





Team:-



**AR Urbanism** are a specialist masterplanning and urban design consultancy specialising in high quality place-making. ARU work with both public and private sector clients in the development, property and environment industries, enabling the planning process through sound urban design expertise. ARU undertook a townscape analysis for each site and incorporated the expertise of other consultants to make optional development proposals for the future development of each of the 7 sites. ARU are responsible for project management and coordinating the production of this report.



**Steer** are a leading technical and transport consultancy with particular specialism around movement, way-finding and public realm, including issues around highways and parking. Steer advised on the rationalisation and potential relocation of public parking in King's Lynn and the potential to divert a major access road to enhance the setting of the historic town gate.



**Waterman Group** is a multidisciplinary engineering consultancy. The firm has extensive experience, with award winning teams providing professional engineering services for a range of complex projects in sensitive settings. Waterman provided feasibility and constraint analysis of ground conditions, archaeology, arboriculture, ecology and flood risk for each of the development sites.

**EDGE P+D**

**Edge Planning & Development** provides expert advice on planning and development matters throughout the East and South-east of England. Edge P&D acts on behalf of a wide range of companies, institutions, government agencies and local authorities, frequently advising on strategic property initiatives for new developments and rationalising property holdings. Edge P&D provided specialist property consultancy and viability assessment for the strategic proposals of each site and suggested viable options for future development.



**Beacon Planning** (now part of Turley) is a planning, heritage and urban design consultancy. Beacon work with property owners, developers, architects and local authorities on a diverse range of projects throughout the UK, from historic buildings to new developments. Beacon provided heritage and planning advice for each potential development site.

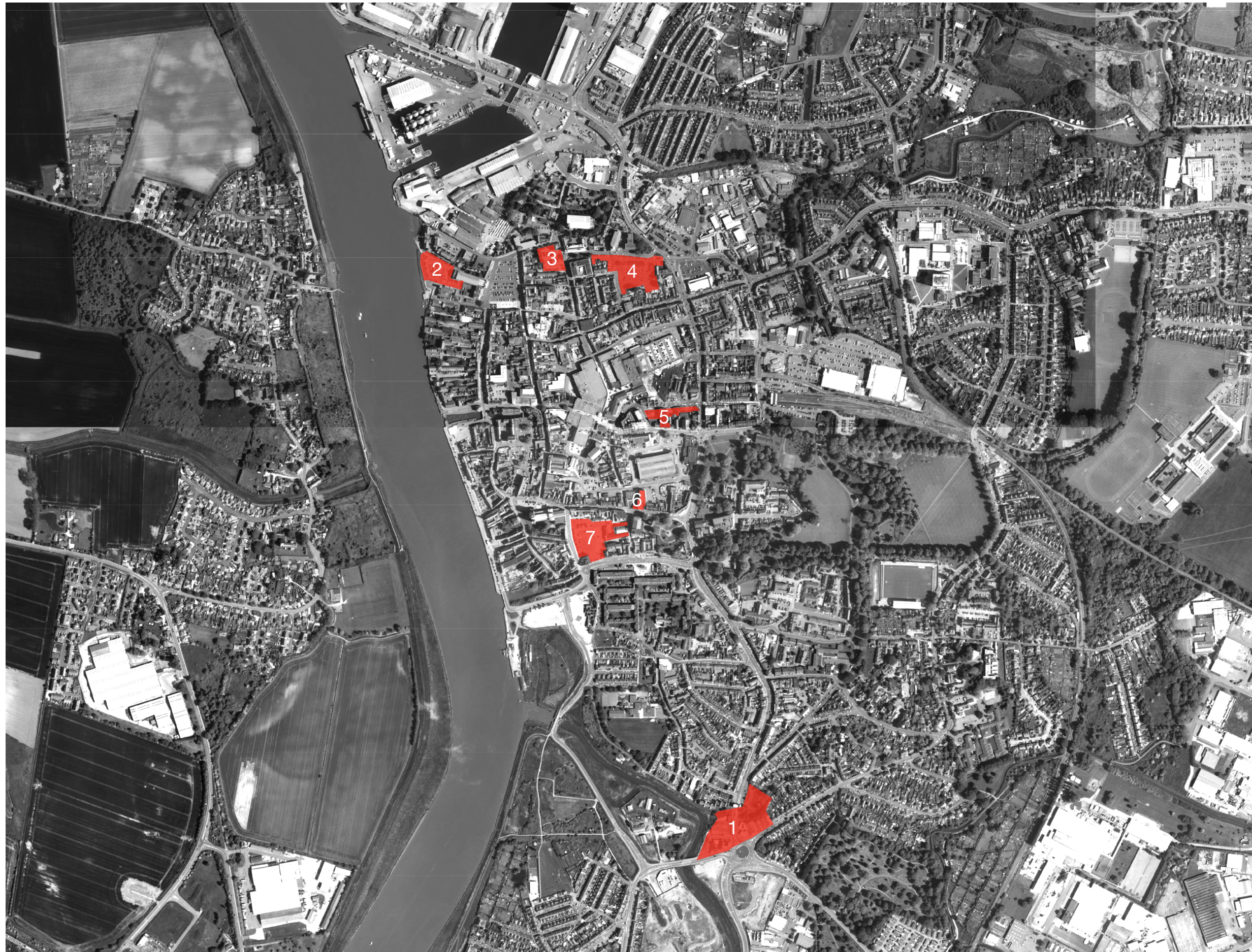
# Contents

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## PART 1

- 1 Executive Summary
- 2 Property Market Considerations
- 3 Parking Considerations





**Key:-**

1. South Gate
2. Common Staithe Quay
3. Chapel St Car Park
4. Austin St Car Park
5. Old Market Street
6. St James Street
7. Church St Car Park

Aerial view of King's Lynn showing location of development sites (NTS)



# 1 Executive Summary

## 1.1 Introduction

### Purpose of Study

1.1.1 AR Urbanism and the consultant team were appointed by the Borough of King's Lynn and West Norfolk in conjunction with Historic England to assess seven strategic brownfield sites within King's Lynn town centre in the context of the Council's regeneration plans and the Heritage Action Zone Delivery plan. The study is focussed on 'unlocking' the potential of these sites to provide viable and high quality development, particularly residential development, which enhances the town centre's heritage context and supports the future prosperity of the town centre and wider King's Lynn area.

### King's Lynn Context

1.1.2 King's Lynn is an accessible market town in the East of England with an under-appreciated town centre blessed with considerable heritage assets and a fascinating history. This is recognised by the Heritage Action Zone funding which supports this study. However, the heritage quality and attractiveness of the town centre is compromised by its multiple cleared sites occupied by car parking and the ensuing high levels of vehicle movements using the centre's narrow streets. This study seeks to support the protection and enhancement of the historical environment and find a sustainable balance between supporting the accessibility of the town centre by car and other modes of movement, while also attracting a wider range of users and more vibrant levels of activity in the centre.

### Viability

1.1.3 The viability study explores the potential value to be 'unlocked' through development of the assessed sites. In order to be successful this will require; careful management of the sites' physical constraints (contamination etc); the design and heritage integration of each site; the development phasing of each site and the sites in combination; parking provision, re-provision and regime; and, the development management process, in order to maximise the return to the Council of the considerable asset they currently hold in these town centre sites.

### Transport & Parking

1.1.4 King's Lynn is well-provided with town centre parking, with much of this on central sites. Some of these sites (including those within the current study) could be fully or partly developed in order to provide new housing and commercial uses which would improve the attractiveness and usability of the town, as well as enhance its heritage character, for both residents and visitors alike.

1.1.5 The study explores development options, which could be successfully balanced with a combination of parking re-provision on existing and alternative sites, both within and on the edge of the town centre; improved management of parking to support the visitor economy and interventions to encourage greater use of more sustainable modes of transport including walking, cycling and public transport.

## 1.2 Summary of Findings

1.2.1 On the basis of this study and pending future detailed surveys, the team finds that all the subject sites are suitable for development, either partly or fully. There are viable options for each site, with the possible exception of the Site 6 (St James St), where the existing building's inaccessibility and unknown condition means there are still questions to be answered.

1.2.2 Several of the sites include a phased approach to development which allows for progressive improvements to the town centre, integrated with a progressive rationalising of the parking accommodation. The next steps towards unlocking the potential of these sites would benefit from a strategic approach to parking in the town centre.

## 1.3 Next Steps

1.3.1 The team suggest that more detailed work on the sites would progress these into development activity, including the following:

- Prepare detailed development briefs or masterplans for each site;
- Carry out a town centre parking study. This would:
  - assess detailed occupancies and durations of stay of town centre car parks, including those operated by third parties;
  - assess future parking demand, taking into account population and visitor growth and the potential for a higher proportion of visits to be undertaken by sustainable modes;
  - model the effects of amending parking charges with the objective of maximising visits to the town centre whilst improving upon existing parking revenue.
- Test the transport impacts of the proposed development options as part of the ongoing King's Lynn Transport Study;
- Prepare a Leisure Delivery Strategy encompassing heritage, cultural, town planning and estates matters and informing a tourism strategy for the town centre.



## 1.4 Property Market Overview

1.4.1 The trends in the residential property market in King's Lynn broadly reflect the national average. Development in King's Lynn over recent decades for both residential and commercial land uses has mainly taken place on peripheral greenfield sites where land is easy to service and develop. There is comparatively little new residential development within the town centre, but car free development is taking place associated with the development of flats selling at about £2,000 per square metre. New housing appears to be selling at about £2,200 per square metre. There also appears to be a new build premium over existing stock, reflecting consumer choice and quality of the housing stock.

1.4.2 Using the RICS BCIS data on construction costs re-based for West Norfolk as at July 2018, the median construction costs for flats is £1,349 m2, whilst for housing the figure is £1,148 m2. Thus, developments of flats are more expensive than houses to construct, but the sale values of new build housing tends to exceed the value of new build flats by about 10%. The cost/value differential is exacerbated as building flats requires the building of common parts for which no sale value is derived directly, but which need to be maintained over the life of the building.

1.4.3 It will therefore be seen from these appraisals that proposals with proportionately more houses than flats have a better prospect of delivering a positive residual site value. However, viable development remains marginal for most of these sites. Site reclamation, clearance, infrastructure/ services renewal will be further costs that will need to be assessed in more detail in addition to possible flood mitigation measures, required in many instances. Further site assessment relating to these engineering requirements will be necessary to assess these costs.

1.4.4 It will also be apparent that the ability of these development options to fund planning obligations will be limited. Few sites will be able to offer policy compliant affordable housing quotas.

1.4.5 Concerning commercial and leisure development, most new commercial development has taken place on business parks on the edge of the settlement where larger plot sizes and buildings are more generally to be found. Current opportunities exist to the south of King's Lynn in the enterprise zone and at NORA, where land has been reclaimed and where opportunities exist for commercial and residential development. These larger sites offer a powerful cost advantage over the generally smaller and fragmented sites within the town close to and in the central area. They are also more accessible by car. The sites which are the subject of this report will be in competition with reclaimed sites and those subject to reclamation plans in the coming years.

1.4.6 It is therefore likely that the subject sites will not generally be able to compete as successfully as these peripheral sites without similar intervention initiatives. For this reason, it may be necessary to consider a wider plan for regenerating the town centre, which might also include planning for retail land use change as a consequence of internet shopping and edge of town retail opportunities, which together are causing a change in the land use composition within King's Lynn's town centre. See Suggested Next Steps, section 1.3.

1.4.7 Concerning the re-provision of car parking spaces that could be 'lost' to development if some or all of the sites in this study were to be redeveloped for other uses and assuming the current average parking revenues in King's Lynn are maintained, traditional new multi storey parking will not be viable without significant cross-subsidy. Residential and employment projects would not provide the development surpluses required due to current development costs and relatively low out-turn values for potential residential and employment schemes. Modular multi-storey parking offers some potential, linked to a combination of increased parking charges and modest returns on car parking investment by the Council.

1.4.8 Extensive surface level parking on peripheral greenfield sites without abnormal servicing costs should be viable as indicated in section 4 of the Property Report. A revised parking strategy incorporating some modular multi-storey parking and some additional surface parking close to main roads on the periphery of the town might meet long term future parking needs were the sites considered in this study to be redeveloped for other uses.

1.4.9 In considering the opportunities for other land uses, it would be prudent to further assess the extent to which the centre of King's Lynn might build on the undoubted comparative advantage of its historic centre for tourism and culture. There is understood to be demand for bespoke hotels within the town. The waterfront area linking with Tuesday Market Place should offer scope for further investment to facilitate tourism and expanding the evening economy. Such an analysis would also ideally integrate with the parking and movement strategy for the town and where the subject car park sites could be influential in delivering such a vision. This may include re-locating some parking from the existing car parks in order to balance the business, residential and social parking needs of the wider community. The programme of re-provision will require careful and detailed preparation.



## 1.5 Site Development Conclusions

1.5.1 A next step for taking these proposals forward would be to consider the phased re-provision of car parking in the town as indicated above to assess the extent of the re-provision necessary in advance of the study sites being vacated for development. These “decanting” arrangements would involve additional expenditure and investment funding which would add cost to the overall project, which would probably be executed over a number of years.

1.5.2 In undertaking this study, it has not been possible to assess the sites in detail and the redevelopment prospects for each of the study sites has been considered separately from the others, although some have been considered on the basis of internal phasing arrangements. If a number of these sites were to be brought forward, they would benefit from consideration of a linked and phased re-provision of parking to serve the town and the development programme over a number of years.

1.5.3 In drawing conclusions for the prospective land uses most appropriate on redevelopment of the study sites, in general viability will be enhanced where traditional low-rise housing (2, 2.5 or 3 storey townhouses for instance) proposals are advanced. These development typologies appear to offer optimum viability as well as facilitating easy integration within the historic fabric of King's Lynn. As a consequence, the preferred development options favour low rise residential development as indicated in the site-specific redevelopment assessments in the main report and the examination of these for viability purposes in the Appendix to this report.

1.5.4 The ‘preferred options’ shown on the following pages represent the most viable and attractive option of those considered for each site as part of the study process. The visual images are not intended as design proposals, however they illustrate a possible and achievable layout for the stated accommodation schedule for each option - ‘Summary’ in the box beside the 3D sketch.

## 1.6 Potential Development Priorities

1.6.1 In consideration of the above information and wider analysis of the area and context, it is possible to suggest an approach for the Council to implement steps towards development of the subject sites. These priorities could change over time and with varying levels of intervention by the Council:

**High Priority: South Gate sites** - A ‘gateway’ site at an arrival point on the edge of the town centre, its development would improve the setting of the gate itself as well as the arrival experience into King's Lynn.

**High Priority: Chapel St site** - A relatively small, town centre site with a parking function to be relocated; a development of houses in this heritage context would enhance the quality and character of the town centre and test the residential market.

**Medium Priority: Common Staithe Quay** - A high profile riverside location with the potential to make a major contribution to the town's growing ‘cultural hub’; this development may rely on finding a hotel/commercial partner and resolving any heritage issues, plus relocating some parking.

**Medium Priority: Austin St site** - A large area with two sites, the smaller of which could be readily developed, however major redevelopment relies on re-provision of parking, on-site or nearby. The site suits a phased development approach.

**Medium Priority: Church St site** - An attractive development prospect with great potential to improve this neighbourhood, however the existing lease would need to be purchased and parking re-provided on or off-site.

**Low Priority: Old Market St sites** - These sites have different owners and some restrictive access covenants. Developing these would enhance the area around the bus station, but this is dependent on the Council purchasing sites and leases.

**Low Priority: St James St site** - An existing building and open site with a long lease; development would be dependent on Council purchasing the site and the lease.



## Site 1: South Gate Sites

### 1.7 Site by Site Preferred Options

1.7.1 The following ‘preferred option’ for each site are those which present an enhancement of the heritage character of the town intersecting with a positive viability analysis and likely achievable sales in the context of the property market. These aspects are balanced with aspirations for the town centre to maintain its current parking offer.

1.7.2 Several of the sites show a phased approach to development—see the detailed site by site section—and for these, notably Site 4 Austin St and Site 7 Church St, this report shows the Phase 1 approach to development. This approach includes ‘wrapping’ new development around the frontage sections of these sites, while retaining an element of at-grade parking within the body of the sites. This would provide much improved townscape character to a number of areas in the centre, while also introducing new high quality housing. Displaced parking would need to be accommodated elsewhere, see the parking section.

1.7.3 Site 1, South Gate is shown with low-rise development to its east and west defined sites, creating a significantly improved setting for the Gate itself, improvements to the existing park and new public realm, with the potential to carry out the development either with or without realignment of London Rd.

1.7.4 Site 2, Common Staithe Quay is shown with a maximum 4 storey new, bespoke up-to-50 bed hotel and ground floor cafe/restaurants uses, plus new riverside public realm and some retained public parking.

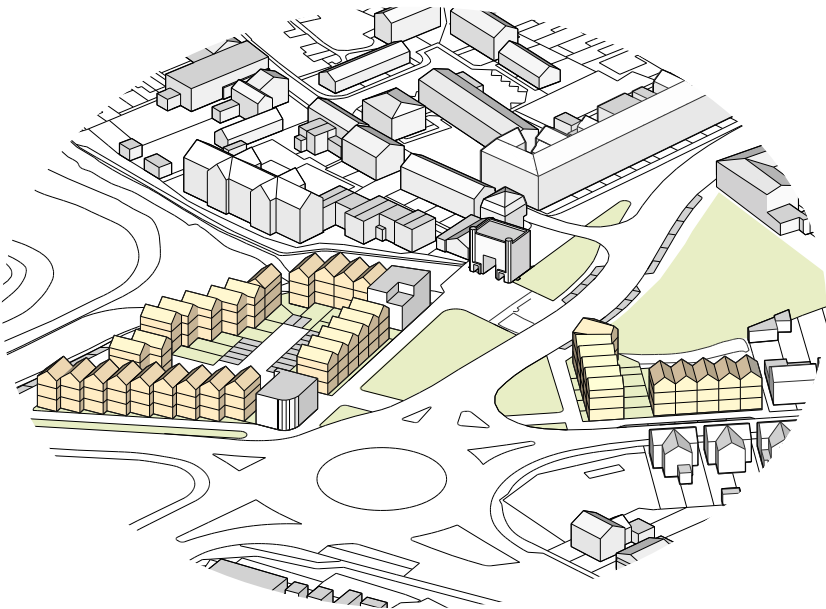
1.7.5 Site 3, Chapel St is suited to redevelopment with several terraces of townhouses in homage to the traditional town centre urban grain and street patterns of the area. It includes on-street public parking only and optional private spaces.

1.7.6 Site 4, Austin St car park sites are suited to a combination of townhouses and flatted developments with the retention of short-term public car-parking at grade to the north of the retail uses on Norfolk St. This could also support a multi-storey car park or future residential development within the site.

1.7.7 Site 5, Old Market St is a collection of small sites and existing buildings with different owners and uses. Refurbishment of existing and/or redevelopment for residential uses is desirable would considerably enhance these town centre streets.

1.7.8 Site 6, St James St, includes a major existing building which could be refurbished (for either workspace or residential use) along with space for new development alongside and public realm between the buildings.

1.7.9 Site 7, Church St is currently a major car park to the south of the town and the preferred option shows a combination of retaining short-term parking (with potential for a multi-storey car park) while wrapping the site with new housing as well as adding a new east-west link through the site and including small-scale workspace options at ground floor of this route.



#### Summary

Sketch shows terraces of houses up to 3 storeys with levels as shown. Roof forms are illustrative only.

#### East site:

- 11 houses
- 11 public parking spaces

#### West site:

- 27 houses
- 3 flats in converted pub
- 29 residential parking spaces
- Heritage Interpretation centre

### Option 4

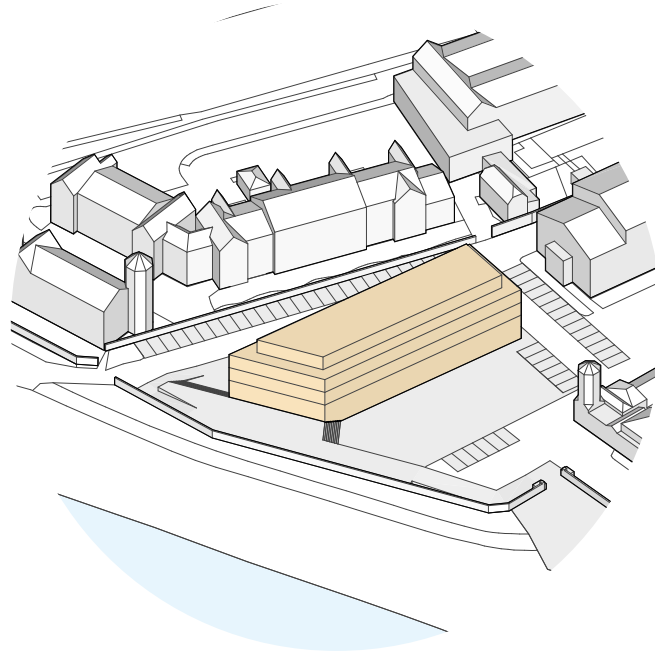
#### Benefits:

- Accommodates realignment of London Road with improved pedestrian/cycle crossing, however the development proposed can be built out with the existing road alignment while allowing for this option in the future
- Retention of frontage section of old Ford garage building (non-designated heritage asset)
- Heritage/interpretation centre in old Ford garage for South Gate and context with cafe at ground floor facing onto ‘South Gate Square’ - a new public realm setting for historic gates
- Former Prince of Wales Public House (non-designated heritage asset) retained and converted into 3 flats
- Improved public realm setting and visibility for protected South Gate
- Improved pedestrian/cycle access through South Gate in an enhanced setting
- Clearer identity to arrival in King’s Lynn from the south and south-east
- Re-shaping and upgrading existing small park
- Improved street edges along London Rd, Wisbech Rd and Vancouver Avenue with active frontage uses and street trees
- Potential for pedestrian access and residential frontage overlooking the River Nar
- Potential for approximately 38 houses and 3 flats in converted pub
- 29 private parking spaces for residential use (west site)
- 11 public parking spaces on London Rd and Vancouver Rd

#### Issues:

- Cost of re-aligning London Rd - development can be done before this occurs
- Reduction in size of existing park (balance of open space to be made up in enhanced open space setting for South Gate)
- New green/landscaped spaces along re-aligned London Rd need to be carefully landscaped to ensure long views of South Gate from the roundabout
- Building heights in relation to South Gate, retained old Ford garage building and wider context to be carefully considered



**Site 2: Common Staithe Quay****Summary**

Sketch shows a 4 storey building with the top floor set back to reduce impact of height. Scale and form of building is illustrative only.

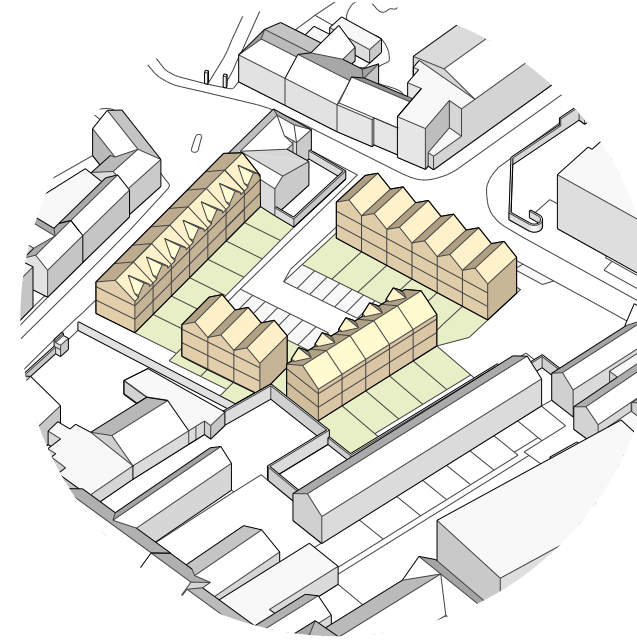
- New hotel building of approx. 50 rooms
- Ground floor to be a restaurant, cafe and hotel front of house
- Enhanced riverside public realm
- Approx. 45-60 public car parking spaces at grade

**Option 4****Benefits:**

- New hotel building, set perpendicular to the quayside edge, following similar footprint line and historic 'burgage plots' to the Corn Exchange building
- Building to provide approximately 50 rooms
- Active frontage to ground floor including restaurant, café and hotel front of house
- Enhanced public realm to quayside edge with extension and improvements to existing raised terrace to provide direct access to/from restaurant as well as a new public square
- Potential extension of riverside walk with connection south along possible boardwalk to ferry jetty (outside scope of study)
- Approximately 45-60 public parking spaces with varying public realm
- Building form follows historic pattern of King's Lynn burgage plots and retains wide views from the Pilot's Tower to the river
- Retains servicing arrangement for the Corn Exchange
- Retains existing slipway access to the river

**Issues:**

- Relocation of up to 88 of its present 152 public car parking spaces required to other sites, potentially including a new multi-storey car park at Austin St or the Patrick and Thompson dock site and/or the Royal Mail site and/or Austin St East site
- Building is located on formerly open quay area and overlaps recorded former line of historic quayside edge. This needs to be celebrated in development
- Views from the heritage Pilot's Tower to the river partially obstructed
- Building line reduces neighbours' southern views but retains oblique westerly views
- Building runs east/west meaning that half the hotel rooms face north, but all could have oblique views towards river
- Building height to be considered in relation to neighbours and historic context

**Site 3: Chapel Street Car Park****Summary**

Sketch shows terraces of houses up to 3 storeys with levels as shown. Roof forms are illustrative only.

- 21 Houses
- 13 Private parking spaces
- 5 Public parking spaces

**Option 5****Benefits:**

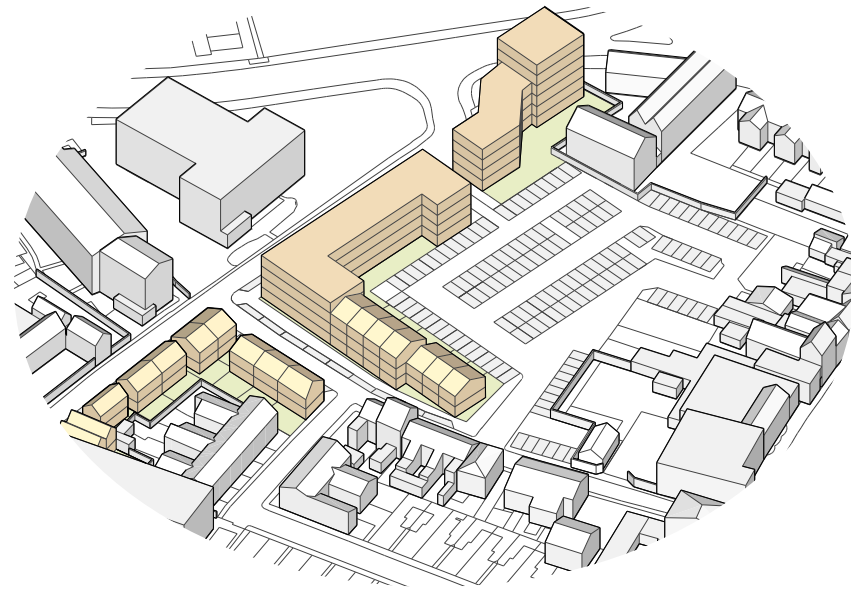
- 21 houses provided in new residential terraces recalling historic urban grain of town centre
- Direct front door access provided to all houses with 2 pedestrian lanes following original pattern of site/neighbourhood – off St Nicholas St southwards and off Chapel St westwards
- Potential for up to 13 private parking spaces provided within the block or alternatively, larger private gardens or a single communal garden
- Terrace frontage along St Nicholas St follows that of existing listed no. 26 with no on-street parking
- No public parking within the site but 5 spaces along Chapel St
- Extended small public square provided between development and existing listed public house building to the south (The Lattice House)
- Set back of development line on Chapel St (in line with rear of 26 St Nicholas St) provides potential for 5 public on-street car parks opposite council offices as well as street trees, thus retaining existing 'green connection' with local green open space
- Potential to include listed 26 St Nicholas St building (see comments from Historic England) in St Nicholas St development
- Positive design references made to both historic fine urban grain houses/blocks and small alleyways and yards connecting houses to streets

**Issues:**

- Relocation of some/all of public car parking spaces required (up to 80 spaces), potentially to the Patrick and Thompson Dockyard site, Austin St East site and/or the Royal Mail site or a multistorey on Austin St
- Building heights in relation to neighbours to be carefully considered, however the development site is located to the north of existing residential and unlikely to create overshadowing



#### Site 4: Austin and Albert Streets Car Park



##### Summary

Sketch shows terraces of houses up to 3 storeys and blocks of flats up to four storeys plus 6 storey corner element. All forms are illustrative only.

- Potential for up to 10 new houses, studios or live/work units on smaller Austin St west site
- Potential for 56 flats in 2 blocks on larger site
- 23 new on-street public car parking spaces
- Approximately 138 short stay public parking spaces at grade

#### Site 5: Old Market Street



##### Summary

- Up to 42 new residential units in new and/or refurbished buildings
- Car-free

#### Option 4 Phase 1

##### Benefits:

- Potential for up to 10 new houses, studios or live/work units on smaller Austin St west site
- Opportunity for landmark/identity building on high profile eastern corner of Austin St
- Potential for 56 flats and 7 houses to north of larger site fronting Austin St and corner to Albert St
- All building frontages set back slightly to allow for street parking, improved footpaths and street trees
- 23 new on-street public car parking spaces
- 138 public short-stay car parking spaces in at-grade car park including disabled parking spaces
- North/south pedestrian access through site—south to Norfolk St retail area—improved and formalised
- Existing rear access uses and possible rights to light can be accommodated with at grade parking. Rights to be legally established
- Possible non-residential uses could be considered if demand identified

##### Issues:

- All existing long stay public parking (230 spaces) to be relocated/replaced
- Potential rear access uses and rights to light on the eastern and southern boundary to be explored and legality clarified
- Potential heights to be studied in local and wider context, identity corner at maximum six storeys, Austin St height maximum to be 4 storeys
- Setback building lines along streets do not precisely follow historical pattern but very little historical urban form remains in this location and this minor change brings major improvements to quality of movement routes and street greening, plus well-integrated street parking

#### Option 3

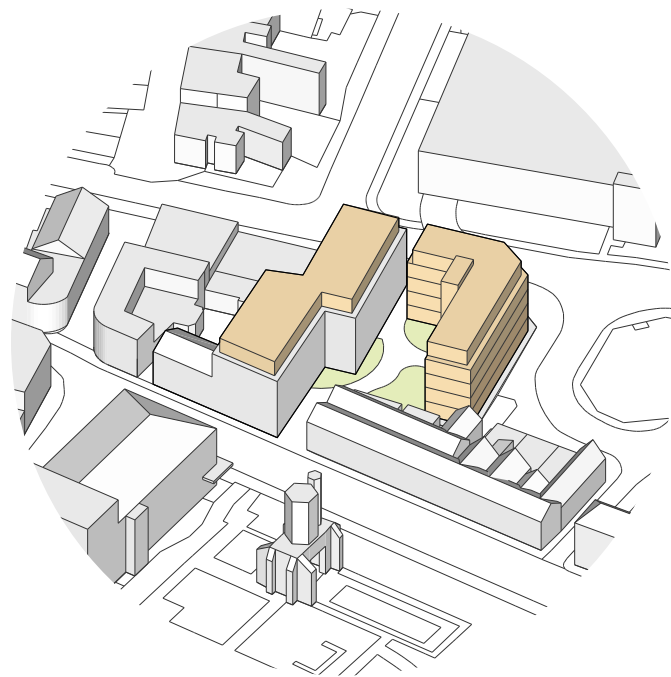
##### Benefits:

- Potential to improve a minor but important 'arrival street and public realm setting to historic Lynn Museum building
- Existing house and pub retained and refurbished
- Telecoms building either converted to residential or demolished and replaced with new residential blocks, 3-4 storeys responding to context
- Potential to add one new house west of the existing house and pub
- East of pub single new block built which includes access to adjacent rear properties through 'coach entrance' approach at ground floor only
- All rear access rights retained
- Up to 41 flats in possible new buildings plus 1 new house
- No private car parking for new development

##### Issues:

- No parking potential for any new-build residential
- Potential problem with quality of accommodation (noise and air quality) in corner section of new-build facing busy gyratory as well as access to bus station
- Further investigations needed to establish suitability of telecoms building for conversion
- Need to consider and accommodate all access rights to buildings to the south of Old Market Street



**Site 6: St. James Street****Summary**

Sketch shows existing buildings with additional setback floor on top, plus new 4 storey block of flats. Top floors set back and forms are illustrative only.

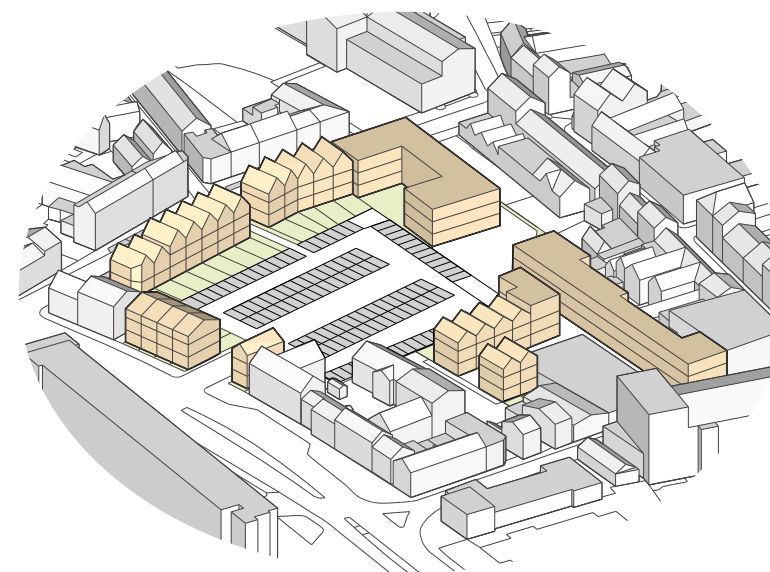
- Up to 47 residential units in new and refurbished existing building
- 1600sqm ground floor commercial space (workplace, restaurant, café options)
- Option for all existing building to be workplace use

**Option 2****Benefits:**

- Commercial (workplace, restaurant, café options) premises on ground floor of existing building, providing active frontage along St James Street and to rear
- Upper floors converted to character residential apartments, plus potential additional floor of new residential added – setback from parapet to reduce visual impact
- Potential for 20+ new flats in existing building
- Potential for up to 23 residential flats in a new 4-5 storey block on balance of site set around shared courtyard
- New shared, landscaped courtyard provides a new public realm access - north/south pedestrian connection improving links between Greyfriars Tower Park and town centre
- No car parking on site – major multi-storey car park opposite

**Issues:**

- Existing building (unlisted heritage asset) needs detailed investigation as to potential for conversion and it may become a listed heritage asset
- Relationship between new and existing buildings to be carefully considered

**Site 7: Church Street Car Park****Summary**

Sketch shows terraces of houses up to 3 storeys and blocks of flats up to three storeys, around at grade parking. All forms are illustrative only.

- 23 houses
- 32 flats
- Up to 1070m<sup>2</sup> ground floor commercial space, including existing building
- 129 public parking spaces on street and in at grade car park.

**Option 3 Phase 1****Benefits:**

- Potential for up to 12 new houses and gardens fronting Church Street; 5 new houses facing Stonegate Street; 6 new houses, studios or live/work units on new lane to north of site
- Potential for 32 new flats over workspace/studios at ground floor to new lane
- Church Street frontage repaired and enhanced with new houses, carriageway to be narrowed and new building frontages allowing for street parking, improved footpaths and street trees—24 short stay street spaces added
- Stonegate Street frontage partly repaired and enhanced with reduced allowance for vehicle access and new sympathetic townhouses added
- Potential for up to 1070sqm of ground floor studio/workshop/retail space along new mews lane connection between Church Street and Tower Place
- New pedestrian connections (mews/lane) through site following town pattern of historic lanes and yards within larger blocks
- Part (160 sqm) existing unlisted character commercial building on Tower Place retained
- Vehicle connection into reduced car park area from Stonegate Street only and part site available for new residential terrace fronting Stonegate Street
- Existing rear access points to St James St shops identified and retained
- New pedestrian connection into centre of site added from Church Street in line with Priory Lane
- At-grade car park with approximately 105 short stay spaces
- Total parking provided on street and within car park = 129

**Issues:**

- Balance of public parking (approximately 114 spaces) to be relocated elsewhere.
- Potential for Phase 2 (or concurrently with Phase 1) to add multi-storey car park providing for balance of spaces. Suggested maximum of 3 levels to reduce visual impact on local heritage assets and conservation area
- Heights of all buildings to be considered in context with listed buildings and conservation area





**Figure 1: View along St Nicholas St looking east. This demonstrates the contrast between historic listed buildings on the left and more widely in the view, sitting opposite an open car park—the Chapel St site—which offers a development opportunity to enhance the street itself and town centre.**



## 2 Property Market Considerations

### 2.1 Introduction

2.1.1 This report has been prepared to support the land-use proposals and options considered in connection with the possible redevelopment and re-use of the potentially surplus car parking sites in King's Lynn identified by the Borough Council in its brief to AR Urbanism earlier in 2018. It is important that if these sites are brought forward for re-use, that there will be reasonable prospect that these are used for activities that are considered by the Council to offer acceptable land uses in town planning terms having regard to adopted policies, but are also deliverable, having regard to market demand and development costs. This report seeks to provide guidance in relation to options considered in the main consultants' advice to the Council having regard to preliminary options discussed with the Council's Steering Group during the evolution of this project. The options reviewed are not exhaustive, but are intended to assist the Council in relation to the relative values that might be achieved and the relative capacities of the sites to develop in combination, the delivery of local environmental and social improvements through "planning gain" and through realising land value, assuming the sites are sold for development.

2.1.2 The values and costs used in undertaking these appraisals reflect what are considered to be currently relevant in the market in relation to construction of buildings for these uses built to market acceptable specifications within King's Lynn. In a number of cases, in order to undertake redevelopment, whilst these are all urban, previously used sites, many will require additional expenditure to facilitate redevelopment and most if not all will require, site clearance, infrastructure improvements, heritage and archaeological investigations and possibly flood mitigation measures. A number of properties appear to need some cleaning up of the registered titles to assist in enabling redevelopment to take place. It is not possible at this stage to identify the costs of these matters to bring the sites forward at this stage. Accordingly, these costs will need to be assessed for each site before development takes place. Surveys, for example, to identify ground conditions may be necessary in connection with a number of sites to assess load bearing capacities. Thus, the broad values identified for each site should be regarded as illustrative, rather than definitive at this stage.

2.1.3 This report firstly considers the broad property markets and trends within King's Lynn for the demand and supply of residential property and then for commercial property land uses for the identified sites.

### 2.2 Residential Property Market – Overview

2.2.1 In 2017, data provided by the Land Registry, indicated that house prices within King's Lynn were broadly similar to the national average. Average house values and sales rates have been generally stable over the last year, with the annual average rate of growth at 4.26%. This compares with 2.59% for the UK as a whole over the same period, steadily falling nationally and in King's Lynn, since a peak in November 2017. House values achieved for new build properties show a premium over the existing stock; the average new build sales price for all new dwellings sold in February £259,850 compared with £207,456 for existing properties. The average, across all sales was 209,749. The sales rate has averaged 228 units per annum over the last year to March 2018, although the sales rate has dropped consistently since November 2017 over the period to February 2018, where there were only 154 sales, of which only 4 were new build properties, suggesting a slowing of activity.

2.2.2 New development is mainly occurring on the periphery of King's Lynn, which has been the general pattern over recent decades. Freebridge's regeneration programme for Hillington Square, developed in close collaboration with the community, will however, deliver the remaining phases of an ambitious renewal of the town centre 1960s housing estate and is due to complete in 2021, with the renewal of 89 homes, internally refurbished and externally re-modelled. The first four phases of four blocks containing 203 dwellings has already been radically transformed in line with the masterplan by Mae Architects and Hemingway Design in collaboration with local residents.

2.2.3 There is moderate capacity for the local market to take up new housing development in the town centre, although there are development sites available in and close to the town, mainly for small schemes. We note that planning permission granted in West Lynn for a development of 44, 3 storey town houses (LPA reference 16/01105/OM) on scrub land extending to 1.74 ha is currently being marketed at a guide price of £1,250,000, following the grant of planning permission on 23rd March 2017. This permission was subject to s106 contributions for open space, library and school contributions and 15% affordable housing. The site is also subject to environmental controls associated with a nearby SAC. The guide price averages a plot value about £28,400, but this reflects the lower property values generally to the west of the Great Ouse.

2.2.4 Lovell are now working on the next phase of the Nar Ouse Regeneration Area (NORA) project promoted by the Borough Council of King's Lynn and West Norfolk in partnership with Norfolk County Council to regenerate brownfield land to the south of the town centre. The phase of 50, two - four bedroom houses will provide 42 for open market sale and eight rented and shared ownership homes, scheduled for completion in early 2019.



2.2.5 The NORA programme has already delivered 112 homes on the Nar Valley Park site, with half of these marketed through the Government-backed Help-to-Buy scheme. The NORA scheme includes a new school, innovation centre, play area, public park and community facilities. It is understood that the partnership entered between the Borough Council and Lovell, is proving successful on the Council's other major development site in North Lynn and the housing development partnership entered into between the Council and Lovell is expected to deliver 1,000 dwellings in King's Lynn by about 2022.

2.2.6 For residential development within King's Lynn, sales values of around £2,000 per square metre can be expected (including a new build premium) for housing schemes of 1 and 2 bed flats and town-houses. This would translate to residual plot values of between £30,000 and £60,000, dependent upon the contributions made for s106 agreements towards community infrastructure levy / planning gain contributions, assuming no other onerous or unusual site costs, relating for example to flood risk mitigation or improving site services or other infrastructure improvements.

2.2.7 A further change in market behaviour is that car-free development appears to work successfully in the central area of King's Lynn. This is likely to increase over time with the introduction of greater opportunities to rent vehicles for short trips without the need for the responsibilities and costs of ownership.

2.2.8 As in other areas of the country, the Government's Help to Buy scheme has assisted market demand and the take up of new dwellings.

2.2.9 Generally, within King's Lynn, housing values for new housing are typically in the region of £2,000- £2,200/m<sup>2</sup> for 4 bed houses (eg Orchard Place) with 3 bed detached houses seeking around £2,500/m<sup>2</sup>.

2.2.10 Whilst there has been a slowing in market activity in recent months, this has not been as severe in King's Lynn as the national average as reported in the latest RICS UK residential market survey published on 12th July 2018, which shows that activity nationally remains subdued, with 7 per cent of respondents reporting a fall in house sales, marking sixteen monthly declines in a row. The RICS report goes on to say that longer-term price expectations are positive, with its five-year forecast showing cumulative gains of over 12 per cent. On the basis that the King's Lynn market continues to out-strip national house price performance and construction costs increases are contained, that should assist confidence in the town's housing market and provide developer confidence. The Council's partnership arrangement with Lovells which appears to be working well should also contribute to a continuous supply of new housing in the area over the next 5 years.

## 2.3 Commercial Property Market

### Retail

2.3.1 The study sites are located within central King's Lynn where the commercial property activities that can be expected to be accommodated comprise mainly retail, office, leisure and hotel uses. Over many decades, whilst there has been some land use change and redevelopment of sites within the core area, most of the town's expansion and growth has been due to peripheral growth on greenfield land. This has been the case for all types of urban activity and is a trend that is continuing.

2.3.2 Within King's Lynn, its historic mediaeval street pattern and townscape and the heritage need to conserve the character of the settlement, in combination with the economic demand for larger developments to meet modern needs has encouraged peripheral development to meet these requirements, particularly for convenience and comparison retail uses. Inevitably this has reduced the ability of the original, historic town centre to compete with the edge of settlement retail offer, yet the edge of centre expansion with easy accessibility by road has given King's Lynn the ability to compete successfully against the trade-draw and retail gravitation exerted by the larger regional centres of Norwich, Peterborough and Cambridge.

2.3.4 This model of urban expansion is common place throughout European settlements with rich historic cores, but this can cause relative economic harm to the traditional town centre whilst it adapts to this change. In recent years, this has been compounded by the change in shopping habits brought about by the enormous growth in internet-based shopping, which has reduced the need for traditional retail floorspace within town centres generally.

2.3.5 Through the estates services provided by the Borough Council, we note that the Council is assisting the well being and commercial offer through active property management and retail investment, for example in the Vancouver Centre through the construction of an additional store for H&M in partnership with the shopping centre investors. This is a welcome and enlightened approach to commercial property investment, which should help the town centre to flourish for years to come.

## Offices

2.3.6 There has been comparatively little modern office development within the central area of King's Lynn in recent years due to the urban form and historic character which needs to be conserved. Whilst office employment does take place successfully in the town, opportunities for expansion, inward investment and new development are severely constrained. To meet the needs of the sub-regional economy and the scale of its population, King's Lynn needs to continue to grow and offer high quality employment development opportunities.

2.3.7 This is currently being achieved through the Nar Ouse Business Park promoted by the Homes and Communities Agency, Norfolk County Council, the Borough Council of King's Lynn and West Norfolk and New Anglia Local Enterprise Partnership for Norfolk and Suffolk and part of the Nar Ouse Regeneration Area (NORA) a £60-million public infrastructure project covering 120-acres to offer a range of commercial development opportunities. Within this development area, 17 hectares of employment land has been designated within an Enterprise Zone which will feature a range of quality accommodation including incubator workshops, office space and industrial and warehousing units.

2.3.8 A masterplan outlines the potential layout and opportunities presented within the Enterprise Zones which offers a wide range of benefits to firms, including a business rate discount of up to £275,000 over five years, simplified planning and access to super fast broadband, with land being available on a freehold or leasehold basis from 2019.

2.3.9 The King's Lynn Innovation Centre (KLIC) is a new award-winning landmark building, which was officially opened in 2016. Developed in partnership with New Anglia Local Enterprise Partnership and King's Lynn and West Norfolk Borough Council, KLIC provides state-of-the-art commercial workspace designed to support the needs of innovative businesses looking to grow in the local area. The building provides top-specification office space, modern conference suites, and an optimum working environment equipped with the latest technology and practical amenities including shower facilities.

2.3.10 It is inevitable, that the Enterprise Zone will be attractive to new and expanding businesses in the town. The tax breaks offer a genuine advantage over the first five years and the highly accessible location within a short distance of the town centre and rail station, together with an attractive location with contemporary buildings will provide an urban character that cannot be replicated in the town centre. The town centre will still retain its attractiveness for the majority of existing businesses and those that require a town centre presence, but new office development of significant scale is unlikely to be attractive, particularly compared with the competing opportunities offered by residential development in various guises within use classes C2 and C3.

## Leisure

2.3.11 King's Lynn's built heritage, history and location offers considerable further scope for leisure development and tourism, particularly within the town centre. It would appear that there is considerable scope for hotel development to meet this need. The changes brought about by the development of the Hardwick, St Nicholas, Pier Point and Campbell Meadows Retail Parks would appear to have significantly reduced the expectation that additional comparison retail floorspace will be necessary within the central area of King's Lynn. However, there would appear a to be demand for leisure related land uses particularly hotels aimed at harnessing the demand generated through tourism.

2.3.12 Whilst the new Travelodge at Kellard Place meets business hotel needs, although advertised as catering for the tourist market, meets a general rather than specific need. Sites in the town centre, particularly close to the market square and Great Ouse waterfront offer the potential for bespoke hotels to be constructed catering for this market segment. This in turn will generate further demand for additional restaurants and bars and would assist the town centre offer for the evening economy.

2.3.13 Again, it may be possible for the Borough Council to take a more interventionist approach to assist in the provision of serviced sites and subject to the covenant strength of the operator, offer serviced sites and consider a financial involvement to construct the hotel facility on a "turn-key" basis, the operator then leasing the facility from the Council, to provide an economic return on the development costs.

2.3.14 This approach has been adopted in the preparation of the outline appraisals for this report, where we believe hotel use could prove to be a feasible and viable option having regard to development economics and town planning policy.

2.3.15 If the Council were to encourage say, two bespoke hotels, close to the Great Ouse waterfront, there would be a need to ensure that an appropriate restaurant offer was also encouraged. This would suggest that outside the scope of this study, but aligned to it, would be the need for additional advice for a leisure delivery strategy encompassing the heritage, town planning and estates matters. This might require scoping the extent to which the Council could assist in promoting a tourist strategy through the preparation of a development brief for the town centre to help co-ordinate and provide the opportunities to sensitively deliver enhanced tourist facilities within the town, including additional cultural venues and events.

## 2.4 Replacement Car Parking Facilities

2.4.1 Whilst the viability section of this report concentrates primarily on the options for other uses to which the sites might be put, to vacate these sites at all a decision needs to be made regarding the overall parking spaces needed by the town and its population. This may affect the number of sites that the Council may be prepared to release for alternative use. In order to release any of the sites for development, to the extent that parking spaces may need to be re-provided to meet anticipated need, these will presumably need to be ready for use before existing parking is discontinued to ensure continuity of supply of parking services.

2.4.2 Furthermore, where the Council proposes to dispose of any of the sites through sale, we would assume that at least outline planning permission would be granted by the Council before a disposal was completed in order that purchasing developers had the certainty that anticipated development could be delivered and value conferred through the planning system. This is likely to take some time. Where alternative parking provision is required, appropriate sites need to be identified and acquired, planning permission obtained, sites prepared for the development including any infrastructure improvements, contracts for construction completed, the car park(s) being delivered to the Council for operation.

2.4.3 The provision of new surface level parking to replace parking spaces on sites in the town centre subject to redevelopment would be viable based compared to the Council's average daily parking income. Viability details of costs and income are set out in the Property Report

2.4.4 Traditional concrete framed multi-storey parking to replace existing multi-storey facilities is unlikely to prove viable. These structures are expensive to provide relative to the income they might generate and would not be viable without subsidy. New modular steel framed car parks might provide an opportunity to create multi-storey parking. Whilst less expensive to build and deliver they would not be viable unless there are no unusual site clearance and preparation costs and the rate of return expected from the investment is comparatively modest. It would appear that by increasing average parking revenues in these car parks by 30%, that is by £1.24 per day to £5.36 and being prepared to accept a return on the delivery cost of 4% pa, this innovative parking solution would be viable. A parking strategy that sought to provide a blend of new modular multi-storey car parking in the town centre and lower cost surface level parking at edge of town locations might present a politically acceptable way forward, although the detail is beyond the scope of this report.

2.4.5 Against this background, without substantial cross-subsidy or grant funding, traditional multi-storey parking will not be a viable solution in King's Lynn. It is notable that other Councils have used Local Enterprise Partnership Funding to facilitate car parking schemes. This might offer a way forward in King's Lynn.





Figure 2: View looking north along Chapel St in the town centre. A typical traditional urban street with narrow footpaths and an eclectic mix of architectural styles and ages.



# 3 Parking Considerations

Location	Long or Short-Stay	Spaces	Operator
Albert Street	Short Stay	126	BCKLWN
Austin Street East	Long Stay	123	BCKLWN
Austin Street West	Long Stay	107	BCKLWN
Baker Street	Short Stay	85	BCKLWN
Blackfriars Street	Short Stay	31	BCKLWN
Boal Quay	Long Stay	356	BCKLWN
Chapel Street	Short Stay	80	BCKLWN
Church Street	Short Stay	243	NCP
Common Staithe Quay	Long Stay	152	BCKLWN
Juniper	Long Stay	49	BCKLWN
Railway Station	Long Stay	288	Various private
Saturday Market Place	Short Stay	30	BCKLWN
St James Court	Short Stay	58	BCKLWN
St James Multi-Storey Car Park	Short Stay	645	BCKLWN
Surrey Street	Short Stay	37	BCKLWN
Tuesday Market Place	Short Stay	210	BCKLWN
Vancouver Centre	Short Stay	397	BCKLWN
TOTAL		3,017	
Total operated by BCKLWN		2,486	
Total Short Stay		1,942 (64%)	
Total Long Stay		1,075 (36%)	

Table 1: Public Car Parks

## 3.1 Preamble

3.1.1 As discussed in later sections of this report, the phased redevelopment options for Common Staithe Quay, the Chapel Street Car Park, the Austin Street West & Albert Street Car Park and the Church Street Car Park would potentially result in the need to re-provide around 530 town centre parking spaces. The redevelopment of the Boal Quay site would also be assisted by relocating the 356 public parking spaces on the site elsewhere in or near the town centre.

3.1.2 This section considers potential options to maintain the current quantum of town centre parking by gradually relocating longer stay parking to the periphery of the town centre as various sites are brought forward for redevelopment.

3.1.3 This section also sets out guidance on parking provision for the redevelopment options.

## 3.2 Public Town Centre Parking Provision

3.2.1 There are currently just over 3,000 publicly available paid-for parking spaces in King's Lynn town centre, (mostly owned and managed by BCKLWN). At peak times of the year, such as Saturdays in the run-up to Christmas, all the spaces are used. However, at quieter times of the year and on quieter days of the week, there are a considerable number of unused spaces, which is not an efficient use of valuable town centre land.

3.2.2 Around 2,500 of these public car parks are managed by BCKLWN. 64% of these spaces are designated as short-stay spaces and 36% as long-stay spaces. The paid-for spaces are supplemented by private short-stay car parks used by the public such as Morrisons and Matalan adjacent to the railway station. The full schedule is given in Table 1.

3.2.3 Benchmarking with other nearby centres suggests that King's Lynn town centre should retain around 3,000 public parking spaces, particularly considering planned growth of the town. However, the majority of the 1,075 long stay spaces should be gradually relocated to the edge of the town centre (still within walking distance) to free up sites for redevelopment. Redevelopment of the 7 sites in this study could potentially require the phased relocation of up to 530 spaces. In addition, it would be desirable to relocate the 356 long-stay spaces at Boal Quay to maximise its potential.

3.2.4 Initial viability analysis concludes that it should be possible to re-provide lost spaces as surface parking on a self-sustaining basis, i.e. future revenue would exceed capital and maintenance costs. Conversely, re-providing lost spaces as multi-storey parking would require ongoing subsidy, as the capital and maintenance costs are likely to significantly exceed future revenue.

3.2.5 Three sites have been identified for more detailed feasibility work as peripheral long-stay car parks – Patrick and Thompson, the Royal Mail Depot and the existing Austin St East car park. These sites would broadly replicate the spaces potentially lost for redevelopment, although two of them (Patrick & Thompson and Royal Mail Depot) are currently in active use and are not owned by BCKLWN.

3.2.6 In addition to relocating long-stay parking to the periphery of the town centre, the parking supply could be better managed by measures including encouraging more use of sustainable modes of transport and car sharing, reducing the number of season ticket holders and potentially introducing seasonal park-and-ride for workers, all of which would free up spaces for shoppers and visitors. Also, tariffs could be reviewed to encourage more evening visits to the town centre.

### Parking Provision within new development

3.2.7 Taking account of recent precedents, a restraint-based approach towards car and motor cycle parking provision is recommended for the 7 sites, with no parking provided at the most constrained locations (Old Market Street and St James Street). By comparison, cycle parking should be provided to the full Norfolk County Council standards.



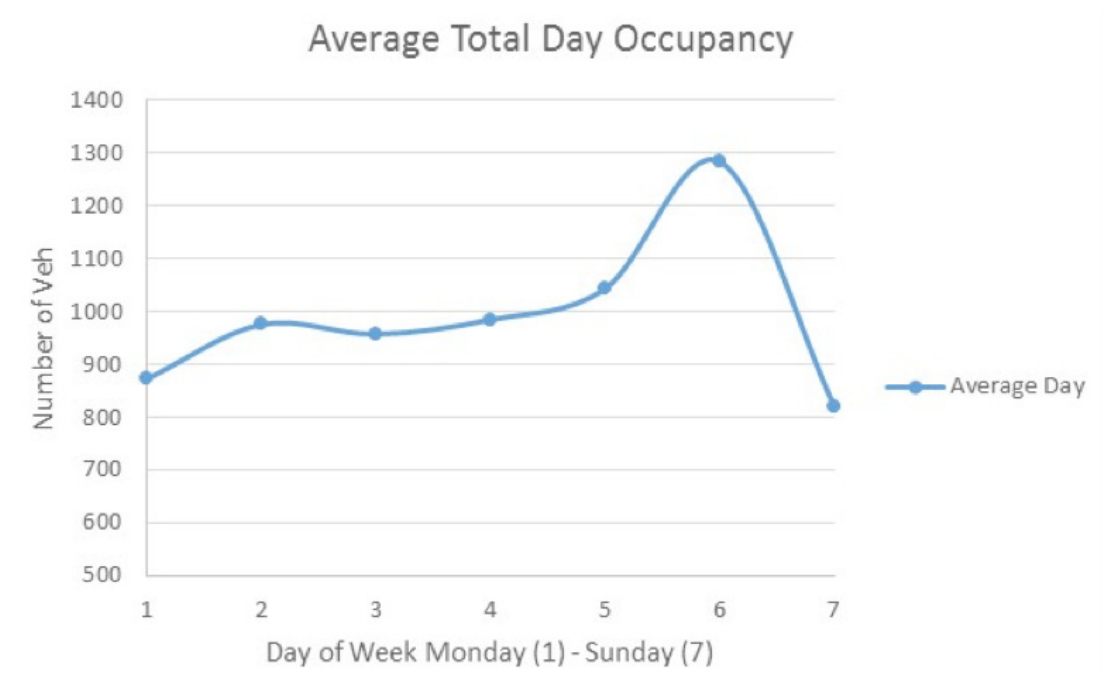


Figure 3: Average occupancy of BCKLWN spaces by day of week – October 2016 to September 2017

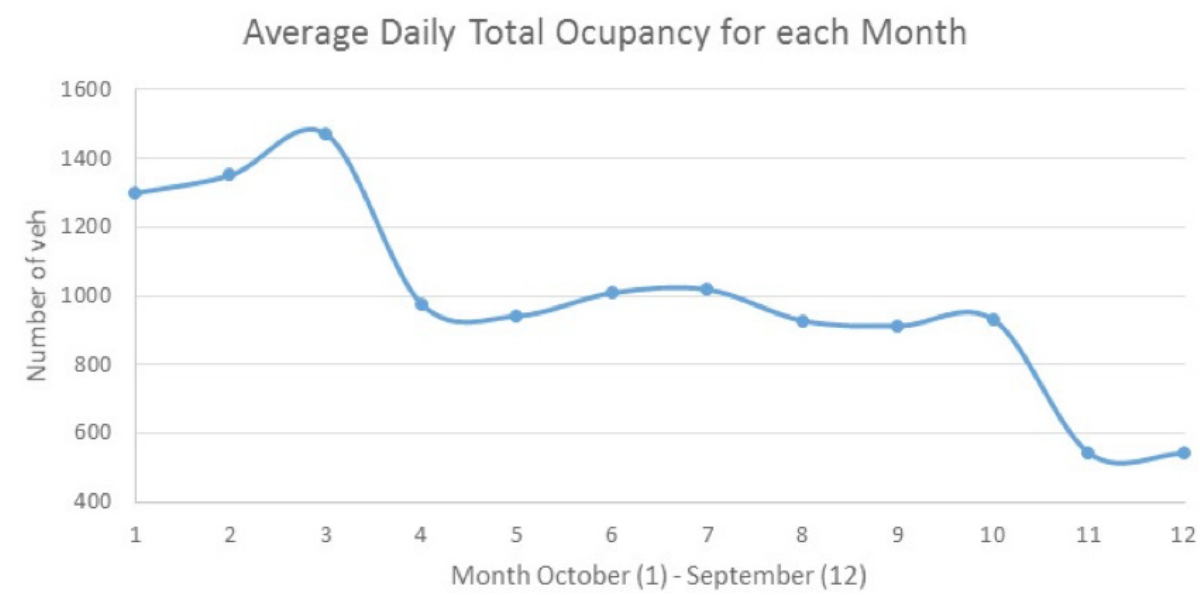


Figure 4: Average occupancy of BCKLWN spaces by month – October 2016 to September 2017

### 3.3 Usage of Town Centre Parking

3.3.1 As part of the ongoing King's Lynn Transport Study, WSP have assessed usage of the BCKLWN operated car parks over the 12 months from October 2016 to September 2017, which have a total of 2,486 spaces. This was based upon ticket sales data provided by BCKLWN and more recent spot checks of car park occupancies.

3.3.2 Figure 3 shows that the average occupancy of the car parking spaces was highest on Saturday when a maximum of 1,282 spaces were used, equating to 52% of available capacity. Between Sunday and Thursday, average occupancy did not exceed 984 spaces (40% of available capacity).

3.3.3 Figure 4 shows the average total daily occupancy by month. This confirms December as the busiest month with an average of 1,471 spaces used, equivalent to 59% of available capacity. Figure 2 also highlights the variability of usage with only 540 spaces used on average during August and September, equivalent to 22% of available capacity.

3.3.4 Assuming that vehicles arrive and depart at even intervals during the busiest 15-minute period, WSP estimate that the peak occupancy occurred on Saturday 10 December 2016, when up to 1,999 of the 2,486 BCKLWN-operated car parking spaces were occupied at any one time, equating to 80% of available capacity.

3.3.5 As a sensitivity, WSP also considered the impact of all vehicles arriving at the start of the busiest 15-minute period and departing at the end of the same period. Making this very extreme assumption, WSP estimate a peak parking demand of 2,306 vehicles for the 2,486 BCKLWN operated car parking spaces, equating to 93% of available capacity.

3.3.6 In our view, this sensitivity test considerably overstates peak parking demand as departures and arrivals will occur throughout the busiest 15-minute period as opposed to a single point in time.

3.3.7 BCKLWN have advised that the analyses are unlikely to include the additional parking demand generated by the 1,056 season ticket/permit holders. Therefore, it is likely the car parks are full at peak periods, particularly in the run-up to Christmas.

3.3.8 Equally, the analyses show that there are periods of the year when the parking supply is not currently well-utilised. This is not an efficient use of valuable town centre land and would suggest that seasonal park-and-ride should be considered, particularly for people working in the town centre.

3.3.9 BCKLWN have also commented that this analysis does not consider the potential increases in parking demand resulting from planned housing growth, increased tourist and leisure activity and further retail floorspace in the town centre. However, this growth in demand is likely to be offset either fully or partially by initiatives to encourage greater use of sustainable modes such as walking, cycling and public transport plus initiatives to encourage more car sharing.





**Key:** 30 Minutes drive-time from the centre of King's Lynn. Agreed with Council officers as being an appropriate means of comparing centres

Figure 5: Kings Lynn 30-minute Drive Catchment

Area	Town Centre Public Parking Spaces	Catchment Population	Catchment Population per Town Centre Public Parking Space
Newark	687	545,044	793
Grantham	1,545	309,382	200
Cambridge	2,413	396,026	164
Bury St Edmunds	2,640	314,469	119
Peterborough	3,706	404,103	109
Ipswich	4,690	398,243	85
Norwich	5,441	442,272	81
Boston	2,586	206,792	80
<b>Kings's Lynn</b>	<b>3,017</b>	<b>204,433</b>	<b>68</b>
Lincoln	4,249	284,903	67
Grimsby	4,204	236,225	56

Table 2: Comparison of parking supply

### 3.4 Benchmarking With Other Centres

- 3.4.1 The supply of public parking provision in Kings Lynn has also been compared with surrounding towns and cities and related back to population.
- 3.4.2 The number of parking spaces was taken from the website Parkopedia, and all car parks within a 20-minute walk of the town centre were included, with the exception of supermarket car parks. The catchment populations were determined from the 2011 Census, assuming the core catchment is within a 30 minute drive time. The core drive time catchment for King's Lynn is shown in Figure 5.
- 3.4.3 The results of the catchment analysis are presented in Table 2. This analysis shows that King's Lynn has a comparatively higher amount of public parking provision for its catchment population than nearby centres such as Peterborough and Boston. Subject to maintaining sufficient provision for permit/season ticket holders on the periphery of the town centre, this analysis suggests that there should be scope to reduce public short-stay parking supply without adversely affecting economic vitality.



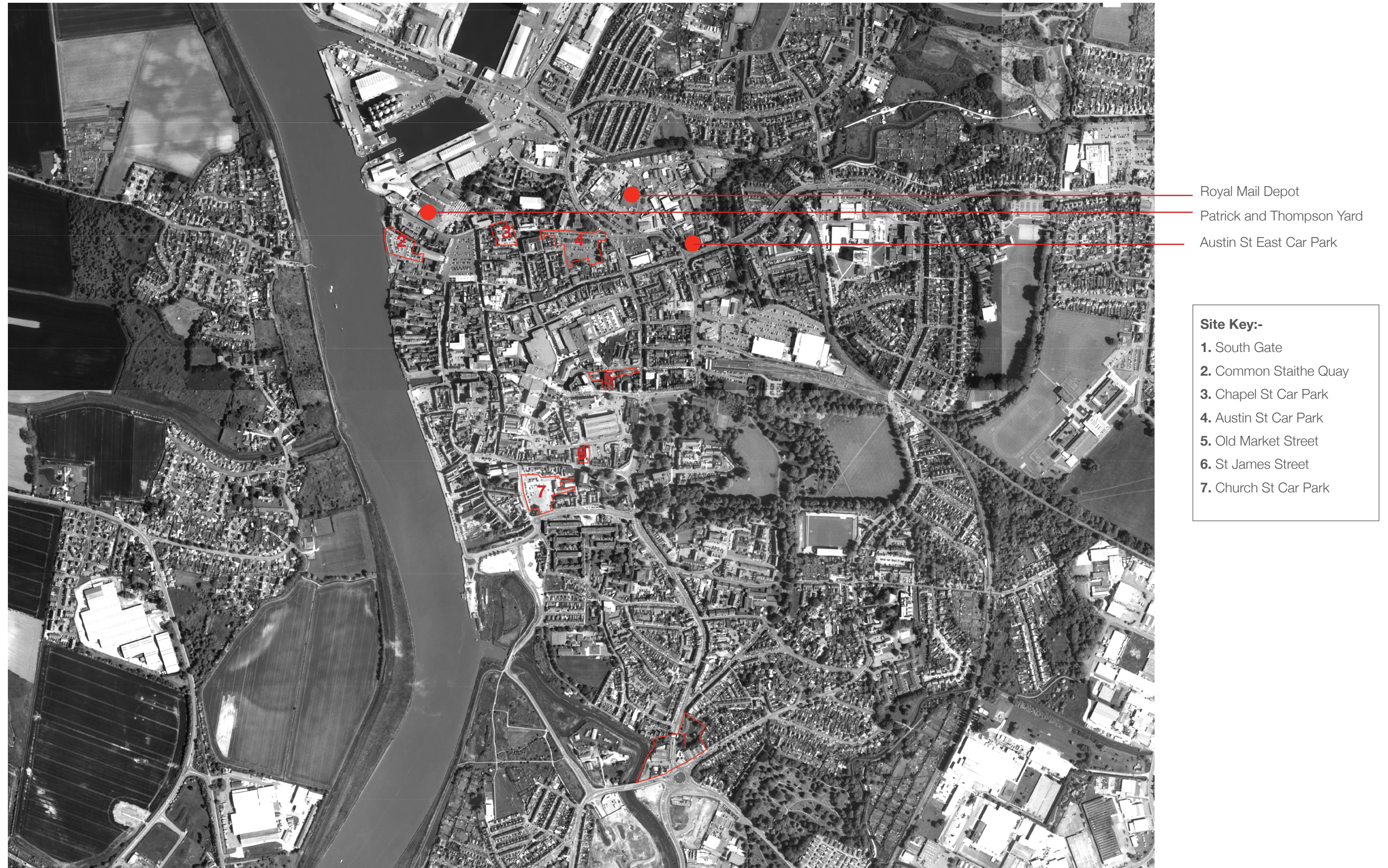


Figure 6: Potential New Surface Car Park Locations



Location	Maximum number of spaces lost
Common Staithe Quay	117
Chapel Street	80
Albert Street/Austin Street West	233
Church Street	100
Boal Quay	356
TOTAL	886

Table 3: Potential loss of parking supply from development options

3.5 Future Parking Provision

3.5.1 Based upon the analyses presented above, we consider that it would be prudent to plan for a public parking supply of around 3,000 spaces to serve the town centre. However long-stay spaces and spaces for permit holders should be gradually relocated to the edge of the town centre to free up selected town centre car parks for redevelopment.

3.5.2 The resulting usage of parking should be periodically monitored, particularly as future uptake of parking will be influenced by such factors as the longer-term usage of driverless vehicles which will not require town centre parking spaces.

3.5.3 As noted in Chapter 2, initial viability analyses suggest that the costs of re-providing parking spaces in peripheral surface car parks at a base construction cost of £3,000 per space excluding demolition and preliminaries would be covered by the ongoing revenue streams.

3.5.4 Re-providing parking spaces in multi-deck structures at a base construction cost of at least £10,000 per space excluding demolition and preliminaries would make more efficient use of land but would require ongoing subsidy. The council may regard this as a worthwhile proposition in the light of wider aspirations for the town centre.

3.5.5 For these reasons, we recommend that the priority is to replace car parking is provided as surface parking further from the town centre core. This would provide a situation whereby the costs of the new parking is most likely to be covered by the ongoing revenues. Adopting this approach would also offer the maximum flexibility for redeveloping the various opportunity sites identified in this report.

3.5.6 As noted in Table 3, regeneration of the various town centre sites, including Boal Quay, would be assisted by relocating up to 886 parking spaces further from the town centre.

3.5.7 Following discussions with BCKLWN officers, three potential sites (in addition to the potential multi-deck structures at Austin Street West and Church Street) have been identified within acceptable walking distance of the town centre for longer-stay visitors. These would broadly replicate the maximum number of spaces lost for redevelopment (868 potential new spaces versus 886 lost). The sites are shown in Figure 6 with their potential capacities detailed in Table 4. Table 4 also sets out the indicative capital costs for providing each of the facilities, which are dominated by the estimated £6m cost of providing a multi-deck structure at the Austin Street East Car Park.

3.5.8 It is also worth noting that only the Austin Street East car park is currently owned by BCKLWN. Cessation of existing businesses and demolition of existing structures would also be required to create the other new surface car parks. Further comments on each of the locations are as follows:

- Patrick and Thompson – taking into account the need to maintain port operations, the most appropriate access location would be from St Ann’s Street immediately north of the St Nicholas Street Junction
- Royal Mail Depot – this site would be best laid out as an extension to the Austin Street East car park, as it would then be possible to use the existing access from Austin Fields
- Austin Street East – a car park with 3 levels including the ground floor has been assumed.

3.5.9 As alternative land for parking becomes available over time, it would be possible to progressively free up the various sites for redevelopment. Based upon the discussions later in this report, our initial view on priorities, balancing developability with viability, is:

- Chapel Street car park (Site 3)
- Austin Street West car park (Site 4)
- Church Street car park (Site 7)
- Common Staithe Quay (Site 2)

3.6 Potential Measures to Encourage Greater Use of Public Parking

3.6.1 Regardless of the eventual locations chosen for replacement parking in the town centre, we consider that the parking supply could be better managed as follows:

- Encourage more car-sharing and the use of sustainable modes to reduce the requirements for long-stay parking for people working in the town centre. This would enable a greater proportion of the public parking supply to be designated as short-stay parking which would help visitors. It could also assist with aspirations to reconfigure the town centre one-way system by reducing peak hour traffic flows
- Introduce seasonal park and ride at peak periods of demand, such as the run-up to Christmas, particularly targeted at people working in the town centre, as this would free up town centre spaces for shoppers and visitors and reduce traffic congestion in the town-centre
- Reduce the number of season tickets/permits, as this would free up more spaces for visitors
- Review tariffs to encourage more evening visits to the town centre, which would make greater use of currently unoccupied parking spaces.



Location	Type of facility	Area (m²)	Notional capacity/level (assumes 1 parking space per 25m²)	Overall cost of parking per space (£)	Overall cost of parking per space (£)
Patrick and Thompson	Surface car park	750,000	300	5,000 (1)	1, 500,000
Royal Mail Depot		4,300	172	5,000 (1)	860,000
Austin Street East	3 level multi-storey car park	3,300	396	15,000 (2)	5,940,000
TOTAL			868		8,300,000

Table 4: Potential new surface parking locations

Notes:

(1) Assumes base construction cost of £3,000 per surface parking space then 65% uplift for fees, finance, site clearance, land purchase and contingencies.

(2) Assumes base construction cost of £10,340 per multi-storey parking space then 40% uplift for fees, finance, site clearance and contingencies. No allowance made for land purchase as site is owned by BCKLWN.

Site	Planning Reference	Details
18-20 Railway Street, former Blockbuster	15/01699	8 dwellings + 2 commercial units
Former Post office, Blackfriars Street	13/01088	27 dwellings + commercial uses
Rear of 97 Norfolk Street	13/00727	5 town houses

Table 5: Car-free precedents in King’s Lynn town centre

	Area		
	<b>BCKLWN Average</b>	<b>King’s Lynn Suburbs (1)</b>	<b>King’s Lynn Town Centre (2)</b>
Households with no car/van	16%	22%	48%
Households with at least one car/van	84%	78%	52%
Average car ownership per household	1.36	1.44	0.65

Table 6: 2011 Census Car Ownership Data—Output and National Levels

Notes:

(1) Assumed to be the wards of Fairstead, Gayton, Gaywood Chase, Gaywood North Bank, North Lynn, Old Gaywood, South Wootton, South and West Lynn and Springwood

(2) Assumed to be St Margaret’s with St Nicholas Ward

Land Use	Car Parking (Maximum)	Cycle Parking (Minimum)
<b>A1 Shops</b>		
- Shops	1 space/20m²	Visitors: 1 space/200m² Staff: 1 space/100m²
- Food Retail/Superstores	1 space/14m²	Visitors: 1 space/100m² Staff:1 space/100m²
- non-food Retail Warehouses	1 space/20m²	Visitors: 1 space/200m² Staff: 1 space/100m²
<b>A2 Financial Professional Services</b>	1 space/20m²	Visitors: 1 space/200m² Staff: 1 space/100m²
<b>A3 Restaurants and Cafes</b>	1 space/5m²	Visitors: 1 space/200m² Staff: 1 space/100m²
<b>A4 Drinking Establishments</b>	1 space/5m²	Visitors: 1 space/25m² Staff: 1 space/4 staff
<b>A5 Hot Food Take-away</b>	1 space/3m²	Visitors: 1 space/25m² Staff: 1 space/4 staff
<b>B1 Business</b>	1 space/30m²	Visitors: 1 space/100m² Staff: 1 space/50m²
<b>C1 Hotels</b>	1 space/bedroom (guest or staff)	Visitors: 1 space/10 beds Staff: 1 space/4 staff
<b>C2 Residential Institutions</b>		
- Residential Care Home	1 space/3 beds, plus 1 space/resident staff, plus 1 space/3 staff present during busiest period	Visitors: 1 space/20 beds Staff: 1 space/4 staff
<b>C3 Dwelling Houses</b>	1 space/1 bed unit, 2 spaces/2 or 3 bed unit, 3 spaces/4+ bedroom unit	Residents: 1 space/unit Visitors: 1 space/4 units
<b>D1 Non-residential Institutions</b>		
- Health Centres	1 space/full time staff, plus 2 spaces/consulting room, plus ambulance space	Staff: 1 space/4 staff Visitors:1 space/consulting room
- Day Care Centres	1 space/full time staff, plus 1 space/4 persons attending, plus drop-off/ collection point	Staff: 1 space/4 staff Visitors: 1 space/200m²

Table 7: Car and Cycle Parking Standards (Norfolk County Council, 2007)

## 3.7 Parking Provision Within New Developments

### Car parking for smaller town centre sites

3.7.1 Within the town centre, there have been a number of precedents for car-free development in the town centre supported by on-street servicing, as detailed in Table 5.

3.7.2 On the basis of the precedents set already, we consider that it would be appropriate to consider car-free (or much lower parking ratio) development (for the smaller sites located in the heart of King's Lynn town centre, as follows:

- Common Staithe Quay (Site 2)
- Chapel Street car park (Site 3)
- Albert Street car park (part of Site 4)
- Old Market Street (Site 5)
- St James Street (Site 6)

3.7.3 Whilst advocating a car-free approach, it is also important to make sure that sufficient blue badge parking provision is made for disabled drivers and users of any business development also introduced. This can be provided on-street or within development plots at the following ratios:

- Residential development - 1 space per 10 residential units
- Commercial development - at least 1 blue badge space for any commercial uses.

### Car Parking Provision for larger sites

3.7.4 To gauge appropriate levels of car parking in the larger residential development sites, car ownership data from the 2011 Census has been obtained for various groupings of wards within the BCKLWN area and is summarised in 6.

3.7.5 Since the 2011 Census, car ownership is likely to have reduced in line with national trends, nevertheless taking the data at face value:

- A maximum of 78% of households are likely to own a car within any residential development at Southgates (Site 1)
- A maximum of 52% of households are likely to own a car within any residential development at the remaining sites (Sites 2 to 7).

3.7.6 It is also worth noting that the need to own a car can be reduced through the introduction of car clubs:

- Required for non-residential uses due to the proximity of public parking.

3.7.7 For larger sites within the town centre (notably Austin Street West and Church Street, Sites 4 and 7), a greater element of general parking provision may be required to avoid undue pressure upon surrounding streets. Therefore, we would recommend provision as follows:

- Residential uses – minimum of 1 blue badge space per 10 units (which could be on-street) up to a maximum of 1 parking space per 2 units (including blue badge parking), which would cater for the 50% of households in the town centre who have access to a car
- Non-residential uses – 1 blue badge space (which could be on-street). No general parking is required for non-residential uses due to the proximity of public parking.

3.7.8 For the South Gates site (Site 1), we would recommend the following levels of car parking provision:

- Residential uses – at least 0.8 spaces/unit, which would cater for the 80% of households in the urban area who have access to a car and avoid adding pressure to on-street parking
- Non-residential uses – 90% of the full standards BCKLWN and NCC standards, based upon the precedent set by the Travelodge on the south side of South Gate.

### Car parking for hotel uses

3.7.9 The Travelodge opposite the Southgates site (Site 1) has been provided with 61 spaces for 68 bedrooms, a ratio of 0.9 spaces per bedroom – see BCKLWN planning application 11/02022. This compares with the full NCC car parking standard of 1 space/bedroom and suggests that similar hotel uses may be viable in the vicinity with a reduced level of parking provision.

### Suggested motorcycle parking provision

3.7.10 Motorcycle parking should be provided at the full NCC standards, which is 1 space per 20 car parking spaces.

### Suggested cycle parking provision

3.7.11 Cycle parking needs to be provided at all new developments, where the standards in Table 7 are the minimum provision that should be made. The type of facilities provided is dependent upon the expected duration of anticipated cycle parking and the cycle parking standards have been divided into two categories:

- Visitors – Short stay up to 4 hours
- Staff/residents – Medium to long stay over 4 hours.

3.7.12 The location of the provision should be as follows:

- Staff/Residents – within the development itself. Stackers could be used to save on space
- Visitors – at-grade within the curtilage of the development, in the form of covered Sheffield stands.



