REPORT TO CABINET

Open/Exempt		Would any decisions proposed : Be entirely within Cabinet's powers to decide YES/~~NO~~ Need to be recommendations to Council ~~YES~~/NO Is it a Key Decision ~~YES~~/NO
Any especially affected Wards	Mandatory/ Discretionary / Operational	

Lead Member: Cllr Simon Ring E-mail: cllr.simon.ring@west-norfolk.gov.uk	Other Cabinet Members consulted: Cllr Morley Other Members consulted:
Lead Officer: Jemma Curtis E-mail: jemma.curtis@west-norfolk.gov.uk Direct Dial:	Other Officers consulted: Michelle Drewery, Jason Birch, Duncan Hall, Carl Holland, James Arrandale, James Grant.

Financial Implications YES/~~NO~~	Policy/ Personnel Implications ~~YES~~/NO	Statutory Implications ~~YES~~/NO	Equality Impact Assessment YES/~~NO~~ If YES: Pre-screening/ ~~Full Assessment~~	Risk Management Implications YES/~~NO~~	Environmental Considerations YES/~~NO~~
If not for publication, the paragraph(s) of Schedule 12A of the 1972 Local Government Act considered to justify that is (are) paragraph(s)					

Date of meeting: 3 March 2026

KING'S LYNN ENTERPRISE PARK: WESTERN INFRASTRUCTURE

Summary

King's Lynn Enterprise Park is a designated Enterprise Zone, with the aim to provide 15 hectares of high-quality employment land and premises, setting the ambition for West Norfolk to be a premier location for business growth and expansion. This report sets out the current progress in delivery of the site infrastructure, plots and premises for the site, an update on the budget and financial strategy within the legal framework for Enterprise Zones and a decision required to progress with the site's western infrastructure to unlock the final plots and planned active travel hub.

Recommendation

<u>Cabinet Resolves:</u>

1. Reaffirm the King's Lynn Enterprise Park vision and objectives set out in section 1, in line with the priorities of the West Norfolk Economic Strategy.
2. Recommend progression of Option 3 as detailed in section 3 of the report to progress the remaining infrastructure works required at the King's Lynn Enterprise Park.
3. Provide delegated authority granted to the Assistant Director for Housing, Regeneration & Place to award the contract to Morgan Sindall to deliver Active Travel Hub works at Baker Lane and the King's Lynn Enterprise Zone, western access road and site levelling as detailed in section 2 & 5 of the report.

4. Approve the Enterprise Zone funding strategy as set out in section 5 to enable completion of outstanding works necessary to make the site fully available for plot sales and occupation.
5. Approve the amendment to the capital programme 2026/7 and Treasury Management Strategy to reflect the financial arrangements and timeframe set out in this report.

Reason for Decision

To complete the delivery of the Enterprise Zone infrastructure in line with our corporate policy to promote growth & prosperity and priorities identified in the West Norfolk Economic Strategy to support growth in priority sectors.

1 Background

1.1 The King's Lynn Enterprise Park is situated within the 48.5 ha (120 acre) Nar Ouse Regeneration Area (NORA) to the south of King's Lynn town centre. The NORA site received designated Millennium Communities status by the ODPM in 2001 to regenerate underutilised / vacant brown field land, bring investment into South Lynn and to integrate the new development with the existing community. This is one of the largest brownfield regeneration project in West Norfolk, and with a site history including a refuse tip, gas works and fertilizer works, significant remediation works have been necessary to ready heavily contaminated land for development.

1.2 King's Lynn's sector focus for the Enterprise Zone is manufacturing, advance engineering, agri tech and med tech. This is based on detailed analysis through the West Norfolk Economic Strategy that identifies the town's economic strengths and weaknesses, and opportunities where targeted intervention and support for key sectors will support the town's economic growth and prosperity, providing high quality employment opportunities for residents. West Norfolk's economy is characterised by strengths that stem from our industrial and cultural heritage, our location and our natural environment. Flowing originally from our agri-food and maritime economy, our businesses have developed significant inter-connected expertise in manufacturing and engineering. This includes locally owned SMEs and multinationals, altogether representing the highest gross valued added (GVA) of all our sectors (£530m, approximately a 28% share).

Whilst engineering and manufacturing are on a positive trajectory, too few of our other sectors are growing. For instance, our specialism in the agri-food sector is struggling, businesses have closed and whilst employment overall has not declined, it has not grown. At the same time, agri-food is growing elsewhere in the UK, which demonstrates that we are losing ground on our specialism.

Separately, we have a small but growing number of businesses in science and technological services representing a productivity compound annual growth rate (CAGR) of 3%; however our business base is significantly under-represented in these sectors that form a critical part of today's British service economy. Only 20% of employment, businesses, or GVA comes from growing sectors, while almost 50% of jobs are in declining sectors.

The Enterprise Zone is therefore critical in building capacity in high value, high growth sectors such as these, in order to form a greater part of our business base in the future, to support and enable growth.

2 Programme & Scope of Remaining Works

The western side of the site, consisting of Plots E and F, was historically dominated by a fertilizer factory that produced phosphates from the 1930s through the 1960s. This industrial era left a significant footprint, including the use of large sludge beds that were eventually filled in by the mid-1980s. While the area has full consent for enterprise zone development, it is not currently in a developable state. Its current condition is scrubland, a portion of the land is used as a temporary stockpile for materials related to the Borough Council's nearby housing developments, known as Nar Valley Park, located to the northwest.

As a result of these past operations, there is widespread soil and groundwater contamination characterized by tar-based chemicals, ammonia, and heavy metals. A specific risk is the presence of phosphogypsum, a byproduct of the fertilizer manufacturing process. While deep clay layers provide a natural protective barrier for the deeper environment, the shallow ground and surface water require careful management to ensure the site is safe for its intended future use.

In order to complete the infrastructure required to unlock the full employment land of the Enterprise Zone on plot zone E & F (see site plan above), a series of works are required to the western side. These include;

2.1 Active Travel Hubs (ATH):

This is a Towns Fund project which will provide transport infrastructure for the King's Lynn Enterprise Park and out of town facilities, to encourage multi-modal travel by commuters and those attending major events in the town centre. The ATH project forms part of a wider package of interventions to support regeneration, enterprise, skills and connectivity in the King's Lynn Town Investment Plan (2021), approved by the Council to secure the £25m Town Deal, of which £3.6m relates to the Active and Clean Connectivity (ACC) programme which includes the construction of 2 Active Travel Hubs at the Enterprise Park and Baker Lane. The Enterprise Park ATH project will include 50 pay and display parking initially (with provision to expand as demand requires), bus layby and shelters, provision for electric vehicle charging, cycling infrastructure to include secure storage, electric cycle charging, lockers and associated facilities.

The scheme is currently designed to RIBA 4 and has been submitted for planning approval, which is expected to be determined in Spring 2026.

2.2 Western Access Road:

Construction of service road and 2 turning heads are required to enable access to the plots in zone E & F, including the full permanent access to the Active Travel Hub. The budget for 2025/6 detailed in the Cabinet report dated 04/02/2025 approved the proposed £1.6m Business Rates Reserve (BRR) funding to be earmarked as a tier 3 in Capital Programme for completion of the Western Access Road, subject to completion of full Capital Appraisal Form and Cabinet approval which is now being sought in this report. Since the budget was earmarked in February 2025, the Corporate Projects team have progressed the procurement and detailed feasibility for the road construction as a complete works package with the ATHs. This has resulted in the project cost increasing, as detailed in appendix 2 [Exempt].

2.3 The full business case for this element of the project, to be included in the Morgan Sindall contract, is detailed in appendix 1.

2.4 Spoil Heaps and Bridge

Other outstanding site works required to make available for marketing and development includes the removal of the spoil heaps on the plot zone F plot to the north west of the site and removal of the concrete bridge that remains from the former Muck Works but has been close to access for a number of years due to health and safety, and is of risk of potential collapse into the River Nar.

2.5 The Corporate Project team have undertaken market engagement through the Scape Framework to secure a main contractor to undertake and complete all of the above works, with the aim of achieving economies of scale and contract efficiency. However, each element of the works has different funding and finance arrangements to make up the budget for the full contract cost of £8.581m. These arrangements are set out in paragraph 5.3.1 of the report and appendix 2 paragraph 1.4 (exempt).

2.6 Recommendation 3 of the report therefore seeks delegated authority to award the contract that will enable the delivery of the following outputs;

- Release of 34,681sqm of brownfield land and plots on the Western enterprise zone for light industrial and office deployment.

- Plot infrastructure to provide the full access to phase one of the Active Travel Hub which includes 50 out of town parking spaces and 6 EV (electric vehicles) charging points, and parking and facilities for various forms of cycles and micro mobility.

- Full site access and delivery of two multi-modal Active Travel Hubs at the Enterprise Park and Baker Lane.

- Job creation and increased productivity in the manufacturing and advanced engineering sectors and related supply chains.

Delivery will enable the following outcomes;

- Stimulating inward investment, business growth and high-quality employment opportunities in a sustainable, high-quality purpose-built development zone.

- Future development of an Innovation & Collaboration Incubator on land adjacent to the existing King’s Lynn Innovation Centre to provide high-quality start-up units and wrap around innovation and business support.

- Improving connectivity and opportunities for sustainable transport within the growing Nar Ouse Regeneration Area community, neighbouring urban areas, and the town centre, aligned with the principles of Marmot and emerging parking strategy for King’s Lynn.

3. Options Considered

3.1 Options considered for the completion of remaining works required to open up the full development potential of the Enterprise Zone are as follows:

Option1: No Further Works

This is not a viable strategy as it leaves the Council with a significant "sunk cost" liability. Having already funded the eastern side infrastructure through internal borrowing, "doing nothing" prevents the development of Plots E and F, which are essential to generating the business rates growth needed to repay that existing costs incurred on infrastructure and achieve the economic objectives for the Enterprise Zone programme. Furthermore, this would risk the £3.63m Towns Fund allocation and leave the Council with an ongoing health and safety liability regarding the deteriorating concrete bridge and unremediated contamination. Prior to the EZ designation, it was clear that private sector investment/development would be dependent on the public sector providing the infrastructure given the level of abnormal costs associated with the site (as experienced elsewhere on NORA).

Option 2: Deliver the Active Travel Hub only

This approach focuses exclusively on fulfilling the Towns Fund grant requirements. While it secures the external funding, it provides limited economic benefit in isolation. Developing the ATH without the Western Access Road would leave the surrounding employment land inaccessible for commercial development and impact on the ability to achieve the Business Rates and wider economic objectives as part of the Enterprise Zone programme. This phased approach would also forgo the economies of scale offered by a single, integrated contract, likely leading to higher mobilization costs for future works and a slower return on the Council’s overall investment in the Enterprise Zone.

Option 3: Delivery of all remaining infrastructure as set out in section 2

This comprehensive approach is recommended as it provides the most efficient route to site completion and future income generation from plot sales and business rates. By awarding an integrated contract to Morgan Sindall, the Council can address the contamination remediation, bridge removal, and road construction alongside the ATH. This makes the entire 34,681sqm of western land "market-ready," enabling the Council to realize land sales and business rate growth as quickly as possible. This option minimizes long-term financial risk and ensures the project fully meets the objectives set out in the West Norfolk Economic Strategy.

Recommendation: Option 3

4. Policy Implications

4.1 Corporate Strategy & Annual Plan

The Enterprise Park and the wider NORA regeneration are not only standalone projects, but they are also central pillars of how the BCKLWN envisages delivering its own strategic priorities. They support:

- Economic growth (jobs, investment, high value sectors)
- Environmental responsibility (brownfield reuse, sustainable transport)
- Community benefits (regeneration of South Lynn, improved local services)
- Financial resilience (business rates retention and long-term income generation)

The Annual Plan turns the Corporate Strategy's priorities into real-world delivery. Key projects such as the Enterprise Park and NORA feature as important regeneration workstreams.

4.2 West Norfolk Economic Strategy

The West Norfolk Economic Strategy provides a long-term framework focusing on sustainable, inclusive, high-value economic growth. The King's Lynn Enterprise Park are on the ground projects that deliver those priorities. They support the Strategy by:

- Expanding high-value employment land
- Growing priority sectors
- Delivering new jobs and skills opportunities
- Regenerating a key part of King's Lynn
- Improving sustainable transport and environmental performance
- Strengthening communities and place identity

4.3 Norfolk Growth Plan

The Norfolk Growth Plan sets out the county's overarching approach to future economic development. It focuses on:

- Local business growth and sector strengths
- People and skills
- Infrastructure
- Placemaking and communities
- Cross-cutting themes of decarbonisation, sustainability and reducing inequality

It also positions Norfolk as a county with strong capabilities in clean energy, agri-food, engineering, advanced manufacturing and digital technology, framing them as future drivers of UK economic competitiveness.

5. Financial Implications

5.1 The Council has a legal agreement with NCC relating to Enterprise Zones for ring fencing investment in infrastructure at the Enterprise Park site through the business rates generated by the site up until 2041.This is referred to in the report as ‘Pot B.’

5.2 An updated cash flow forecast for the works and costs to date, and forecast for the remaining, are detailed at Appendix 2 [Exempt]. The budget for site infrastructure is based on a forecast estimate of business rates that are anticipated to be generated by the whole site until 2041. Achieving this is dependent on both macros and micro economic circumstances and levers. The Council, as landowner and accountable body for the King’s Lynn EZ programme can influence and encourage the pace of development on the site to generate business rates through;

a) Developing out premises on the site for occupation; as undertaken to date with plots A1 & A2.
b) Provide infrastructure (i.e. roads, levelled and services) to make plots accessible and ready for development; as completed to date on the eastern side of the site (plots A-D).
c) Leveraging additional investment where possible to accelerate the infrastructure development.
d) Undertake proactive marketing to generate site enquiries and leads; as we have done recently through the rebranding and appointment of Brown & Co.

The site is therefore at a pivotal stage in being able to encourage the future generation of business rates on the western side.

5.3 Western Infrastructure Costs

5.3.1 The RIBA 4 Cost Estimate for the scope of works set out in section 2 is £8.581m (breakdown provided in appendix 2 paragraph 1.4). The unsecured funding element at present which this report is seeking approval for is £3.4m, in addition to the £1.6m that was agreed in principle with Cabinet in last year’s capital programme.

5.4 Western Infrastructure Funding

5.4.1 As set out in appendix 2, the current business rate forecast is £12.519m, of which 85% of business rates is forecasted to be generated by 2041, and is currently estimated to be £10.6m, based on a phased build out and current rateable values. This will provide the income to partially repay the infrastructure costs to date.

5.4.2 A summary of the infrastructure forecasts costs (in accordance with legal agreement) and forecast income to recover costs that are currently being funded through internal borrowing.

Pot B EZ Infrastructure Costs	**£000's**	**Note**
Costs to date	£12.6m	App 2 (Exempt para 1.1)
Forecasts Costs 2026/7	£4.4m (£3.4m unsecured)	App 2 (Exempt para 1.4)
Total Estimated Cost	**£17.0m**	
Funded by:		
Forecast Business Rates Income up until 2041	(£10.6m)	
Net Forecast Deficit (2041)	**£6.4m**	
Capital Receipt Received to date	(£0.45m) (NHS Health Hub)	
Estimated Plot Sale Capital receipts	(£7.632m)	Para 5.4.3
Estimated Surplus by 2041	**(£1.7m)**	

5.4.3 An independent red book valuation has been undertaken to understand the estimated level of capital receipts, based on current land values, if all of the remaining land is made available for development plots (as set out in site plan in section 1 plots A-F) and sold to end users. The independent valuation received estimates this to be £7.632m, based on current land values (appendix 3).

6 Personnel Implications - None

6.1 The delivery of the King's Lynn Enterprise Park is led through a multidisciplined officer team coordinated by Regeneration & Economic Development with support from Property, Corporate Projects, Property and Finance. External project management support of project delivery is provided by Pulse Consult.

7 Environmental Considerations

7.1 The ethos around the wider Nar Ouse Regeneration Area is centred around developing a sustainable urban community on brownfield land. Works to date has been required to comply with all statutory requirements relating to the development of brownfield land in accordance with the agreed Remediation Strategy for the site.

7.2 The next phase of works outlined in the report to the western side of King's Lynn Enterprise Park will be in accordance with the latest statutory requirements for development on brownfield land. The contractor will also be required to demonstrate and evidence how environmental impacts of the works are minimised.

7.3 As part of the contractor's obligations, Morgan Sindall will be required to identify the most cost-effective and sustainable methods for managing the spoil heaps.

This includes exploring options for on-site reuse, relocating material to areas of the wider NORA site that require land raising, or utilising other innovative remediation solutions.

8 Statutory Considerations

8.1 Space to Innovate Enterprise Zone Agreement

The Space to Innovate Enterprise Zone Agreement agreed between the Borough Council and NCC (formally New Anglia LEP) provides the legal, financial and policy framework that underpins the King’s Lynn Enterprise Park. It sets out:

- What sectors the site is meant to support;
- What incentives must be offered to investors
- What long-term economic outputs the site must contribute to;
- How KLEP must link with regional innovation infrastructure and;
- How the BCKLWN must work with county-level partners to manage the EZ.
- How the future Business Rates generated will be apportioned between partners and ‘Pots’ (section 5.1)
- Eligible costs for Infrastructure Works to be charged to ‘Pot B.’

The policy and works outlined in this report is aligned with the legal agreement.

9 Equality Impact Assessment (EIA)

(Pre screening report template attached)

10 Risk Management Implications

Risk Category	Risk Description	Mitigation Measure(s)
Ground Conditions	Discovery of unforeseen contamination (phosphogypsum/tar) or poor load-bearing capacity during excavation.	Extensive site investigations and RIBA 4 designs completed. Contract includes a 12% contingency and specific provision for on-site material management.
Displacement	Risk that the EZ attracts existing local businesses that are relocating out of desirability of site rather than for business growth needs or "new" inward investment, neutralizing net economic growth. There is a particular risk to the town centre with displacement.	Marketing strategy via Brown & Co targets specific high-growth sectors not currently prevalent in the local area to ensure "additionality." Enquiry form assesses business against criteria of sector and business growth potential (productivity and jobs).
Macro-Economic / National Policy	Changes in interest rates, tax policies or shifts in national policy or business appetite to grow/invest.	EZ status is legally secured until 2041 to enable a longer term approach and risk management. The project

		focuses on diverse sectors to remain resilient against specific industry downturns.
Construction Cost Increases	Inflationary pressures on materials and labor leading to contract price overruns.	Use of the Scape Framework provides rigorous, pre-competed cost benchmarking and performance KPIs to ensure value for money. The Council is partnering with Morgan Sindall, a Tier 1 contractor, utilizing an "open book" pricing model. This ensures full transparency of all sub-contractor costs and allows for real-time audit of project expenditures. This collaborative approach enables proactive value engineering and the identification of cost-saving opportunities throughout the construction phase, providing a high level of fiscal oversight for the Council.
Plot Sales	Slower than anticipated uptake of land, leading to delays in capital receipts and business rate accumulation; resulting in widening deficit.	Site is being made "market-ready" with full services to lower barriers to entry. Independent valuations and proactive marketing pipeline are already in place.
Local Government Reorganisation (LGR)	Potential changes to Norfolk’s governance (Mayoral Combined Authority) impacting funding or accountability.	Project is "shovel-ready" with a Concept Initiation Document prepared. Close engagement with Norfolk County Council ensures the scheme remains a priority in the Devolution Investment Fund.

11 Declarations of Interest / Dispensations Granted

None

12 Background Papers

(A copy of all background papers must be supplied to Democratic Services with the report for publishing with the agenda)

NORA Enterprise Zone Implementation Cabinet Report, December 2016
MMPB Highlight Reports
ACC Business Case & Cabinet Report, September 2022

Appendix 1: Western Access Road Full Business Case
Appendix 2: King’s Lynn Enterprise Park Budget Cashflow Forecast EXEMPT
Appendix 3: King’s Lynn Enterprise Park, Red Book Land Valuation, February 2026
Appendix 4: King’s Lynn Enterprise Park Programme Progress 2016-2026

Stage 1 - Pre-Screening Equality Impact Assessment

For equalities profile information please visit [Norfolk Insight - Demographics and Statistics - Data Observatory]

<table>
<tr><td>Name of policy/service/function</td><td colspan="4">Regeneration & Economic Development</td></tr>
<tr><td>Is this a new or existing policy/ service/function? (tick as appropriate)</td><td>New</td><td></td><td>Existing</td><td>✓</td></tr>
<tr><td>Brief summary/description of the main aims of the policy/service/function being screened.

Please state if this policy/service is rigidly constrained by statutory obligations, and identify relevant legislation.</td><td colspan="4">The King’s Lynn Enterprise Park (Enterprise Zone) is an economic development led programme aimed to achieve specific outputs and outcomes that support economic growth in WN. However in delivery of the programme, wider policy decisions and principles are required in order to support the financial and property related areas of work that support the delivery of the programme to achieve its aims and objectives.</td></tr>
<tr><td>Who has been consulted as part of the development of the policy/service/function? – new only (identify stakeholders consulted with)</td><td colspan="4">Internal - Property Services, Corporate Projects, Legal Services.

External – NCC, Brown & Co (property agents), Businesses and existing tenants.</td></tr>
</table>

<table>
<tr><th>Question</th><th colspan="5">Answer</th></tr>
<tr><td rowspan="11">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, for example, because they have particular needs, experiences, issues or priorities or in terms of ability to access the service?

Please tick the relevant box for each group.

NB. Equality neutral means no negative impact on any group.

If potential adverse impacts are identified, then a full Equality Impact Assessment (Stage 2) will be required.

*For more information on health inequalities please visit [The King's Fund]</td><td></td><td>Positive</td><td>Negative</td><td>Neutral</td><td>Unsure</td></tr>
<tr><td>Age</td><td></td><td></td><td>✓</td><td></td></tr>
<tr><td>Disability</td><td></td><td></td><td>✓</td><td></td></tr>
<tr><td>Sex</td><td></td><td></td><td>✓</td><td></td></tr>
<tr><td>Gender Re-assignment</td><td></td><td></td><td>✓</td><td></td></tr>
<tr><td>Marriage/civil partnership</td><td></td><td></td><td>✓</td><td></td></tr>
<tr><td>Pregnancy & maternity</td><td></td><td></td><td>✓</td><td></td></tr>
<tr><td>Race</td><td></td><td></td><td>✓</td><td></td></tr>
<tr><td>Religion or belief</td><td></td><td></td><td>✓</td><td></td></tr>
<tr><td>Sexual orientation</td><td></td><td></td><td>✓</td><td></td></tr>
<tr><td>Armed forces community</td><td></td><td></td><td>✓</td><td></td></tr>
</table>

	Care leavers			✓	
	Health inequalities*	✓			
	Other (eg low income, caring responsibilities)	✓			

Please provide a brief explanation of the answers above:

The King’s Lynn Enterprise Park will provide future employment opportunities in close proximity to areas identified as the most deprived in King’s Lynn (South & West Lynn, St Margarets & St Nicholas). Creating fair employment and good work for all is one of the key principles set out in Marmot.’ Therefore the programme will contribute to supporting the wider objectives of improving the health outcomes and inequalities in King’s Lynn. The Enterprise Park aims to provide high quality employment that will also provide opportunities for people to improve their income raising opportunities.

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	
If 'yes' to questions 2 - 3 a full impact assessment will be required unless comments are provided to explain why this is not felt necessary: **Decision agreed by EWG member: ………………………………………………..**		
4. 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	Yes / No	**Actions:** **Actions agreed by EWG member:** ……………………………………….
5. Is the policy/service specifically designed to tackle evidence of disadvantage or potential discrimination?	Yes / ~~No~~	**Please provide brief summary:** The Enterprise Zone is designed to support growing businesses, creating new job opportunities in high wage/higher skilled employment. This will enable a greater range of employment opportunities for local residents to improve their earning capability and improve their quality of life.

Assessment completed by: **Name**	**Jemma Curtis**		
Job title	**Regeneration Programmes Manager**		
Date completed	**22/01/26**		
Reviewed by EWG member	**J Stanton**	**Date**	**31/01/26**

☐ **Please tick to confirm completed EIA Pre-screening Form has been shared with Corporate Policy** (corporate.policy@west-norfolk.gov.uk)