article 4 directions are made and it would be advisable to consider updating the scope of the existing direction and the buildings to which it applies, although this is not considered a priority at the moment.

Many of the buildings in the St Margaret's area are in commercial or mixed uses, such as shops and flats, and these already have very few permitted development rights. This means that planning permission is already required for a variety of relatively minor alterations such as replacing windows or changing roof materials. The scope for an Article 4 direction for such properties would therefore be very limited, but could bring the following changes under planning control:

- The removal or alteration of front or back boundaries
- The painting of any previously unpainted surface, such as brick or stone
- The addition of energy-generating equipment, including PV and solar panels

For the St Margaret's area, and particularly for the commercial buildings which lie within the proposed

THI area, the control of the back boundaries facing the public car parks could bring very positive benefits in terms of improving the general appearance of the car parks and also the setting of adjoining historic buildings.

If permitted development rights are withdrawn from one sector (dwellings) through an Article 4 direction, it is vital in the interests of parity that the same standards of development management are applied to other sectors, such as commercial, retail and flats where the controls already apply.

It should also be noted that listed buildings are not affected by Article 4 directions because controls over detailed changes already exist.

3.3 Monitoring and Compliance

It is important to understand the nature of change so that appropriate adjustments can be made to planning policy and practice. An objective understanding can be gained from a photographic survey, which provides a baseline for measuring change, monitoring building condition or providing evidence for enforcement. Photographic records should be updated at least every four years because works carried out in breach of planning permission, or contrary to a condition of an existing permission, cannot be enforced against after four years. (There is no such time limit in respect of enforcement related to listed building consent).

The Cabinet Office Enforcement Concordat sets out principles of best practice for enforcement, such as openness, consistency, proportionality and response to complaints. The Council explains its position on

enforcement on its website and in leaflets for those who wish to make a complaint and for those who have been the subject of a complaint. A particular emphasis is given to listed buildings and protected trees because they are irreplaceable.

While the photographic survey will provide the evidential baseline, it is important that the area is monitored on a day-to-day basis so that action against unauthorised works can be taken promptly. This function is performed informally by local amenity groups and Council officers from conservation, planning and enforcement.

3.4 Amenity Notices, Urgent Works and Repairs Notices

These are further devices that local authorities can use to seek specific outcomes. They range in severity:

- An Amenity Notice (S215 Notice) can be used to require works to remedy a local nuisance, such as tidying an overgrown garden or painting a neglected facade. Failure to respond can lead to action in the Magistrates' Court
- An Urgent Works Notice requires emergency works to address the disrepair of an unoccupied building, or part of a building, that is either a listed building or one that contributes to the character of a conservation area. If the works are not undertaken, the Local Authority can carry them out and charge the owner
- A Listed Building Repairs Notice requires the owner to carry out a detailed specification of repairs and failure to comply can ultimately lead to compulsory purchase

Clearly enforcement and related notices should be a matter of last resort to be used where negotiation is not able to succeed. It should be noted, however, that awareness of the options available is itself an important management tool. Research carried out by the Institute of Historic Building Conservation has shown that, in the vast majority of cases where formal notices have been embarked upon, they have not run the full course because the necessary works have been carried out by agreement.



View of the back boundaries of Nos. 7-19 odd Tower Street from the first floor of the adjoining car park



These unlisted cottages in Priory Lane are already protected by the existing Article 4 direction

4 DESIGN AND MAINTENANCE STANDARDS

4.1 Design

For most applications, a Design and Access Statement will be needed which will set out the applicant's design process and justify the proposed development in terms of its appearance, use and impact on the locality. However, despite advice to applicants on their submission, such Statements are notorious for their shortcomings.

For a listed building, or for new development within a conservation area, or on the edges of a conservation area, a Heritage Statement will also be required which should:

- Describe the heritage assets affected
- Describe the impact of the proposals on the significance of the heritage asset(s)
- Justify the development in terms of any loss of historic fabric and any public benefits that may be achieved

Detailed guidance for applicants is always helpful and the Borough Council could consider preparing guidance on specific issues that can threaten local character, such as the alteration and repair of historic buildings, energy conservation and micro-generation, landscape and boundary treatments. Better guidance will lead to better applications and reduce the time spent by Council staff and applicants in explaining

expectations and negotiating outcomes. For the most significant sites, the publication of development briefs will set out the Council's expectations before proposals are brought forwards.

Interpreting the rationale and quality of design in development proposals requires particular skills. The Council can call upon a wide range of advisory bodies for advice within the planning process. Whenever a site is in an area in which archaeological remains are likely, this is indicated on the in-house GIS electronic map system and the County Archaeologist and, possibly, English Heritage should be consulted. More generally, the Council should also seek specialist advice from English Heritage, Natural England, The Ancient Monuments Society, the Society for the Protection of Ancient Buildings (SPAB), The Victorian Society, and The Georgian Society. In some cases, such consultation is mandatory, particularly where the demolition of a listed building is proposed.

The management of change in conservation areas is often not so much whether change should happen, but how it is undertaken. Owners and occupiers can minimise the negative effects of change by employing skilled advice when preparing development proposals and by avoiding unrealistic aspirations. The submission of proposals for pre-application advice from the Borough Council is another way of improving the quality of the final application.

4.2 Maintenance

In addition, there is further scope for guidance on maintaining buildings in order to prevent deterioration and higher costs in the long run. The publication *A Stitch in Time*⁶ should be a familiar tool in the promotion of maintenance. It is still available on the Institute of Historic Building Conservation website, although it is about to be revised and updated. Services and guidance are also provided by the charity Maintain Our Heritage and the Society for the Protection of Ancient Buildings through their websites⁷.

⁶ IHBC and SPABA *Stitch in Time: Maintaining your property makes good sense and saves money* – 2002

⁷ www.maintainourheritage.co.uk | www.spab.org.uk | www.maintainyourbuilding.org.uk

5 ISSUES AND RECOMMENDATIONS

5.1 Introduction

The preparation of the accompanying Character Appraisal of the St Margaret's Conservation Area has included consultation with stakeholders, specifically a walkabout and meeting on 22 October 2013. Following this meeting, notes of the discussions were circulated to give further opportunity for reflection and comment.

A number of issues and negative features were identified. These were recorded in the individual Character Areas set out in Chapter 5 of the appraisal and summarised at Chapter 6 in the same document. These have been used as a basis for the following recommendations for change, some of which will be delivered by the Borough Council as part of its on-going responsibilities for development management, and some of which will be made possible through the THI grant scheme for a focused part of the St Margaret's Conservation Area.

The principal issues to be addressed by this Management Plan are considered to be:

» *Conservation area boundary:*

- Minor revisions

» *Historical buildings:*

- Designation
 - Listed buildings
 - Buildings of local significance
- Building condition

- Loss of detail
- Insensitive alteration and extension
- Use of non-traditional materials and detailing
- Use and vacancy
- Deterioration of shopfronts

» *New development:*

- Development opportunities not being taken up
- Buildings that do not respond to their historical context
- A lack of development briefing

» *Public realm:*

- Property boundaries
- Enhancement opportunities
- Poor maintenance
- Traffic management including the effect of parking and of one-way streets
- Pedestrian management

» *Overall:*

- A lack of confidence to make long-term investments leading to short-term 'quick fix' solutions

5.2 Conservation Area boundary review

Local authorities are obliged to re-consider the boundaries of conservation areas 'from time to time'.⁸ Further to its designation in 1969, the King's Lynn Conservation Area was reviewed and extended in 1979, 1991, 1992 and 2003. The boundary of the St Margaret's area has been considered again in 2013 in the course of the new conservation area character appraisal.

Three proposals put forward and supported in the stakeholders' workshop were:

A. Inclusion of the south bank of the River Millfleet up to the edge of the northern pavement in Boal Street

Justification:

The existing boundary takes an undefined course along the river so that one side is included but the other side is not. The river is an important feature within the locality despite its rather neglected appearance. It also has historical significance as the southern boundary of the original layout of the town in the early 12th century. The proposed addition would also include shrubbery, a small car park, a public footway and an area of grass verge. All would benefit from improvements.

B. Inclusion of the former Post Office and King's Lynn Museum, including a vacant site and an undertaker's premises in Blackfriars Street

Justification:

The General Post Office undertook a major expansion in the 1930s that resulted in a number of purpose-built Post Offices often constructed in a neo-Georgian style. The King's Lynn Post Office is a particularly fine example that remains relatively unaltered. The town museum was converted from a Victorian Gothic church in 1904 and is Grade II listed. The undertakers' premises are a mid to late 19th century building with some remaining historic features.

⁸ Section 69 – Planning (Listed Buildings and Conservation Areas) Act 1990



River Millfleet



The former Post Office, Blackfriars Street

C. Inclusion of the car parks at Church Street and at the end of Regent Way

Justification:

These car parks are already almost surrounded by the conservation area, and many important buildings adjoin them, some of which are listed. Any development on these two sites is likely to be extremely sensitive and designation will assist the Council is resisting development which is not appropriate to this setting.

The proposed changes are shown on the Management Proposals Map.

Recommendation 1:

- *Following public consultation, the Borough Council will make the proposed changes to the St Margaret's Conservation Area boundary as indicated on the Management Proposals Map*



Church Street car park

5.3 Historical buildings

Designation – Listed buildings

Listing began in 1945 and early designations in King's Lynn include St Margaret's Church (The Minster), Clifton House, Thoresby College, Marriot's Warehouse and Hanse House, all listed in 1951. However, most of the listed buildings in the St Margaret's area were added as the result of the re-survey in 1972 and, while there have been additions since then, English Heritage would argue that listing coverage is generally complete. It is unlikely, therefore, that any further buildings will be added to the statutory list unless exceptional evidence is revealed and there is a demonstrable threat.

There is, however, a case for investigating the former cinema in St James' Street in order to understand the extent to which the existing building includes elements of the earlier Theatre Royal and whether they would justify listing.



The former cinema in St James' Street

Recommendation 2:

- The Borough Council will continue to monitor the statutory list of buildings throughout the Borough and will make recommendations for new listings as considered appropriate.

Designation – Buildings of local significance

Government policy has always acknowledged that there are buildings which, although they may not qualify for statutory listing, are nonetheless of special architectural or historic interest in the local context. Such buildings may be identified in the course of considering development proposals and can be regarded as heritage assets to which policy considerations may apply. It is better practice however to identify buildings of local interest in a more systematic manner in advance of any threat and publish them in a local register.

The Borough Council does not currently have such a register, but it is recommended that the Council should adopt a set of criteria and a planning policy for the protection of locally listed heritage assets. This could be undertaken in the forthcoming Detailed Policies and Sites Plan. Recommended criteria are provided at Appendix 2 with a schedule of suggested buildings.

The process of selecting candidates for a local list need not be onerous as it is an excellent way to involve local amenity groups and promote understanding of local heritage. Public suggestions can be assessed against adopted criteria by a steering group facilitated by the Council. The King's Lynn Civic Society has already offered to assist with the preparation of a Local List.

Recommendation 3:

- The Borough Council will adopt a planning policy and criteria for a new list of heritage assets of local significance
- The Borough Council, working with the local community, will ensure that a new local list is established in the St Margaret's Conservation Area

Building condition

It has been noted that in various locations within the St Margaret's Conservation Area, buildings are vacant, poorly maintained, or in several cases, actually derelict. These tend to be commercial buildings in the eastern side of the Conservation Area, as the residential properties in the western side are generally well maintained and cared for. The influence of the large Vancouver Shopping Centre to the north of the Conservation Area has not always been positive in that it has drawn shoppers away from the shops in the Saturday Market Place, St James' Street, the southern part of the High Street, and Tower Street.

The lack of a 'draw' and the poor visual appearance of some of the buildings in these streets is also affecting footfall adversely. Grant aid could help to reverse this decline but it needs to be focused on the most visually important buildings and sites.



Buildings in need of improvement in the Saturday Market Place



Tower Street



The former Courts building, St James' Street west



High Street



Shopfronts in St James' Street west



Historic shopfront in Tower Street

Recommendation 4:

- *The Borough Council will use its statutory powers to protect both listed and unlisted buildings in the St Margaret's Conservation from neglect, unauthorised alteration, or from unjustified demolition*
- *The Borough Council, working with its partners, will support a grant scheme for the St Margaret's Conservation Area*

The control of unlisted buildings

The loss of details, insensitive alterations and the use of non-traditional materials are all issues that can arise from uncontrolled development. There is already an Article 4 direction in force in the entire King's Lynn Conservation Area which covers alterations to unlisted single dwellings. This brings under planning control a number of minor changes which would otherwise be considered 'permitted development'. The direction was served in 1983 and the definition of permitted development has been revised many times since. When resources allow, there is a need, therefore, to review the Article 4 direction and update it.

Although the existence of the Article 4 direction will be apparent in local land charges, its effectiveness depends upon continuing awareness and an understanding of the implications for property owners. It is therefore proposed that a new Article 4 direction leaflet should be prepared and distributed to all residents who may be affected. The leaflet should provide the following:

- A map showing the area affected
- Confirmation of the types of buildings affected
- A description of the works which will need planning permission
- Guidance on suitable repairs and alterations

Recommendation 5:

- *The Borough Council will review and update the Article 4 direction for Kings Lynn as resources allow*
- *When practicable, the Borough Council will prepare guidance notes for the existing Article 4 direction, to be distributed to all householders affected*
- *In implementing the Article 4 direction, the Council will ensure that development management standards are rigorously applied, including regular monitoring of the properties affected and the use of its statutory enforcement powers were breaches occur*

Shopfronts

Whilst the Conservation Area retains a number of well designed and well maintained traditional shopfronts, several of them historic, a large number of commercial premises have discordant, garish and poorly designed shopfronts which could incrementally be improved as opportunities for their replacement present themselves. The Borough Council already has a 'Shopfronts and Advertisements' leaflet, aimed at assisting applicants when considering changes to their properties. A copy of this has already been submitted to the HLF as part of the Stage 1 THI bid in 2012. The adoption of more detailed and fully illustrated shopfront guidance would assist in the Council's control over these changes.

Recommendation 6:

- *The Borough Council will recognise traditional shopfronts as heritage assets for the purposes of development management*
- *The Borough Council will prepare guidance on the design and maintenance of traditional shopfronts*

5.4 New development

Whilst the St Margaret's Conservation Area is contained by the River Great Ouse on one side, and by buildings or roads on the others, it still forms part of the cohesive whole which is the town centre of King's Lynn. Perhaps because of this, it has retained a distinct character created by its riverside location, the narrow winding medieval streets, and the very high quality of many of the buildings. However, this character could easily be threatened by poor quality development within it or around its edges.

Opportunities for new development must be considered carefully and the effect of new buildings on the setting of the Conservation Area, and on views both into it and out of it, particularly taken into account. New development must be sympathetic to its context in terms of its scale, materials and details. It should also follow the existing pattern or grain of development, not obstruct important views, and not dominate buildings in the immediate vicinity.

Active promotion of development on opportunity sites can be assisted by the publication of development and design briefs. While briefing sets the constraints for development, it also provides certainty. On major sites, additional external advice should be sought through the use of design review panels.

Recommendation 7:

- *The Borough Council will prepare briefing to guide the development of significant sites*
- *The Borough Council will take external design advice for developments that may have a significant effect on the Conservation Area*

5.5 Public realm

Property boundaries

The majority of buildings in the Conservation Area butt up to the back of the pavement, so there are no front boundaries. However, the rear boundaries are highly visible in a number of locations due to backland development such as modern public car parks. These buildings are mainly in low key commercial uses and many of them are severely neglected, which is obvious when the backs of the properties are seen from the public domain.

Using its normal planning controls, and by encouraging change through the use of grant aid, the Borough Council should be able incrementally to improve these boundaries by the following measures:

- Reinststate boundaries where they have been removed to their original height and footprint
- Ensure that new boundaries are built from quality materials, paying full attention to brick bond, lime mortar, and coping details

- New gates should be good quality traditional timber gates
- Negotiate with property owners to remove visible air conditioning units, out of date wiring, and other extraneous additions
- Encourage the use of good quality paving, trees or planting where the back yards or gardens are visible from the public domain
- Consider the potential for developing new active frontages with mews-type buildings

Recommendation 8:

- *The Borough Council will seek the improvement of the back boundaries to the properties as indicated on the Management Proposals Map.*



Back boundaries to the shops in the High Street from the Baker Lane car park

Enhancement

Advice on public realm issues in historic towns is already provided on a regional basis by English Heritage⁹. However, there is a strong case for aligning this with local aspirations in a highway design guide to address local distinctiveness and the particular needs of King's Lynn. This could include co-ordination in the design of street surfaces, signage and street furniture, the reduction of clutter and principles for traffic management.

Some steps have already been made such as the rationalisation of the street nameplates (a simple design of black letters on a white background) and the provision of a standard sage green for finger posts and litter bins, examples of which can be seen throughout the town. The adopted colour could be used for other street furniture, such as streetlights, seats and new litterbins in order to promote an identity for the historic town centre.

It is important that there is a mechanism in place to ensure that the Highway Authority (Norfolk County Council) has adequate records of conservation area boundaries and an understanding of the different sensitivities that apply. For instance, although advantage has already been taken of the relaxation in conservation areas for yellow lines to be 50mm wide rather than the standard 100mm there is plenty of evidence that this is not applied consistently.

In time, much of the yellow lining and associated signage in the St Margaret's Conservation Area could be removed if the whole area was designated as

a Restricted Zone where parking and loading are allowed only in marked bays. This device has been used successfully along the quaysides and could be extended.

Involving the local community in the preparation of a 'Street Audit' can also be a positive move. This should identify all unnecessary or redundant street clutter and signage, as well as both good and bad paving. Subject to proper training and management, this could be carried out by volunteers. After the survey work has been recorded, a schedule of preferred street furniture, materials and colours could be prepared for use by the Borough Council or the Highways Authority as and when funds for enhancement are available. This should build on the high quality achievements already noted in the production of standard finger posts, street name plates, bollards and litter bins. Street lighting is a further topic which needs detailed assessment as well as the agreement of individual property owners if the streets are to be continued to be lit (as they are in many cases) by street lights attached to privately-owned buildings.

A study has already been initiated to consider traffic management in the town. This should clearly demonstrate that full consideration has been given to the protection and enhancement of the historic environment and the safety of pedestrian movement as well as vehicular access.

Both the Borough and the County Council should take the following measures to ensure that the conservation area is enhanced:

- The existing areas of high quality traditional paving must be protected



Back boundaries facing the Regent Way car park



Fingerpost in the Saturday Market Place

⁹ English Heritage – *Streets for All: South East* – 2006

- Further areas of traditional paving should be added as funding allows
- The street lights need to be upgraded and out of date fittings removed
- The replacement of the paving and brick planters in the High Street and Tower Street needs to be considered along with other improvements such as new street trees
- Enhancement of the Saturday Market Place should use quality materials in a simple design

Recommendation 9:

- *The Borough Council and Norfolk County Council will work together to improve the public realm in the St Margaret's Conservation Area.*

Maintenance

The degradation of previous enhancement schemes has been due to inconsiderate subsequent work by statutory undertakers and by inadequate levels of maintenance. It is vital to the management of the conservation area that undertakers are held to account and that adequate resources are provided to maintain, often expensive, investments in public realm work.

Recommendation 10:

- *The Borough Council will use its statutory and fiscal powers to ensure that the public spaces in the St Margaret's Conservation Area are properly maintained.*

Traffic management and pedestrian movement

Traffic flow around the Conservation Area is already limited by one way systems, but the availability of free parking spaces on South Quay has resulted in the generation of additional traffic as car owners search for unused spaces. Busy traffic along South Quay and into the Saturday Market Place via Queen Street is a particularly important local issue. Parking around The Minster is also in urgent need of review as the current arrangement has a seriously adverse effect on the setting of the adjoining, highly graded, listed buildings and the general ambiance of the area. Local cyclists also consider that their needs are not being met due to the dominance of the car in the narrow streets within the Conservation Area, and due to the lack of any meaningful provision for safe cycle routes.

Whilst there are currently plans being drawn up for some limited improvements, these do not address the whole of the Saturday Market Place. More pedestrian-only areas, or shared surfaces, might be advisable, particularly in St James' Street and the Saturday Market Place. Improved pedestrian crossings should also be considered for Boal Street, Church Street, St James' Street/Tower street junction, and the Saturday Market Place. Overall, improving pedestrian flows and the quality of the pavements, controlling traffic, and reducing on-street car parking (where this impacts on pedestrians) could all be considered. Local residents have also proposed that the Purfleet Bridge is shut to remove through traffic from the Conservation Area, that the present 20 mph speed limit is extended throughout the whole of the St Margaret's Conservation Area, and that the redevelopment of the three surface car parks with new housing which could include some multi-storey car parking facilities, is considered.

A scheme for repaving and other improvements to the western end of the Saturday Market Place will go out to public consultation in early 2014. This is independent of any improvements which might come forward under the new THI grant scheme.

Recommendation 11:

- *The Borough Council and County Council will work together to reduce the flow of traffic around the St Margaret's Conservation Area, provide safer routes for both pedestrians and cyclists, and moderate the effects of car parking*



Removing some of the car parking in front of The Minster would greatly improve its setting and provide a more pedestrian and bicycle-friendly environment

6 TRAINING, LEARNING AND COMMUNITY INVOLVEMENT

Repairing and maintaining historic buildings, especially those of the high quality found in King's Lynn, requires a highly-skilled and well-qualified workforce. In addition to providing funds to assist physical repairs, an important strand of the THI is to identify any gaps in local provision for heritage skills training and to bring forward proposals for improving the skill-base.

Management of the conservation area can only be effective if heritage assets are understood and valued by local communities – residents, businesses and visitors. A further role of the THI is to promote understanding and enjoyment of heritage by developing new activities, by taking advantage of existing facilities and by taking opportunities to add a heritage dimension to other events. For instance it is proposed that:

- Communities should be involved in local listing
- Communities could be involved in a public realm audit
- A historical research group should be formalised through the Marriott's Warehouse Trust
- The Council should publish guidance on caring for historic buildings
- The Town should take advantage of the annual Maintenance Event promoted by the Society for the Protection of Ancient Buildings and Maintain Our Heritage

- The Town should maximise its participation in the national Heritage Open Days
- The King's Lynn festivals should be used to promote awareness of heritage issues and to celebrate the town's distinctive character

7 PUTTING THE PLAN INTO ACTION

It is important that the Conservation Area Management Plan has a practical dimension that delivers actions, rather than remaining no more than a 'wish list'. The conservation planning issues considered in Section 6 have, therefore, been presented as a series of tasks in the Action Plan. It is equally important that the tasks are actually taken into the work programmes of specific individuals.

Timescales are a matter of priorities expressed as:

- Immediate – within the first year
- Medium term – within one-to-two years
- Longer term – third year and beyond

Priorities are necessarily determined by expediency as well as urgency. There are several tasks that can be achieved immediately because they have no resource requirements, for example the reassessment of existing practices. Other proposals may take longer because budgets have to be raised before they can be realised.

Above all it is important to recognise that heritage is not an isolated issue, but rather a strand that runs through all activities. Responsibility for the heritage of King's Lynn is, therefore, a corporate matter in which everyone has a part to play.

Tasks	Responsibilities	Priority
Confirm the Borough Council's commitment to make use of all planning powers currently available	Chief Executive and Cabinet Member for Planning	1
Designate conservation area boundary changes	Conservation Officer	1
Agree policy and criteria for a register of locally significant heritage assets	Conservation Officer and Planning Policy	2
Establish community project to develop the local list	Conservation Officer and THI Manager	2
Establish continuing review of the need for Amenity Notices and Urgent Works	Conservation Officer, Enforcement and THI Manager	1-3
Review and update the Article 4 direction	Conservation Officer and Planning Policy	1
Review development management practice to ensure consistency between Article 4 and other buildings	Development Management and Conservation Officer	1
Prepare updated or new guidance on: <ul style="list-style-type: none"> • Article 4 direction • Shopfronts • Historic buildings: alteration and maintenance 	Technical Support Officer (Conservation) Conservation Officer, and THI Manager	1-2
Prepare enhancement scheme for exposed backs	Conservation Officer	1
Prepare public realm enhancement schemes	County highways / landscape consultancy	1-2
Prepare development and design briefs	Planning Policy and Conservation Officer	3
Establish design review panel	Development Management	2
Improve traffic management	County highways	3
Develop training, learning and community initiatives	THI Manager	1-3
Review Conservation Area Management Plan	Regeneration & Economic Development Manager	1-3

8 VISION AND ADOPTION

The vision for the St Margaret's Conservation Area remains, as stated in the THI Stage 1 application:

The vision for this part of the conservation area is to regain its historic status by enhancing and using its heritage assets as key drivers of conservation led economic regeneration to increase the footfall in the town centre and bring more residents, consumers and visitors to the conservation area.'

The proposed programme of training, learning and celebration will underpin the aims of conservation area management and ensure that the whole community is involved rather than just the owners and occupiers of historic buildings.

Effectiveness depends upon recognition of the fact that everyone has a part to play. For their part, the statement by the Chief Executive as a part of the THI submission and the adoption of this Conservation Area Management Plan demonstrates the commitment of the Council to the conservation of heritage assets.

The ultimate aim of conservation area management is to turn best practice into everyday practice. In this way, the process of maintaining the qualities that give King's Lynn its distinctive character can become self-sustaining and the peaks and troughs of decline and rescue can be anticipated and avoided.

Local residents have mentioned the need for the Council to provide an overall framework or 'Vision' for the economic and social well-being and development

of the town as past initiatives are now out of date and disparate in their scope. A Masterplan for the whole town is therefore a concept which needs to be considered by the Council as and when resources allow. The THI bid and Management Plan for the St Margaret's Conservation Area could form part of a number of documents which would contribute to this Masterplan in due course.

9 MONITORING AND REVIEW

While the Action Plan identifies tasks and assigns responsibilities and establishes timescales, the management function will only be meaningful if the programme is subject to periodic review in order to evaluate progress and to make any necessary adjustments.

To begin with, it is recommended that reviews should be undertaken on a quarterly basis in order to ensure that management tasks are taken into individual work programmes and short-term tasks are undertaken as soon as possible. In time, it may be reasonable to relax the review cycle as individual projects develop programmes of their own.

Responsibility for conducting the review is with the Regeneration & Economic Development Manager in association with the Conservation staff.

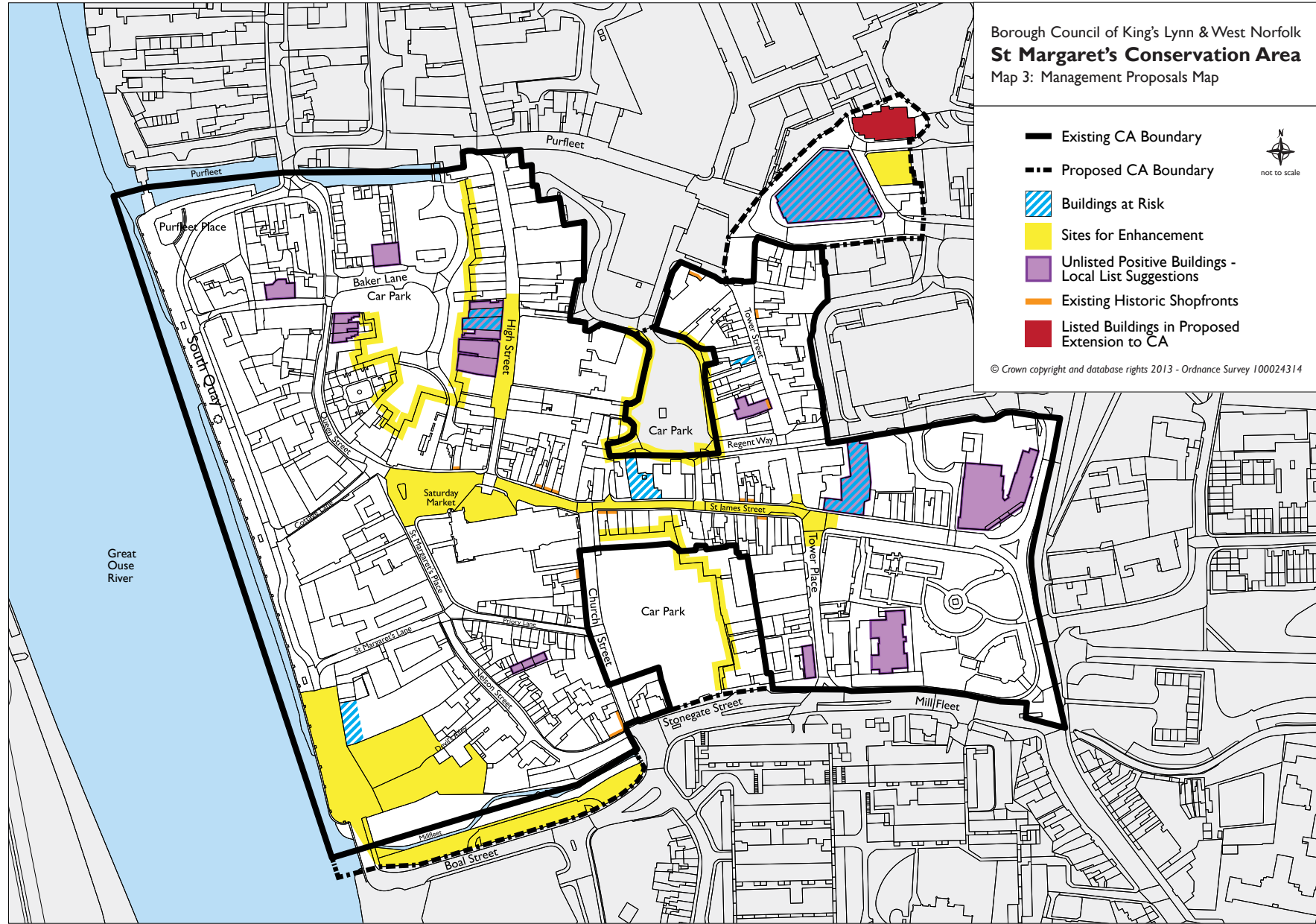
APPENDICES

Appendix 1 maps

Map 3: St Margaret's Conservation Area Management Proposals Map

Appendix 2

Locally significant heritage assets



Appendix 2 Locally significant heritage assets

Principles

The St Margaret's Conservation Area Character Appraisal has identified a number of key positive buildings which, although not statutorily listed, are considered to satisfy the suggested criteria set out below. The intention is that these should form the basis for a Borough-wide local register for King's Lynn and West Norfolk. Clearly, the effectiveness of such a register will also depend upon formal adoption of the list and a primary policy under the emerging Site Specific Allocations and Policies document.

The criteria for the selection of heritage assets for the local register require that the building should fall within one or more of the following categories:

a. Age

The earliest buildings should merit greater attention towards preservation

b. Authenticity

Buildings or structures should be substantially unaltered and should retain the majority of their original features

c. Architectural Significance

Buildings or structures of local architectural significance for aesthetic merit or craftsmanship of any period; principal works of principal architects or designers of local importance; exemplars of key building types

d. Local technological significance or innovation

e. Historic Significance

Buildings/structures illustrating or associated with local architectural/social/cultural history or events, locally or nationally well known people

f. Townscape Significance

Individual buildings, objects or groups of exceptional quality in their context – for example, landmark buildings, notable buildings marking or creating interesting places, vistas, or interesting skylines

It should be noted:

- Buildings identified as being of local significance do not have to be restricted to designated conservation areas
- The definition of 'buildings' can extend to a range of structures, such as railings, walls, and gate piers, as well as features in the public realm such as street lights, bollards, milestones, historic paving, and horse troughs.

The list

The following buildings in the St Margaret's Conservation Area are considered to meet the criteria for local listing:

» *The former corn warehouse, Baker Lane*

This building was built c1900 to store grain and has now been converted into apartments. Eight storeys high, it is constructed using red brick with brick pilasters and huge stone kneelers to the eaves on either side of the gable which overlooks the Baker Lane car park. A small

structure above the eaves on the west-facing elevation probably denotes the location of lifting gear. Although somewhat altered, with modern windows, it retains a sense of its former use and is an important local landmark due to its height.



The former corn warehouse, Baker Lane

» *The Old Granary Antique Shop, King's Staithe Lane*

This building is one storey high with a steeply pitched pantiled roof facing the street with one long dormer which drops to only just above the eaves. The walls are painted brick with a large central entrance, three sets of sash windows, and a single boarded door. Despite being

called The Granary, it has the outward appearance of a stable. The Old Granary probably dates to c1800 but may retain earlier fabric. It forms a group with adjoining listed buildings, namely Nos. 4 and 5 King's Staithe Square, listed grade II and mid-18th century in date, and No. 1 King's Staithe Lane, listed grade II, an early 18th century former warehouse which is now a shop with an apartment above.



The Old Granary Antique Shop, King's Staithe Lane

» *Nos. 22, 24 and 26 Queen Street including the front boundary railings and gates*

This short terrace of three matching houses is three storeys high with a gable at second floor level. The slate roofs appear original. The houses are built from red brick in the neo-classical style of c1880 with sash windows, the larger sashes to the ground floor being topped by high quality rubbed brick arches with pediments above. There are string courses to the upper floors with brick modillions to the eaves and verges. The front doors appear original with three smaller panels to the lower part of the door and two glazed panels above. The very fine decorative cast iron railings

on a rendered plinth with matching gates to each property are clearly original. Overall, these provide a very well preserved example of its date.



Nos. 22, 24 and 26 Queen Street including the front boundary railings and gates

» *Arterton's, High Street*

This three storey building of c1870 is four bays wide and is built from red brick with painted stucco embellishments in the Italianate style. Although there is a modern shopfront of little interest, above there is a well preserved symmetrical façade with the original six over six windows to the first floor and the original three over three sashes above. Each floor has stone pilasters to each bay. The eaves are supported on a deep cornice with over-size console brackets, all in painted stucco. The pitched roof is hardly visible from the ground but what can be seen at each party wall on either side are matching chimney stacks with decorative corbelling.

The building forms a group with The Deck of Cards, Save the Children, and the former Hogshead Public House.



Arterton's, High Street

» *The Deck of Cards, High Street*

Although in use as one shop, this is actually two buildings, both built in c1900 and both three storeys high. The larger building to the south is built in good quality orangey-red brick with painted stucco decoration. The principle features are the two wide arches at first floor level, enclosing recessed oriel windows, and the almost circular two storey height



The Deck of Cards, High Street

cupola above, with curved glass windows and an ogee copper roof – a notable feature. Two plaster urns decorate the eaves, but the roof above this is hardly visible. The smaller building to the north is the same height and is also built from the same colour brick with simpler sash windows, originally arranged as a group of four to each floor, but the second floor has been slightly altered. The brickwork is decorated with moulded brick panels and pilasters which support a brick pediment or gable to the top floor.

The building forms a group with Arterton's, Save the Children, and the former Hogshead Public House.

» *Save the Children, High Street*

Dated 1898, this three storey building has a modern shopfront but a well detailed frontage above built from red brick with painted stucco decoration. The principal features are the pilasters and swagged decoration to the first floor, with the curved pediment above topped by a ball finial.

The building forms a group with Arterton's, The Deck of Cards, and the former Hogshead Public House.



Save the Children (centre right building), High Street

» *The former Hogshead Public House, High Street (currently vacant)*

The former Lynn Drapery Emporium, this building was rebuilt in 1898 (date on front) and retains a fine first floor elevation with five very large arcaded windows and two smaller windows at the northern end, presumably the location of offices. Although the ground floor has been changed in more recent times, this building is notable for the quality of the first floor arcades which would once have been used to display goods. At eaves height, there is a deep cornice with the original name of the shop and a balustrade above, concealing the roof. Overall, this is a good example of a purpose-built shop of this period.

The building forms a group with Arterton's, The Deck of Cards and Save the Children.



The former Hogshead Public House, High Street

» *May Cottages, behind No. 12 Nelson Street*

This modest row of three two storey cottages dates to c1850 and is built from red brick laid in Flemish bond with a pitched roof above. The alley leading to the cottages is paved in York stone or brick. This is an

interesting and well preserved example of backland cottages which would once have been more common in King's Lynn.



May Cottages, behind No. 12 Nelson Street

» *Pine and Things, 28 Tower Street*

This Georgian building is three storeys high and dates to c1800. There are two sash windows to each of the first and second floors, mostly six over six panes and mostly original. The walls are red brick with simple rubbed brick arches over the windows. The ground floor shopfront is c1900.



Pine and Things, 28 Tower Street

» *The former Post Office, Blackfriars Street*

Purpose-built in 1938 in the neo-Georgian style, this Post Office is a substantial three storey building with the principal five bay corner elevation facing down Tower Street. The building is constructed in gault brick with Portland stone dressings including string courses. The main entrance is defined by an elaborate stone doorcase with Tuscan columns which support a pedimented sash window at first floor. The pitched roof is covered in clay tiles. The building appears to be unaltered and is an important local landmark.



The former Post Office, Blackfriars Street

» *King's Lynn Police Station, London Road*

The Police Station occupies an extremely prominent location on the junction of St James' Street and London Road. It was built in 1953-5 to the designs of the County Architect, C H Thurston. Although the gault brick and Portland stone detailing, and general neo-Georgian character of the building, is similar in style to the Post Office, it has Crittall steel windows rather than timber sashes. The front entrance is defined by a two storey portico, created by four tall brick columns which support a deep stone cornice which goes around the whole building. Above is an eye catching copper-clad clock tower with a gently curved copper roof. The building is remarkable for the survival of all of its original external details.

» *JTC Warehouse Ltd, corner of Stonegate Street and Tower Place*

This is a modest two storey brick building with a low pitched hipped and slated roof. The first floor windows



King's Lynn Police Station, London Road

are timber casements which are grouped in three lights, each window having four panes – these appear to be original. Despite a number of external alterations to the ground floor windows and doors, it retains some of the industrial character which would once have been far more common in this part of King's Lynn. The cut-away ground floor corner to prevent damage to the building is a particular feature of merit. It dates to the mid to late 19th century.



JTC Warehouse Ltd, corner of Stonegate Street and Tower Place

» *Former School, Millfleet*

This late 19th century single storey building is built from red brick with grey brick dressings. The pitched roof is slated and there are five gables, each with a lancet window, facing the street. The principal windows have been replaced. It is now used as a youth training centre.



Former School, Millfleet

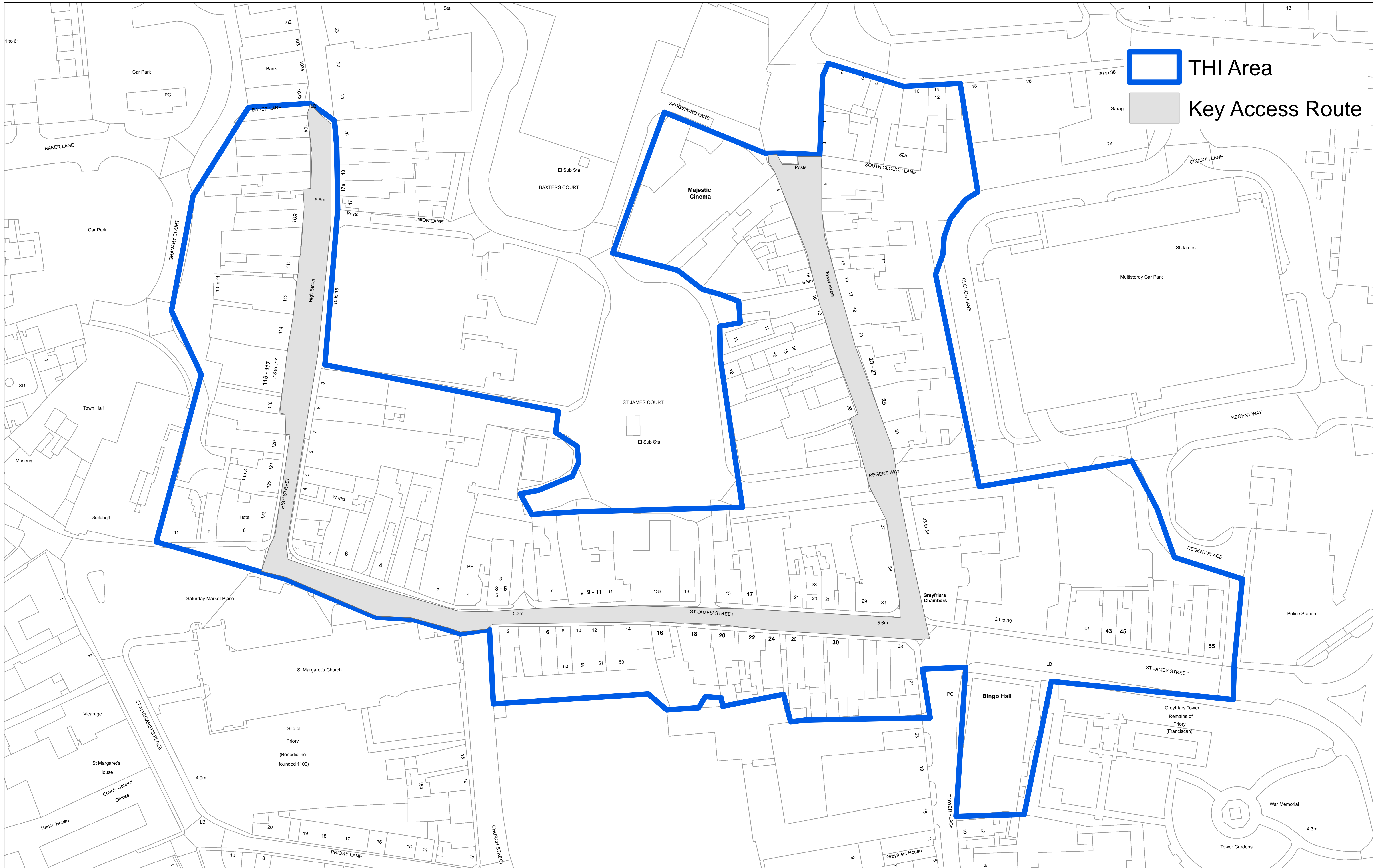
» *Nos. 33-39 St James' Street*

This is a former garage which became for some time a restaurant. In the King's Lynn Buildings of England volume, Pevsner noted that it has a reinforced concrete skeleton with angular curtain walls. As it apparently dates to 1908, it is an early example of the type of construction which was used to create the first skyscrapers.



Nos. 33-39 St James' Street





THI Area
 Key Access Route

 <p>Borough Council of King's Lynn & West Norfolk</p> <p>Tel. 01553 616200 - Fax. 01553 691663</p>	<p>Project / Details</p> <p>THI Grant Project</p>	<p>Scale 1:500</p> <p>Date 07/11/2013</p> <p>Drawn by / Department AD/Tech Support</p> <p>Drawing / Reference Number 20131107 THI Grant Project</p>	<p>Title</p> <p>King's Lynn St Margaret's Conservation Area East THI Scheme</p>		<p>© Crown copyright and database rights 2012 Ordnance Survey 100024314</p>
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REPORT TO CABINET

Open		Would any decisions proposed :		
Any especially affected Wards	Discretionary	Be entirely within Cabinet's powers to decide	NO	
		Need to be recommendations to Council	YES	
		Is it a Key Decision	NO	
Lead Member: Cllr Nick Daubney E-mail: cllr.nick.daubney@west-norfolk.gov.uk		Other Cabinet Members consulted:		
		Other Members consulted:		
Lead Officer: Jo Stanton E-mail: joanne.stanton@west-norfolk.gov.uk Direct Dial:01553 616349		Other Officers consulted: Ray Harding Dave Thomason Ostap Paparega Alistair Cox		
Financial Implications NO	Policy/Personnel Implications NO	Statutory Implications NO	Equality Impact Assessment NO	Risk Management Implications NO

Date of meeting: 1 April 2014

2 BUSINESS RATES AND COUNCIL TAX- DISCRETIONARY RELIEFS

Summary

Central Government have recently introduced a number of temporary measures to help businesses and taxpayers. These measures are introduced through the Discretionary Reliefs system and therefore require Council approval. All the measures are fully funded by Central Government

Recommendations:

- 1. Cabinet recommend to Council to agree to temporarily amend the Discretionary Relief Policy to include the following new Discretionary Reliefs:**
 - a) A Business Rates Retail Relief for properties meeting the criteria at 2.2 and the description of 'Retail' as shown at Appendix B, where a valid application form has been received (paragraph 2.7)**
 - b) A Business Rates Retail Reoccupation Relief for properties meeting the criteria shown at 3.2, where a valid application form has been received (paragraph 3.4)**
 - c) A Business Rates Flooding Relief for properties meeting the criteria shown at paragraph 4.4 and the definition of 'flood', whether or not a valid application form has been received (paragraph 4.8)**

d) A Council Tax Flooding Relief for properties meeting the criteria shown at paragraph 5.4 where the definition of 'flood' is also met, whether or not a valid application form has been received (paragraph 5.8)

Reason for Decision

To allow the new reliefs to be awarded to qualifying businesses and council tax payers.

1. Background

- 1.1 Over the past few months Central Government have announced a number of new discretionary reliefs for both businesses and council tax payers.
- 1.2 Some of these were announced as part of the Autumn statement In December 2013 to support and encourage retail businesses. The others were announced as ad-hoc statements following the tidal surge in December 2013 and the storm flooding in late 2013 and early 2014.
- 1.3 These reliefs are in addition to the Business Rates New Build Exemption already announced in September 2013 and agreed by Council on 28 November 2013.
- 1.4 The reliefs are discretionary so Councils can decide whether or not to adopt them as part of their Discretionary Relief policy.
- 1.5 The full cost of all the reliefs is funded by Central Government so there is no impact on the Business Rate Retention Scheme or Council Tax income.
- 1.6 The reliefs are detailed individually below.

2. Business Rates Retail Relief

- 2.1. A new business rates relief is introduced for 2014/2015 and 2015/2016 where properties wholly or mainly used as a shop, restaurant or drinking establishment can benefit from an annual £1,000 reduction on their rates bill.
- 2.2. The criteria for the relief are:
 - The property must be occupied;
 - The rateable value is £50,000 or less;
 - The property is wholly or mainly used as a shop, café or drinking establishment; and
 - The relief will not breach State Aid rules (see Appendix A for details of State Aid).

- 2.3. The relief will be a maximum of £1,000 a year and is awarded after all other reliefs.
- 2.4. Central Government have produced guidance on Retail Relief listing the property uses that are, and are not, considered 'retail' for the purpose of the reduction. These are listed at Appendix B.
- 2.5. There are no criteria as to the locality of a property and businesses need not be in a town centre or 'high street' type of location to qualify.
- 2.6. An initial estimate has been completed and identified approximately 1,300 properties that may qualify for Retail Relief. These will need to complete an application form to confirm they do not breach State Aid limits so this number is expected to reduce.
- 2.7. Recommendation: Cabinet recommend to Council to agree to award Business Rates Retail Relief to properties meeting the criteria as shown at paragraph 2.2 and the description of 'Retail' as shown at Appendix B, where a valid application form has been received.**

3. Business Rates Retail Reoccupation Relief

- 3.1 A new business rates relief is introduced for 2014/2015 and 2015/2016 that allows ratepayers to claim a 50% reduction on their business rates bill for 18 months if they occupy retail premises that were previously empty for more than a year.
- 3.2 The criteria for the relief are:
- The property must be a retail premises;
 - The property must have been empty for more than one year;
 - The relief will be 50%, awarded for a maximum of 18 months; and
 - The relief will not breach State Aid rules
- 3.3 There are no criteria as to the locality of a property and businesses need not be in a town centre or 'high street' type of location to qualify.
- 3.4 Recommendation: Cabinet recommend to Council to agree to award Business Rates Retail Reoccupation Relief to properties meeting the criteria shown at paragraph 3.2, where a valid application form has been received.**

4. Business Rates Flooding Relief

- 4.1 On 12 February 2014 the Prime Minister announced a new Business Rates relief for properties that have been flooded.
- 4.2 The relief is a discount of 100% for three months from the date of the flooding whilst the business remains adversely affected.

- 4.3 Although the relief is discretionary, Central Government have stated that they expect Councils to award the reduction as they are fully funding the cost.
- 4.4 The criteria for the relief are:
- For any day between 1 December 2013 and 31 March 2014:
 - The property has been flooded in whole or in part as a direct result of the adverse weather conditions;
 - The business activity undertaken there has been adversely affected as a result of the flooding;
 - The property was occupied at the time of the flooding;
 - The rateable value is less than £10 million, and
 - The relief will not breach State Aid rules
- 4.5 Central Government guidance states that any small or minor impact from flooding will not be enough to qualify for the scheme.
- 4.6 Central Government guidance also defines what is meant by ‘flood’ and this is shown at Appendix C.
- 4.7 An application process will be put in place but where the Council is satisfied the relief should be granted it will automatically be awarded.
- 4.8 Recommendation: Cabinet recommend to Council to agree to award Business Rates Flooding Relief of 100% for up to three months to properties meeting the criteria shown at paragraph 4.4 where the definition of ‘flood’ is also met, whether or not a valid application form has been received.**

5. Council Tax Flooding Relief

- 5.1 On 19 February 2014 the Prime Minister announced that £4 million will be made available to reimburse Councils who award a Council Tax discount to people whose homes have been flooded.
- 5.2 Central Government have not specified any criteria for the relief as Councils already have powers to award discretionary Council Tax discounts. However the guidance suggests the £4 million would support a three month discount period.
- 5.3 For consistency a similar scheme to the Business Rates Flooding Relief is recommended.
- 5.4 The recommended criteria for the relief are:
- For any day between 1 December 2013 and 31 March 2014:
 - The property has been flooded in whole or part as a direct result of the adverse weather conditions; and
 - The ability to occupy the property has been adversely affected as a result of the flooding.

- 5.5 Central Government guidance also defines what is meant by 'flood' and this is shown at Appendix C.
- 5.6 The recommended discount is 100% for three months from the date of the flooding whilst the ability to occupy the property is adversely affected.
- 5.7 An application process will be put in place but where the Council is satisfied the relief should be granted it will automatically be awarded.
- 5.8 Recommendation: Cabinet recommend to Council to agree to award Council Tax Flooding Relief of 100% for a maximum of three months to properties meeting the criteria shown at paragraph 5.4, where the definition of 'flood' is also met, whether or not a valid application form has been received.**

6. Policy Implications

- 6.1 The powers to award the new reliefs are discretionary and would be a temporary change of the Discretionary Relief Policy.

7. Financial Implications

- 7.1 None. Central Government will fully reimburse the cost of all the new reliefs.

8. Equality Impact Assessment (EIA)

- 8.1 A full Equality Impact Assessment is not required. The Equality Impact Assessment Pre-screening form is a background paper.

9. Background Papers

- 9.1 Department for Communities and Local Government – Business Rates Retail Relief Guidance (January 2014)
- 9.2 HM Government – Flood Support Schemes Guidance note (February 2014)
- 9.3 Borough Council of King's Lynn & West Norfolk Discretionary Relief Policy

Appendix A

State Aid Rules

State Aid law is the means by which the European Union regulates state funded support to businesses. It does not affect support for householders.

Providing discretionary support from the repair and renewal grant, business rates relief scheme, and a business support scheme is likely to amount to State Aid. However, support will be State Aid compliant where it is provided in accordance with the De Minimis Regulations (1407/2013), is block exempted under GBER (1998/2006) or approved by the Commission.

The De Minimis Regulations allow an undertaking to receive up to €200,000 of cumulative De Minimis aid in a three year period (consisting of the current financial year and the two previous financial years).

Local authorities should familiarise themselves with the terms of this State Aid exemption, in particular the types of undertaking that are excluded from receiving De Minimis aid (Article 1), the relevant definition of undertaking (Article 2(2)) and the requirement to convert the aid into Euros .

To administer De Minimis it is necessary for the local authority to establish that the award of aid will not result in the undertaking having received more than €200,000 of De Minimis aid. Therefore, authorities should enquire when considering whether to grant flooding support if the undertaking is in receipt of any other De Minimis aid (including any other support, such as retail business rate relief). Note that the threshold only relates to aid provided under the De Minimis Regulations (aid under other exemptions or outside the scope of State Aid is not relevant to the De Minimis calculation).

Where an authority is satisfied that the support to be provided will not lead to the De Minimis level for the undertaking being exceeded then full support available under the three flood support schemes can be provided immediately.

Where the De Minimis level may be exceeded then support up to that limit may be initially granted immediately.

There may be some instances where a business is entitled to a level of support above the De Minimis level, perhaps as a result of being in receipt of their quota of De Minimis Aid through other means. In order to ensure that these businesses can also be fully supported, the Government are notifying these flood support schemes to the European Commission.

The purpose of the notification is to make sure that there are no instances of individual businesses being turned away from the proposed support. The approval of the notification will act as assurance to local authorities that the state aid they are awarding above the De Minimis level is legal. The government will inform local authorities following the approval of the

notification. However, no aid can be awarded against the scheme until approval has been given.

Once approved, aid given to companies for whom De Minimis aid does not cover the full value of the aid should be awarded as part of the notified scheme. Note that the notification will only authorise aid given due to flooding, and not for other types of support, such as other business rate relief or grants.

Local authorities should keep records of all the undertakings who receive flooding relief aid. Local authorities should report to sapu@bis.gsi.gov.uk on the total number of undertakings, split by micro, SME and Large enterprise who have received support above the De Minimis limit per local authority. The total amount per local authority should also be reported.

Where local authorities have further questions about De Minimis or other aspects of State Aid law, they should seek advice from their legal department in the first instance.

Appendix B

Retail Relief – Central Government definition of ‘Retail’

We consider shops, restaurants, cafes and drinking establishments to mean:

Hereditaments that are being used for the sale of goods to visiting members of the public:

- Shops (such as: florist, bakers, butchers, grocers, greengrocers, jewellers, stationers, off licence, chemists, newsagents, hardware stores, supermarkets, etc)
- Charity shops
- Opticians
- Post offices
- Furnishing shops/ display rooms (such as: carpet shops, double glazing, garage doors)
- Car/ caravan show rooms
- Second hand car lots
- Markets
- Petrol stations
- Garden centres
- Art galleries (where art is for sale/hire)

Hereditaments that are being used for the provision of the following services to visiting members of the public:

- Hair and beauty services (such as: hair dressers, nail bars, beauty salons, tanning shops, etc)
- Shoe repairs/ key cutting
- Travel agents
- Ticket offices e.g. for theatre
- Dry cleaners
- Launderettes
- PC/ TV/ domestic appliance repair
- Funeral directors
- Photo processing
- DVD/ video rentals
- Tool hire
- Car hire

Hereditaments that are being used for the sale of food and/ or drink to visiting members of the public:

- Restaurants
- Takeaways
- Sandwich shops
- Coffee shops
- Pubs

- Bars

The following are not considered to be Retail premises:

Hereditaments that are being used for the provision of the following services to visiting members of the public:

- Financial services (e.g. banks, building societies, cash points, bureau de change, payday lenders, betting shops, pawn brokers)
- Other services (e.g. estate agents, letting agents, employment agencies)
- Medical services (e.g. vets, dentists, doctors, osteopaths, chiropractors)
- Professional services (e.g. solicitors, accountants, insurance agents/ financial advisers, tutors)
- Post office sorting office

Hereditaments that are not reasonably accessible to visiting members of the public

Appendix C

Definition of Flood

Section 1 of the Flood and Water Management Act 2010

- 1) Flood includes any case where land not normally covered by water becomes covered by water.
- 2) It does not matter whether a flood is caused by:
 - a. Heavy rainfall,
 - b. A river overflowing or its banks being breached,
 - c. A dam overflowing or being breached,
 - d. Tidal waters,
 - e. Groundwater, or
 - f. Anything else (including a combination of factors).
- 3) Flood does not include:
 - a. A flood from any part of a sewerage system, unless wholly or partly caused by an increase in the volume of rainwater (including snow and other precipitation) entering or otherwise affecting the system, or
 - b. A flood caused by a burst water main (within the meaning given by s219 of the Water Industry Act 1911)

REPORT TO CABINET

Open		Would any decisions proposed :		
Any especially affected Wards	Mandatory/	Be entirely within Cabinet's powers to decide	NO	
	Discretionary /	Need to be recommendations to Council	YES	
	Operational	Is it a Key Decision	NO	
Lead Member: Cllr Adrian Lawrence E-mail: cllr.adrian.lawrence@west-norfolk.gov.uk		Other Cabinet Members consulted:		
		Other Members consulted:		
Lead Officer: Vicki Hopps E-mail: Vicki.hopps@west-norfolk.gov.uk Direct Dial:01553 616307		Other Officers consulted: Food Safety Team; Geoff Hall		
Financial Implications NO	Policy/Personnel Implications YES	Statutory Implications YES	Equal Impact Assessment YES If YES: Pre-screening	Risk Management Implications YES

Date of meeting: 1 April 2014

3 FOOD SAFETY SERVICE PLAN

Summary

Food authorities are required by the Food Standards Agency to set out a scheme for the planning and delivery of food law enforcement. It is expected that this scheme will take the form of a formally adopted service plan.

Recommendation

The Council approves the Food Safety Service Plan.

Reason for Decision

The Council has the responsibility to ensure food businesses within the Borough maintain satisfactory standards of hygiene thus reducing the likelihood of food borne disease.

By not adopting the service plan the authority may be classed as a failing authority in the view of the Food Standards Agency.

1 Background

1.1 Food authorities are required by the Food Standards Agency to set out a scheme for the planning and delivery of food law enforcement. It is expected that this scheme will take the form of a formally adopted service plan.

1.2 The Food Safety Service Plan has an important role in ensuring that national priorities and standards are addressed and delivered locally. It also provides a focus on key delivery issues and has an essential link with financial planning. The purpose of the service plan is to set objectives for the future

and identify major issues that cross boundary services. In addition it presents the opportunity to manage performance and make performance comparisons.

1.3 The Food Standard Agency recognises that food authorities use various approaches to enforcement work depending on the prevailing circumstances, level of risk, political and stakeholder desire and other external influences.

1.4 The Food Safety Service Plan sets out how the Food Safety Team intends to meet its obligations in relation to food safety and hygiene and highlights the range of intervention methods and approaches utilised in order to ensure the safety and integrity of food within the Borough. These include education and business support through to enforcement and regulation.

1.5 In addition the Food Safety Service Plan details the type and amount of food premises that the Food Safety Team has enforcement responsibility for, currently there are 1702 premises in total.

1.6 Previously the service plan has been approved by the portfolio holder (cabinet member), however it is now expected that the plan should be approved by the “appropriate member forum”, in other words the cabinet, to ensure local transparency and accountability.

1.7 The Plan will be reviewed and revised periodically and used as a mechanism for keeping members informed of local food safety activities undertaken by the Council’s Food Safety Service.

1.8 The Food Safety Service recently received an audit by the FSA (17th February 2014) where they commended the current service plan as good practice.

2 Options Considered

2.1 None

3 Policy Implications

3.1 The Food Service Plan is a policy document that should be adopted by cabinet.

4 Financial Implications

4.1 None

5 Personnel Implications

5.1 None

6 Statutory Considerations

6.1 The Council has a duty to carry out its functions under food safety legislation and to comply with the obligations set out in the Food Standards Agency Framework Agreement. Having a formally approved service plan in place demonstrates that the Council is meeting its obligations

7 Equality Impact Assessment (EIA)

7.1 Pre screening report template completed

8 Risk Management Implications

8.1 The Council has the responsibility to ensure food businesses within the Borough maintain satisfactory standards of hygiene thus reducing the likelihood of food borne disease.

8.2 By not adopting the service plan the authority may be classed as a failing authority in the view of the Food Standards Agency.

9 Declarations of Interest / Dispensations Granted

9.1 None

10 Background Papers

10.1 EIA



**Food Safety 3 Year Service Plan
2014/15 - 2017/18**

March 2014

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DRAFT

1. INTRODUCTION

1.1 The Food Safety Service Plan provides an overview of the service, how it contributes to the Council's operations, and reviews service performance

1.2 The format of this Service Plan is in accordance with the 'Framework Agreement on Local Authority Food Law Enforcement' (April 2010) and the 'Food Law Code of Practice (England)' (2012) issued by the Food Standards Agency.

Profile of Area

1.3 The Borough Council of King's Lynn & West Norfolk is situated in the County of Norfolk. The Council area has a population of 135,345 (2001 Census) with 101 town/parish areas making it the largest district in the County in terms of population. As a popular tourist area, numbers increase, especially during the summer months. In terms of area it is also the largest, covering 1428.76 square kilometres (551 square miles).

1.4 The principal town and administrative centre is King's Lynn which has a busy port and a number of large industrial estates. The population is approximately 35,000. The smaller towns of Downham Market and Hunstanton have different characteristics, Downham being a small market town, as the name implies, whilst Hunstanton is a well known seaside holiday resort. The population of each of these towns is less than 7,000. Small villages form the other dominant settlement pattern throughout the area. There are no large towns in close proximity to the Borough. The topography ranges from the Fens in the west which are at or below sea level to the rolling chalk 'uplands' in the east of the Borough which reach a maximum elevation of approximately 100 m.

1.5 It is bounded by the counties of Lincolnshire, Cambridgeshire and Suffolk as well as the neighbouring districts of North Norfolk and Breckland in Norfolk as shown on the map below.

1.6 The economy is mixed, with an important agricultural sector and a number of food processing operations located in the Borough.

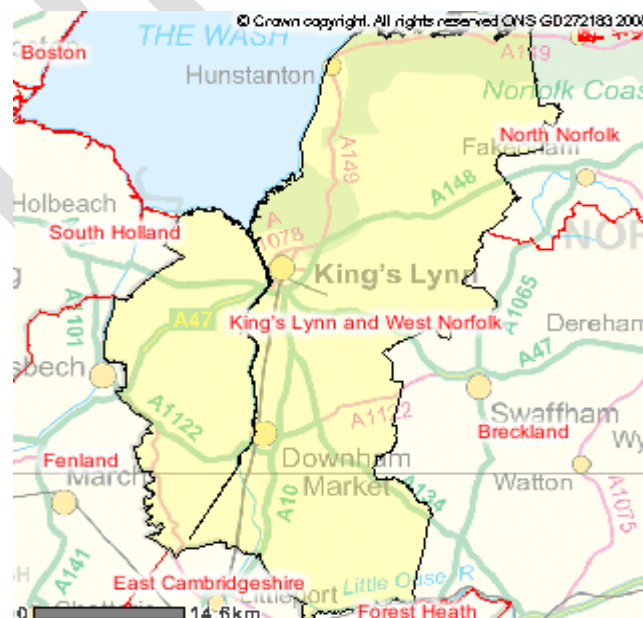
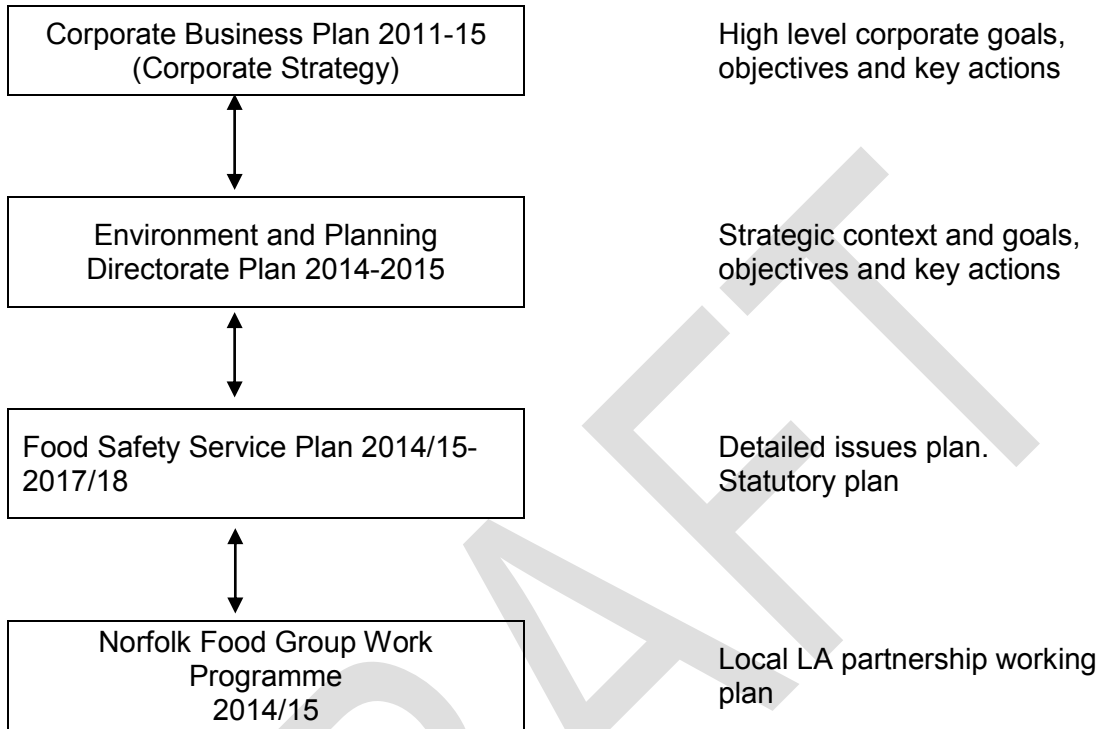


Figure 1: Map showing administrative Area of Borough Council of King's Lynn and West Norfolk

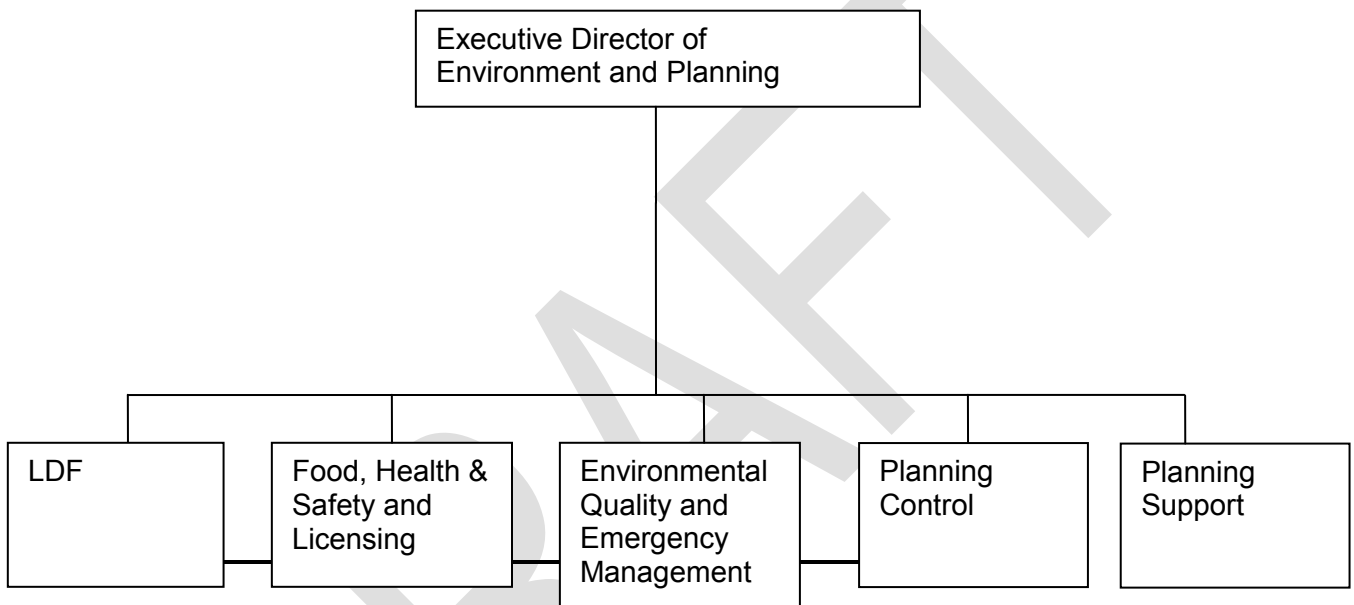
1.7 The hierarchy of service management plans within the Council is as follows:



2. SERVICE PROFILE

- 2.1 The Food Safety Team is part of the Food Safety, Health and Safety and Licensing Service within the Environment and Planning Directorate. The service sits alongside Health and Safety and Licensing Services and is managed day to day by the Principal Officer – Environmental Health.
- 2.2 Chart 1 shows the position of the Food Safety team within the Environmental Health & Housing Department.

Chart 1: Structure of Environmental Health Teams at Borough Council of King's Lynn and West Norfolk



- 2.3 The Food Safety Service staffing structure is detailed in Section 3.12.
- 2.4 This service aim is mainly fulfilled by providing enforcement based activities to check compliance in food businesses and other relevant premises with statutory requirements. This includes carrying out inspections, dealing with complaints and enquiries, provision of information and advice, and other support for local businesses. Partnership working, particularly with the Food Standards Agency, business organisations and groups, and other agencies underpin the activities carried out.
- 2.5 The Level 2 Award in Food Safety is also offered to food businesses to complement the inspection and enforcement activities. This award provides a basic introduction to food safety aimed at food handlers and managers of food catering businesses.
- 2.6 Work is progressing on the delivery and implementation of the Level 3 Award in Food safety in addition to the Level 2 Award.
- 2.7 Local Government organisations and the FSA have committed to the 'Food Regulation Statement of Intent: Strengthening the Central/Local Government Partnership' (2006) which sets out commitment of all parties to strategic planning and delivery for food regulation.

2.8 Strategic Fit and Priorities

The Directorate Plan sets out the contribution identified for the Service Directorate to meet corporate priorities, values and commitments. It also sets objectives, outcomes and performance measures for each constituent service in the Directorate.

2.9 Hours of Operation

2.9.1 The Food Safety Service is provided from the Council's main office base at King's Court, Chapel Street, King's Lynn. Opening hours are 8.45am – 5.15pm Mondays to Thursdays and 8.45am – 4.45pm Fridays. The service is also provided out-of-hours where required, and this would include:

- the inspection of relevant premises/activities that do not operate during daytime hours
- the further investigation of conditions and practices in some premises operating into the evening
- enforcement at public entertainment type events
- investigation of food poisoning outbreaks
- to respond to major emergencies
- cases where out-of-hours attendance is essential for the proper/ongoing investigation of complaints
- delivery of training/information sessions, and customer contact sessions

3. SERVICE OBJECTIVES, SCOPE AND ACTIVITY

3.1 Aims

To regulate and promote food safety and to reduce the risk of food related incidents and illness occurring where possible. Failing to regulate and promote safe food would ultimately lead to adulterated food and an increase in numbers of foodborne illness.

Regulation and promotion will be achieved through working with businesses and consumers to promote and secure high standards of food safety in the Borough. BCKLWN is also designated as the Port Health Authority for the Port of King's Lynn and our Port Health responsibilities are carried out by the team.

3.2 Service Objectives

- To inspect commercial food premises using an educative and enforcement approach to ensure compliance with relevant legislation and guidance
- To raise standards of food hygiene in food businesses.
- To investigate all justifiable food related complaints received.
- To investigate all cases of infectious disease, when appropriate.
- To respond to port health inspections on demand.
- To participate in statutory and agreed food sampling programmes.
- To provide advice and information on food safety matters to the public, businesses, other Council services and all stakeholders.
- To deliver a quality service in line with corporate and professional standards.

3.3 Statutory Basis for Service

The current legislative system of food safety legislation took effect from 1 January 2006, bringing UK legislation into line with legal requirements across the European Union (EU). Requirements imposed on businesses are now contained in European law with UK legislation specifying the enforcement measures.

The Food Safety Act 1990 is primary legislation for food safety and applies to England, with parallel statutes for Wales and Scotland. The term 'food authority' includes all district councils in England. The Act imposes the duty of execution and enforcement of the Act on food authorities.

Secondary legislation in the form EU Regulations are directly transposable to UK law without the need for further domestic regulations and are specific to food hygiene requirements in all food businesses. These regulations also include the requirement to have a written food management system and additional requirements for certain premises producing products of animal origin including the approval of such establishments.

The way in which we implement and interpret this legislation is contained in the Food Law Code of Practice (England) and a Food Law Practice Guidance document. These are issued under Section 40 the 1990 Act. The Code and main Guidance act as supplementary guidance and are not legislation but they are issued by Ministers for the guidance of food authorities and should effectively be considered to be mandatory. Their provisions can be enforced by court order if the food authority is found not to be following them.

Officers must have particular qualifications and competencies and must be authorised in writing by their authority to act in matters arising under the Act. The Food Law Code of Practice limits local authorities' appointment of authorised officers to those that are suitably qualified, experienced and competent to carry out the tasks and duties they are being asked to perform.

3.4 National Controls: Role of the Food Standards Agency (FSA)

Under the Food Standards Act 1999 the FSA has a package of statutory powers to strengthen enforcement of food standards and to ensure national objectives are delivered. The Act gives the FSA powers to:

- Set standards of performance in relation to enforcement of food law
- Monitor the performance of food authorities through audit and inspection visits – this was last carried out in October 2001
- Require information from local authorities in relation to food law enforcement and to inspect any records
- Enter local authority premises to inspect records and take samples
- Make reports to authorities, including guidance on improving performance
- Require authorities to publish these reports and state what action they propose to take

The way in which the FSA works with local authorities is set out in the Framework Agreement on Local Authority Enforcement (last amended April 2010).

The FSA updated the Food Law Code of Practice in April 2012 which allows food authorities to choose appropriate types of intervention for different types of food business, rather than following a rigid inspection regime.

The Imported Food Division of the FSA provides advice to local authorities and importers in relation to import/export legislation. It provides training for local authority officers involved in this field and audits and oversees the work of local authorities.

Other central government organisations with significant roles in food safety and port health include DEFRA (Department of Environment, Food and Rural Affairs), HMRC (Her Majesty's Revenues and Customs) and CEFAS (Centre for Environment, Fisheries and Aquaculture Science). Significant non-governmental organisations which include CIEH (Chartered Institute of Environmental Health), TSI (Trading Standards Institute), and APHA (Association of Port Health Authorities).

3.6 European Controls - Role of the EU and the European Food Safety Authority (EFSA)

Set up in Brussels in 2002, EFSA provides independent scientific advice on all matters linked to food and feed safety and provides advice on nutrition in relation to Community legislation.

The EU integrated approach to food safety aims to assure a high level of food safety, animal health, animal welfare and plant health within the European Union through coherent farm-to-table measures and adequate monitoring, while ensuring

the effective functioning of the internal market. The implementation of this approach involves the development of legislative and other actions:

- To assure effective control systems and evaluate compliance with EU standards in the food safety and quality, animal health, animal welfare, animal nutrition and plant health sectors within the EU and in third countries in relation to their exports to the EU;
- To manage international relations with third countries and international organisations concerning food safety, animal health, animal welfare, animal nutrition and plant health;
- To manage relations with the EFSA and ensure science-based risk management.

3.7 The Commission is responsible for ensuring that Community legislation on food safety, animal health, plant health and animal welfare is properly implemented and enforced.

3.8 Scope and Demands of the Food Safety Service

3.8.1 The Food Safety Team carries out its responsibilities for ensuring the production and consumption of safe food in the borough in approximately 1700 food premises. As a Port Health Authority we also have responsibilities regarding the safety of imported foods (food hygiene and food standards) and ship sanitation at King's Lynn Port.

3.8.2 This Team also provides expertise to other services within the Council, e.g. Development Control, Building Control Departments and Leisure, as well as to the other teams within Environmental Health and Housing.

3.9 The Food Safety Service

3.9.1 Local food businesses in the Borough are primarily in the retail and catering sectors plus a number of major food manufacturers. The town of King's Lynn is a focus for regeneration, and as such is attracting increased inward investment. This is reflected in the development in recent years of out of town shopping/leisure areas, town centre catering establishments, office facilities, and local events and entertainments. The holiday industry promotes the development of the local hotel and catering business sectors.

3.9.2 King's Lynn is a major port in the north of the Eastern Region; however its import trade is generally non-foodstuffs. Ports must be designated as "Border Inspection Posts" (BIP's) in order to receive imports of food from outside the EU (termed 'third countries') which is of animal origin, therefore this type of trade is not available to King's Lynn. The only food related trade that may legally come through King's Lynn port would be food 'not of animal origin'. The officers must ensure that they maintain their competence in imported food matters, as it may be that non-animal food imports trade will occur locally. There is also an enforcement responsibility for imported food (i.e. brought into any port in the UK) which may end up in our local district.

3.9.3 The Local Authority also has enforcement responsibilities for ship sanitation. The Public Health (Ships) (Amendment) (England) Regulations 2007 came into force on 15 June 2007. These Regulations implement the

requirement of the International Health Regulations 2005 and as a result, the former Deratting Certificate was replaced by the Ship Sanitation Control Exemption Certificate/Ship Sanitation Control Certificate. The Borough of King's Lynn and West Norfolk Port Health Authority has been authorised to issue these certificates.

The certificate involves a more detailed inspection, which includes checks for vectors of illness and controls in place to minimise the risk of the spread of any illness. If the inspection reveals no evidence of a risk to public health, a Ship Sanitation Control Exemption Certificate is issued which is valid for 6 months.

- 3.9.4 Another significant area of food enforcement work in the district is shellfish production. There are approximately 14 classified shellfish production beds together with a number of shellfish purification plants. A statutory sampling programme is in place, in accordance with Food Standards Agency Statutory Codes and Guidance, and there is joint working with the Eastern Sea Fisheries Joint Committee to implement the programme. Inspections and revisits of shellfish purification plants are conducted with Centre of Environment, Fisheries and Aquaculture Science (CEFAS), who provide the necessary technical expertise and support for monitoring these processes and related enforcement matters.
- 3.9.5 At November 2013 the Food Safety Team was responsible for ensuring food safety in 1732 food premises in the Borough, obviously the total number is constantly changing as premises open and close. An approximate breakdown of premises is given in Table 1 below:

Table 1: Types of Commercial Food Premises in the Borough Council of King's Lynn and West Norfolk (at November 2013)

Premises Descriptions	Number in BCKLWN*
A: Primary Producers	33
B: Manufacturers and Packers	67
C: Importers/Exporters	3
D: Distributors/Transporters	56
E: Supermarket/Hypermarket	22
F: Small Retailers	254
G: Retailers Other	68
H: Restaurants/Café/Canteen	220
I: Hotel Guest House	95
J: Pub/Club	200
K: Take-Away	107
L: Caring Premises	227
M: School/College	95
N: Mobile Food Unit	81
O: Restaurant and Caterers Other	204
TOTAL:	1732

Table 2: Broadly Compliant with Food Law Requirements as at end of November 2013

Category	Non Compliant	Compliant	% Non Compliant	% Compliant
A	2	0	100%	0%
B	23	69	25%	75%
C	54	619	8%	92%
D	9	295	3%	97%
E	4	558	1%	99%
Total	92	1541	6%	94%
Unrated	0	0		

The table above shows the number of premises in each risk band i.e. 'A' premises being high risk and 'E' premises low risk. Columns 2 to 3 detail the number of premises in each category and columns 4 and 5 show the percentage within each category.

The Broadly Compliant definition is based on a numerical scoring system of risk rating premises following routine food hygiene inspections. The risk rating is detailed in the Food Law Code of Practice, which was updated by the FSA in April 2012.

3.10 Service Activity Levels

- 3.10.1 Table 2 summarises the overall level of inspection, sampling and complaint response activity undertaken by the Food Safety Service during 2012/2013 and shows anticipated service demand for 2013/14
- 3.10.2 The priority for pro-active inspection work is the Category A, B and C premises, which represent the highest risk in food safety terms. These premises are risk assessed according to the FSA Code of Practice. An alternative enforcement strategy will continue to be applied for the lower risk premises (Category E), and this approach allows the authority to concentrate on inspections of higher risk premises.
- 3.10.3 Interventions for C rated premises will be divided according to the proposed changes in the Food Law Code of Practice. In other words those premises with a higher risk rating will have an inspection style intervention while those with a lower risk rating will have an alternative intervention visit. Additionally those premises scoring 0, 1 or 2 in the Food Hygiene Ratings will receive an inspection style intervention.
- 3.10.4 Interventions for D rated premises will be on the basis of alternative interventions and official control intervention on a rotational basis.
- 3.10.5 Unrated and overdue premises will be targeted via a triage system. In other words those businesses that are high risk will be looked at first and those that are lower risk, such as home caterers making cupcakes once per month, will be visited once the high risk premises have been addressed. Although the code of practice requires unrated premises being inspected within 28 days of registration this is impracticable. The target set is for an inspection to have been carried out within 3 months of the first date of registration (provided they are trading).
- 3.10.6 The key alternative enforcement strategy in place during 2013/14 was the implementation education and advice in the form of Level 2 training and self-assessment questionnaires for E rated premises.
- 3.10.7 Other strategies that will continue to be applied in 2014/15 to promote compliance by business and food safety generally will include promotion of the Food Hygiene Rating Scheme and campaigns such as hand washing in schools and taking part in educational events such as Around the World in 80 Dishes.
- 3.10.8 Following the success of the Level 2 training the food team will be running Level 3 courses for managers.

Table 3: Food Safety Service Activity Levels 2011/12; 2012/13; 2013/14

Activity Type	Service Demand 2011/12	Service Activity 2011/12	Service Activity 2012/13	Service Demand 2013/14	Estimate time in hours for Inspection (including travel~1hour)	Estimate time in hours for follow up action e.g. letters, notices, revisit	FTE Equivalent #
Total Number of food premises	1689	1689	1702	1726			
Programmed Inspections		Interventions achieved		949			
Category A premises	10 inspections	10	6	6	30	42	0.04
Category B premises	119 inspections	196	119	104	416	416	0.49
Category C premises	508 inspections	414	525	694	2082	1388	2.04
Category D premises	262 inspections	132	217	293	586	293	0.52
Category E premises	231 inspections	80	250	497	AES	AES*	*
Unrated premises	92 inspections	156	134	126	252	126	0.22
Food related complaints		54 food 97 premises			302	151	0.27
Fishing Boat Approvals				~46	138	138	0.16
Manufacturers				67	469	938	0.83
Infectious Disease notifications		268			67	134	0.12
Food and Shellfish sampling and Port Health water sampling		280	Expected same level	Expected same level	280	140	0.25
Other service requests/information		61 – general advice 106- premises hygiene	110		250	83	0.2

Level 2 Training				At least 6 courses per year	108	12	0.07
Level 3 Training				At least 2 courses per year	102	12	0.07
Other promotion and advisory work				Hand Washing in Schools; Educational Events	192	12	0.12
Staff professional qualification courses	Minimum 10 hrs per officer per year	Minimum 10 hrs per officer per year	Minimum 10 hrs per officer per year	Minimum 10 hrs per officer per year	n/a	70	0.04
Administrative Support					n/a	1700	1
Service Management					n/a	935	0.55
TOTAL FTE							6.99

calculated on an average week of 37 hours and 46 weeks at work (to take into account annual leave, flexi, etc.)

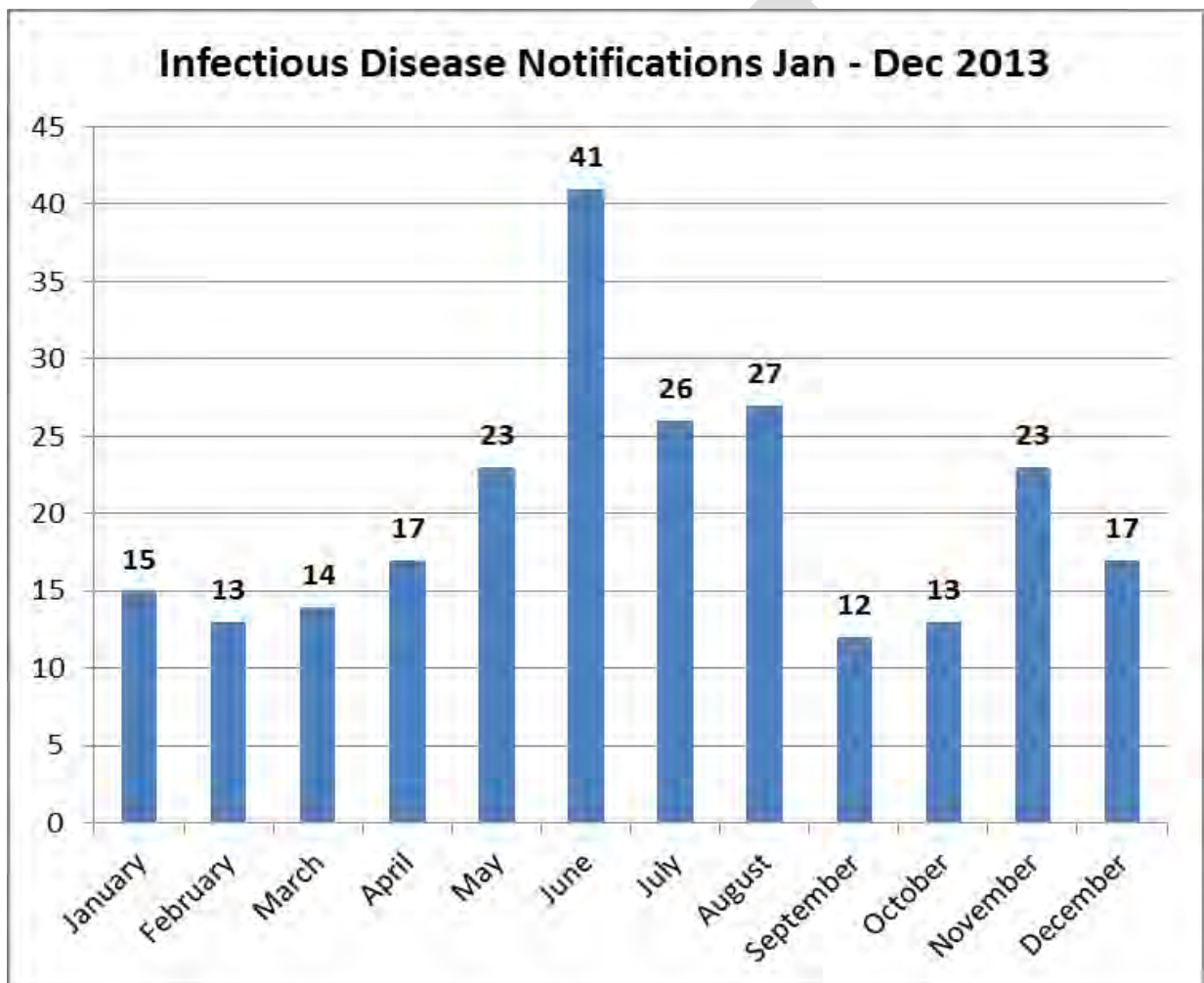
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3.10.9 In addition to food safety activity the food safety team are responsible for investigating notifications of infectious diseases. The graph below shows the service demand for this area in 2013 with 241 notifications being received.

The 41 notifications in June is the summer norm and almost entirely due on account of Campylobacter notifications.

3.10.10 The role of the food team in investigating notifiable infectious diseases is to establish the cause of the disease using powers to determine if it stems from a failure of hygiene practices or equipment and to prevent it spreading by working with Public Health England tracing contacts and interviewing those at risk.

Figure 1: Total infectious diseases by month for 2013.



3.11 Service Delivery Policies

3.11.1 Enforcement Policy

The Council's Corporate Enforcement Policy including food safety, health and safety, infectious disease control, sampling and analysis was updated June 2013. The Policy is available on the Council's website and by hard copy on request.

3.11.2 Technical Procedures/Policies

Procedures are in place for the following technical areas;

EH.FS.1	Intervention Procedure
EH.FS.2	Revisit Procedure
EH.FS.3	Food Law Notices
EH.FS.4	Food Alerts and Updates
EH.FS.5	Approved Premises File Information
EH.FS.5a	Meat Products Approval
EH.FS.5b	Shellfish Purification Plant Approval
EH.FS.5c	Fishery Products Approval
EH.FS.6	Infectious Disease Investigation
EH.FS.7	Shellfish Movement Documents
EH.FS.8	Health Certificates
EH.FS.9	National Food Hygiene Rating
EH.FS.10	Fridge and Freezer Daily Temperature Checks
EH.FS.11	Food Premises Database Accuracy
EH.FS.12	Food Premises Registration
EH.FS.13	Calibration of Thermometers
EH.FS.15	Partial Inspections
EH.FS.20	Sampling of Private Water Supplies
EH.FS.22	Food Complaints
EH.FS.28	Food Hygiene Complaints
	Food Sampling Policy

3.12 Organisation

3.12.1 The current staffing structure for the Food and Health and Safety teams is shown in Chart 1.

3.12.2 The staffing structure of the Commercial Team was reviewed in March 2013 following the retirement of the Executive Director of Environmental Health and Housing and a new staffing structured implemented.

3.12.3 The Framework Agreement (2010) issued by the FSA sets out the requirements for Food Authorities in delivering their statutory duties regarding food enforcement. Food Authorities are required to ensure that they allocated sufficient resources to implement the food premises inspection programme, as governed by the risk rating scheme and also resources to deal with other key activities such as investigating food complaints, sampling, investigating infectious diseases and providing facilities and equipment etc. The Food Law Code of Practice sets out in more details the food enforcement services must be organised, managed and delivered.

3.12.4 Challenges for the Environmental Health Services in terms of staffing include:

- retaining experienced staff
- on-going development of staff regarding competency standards as legislation changes and as part of staff development initiatives
- local personal development programme.

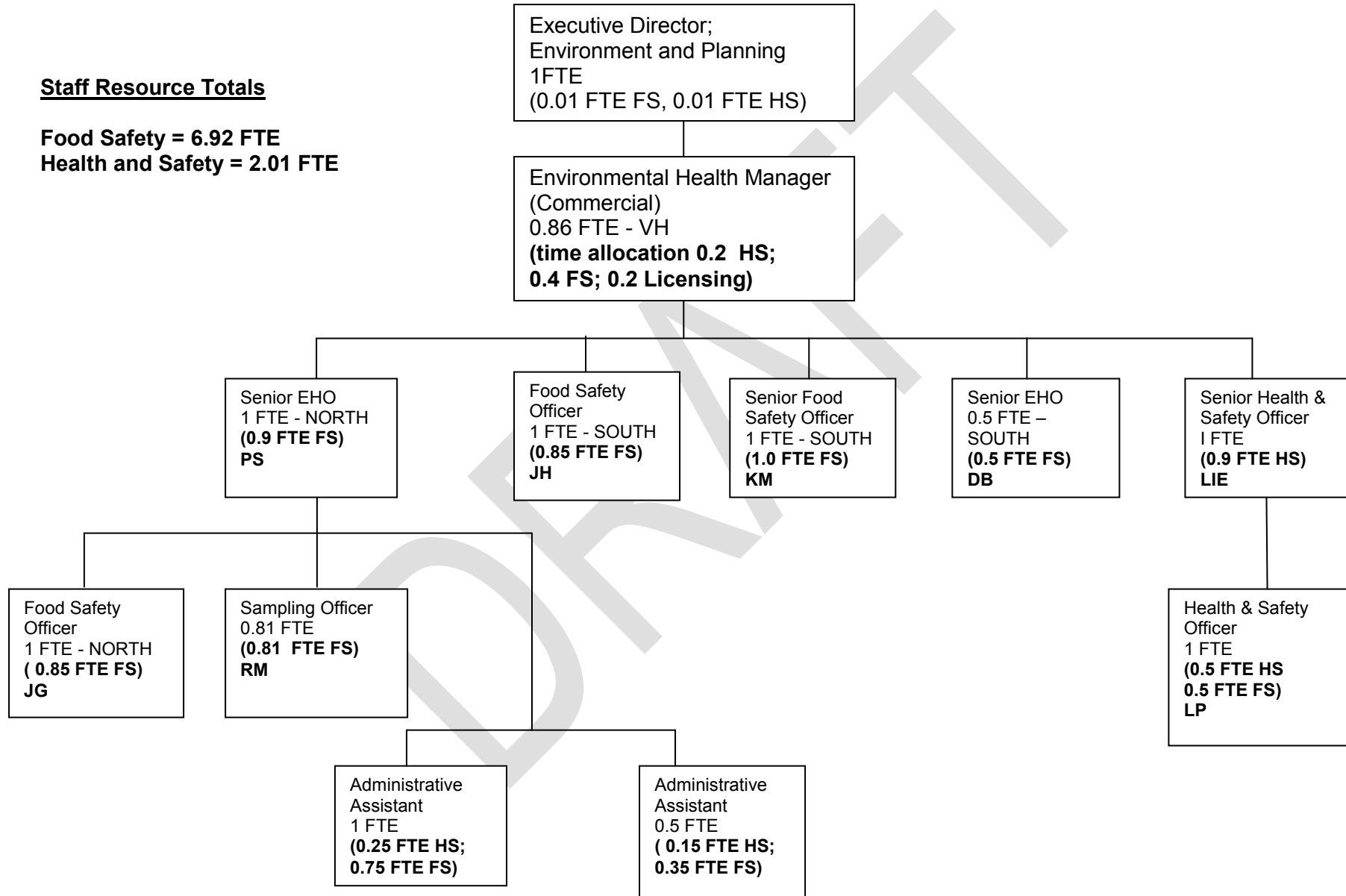
3.12.5 Ensuring staff are supported through training and development creates a competent workforce who are able to cover in times of absence.

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Chart 1: Structure for Food Safety and Health and Safety – March 2013

Staff Resource Totals

Food Safety = 6.92 FTE
Health and Safety = 2.01 FTE



4. FUTURE DEVELOPMENTS IN THE FOOD SAFETY SERVICE

4.1 Service Delivery 2014/2015

4.1.1 The following sets out a summary of the key national strategies which will impact on the way Food Safety Services are delivered during the year and beyond both locally and nationally.

4.2 On-going action from the Public Inquiry into the E.coli O157 outbreak

4.2.1 The FSA issued new guidance to clarify the steps that food businesses need to take to control the risk of contamination from the foodborne bacteria E.coli O157.

4.2.2 Key Messages

Some of the key measures highlighted in the guidance to control E.coli are:

- Identification of separate work areas, surfaces and equipment for raw and ready-to-eat food.
- Use of separate complex equipment, such as vacuum-packing machines, slicers, and mincers for raw and ready-to-eat food.
- Handwashing should be carried out using a recognised technique. Anti-bacterial gels must not be used instead of thorough handwashing.
- Disinfectants and sanitisers must meet officially recognised standards and should be used as instructed by the manufacturer.

Although E.coli is the key focus of this guidance, the measures outlined will also help in the control of other bacteria, such as campylobacter and salmonella.

4.2.3 The implications of both the guidance documents and report are that food safety inspections are taking longer to carry out due to the complex nature of the guidance and control measures.

4.2.4 In addition to the national guidance provided, the food safety team have produced a bespoke training programme for food businesses which explains the guidance and what they need to do to comply.

4.3 Food Law Code of Practice

4.3.1 The Food Standards Agency's new Food Law Code of Practice proposed a move towards developing a range of alternative intervention strategies to achieve compliance with statutory requirements and good practice by food businesses. Recognising this it is recognised that a more comprehensive approach to using a range of techniques to promote compliance is a more effective way of using limited enforcement resources, and helps to further promote good working relationships with food businesses, e.g. food safety projects.

4.4 Alternative Enforcement Strategy and Regulation

4.4.1 Work has been going on to start to realign some of the service resources available away from premises inspection to other intervention measures to secure business compliance with food safety legislative requirements. Premises inspections will be continue to be targeted at the highest risk food premises, and the alternative enforcement strategy for low risk food premises will be developed further. This will reflect the review of the Code of Practice by the Food Standards Agency and the development of other food enforcement related programmes and initiatives. This work will need to be done in line with national developments in food enforcement, and along side other key partners, including the Local Authorities in Norfolk and the Eastern Region.

4.4.2 The service will implement the ongoing introduction of HACCP based changes in food safety management systems in all businesses. The national focus on implementing these

requirements has been in manufacturing, catering and retail types of food businesses as well as a HACCP designed specifically for Butchers.

4.5 Developing Partnership Working

- 4.5.1 Work is ongoing to develop the ways we work in partnership with the FSA, local businesses and others. Particular areas of joint working underway include:
- Participating with the FSA and LGR in food sampling programmes. This includes as national programmes for sampling that are co-ordinated by LGR, and the Eastern Region Co-ordinated Food Sampling Programme.
 - Working with the Norfolk Food Liaison Group in drawing up a work plan for 2013/14. This programme identifies key issues for service delivery and areas where the 8 Food Authorities in Norfolk can work in collaboration. (7 local authorities and Trading standards)
 - Continue with the involvement in Eastern Ports Liaison Network (EPLaN). EPLaN is a forum, sponsored by the Association of Port Health Authorities (APHA) for member authorities in the eastern region who meet on a regular basis to share knowledge and experience; facilitate consistent enforcement and working practices; and develop effective links with other enforcement agencies.

4.6 Staff Training and Development

- 4.6.1 It is critical to ensure that Food Safety Officers carrying out inspections of food premises, examination of food for quality and fitness and investigations of infectious diseases are competent and that there are adequate arrangements in place to monitor and maintain competency. This is a requirement of the Food Law Code of Practice and Food Law Guidance issued by the FSA .
- 4.6.2 Areas of work underway and planned for 2013/14 regarding competency include
- continuing joint training/information sessions with the FSA and other partners on specified topics and areas of work to improve staff skills and knowledge
 - a review of training needs across the Norfolk Local Authorities is included in the Norfolk Food group Work programme for 2013/14. Training will then be organised on a co-operative basis, which will provide an efficient way of meeting local needs.
 - joint delivery of initiatives and projects with the FSA and other partners so that all organisations can learn from the respective approaches.
 - provision of consistency training across the county for Food Enforcement Officers for risk rating of food businesses.
- 4.6.3 Staff training needs are reviewed twice a year via the corporate Performance and Development Review system.

4.7 National Food Hygiene Rating Scheme

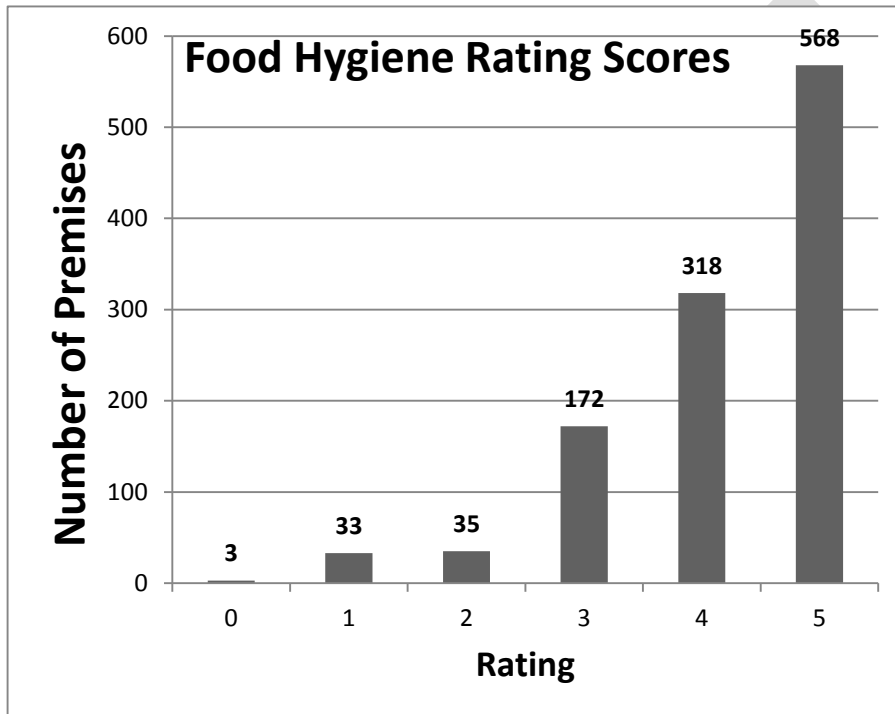
- 4.7.1 The authority launched the national Food Hygiene Rating Scheme in December 2010. Currently there are 1129 premises rated within the scheme. 94% of those rated have scored 3, 4 or 5.
- 4.7.2 The general purpose of the scheme is to help consumers choose where to eat out or shop for food by giving information about the hygiene standards in restaurants, pubs, cafés, takeaways, hotels and other places consumers eat, as well as supermarkets and other food shops.
- 4.7.3 In addition to this it also encourages businesses to improve hygiene standards. The food premises are given a rating of 0 to 5 depending on how hygienically the food is handled, the

condition and cleanliness of the premises and how the business manages and records what it does to make sure food is safe.

4.7.4 A rating of 5 is very good whereas a rating of 0 means that urgent improvement is necessary. Premises are given a sticker and certificate that they can display in their premises and all premises included in the scheme have their rating displayed on the Food Hygiene Rating Scheme website supported by the FSA.

4.7.5 The compulsory display of the sticker as recently adopted in Wales is an action overdue for England and can only increase compliance

Figure 2: Food Hygiene Rating scores - November 2013



4.8 Staffing Resources

4.8.1 Staffing levels remain a significant issue for the Food Safety Service for the year ahead. Following the service review in 2010 one FTE Senior EHO post was lost and this has had an effect on the output from the team. In addition to this both the Environmental Health and Housing Manager and Executive Director have left the organisation and have not been replaced. Smarter ways of working are being implemented to endeavour to ensure that food safety isn't compromised and that the high risk premises are being targeted as a priority.

5. RESOURCES

5.1 Budget

The total budget for 2013/14, actual for 2013/14 and budget for 2014/15 for the Food Safety Service is shown in Table 3 below:

Table 3: Budget for Food Safety Services 2011/12 to 2014/15

Food Safety Service	2011/12 Original Estimate £	2011/12 Actual £	2012/13 Estimate £	2013/14 Estimate £	2014/15 Estimate £
Gross Expenditure	325,420.00	310,230.69	347,690.00	358,730.00	367,070.00
Fees and Charges	-22,930.00	-27,892.78	-25,240.00	-25,240.00	-25,850.00
Net Expenditure	302,490.00	282,337.91	322,450.00	333,490.00	341,220.00

5.2 Specialist Services Suppliers

There are four Specialist Services provided to the Food Safety Service as set out below;

Food Examiner:

Public Analyst Scientific Services
70 – 80 Oak Street
Norwich
Norfolk
NR3 3AQ
Telephone: 01603 624555

Food Water and Environment Laboratories:

PHE Food, Water and Environmental Microbiology Network (Colindale)
Public Health England
FW&E Laboratory, Colindale
61 Colindale Avenue
London
NW9 5EQ
Tel: 0208 327 6550/49
Email: fwem@hpa.org.uk

Accreditation: UKAS No: 4063

Laboratory Manager: Krishna Pathak

Food Examiners: Krishna Pathak, Sheila Platt, Martin Lodge, Amor Waters

Centre for Environment, Fisheries and Aquaculture Science

As an area of shellfish production, CEFAS provide technical and scientific advice to the Local Authority on matters relating to sampling, premises approval (treatment centres) and other relevant matters.

CEFAS Weymouth Laboratory
The Nothe
Barrack Road
Weymouth
Dorset DT4 8UB
Tel: 01305 206600

CEFAS Lowestoft Laboratory
Pakefield Road
Lowestoft
Suffolk
NR33 0HT
Tel: 01502 562244

6. PERFORMANCE MANAGEMENT

The following tables set out the Food Service Area priorities and achievements and consultation strategy in addition to performance data.

6.1 Priorities for 2014/15

See over

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Food Safety, Health & Safety and Licensing

Purpose of the Service: To carry out pro-active risk-based inspections of Food and Health & Safety premises and deal with any complaints about those premises. Investigate food and food premises complaints, notifications of food borne illnesses and reportable work related ill health and accidents. To advise on matters relating to food and health and safety and to promote good practice in these areas. Implement the sampling programme, in relation to food, shellfish, private water supplies and swimming pools. To administer and enforce the requirements of various types of licences such as taxis, Licensing Act 2003 premises, Gambling Act 2005 premises, Sexual Entertainment Venues, street collections, holiday caravans and animal boarding/breeding establishments.

Service Objectives		Milestones / actions to achieve the objective	Est. compl. date	Responsible Officer	Portfolio Holder
FHL1	To regulate and promote food safety and to reduce the risk of food related incidents and illness occurring where possible.	<ul style="list-style-type: none"> - Working with businesses and consumers to promote and secure high standards of food safety in the Borough. - Inspection of commercial food premises using an educative and enforcement approach to ensure compliance with relevant legislation and guidance - Raising standards of food hygiene in food businesses. - Investigation of all food related complaints received. - Investigation of all cases of infectious disease, when appropriate. - Responding to port health inspections on demand. - Participating in statutory and agreed food sampling programmes. - Provision of advice and information on food safety matters to the public, businesses, other Council services and all stakeholders. - Delivery of a quality service in line with corporate and professional standards. 	Ongoing for those premises included in the inspection programme	V Hopps	Cllr Lawrence
FHL2	To regulate and promote a safe working environment and reduce the number of work related accidents and incidents of work related ill health.	<ol style="list-style-type: none"> a. Working with businesses and employees to promote and secure high standards of health and safety within relevant workplaces throughout the Borough. b. Inspection of relevant business premises using an educative and enforcement approach to ensure compliance with relevant legislation and guidance c. Raising standards of health and safety in businesses. d. Investigation of health and safety at work related complaints received. e. Investigation of cases of notifiable accidents and 	Ongoing for those premises included in the inspection programme	V Hopps	Cllr Lawrence

		<p>diseases, when appropriate.</p> <p>f. Participating in statutory and agreed health and safety promotion initiatives.</p> <p>g. Delivery of a quality service in line with corporate and professional standards.</p> <p>h. Working with other LAs and the HSE, to protect people's health and safety by ensuring that risks in the changing workplace are properly controlled.</p> <p>i. Providing information and advice, promoting and assuring a goal setting system of regulation and enforcing the law where necessary;</p> <p>j. Influencing organisations to embrace high standards of health and safety and to recognise the social and economic benefits.</p>			
FHL3	<p>To regulate and promote the four licensing objectives:</p> <ul style="list-style-type: none"> • The prevention of crime and disorder; • Public safety; • The prevention of public nuisance ; • The protection of children from harm; <p>To administer and enforce the requirements of other relevant licensing legislation.</p>	<p>k. Inspection of licensed premises and vehicles using an educative and enforcement approach to ensure compliance with relevant legislation and guidance</p> <p>l. Investigation of licence related complaints received</p> <p>m. Delivery of a quality service in line with corporate and professional standards.</p> <p>n. Providing information and advice, promoting and assuring license conditions are met and enforcing the law where necessary;</p> <p>o. Reviewing the fee structure for all licences and applying changes where necessary</p>	for those premises included in the inspection programme	V Hopps / J Gilbraith	Cllr Lawrence

6.2 Performance Monitoring

The following summarises the performance management arrangements in the Food Safety Team for monitoring progress against the Service Objectives and measures in paragraphs 6.1 and 6.2 above.

PLAN	PERFORMANCE MEASURES/DESCRIPTORS	MONITORING/REVIEW
Environment & Planning Directorate Service Plan	Executive Summary Indicators	Monthly to Corporate Directors Team
Food Safety Service Plan 2014/15-2017/18	Insite - % Broadly Compliant Food Premises	Quarterly to Insite
Food Safety Service Budgets	Financial performance against budget	Monthly by EHM/ Executive Director
Food Safety Team Work Plan	Key tasks/actions identified	Ongoing review by EHM and Team Seniors Discussion at team meetings
Staff individual Action Plans	Action points from appraisal and appraisal reviews	Annual appraisal 6 monthly reviews

7. **PLAN REVIEW**

- 7.1 Progress with our Food Safety Service Plan 2014/15-2017/18 will be kept under constant review as this is very much a 'working document'. Performance against the targets is reviewed regularly by the Environmental Health Manager, in conjunction with the team Senior EHOs and Food Safety Officers. An annual review against the entire Plan takes place at the end of the financial year.

GLOSSARY

APHA	Association of Port Health Authorities
BCKLWN	Borough Council of King's Lynn & West Norfolk
BIP	Border Inspection Post
CCG	Clinical Commissioning Group
CEFAS	Centre for Environment Fisheries and Aquaculture Science
CIEH	Chartered Institute of Environmental Health
CIC	Customer Information Centre
DEFRA	Department of Farming and Rural Affairs
EFSA	European Food Safety Authority
EHO	Environmental Health Officer
EPLaN	Eastern Ports Liaison Network
EU	European Union
FSA	Food Standards Agency
FTE	Full Time Equivalent
HACCP	Hazard Analysis Critical Control Points
HMRC	Her Majesty's Revenues and Custom
H&S	Health and Safety
IIP	Investors in People
LA	Local Authority
LBRO	Local Better Regulation Office
LGR	Local Government Regulation
LKMI	Local Key Management Indicator
PHE	Public Health England
SEHO	Senior Environmental Health Officer
SFBB	Safer Food Better Business
TSI	Trading Standards Institute
UKAS	United Kingdom Accreditation Service

REPORT TO CABINET

Open		Would any decisions proposed :		
Any especially affected Wards Kings Lynn	Discretionary	Be entirely within Cabinet's powers to decide	YES	
		Need to be recommendations to Council	NO	
		Is it a Key Decision	NO	
Lead Member: Cllr N Daubney E-mail: <i>cllr.nick.daubney@west-norfolk.gov.uk</i>		Other Cabinet Members consulted: Cllr Brian Long		
		Other Members consulted:		
Lead Officer: David Thomason E-mail: david.thomason@west-norfolk.gov.uk Direct Dial: 01553 616246		Other Officers consulted: Chief Executive		
Financial Implications YES	Policy/Personnel Implications NO	Statutory Implications NO	Equal Impact Assessment NO If YES: Pre-screening/ Full Assessment	Risk Management Implications NO

Date of meeting: 1 April 2014

4 BUSINESS IMPROVEMENT DISTRICT (BID) - VOTE

Summary

Council at its meeting on 28 November 2013 approved the Business Plan for Kings Lynn Town Centre submitted by the Business Improvement District representatives. The Council has an interest in the ballot in that there are council owned premises within the defined area of the BID that will be subject to the levy. The Council as an owner of the premises has received notification that the ballot will be held on 10 April 2014 and has been invited to vote.

Recommendation

Cabinet is recommended to instruct the Deputy Chief Executive to vote in favour of the BID on behalf of the Council

Reason for Decision

To allow for the BID to be successful.

1 Background

1.1 Council at its meeting on 28 November 2013 approved the Business Plan for Kings Lynn Town Centre submitted by the Business Improvement District representatives and agreed to arrange a ballot and to put in place arrangements to collect a levy if the BID was successful.

1.2 The Council has an interest in the ballot in that there are council owned premises within the defined area of the BID that will be subject to the levy.

1.3 The Council as an owner of the premises has received notification that the ballot will be held on 10 April 2014 and has been invited to vote.

2 Options Considered

2.1 The Council can place a vote for or against the Business Plan or abstain. The proposal is led by businesses in the town centre and was seen by the Council as the creation of investment that will enhance the environment and attract more shoppers, visitors and businesses to Kings Lynn.

2.2 It is proposed that the Council continues with its support of the BID and the Business Plan and instructs the Deputy Chief Executive to vote accordingly on behalf of the Council.

3 Policy Implications

3.1 The Council has previously indicated its support for the BID.

4 Financial Implications

4.1 If the BID is successful the Council will make pay a levy estimated to be £17, 500 as an addition to the rate bills for the various premises. In the November 2013 Cabinet report it was agreed that the 2014/2017 Financial Plan would include a budget to make such payments.

5 Background Papers

5.1 Panel/Cabinet/Council papers 30 October, 5 & 28 November 2014.

REPORT TO CABINET

Open		Would any decisions proposed :		
Any especially affected Wards	Mandatory/	(a) Be entirely within cabinet's powers to decide NO		
All		(b) Need to be recommendations to Council YES		
		(c) Be partly for recommendations to Council and partly within Cabinets powers – NO		
Lead Member: Councillor Nick Daubney E-mail: cllr.nick.daubney@west-norfolk.gov.uk		Other Cabinet Members consulted: All		
		Other Members consulted: Burnham, Denton, Docking, Priory and Valley Hill Ward Members		
Lead Officer: Mary Colangelo E-mail: mary.colangelo@west-norfolk.gov.uk Direct Dial: 01553 616281		Other Officers consulted: Management Team, Policy Team and Communications		
Financial Implications NO	Policy/Personnel Implications NO	Statutory Implications NO	Equal Impact Assessment NO	Risk Management Implications NO

Cabinet date: 1st April 2014

5 POLLING DISTRICT AND POLLING PLACE REVIEW

<p>Summary</p> <p>This report presents to Cabinet a revised Polling District and Polling Place Review Schedule.</p> <p>Recommendation</p> <p>The attached Polling District and Polling Place Review Schedule is adopted.</p> <p>Reason for Decision</p> <p>To ensure that the Council meets its statutory obligations.</p>

1. Introduction

Members will be aware of the Council's duty to undertake a review of the polling districts and polling places in respect of Parliamentary electoral areas that fall within the boundaries of the Borough.

Views have been sought from all MEPs, MPs, County Councillors and Borough Councillors and political groups who contested the last UK Parliamentary Election. In addition, Parish Councils and the Borough Council's Access Officer have been consulted together with Disability Groups.

2. Proposals

Two proposals were considered as a result of consultations undertaken.

1. Electors in Bagthorpe (not Barmer) to vote at the Bircham Polling Station (they currently vote at Syderstone)
2. Electors in Barwick to vote at the Bircham Polling Station (they currently vote at Stanhoe)

All electors affected were written to and asked to express a preference.

Proposal 1

6 electors preferred Bircham, against 9 electors who preferred Syderstone.

Proposal 2

7 electors preferred Bircham, against 8 electors who preferred Stanhoe.

In the interests of encouraging participation the Returning Officer has decided no change to polling stations will be implemented at present.

The Schedule of Polling Districts and Polling Places has minor adjustments shaded grey. Those areas of proposed change have been arrived at by considering the overall effectiveness of the administration of the elections, which is intended to be of beneficial effect for the electorate.

3. Policy Implications

None.

4. Financial Implications

No financial implications.

5. Statutory Considerations

Publishing the Polling District and Polling Place Review Schedule is a statutory requirement.

6. Risk Management

The Council's risk management system is integrated with the Polling District and Polling Place Review, so the risks associated are identified and linked.

7. Access to Information

Background information as referenced in the Polling District and Polling Place Review Schedule.

BOROUGH COUNCIL OF KING'S LYNN AND WEST NORFOLK

POLLING DISTRICTS AND POLLING PLACES

Polling District – the area created by the division of a constituency, division or ward into smaller parts, within which a polling place can be determined which is convenient to the electors – **Responsibility of the Council to designate**

Polling Place – the area in which polling stations will be selected by the Returning Officer – **Responsibility of the Council to designate**

Polling Station – the room or building where the poll takes place – **Responsibility of the Returning Officer to designate**

<u>Ward</u>	<u>Map Reference/Polling District</u>	<u>Area of Polling Place</u>	<u>Polling Station</u>	<u>Ward Electorate</u>
Downham Old Town	(28) WA1 – Downham Market (Downham Old Town Parish Ward)	The Downham Old Town Parish Ward of Downham Market Parish	Town Hall, Bridge Street, Downham Market	1,921
St. Margaret's with St. Nicholas	(78) PJ1 – St. Margaret's with St. Nicholas	A line drawn from the centre of the river on the southern side of the Customs House and running east and then south east along the northern side of Clough Lane. Then crossing St. James Road at the swimming pool and continuing south of St. John's Church to the western end of St. John's Walk. Turn south and follow the route of Mayor's Avenue and on down the centre of the road which fronts Windsor and Guanock Terraces and Guanock Place. Turn south along a short section of London Road and then west along the southern side of the area known as The Friars and out to the centre of the river, at which point turn northwards back to the starting point.	The Olive Branch Community Café, Hillington Square, King's Lynn	3,339

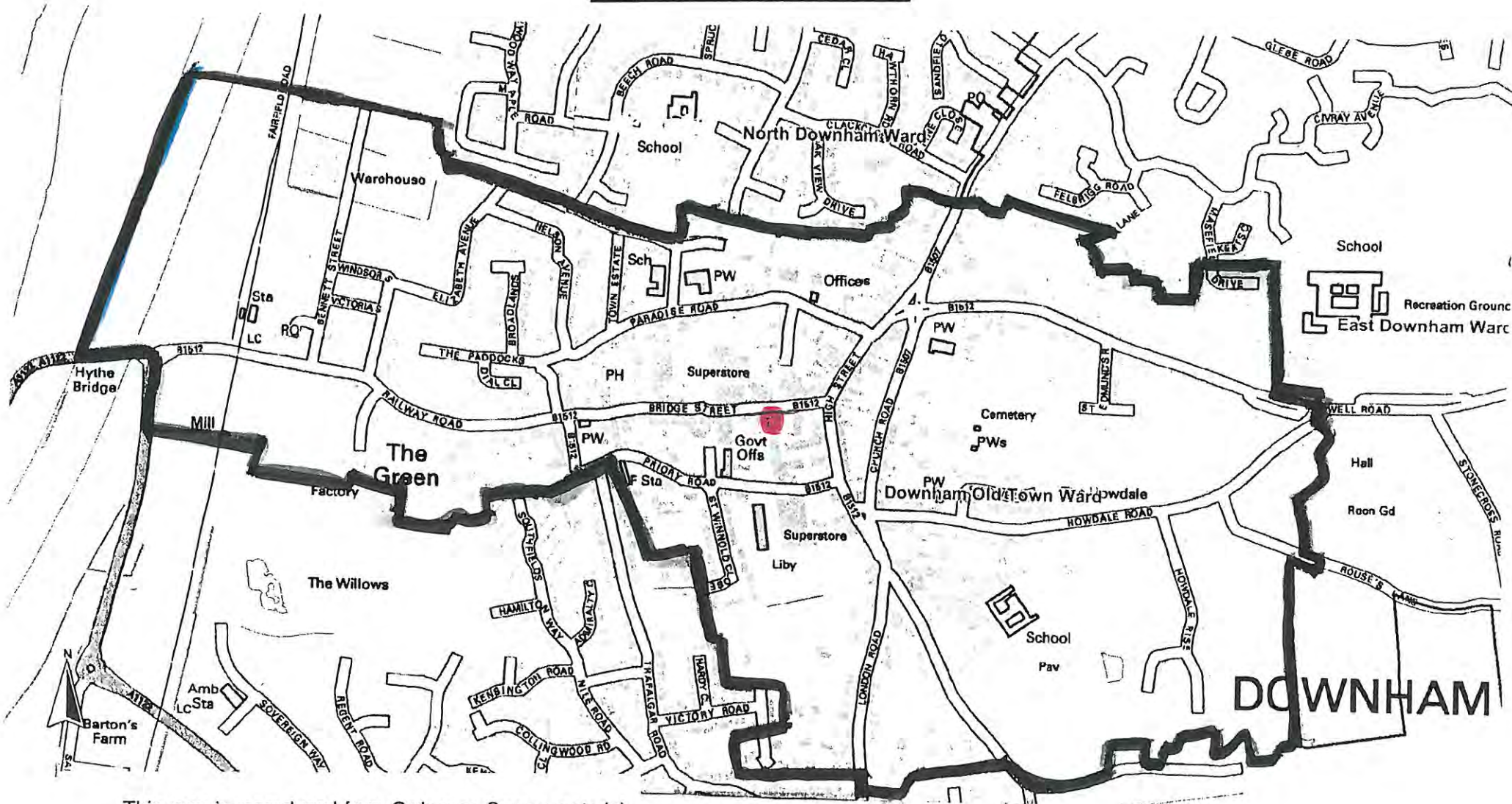
1.9.2013

1.9.2013

<u>Ward</u>	<u>Map Reference/Polling District</u>	<u>Area of Polling Place</u>	<u>Polling Station</u>	<u>Ward Electorate</u>
	(78) PM1 - St Margarets with St Nicholas	Starting in the middle of the river the area is bounded by a line drawn from the south western corner of Alexandra Dock and continuing along the dockside in an east north easterly direction. Turn north to join the access road to the docks and then east north east to John Kennedy Road. Follow as far as the former docks railway line and then as far as the Tennyson Avenue level crossing. Turn west and follow St. John's Walk and continue to the south of St. John's Church before crossing St. James Road at the swimming pool and run west along the northern side of Clough Lane. Turn north west and then west, continuing to the waterfront on the southern side of the Customs House and to the centre of the river. Turn north and proceed as far as the entrance to Alexandra Dock and return to the starting point.	Red Cross Society, Austin Fields, King's Lynn	
	(78) PM2 - St Margarets with St Nicholas	Dodmans Close, 2A – 14 Gaywood Road and Highgate	Community Centre, Highgate, King's Lynn	

* Polling Places designated for these Polling Districts are outside the electoral area (Ward)

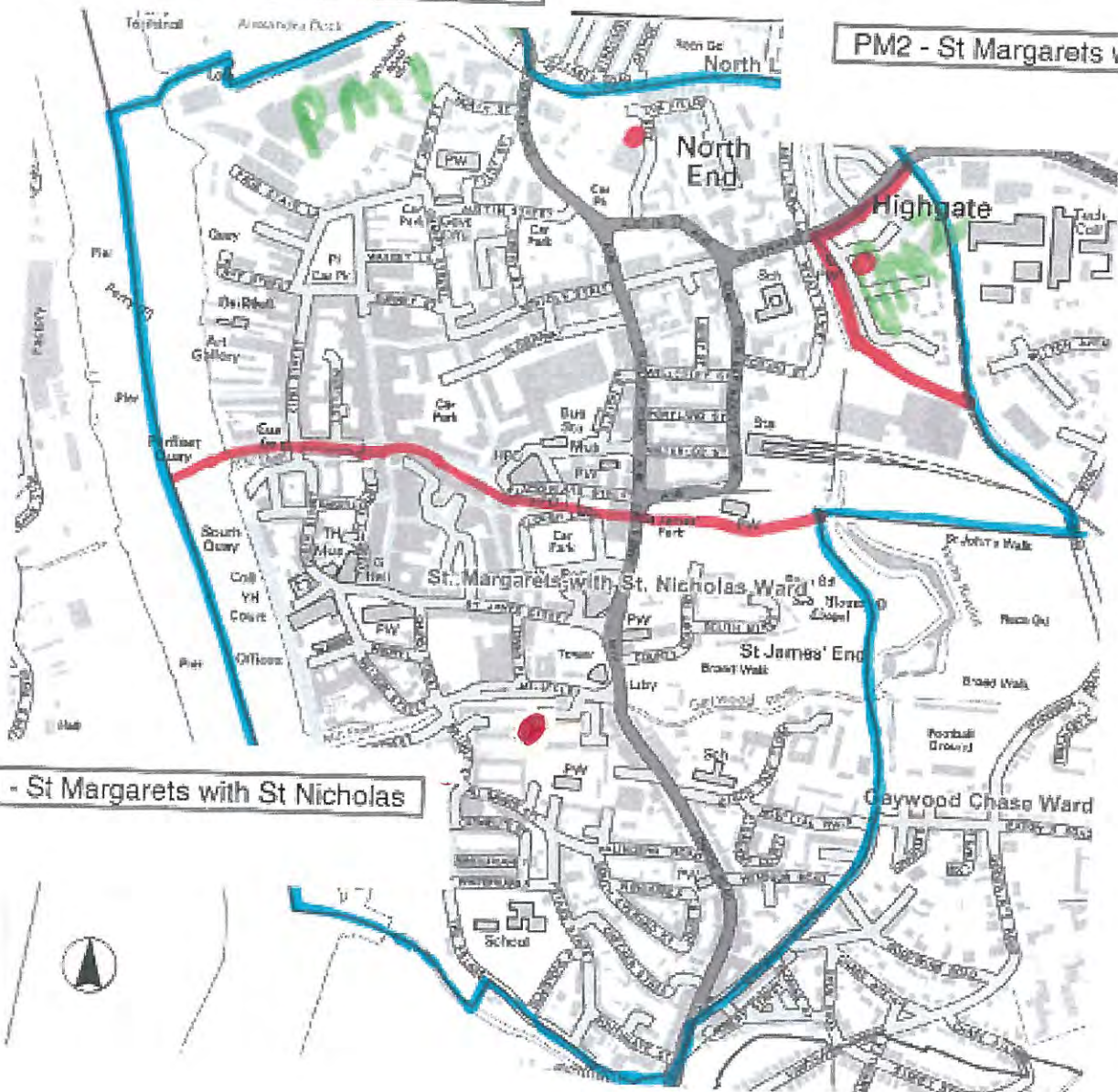
WA1 - Downham Old Town



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PM1 - St Margarets with St Nicholas

PM2 - St Margarets with St Nicholas



PJ1 - St Margarets with St Nicholas

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REPORT TO CABINET

Open		Would any decisions proposed :		
Any especially affected Wards	Discretionary /	Be entirely within Cabinet's powers to decide	YES	
	Operational	Need to be recommendations to Council	NO	
		Is it a Key Decision	NO	
Lead Member: Cllr Nick Daubney, Leader E-mail: Cllr.nick.daubney@west-norfolk.gov.uk		Other Cabinet Members consulted:		
		Other Members consulted:		
Lead Officer: Debbie Gates E-mail: Debbie.Gates@west-norfolk.gov.uk Direct Dial: 01553 616605		Other Officers consulted: Management Team Trade Unions		
Financial Implications YES	Policy/Personnel Implications YES	Statutory Implications NO	Equal Impact Assessment YES If YES: Pre-screening	Risk Management Implications YES

Date of meeting: 1st APRIL 2014

6 PAY AWARD 2014/15

Summary

The Council's annual pay increase for all employees is locally determined having regard to national, regional and local pay and labour market information. This paper recommends the pay increase for 2014/15 and outlines the budget implications.

Recommendation

1. That an annual pay award of 1% be implemented with effect from 1st April 2014.
2. That the authority introduces a minimum wage of £7 per hour and adjusts the bottom point of PG13 accordingly.
3. That the authority continues its practice of matching the bottom point of PG13 to the lowest point on the national pay scales should this exceed £7 per hour following negotiations.

Reason for Decision

To implement an annual pay increase for employees whilst reflecting the Government's policy on public sector pay and the Authority's ongoing budget savings requirement. To introduce a minimum wage of £7 per hour in line with the Chancellor's recent submission to the Low Pay Commission.

1. Background

- 1.1 The Council's annual pay increase for all employees is locally determined having regard to national, regional and local pay and labour market information.
- 1.2 The overall context for the 2014/15 Pay Award is a continuation of the Government's 1% target for public sector pay. This is reflected in the Authority's current financial plan.
- 1.3 Pay increases over the past 5 years are detailed below:

2009/10	Freeze	
2010/11	1%	
2011/12	Freeze	
2012/13	Freeze	(A non-consolidated lump sum of £250 was awarded to all permanent and fixed term staff (pro rata for part-time staff) to recognise the fact that the Authority exceeded its savings targets for 2011/12)
2013/14	1%	

2. General Pay and Prices

- 2.1 The latest Retail Prices Index (RPI) figure (Dec 2013) rose to 2.7% from 2.6% in November. The Consumer Prices Index (CPI) fell to 2% from 2.1% in November.
- 2.2 Data for the previous 4 years is detailed below:

	RPI	CPI
April 2010	5.3%	3.7%
April 2011	5.2%	5.0%
April 2012	3.5%	3.0%
April 2013	2.9%	2.4%
- 2.3 Inflation forecasts (RPI) range from 2.3%-4.0% for the first quarter of 2014. Corresponding figures for CPI are 1.6%-3.3%.
- 2.4 Incomes Data Services have reported that pay settlements in the whole economy for the 3 months to November 2013 averaged 2%.

3. National Negotiations

- 3.1 The National Pay settlement for 2013/14 was 1% plus deletion of the bottom pay point to avoid breaching National Minimum Wage.
- 3.2 The Trade Unions have submitted their pay claim for 2014/15 for "A minimum increase of £1 per hour on scale point 5 to achieve the Living Wage and the same flat rate increase on all other scale points". This would equate to an 8.3% increase on the National paybill.

- 3.3 Unlike the National Minimum Wage, payment of the Living Wage is not a statutory requirement. The Living Wage is an hourly rate of pay set independently by the Centre for Research in Social Policy at Loughborough University and updated annually. It was increased in November 2013 from £7.45 to £7.65 per hour (a 2.68% increase). There are currently 77 Councils who have implemented specific policies to introduce the Living Wage for their directly employed workforce and a further 20 are committed to doing so. A number of others do so by default because their local grading structures are above the Living Wage level.
- 3.4 The National Employers are currently consulting with local authorities and will be meeting on the 13th February to consider their response to the claim. Any further developments will be verbally reported at the Cabinet meeting but it is anticipated that targeted increases at the bottom of the pay spine will be included within the overall settlement.

4. Proposal

- 4.1 The Authority has continued to demonstrate its commitment to pay restraint for staff over the past 5 years, with local pay settlements falling considerably below inflation in accordance with the Government's general policy on public sector pay.
- 4.2 The Government's target for public sector pay in 2014/15 is 1%, which is reflected in the Authority's current financial plan.
- 4.3 It is therefore recommended that an annual pay award of 1% be implemented with effect from 1st April 2014.
- 4.4 Members will be aware of the Chancellor's recent call for above-inflation increases in the National Minimum Wage to a level of £7 per hour – although he set no timetable for the rise and the final decision on National Minimum Wage levels rests with the Low Pay Commission.
- 4.5 The sum of £7 per hour would restore the minimum wage to pre-2008 levels – since when it has failed to keep pace with inflation. In view of the particular difficulties faced by the Authority's lowest paid workers, whose personal inflation rate is likely to be substantially above RPI or CPI, it is proposed to support the Chancellor's call and introduce a minimum wage of £7 per hour for all employees from 1st April 2014.

5. Trade Union Comments

To follow.

6. Financial Implications

- 6.1 The Council has recently approved a Financial Plan 2013/2017. The staffing costs included a provision for a 1% pay award and a separate sum of £150,000 as a contingency to deal with the implications of an increase in the minimum wage.
- 6.2 The cost of implementing a £7 per hour minimum wage is estimated to be £150,000 including oncosts. A significant part of the contingency of £100,000 is included in the Financial Plan to meet such staffing costs within the proposed Leisure Trust/Local Authority Company arrangements. The balance of the contingency of £50,000 would be to

deal with employees in other service areas such as grounds and resorts.

- 6.3 The proposed pay award and increase in the minimum wage level as outlined in the report can be met from within set budgets in 2014/2015 and future years of the Plan.

7. Personnel & Risk Management Implications/Options

- 7.1 The Authority continues to balance the need to make financial savings and the Government's public sector pay targets with the fact that many staff are now struggling to cope with pay freezes/pay increases that have been substantially below the rate of inflation for the past 6 years. A pay freeze has been discounted due to the need to maintain staff morale and to offer salary levels that are competitive within local, regional and national labour markets and it is worth noting that voluntary turnover has started to increase – 9.5% for 2012/13 compared to 7.99% in 2011/2012. Equally, a higher percentage pay increase applied across the workforce would result in the Authority having to make additional compensating savings.

- 7.2 There is, however, growing support for a substantial increase to the Minimum Wage and indeed, through the National Negotiations, for an increase in minimum pay within Local Government to equate to the Living Wage. Whilst the Authority has always matched the bottom point of PG13 to the lowest point on the national pay scales, it is likely that this would delay any increase for the staff concerned whilst National Negotiations are undertaken as these are frequently protracted. A proactive approach to improving the pay of the lowest earners within the Authority, in line with the Chancellor's recent recommendation, is therefore supported.

8 Statutory Considerations

- 8.1 There are no statutory considerations, other than the requirement to pay the National Minimum Wage.

9 Equality Impact Assessment (EIA)

- 9.1 Pre screening report template completed

10 Declarations of Interest / Dispensations Granted

None

11 Background Papers

EIA