



## POST PROJECT EVALUATION REPORT

**PROJECT NAME:** Salters Road (Major Housing Programme – P-21.06)

**PROJECT SPONSOR:** Duncan Hall

**PROJECT MANAGER:** James Grant / Kiley Chilvers

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## 1. PURPOSE

The purpose of this report is to assess the project, provide evidence that the outcomes defined in the Business Case have been achieved and that the project has been successfully completed. It is also an opportunity to capture and derive any lessons learned and best practices to be applied to future projects.

On March 16, 2021, the Cabinet recommended moving forward with the Salters Road / Columbia Way development as part of the Major Housing contract with Lovell Partnerships Limited. This proposal outlined a traditional development in partnership with Freebridge Community Housing (FCH), which would purchase all properties on the site. The appraisal also factored in Homes England funding – previously approved by the Cabinet in September 2018 – to accelerate the project's timeline and support its viability.

While two previous attempts to develop this site were stalled by financial constraints, Government funding finally made the project viable. Beyond providing 78 high-quality affordable units, the scheme created a seamless link between the older North Lynn estate and the Greenpark Avenue development. It also ensured Salters Road was upgraded for Norfolk County Council (NCC) adoption and proactively addressed local flood-risk requirements.

This site marked a significant milestone as the first formal development partnership between the Borough Council and Freebridge Community Housing (FCH). The collaboration fulfilled ambitions shared during the Housing Minister's 2018 visit to accelerate affordable housing delivery. To ensure project stability, all units were sold to FCH at a pre-agreed price, with the contract structured back-to-back with agreements signed with Lovell Partnerships Ltd.

## 2. SCOPE AND SUMMARY OF APPROACH

As set out in the Cabinet Report of 13 January 2015, Lovell Partnerships Ltd were the preferred bidder for the Major Housing Programme, utilising a bespoke Development Management Agreement (DMA). This contract, signed on 30 April 2015, permitted the initial design of housing schemes for submission to the local planning authority and preparation for construction.

This partnership with Lovell allowed for a maximum of 1,000 housing units. To date, it has enabled the Borough Council to enter contracts for the delivery of Orchard Place (130 units), Dewside (89 units), Cowper Place (54 units), Nar Valley Park 4 (105 units), Salters Road (78 units), Styleman Court (32 units), Florence Fields (226 units), and Valentine Park (96 units).

Following the granting of planning permission, the scheme underwent reassessment, and a Project Partnering Contract 2000 (PPC 2000) was drafted and executed. For Salters Road, this agreement was divided into two distinct phases. The first contract, covering ground engineering works, was signed on 13 September 2021 for £3,587,173.55. The second contract, for the main construction works, was signed on 9 January 2023 for £16,111,397; this sum included for the design fees and other costs previously incurred by Lovell under the DMA.

### 3. SUMMARY OF THE PROJECT'S PERFORMANCE

The overall performance of the project was positive, considering all the issues the project team and partners had to deal with during its delivery.

Key points that the project team note:

- Freebridge Community Housing, as an integral partner in the project, has introduced an additional layer of governance and complexity to contract management alongside their partners and advisors, Longhurst and AECOM. However, the relationship also brings clear advantages: we are working with a single, known buyer rather than managing multiple transactions, which reduces risk for the Council, provides greater certainty, and allows us to benefit from the experience and learning of another local organisation.
- The Corporate Project Team structure evolved throughout the different phases of the project to ensure optimal support, with the lead project officer transitioning from one team member to another as the project progressed. The team adapted effectively to these changes.
- Lovell's Project Partnering Contract 2000 (PPC 2000) has been delivered under budget during a period of significant financial pressure. Achieving this level of cost control in such a challenging market demonstrates the strength of the partnership and its ability to navigate complex setbacks while identifying and realising cost saving opportunities
- Whilst the project did suffer a number of delays, the delivery team worked well to mitigate and recover from them, so that the housing delivery was achieved successfully.
- The project was significantly impacted when the appointed groundworker, Bowie Construction, entered administration during the construction phase. This necessitated the urgent appointment of an alternative contractor. Despite this major challenge, the project was not negatively impacted.
- Final project completion was delayed by unforeseen drainage issues. Remedial works were completed by 3 April 2026; these included the partial removal and reconstruction of a section of surface water drainage, along with the reinstatement of the road above it.

#### 4. OUTPUTS

##### 4.1.ACHIEVED (AS DEFINED IN THE BUSINESS CASE)

Output Description	Evidence of delivery		Date
	Business Case (as per Cabinet Report March 2021)	Achieved	
Affordable Units	78	78	Final plot transferred to FCH on 19/12/2024

##### 4.2.RESIDUAL OUTPUTS EXPECTED

Output Description	Expected evidence of delivery	Date Expected
Road Adoption	Confirmation from NCC Highways that the adoptable roads under this development are under their ownership and maintenance.	Remedials currently being completed by the contractor to enable adoption – Process commenced April 2026
Adoption of public open spaces, including the attenuation pond / lagoon	Confirmation has been received from the Public Open Spaces (POS) Team that the areas previously under the responsibility of the Corporate Project Team are now under their maintenance.	POS adoption delayed due to Highways adoption - April 2026

##### 4.3.UNEXPECTED OUTPUTS:

Output Description	Expected evidence of delivery	Date Expected
N/A		

#### 4.4. CAPITAL AND REVENUE FORECASTS VS ACHIEVED (IF APPLICABLE)

Description		Evidence of delivery			
		Business Case (Cabinet Report)	To-date (A)	Expected Future (B)	Total (A+B)
Income	FCH	£13,878,000	£16,045,637	£0	£16,045,637
	Homes England ACP Grant	£1,065,550	£1,065,547	£0	£1,065,547
Costs		£14,843,570	£16,363,492	£62,013	£16,425,505*
Profit/ (Loss)		£100,000	N/A		£685,679
Profit Share Payment **		£10,000	N/A		£68,570
Nett Surplus / (Deficit)		£90,000	N/A		£617,111

\* Subject to final adjudication of costs between QS and Accountancy Team.

\*\* When the scheme is profitable, 90% of the earnings go to the council and 10% will be a payment to Lovell. If no profit is made, then the council takes on the loss.

## 5. OUTCOMES

### 5.1. OUTCOMES ACHIEVED

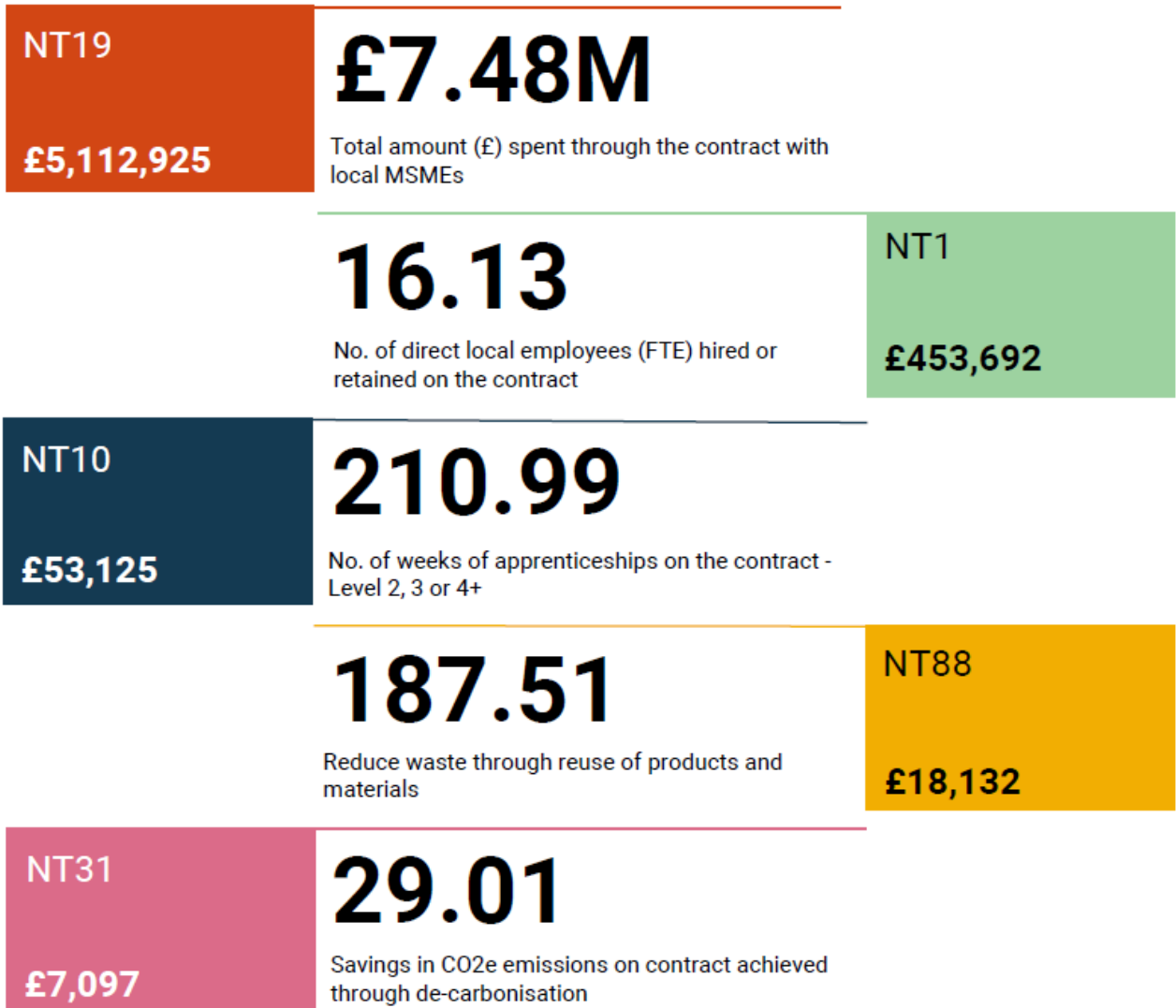
Although there were no formal outcomes defined in the Business Case or partnership contract, the wider relationship with Lovell includes a requirement to deliver Social Value outcomes. The highlights of those delivered during the construction delivery are shown below.

The transformation of the 2.5-hectare site represents a significant regeneration success for the area. Formerly used for allotments, the land had fallen into disuse, becoming scrubland and a persistent hotspot for fly-tipping and environmental neglect. This project has successfully delivered the remediation of this degraded land, replacing a source of local blight with a high-quality, well-designed residential neighbourhood.

The construction of 78 new homes, subsequently transferred to a Registered Provider, directly supports the Council's wider housing responsibilities by helping to meet statutory duties regarding homelessness and housing need. Providing secure, long-term accommodation offers residents far greater stability and life opportunities than temporary housing, while also delivering a more cost-effective and sustainable solution for the Council. Furthermore, partnering with an established provider ensures these homes are managed by an organisation with the expertise to support tenants and maintain asset quality, contributing positively to the long-term social value of the development.

The social value outcomes achieved through the project are set out below and have been assessed using the Themes, Outcomes & Measures (TOMS) and National Themes (NT) framework. This provides a consistent method for capturing the wider benefits generated through the development. Lovell use this system to quantify the social value created during construction — including local employment, apprenticeships, and spend with local suppliers — helping to demonstrate the broader community impact delivered alongside the new homes.

## Top 5 TOMs: delivery overview



### Social Value Breakdown by Theme

<b>Innovation: Promoting Social Innovation</b>	£0
<b>Jobs: Promote Local Skills and Employment</b>	£508,775
<b>Social: Healthier, Safer and more Resilient Communities</b>	£161
<b>Growth: Supporting Growth of Responsible Regional Business</b>	£5,113,329
<b>Environment: Decarbonising and Safeguarding our World</b>	£27,009

### Social Value Breakdown

	<b>Social Value delivered</b>	<b>Units delivered</b>
<b>Local Employment</b>	£453,692	16 people
<b>Apprenticeships</b>	£53,125	211 weeks
<b>Training Opportunities</b>	£1,907	6 weeks
<b>Educational Sessions</b>	£51	3 hours
<b>MSME Spend</b>	£5,112,925	£7,482,145
<b>Volunteer Hours</b>	£161	10 hours
<b>Staff Support</b>	£404	4 hours
<b>Carbon Reduction</b>	£7,097	29 tCO <sub>2</sub> e
<b>Waste Reduction</b>	£19,912	206 tonnes

\*Social Value Portal A410271 – Salters Road, Kings Lynn. Morgan Sindall Group

Lovell have shown to be a good, conscientious partner; consistently delivering over and above their social value commitments.

## 5.2.OUTCOMES NOT ACHIEVED

N/A

## 5.3.RESIDUAL OUTCOMES EXPECTED

There are no further outcomes expected.

## 5.4.UNEXPECTED OUTCOMES

Outcome Description	Evidence of realisation	Date
<p>Creating Communities events in North Lynn</p> <p>Events held in local communities to share information with residents about services and organisations in their local area, as well as to bring people together to meet each other and gain information which is useful to them.</p>	<p>Around 40 people attended the first event; 20 of them provided their feedback (all positive). Their comments were collated and will form part of a future strategy document for community engagement and placemaking. Initial findings showed that having information on services and activities available in the area has been valuable.</p> <p>Feedback from previous events enabled the team to create a leaflet that holds information on local statutory services, which is being distributed in addition to one focusing on community and voluntary organisations.</p> <p>Creating Communities also attended a separate event called “London to Lynn”. This showed how the local community came together to support the charity fundraising event. It was also an opportunity to showcase the information Creating Communities holds and ways to get involved in the local area and meet new people.</p>	<p>03/02/2024</p> <p>15/03/2025</p> <p>21/09/2024</p>
<p>The relationship between the Corporate Projects Team and the FCH Delivery Team has strengthened, despite being on opposite sides of the contract and facing some challenging negotiations both before entering the agreement and during delivery. Overall, FCH has embraced the Boroughs partnership goals, and the team have built a strong, collaborative relationship that continues to progress, enabling all to better support the residents of our communities and potentially contribute successfully to future schemes.</p>	<p>Professional assessment and feedback provided by the BCKLWN Principal Project Manager, based on direct involvement throughout contract negotiation and delivery</p>	<p>Jan 2026</p>

## 6. RISKS AND ISSUES

The project team identified six critical risks and issues that shaped the delivery of the Salters Road development.

	<b>Risk or issue</b>	<b>Outcome / Mitigation</b>	<b>Status</b>
Construction Inflation	High potential for rising material and labour costs due to the global economic climate and extended project timeline.	The team proactively purchased materials early and utilised nearby storage. This locked in prices, protected the budget, and ensured financial success.	Closed
Supply Chain Instability	Wider economic crisis led to subcontractor capacity issues, financial strain, or business failure.	When instability materialised, the team undertook additional procurement to source and engage replacement firms to maintain progress.	Closed
ACP Funding (Homes England) delivery pace	Required a 130% delivery pace (vs. traditional programmes) and Modern Methods of Construction (MMC), increasing administrative pressure.	Strict adherence to Homes England targets protected the funding and maintained the Council's reputation for successfully delivering complex schemes.	Ongoing – Final review with Homes England ongoing
Contract with Freebridge Community Housing	Increased complexity and quality assurance requirements compared to standard projects.	Timely and critical decision-making ensured that homes were delivered within the required timeframe and met all partner standards.	Closed
Golden Brick	A new delivery mechanism for the team, presenting both operational advantages and challenges.	With the support of external advisors, the team developed significant experience in this area, providing a valuable template for future Council delivery mechanisms.	Closed
Land & Technical Issues	Legal complexities involving allotments, highways ownership, boundaries, and the attenuation pond.		Ongoing – until areas are officially adopted

## 7. FORWARD ACTIONS

Works to deliver Residual outputs expected (see 4.2 above)

Area	Description	Owner	Status	Delivery date
External Adoptions	Final adoption of highway infrastructure by NCC Highways and sewer networks by Anglian Water.	Project Officer	Drainage and road infrastructure are currently being repaired and made good; formal inspections will be scheduled upon completion.	Final inspection / handover commenced April 2026
Internal Adoptions	Transfer of Public Open Space (POS) areas to the Council's internal maintenance teams.	Clerk of Works	Inspections are being coordinated to take place immediately following the completion of these areas – used as site compound whilst drainage and road where detailed above where completed.	Final inspection / handover April 2026
ACP Funding (Homes England) delivery pace	Provide evidence to Homes England to demonstrate compliance with grant funding requirements.	Project Officer / Finance Team / Strategic Housing Team	Information collation and review ongoing.	Q2 2026

## 8. PERFORMANCE AGAINST PLAN

	Estimated	Actual	Comment
<b>Income</b>	Business Case - £13,878,000  Agreement for Sale & Development – £15,744,847	£16,045,637	Costs have increased since the original business case due to inflation and a more accurate understanding of development build costs and projected house values following detailed design work by the project team. Additional items requested by, and rechargeable to, FCH (such as flooring) have also been incorporated since the Agreement

			for Sale & Development was completed.
<b>Staff Resource</b>	1x Assistant Director 1x Project Officer 1x Clerk of Works 1x Apprentice Clerk of Works 1x Project Support Officer	1x Assistant Director 1x Principal Project Manager 1*x Project Officer 1x Clerk of Works 1x Apprentice Clerk of Works 1x Project Support Officer	Changes in personnel and team structure over project's lifetime * 2 Project Officers were utilised on the same project for a period of around 18 months to deal with the administration of the two parallel contracts (i.e. Project Partnering Contract 2000 (PPC 2000) contract with Lovell and Golden Brick Sales contract with FCH)
<b>Timescales</b>	161 weeks (contract programme 07/12/2022) Project Partnering Contract 2000 (PPC 2000) 1 & Enabling works – 65 weeks PPC 2000, 2 – Construction works – 96 weeks	Overall programme 163 weeks PPC 2000, 2 – 98-week programme	The project was delivered two weeks behind schedule due to a number of factors, for which extensions were agreed through the formal Extension of Time (EoT) mechanism within the contractual relationships between the parties. Reasons listed within the EoT include: <ul style="list-style-type: none"> <li>- Inclement weather</li> <li>- Amendments to flooring scope</li> <li>- UKPN damages</li> <li>- Delays to flooring choices</li> <li>- Boundary issues with FCH</li> <li>- Changes to Internal Drainage Board scope</li> <li>- Combining of phases 5a and 5b</li> </ul>

## 9. LESSONS IDENTIFIED

A comprehensive review exercise was undertaken with the Lovell operational team and Corporate Projects team members, which identified several key learning opportunities and authority-wide recommendations for future developments. We also intend to carry out a similar review with Freebridge Community Housing; however, despite efforts on both sides, we have so far been unable to align diaries.

Area of work	Description of lesson learned	Recommendation / Action	Responsibility
Golden Brick	The financial and legal structure proved highly complex to manage and execute within the project timeline.	Carefully evaluate the necessity of this structure for future schemes. The Principal Project Manager must be consulted on any Golden Brick arrangement prior to initiation.	Principle Project Manager & Project Officer
Boundary Management	Discrepancies between physical site boundaries and registered titles	1. Undertake detailed topographical surveys at the earliest stage.	Principle Project Manager & Project Officer

<b>Area of work</b>	<b>Description of lesson learned</b>	<b>Recommendation / Action</b>	<b>Responsibility</b>
	must be identified early to ensure designs are based on actual ownership.	2. Instruct solicitors to perform thorough title searches to identify potential conflicts.	
Due Diligence	Early identification of complex legal and physical issues is essential for timely resolution.	Ensure comprehensive due diligence is initiated at the project's inception to allow for legal and technical mitigation.	Principle Project Manager & Project Officer
Design Integration	<p>1. Levels where new gardens met existing Loringa Road properties required better integration.</p> <p>2. Maintenance access for on-site SuDS and drainage was identified too late.</p>	Increase stakeholder involvement during the initial design phase to set core principles before the fundamental layout is finalised.	Principle Project Manager / Design Team
Programme Pace	Houses were rushed to meet ambitious dates promised to FCH, leading to quality pressure.	<p>1. Ensure the main contractor (Lovell) allows sufficient contingency in the programme.</p> <p>2. Negotiate realistic handover dates that the project team agrees are achievable.</p>	Principle Project Manager & Project Officer
Sub-Contractor Insolvency	The failure of a major subcontractor (e.g., groundworkers) significantly impacts performance, regardless of the main contractor's stability.	<p>1. Implement quarterly credit checks on major subcontractors.</p> <p>2. Conduct a detailed analysis of a subcontractor's capacity and past performance before appointment.</p>	Principle Project Manager & Project Officer
Site Logistics	Developing a site often requires temporary space exceeding the project boundary for welfare, parking, and storage.	Space requirements for temporary facilities must be secured early, ideally during the drafting of the Pre-Construction Information (PCI) package.	Principle Project Manager & Project Officer

<b>Area of work</b>	<b>Description of lesson learned</b>	<b>Recommendation / Action</b>	<b>Responsibility</b>
Legal Support	Complex schemes often require specialist legal advice that may not be fully foreseen at project initiation.	The project contingency budget must include a specific allowance for specialist legal advice, based on an initial complexity analysis.	Principle Project Manager & Project Officer
Partnership Communication	The involvement of multiple partners (FCH, AECOM, Longhurst) and independent Clerks of Works added layers of oversight.	Establish clear lines of communication at the outset. The project team must have a defined contact matrix for all circumstances.	Principle Project Manager & Project Officer

## 10. FURTHER POST-PROJECT REVIEW

Whilst several post-project activities remain outstanding, including road / utility adoptions, these tasks are standard processes for the department and do not require further specific post-project review.

Upon completion of the final "Major Housing" scheme, a post-programme review should be undertaken that will incorporate the Salters Road project as well as other Major Housing projects.

It is recommended that this programme review should include:

- Programme Financial Return
- Housing Delivery Outputs
- Programme Social Value Outputs
- Partnership Relationship and Structure
- Outstanding actions
- Lessons Learnt

## **PROJECT-SPECIFIC ADDITIONS**

### **11. SPECIFIC FUNDING REQUIREMENTS & HOMES ENGLAND**

This scheme received significant support from the Homes England Accelerated Construction Programme (ACP) grant, which provided £1,065,547 in funding.

This grant was crucial, as it unlocked the financial viability of the project. However, the funding was conditional on the use of Modern Methods of Construction (MMC) to accelerate housing delivery, which added another layer of complexity in terms of reporting, legal compliance, and procedural requirements mandated by Homes England.

### **12. SUBCONTRACTOR ADMINISTRATION**

During the project, Bowie Construction – the project's groundworkers – went into administration. The potential impact of this subcontractor cannot be understated. Groundworkers are the first sub-contractor on site to prepare a project and the last to leave, completing works associated with road and drainage options when the last house has been completed. Approximately 10% of the total cost of the Salters Road Projects was within the groundworks package.

Bowie Construction had been working on the majority of sites since the inception of the major housing program and had bought into the culture of the major housing partnership, offering innovative solutions that successfully deliver challenging sites in a commercially responsible manner. They had an established local workforce that were working across both our Salters Road and Florence Fields projects. Their sudden and unexpected administration was the largest issue the partnership has had to overcome.

Lovell Partnerships Ltd and the Borough Council worked together closely to assess the situation, re-procure the groundworks package, and ensure the successful delivery of the project with minimum delay to the project or program. The solution was a commercial success, with costs not significantly increasing by utilising an alternative groundworks firm we were already using on another site. This also involved undertaking a review of the works Bowie had completed and ensuring that the risks associated with these works, their future maintenance, and the relationship with future works undertaken by the replacement firm were understood and risks appropriately allocated.

Whilst, like any long-term relationship, the Borough Council and Lovell Partnership have had moments of strain and complexity, the overcoming of this issue demonstrated the strength of the partnership and its ability to overcome and mitigate complex issues to the benefit of both organizations.

### **13. FURTHER AND ONGOING SERVICE LEVEL AGREEMENTS (SLA)**

The properties are protected by a 10-year warranty package provided by National House Building Council (NHBC), ensuring long-term security and peace of mind regarding the integrity of each new home. The properties are also covered by 2 years of initial customer care and defect cover provided directly by Lovell's.

### **14. ADOPTIONS**

The completion and subsequent adoption of various assets within the development follow specific procedures:

The drains and highways are scheduled for adoption by Anglian Water and Norfolk County Council retrospectively following a stipulated maintenance period. The Corporate Projects Team will retain responsibility for managing and monitoring this adoption process.

Areas of designated public open space will be transferred to the Borough Councils Public Open Space Department. The Corporate Projects and Open Spaces Teams will continue to work closely to ensure the handover delivers a high-quality built environment that can be efficiently maintained using existing council resources.

The council will retain the attenuation pond, along with all associated responsibilities. This asset has been added to the council's ditches and dykes contract, which is managed by Property Services.

For future developments, consideration must be given to factoring a commuted sum into project costs. This sum is essential to support the Public Open Space Team in meeting future maintenance liabilities.

## 15. CREATING COMMUNITIES

The Salters Road Project Team hosted a number of Creating Communities events during and after the construction of Salters Road.

The drop-in events brought together a range of partners, including the Borough Council of King's Lynn and West Norfolk, its Lily service and Beat Your Bills roadshow, Alive West Norfolk, Community Action Norfolk, local Police service and Fire Service and others to provide advice and information on services, facilities, and activities in the area.

The events, and the wider Creating Communities program within which it sits, aim to be a catalyst for community building. It does this by providing new residents with information on local services, giving them the opportunity to meet existing residents, and facilitating collaboration to create the community groups they require.

## 16. DISPOSAL STRUCTURE – GOLDEN BRICK & RELATIONSHIP WITH FCH

### Contract Structure and Handover Mechanism

During negotiations with Freebridge Community Housing (FCH), the Council established a "Golden Brick" mechanism as the preferred approach for the nine-phase handover process. This structure strategically tied payments to construction milestones and managed land transfer risks through a definitive schedule:

- Initial Deposit: A deposit was secured from FCH at the outset of the agreement.
- Land and Property Transfer (Golden Brick Stage): Ownership of the land and partially completed properties for each phase officially transferred to FCH upon achieving "Golden Brick" status (defined as the completion of foundations).
- Stage Payments: Subsequent payments for the remainder of each phase were calculated and received based on monthly valuations of certified works, continuing until the final phase handover.

### Management of Operational Complexity

The administration of this Golden Brick structure presented significant operational complexity, requiring greater internal management resources than the Council's standard invoicing arrangements with partners like Lovell.

A key strategic divergence from previous projects was the replacement of the traditional house sales element with this mechanism. While the sales process remained the responsibility of Lovell and their solicitors, the Council was directly responsible for managing and executing the multi-phased Golden Brick transfer process.

The project team successfully navigated this self-managed mechanism through robust collaboration, providing a valuable learning experience for the Council in managing complex, "stage-gate" land transfers.

### Contractual Risk Mitigation & Indemnities

As a mandatory contractual requirement, the Council provided an indemnity to FCH covering a range of identified risks. Crucially, this included risks associated with the site's previous use as allotment land.

This provision was essential due to the process undertaken by the Council to confirm the plots were non-statutory allotments. This determination was critical, as it permitted the land to be re-purposed without requiring the specific approval of the Secretary of State.

The indemnity clause protects FCH against potential liabilities, claims, or costs – such as legal challenges or remediation – related to the former allotment status. Managing this level of specific indemnification represented a significant contractual complexity for the Borough. However, the project team successfully navigated the process, significantly contributing to the Council's expertise in managing complex land-use and title risks.

## **17. HIGHWAYS INFRASTRUCTURE & SECTIONAL AGREEMENTS**

The development scope included extending Salters Road to connect Columbia Way with Losinga Road. This involved making good the existing highway, footpaths, and car parks within the site boundaries. Additionally, a new road, Taylors Drive, was created – named in honour of the late seed merchant who previously occupied the site.

To formalise these changes and integrate the new infrastructure, land transfers and "first registrations" of parts of the site were required. These steps were essential components of the Section 38 (adoption of new roads) and Section 278 (works on existing public highways) Agreements.

Securing these agreements was complicated by the fact that Salters Road was previously designated as a Bridleway, despite never having been formally adopted into the public highway network. These specific legal and technical challenges were successfully overcome, and the correct sectional agreements were formally executed.

The final adoption of these roads, following the mandated maintenance and "snagging" period, remains one of the project's final outstanding workstreams.