

REPORT TO CABINET

Open/Exempt part 2 of report		Would any decisions proposed :		
Any especially affected Wards	Mandatory/	Be entirely within Cabinet's powers to decide	YES/NO	
	Discretionary /	Need to be recommendations to Council	YES/NO	
	Operational	Is it a Key Decision	YES/NO	
Lead Member: Cllr Alistair Beales E-mail: cllr.alistair.beales@west-norfolk.gov.uk		Other Cabinet Members consulted: Cllr Brian Long		
Lead Officer: Ostap Paparega E-mail: Ostap.paparega@west-norfolk.gov.uk Direct Dial: 01553 616890 Lead Officer: Jemma Curtis E-mail: jemma.curtis@west-norfolk.gov.uk Direct Dial: 01553 616716		Other Members consulted:		
Other Officers consulted: Ray Harding, Chris Bamfield, Lorraine Gore, Matthew Henry.				
Financial Implications YES/NO	Policy/Personnel Implications YES/NO	Statutory Implications YES/NO	Equal Impact Assessment YES/NO If YES: Pre-screening/ Full Assessment	Risk Management Implications YES/NO

Date of meeting: 1st August 2017

RIVERFRONT DELIVERY PLAN

Summary

This report proposes the endorsement of the Riverfront Delivery Plan which has been prepared following extensive site analysis and public consultation, for the historic King's Lynn riverfront area. The masterplan sets out the vision and design principles for the development of this strategic regeneration area. The Delivery Plan is accompanied by a detailed financial viability and delivery options report (exempt – appendix 3) which suggests there is sufficient evidence of viability at this stage to pursue the project. The report recommends an allocation of up to £350,000 (of which £100,000 is externally funded from the Heritage Action Zone and potentially £125,000 from the Norfolk Business Rates Pool) to progress the next stage of work in order to develop and test the scheme further.

Recommendation

1. Endorse the final King's Lynn Riverfront Delivery Plan
2. Approve the next steps to progress and test the scheme further as set out in section 4 of the report
3. Approve allocation of up to £250,000 to the 2017/18 capital programme to support next phase of work to develop and test the scheme further as detailed in section 4
4. Cabinet note the potential delivery options outlined in section 8 and endorse officers to progress investigation and testing of these options in order to ascertain developer interest in the scheme.
5. Cabinet authorises officers to progress discussions and applications to external partners and funding agencies to enable delivery of the

scheme.

Reason for Decision

To enable a transformational riverfront scheme for King's Lynn to be developed and tested further in line with the vision and principles set out in the masterplan in line with the corporate priority to drive local economic and housing growth.

1. Background

- 1.1. There has been a long term ambition to revitalise and redevelop King's Lynn's riverfront area. Lead consultancy Urban Delivery was appointed in July 2016 to prepare a Delivery Plan and masterplan for the Riverfront covering the areas of the Outer Purfleet, South Quay and Boal Quay in King's Lynn. The Delivery Plan will form a key component of the Council's regeneration plans and future prosperity of King's Lynn by providing a high quality development concept and implementation strategy for the redevelopment of key sites and vacant properties located on the historic quayside.
- 1.2. This report sets out the work undertaken to date and recommends approval to progress the next phase of detailed work as set out in section 4. The results of this further work will be reported back to Cabinet prior to making any commitment to deliver the scheme, which is anticipated could be delivered over a period of 8-10 years.

2. Options and Consultation

- 2.1 The masterplan has been developed through extensive consultation and detailed site analysis. A stakeholder workshop was held in October 2016 to gauge initial ideas and aspirations for the area. A vision, design principles and three site development options were developed and subject to a two week public consultation in November 2016.

The proposed Vision for the Riverfront area is;
'King's Lynn Riverfront becomes a vibrant river edge quarter threaded into the fabric of the existing town.'

The 8 design principles set out in the masterplan should be used to 'test' emerging proposals for the sites within the riverfront area;

- Focus on the water
- Improve and extend the town's historic street pattern
- Create a network of public realm to link the waterfront quarter to the town
- Create proper streets, places, homes and workspaces
- Scale and height of development should be appropriate to its setting
- Create opportunities for different types of development and uses each with their own qualities.
- Ensure any masterplan can be delivered in phases

- Sustainable transport including walking, cycling and use of public transport

The table below provides a breakdown of features of the 3 schematic options which was published for consultation;

	Option 1	Option 2	Option 3
Residential Units	32,293sqm / 404 units	43,931sq / 435 units	41,329sq m / 436 units
Commercial Space	0sqm	7,420sqm	7,659sqm
Nar Loop	Retained as existing	Retained as existing	Enhanced, permanently watery, pedestrian footbridges to South Quay
Public Realm	Improved public realm at Purfleet & South Quay	Improved public realm at Purfleet & South Quay	Improved public realm at Purfleet & South Quay. New public square at Boal Quay
Car Parking	Provided for development sites only	Provided for development sites. 'National Trust' style public car park on Nar loop 'island'	Provided for development sites. 'National Trust' style public car park on Nar loop 'island'
Waterside facilities	Additional Mooring and watersport facilities	Additional Mooring and watersport facilities	Additional Mooring and watersport facilities
Harding's Way	Access only to development sites	Access only to development sites	Road opened to all traffic

2.2 Consultation Results

Over 250 people attended with 185 survey responses received along with a number of detailed responses from stakeholder groups and organisations. In summary the public consultation results included;

- 69% supported the vision
- 76% agreed with the design principles
- 55% preferred Option 3

In addition key stakeholders including Environment Agency, Natural England and Norfolk County Council were consulted. The full results and feedback received during the consultation is available in the Options Consultation Report (appendix 2) published in March 2017.

The three options and public consultation responses was presented at the Regeneration & Development Panel meeting on 28th June 2017. The Panel recommended option 3 be endorsed as the preferred masterplan but recognised the merits of options 1 & 2 so requested these be considered as part of the next phase of work. The panel also supported further assessment of the potential benefits to traffic flows around the southern part of the town that could be achieved by increasing use of Harding's Way.

3. Final Delivery Plan

- 3.1. The preferred option at public consultation (option 3) has been developed and refined taking into consideration the consultation feedback to produce the final masterplan presented in the Delivery Plan (appendix 1).
- 3.2 The final delivery plan has been developed drawing together the vision, design principles to set out a schematic development layout to transform the site. This includes;
 - Public realm improvements at South Quay, Kings Staithe Square & Outer Purfleet
 - Mixed use redevelopment of the Sommerfeld and Thomas and Grain Silo site
 - Residential development (ability to deliver up to 400 units) at Boal Street, Boal Quay, land at the Friars and land north of Harding's Pits
 - Commercial development adjacent to a retained Fishing Cooperative quayside
 - Enhanced Nar loop with permanent water level to provide a focal point and attractive setting for the residential development at Boal Quay
 - Further expansion of water based facilities including potential for pontoon expansion and slipway.

4. Recommended Next Steps to Progress Scheme

- 4.1 The Gross Development Value (GDV) of the scheme is estimated to be £120m making this one of the largest projects, with the exception of NORA, the council has undertaken.

This is also a brownfield site located in flood zone 3 incorporating part of the historic core and conservation area. Therefore development of these sites is complex. The route to deliver this transformational scheme and manage the level of risk exposed to the council balanced against scheme viability is critical.

The key risks identified with the project which will need to be considered and addressed to take the scheme forward include;

- Flood/Drainage/Ground water
- Ecology
- Archaeology
- Ground Conditions
- Utilities
- Sales Values & Build Costs
- Developer/investor interest and commitment
- Funding for infrastructure
- Additional land requirements
- Phasing
- Connecting Initiatives (role of Riverfront as part of wider town centre).
- Partner/stakeholder engagement and arrangements

- 4.2 Subject to endorsement of the Delivery Plan (recommendation 1), a series of work streams are recommended to progress the scheme further. The

following work streams will assess the risks above, required mitigation, develop and test the scheme further from a technical and financial perspective, obtain developer and investor appetite and enable the site to be prepared for development.

Work Package A: Developer Procurement

- Produce an Investment Prospectus setting out the vision for the site and the investment opportunity it presents. This will be used as a ‘tool’ for inviting developer/investor interest.
- Informal Soft Market Testing to establish appetite from prospective developers/investors and the type of partnership delivery vehicle they would be prepared to enter into a scheme. For example;
 1. The level of investment they would be prepared to bring to a joint venture including payback periods and target internal rates of return.
 2. Views on partnership with the council and level of involvement from other agencies
 3. Views on potential up-front investment and potential delivery structures
 4. Views on the project generally.

At this stage this assumes freehold sales but procurement phase could consider leasehold options for parts of the site to increase the council’s revenue income streams if viable.

- Submission of an application to the Department for International Trade (DIT) ‘Regeneration and Infrastructure Opportunities’ for schemes with GDV of over £100m. If the council’s submission is successful it will be on a DIT pipeline of urban renewal projects in the UK that need investment or developer partners, therefore raising the profile and potential opportunity the scheme represents on a national and international level.

Work Package B: Design Development of Grain Silo site

- Develop concept scheme for Grain Silos to RIBA Stage 2 Concept Design. The Council has been approached by potential investors and occupiers for a mixed use development on the Grain Silo site (council owned). At this stage it is not confirmed whether the interest would be on a freehold acquisition basis in return for a capital receipt for the council or a ground lease where the council could achieve a revenue return. If a leasehold option is preferred by the interested parties, the council will need to develop further the design concept for the sites based on the interested uses.

Work Package C: Site Infrastructure

Next stage of design and survey work required to develop the design, statutory agency detailed requirements (i.e. Environment Agency, Conservancy Board) and refine the costs for the following elements;

- Flood defenses
- Nar Loop enhancements
- Millfleet retaining walls (this will also need to be considered as part of work package B)

- Studies and surveys required to meet requirements of statutory consultees from planning and environmental aspects (ecology, ground conditions contaminated land, flood risk and drainage).

Work Package D: Feasibility of expansion of Water based facilities

The existing Visitor Pontoon Agreement with the Conservancy Board and license with the Crown Estate is due for renewal in 2018. This provides the opportunity to assess feasibility with the two parties on the demand and cost implications (capital and revenue) of potential commercial and leisure pontoon expansion including understanding of the required infrastructure to support an increased provision e.g. slipway etc.

Work Package E: Assessment of Traffic, Access and Car parking implications on the scheme.

An 'Unlocking Brownfield Sites' study is to be commissioned (funded through the Heritage Action Zone initiative) which will assess these issues and establish mitigation measures.

At present the masterplan sets out a phasing plan for the delivery of the project. It assumes the Boal Quay car park to be the last site to be developed which will provide time to provide capacity/alternative parking elsewhere prior to the site being released for development.

Work Package F: Land Control/Assembly

In order to implement the scheme comprehensively, it is recommended the council secures / addresses the following land issues with the site. The Council owns the majority of the site with the exception of;

- Sommerfeld and Thomas site – new owners acquired the site in 2016
- Land and the Friars – completion of land acquisition of small parcels of subdivided land which the council acquired the majority free hold of in 2015. This may require the council to implement use of Compulsory Purchase Orders (CPO) in order to complete land acquisition.
- Leases that will require termination or renegotiation to incorporate the sites in the scheme.
 - Fishing Cooperative
 - La Tosca barge at the Nar Loop
 - The Granaries car park (Boal Street side) to Freebridge.

In addition, the King's Lynn Conservancy Board own 2m back from berth 1-6 on South Quay. The Crown Estate owns the riverbed of the River Ouse (not the Nar Loop). They are therefore key stakeholders to engage and secure support for any of the complementary water based facilities proposed in the Delivery Plan.

Work Package G: Infrastructure Funding

Officers pursue potential external funding sources to support the site infrastructure costs (as detailed in section 7.5).

4.3 The work packages set out in 4.2 is expected to take 12-18 months. The outcome of this work will be reported back to Cabinet to update them on the scheme viability, recommended delivery model and funding arrangements to implement the scheme if it continues to be viable.

5. Governance

5.1. It is recommended that the Council establishes a Steering Group to oversee the next phase of work and report back its findings to Cabinet. This Steering Group will comprise;

- The Leader
- Portfolio Holder for Corporate Projects and Assets
- Chief Executive
- Executive Director
- Senior Officers from Regeneration & Economic Development, Finance and Property Services

5.2. A Stakeholder group was established as part of the consultation strategy for the development of the Delivery Plan. This stakeholder group included statutory agencies, resident groups and local organisations i.e. the Civic Society, Preservation Trust etc. It is suggested this is continued as a 'Riverfront Stakeholder Forum' to provide input and a mechanism for stakeholder consultation during the next phase of work

6. Policy Implications

6.1. The corporate business plan sets the priorities to drive up economic growth, and a prosperous future for the people that live and work here, whilst ensuring that the quality of life and natural assets of the area are preserved. One of the six priority areas includes driving local economic and housing growth.

6.2. The land at South Quay and Boal Quay are brownfield sites identified in the adopted Local Plan Site Allocations (2016) for mixed use and residential development.

6.3. The scheme has also been identified as a priority project in the Heritage Action Zone (HAZ) Delivery Plan. The joint initiative with Historic England recognises the strategic importance of ensuring development of this brownfield site is a high quality and complementary development to the town's historic core.

Background Papers

1. King's Lynn Riverfront Delivery Plan
2. King's Lynn Riverfront Public Consultation Report, March 2017

Pre-Screening Equality Impact Assessment

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



Name of policy/service/function	Regeneration & Economic Development				
Is this a new or existing policy/ service/function?	New / Existing (delete as appropriate)				
Brief summary/description of the main aims of the policy/service/function being screened. Please state if this policy/service rigidly constrained by statutory obligations	Delivery plan for the development of King's Lynn's riverfront area, a strategic site for the Borough.				
Question	Answer				
<p>1. Is there any reason to believe that the policy/service/function could have a specific impact on people from one or more of the following groups according to their different protected characteristic, for example, because they have particular needs, experiences, issues or priorities or in terms of ability to access the service?</p> <p>Please tick the relevant box for each group.</p> <p>NB. Equality neutral means no negative impact on any group.</p>		Positive	Negative	Neutral	Unsure
	Age			X	
	Disability			X	
	Gender			X	
	Gender Re-assignment			X	
	Marriage/civil partnership			X	
	Pregnancy & maternity			X	
	Race			X	
	Religion or belief			X	
	Sexual orientation			X	
	Other (eg low income)			X	
Question	Answer	Comments			
2. Is the proposed policy/service likely to affect relations between certain equality communities or to damage relations between the equality communities and the Council, for example because it is seen as favouring a particular community or denying opportunities to another?	Yes / No				
3. Could this policy/service be perceived as impacting on communities differently?	Yes / No				
4. Is the policy/service specifically designed to tackle evidence of disadvantage or potential discrimination?	Yes / No				
<p>5. Are any impacts identified above minor and if so, can these be eliminated or reduced by minor actions? If yes, please agree actions with a member of the Corporate Equalities Working Group and list agreed actions in the comments section</p>	Yes / No	Actions:			
		Actions agreed by EWG member: Allison Bingham			
Assessment completed by: J Curtis					
Job title Regeneration Programmes Manager	Date 06/07/2017				

Please Note: If there are any positive or negative impacts identified in question 1, or there any 'yes' responses to questions 2 – 4 a full impact assessment will be required.