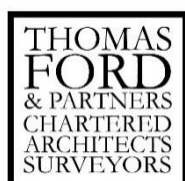




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# Options for Lowestoft Town Hall & Adjacent Sites

FINAL  
OCTOBER 2019



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PREPARED FOR HISTORIC ENGLAND  
AND STAKEHOLDERS

**COLLIERS INTERNATIONAL PROPERTY CONSULTANTS LIMITED**

Trading Name: Colliers International

Colliers International Property Advisers UK LLP.

Limited Liability Partnership registered in England and Wales no.

OC385143

Registered office:

50 George St

London W1U 7DY

Tel: +44 20 7935 4499

[www.colliers.com/uk](http://www.colliers.com/uk)

[david.geddes@colliers.com](mailto:david.geddes@colliers.com)

Tel: +44 020 7344 6582

Version Control	
Filename/Document ID	Options for Lowestoft Town Hall Final 251019.docx
Last Saved	25 October 2019
Owner	David Geddes

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# 1 EXECUTIVE SUMMARY

This report considers options for what could be done with the former Lowestoft Town Hall, which is listed grade II, and vacant land behind it.

## THE TOWN HALL

The Town Hall is an attractive landmark in Lowestoft Old Town. The Old Town is a fine heritage townscape but designated a national Heritage Action Zone because of its poor condition and need of economic revitalisation.

The Town Hall is an adaptable building, with good, practical interior spaces.

The cost of basic refurbishment to make it useable again is estimated to be about £2.7 million, excluding moveable furniture. Additional expenditure of c.£800,000 would pay for interventions that would make the most of the space.

It would be attractive as a centre for community events and activities. This is considered optimal for the main use of the building. Figure 1 shows what it could be like. It includes a sheltered courtyard area at the back. It has a range of spaces suitable for activity of different type. The estimated cost is about £3.5 million.

A wide range of activities would take place in the building and the outdoor courtyard space. They would include wedding ceremonies and receptions (the town's registry office would ideally move into the building); conferences and meetings; parties; craft and other specialist markets; dance and music lessons; physical activities like karate and pilates. Some would be one-off; some would be routine. The courtyard would have sheltered south facing space that would provide attractive outdoor seating for a café.

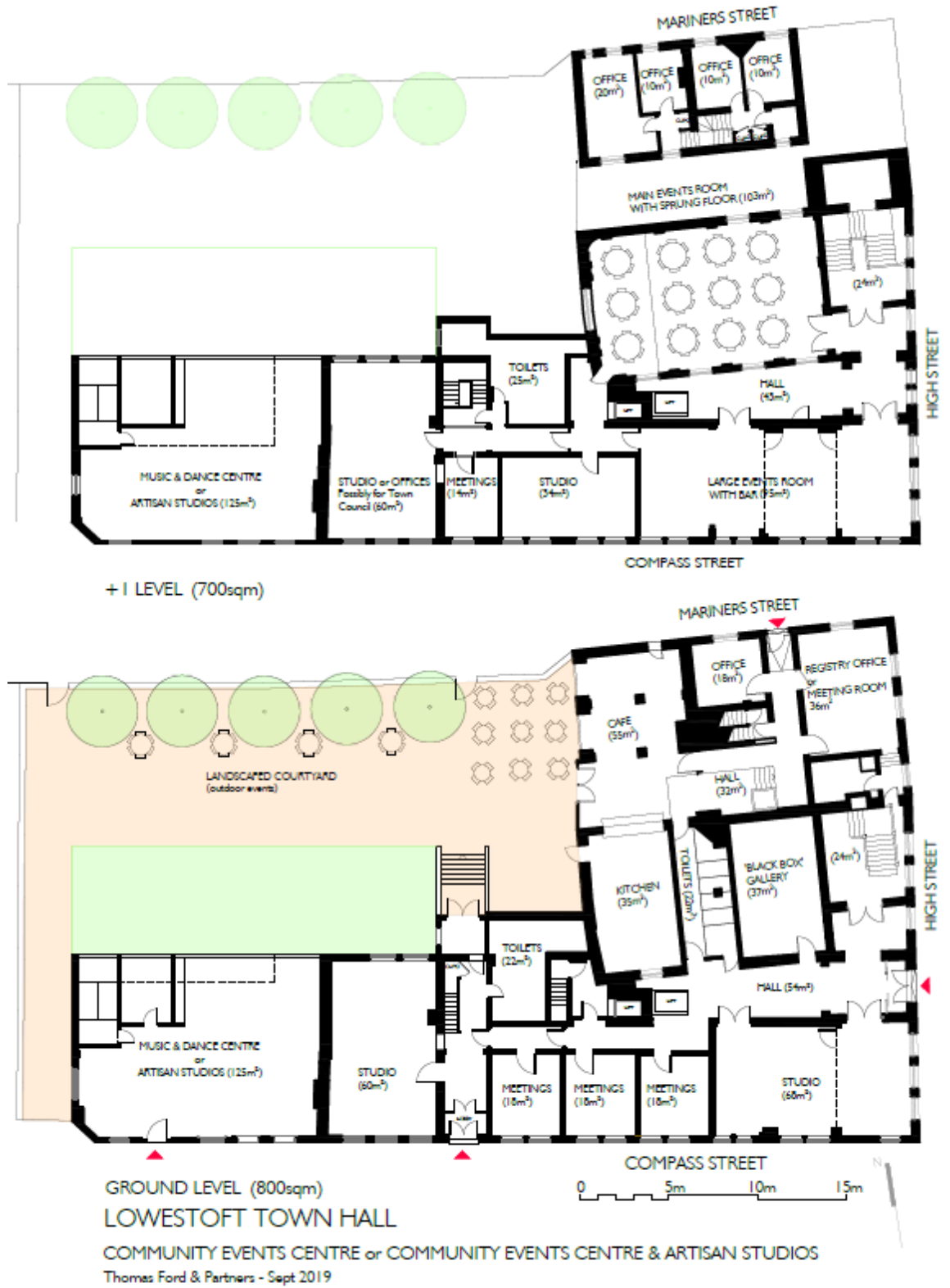
The building would also be attractive as offices and / or studio space for small businesses, including workshops and studios for artists and / or artisans. It could be an anchor initiative to nurture a creative industries hub in the Old Town. This would not be commercially viable and would require subsidy to the capital cost.

It would ideally be combined with workshops to form a **Centre for Activities, Events, Creatives and Artisans**.

Indicative modelling suggests that the building could generate turnover of about £800,000 with a surplus of £100,000 per annum if operated in a "semi-commercial" manner. The flexibility of the space would give many options for use and risk would be relatively low.

The project would seek core funding from the National Lottery Heritage Fund. That fund is highly competitive, but this project would be well suited to its objectives. It would also seek funding from Arts Council England and a range of grant giving trusts and foundations.

Figure 1: Plan for Centre for Activities, Events, Creatives and Artisans.



The Town Hall would make an attractive boutique style hotel, with public rooms in the historic part of the building and rooms in an extension at the rear, but that would be difficult to deliver because of market conditions.

It is important to the objective of revitalising the Old Town that the building is used for a purpose that attracts footfall. This militates against using it, notably, for housing. The layout of the building also does not lend itself well to residential. Residential would not be commercially viable and would require subsidy.

### **LAND BEHIND THE TOWN HALL**

It would be preferable if development of the space behind the Town Hall was used to reinstate a strong east-west streetscape.

This is not easy to achieve, however, given market conditions. Development of two rows of town houses, one on each site, would probably come closest to being viable. The viability would be marginal at best, however.

Substantially denser housing development, in the style of the Stirling Prize winning Goldsmith Street social housing development by Norwich City Council, is likely to be possible. This is likely to require a substantially higher subsidy, however.

At least some of the space would ideally be used for car parking in support of the Town Hall and other commercial activity in the Old Town.

A development of workspace on the site behind the Town Hall, perhaps aimed at artisans, would, as a type of use, probably have the best synergy with the proposed use of the Town Hall. It would require large subsidy to the capital cost, however. It is possible, if funding can be found for creating workspace for artisans in the Old Town in the short term, that it would be more cost effective to use it to subsidise refurbishment of other historic property in the Old Town to provide low cost space for artisans or other businesses. It may become attractive to build new workspace in the medium term, with grant support, so there would be advantage in having some land earmarked for that purpose.

Revenue that could be generated from a car park seems to offer the best prospect of financial return to ESDC until such time as residential values in the area are much higher. They are unlikely to be able to sell the land for a large price.

### **CONCLUSIONS**

Our judgement is that the best use of the Town Hall would be as a combined activities and events centre and creative industries / artisan hub, as the flagship of an initiative to nurture a creative industries / artisanal cluster in the Old Town.

It would probably be optimal for the land immediately behind the Town Hall to be used (permanently) as a car park in support of this, with a section earmarked for a modern workshops building at a later time, and Mariners Street Car Park earmarked for high density townhouses of innovative, but respectful, design.

Figure 2: Indicative Optimal Site Layout



**OPTIMAL SITE LAYOUT**

**TOWN HALL**

Centre for Activities, Events, Creatives and Artisans

**'D' RESIDENTIAL**

9No 3B houses @ 120m<sup>2</sup> on 2.5No storeys on Mariners Street site

**PARKING**

47 spaces



## 2 INTRODUCTION

### 2.1 THE TASK

The aim of this report is to consider options for Lowestoft Town Hall, owned by Lowestoft Town Council (LTC), and for land behind the Town Hall (referred to in the report as BTH) and the Mariners Street Car Park, on the other side of Mariners Street from it. They are owned by East Suffolk District Council<sup>1</sup> (ESDC).

Lowestoft Town Hall has been unoccupied since 2015 when council operations moved to a modern office at Riverside, Lowestoft. The Town Hall, most of which is grade II listed, was transferred to LTC after LTC was established in 2017.

LTC seeks a use that will anchor regeneration of Lowestoft Old Town and be deliverable and sustainable.

The BTH site was previously occupied by a more modern part of the council office complex. Planning permission was granted, after the Town Hall was vacated, for a drive-through fast-food restaurant. Most of the buildings were demolished and ground works for the restaurant started, but the plans fell through. The car park was formerly used by council staff<sup>2</sup>. It is now accessible to the public.

A bid to Historic England<sup>3</sup> for North Lowestoft to be designated a Heritage Action Zone (HAZ) was confirmed successful at the time the restaurant development fell through. ESDC now seeks a use for their part of the site that is sympathetic to the HAZ but provides a financial return. Housing is considered to have most potential. There is already considerable social housing in the area. ESDC has asked for consideration of private housing / shared private housing as an alternative.

About 10m of wall / building on the rear corner of the site (Compass Street / Jubilee Way), that was formerly part of Cooper's Works, was not demolished and is locally listed. The planning department would prefer it to be retained in a development of the site.

### 2.2 THE TEAM

The report is produced by a team consisting of:

- Colliers International Destination Consulting – business planners operating in the cultural and heritage sectors.
- Colliers International Development Advisory – advisors on development viability.
- Thomas Ford and Partners – conservation architects.
- IKS – quantity surveyor.
- Michael Copeman – historic building specialist.

<sup>1</sup> Waveney District Council

<sup>2</sup> And by the public at weekends and holidays.

<sup>3</sup> The National Agency responsible for heritage.

## 2.3 APPROACH

The optimal viable solution for any project that involves property always boils down to three underlying considerations: the physical characteristics of the site (e.g. history, size, nature of location), which determine what is possible / advisable to do; the market characteristics (e.g. who the potential customers are and what the competition is), which determine what might be viable; community objectives (i.e. the aspirations of stakeholders with a direct interest in it); and the delivery characteristics (e.g. possible sources of funding, who could deliver the project and manage it on completion), which determine what could be achieved. The context in each of those categories is assessed in Section 3. A separate report, by Michael Copeman, about the history and significance of the site is at Appendix 6.

Considering options involving heritage assets always also requires consideration of how space(s) might be amended and how it might be used. Section 4 considers options for how space in the Town Hall might be changed, and options for how spaces might be used. An interim report was issued which contained consideration of options and they were discussed at a workshop of key stakeholders. There was consensus about a preferred approach. That was subsequently worked up in more detail and is explained in Section 5.

Options for the BTH and car park sites are considered in Section 6. This includes assessments of the viability of development, based on indicative plans provided by TFP, indicative cost estimates provided by IKS, and values derived from Colliers research. They have been calculated in line with professional guidance by the Royal Institute of Chartered Surveyors (RICS), including the '*Financial Viability in Planning, (1<sup>st</sup> Ed.) 2012*' Guidance Note and RICS Valuation Information Paper 12, '*Valuation of Development Land*'. These both identify the residual appraisal methodology as the most appropriate approach to valuing development land. The residual method works on the premise that the expected value of a completed development, less the expected costs of the scheme including developer's profit, leaves a surplus which is equivalent to the amount that the land is worth. The assessments use bespoke financial appraisals developed in Microsoft Excel.

Section 7 has conclusions.

*This report does not constitute a 'Red Book Valuation' as defined by the RICS and should not be relied upon as such.* All comments made as to the value of the land, the viability of the development, or suitability of options, are based on assumptions set out within the report.

**Any alterations or developments arising from the options discussed in this document would, of course, be subject to assessment as part of the planning and listed building consent process, which would include a formal consultation of both East Suffolk Council's conservation staff, and if appropriate Historic England.**

## 3 CONTEXT

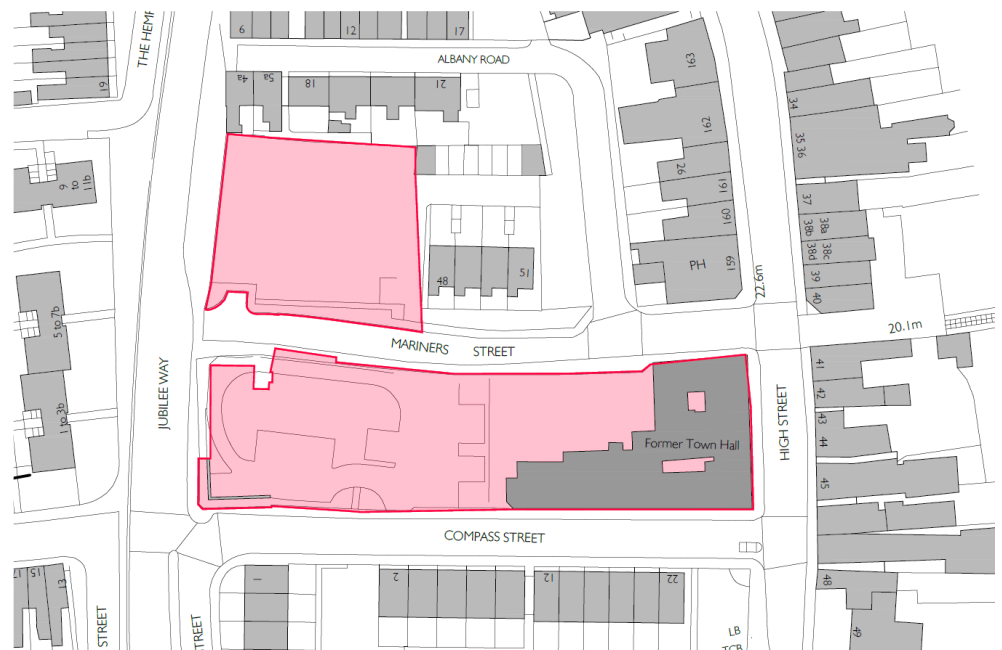
### 3.1 PHYSICAL CONTEXT

#### 3.1.1 THE SITE

The Town Hall faces onto High Street, bordered to the north by Mariners Street and to the south by Compass Street. The rear of the site backs onto Jubilee Way (A47), which forms a busy and intrusive dual carriageway dividing the Old Town from adjoining residential areas. It is scheduled to be downgraded on construction of a third road crossing over Lake Lothing, which will allow the A47 to bypass the town centre. Compass Street is one way from Jubilee Way; Mariners Street is two-way but the junction with Jubilee Way is blocked to traffic.

The ESDC land to the rear of the Town Hall is about 1,620 m<sup>2</sup> and the Mariners Street car park is about 1,300 m<sup>2</sup>, total c. 2,920 m<sup>2</sup><sup>4</sup> (c. 0.29 ha in total).

**Figure 3: The Sites**



#### 3.1.2 HERITAGE AND SIGNIFICANCE

A summary of the history and significance of the Town Hall is in Appendix 6.

The present Lowestoft Town Hall building dates almost entirely from 1899-1914. The only earlier element is the somewhat altered Council Chamber of 1857 at the centre of the site. There are minor later 20th century extensions to the rear of the main building. The building is listed grade II.

<sup>4</sup> Measured on ProMap

Figure 4: Site Context



Its heritage significance is inseparable from its place in the town. Architecturally, it is typical of its date and type, rather than outstanding: its scale, location and purpose are what matter. Its design, decoration and siting were intended to celebrate, and still represent, Lowestoft at the height of its late 19th century prosperity. Its visual prominence embodies the civic pride of the Victorian town; the bell-tower is visible from considerable distance in most directions.

Externally, the significance of the Town Hall derives from the Italianate 1899-1914 High Street, Compass Street and Mariners Street elevations and tower. The small 1930s extension on Mariners Street and the various later additions are not of heritage significance.

Internally, much the most important space is the Council Chamber, with grandiose plasterwork and fine stained glass of 1855 with patriotic and local imagery.

Otherwise, a few internal features are of moderate significance, worthy of preservation where possible, but capable of adaptation without serious harm to their heritage values. Most have previously been altered. They include the entrance hall (especially its floor tiles), main staircase, first floor ante-room, joinery in the principal spaces, and charming minor features such as the engraved glass to the office windows). The staircase is awkwardly sited and relocating it could be considered. Other interiors are of minimal significance and could be substantially altered without harm to heritage significance. Some demolition behind the façades could even be considered if the new build did not intrude on the street elevations.

Figure 5 and Figure 6 show the current layout of the ground and first floors respectively. The gross internal area is about 773 m<sup>2</sup> (c.7,800 sq ft) and 636 m<sup>2</sup> (c.6,400 sq ft) respectively (total c.1,409 m<sup>2</sup>, 14,200 sq ft). The Council Chamber is c.105 m<sup>2</sup> (1,130 sq ft).

The Town Hall is part of an important and extensive group of historic buildings in the High Street, and a key landmark in the conservation area. To the west, Compass and Mariners Streets, which were lined with small scale commercial buildings and houses until the mid-20th century, have lost most of their buildings, historic character and sense of urban structure. The two vacant sites are seriously degraded. The mid-19th-century former New Market Inn (2 Compass Street) incorporated in the Town Hall c.1970s, is not listed and of limited heritage significance. The scale and materials of its street elevation are sympathetic to their context, but a case could be made for its redevelopment if it were necessary to secure the viable reuse of the Town Hall. The surviving fragment of the Cooper's warehouse on the south-west corner of the site is of very limited value, but it is locally listed and should be retained if possible.

Figure 5: Current Ground Floor Layout

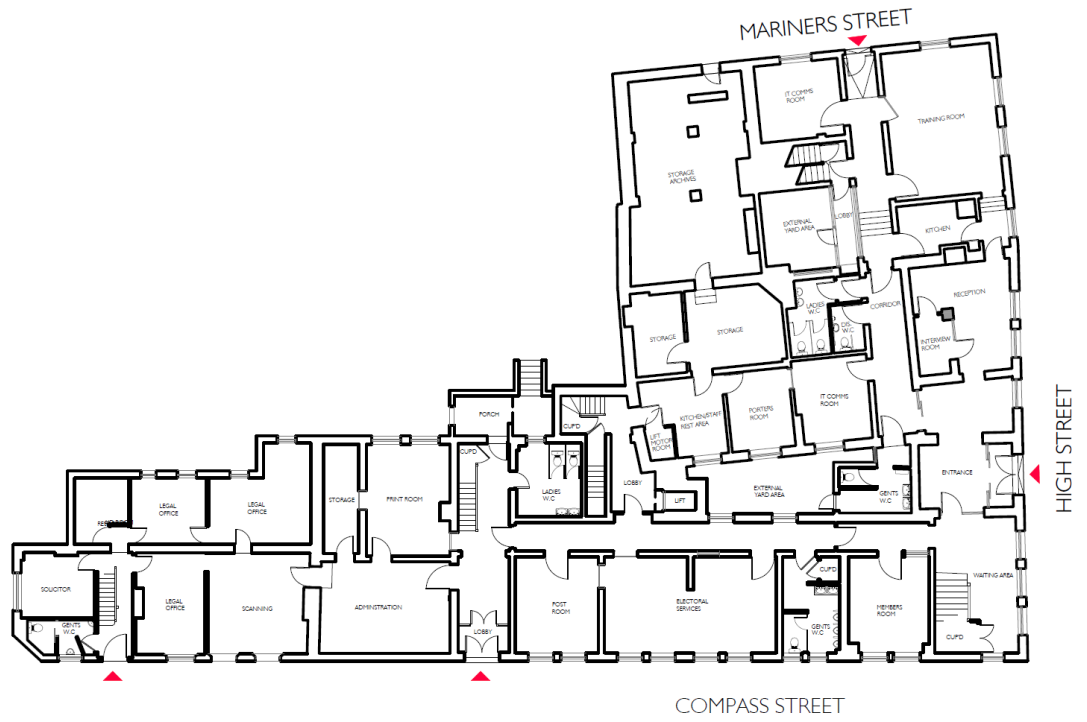
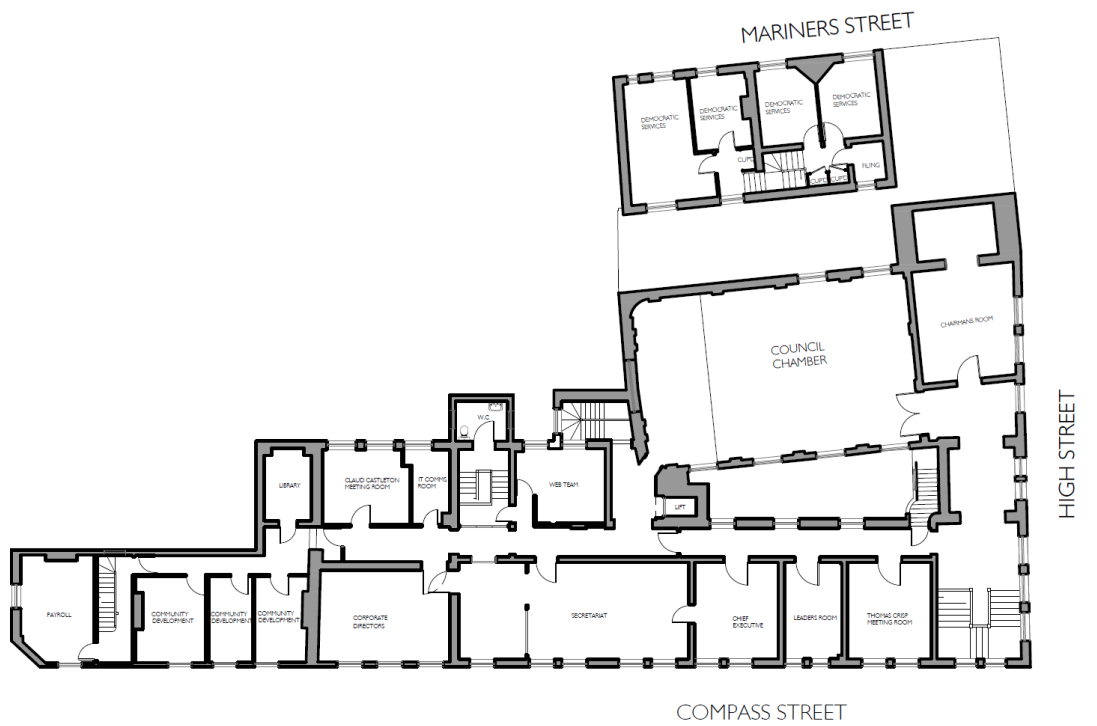


Figure 6: Current First Floor Layout



### 3.1.3 CONDITION

A recent condition survey has been undertaken by Purcell. Figure 7 reproduces their summary.

#### Figure 7: Summary of Condition Survey

The building is in fair condition. It suffers from a lack of use and lack of maintenance and without some immediate actions it will rapidly deteriorate.

Purcell has commissioned a drone survey on 2<sup>nd</sup> May 2019 to investigate high-level roof areas to inform where maintenance or repairs are needed. It is recommended that a programme of works to rainwater goods: gutters, downpipes and gullies including clearance, repair and decoration is put in hand now. Areas of broken or displaced slate tiles were identified and could be root cause of water ingress which was identified in several areas internally. It is also recommended that some opening up will be required to examine the extent of water damage to the existing structure. Damaged windows and broken panes of glass should also be repaired now to ensure the building is watertight.

Our principal concerns are for the clock tower where there are brick vents around the perimeter at high-level and could be vulnerable to driving rain. Our recommendations would be to brick up at least two sides; east and south. We also recommend a package of external repairs over the council chamber to address the concerns of the rotten timber fascias and lead flashings.

Elsewhere there is a deal of evidence of rising damp, caused by cementitious renders, failing flashings and abutments and impervious concrete hardstandings. All of these need to be investigated and repairs prioritised.

Clearly before the building can be brought back into use the services installations will need major overhaul or replacement, but in the first instance it will be sensible to carry out further works to determine possible uses and remodelling of the building. Some modern additions may be demolished, simplifying the repair and refurbishment process.

### 3.1.4 CONSERVATION AREA / HAZ

The Town Hall is located in the North Lowestoft Conservation Area (CA). The east side of the Town Hall building is on the boundary of the conservation area – the adjoining land is not in the CA (see Figure 8, with listed buildings highlighted). The Conservation Area covers the medieval High Street, Scores (steep narrow paths in the cliff), historic smokehouses and net stores, and once fine Victorian and Edwardian parks. It is on Historic England's Heritage at Risk Register.

Historic England, LTC, ESDC and the East Suffolk Building Preservation Trust are working in partnership on the North Lowestoft Heritage Action Zone (HAZ). The HAZ area incorporates North Lowestoft CA. It also includes bordering areas, including land to the west earmarked for residential development, the industrial area of Power Park between the CA and the coast, and open space of Ness Park on the lower levels to the east, which once was Britain's most easterly community in an area known as the Beach Village.

### 3.1.5 PARKING

Mariners Street Car Park is marked out with c.40 spaces. There is considerable on-street parking in the area. It is limited to one hour on High Street, and two hours on side streets. There is no charge. There are two pay and display public car parks on either side of the roundabout at Old Plain, c.5 minute walk from the Town Hall.

**Figure 8: Boundary of North Lowestoft Conservation Area**



### 3.1.6 TRAVEL TIMES

Lowestoft has the disadvantage of being inaccessible from most parts of the country, as Figure 9 shows. Norwich is considerably the biggest settlement within relatively easy reach. Greater Anglia railways is replacing its rolling stock in 2019/20 which will reduce journey times and increase the comfort of trains.

**Figure 9: Travel times to Lowestoft**

	Distance	Drive Time	Rail Time
Southwold	14 miles	30 mins	
Aldeburgh	28 miles	50 mins	
Norwich	30 miles	50 mins	38 mins
Ipswich	45 miles	1hr 15 mins	1hr 30 mins
Cambridge	92 miles	2 hrs	2hrs
London	128 miles	3 hrs	2hr 50 mins
Birmingham	190 miles	3hrs 30mins	5 hrs



## 3.2 MARKET CONTEXT

Appendix 1 has an assessment of the size and nature of the main catchment area for any activity that would take place at the Town Hall.

About 67,000 people live in Lowestoft<sup>5</sup>. It has high bias to the elderly compared to the country as a whole and a low proportion of people with high spending power.

It has a much lower proportion of people in the AB (especially) and C1 socio-economic groups than the national average, with correspondingly higher proportions in C2 and DE groups.

About 203,000 people in total live within 30 minutes. That is a modest catchment compared to most places. It is not affluent.

Appendix 2 summarises the visitor offer in the town. Key points are:

- There are various halls and rooms that can be let by community groups, but not in the vicinity of the Old Town. There are also affordable cafés, such as the Thatch at South Beach, where members of the community can meet.
- There is relatively little visitor accommodation in the town itself. The main hotels are Premier Inn and Travelodge, on the northern side of town. There are substantial holiday centres to north and south.
- Pleasurewood Hills family theme park is much the largest ticketed visitor attraction in the area, although it is not a major attraction in national terms. There are only small heritage attractions in the town centre.
- Lowestoft has a low number of places to eat and drink in relation to its population. The type of mid-market casual dining restaurants of the ilk of Nando's and Prezzo that are prevalent elsewhere are entirely absent.
- The area's main wedding venues are hotels at Oulton Broad.
- Marina Theatre in the town centre is a main evening leisure attraction.
- There is a small cluster of arts / crafts organisations in and around the Old Town.
- There is a large venue at Claremont Pier, Aquarium, which has had substantial investment but is not currently being used much.
- Power Park, close to the Town Hall, is expected to generate substantial employment opportunities.

## 3.3 COMMUNITY CONTEXT

Discussion with members of LTC has suggested that there is strong desire for the Town Hall to be in public use, and many individuals and organisations have expressed interest in space that can be rented for events and activities of different type at affordable cost.

<sup>5</sup> All data in this section from Experian, generated from the Census.

## 3.4 DELIVERY CONTEXT

### 3.4.1 PLANNING HISTORY

A search of the planning history has been made on the ESDC online planning portal and we have discussed aspects of the planning context with officers.

Figure 10 summarises key planning applications made in relation to the site. No planning applications have been made since permission was granted for the drive through restaurant in 2016.

Planning application DC/15/4547/FUL in 2016 relates to land opposite Compass Street from the site. It is for 8 two-storey houses, associated parking and works, which are now complete.

**Figure 10: Planning applications made in relation to the property**

Reference	Decision Date	Description	Notes
DC/16/3752/RG3	17/10/2016	Change of Use from B1 office and ancillary car parking to allow the construction and operation of an A3 restaurant with ancillary A5 takeaway incorporating retention of part of Cooper's Building within boundary treatment.	Application Permitted
DC/16/2784/RG3	30/08/2016	Change of Use from B1 office and ancillary car parking to allow the construction and operation of an A3 restaurant with ancillary A5 takeaway.	Application Refused
DC/16/2733/DEM	26/08/2016	Prior Notification – Demolition of former Council offices and boundary wall to Mariners Street car park.	Prior Approval Required
DC/16/2786/RG3	15/08/2018	Outline application for the erection of a building for any use or combination thereof falling within Use Class A1, A2, A3, and A5 and associated parking/servicing with all matters reserved save for access.	Application Withdrawn

Planning application DC/16/3051/FUL, permitted March 2017, allows development of 18 residential units, associated highways and landscaping works on land off Albany Road, just to the north of the site.

### 3.4.2 PLANNING

Policy WLP8.13 of the Waveney District Local Plan<sup>6</sup> means that, although the site is not within an existing employment area, as marked on the Central Lowestoft Policies map, proposals for B1, B2 and B8 employment creation will be permitted if they do not have significant adverse impact on surrounding land uses.

Policy WLP8.2 states that housing developments with 11 dwellings or more in Lowestoft and the Kessingland area (excluding Corton) must provide at least 20% affordable housing. At least half must be in the form of affordable rent units.

The National Planning Policy Framework (2019) encourages local authorities to be 'flexible' and 'reasonable' in their demands for affordable housing in order to 'encourage', not 'restrain' development.

### 3.4.3 RESIDENTIAL VALUES

Appendix 1.7 has an analysis of the local residential market, including four new-build private development schemes in the area. New build schemes in locations further afield such as Great Yarmouth and Loddon have also been reviewed.

The analysis shows that average prices in the area vary between £155 and £310 per sq ft (psf), depending on specification, accessibility, amenity and location. The average is £240 psf (c.£2,600 per square metre, psm).

The four local schemes each have differentiating elements. Our opinion is that average rates that could be achieved at Mariners Street would be in excess of the £180-195 per sq ft achieved at Kirkley Run and St. Mary's Court. We would expect development at Mariners Street to be completed to similar, if not superior standard. The location next to the Town Hall, assuming it is reinvigorated, and historic High Street area, should be able to support higher values.

Values are likely to be lower, however, than those achieved at Corton Long Lane. The units there benefit from being a small development, from good provision of amenity space and a quiet, secluded location.

Values are likely to also be lower than at Kells Meadow, which has a superior specification. It is, although a more rural location, well-placed for commuting to other main towns in the region in addition to Lowestoft. The units are detached units and also benefit from good green space and amenity. We would, for this reason, not expect a scheme at Mariners Street to achieve rates of £250 per sq ft.

We judge Kirkley Run to be the most comparable of the four schemes. We would expect a similar unit type, although finished to a slightly higher specification. The Mariners Street location would be better and, therefore, an average rate higher than £195 psf should be achievable.

<sup>6</sup> Adopted March 2019.

We are of the opinion that the residential units in a townhouse development of land at Mariners Street could readily transact at a rate of c. **£215** per sq ft (£2,313 psm).

#### 3.4.4 GROUND RENTS

Following ongoing government consultation and having discussed the matter with colleagues in our specialist valuation department, we advise that it would not be appropriate to include a value relating to ground rents in any appraisal.

#### 3.4.5 COMMERCIAL VALUE

We have assessed the commercial market in the area, looking especially at workspace. The following comparable rental information has been found:

**Figure 11: Achieved rentals for commercial space in the vicinity of Town Hall**

Address	Date	Area (sq ft)	Rent (psf)
Newcombe Road	September 2018	2,332	£5.49
Hadenham Road	August 2018	1,142	£7.13
Hadenham Road	August 2018	1,142	£6.65
Hadenham Road	August 2018	1,142	£6.66
5-6 Newcombe Road	May 2018	2,904	£5.17
Hadenham Road	February 18	3,248	£6.77
23 Colville Road	August 17	750	£6.72
Quayside Centre	July 17	1,328	£6.50
33 Harbour Road	May 17	778	£4.23
Quayside Centre	May 17	1,054	£6.50
Quayside Centre	May 17	1,321	£6.50
Average	-	1,558	£6.21

This shows a range of between £4.23 psf and £7.13 psf (c.£45 - £77psm) for workspace in Lowestoft. Most is in the £6.50 - £6.75 level. Given that new development would provide new, high-quality, purpose-built workspace in the centre of town, rent of £6.75 psf (£73 psm) should be achievable. Discussion with local agents have suggested that property is moving slowly currently and a marketing period of between 6 months and 1 year is likely. It would be prudent to allow for a 3-month rent free period.

We have similarly assessed the investment market. Recent transactions are shown in Figure 12. This shows a range of Net Initial Yields of 8%-10%. We would, as with rentals, expect that newer, good quality units would transact at the keener end of this yield range. Investor sentiment is not strong, however, in locations such as Lowestoft. Yields have been softening in recent times. We would expect the units to transact when let at a yield of about 8.50%.

**Figure 12: Recent Commercial Property Sales in the Vicinity**

35-37 London Road	December 2018	£550,000	10.04%
158 London Road	July 2017	£200,000	9.80%
78-80 London Road	April 2017	£970,000	8.63%
169-170 High Street	December 2016	£280,000	8.21%
1-3 Barnards Way	December 2016	£905,000	8.11%

### 3.4.6 SOURCES OF GRANT FUNDING

#### NATIONAL LOTTERY HERITAGE FUND

This is the new name for the Heritage Lottery Fund. It announced a new strategic framework in January 2019. It has been the main source of funds for investment in historic buildings for the past c.20 years but has become increasingly more competitive, largely because of reducing lottery ticket sales. Most future grants will be made through National Lottery Grants for Heritage – an open programme for any type of heritage project from £3,000–£5 million. There will be emphasis on projects that assist structures at risk, that result in a “wider range of people” being involved in heritage, are environmentally friendly and “encourage innovation and income diversification”. Funding decisions up to £5m will be decided by committees and senior staff in Scotland, Northern Ireland, Wales and three geographical areas in England – North; Midlands & East; and London & South. About 80% of funding will be provided this way. Awards of more than £5m will be made in two competitions in 2020–21 and 2022–23.

#### OTHER FOUNDATIONS AND TRUSTS

A client, the Sheerness Dockyard Church Trust, has recently secured £3 million of grants from philanthropic trusts, foundations and individuals to match a £4 million grant from NLHF for restoration of the Dockyard Church to be a managed workspace centre. Organisations that provided funding included: The Julia and Hans Rausing Trust; Colyer-Fergusson Charitable Trust; Lund Trust, a charitable fund of Lisbet Rausing and Peter Baldwin; Garfield Weston Foundation; The Sackler Trust; Foyle Foundation; Allchurches Trust; The Art Fund; Wolfson Foundation; Henry Oldfield Trust; Swire Charitable Trust; Kent Community Foundation; Pilgrim Trust; Architectural Heritage Fund; Roger de Haan Charitable Trust; Rothschild Foundation; Peter Stormonth Darling Charitable Trust.

#### ARTS COUNCIL ENGLAND (ACE)

ACE also distributes funds from the national lottery. It funds projects related to arts, museums and libraries. The amount it distributes has shrunk, however, and projects seldom now receive much more than £500,000. It prioritises projects that involve improving existing facilities rather than creating new ones.

## 4 OPTIONS FOR TOWN HALL

### 4.1 OPTIONS FOR CREATING AND AMENDING SPACE

#### 4.1.1 INDIVIDUAL SPACES

This section highlights places in the Town Hall where there seems to be potential for significant change in order to create space of better quality.

##### RELOCATION OF MAIN STAIR

The stair occupies dual-aspect space that could otherwise be attractive and useful and could be extended into adjoining spaces on ground and first floors. Michael Copeman advised that there is not significant heritage value to the stair, but there should be a new “ceremonial” stair to the council chambers should it be removed.

##### DEMOLITION OF 2 MARINERS STREET

The footprint of the Town Hall could be reduced (and footprint of the development land behind increased) by demolishing the former pub. While, however, there is little remaining of the heritage asset, the façade makes a positive contribution in our judgement and it would be regrettable to lose it.

Figure 13: 2 Mariners Street



##### DEMOLITION OF 1935 EXTENSION ON MARINERS STREET

Removal of the small building seen to the left of the photograph in Figure 15 would allow a larger and higher structure that abuts the Council Chamber, as was previously the case. The building is part of the listed structure, however, and removing it would be a complication. It would be preferable, on balance, to retain it.

Figure 14: Possible Areas of Demolition



**Figure 15: Mariners Street Extension**



#### 4.1.2 **WHOLE BUILDING**

There are innumerable possibilities for options for parts of the site might be combined. The following are some “core” options.

##### **TOWN HALL OPTION 1: BASIC REFURBISHMENT**

The entire listed structure, plus 2 Compass Street, is restored for a single use, with minimal interior change. Figure 16 shows spaces this would produce. IKS estimate this would cost about £2.7 million at 2019 prices. Detail is in Appendix 5.1. This includes professional fees and fixtures and fittings, but not moveable furniture. £1.8 is the basic construction cost.

##### **TOWN HALL OPTION 2: INTERIOR CHANGES**

As Option 1, but with some substantial interior changes, notably: relocation of main stair; large new rooms created from current stairwell; new lift in light well; opening of space under the Council Chamber. Figure 17 illustrates this. It is the basis of the recommended approach outlined in Section 5.

##### **TOWN HALL OPTION 3: SPLIT USES**

As Option 2, but the High Street frontage of the Town Hall, including Council Chamber, is used for one use (e.g. community centre); the extension along Compass Street is restored for another use (e.g. workspace or residential).

##### **TOWN HALL OPTION 4: EXTENSION**

As Option 2, but with an extension, incorporating both sites (preferably incorporating the façade of 2 Compass Street), creating an interior courtyard. Figure 18 gives an idea of what this could be like. It suggests that an extension could add about 646 m<sup>2</sup> (c.6,500 sq ft), assuming it is two storeys. There may be potential for an additional storey for all or part. The extension could also include the small 1935 extension on Mariners Street, which might add c.50 - 75 m<sup>2</sup>.



Figure 16: Option 1 – Basic Refurbishment

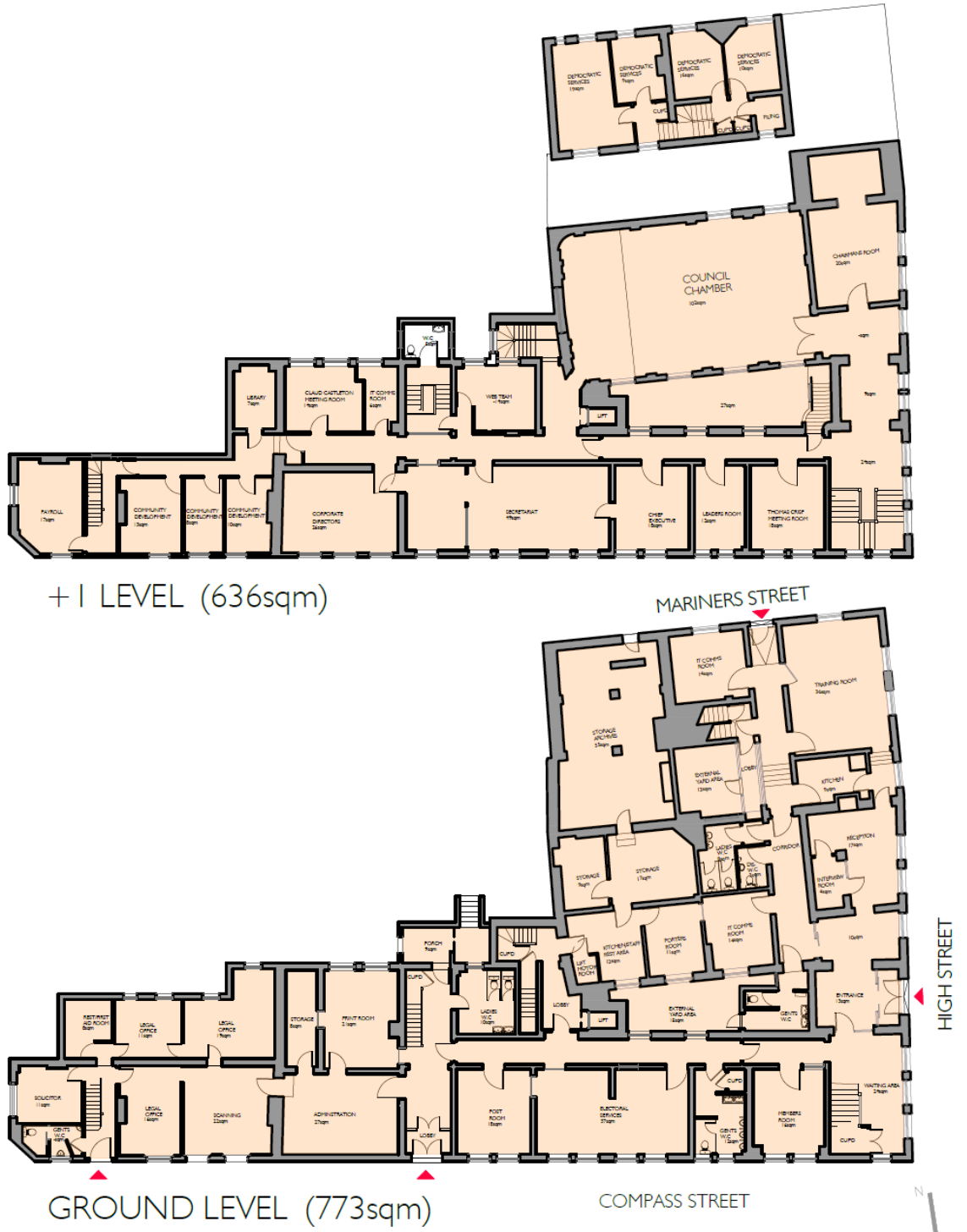


Figure 17: Option 2 – Interior Changes

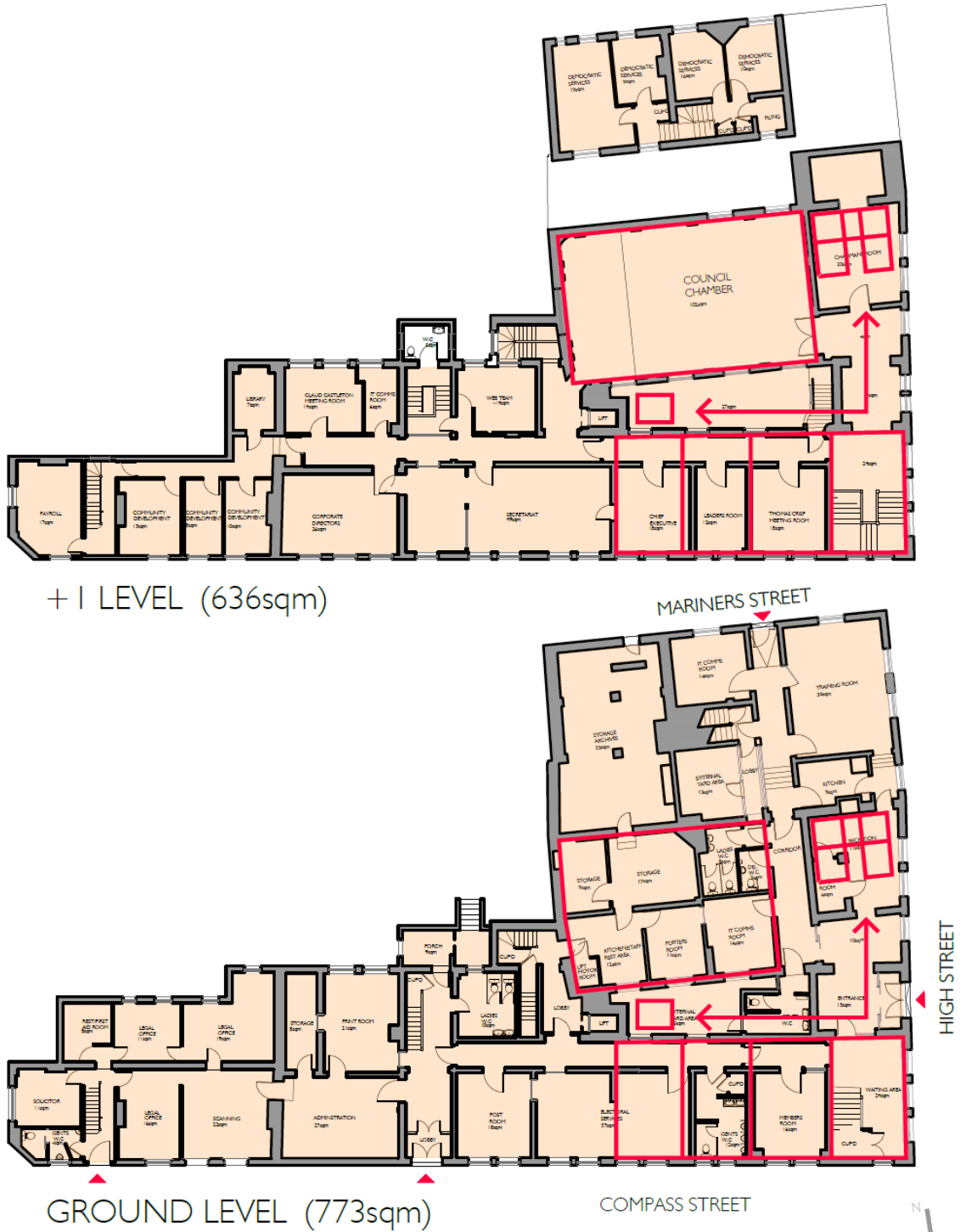
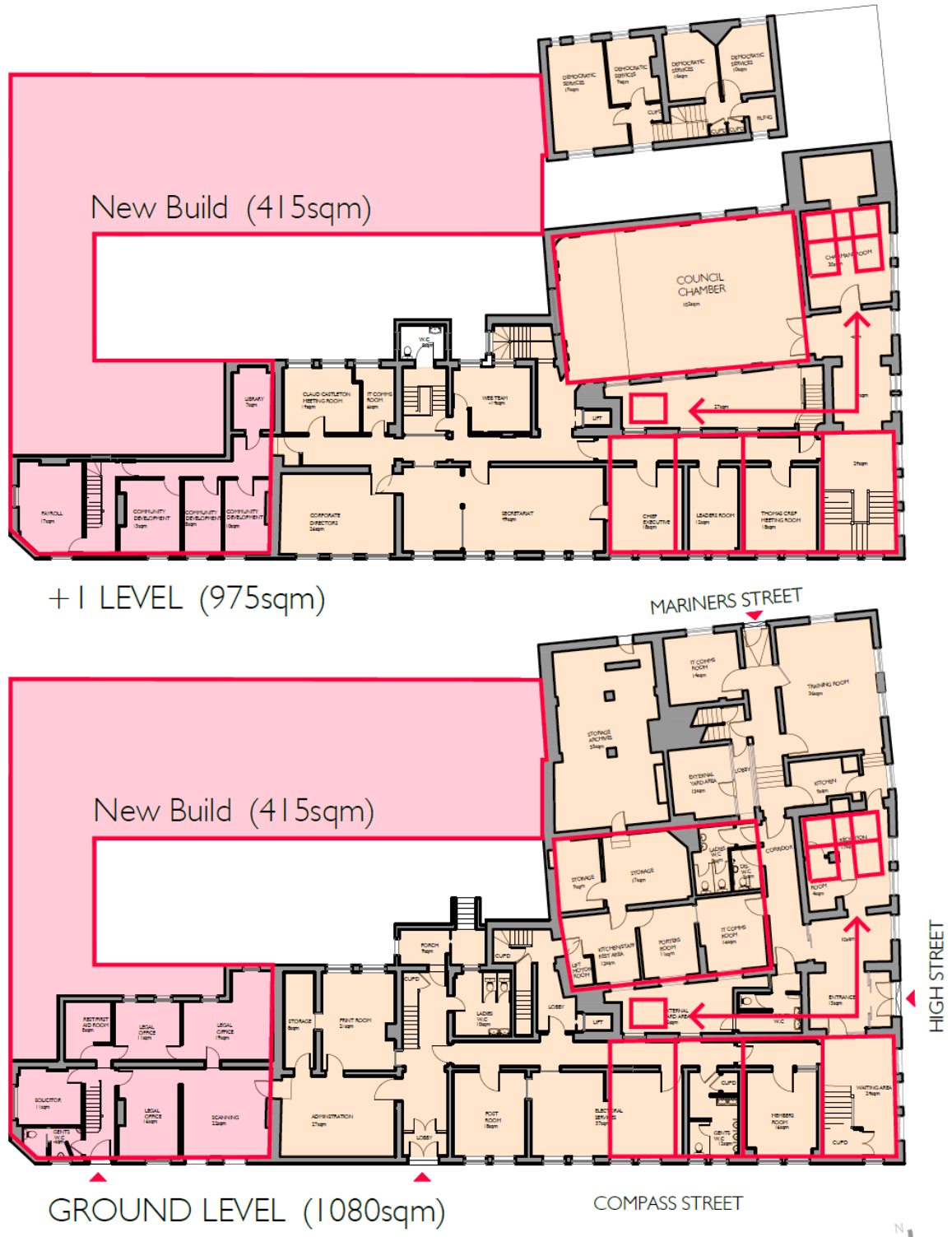


Figure 18: Option 4 – With Extension



## 4.2 OPTIONS FOR USING SPACE

### 4.2.1 OPTIONS WITH REASONABLE CHANCE OF DELIVERY

#### CENTRE FOR COMMUNITY ACTIVITIES

The layout of the Town Hall is good for providing a selection of spaces for activity and events of different types. This could be a mixture of activity that is sedentary and that which involves exercise. Community centres on the outskirts of the town cater to this, but there seems to be a gap in provision in the Old Town area.

Moving Suffolk County Council's Registry Office to the Town Hall as part of this could be advantageous for all parties, especially by increasing the potential to generate income from registry office wedding ceremonies. The Council Chamber would be attractive for registry office ceremonies, being of the right size and a very pleasant space. Registry is a statutory service that the local authority must provide – it is provided by Suffolk County Council in Lowestoft in a standalone building at Riverside Park. Most activity during the week is people coming to register births, deaths, notice of marriage etc. Many people choose to have civil ceremonies at the registry office. There is information about this at Appendix 2.8.

#### RESIDENTIAL

The Town Hall could be converted into apartments. The layout of the building, especially the High Street section, is not well-suited to this, however. The Mariners Street section is better. It would not be commercially viable – it would require substantial subsidy. There is no possibility of funding from the National Lottery Heritage Fund because NLHF does not make grants for residential schemes.

#### WORKSPACE / ARTISAN CENTRE

The Town Hall has a good layout for conversion to studio space for letting to small businesses. It could be converted at relatively low cost to this. It could be office-type of use, workshop-type of use or a combination. Workshop style could be themed as an "artisan centre" and be designed to be the hub of an artisan quarter. This would not be commercially viable. It requires subsidy, but it would be eligible for funding from NLHF and would be considered an attractive use. The Joiner's Shop at Chatham Historic Dockyard is an example of a historic building successfully converted in this way.

### 4.2.2 OPTIONS SUITED TO THE PHYSICAL NATURE OF THE SITE, BUT DIFFICULT TO DELIVER

#### ANTIQUA / FLEA MARKET

Spaces in the building could, theoretically, be let to different antique dealers. It would be good for that purpose and require relatively little investment, but it is not likely that there would be enough demand for the space.

## HOTEL

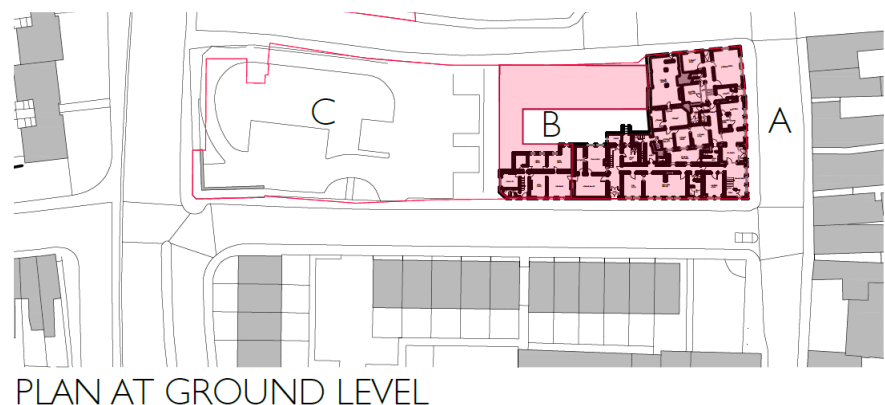
The Town Hall could be an attractive boutique hotel, with a combination of rooms in the heritage asset and in an extension, with the Council Chamber and rooms on the High Street façade used for restaurant, bar, function rooms etc.

Figure 19 illustrates how this could be laid out, with parking on the BTH site. There are many instances where converting a landmark building to hotel in a historic area has been the focal point of successful regeneration of that area (e.g. Cathedral Quarters of Derby and Belfast).

The main doubt would be about its viability. It is likely to be less attractive to tourists than a location at South Beach. It would certainly not be possible to do it on a commercial basis. It would need grant funding. It would be eligible for funding from the National Lottery Heritage Fund.

It would probably be leased to an operator or managed by an operator on an operating agreement. It could also be operated as a franchise.

**Figure 19: Hotel**



### HOTEL

A Existing Town Hall (G: 665sqm; + I: 560sqm = 1225sqm)

B Town Hall Extension (G: 414; + I: 414sqm = 828sqm)

C Hotel Car Park

## NON-COMMERCIAL VISITOR ATTRACTION

The most likely option would be a museum or gallery of some sort. This could, for example, be a contemporary art gallery, like Turner Contemporary in Margate, or a gallery staging exhibitions created from the collections of different national museums, which is how the Millennium Galleries in Sheffield operates in partnership with institutions like the V&A, Tate and Natural History Museum.

Any option of this nature would require large capital grants and revenue funding.

**Figure 20: Indicative Cost of Building and Running Major Cultural Venues**

Turner Contemporary was built by Kent County Council, with support from Arts Council England (ACE) and South East of England Regional Development Agency, at a cost of £17.5 million, opening in 2011. It was designed by David Chipperfield, a well-known architect of cultural buildings. It had revenue funding in 2017 of £840,000 from Kent County Council and £575,000 from ACE. The Towner Art Gallery and Museum in Eastbourne is another example, different in that it has a permanent collection, the core of which was originally donated to the town in the 1920s. A new building created for it opened in 2009 at a cost of £8.6 million. It was designed by Rick Mather, another well-known architect of cultural buildings. It receives £375,000 per annum from ACE and £614,000 per annum from Eastbourne Borough Council.

#### 4.2.3 **OPTIONS NOT SUITED TO THE PHYSICAL NATURE OF THE SITE OR DELIVERABLE**

##### **COMMERCIAL VISITOR ATTRACTION**

There are no obvious options in this respect. The visitor attraction market in the UK is dominated by attractions not operated on a commercial basis. Main exceptions are theme parks, zoos and farm-based attractions. Merlin Entertainments, the second largest attraction operator in the world after Disney, is the dominant attraction operator in the country. Their portfolio includes Alton Towers, Thorpe Park, Legoland, Chessington World of Adventures, Madame Tussauds and Warwick Castle. They also operate what they call “mid-size” attractions like Lego Discovery Centres and Dungeons, but only in tourist hotspots and large cities. Their strategy is to develop attractions in those circumstances. There is no possibility of them developing an attraction in Lowestoft, let alone at the Town Hall.

#### 4.3 **OPTIONS FOR MIXED USES**

##### 4.3.1 **SMALL COMMUNITY CENTRE + RESIDENTIAL**

The front section of the building would be used for community centre; the Compass Street section could be converted to apartments, as shown in Figure 21. An extension could also be residential.

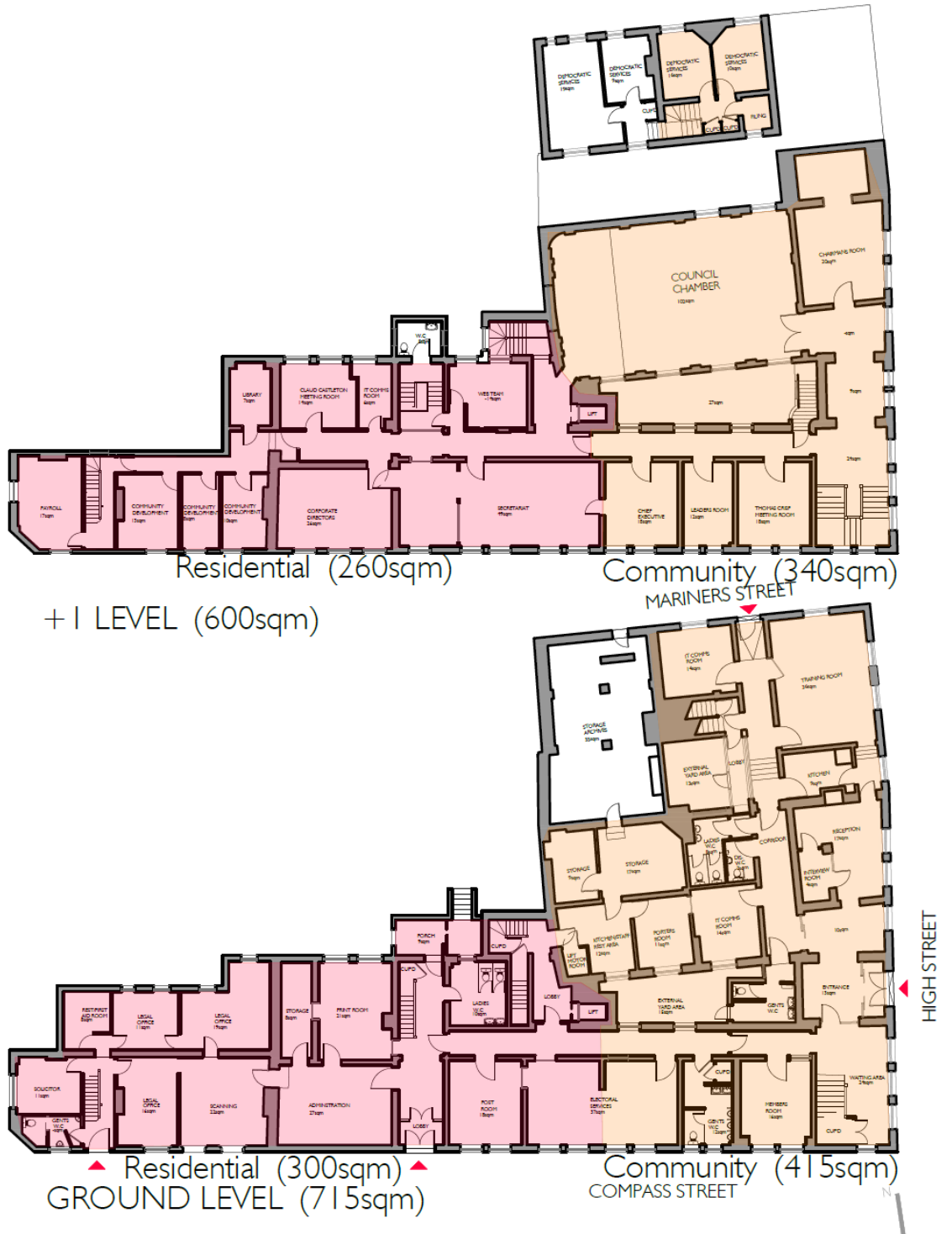
##### 4.3.2 **COMMUNITY CENTRE + WORKSPACE**

As the previous approach, except using the space to the rear of the Town Hall as workspace instead of residential (possibly forming an Artisan Centre).

##### 4.3.3 **WORKSPACE + RESIDENTIAL**

The Town Hall, including a new build section on Mariners Street, is converted into workspaces. The Council Chamber could form a display gallery and café. The rest is residential.

Figure 21: Small Community Centre + Residential (Town Hall)



## 5 RECOMMENDED APPROACH

Section 7 outlines conclusions that were drawn from analysis of all the considerations in the previous sections and following discussion with key stakeholders. This outlines a strategy for the Town Hall that we consider optimal, which is to establish a **Centre for Activities, Events, Creatives and Artisans**.

### 5.1 OBJECTIVES

The vision is to restore the Town Hall in a manner that:

- Uses the spaces in and around the building in a manner suited to their qualities.
- Provides facilities attractive to and used by many local people, of all ages.
- Attracts a large number of people, locals and visitors alike, to the Old Town, generating footfall that simulates investment in other properties.
- Creates a beacon of quality that changes the image of the Old Town and simulates investment in other properties.
- Establishes a hub and anchor for artisans and creative industries that encourages other artisans and creatives to look for space in the Old Town (to live and work) and helps stimulate a creative industries cluster.
- Generates enough income that it can be operated in a sustainable manner on an ongoing basis.
- Provides an opportunity to seek revenue funding from Arts Council England, without relying on that.
- Restores a strong east-west street pattern.
- Provides green recreational space.

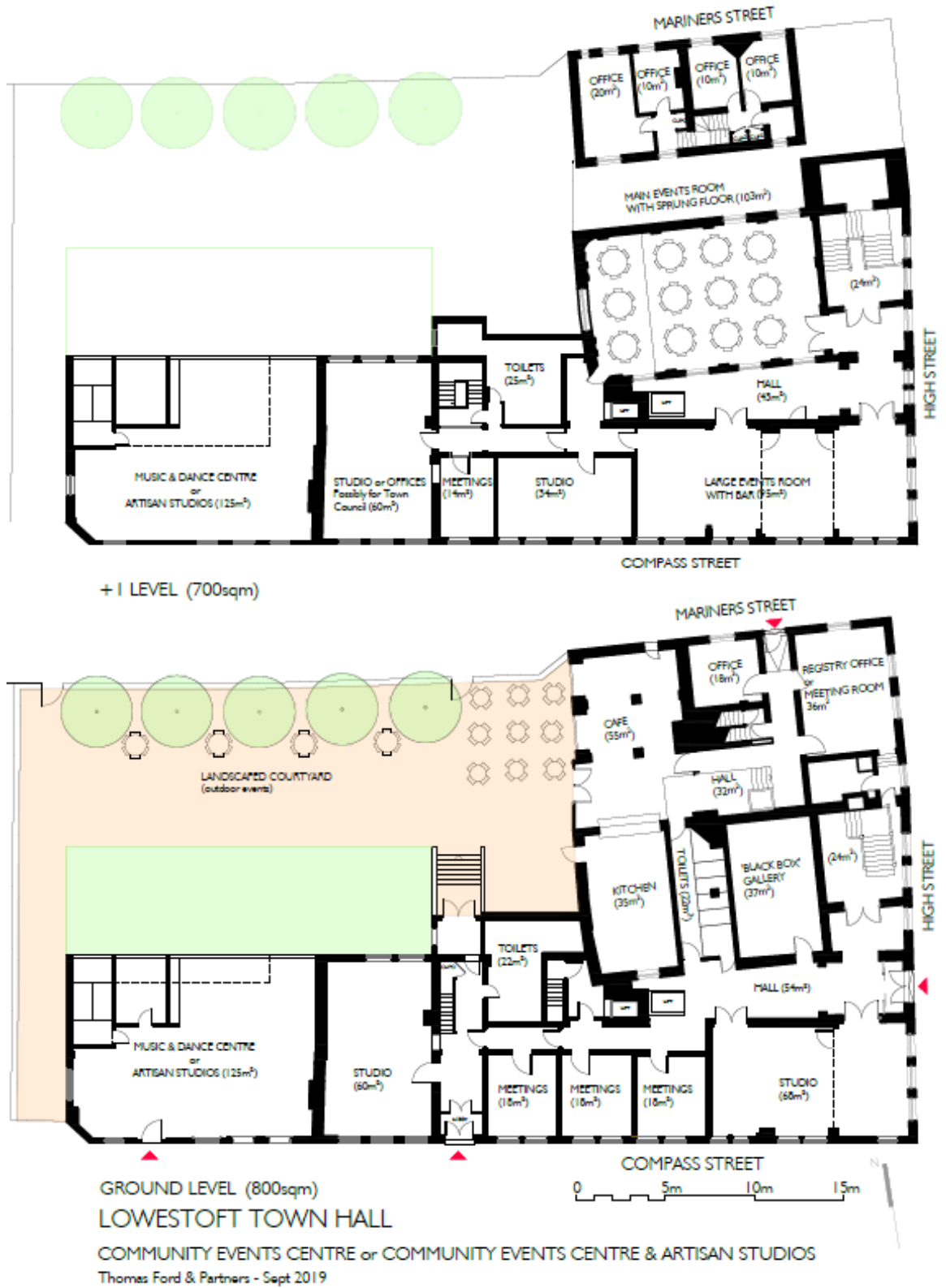
### 5.2 CONCEPT

Figure 22 shows how the building could be adapted and laid out to provide an excellent range of useable spaces and income generating possibilities, combined with a high degree of flexibility. It includes a landscaped courtyard at the rear.

It would ideally have a car park, preferably the land immediately behind but, alternatively, the Mariners Street Car Park. That would preferably be landscaped and incorporate some green space.



Figure 22: Indicative Layout



## 5.3 SUMMARY OF SPACES

### Exhibition Space (c.37 m<sup>2</sup>)

“Black Box” (i.e. no windows). Used for:

- Art displays.
- Film showings (c. 30 capacity).
- Lectures.

### The Council Chamber (c.103 m<sup>2</sup>)

Council Chamber refurbished, with sprung floor for dancing. Used for:

- Wedding ceremonies (preferably, but not essentially, in conjunction with on-site Registry Office). Up to c.100 capacity.
- Wedding receptions. Up to c.84 capacity.
- Conferences.
- Craft markets.
- Parties.
- Church services.
- Afternoon social dances.

### Large Events Room (c.95 m<sup>2</sup>, incl. bar)

Of matching capacity to Council Chamber and including a service bar. Sub-dividable Used for:

- Wedding receptions. Up to c.80 capacity.
- Craft markets.
- Exhibitions.
- Conference lunches.
- Parties. Up to c.100 capacity.
- Bingo, indoor bowls etc.

### Studios and Meeting Rooms

Range of sizes, from c.15 m<sup>2</sup> to 50 m<sup>2</sup>. Variety of set ups suitable for activity of different type. Hired for the following types of uses:

- Arts and crafts courses.
- Activity like jujitsu, karate, pilates, slimming classes, yoga, Zumba etc.
- Computer programming suite.
- Homework and teen after-school club(s).
- Meetings.

### The Courtyard (c. 450 m<sup>2</sup>)

Used for:

- Outdoor café, with sheltered south facing seating.
- Small specialist markets.

- Sculpture exhibitions.
- Summer cinema and theatre.
- Wedding pre-drinks and photos.

### Café

- With attractive internal and external seating.
- Kitchen serves events spaces.

### Music and Dance Centre or Workshops

2 Compass Street rebuilt behind façade, providing a large studio space and small studios. Used for:

- Dance and music lessons and rehearsal.
- Dance and music performances.

It could alternatively be rented to artisans as workshop / studio space.

### Offices

- Ideally for the Town Council, so that their staff can provide management of the centre and there are overall cost efficiencies.
- Ideally for the Registry Office, so that there is a larger number of wedding ceremonies, with much better facilities than the office currently offers.
- Possibly a shared office facility for individuals and organisations involved in creative industries that use the building.

## 5.4 COST

IKS estimate the cost to be c.£3.5 million plus VAT (see Appendix 5.1). This is at current prices, not making allowance for inflation. It includes fixtures and fittings, but not moveable furniture. It equates to c.£2,300 per m<sup>2</sup>. About £500,000 is for rebuilding 2 Compass Street. Creating a landscaped car park on the land behind the Town Hall is estimated to cost about £500,000. It may be prudent to assume a total of about £4 million, including all costs.

## 5.5 PROFIT AND LOSS

### 5.5.1 REVENUE

Main sources of revenue would be room hire charges for both one-off and regular activities and rent paid by a number of permanent occupiers, that would ideally include LTC and the Registry Office.

Figure 25 has an indicative projection of income from events, activities and rent by space available in the building.

Assumptions made are:

- 70 wedding ceremonies per annum at a room hire charge of £300 (incl. VAT), the same as at the Registry Office. Considerably more ceremonies than this might be anticipated if the Registry Office was in the building.
- About 70 wedding breakfasts and parties etc. per annum that either use just the council chamber or large event room, or both rooms in conjunction.
- An average of two activities per day taking place in the smaller studios and meeting rooms, most of which would be regular activities, with a charge ranging from £20 to £40 (including VAT) on average per session.
- Average rent of £35 per square metre per annum for office and studio space. This assumes that the actual rent might be about £50 per m<sup>2</sup>, but that not all the space would be occupied.

The café and catering for events could be managed in house. That would probably be optimal if a high standard can be achieved. It is assumed, however, for these projections that it would be contracted to a specialist following an open tender. They would pay a combination of a fixed rent plus percentage of turnover, the percentage escalating as turnover increases. It is assumed, for the purposes of this exercise, that rent would be 10% of turnover, which is normal.

Figure 26 is an indicative estimate of the turnover and rent payable from catering for events and activities; Figure 23 is an indicative estimate of the turnover and rent payable from the café on a day to day basis; and Figure 24 combines them.

#### Figure 23: Indicative Turnover from Café Day to Day

Days open per annum:	300
Hours per day (exc events):	10
Hours per annum:	3,000
Average customers per hour:	15
Total customers:	45,000
Average spend per customer (inc VAT):	£5.00
Turnover (exc VAT):	£187,500
Rent (10%):	£18,750

#### Figure 24: Indicative Turnover from Food and Beverage

Turnover for day to day trading:	£188k
Turnover for catering to events:	£300k
Total:	£488k
Rent (10%):	£49k

Grant funding from varying sources could probably be sought for activities that could take place in the building e.g. arts, education, business support.

**Figure 25: Indicative Projection of Income from Activities, Events and Rent**

	First Floor					Ground Floor							Other		Total
	Council Chamber	Large Events Room	Studio	Meeting 1	Studio/ Offices	Studio 1	Studio 2	Meeting 1	Meeting 2	Meeting 3	Black Box Gallery	Offices / Meeting Room	Courtyard	Music & Dance Centre / Artisans	
Size (sq metres):	103	95	34	18	60	68	60	18	18	18	37	36		250	
<b>EVENTS</b>															
Conferences, Meetings, training sessions etc.	40		700	700		700	700	700	700	700					4,940
Wedding ceremonies:	70														70
Wedding receptions, parties, dinners etc:	40	50													90
Exhibitions, craft markets etc.	20	20									20		10		70
Live performance (music, talks etc.)	30	30													60
<b>Total events:</b>	<b>200</b>	<b>100</b>	<b>700</b>	<b>700</b>		<b>700</b>	<b>700</b>	<b>700</b>	<b>700</b>	<b>700</b>	<b>20</b>		<b>10</b>	<b>0</b>	<b>5,230</b>
<b>ROOM HIRE CHARGE (inc VAT)</b>															
Meetings, training sessions etc.	£50		£30	£20		£40	£40	£20	£20	£20				£30	
Wedding ceremonies:	£300														
Wedding receptions, parties, dinners etc:	£500	£500													
Exhibitions, craft markets etc.	£250	£250									£500		£200		
Live performance (music, poetry, talks etc.)	£150	£100													
<b>AVERAGE RENT PER SQ M</b>					<b>£35</b>						<b>£35</b>		<b>£35</b>		
<b>ROOM HIRE INCOME (exc VAT)</b>															
Meetings, training sessions etc.	£2k		£18k	£12k		£23k	£23k	£12k	£12k	£12k					£113k
Wedding ceremonies:	£18k														£18k
Wedding receptions, parties, dinners etc:	£17k	£21k													£38k
Exhibitions, craft markets etc.	£4k	£4k									£8k		£2k		£18k
Live performance (music, poetry, talks etc.)	£4k	£3k													£6k
<b>Total:</b>	<b>£44k</b>	<b>£28k</b>	<b>£18k</b>	<b>£12k</b>	<b>-</b>	<b>£23k</b>	<b>£23k</b>	<b>£12k</b>	<b>£12k</b>	<b>£12k</b>	<b>£8k</b>	<b>-</b>	<b>£2k</b>	<b>-</b>	<b>£192k</b>
<b>RENT</b>					<b>£15k</b>									<b>£105k</b>	<b>£135k</b>
<b>Total:</b>	<b>£44k</b>	<b>£28k</b>	<b>£18k</b>	<b>£12k</b>	<b>£15k</b>	<b>£23k</b>	<b>£23k</b>	<b>£12k</b>	<b>£12k</b>	<b>£12k</b>	<b>£8k</b>	<b>£15k</b>	<b>£2k</b>	<b>£105k</b>	<b>£327k</b>



## 5.5.2 COSTS

The most cost-efficient manner of operating the building could be for LTC to be located there so that its staff can assume management responsibilities. Figure 27 has a staff plan assuming, however, that it is operated independently.

**Figure 27: Indicative Staff Plan**

Position	Cost
Manager	£40,000
Assistant Manager	£30,000
Events Officer	£30,000
General Assistant	£25,000
Cleaner 1 (P/T)	£12,500
Cleaner 2 (P/T)	£12,500
<b>Total:</b>	<b>£150,000</b>

Figure 28 is an estimate of operating costs and overheads.

**Figure 28: Operating Costs and Overheads**

Audit:	£3k
Business Rates (assumes mainly exempt):	£4k
Cash & Credit Card Charges (2% turnover):	£8k
Equipment maintenance & renewal:	£20k
Insurance:	£15k
Marketing:	£10k
Miscellaneous (20%):	£12k
Office Costs:	£3k
Property maintenance:	£20k
Utilities:	£30k
<b>Total:</b>	<b>£124k</b>

## 5.5.3 PROFIT / LOSS

Figure 29 shows that these estimates result in a surplus of about £100,000 per annum. The projections have been made on the assumption that the building is not operated on a fully commercial basis. It is probable that turnover and surplus could be considerably increased if it was. There is also the option to operate it in a different style, with greater use of volunteers, as is normally the case with smaller community-orientated centres.

The total turnover, including that of the food and beverage (i.e. not treating it as rent), is estimated to be £815,000.

**Figure 29: Profit and Loss<sup>7</sup>**

REVENUE	
Room Hire:	£192k
Rent:	£135k
Rent from Functions Catering:	£30k
Rent from Café (day to day):	£19k
<b>Total:</b>	<b>£376k</b>
COSTS	
Staff:	(£150k)
Operating Costs and Overheads:	(£124k)
<b>Total:</b>	<b>(£274k)</b>
<b>PROFIT / LOSS (EBIDTA):</b>	<b>£102k</b>

## 5.6 GOVERNANCE

There would be advantage in terms of cost efficiency in the centre being run by LTC, especially if their offices were in the building. The disadvantage could be a “municipal” type of approach that is not necessarily conducive to a high quality and vibrant leisure facility.

Other options are for it to be run by:

- A separate charity or community interest company. This could be advantageous in terms of fund raising. It is a common approach. Shoreditch Town Hall in London is an example of a former town hall now run by a charitable trust as an events and cultural centre.
- A catering company.
- Another company or charity that runs leisure facilities.

<sup>7</sup> Before interest, tax, amortisation and depreciation.



## 6 OPTIONS FOR ESDC SITES

This section considers options for the sites owned by East Sussex District Council, Mariners Street Car Park and the space Behind the Town Hall (BTH).

### 6.1 PARKING

There is lack of parking, other than on-street, in this section of the Old Town. This could be a barrier to effective utilisation of the Town Hall and also for encouraging more footfall in the area. There are various ways in which parking might be provided that allows utilisation of space for other development. This section considers alternatives for how that might be done. The layouts are indicative in each case, based on standard parking bay sizes. Provision for access bays, spaces for larger vehicles, such as transit vans, deliveries etc. will reduce capacity. Any changes to on-street parking would require agreement from Suffolk County Council Highways.

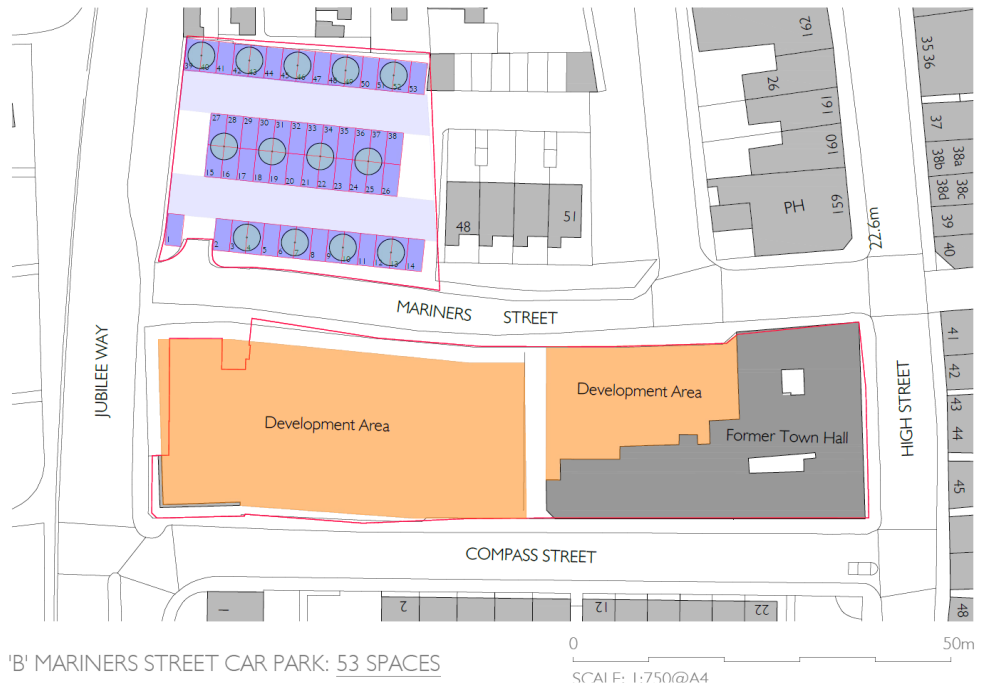
A certain amount of parking can be created on street, as indicated in Figure 30.

**Figure 30: Parking Option A, On Street**



Mariners Street Car Park could continue to be used as such, with the BTH developed, as shown in Figure 31. The car park could be left as it is, or resurfaced and landscaped. IKS estimate the cost to be about £483,000 (see Appendix 5.2).

**Figure 31: Parking Option B – Mariners Street Car Park**



About 13 spaces could be created by inserting vertical parking into the BTH site.

**Figure 32: Parking Option C – Vertical Parking Spaces on Mariners Street**

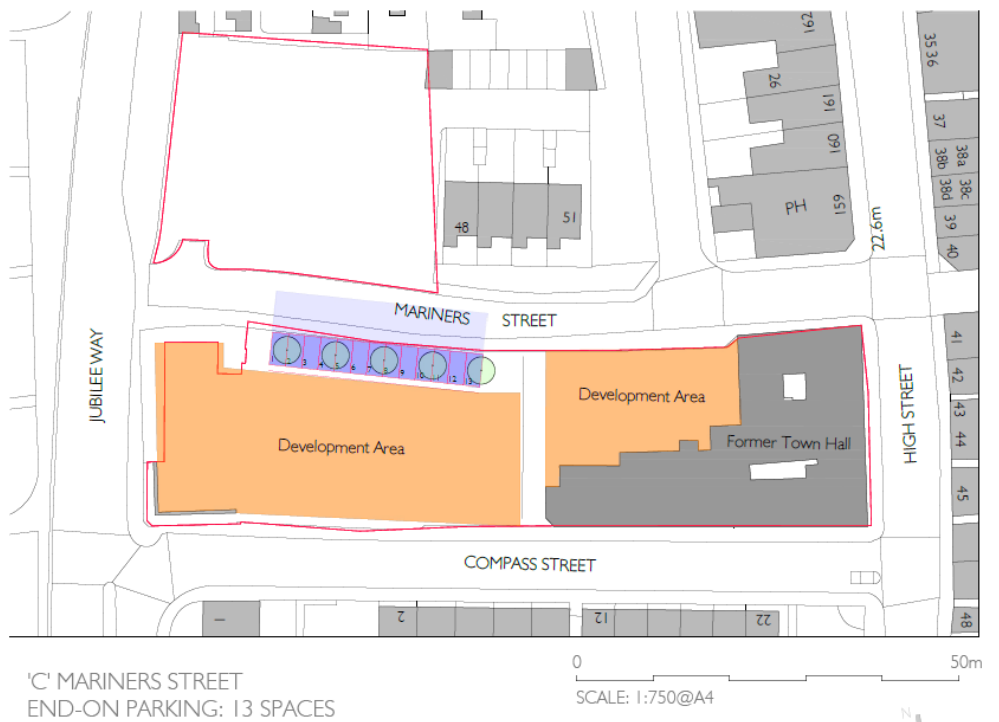


Figure 33 through Figure 36 shows a variety of variations for how parking might be provided in BTH site, leaving varying amounts of space for development.

Figure 33: Parking Option D

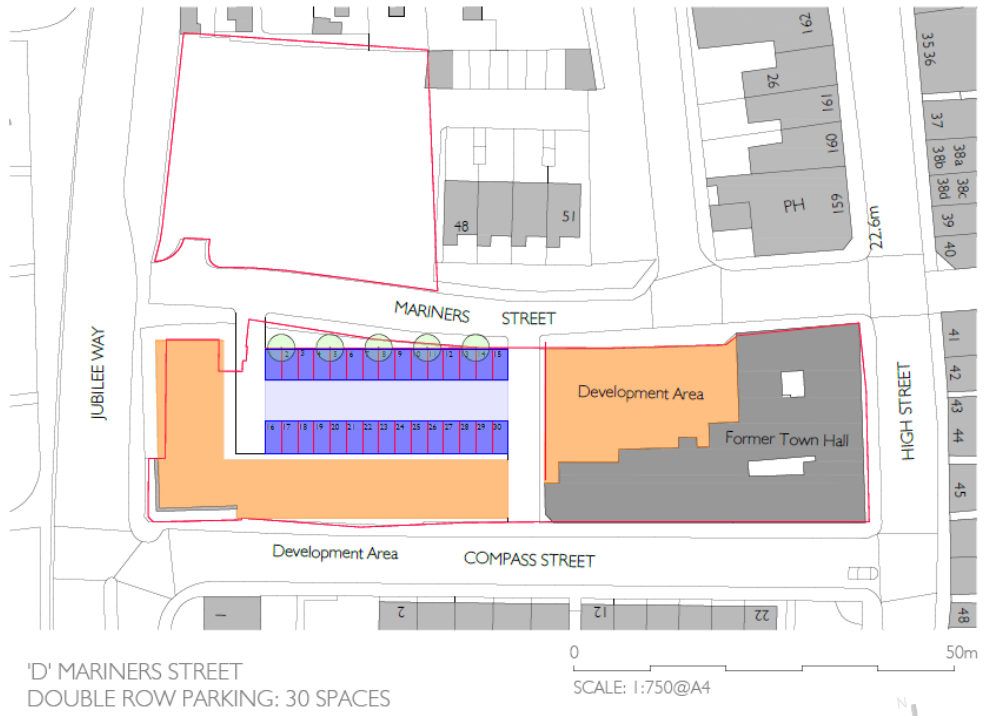


Figure 34: Parking Option E

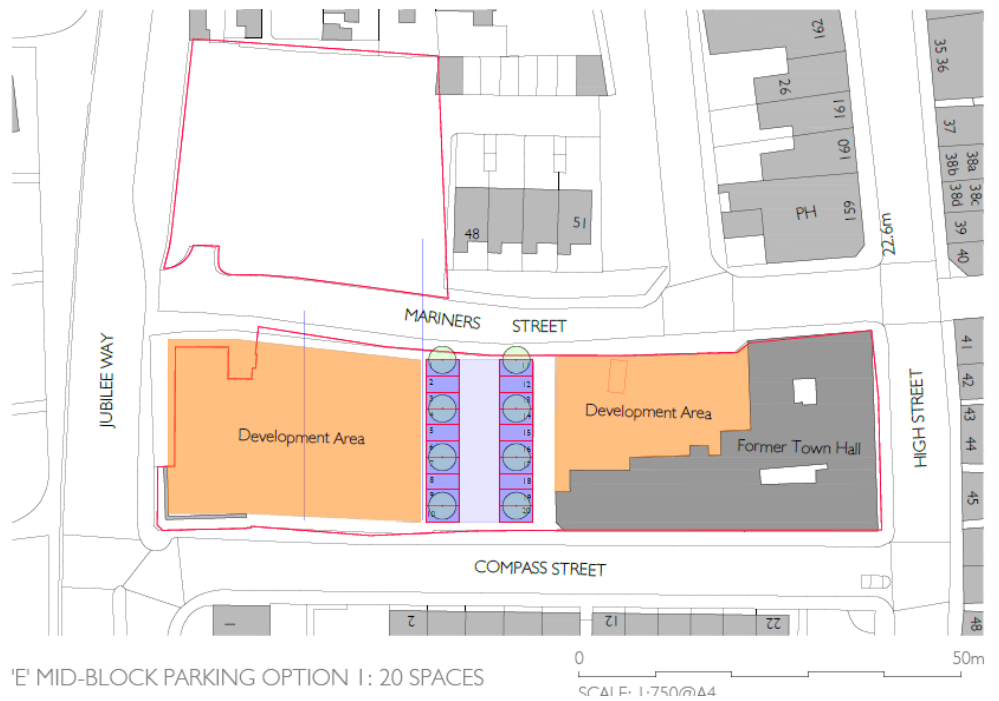


Figure 35: Parking Option F



Figure 36: Parking Option G



## 6.2 RESIDENTIAL

The BTH site and / or Mariners Street Car Park could be developed for housing. Townhouses are likely to be optimal in terms of benefit to the townscape and viability. The optimal size from a commercial perspective is likely to be akin to 3 bed – 105-110 m<sup>2</sup> (1,050-1,100 sq ft) or 4 bed – 125-140 m<sup>2</sup> (1,250-1,400 sq ft). The south-facing aspect is advantageous in terms of energy efficiency. New social housing that has been developed by Norwich City Council to Passivhaus standards at Goldsmith Street, winner of the 2019 Stirling Prize, is also organised as east-west orientated terraces. The sites are a little too narrow, however, for comfortably fitting two rows of terraced housing into each. Figure 37 and Figure 38 show low density terraces on the two sites, with 7 and 15 units respectively.

**Figure 37: Low Density Terrace on Mariners St Car Park**



**Figure 38: Low Density Terrace on BTH Site**



Estimated construction cost is in Appendix 5.2 and incorporated in development appraisals shown in Appendices 4.1 and 4.4.

The appraisals show a loss on the two developments of about £158,000 for Mariners Street Car Park and £575,000 on the BTH site.

The losses are about the same as the amount of profit that a private sector developer would expect. They assume no payment for the land.

The loss on the BTH site is increased by provision of affordable housing, in line with ESDC policy. Extra affordable housing would need to be made, to conform with policy, if the sites were developed in conjunction.

Figure 39 shows a higher density scheme for the BTH site, based on apartments, with 24 units. The development appraisal in Appendix 4.2 suggests that the development loss would increase to about £1.5 million.

**Figure 39: High Density Residential, BTH Site**



**'C' RESIDENTIAL**

MARINERS STREET  
8 No 2B maisonettes @ 60m<sup>2</sup> on 2.5 No storeys

COMPASS STREET  
8 No 2B maisonettes @ 60m<sup>2</sup> on 2.5 No storeys

JUBILEE WAY  
4 No 2B maisonettes @ 60m<sup>2</sup> on 2.5 No storeys

JUBILEE WAY - Biscuit Factory  
4 No 2B maisonettes @ 60m<sup>2</sup> on 2.5 No storeys

Figure 40 illustrates an approach across both sites that provides (mainly) townhouses of similar size as the Goldsmith Street scheme in Norwich. It translates to a density of about 86 units per hectare, which is high<sup>8</sup>.

<sup>8</sup> Average density of residential development in Britain is about 30 units per ha, but density of up to 100 can be achieved in exceptional circumstances.

**Figure 40: High Density Town Houses**



**'D' RESIDENTIAL**

21 No 3B houses @ 120m<sup>2</sup> on 2.5No storeys

JUBILEE WAY - Biscuit Factory  
4No 2B maisonettes @ 60m<sup>2</sup> on 2.5No storeys

Appendix 4.3 and Appendix 4.5 have development appraisals for each, showing a loss of c.£510,000 for Mariners Street Car Park and £1.3 million for BTH site.

The construction cost incorporated in the calculations amounts to about £2,050 per m<sup>2</sup>. The Goldsmith Street Scheme cost £2,200 per m<sup>2</sup><sup>9</sup>. The architects stated that designing it to Passivhaus standards had added about 10% to the cost.

## 6.3 WORKSPACE

More development space is possible if the land is used for workspace. It could be possible to develop up to about 2,000 sq metres of space on the BTH site. That would probably be over-development, however. Figure 41 to Figure 45 show more realistic possible arrangements. Those with the buildings lined against Compass Street could be laid out so that the buildings are lined against Mariners Street.

This could be used for normal light industrial or flexible offices or aimed at artists or artisans. There are some examples of modern workspace aimed at creatives in Appendix 3.

<sup>9</sup> Source: Architects Journal

**Figure 41: Workshops Option A**

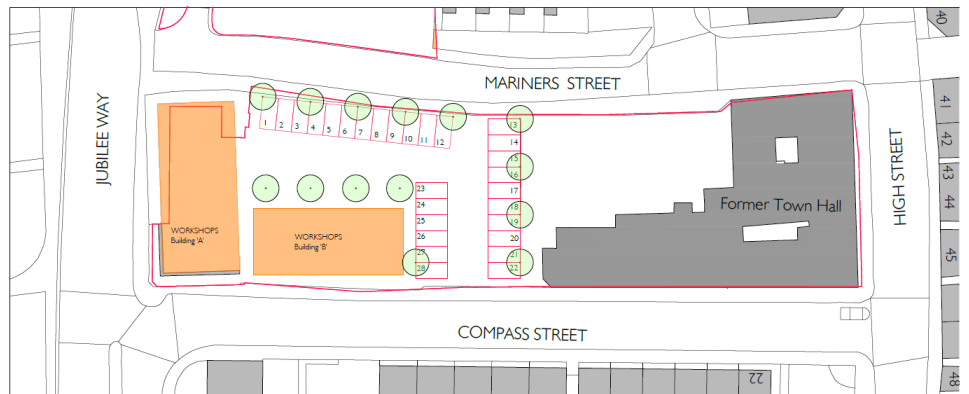


'A' WORKSHOPS AT WEST END OF SITE

0 50m  
SCALE: 1:750@A4

BUILDING 'A'  
2No Storeys @ 530m<sup>2</sup> = 1,060m<sup>2</sup>  
Say, 30No units between 15-100m<sup>2</sup>  
or, 20No units at average 50m<sup>2</sup>

**Figure 42: Workshops Option B**



'B' TWO BUILDINGS & 28No PARKING SPACES

0 50m  
SCALE: 1:750@A4

BUILDING 'A'  
2No Storeys @ 295m<sup>2</sup> = 590m<sup>2</sup>

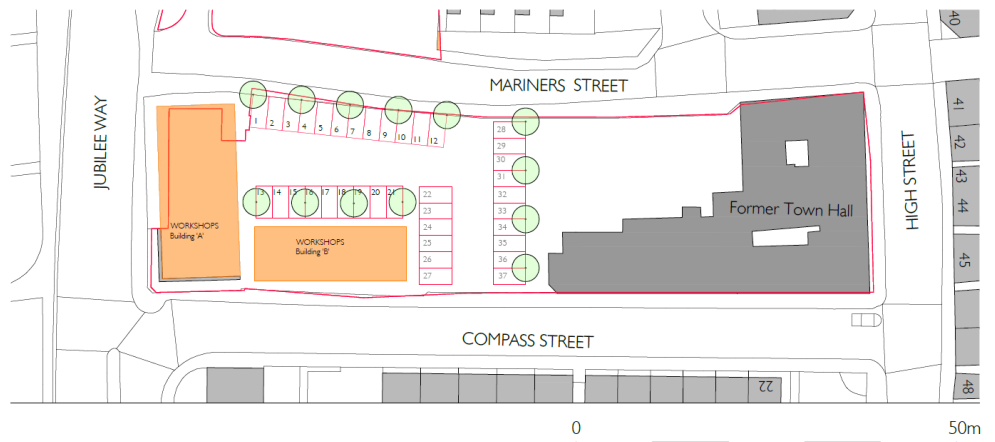
BUILDING 'B'  
2No Storeys @ 225m<sup>2</sup> = 450m<sup>2</sup>

Total Area: 1,040m<sup>2</sup>

Say, 30No units between 15-100m<sup>2</sup>  
or, 20No units at average 50m<sup>2</sup>p



**Figure 43: Workshops Option C**



'C' TWO BUILDINGS & 37No PARKING SPACES

SCALE: 1:750@A4

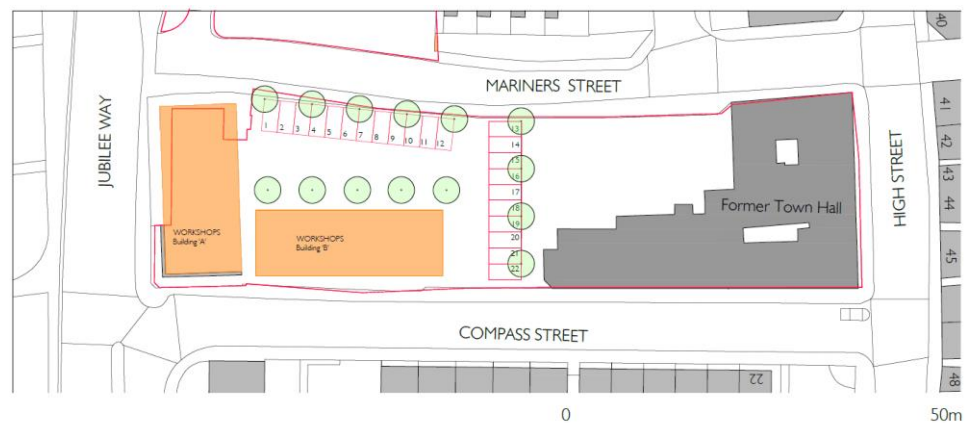
BUILDING 'A'  
2No Storeys @ 295m<sup>2</sup> = 590m<sup>2</sup>

BUILDING 'B'  
2No Storeys @ 180m<sup>2</sup> = 360m<sup>2</sup>

Total Area: 950m<sup>2</sup>

Say, 28No units between 15-100m<sup>2</sup>  
or, 19No units at average 50m<sup>2</sup>p

**Figure 44: Workshops Option D**



'D' TWO BUILDINGS & 22No PARKING SPACES

SCALE: 1:750@A4

BUILDING 'A'  
2No Storeys @ 295m<sup>2</sup> = 590m<sup>2</sup>

BUILDING 'B'  
2No Storeys @ 285m<sup>2</sup> = 570m<sup>2</sup>

Total Area: 1,160m<sup>2</sup>

Say, 34No units between 15-100m<sup>2</sup>  
or, 23No units at average 50m<sup>2</sup>p

Figure 45: Workshops Option E



'E' TWO BUILDINGS & 30No PARKING SPACES

0 50m  
SCALE: 1:750@A4

BUILDING 'A'  
2No Storeys @ 295m<sup>2</sup> = 590m<sup>2</sup>

BUILDING 'B'  
2No Storeys @ 340m<sup>2</sup> = 680m<sup>2</sup>

Total Area = 1,270m<sup>2</sup>

Say, 30No units between 15-100m<sup>2</sup>  
or, 20No units at average 50m<sup>2</sup>p

Option E above has the most merit in our opinion in terms of its impact on the townscape and potential fit with the Town Hall.

IKS estimate the cost of building the total amount (1,200 m<sup>2</sup>, c.13,000 sq ft) to be about £3.7 million (Appendix 5.2). It could be built in stages. The car park is estimated to cost an additional c. £432,000<sup>10</sup>, making a total of c.£4.15 million.

Figure 46 is an indicative development appraisal for this. It suggests that it would make a loss of c.£2.8 million if attempted on a commercial basis, even if the land was obtained at no cost.

<sup>10</sup> IKS have allowed for grubbing out all existing finishes and excavating down 300mm with new sub base and hard standings with new drainage etc. They have assumed that nothing that is there currently could be used as it is unlikely an engineer would adopt what has been done. It assumes, in other words, work done to high standard.



Figure 46: Development Appraisal for Workshops

Historic England						Colliers INTERNATIONAL	
Lowestoft Town Hall		Workshops					
Date:		30/09/2019					
<b>CAPITAL VALUE</b>							
<b>Commercial</b>							
Building A - Workspace	5,398	sq. ft. @	6.75	£ psf	36,437		
				Capitalised @	8.50%	428,673	
				Less Costs @	4.55%	18,673	410,000
Building B - Workspace	6,222	sq. ft. @	6.75	£ psf	41,995		
				Capitalised @	8.50%	494,063	
				Less Costs @	5.12%	24,063	470,000
						<b>TOTAL CAPITAL VALUE</b>	<b>880,000</b>
<b>DEVELOPMENT COSTS</b>							
<b>Site Acquisition Costs</b>							
Site Value						0	
Stamp Duty		@	0.00%			0	
Agent and Legal Fees		@	1.50%			0	
						<b>TOTAL ACQUISITION FEES</b>	<b>0</b>
<b>Construction Costs</b>							
Car Parking Costs						327,050	
New Build Workspace						2,117,090	
						<b>TOTAL CONSTRUCTION COSTS</b>	<b>2,444,140</b>
<b>Professional Fees &amp; Payments</b>							
Contingency Allowance		@	10.00%			244,414	
Professional Fees		@	20.00%			537,711	
						<b>TOTAL PROFESSIONAL FEES &amp; PAYMENTS</b>	<b>782,125</b>
<b>Agency Fees &amp; Contributions</b>							
Commercial Letting Fees		@	15.00%			11,765	
Commercial Sale Fees		@	1.50%			13,200	
Marketing						50,000	
						<b>TOTAL AGENCY FEES AND CONTRIBUTIONS</b>	<b>74,965</b>
<b>Finance Costs</b>							
Finance - Interest		@	6.00%			338,208	
						<b>TOTAL FINANCE COSTS</b>	<b>338,208</b>
						<b>TOTAL DEVELOPMENT COSTS</b>	<b>3,639,437</b>
<b>PROFIT</b>							
Profit at 20.00% (on GDV)	176,000						<b>PROFIT -2,759,437</b>
Profit of Proposed Scheme	-£2,759,437						Profit on Costs (%) -75.82%
Profit Surplus/Deficit	-£2,935,437						Profit on GDV (%) -313.57%
Historic England							30/09/2019

## 6.4 GARDENS

The areas shown as parking in Section 6.1, or sections shown for development, could instead be used as a pocket park or community garden. That could, for example, be combined with workshops in Option D above (perhaps with the workshops moved to Mariners Street so that the gardens are south facing).

## 7 CONCLUSIONS

### 7.1 CONTEXT

- The heritage environment of the Old Town is impressive in size and is pleasant, but it currently lacks vitality.
- The key to successful regeneration on the Old Town is creating a “village” environment that is a pleasant, sociable, place for people to live, work and visit. The best strategy is to think of it as a “village within a town”.
- The Old Town is lacking a bit in physical “depth”. The historic buildings are concentrated in a narrow band, with a strong north-south linear orientation. There is a feeling of being in a narrow corridor. The Town Hall site is an obvious opportunity to try to create a bit more feeling of depth, characteristic of a village. It would be ideal, therefore, if a scheme could help to achieve this, restoring stronger, deeper east-west connections.
- It would also be useful, with the expected downgrading of Jubilee Way, if a stronger frontage facing it could be restored.
- While, theoretically, the Old Town “village” could become an almost entirely residential community, with commercial buildings converted to housing, that would be unfortunate because it would be a major change in the character of the area. It would be preferable if the shop units continue to be occupied by businesses. Those businesses need not necessarily be serving the general public. Retail units occupied as offices and studios would maintain the character of the historic buildings and the active frontages.
- It is highly unlikely that national multiples, either involved in retail or food and beverage, would choose to operate in the Old Town in the medium to long term.
- This means that most, if not all, businesses are likely to need to be independent. That is advantageous if it can be achieved because people like heritage environments with a concentration of unique businesses. It is not easy to sustain independent businesses, however, especially in circumstances like this where the local economy is not strong and there is not good footfall.
- There is an existing cluster of independent businesses in the Old Town area, including some creative industries / artisans. It would be advantageous if investment in the Town Hall could be used to stimulate that.
- The planning history suggests that both residential and commercial uses have been deemed appropriate in this part of Lowestoft in recent time and are likely to be acceptable.

## 7.2 CONSERVATION PRINCIPLES

The key heritage principles for conservation and re-use of the Town Hall should be:

- To preserve the visual presence and architectural qualities of the Town Hall including the main elevations and tower, ensuring that re-use of the building will cause no detriment to surrounding listed buildings and historic townscape.
- To conserve the Council Chamber, ideally as a public space, as this is central to the building's importance to the community as well as its heritage significance. A public 'processional' route to the Council Chamber from the main High Street entrance should be maintained to the same end. All of its windows should remain unimpeded, because of the stained glass and because daylight is central to its architectural quality.
- To re-establish a sense of enclosure and urban grain along Compass and Mariners Streets and reinforce these east-west routes to help tie the residential areas west of Jubilee Way back into the old town. There is considerable flexibility as to the use and built form of any new development along the streets and behind them, as long as the streets are enclosed by buildings of appropriate scale and design, and the Town Hall retains its visibility and pre-eminence.

## 7.3 USE OF TOWN HALL

- The Town Hall is a landmark and the most prominent building in the conservation area. It is important to the regeneration of the area that it has an "active use" that helps to generate vitality, both in terms of appearance and stimulating footfall.
- The Council Chamber has attractive proportions and the two stained glass windows provide character. It could potentially be suitable for activity such as: wedding ceremonies, small wedding receptions and banquets, conferences, small music performances, a large office space, community activities such as bridge etc., café, gallery. It is a disadvantage for use such as café or gallery that depends on footfall that the Council Chamber is at first floor level.
- Moving the staircase could make a big difference in creating space, in its place, of high quality that is complementary in size to the Council Chamber. This could allow, for example, weddings that have ceremony in one space and reception in another, and conferences that use the hall for plenary sessions and the adjacent space for lunch.
- The Town Hall would also be suitable for providing studio space for mixed physical and sedentary community activities like dance and music lessons, pilates etc. and as a base for societies that provide those kind of activities. It could provide a good range of suitable spaces, most with high ceilings and good light. The space under the Council Chamber could suit "black box" type of uses such as a sound-proofed music rehearsal room or exhibition gallery.

- Relocating the Suffolk Registry Office into the building could be an excellent fit with a community-orientated use because of the attractiveness of the Council Chamber Room for civil wedding ceremonies. It would attract good footfall to the Old Town. The current form and location of the Registry Office does not seem optimal and there would appear to be advantage in it moving.
- Moving the Town Council offices into the building is likely to be a particularly good fit with a community centre type of use, especially in terms of running the building in a cost-efficient manner.
- The building is well-suited to adaptation for workspaces of some type because the rooms are quite large, have good natural light and high ceilings, spaces are accessed from corridors, and there are multiple entrances. It has the type of character that is often popular for managed workspace centres.
- While converting the whole Town Hall to apartments is a theoretical option, it is not likely to be the optimum use because it is not an “active use” that stimulates footfall and because the spaces, especially the Council Chamber, are not ideally suited to it. It could not be done commercially given current market conditions, and it could be more difficult to obtain grant funding to cover deficit. It would probably be better to utilise any such funding that could be obtained for restoring other buildings in the Old Town for residential use (on upper floors).
- It would be possible to split the “High Street” section from the “Compass Street” section. It is more important to maintain active use in the High Street section. Residential could be more acceptable in the Compass Street section. A combination of community centre in the High Street section and residential in the Compass Street section might be a reasonable option, therefore.
- There is obvious potential to build an extension on the north and west side of the Town Hall site to create a courtyard. Replacing the 1935 extension would be useful in optimising this extension, although it would require permission to replace part of a listed structure. It appears that such an extension could be three storeys high without compromising the primacy of the Town Hall.
- An extension would ideally use the façade of 2 Compass Street, but it could be more cost-effective to replace it.
- The extension would allow creation of an attractive boutique hotel. It is questionable, however, if the location is right for such a hotel. The site is not well suited to a budget style of hotel because they do not normally have extensive public facilities, although there is small possibility that the High Street section of the Town Hall could be used as a large dining pub with the Compass Street section and the extension used for rooms. It would be a good option if market conditions were better.
- An extension could also be used for residential.

- An extension could also be used to create workshops. That could be a good complement to workspace created in the heritage asset. It could produce an attractive artisan centre. That, in turn, could be part of a strategy to stimulate development of the Old Town to an “artisan hub”.
- It is unlikely there would be need for additional space in an extension, over and above that in a restored town hall, for a community centre.
- That space that could be used for such an extension could alternatively be used as a large outdoor courtyard. That could be a good complement to use of the heritage asset for events (especially) or workspace. It would create a pleasant sun trap for external seating for a café.
- Viability analysis suggests that building an extension for either residential or workspace would not be viable in its own right. It would require subsidy, in other words. The subsidy for workspace would be especially large.
- Modelling how spaces in the Town Hall could be adapted to fit with a large walled courtyard at the back, produces a solution that is very attractive in our judgement for events of different type, one-off and regular, and for studio-based creative or artisanal activity.
- Such activity should be able to generate a good revenue stream, operating at a solid surplus.
- It would also be a type of use that should have strong appeal to the NLHF and other funding organisations, including Arts Council England. The concept would also almost certainly be popular with local people.

## RECOMMENDATION

- The optimum approach for the Town Hall appears, therefore, to be a combination of centre for activities and events and for studio based arts and artisanal-activity, incorporating a walled courtyard to the rear. The balance between the two uses would not make much difference to the architecture and could be examined in more detail at a later stage.

## 7.4 REAR OF TOWN HALL / CAR PARK

- It would be advantageous, from a town planning perspective, to restore an alley separating the back of the Town Hall from the site at the rear.
- It would also be advantageous for new building to create terraces along Compass Street and Mariners Street. It seems possible to achieve about 25 units, mainly townhouses of average 120 m<sup>2</sup> (c.1,300 sq ft) across both sites, forming terraces on each street. That is equivalent to 86 units per hectare, which is high.

- The sites are conducive to innovative architecture, including high standards of energy efficiency. Roof terraces of houses in this location are likely to have a good south facing view because of the land is at high level.
- It is not likely to be possible to develop them without subsidy, however. Our opinion is that residential units in a townhouse development could sell for c. £215 per sq ft. (c.£2,300 psm). It would represent a loss of about £2 million across both sites. This could be reduced by removing requirement for affordable housing and / or ESDC acting as developer, obtaining development finance at low cost.
- There seems little prospect of a developer paying a significant amount for the land currently. An innovative approach might be to divide it and sell it to people who would like to construct their own houses, providing parameters which they must comply with. There are attractive modern terraces in Holland built that way.
- Work-space would theoretically be an attractive option, especially in conjunction with the proposed use of the Town Hall. Rent of c.£6.75 psf (£73 psm) should be achievable. This would require a large subsidy to the capital cost, however. A better strategy could be to use any funding that can be obtained for that type of initiative to convert other historic buildings in the Old Town for that purpose.

#### RECOMMENDATION

- Given the added value that a car park would have for the proposed use of the Town Hall and to the Old Town generally, the optimal approach seems to be for the BTH site to be used for landscaped car parking, with potential for new build workspace in the future, and for Compass Street Car Park to be used for townhouses.





# APPENDICES

# 1 MARKET ANALYSIS

## 1.1 SOCIO-DEMOGRAPHIC PROFILE OF LOWESTOFT

About 67,000 people live in Lowestoft<sup>11</sup>. It has high bias to the elderly compared to the country as a whole. About a fifth of the population is over the age of 65. It has lower proportions of young adults.

**Figure 47: Age profile**

	Area	%	Index vs UK
0-4	3,969	5.9	94
5-9	3,612	5.4	96
10-14	3,845	5.7	98
15	845	1.3	102
16-17	1,729	2.6	103
18-19	1,566	2.3	88
20-24	3,773	5.6	82
25-29	3,668	5.4	<b>79</b>
30-34	3,445	5.1	<b>78</b>
35-39	3,887	5.8	86
40-44	4,716	7.0	95
45-49	4,639	6.9	93
50-54	4,248	6.3	97
55-59	3,946	5.9	102
60-64	5,064	7.5	<b>124</b>
65-69	4,365	6.5	<b>135</b>
70-74	3,589	5.3	<b>136</b>
75-79	2,805	4.2	<b>130</b>
80-84	2,234	3.3	<b>139</b>
90+	1,359	2.0	<b>138</b>
Total	67,304	100	100

The age profile reflects in lower propensity than nationally for families to include children. About 10,000 households, about a third, have one or more children.

**Figure 48: Family types**

	Number	%	Index vs UK
Family with no dependent children	12,428	55.7	108
Family with one dependent child	3,618	16.2	90
Family with two or more dependent children	4,226	19.0	91
Lone Parent Family	2,025	9.1	94
Total	22,297	100	100

<sup>11</sup> All data in this section from Experian, generated from the Census.

The age profile also reflects in a lower than average proportion of singles, slightly higher than average proportion of people who are married, and significantly higher proportion that are divorced or widowed.

**Figure 49: Status of residents aged 16+**

	Number	%	Index vs UK
Single	16,347	29.3	84
Married	26,988	48.4	104
Separated	1,302	2.3	86
Divorced	6,317	11.3	<b>128</b>
Widowed	4,757	8.5	<b>121</b>
Total	55,799	100	100

Most people live in detached, semi-detached or terraced houses.

**Figure 50: Household type**

	Number	%	Index vs UK
Detached	9,372	29.5	<b>129</b>
Semi-Detached	7,938	25.0	84
Terraced (incl. end of terrace)	10,053	31.7	<b>131</b>
Flat, maisonette or apartment	4,158	13.1	<b>58</b>
In caravan / temporary structure	216	0.7	<b>169</b>
Total	31,737	100	100

Most own their property rather than rent.

**Figure 51: Housing tenure**

	Number	%	Index vs UK
Owned	20,470	68.2	106
Social rented	4,329	14.4	<b>79</b>
Private rented	4,887	16.3	100
Total	29,999	100	100

The town has a much lower proportion of people in the AB (especially) and C1 socio economic groups than the national average, with correspondingly higher proportions in C2 and DE groups.

**Figure 52: Socio-economic categorisation of households**

	Number	%	Index vs UK
AB: Higher and intermediate managerial /admin / professional	2,480	12.4	<b>56</b>
C1: Supervisory, clerical, jr managerial /admin / professional	5,431	27.2	88
C2: Skilled manual workers	5,324	26.7	<b>128</b>
DE. Semi-skilled and Unskilled Manual Workers, On State Benefit, Unemployed, Lowest Grade Workers	6,707	33.6	<b>129</b>
Total	19,942	100	100

Figure 54 shows that about 65% of the adult population is economically active, although a disproportionate number are in part-time employment compared to the national average. Figure 53 shows the type of employment that people have.

**Figure 53: Status of adults 16-74 in employment**

	Number	%	Index vs UK
Managers & senior officials	2,549	8.9	85
Professional occupations	2,918	10.2	59
Associate professional & technical operations	2,955	10.4	82
Administrative & secretarial	2,931	10.3	89
Skilled trades	4,232	14.8	128
Personal service	3,612	12.7	134
Sales & customer service	2,864	10.0	117
Process, plant and machine operatives	2,798	9.8	134
Elementary occupations	3,684	12.9	116
<b>Total</b>	<b>28,543</b>	<b>100</b>	<b>100</b>

**Figure 54: Occupation status of adults 16-74**

	Number	%	Index vs UK
Economically active	31,572	64.9	93
Employee full-time	16,003	32.9	86
Employee part-time	8,080	16.6	121
Self employed	3,627	7.5	79
Self-employed with employees: Full-time	669	1.4	74
Self-employed with employees: Part-time	151	0.3	84
Self-employed w/o employees: Full-time	1,864	3.8	79
Self-employed w/o employees: Part-time	943	1.9	80
Unemployed economically active	2,642	5.4	123
Fulltime student economically active	1,220	2.5	72
Economically inactive	17,062	35.1	115
Retired	9,578	19.7	142
Full-time student economically inactive	1,552	3.2	55
Carer (looking after home or family)	2,428	5.0	117
Long term sick or disabled	2,594	5.3	123
Other economically inactive	910	1.9	86
<b>Total</b>	<b>48,635</b>	<b>100</b>	<b>100</b>

Wholesale and Retail Trade, Health, Construction, Manufacturing, Education and Accommodation / Food Services are the major sources of employment, accounting for about 68% of jobs between them.

**Figure 55: Employment sector**

	Number	%	Index vs UK
A. Agriculture, forestry and fishing	159	0.6	56
B. Mining and quarrying	366	1.3	464
C. Manufacturing	2,980	10.4	118
D. Electricity, gas, steam and air conditioning supply	297	1.0	178
E. Water supply; sewerage, waste management and remediat	349	1.2	172
F. Construction	2,656	9.3	120
G. Wholesale and retail trade; repair of motor vehicles and mot	5,232	18.3	115
H. Transport and storage	1,211	4.2	86
I. Accommodation and food service activities	2,165	7.6	134
J. Information and communication	325	1.1	30
K. Financial and insurance activities	593	2.1	48
L. Real estate activities	310	1.1	77
M. Professional, scientific and technical activities	1,417	5.0	77
N. Administrative and support service activities	1,387	4.9	101
O. Public administration and defence; compulsory social securi	1,519	5.3	87
P. Education	2,411	8.4	86
Q. Human health and social work activities	3,821	13.4	105
R,S,T,U Other	1,346	4.7	95
Total	28,543	100	100

## 1.2 EMPLOYERS IN WAVENEY / LOWESTOFT

A report by Nathaniel Lichfield and Partners<sup>12</sup> has an overview of the economy in Waveney<sup>13</sup> District and Lowestoft specifically.

It points out that total employment was lower in 2013 than in 1993. The number of jobs in Waveney decreased by 7% over that period compared to a 12% increase in Suffolk and 14% increase in the UK.

The study highlights the importance of manufacturing to the local economy. Manufacturing companies with large numbers of employees include M&H Plastics in Beccles, Spectra Masterbatch in Halesworth, Birds Eye in Lowestoft, Bernard Mathews near Halesworth and the major printing firms Clays at Bungay and Clowes at Beccles.

The ports of Lowestoft and Great Yarmouth have been leading centres for offshore gas exploration and extraction in the southern North Sea for 50 years. That is likely to continue for at least a further 30 years of gas operations and decommissioning. Numerous multinational companies in the oil and gas sector have operations in Lowestoft and Great Yarmouth. There is a significant supply chain.

The ports have become centres for the growing offshore wind sector. Companies in Lowestoft include East Anglia Offshore Wind and SSE Renewables, RWE, Sembmarine SLP (foundations and substations) and Windcat Workboats (O&M).

<sup>12</sup> Ipswich and Waveney Economic Areas, Employment Land Needs Assessment, March 2016.

<sup>13</sup> East Suffolk as of 1 April 2019

OrbisEnergy, a purpose built innovation and incubation centre, opened in late 2008. The 35,000 sq. ft building is largely occupied.

Cefas, the Government Marine Advisory agency, has its headquarters in Pakefield, South Lowestoft. It is a world leader in marine science and technology. 420 people are employed on site, 80% in the science directorate.

### 1.3 MOSAIC PROFILE OF LOWESTOFT

Mosaic is a socio-demographic segmentation system produced by the data company Experian based on updated information derived from the census and additional data. It divides the population into 12 groups (signified by letters A to L), which are further subdivided into 66 types (signified by numbers). The nearer the groups are to the A and types are to 1, the more affluent they are likely to be.

Figure 56 shows an area covering about 15 minutes' drive from East Point Pavilion, with the Mosaic group that has greatest representation in different sections. About 85,000 people live in that area.

**Figure 56: 15 minute drive time from central Lowestoft**

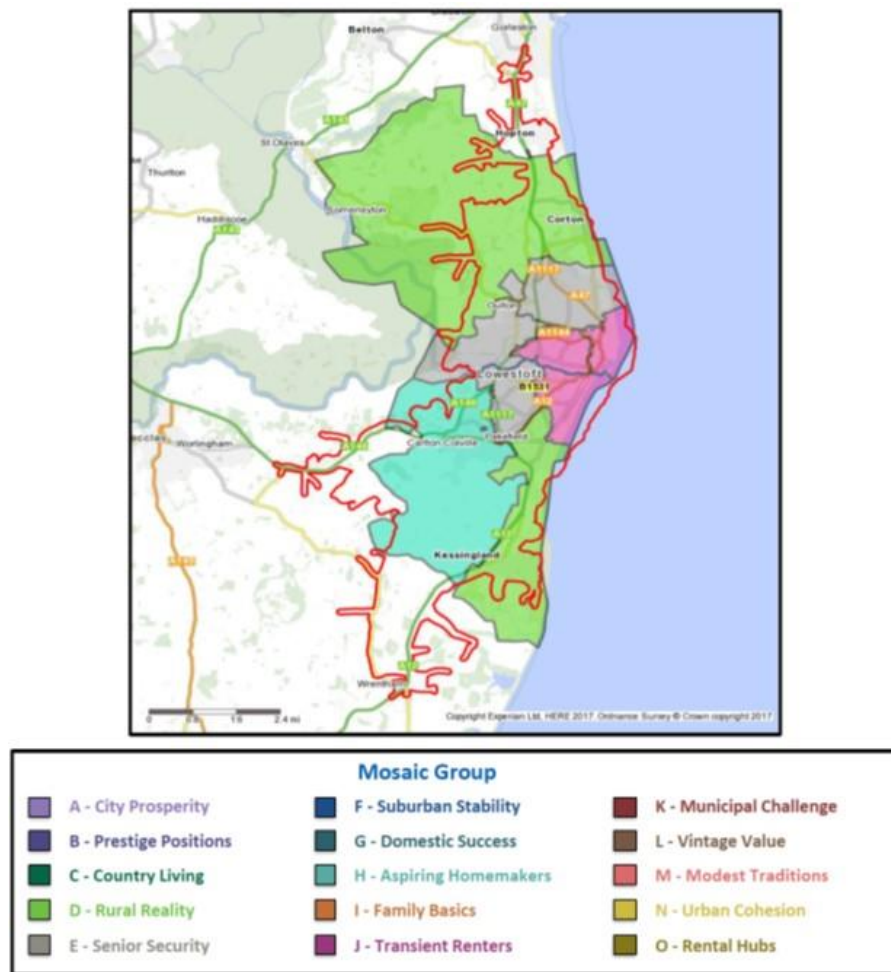


Figure 57 shows 28 Mosaic types represented by more than 1,000 people in an area 15 minutes' drive from the pavilion. They account for 88% of the population. It indicates lack of spending power in the town currently.

**Figure 57: Mosaic types within 15 minute drive time with more than 1,000 people**

	Mosaic Type	No	%	Index vs UK	Summary
E19	<a href="#">Bungalow Haven</a>	12,238	14.4	565	Peace-seeking seniors appreciating the calm of bungalow estates designed for the elderly
J43	<a href="#">Renting a Room</a>	6,100	7.2	327	Transient renters of low cost accommodation often within subdivided older properties
I38	<a href="#">Childcare Squeeze</a>	5,469	6.5	446	Younger families with children who own a budget home and are striving to cover all expenses
D16	<a href="#">Outlying Seniors</a>	2,965	3.5	183	Pensioners living in inexpensive housing in out of the way locations
I39	<a href="#">Families with Needs</a>	2,958	3.5	114	Families with many children living in areas of high deprivation and who need support
D14	<a href="#">Satellite Settlers</a>	2,894	3.4	144	Mature households living in expanding developments around larger villages with good transport links
F24	<a href="#">Fledgling Free</a>	2,883	3.4	268	Pre-retirement couples with respectable incomes enjoying greater space and spare cash since children left home
M56	<a href="#">Self Supporters</a>	2,879	3.4	219	Hard-working mature singles who own budget terraces manageable within their modest wage
D15	<a href="#">Local Focus</a>	2,729	3.2	156	Rural families in affordable village homes who are reliant on the local economy for jobs
L53	<a href="#">Seasoned Survivors</a>	2,718	3.2	313	Deep-rooted single elderly owners of low value properties whose modest home equity provides some security
J42	<a href="#">Midlife Stoppap</a>	2,713	3.2	154	Maturing singles in employment who are renting short-term affordable homes
H31	<a href="#">Affordable Fringe</a>	2,542	3.0	155	Settled families with children owning modest, 3-bed semis in areas where there's more house for less money
G28	<a href="#">Modern Parents</a>	2,335	2.8	129	Busy couples in modern detached homes juggling the demands of school-age children and careers
E21	<a href="#">Solo Retirees</a>	2,156	2.5	152	Senior singles whose reduced incomes are satisfactory in their affordable but pleasant owned homes
H32	<a href="#">First-Rung Futures</a>	2,107	2.5	136	Pre-family newcomers who have bought value homes with space to grow in affordable but pleasant areas
G29	<a href="#">Mid-Career Convention</a>	2,033	2.4	114	Professional families with children in traditional mid-range suburbs where neighbours are often older
L50	<a href="#">Pocket Pensions</a>	2,029	2.4	184	Penny-wise elderly singles renting in developments of compact social homes
K48	<a href="#">Low Income Workers</a>	1,799	2.1	102	Older social renters settled in low value homes in communities where employment is harder to find
F22	<a href="#">Boomerang Boarders</a>	1,764	2.1	119	Long-term couples with mid-range incomes whose adult children have returned to the shelter of the family home
F25	<a href="#">Dependable Me</a>	1,603	1.9	108	Single mature owners settled in traditional suburban semis working in intermediate occupations
M55	<a href="#">Offspring Overspill</a>	1,552	1.8	103	Lower income owners whose adult children are striving to gain independence meaning space is limited
F23	<a href="#">Family Ties</a>	1,475	1.7	157	Active families with teens and adult children whose prolonged support is eating up household resources
B09	<a href="#">Empty-Nest Adventure</a>	1,445	1.7	100	Mature couples in comfortable detached houses who have the means to enjoy their empty-nest status
J40	<a href="#">Make Do &amp; Move On</a>	1,196	1.4	111	Yet to settle younger singles and couples making interim homes in low cost properties
C13	<a href="#">Village Retirement</a>	1,153	1.4	67	Retirees enjoying pleasant village locations with amenities to service their social and practical needs
H30	<a href="#">Primary Ambitions</a>	1,048	1.2	53	Forward-thinking younger families who sought affordable homes in good suburbs which they may be out-growing
I37	<a href="#">Budget Generations</a>	1,007	1.2	125	Families supporting both adult and younger children where expenditure can exceed income
L52	<a href="#">Estate Veterans</a>	1,004	1.2	75	Long-standing elderly renters of social homes who have seen neighbours change to a mix of owners / renters

## 1.4 MOSAIC PROFILE OF 15-30 MINUTE DRIVE TIME AREA

A significant number of people within a 30-minute boundary might be induced to visit Lowestoft at least occasionally. That area, as Figure 58 shows, includes Great Yarmouth to the north, which has similar socio-economic challenges to Lowestoft, and Southwold to the south, which is more affluent. About 115,000 people live in that area, making a total of about 203,000 people living within 30 minutes. That is a modest catchment compared to most places.

**Figure 58: 15-30 Drive Time of Central Lowestoft**

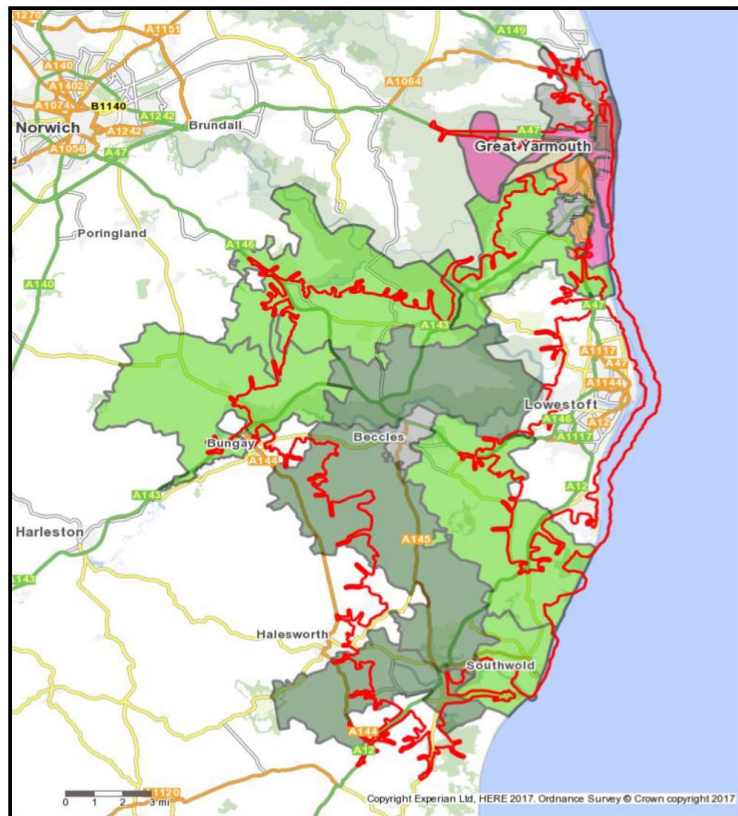


Figure 59 shows 31 Mosaic types represented by more than 1,000 people in an area 15-30 minutes' drive from the pavilion. They account for 92% of the population. The picture is similar to that of the town itself.



**Figure 59: Mosaic types in 15-30 minute drive time with more than 1,000 people**

	Mosaic Type	No	%	Index vs UK	Summary
E19	<a href="#">Bungalow Haven</a>	11,004	9.5	373	Peace-seeking seniors appreciating the calm of bungalow estates designed for the elderly
J43	<a href="#">Renting a Room</a>	10,116	8.8	399	Transient renters of low cost accommodation often within subdivided older properties
D16	<a href="#">Outlying Seniors</a>	6,166	5.3	280	Pensioners living in inexpensive housing in out of the way locations
D14	<a href="#">Satellite Settlers</a>	5,790	5.0	211	Mature households living in expanding developments around larger villages with good transport links
I39	<a href="#">Families with Needs</a>	5,537	4.8	157	Families with many children living in areas of high deprivation and who need support
D15	<a href="#">Local Focus</a>	4,411	3.8	185	Rural families in affordable village homes who are reliant on the local economy for jobs
L53	<a href="#">Seasoned Survivors</a>	4,402	3.8	373	Deep-rooted single elderly owners of low value properties whose modest home equity provides some security
I38	<a href="#">Childcare Squeeze</a>	4,372	3.8	262	Younger families with children who own a budget home and are striving to cover all expenses
C13	<a href="#">Village Retirement</a>	4,034	3.5	172	Retirees enjoying pleasant village locations with amenities to service their social and practical needs
J42	<a href="#">Midlife Stopgap</a>	3,375	2.9	140	Maturing singles in employment who are renting short-term affordable homes
K47	<a href="#">Streetwise Singles</a>	3,368	2.9	201	Hard-pressed singles in low cost social flats searching for opportunities
M56	<a href="#">Self Supporters</a>	3,170	2.7	177	Hard-working mature singles who own budget terraces manageable within their modest wage
F24	<a href="#">Fledgling Free</a>	3,114	2.7	213	Pre-retirement couples with respectable incomes enjoying greater space and spare cash since children left home
L52	<a href="#">Estate Veterans</a>	3,086	2.7	169	Long-standing elderly renters of social homes who have seen neighbours change to a mix of owners / renters
C12	<a href="#">Scattered Homesteads</a>	3,068	2.7	181	Older households appreciating rural calm in standalone houses within agricultural landscapes
L50	<a href="#">Pocket Pensions</a>	2,984	2.6	199	Penny-wise elderly singles renting in developments of compact social homes
C11	<a href="#">Rural Vogue</a>	2,825	2.4	186	Country-loving families pursuing a rural idyll in comfortable village homes while commuting some distance to work
H32	<a href="#">First-Rung Futures</a>	2,781	2.4	132	Pre-family newcomers who have bought value homes with space to grow in affordable but pleasant areas
K48	<a href="#">Low Income Workers</a>	2,706	2.3	113	Older social renters settled in low value homes in communities where employment is harder to find
M55	<a href="#">Offspring Overspill</a>	2,646	2.3	129	Lower income owners whose adult children are still striving to gain independence meaning space is limited
H31	<a href="#">Affordable Fringe</a>	2,511	2.2	113	Settled families with children owning modest, 3-bed semis in areas where there's more house for less money
I37	<a href="#">Budget Generations</a>	2,186	1.9	199	Families supporting both adult and younger children where expenditure can exceed income
E21	<a href="#">Solo Retirees</a>	2,031	1.8	105	Senior singles whose reduced incomes are satisfactory in their affordable but pleasant owned homes
M54	<a href="#">Down-to-Earth Owners</a>	1,608	1.4	97	Ageing couples who have owned their inexpensive home for many years while working in routine jobs
G29	<a href="#">Mid-Career Convention</a>	1,599	1.4	66	Professional families with children in traditional mid-range suburbs where neighbours are often older
F22	<a href="#">Boomerang Boarders</a>	1,591	1.4	79	Long-term couples with mid-range incomes whose adult children have returned to the shelter of the family home
E20	<a href="#">Classic Grandparents</a>	1,493	1.3	81	Lifelong couples in standard suburban homes enjoying retirement through grandchildren and gardening
C10	<a href="#">Wealthy Landowners</a>	1,454	1.3	71	Prosperous owners of country houses including the rural upper class, successful farmers and second home owners
F25	<a href="#">Dependable Me</a>	1,257	1.1	62	Single mature owners settled in traditional suburban semis working in intermediate occupations
B09	<a href="#">Empty-Nest Adventure</a>	1,129	1.0	58	Mature couples in comfortable detached houses who have the means to enjoy their empty-nest status
F23	<a href="#">Family Ties</a>	1,076	0.9	84	Active families with teens and adult children whose prolonged support is eating up household resources

## 1.5 STAYING VISITORS

People who are visiting an area, including those visiting friends and relatives, are typically a substantial market for leisure activities.

Data about the number of staying tourists is normally derived from the Great Britain Tourism Survey (for domestic trips) and International Passenger Survey (IPS) for overseas tourism. While they provide data at local authority level, the sample size is too small to be reliable for a small area like Waveney / East Suffolk.

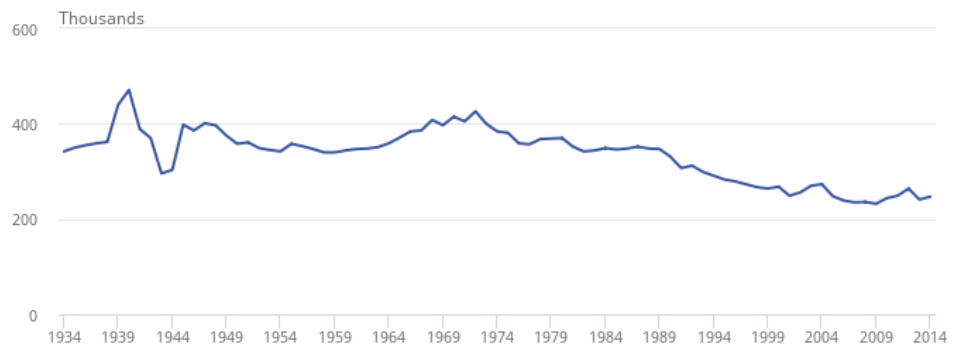
GBTS suggests that there were an average of 247,000 staying visits per annum to the district by UK residents over 2014-6 for purpose of holiday, spending 1.1 million nights (4.5 nights per visitor).

It suggests that there were 350,000 trips altogether, including those visiting friends and relatives and travelling for business, spending 1.35 million nights (3.85 nights per visit).

## 1.6 THE MARKET FOR WEDDINGS

The number of people getting married in the UK has been in long term decline. There were about 425,000 marriages in England in Wales in 1972, which was the highest since the mid-1930s. This had fallen steadily to about 247,000 by 2014<sup>14</sup>, although there are indications of a reversal over the past decade.

**Figure 60: Number of UK marriages per year**

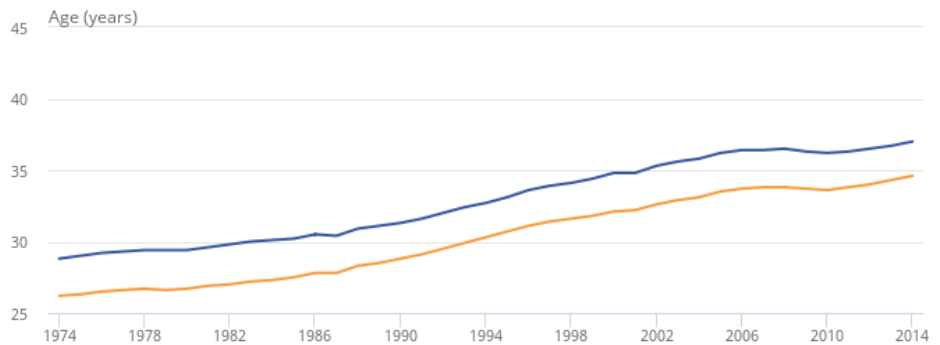


Source: Office of National Statistics

People are getting married later in life. The average (mean) age of men getting married was almost 37 in 2014, and 34.6 for women. That is about 9 years later on average than in 1970. Figure 62 shows, however, that the most likely time that people will get married is late 20s or early 30s.

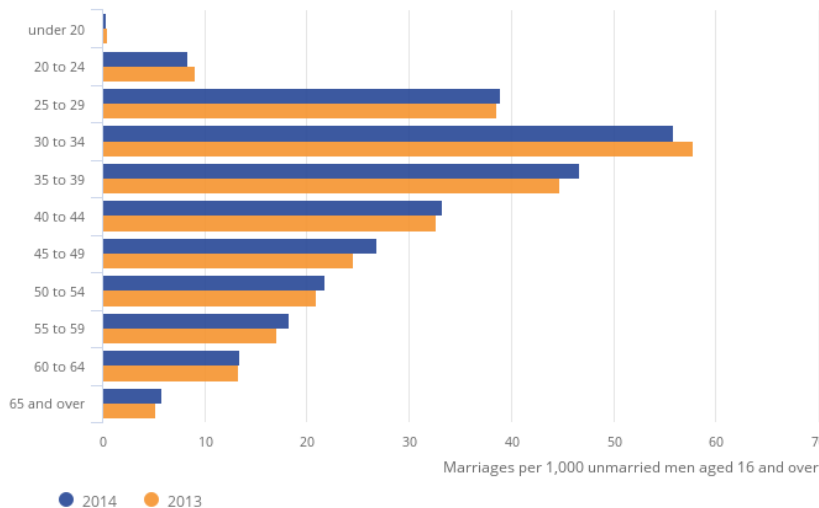
<sup>14</sup> Office for National Statistics

**Figure 61: Average age of men (blue line) and women getting married**



Source: Office of National Statistics

**Figure 62: Marriage rates by men, by age group**



Source: Office of National Statistics

Religious ceremonies accounted for 69% of all marriages in 1964 but were overtaken by civil ceremonies in 1992 and only 28% of marriages were religious ceremonies in 2014. It is not necessarily because people do not want a religious ceremony. It is more likely, in many cases, to result from desire to be wed at a non-religious building. Most civil marriages take place in approved premises, which are buildings such as hotels, historic buildings and stately homes licensed for civil marriages. 88% of opposite sex couples and 87% of same sex couples married in approved premises in 2014. Civil marriages not held in approved premises are conducted in a register office.

The weddings website Hitched does an annual survey of couples who have married. It had 4,000 responses in 2017. It found:

- The average expenditure on getting married is over £27,000 (up by £2,000 from 2016 survey).

- The five main items of expenditure are venue hire (average £4,350), the honeymoon, catering (£3,350), engagement ring and drinks.
- The average age is 33 for grooms, 31 for brides.
- Couples are typically together for 4 years before getting engaged.
- 12 months is the average preparation time for a wedding.
- There is an average of 79 day guests and 104 evening guests.

The website gives advice on the budget for a wedding that costs £25,000. It recommends allowing £9,500 for the venue, including £5,500 for catering (80 guests at £65 per head). Figure 63 shows venue-orientated costs that Brides magazine estimates from its survey.

**Figure 63: Average Cost for Wedding Venue, 2017**

Wedding Venue	£2,790
Reception Venue	£3,919
Catering	£3,959
<b>Total Venue Orientated</b>	<b>£10,668</b>

*Source: Brides Magazine*

## 1.7 RESIDENTIAL VALUE

Statistics have been collated about the housing market in Lowestoft, including new build residential values in the area. This has been used to arrive at an opinion of expected market value for residential units that might be delivered at the site.

### 1.7.1 CURRENT NATIONAL SITUATION

The national property market is currently relatively weak, held back by uncertainty about Brexit and how it will affect the economy and the financial security of individual households. Comments from the Bank of England currently incline towards further softening of the market. The Office for Budget Responsibility, an independent government forecasting agency, has stated that there could be major falls in property prices in worst-case scenarios. There remains, however, a shortfall in supply compared to demand and that seems likely to push prices up over the long term. It currently seems unlikely that mortgage interest rates in the UK will rise substantially in the medium term.

### 1.7.2 WAVENEY DISTRICT

There is no house price data yet for the newly formed East Suffolk District. Data has been taken, as a result, from transactions for what was Waveney District.

House prices in Waveney increased by 2.43% between May 2018 and May 2019 according to Land Registry House Price Index data (August 2019).

This contrasts with Suffolk Coastal (the other part of the new East Suffolk district), which had a fall in residential property prices of 1.35% over the same period.

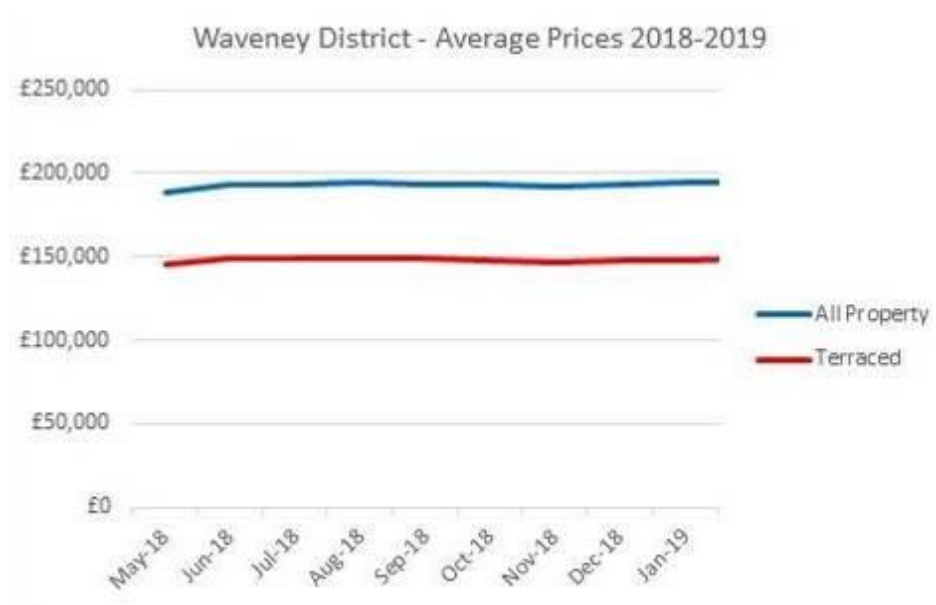
The average value for a residential property in Waveney in May 2019 remains low at £193,549 compared to £276,975 in Suffolk Coastal.

This can further be broken down between:

- Detached house                      £276,448              (average)
- Semi-detached house              £192,079              (average)
- Terraced house                      £148,198              (average)
- Flats / Maisonettes              £106,048              (average)

The price of terraced housing rose, year-on-year, by 2.07%, corresponding to £3,003. Figure 64 shows that this was a steady increase over the year.

**Figure 64: Average prices for all residential property and terraced houses**



The increase in values between May 2018 and May 2019 follows 5 years of overall house price growth. The market seems to be slowing, with growth down from 3.38% in May 2017 - May 2018 to 2.43% in the past 12 months.

Prices have grown over the last five years by an average annual rate of 4.55%, with growth peaking at 8.48% in the year between May 2014 and May 2015.

### 1.7.3 NR32 POSTCODE STATISTICS

There is only a limited amount of data for the postcode in which the site is, so it must be treated with caution, but Zoopla data suggests that, in contrast to the district as a whole, prices of all property in the NR32 area fell 2.40% over the last 12 months, having risen 19.20% over the last 5 years. The current average value is £193,083. This can further be broken down between:

- Detached house                      £277,612              (average)
- Semi-detached house              £188,318              (average)

- Terraced house                                    £127,790                    (average)
- Flats / Maisonettes                            £105,175                    (average)

**Figure 65: Average prices of all residential property and terraced houses in N32 postcode**



Figure 66 shows that most housing types are more expensive in the Waveney district as a whole than in NR32.

**Figure 66: Comparison of residential prices between Waveney and NR postcode**

Type	Waveney Average (£)	NR32 Average (£)	Difference Average (£)
Detached	£276,448	£277,612	-£714
Semi-detached	£192,079	£188,318	+£3,761
Terraced	£148,198	£127,790	+£20,408
Flat	£106,048	£105,175	+£873

#### 1.7.4 OPEN MARKET HOUSING

From speaking to local agents and reviewing the values achieved at new build schemes in the area, we understand that there is reasonable market from investors and owner occupiers for property around Lowestoft High Street. Further regeneration of the area would likely increase this appetite.

There are no developments in the immediate area that give guidance.

The following schemes and properties give some indication:

## **CORTON LONG LANE**

Corton Long Lane is a small development scheme located in Corton, slightly to the north of Lowestoft. The scheme is being completed by Badger Developments, who have a number of active development sites in the local area. Located in a secluded woodland location, the houses are all detached and benefit from good size gardens to the rear. Interiors have been completed to a reasonable, if not exceptional, standard throughout, with some high-quality fittings such as Neff stainless steel ovens. Houses at Corton Long Lane all provide 5 bedrooms and transact at approximately £250 per sq ft (c.£2,690 psm).

## **KELLS MEADOW**

Kells Meadow is a collection of 13 detached family homes, due for completion in late Summer 2019. It is located in the rural setting of Geldeston, approximately 12 miles to the west of the site. The development is by FW Properties, who have a track record throughout Norfolk and Suffolk spanning 45 years. Units have been completed to a high standard, with Duravit sanitary ware and Vado chrome bathroom fittings, SlabTech worktops, oak finishes, and Rangemaster cookers and extractors. Kells Meadow has achieved prices ranging from £245 to £260 per sq ft (c.2,636 psm - £2,798 psm). Average prices at the development are £255 per sq ft. (£2,743 psm).

## **ST. MARY'S COURT**

St. Mary's Court is an exclusive development situated in Kirkley, to the south of Lowestoft. The development is on the sea front and offers sea views, as well as a good quality level of finish throughout. It is made up of 3 and 4 bed townhouses, with pricing of approximately £195 per sq ft (£2,100 psm) achieved.

## **KIRKLEY RUN**

Kirkley Run is a collection of three terraced townhouses, also situated in Kirkley. It has been nominated for a local 'Quality of Place' award, which recognises the best design and conservation efforts across the Suffolk Coastal region. It is by a local developer, on2 Limited. Units have been built to a good specification, providing open plan living, gardens to the rear, and three parking spaces per house. The three townhouses have transacted for between £175 and £185 per sq ft (£1,883 - £1,990 psm), with an average across the scheme of £181 per sq ft (£1,948 psm).

## 2 ACTIVITY IN THE AREA

### 2.1 ACCOMMODATION

Lowestoft does not now have a large amount of hotel accommodation. There are two hotels in traditional style on the seafront.. Most of the accommodation is on the outskirts, with the main budget brands, Premier Inn and Travelodge, having units on the A47 to Norwich, and others at Oulton Broad.

**Figure 67: Hotels in Lowestoft**

	Rooms	Stars	Bookings.com rating
<b>Centre</b>			
Best Western Hatfield	33	3	7.8
Hotel Victoria	24	3	8.7
Total centre:	57		
<b>Outskirts</b>			
Premier Inn	99	3	N/A
Travelodge	47	3	N/A
Wherry Hotel	32	3	8.6
Carlton Manor	18	3	8.2
Ivy House Country Hotel	19	3	8.9
All seasons by Tingdene	12	3	8.5
Total outskirts:	227		
Total:	284		

Warner Leisure Hotels has a relatively up market holiday village at Gunton Hall, with about 210 chalets, to the north. There are other holiday centres to the north.

Pakefield Caravan Park, on the southern boundary of the town, is a large static caravan park with pool and other leisure facilities. The Pontins Pakefield holiday centre is a short distance to the south.

Homeaway, a main site for self-catering houses and apartments, lists about seven properties in South Lowestoft.

### 2.2 ARTS

#### 2.2.1 PERFORMING ARTS

##### MARINA THEATRE

The Marina Theatre is the most significant theatre venue in the area. It is about 1 km from the Town Hall. It was built as a cinema in the 1930s. It has a capacity of 800. It is run by the Marina Theatre Trust.



The Trust's annual report for 2017 reports that the theatre had 205 live performances, 238 cinema showings and 37 live theatrical screenings. 80,000 tickets were sold. It stages a varied programme that includes drama, musicals, popular and classical music and pantomime. It had revenue of £1.53 million in 2017, including subsidy of £187,000 from WDC.

### **PLAYERS THEATRE**

The Players Theatre, close to the Marina, is a 200 seat theatre, with proscenium stage and technical set up. It hosts amateur dramatics. It has two additional studio spaces, which can be opened into a larger space, that can be hired for smaller meetings and rehearsals.

### **SEAGULL THEATRE**

The Seagull Theatre is a small theatre in Pakefield built as a school. It was set up as an arts centre by Suffolk County Council in 1965 and taken over by a community interest company in 2006. A number of performing arts groups are based there and it stages regular performances of theatre and music (13 programmed for November 2018). It also has three studio spaces that are let for community activities of different type.

### **THE AQUARIUM**

The largest live music venue is the Aquarium, on Claremont Pier, 2.2 km from the Town Hall. Its main hall can hold 850 people standing or 250 seated; the secondary space can accommodate 260 standing. It does not appear to be operating, currently. Claremont Pier is on the market.

## **2.2.2 VISUAL ARTS**

There are a few small galleries in the vicinity of the Town Hall:

### **LOWESTOFT ARTS CENTRE**

13 St Peters Street. A non-profit making volunteer community initiative formed to promote the arts in the Lowestoft area. The centre has a gallery displaying work by local artists and craftspeople plus studios for teaching and small group meetings. Studio hire is available to individuals or small groups for arts activities. Their website features work by 16 artists.

### **MERCHANT HOUSE GALLERY**

102 High Street. Founded in 2013 to represent local artists of outstanding talent.

### **ART & CRAFT IN WOOD, BREEZE WOODTURNING**

117 High Street. High quality shop and studio of craftsman Darren Breeze.

## 2.3 ATTRACTIONS

The beachfront area and Oulton Broad are likely to be the most visited attractions in the area, in the broad sense of the word. Old Lowestoft is also a pleasant and interesting place to visit.

The biggest formal attraction are Pleasurewood Hills family theme park on the northern outskirts, and Africa Alive, a couple of miles to the south in Kessingland. There are a few small heritage attractions run by volunteers in the town.

**Figure 68: Lowestoft visitor attractions**

Pleasurewood Hills	59-acre theme park with about 17 rides. Originally opened in 1982. Owned by The Looping Group, a group of 14 regional attractions in the UK, the Netherlands, Switzerland, Germany, Spain and Portugal. They included two aquariums in France. They bought Pleasurewood in 2011. Claims to be the most visited attraction in East of England. Visitor numbers not published. Believed to be perhaps 300,000.
East Anglia Transport Museum	Tram, bus and rail museum that dates from 1962. Admission £9.00 adults, Children £5.00. Run by a registered charity, staffed by volunteers. Open seasonally. Their accounts for 2017 show revenue from trading activity of £228,000, with £119,000 from admission charges, implying c.20,000 visits.
Lowestoft Museum	Volunteer-run museum located in Broad House, a grade II listed building dating from 1685, which is situated within the grounds of Nicholas Everitt Park, Oulton Broad. Has an important collection of 18th-century Lowestoft Porcelain. It reported 9,400 visits in 2017 to VisitBritain's national survey of visits to visitor attractions.
Lowestoft Heritage Centre	Volunteer run Heritage Workshop Centre at 80a High Street, Wildes Score. Has an interactive model of Old Lowestoft. Admission £2.50. It reported 700 visits in 2017 to the survey of visits to visitor attractions.
Lowestoft and East Suffolk Maritime Museum	Volunteer run museum in Sparrow's Nest Gardens, at the north end of Old Lowestoft. Opens seasonally. Was refurbished with funding from Heritage Lottery Fund in 2010. It reported 4,300 visits in 2017 to the survey of visits to visitor attractions.
Royal Naval Patrol Service Association Museum	Volunteer run museum in Sparrow's Nest Gardens. It reported 700 visits in 2017 to the survey of visits to visitor attractions.

## 2.4 CINEMA

The town's main cinema is the East Coast Cinema, with 4 screens, each with digital projectors. It is at 41 London Road South, 1.5 km from the Town Hall.

There is also a screen at the Marina Theatre.

The Retail and Leisure Needs Assessment<sup>15</sup> advised there could be capacity in the market for an additional multiplex.

## 2.5 COMMUNITY FACILITIES

Places that have facilities that community groups can hire include:

<sup>15</sup> Carter Jonas, 2016, for Waveney District Council

## THE KIRKLEY CENTRE

Modern facility run by Community Action Suffolk in South Lowestoft, primarily for the benefit of non-profit making organisations.

Figure 69: Kirkley Centre



It offers a range of meeting rooms for hire, with maximum capacity of about 80, as shown in Figure 70. It also has offices for hire and hot desking.

Figure 70: Meeting rooms for hire at the Kirkley Centre

	Capacity				Length (m)	Width (m)	Area (m <sup>2</sup> )
	Theatre <sup>1</sup>	Cabaret <sup>2</sup>	Boardroom	U Shape			
Kirkley Suite	80	36	32	28	13.5	5.8	78.3
Kirkley Room 1 <sup>3</sup>	24	16	14	12	5.9	5.8	34.22
Kirkley Room 2 <sup>3</sup>	36	24	22	16	7.5	5.8	43.5
Suffolk Suite	60	30	32	26	10.4	6.5	67.6
Waveney Room	40	24	18	16	7.3	5.7	41.61
Community Suite	30	18	14	12	6.4	6.8	43.52
Sunrise Room			10		3.1	5.7	17.67
One to One room			4		4	2.5	10
IT Suite (6 x PCs)		16					

Community Training Kitchen; 5 ovens and space for 10 people

<sup>1</sup> plus Speaker

<sup>2</sup> plus top table

<sup>3</sup> can be combined

Figure 71: Kirkley Centre Room Hire Prices

Room	Session	Rate	Room	Session	Rate
Standard (mid sized)	Half Day Full Day	£60 £110	Sunrise Room	Half Day Full Day	£30 £55
Max capacity	48 + speaker	(Theatre)	Max capacity	10	(Boardroom)
Kirkley Suite	Half Day Full Day	£95 £165	One to One Room	Hourly Half Day Full Day	£10 £25 £45
Max capacity	80 + speaker	(Theatre)	Max capacity	4	
Suffolk Suite	Half Day Full Day	£95 £165	Community Kitchen	Half Day Full Day	£60 £110
Max capacity	60 + speaker	(Theatre)	Max capacity	10	Including Trainer
IT Suite	Half Day Full Day	£65 £115	Hot Desk	Per hour Full Day	£5 £20
Max capacity	9 Fixed PCs	Plus 2x 8 boardroom	Max capacity		Price per person

## PLAYERS THEATRE, SEAGULL THEATRE

See Appendix 2.2.1.

## LOWESTOFT 60+ CLUB

Social club for the over 60s located next to the library. Has a main hall with a sun lounge and stage which is suitable for exhibitions, demonstrations, large meetings and social events. It is hired out when not being used by the club. Maximum capacity is 120 people. A smaller upstairs room holds c.20 people.

## OULTON COMMUNITY CENTRE

Meadow Road, Oulton, Lowestoft NR32 3AZ. Large hall with bar plus two smaller meeting rooms, dedicated parking and grassed area outdoors. Approximately 30 groups hire the community centre on a regular basis for meetings and activities. Accommodates a wide variety of community activities including various activities for the elderly, slimming classes, zumba, yoga, pilates, church groups, bingo, W.I. jujitsu, karate, carpet bowls. It is available for hire on Saturdays for celebrations, parties, craft fairs, displays etc. It is run by the Oulton Community Association, a registered charity. It reports annual income of about £31,000 per annum, making a small surplus. Revenue has declined slightly in recent years.

Figure 72: Oulton Community Centre



## UPLANDS COMMUNITY CENTRE

Ashburnham Way, Carlton Colville, Lowestoft NR33 8LJ. Has seating and dancing capacity for 200 people. Facilities include large hall with stage, kitchen with some cooking facilities, members bar and lounge, a meeting room, changing rooms. Car park (60 cars). Fully licenced. Licensed for music and dancing. Sports use: Junior and senior football pitch, short bowls. Other activities and clubs include: pre-school, line dancing, weight watchers, keep fit, over 50's club, sequence dancing, U3A activities, photography group, adult tap dancing, WI Group. It is run by a registered charity that reports annual income averaging about £25,000 per annum and operating expenses averaging about £20,000 per annum.

### LOWESTOFT COMMUNITY HUB

Rotterdam Road, Lowestoft, NR32 2EZ. The base for a varied programme of daytime, evening and weekend activities and experiences for people with learning disabilities, autism and complex needs.

### CHURCH HALLS

- St Andrew's Church Hall, Roman Rd, Lowestoft NR32 2DQ. Recently modernised small hall that has a playgroup on weekdays.
- Oulton Broad Assembly (Gospel Hall). Bridge Road, Lowestoft, Suffolk, NR33 9JX Independent non-denominational church that hires its hall.

### THE ARK CHILDREN'S CENTRE, NORTH LOWESTOFT

Facility in Water Lane run by Suffolk County Council where families with young children under 5 can go to access a range of activities and support services.

### CROWN STREET COMMUNITY HALL

This was operated as a community hall for 30 years until 2015 by The Crown Street Hall Community Association (reg. Charity No. 285271). It was sold by Waveney District Council and converted to apartments.

## 2.6 LEISURE CENTRES

### WAVENEY SPORTS & LEISURE CENTRE

The Waterlane Leisure Centre is the town's main leisure facility. It is owned by East Suffolk Council and run by Sentinel Leisure Trust, a charity that provides sport and leisure services across the former district of Waveney and Great Yarmouth. It has a 25m x 12.5m swimming pool, 6 court sports hall, 2 squash courts, sauna, table tennis room, Winners Fitness studio, aerobics, martial arts, Leisure Cafe, and 2 astro turf pitches. It was built in the 1970s and fully refurbished in 2011. It has meeting rooms and a function room that can hold up to 80.

## 2.7 FOOD AND BEVERAGE

Trip Advisor lists 89 eating and drinking establishments in Lowestoft, as shown in Figure 73. Branches of national multiples are shaded.

**Figure 73: Bars, cafés, ice cream parlours, restaurants and takeaways listed by Trip Advisor, ranked by rating**

Name	Reviews	Cuisine	Price	Name	Reviews	Cuisine	Price
1 The Lowestoft Tandoori	349	Indian	£-£££	42 Woodbine Cafe	24	Café	£
2 JOJO'S Kitchen & Bar	118	American	£-£££	43 Lounge India	27	Indian	£
3 Markg	270	European	£-£££	44 Crooked Barn Restaurant	194	British	£-£££
4 Shish Rest / Mezza Bar	363	Middle Eastern	£-£££	45 New Raj Mahal	82	Indian	£-£££
5 Oriental Kitchen	95	Chinese	£-£££	46 New China	37	Chinese	£-£££
6 Marmaris	288	Middle Eastern	£-£££	47 The Trowel and Hammer	118	Bar	£-£££
7 Labone Indian Cuisine	443	Indian	£-£££	48 The Gardens Tea Rooms	34	Cafe	£
8 Desmonds Pizzeria	229	Italian	£-£££	49 Emperor	145	Chinese	£-£££
9 The Harbour Inn	558	British	£-£££	50 Pizza Hut	106	Pizza	£-£££
10 The Jolly Sailors	661	British	£-£££	51 Pakefield Plaice	85	Fast food	£-£££
11 Rocksalt Dining Room	143	Steak / Seafood	£-£££	52 Martello's	116	Cafe	£-£££
12 Spice Den	190	Indian	£-£££	53 The Carlton Crown	117	Bar	£-£££
13 Gunton Hall Restaurant	198	British	£-£££	54 Copper Smoke House	105	Barbecue	£-£££
14 East Restaurant	73	British	£-£££	55 Beefeater Foxburrow	939	Steakhouse	£-£££
15 The Thatch	216	Café	£-£££	56 Coast Restaurant and Bar	76	Café	£-£££
16 The White Horse	93	British	£-£££	57 Flint House Restaurant	17	British	£-£££
17 The Wherry Hotel	618	British	£-£££	58 Pakefield Tandoori	49	Indian	£
18 Giardino	306	Italian	£-£££	59 Ship Inn	46	British	£-£££
19 The Plough Inn	82	British	£-£££	60 Quayside Bar & Restaurant	50	Bar	£-£££
20 Iconic	604	British	£-£££	61 Trawlerman Chip Shop	60	Fish & Chips	£
21 Perrys Fish and Chips	127	British	£	62 Fisherman's Wharf	71	Bar	£-£££
22 Howards Tea Rooms	95	Café	£	63 Waterside Bar / Rest Corton	48	Bar	£-£££
23 The Third Crossing	256	Seafood / British	£-£££	64 Village Fryer	54	Fish & Chips	£
24 Bell Inn, Carlton Colville	97	British	£-£££	65 High Street Cafe	8	Cafe	£
25 J Conrad (Weatherspoon)	564	British	£-£££	66 McDonald's	41	American	£
26 Potter's Kiln Harvester	875	British	£-£££	67 Lady of The Lake	31	Pub	£-£££
27 The Duke's Head	341	British	£-£££	68 On A Roll	12	American	£
28 The Norman Warrior	110	British	£-£££	69 New World, Carlton Colville	10	Chinese	£-£££
29 Rope Works	62	British	£-£££	70 Lake Lothing	13	Pub	£-£££
30 Sailors Home	282	British	£-£££	71 Domino's Pizza	19	Pizza	£
31 Sgt Peppers	249	American	£-£££	72 Pips Fish and Chips	6	Fish & Chips	£
32 The Village Maid	177	British	£-£££	73 Ephesus Meze & BBQ Restaurant	23	Turkish	£-£££
33 Woodworks Rest / Bar	23	British / Seafood	£-£££	74 Notleys	22	Pub	£-£££
34 Fortune Cookie	42	Chinese	£	75 The East Point Pavilion	2	Café	£
35 The Oddfellows	105	British	£-£££	76 The Flying Dutchman	11	Pub	£
36 Spicy Corner	73	Indian	££££	77 Mediterranean Kebab House	7	Middle Eastern	£
37 Morton's Bar and Grill	268	British	£-£££	78 The Takeaway	3	Fast food	£
38 Dolphin Fish Bar	83	British	£-£££	79 Golden Palace	9	Chinese	£
39 The Spring Tide	707	Steak / Pizza	£-£££	80 Kings Kebab And Pizza	21	Middle Eastern	£
40 Red Rose Indian Cusine	83	Indian	£-£££	81 Jesters in Lowestoft	90	British	£-£££
41 The Waveney	176	British	£-£££	82 Zara's Spice Indian Cuisine	4	Indian	£

We recently did a comparison of restaurants, bars and takeaways between 8 market towns in Derbyshire. It was interesting in showing a strong correlation between the effectiveness of the town in attracting visitors and number of food and beverage establishments per head of population.

Felixstowe was added for work there and Lowestoft has been added for this report. Lowestoft, as Figure 74 shows, is much the biggest of the towns, but has considerably the highest number of residents per restaurant.

**Figure 74: Number of F&B establishments compared to 8 towns in Derbyshire**

Residents	Total F&B operations	Residents per F&B establishment
Lowestoft 67,304	Felixstowe 89	Bakewell 92
Felixstowe 29,000	Lowestoft 82	Ashbourne 213
Belper 21,764	Matlock & M Bath 53	Matlock & M Bath 217
Glossop 18,274	Glossop 52	Wirksworth 250
Matlock & Matlock Bath 11,475	Ashbourne 41	Swadlincote 319
Bolsover 11,151	Bakewell 41	Felixstowe 326
Ashbourne 8,735	Belper 40	Glossop 351
Swadlincote 8,626	Swadlincote 27	Belper 544
Wirksworth 4,251	Wirksworth 17	Bolsover 697
Bakewell 3,766	Bolsover 16	Lowestoft 821

Survey work for the Retail and Leisure Needs Assessment found that Lowestoft was not effective in attracting people from outside the town for eating and drinking.

## 2.8 FUNCTIONS (ESPECIALLY WEDDINGS)

Suffolk County Council provides registration services in Lowestoft. The registry office is in a small dedicated building at Riverside Park. It is not an attractive environment currently. They hold civil ceremonies at the conference room there. It is licenced for up to 48. The charge is £300, which is the same as at their other offices around the county. There is also an option of a ceremony limited to the bride, groom and two witnesses in an office for £46.

We worked recently on the future of the civic centre in Maidenhead, where the registry office has a wedding ceremony room that seats 45. 150 ceremonies took place there in 2018. The charge is between about £350 and £600 depending on the day. They reported that most ceremonies are on Friday and Saturday. There has been a slight decline over the years with many alternative venues for civil ceremonies becoming available, but it remains popular with people who cannot afford or do not wish a large or elaborate wedding. They often like to have the ceremony and then go to a nearby restaurant or pub for a more informal version of a traditional wedding breakfast.

Hotels are, otherwise, the main choices for wedding ceremonies and receptions in Lowestoft, the main options being at hotels at Oulton Broad.

**Figure 75: Main Wedding Venues in and around Lowestoft**

	Capacity (seated wedding breakfast)
Best Western Hatfield	60
Hotel Victoria	140
Claremont Pier (Rocksalt or Scot's Restaurant)	72
<b>Outskirts</b>	
Wherry Hotel	200
Carlton Manor	120
Ivy House Country Hotel	250
Parkhill Hotel	200

## 2.9 LARGE DEVELOPMENTS

### 2.9.1 POWERPARK

The Lowestoft Lake Lothing and Outer Harbour Area Action Plan has allocated about 21 hectares of land known as the PowerPark.

It surrounds the Lowestoft Outer Harbour and the Orbis Energy Building. It is intended to enable industrial and port-related development to help build a cluster of businesses related to off-shore energy.

The Government has designated Lowestoft and Great Yarmouth one of eight Centres of Offshore Renewable Engineering.

This policy has been pursued by creation of the Great Yarmouth and Lowestoft Enterprise Zone. It offers incentives, notably a discount on business rates and streamlined planning rules, to relevant companies.

All business rates growth within the Enterprise Zone for a period of at least 25 years will be retained and shared by New Anglia LEP for investment in further activity to stimulate the economy.

### 2.9.2 PETO SQUARE / SOUTH QUAY

An Area Action Plan has been prepared covering 9 ha of land immediately north and south of the Bascule Bridge.

It proposes that Peto Square, the area north of Lake Lothing, is a focus for retail and leisure development to act as an extension to the town centre, with a new retail and leisure development around the Custom House.

It proposes that South Quay, on the south side of Lake Lothing, should be developed and enhanced for port related activities, but also include environmental enhancement with increased public access to the waterfront

Other proposals include:

- Improvements to the Commercial Road junction.



- Enhancements to the station including a new public transport interchange and re-use of the station buildings.
- Refurbishment and re-use of the Tuttle Building.
- A new pedestrian and cycle bridge over Lake Lothing next to the Bascule Bridge.
- The creation of a new public space on the waterfront by the Custom House.

## 2.10 RETAIL

The nature of the retail offer in Lowestoft is examined in the Waveney Retail and Leisure Needs Assessment<sup>16</sup>. Lowestoft is the primary retail centre in the area.

The research indicated that current rents achieved for units in the prime retail area on London Road North are c.£430 - £485 per m<sup>2</sup>, about a third of Ipswich and a fifth of Norwich. There was high vacancy rate and that appears to remain the case.

Lowestoft's out of centre provision consists of two dedicated retail parks and a number of key out of town stores. North Quay Retail Park is Lowestoft's main retail warehouse destination located on the edge of the town centre, close to the railway station. There are 15 units occupied by mainly bulky goods retailers, including Halfords, Argos, Pets at Home, Next and Costa Coffee. The park also has a Morrison's supermarket

Tower Road Retail Park is located north of the junction of the A12 London Road. Retailers include Morrison's, Homebase, B&M and a Pizza Hut restaurant.

The study does not find need for substantial increase in space for either convenience or comparison retail in the decade in the period to 2032.

<sup>16</sup> Carter Jonas, 2016.

## 3 EXAMPLES OF WORKSPACE FOR CREATIVE INDUSTRIES

### 3.1 ACME STUDIOS<sup>17</sup>

*Acme Studios was formed by Jonathan Harvey and David Panton, who had graduated from art college, in 1972. It was constituted as a charitable housing association. Its mission is to support artists in economic need through providing low cost studios and accommodation.*

*They currently manage 16 buildings, 15 in London and 1 in Cornwall, providing 572 studios and 24 work / live units. About 700 artists benefit from this. They also have a Residency and Awards Programme, run with a range of partners, that makes awards such as rent-free studios, bursaries, professional mentoring, publishing and exhibiting opportunities.*

Acme began in the early 1970s when the founders realised that there were rows of redundant houses in the East End of London that were scheduled for demolition and were suited to a combination of living and working space for artists.

It was set up as a housing association to facilitate this. Many houses that were taken on by Acme in this way escaped demolition and artists were eventually able to purchase them at low cost because of right-to-buy.

The supply of houses began to dry up and Acme moved into acquiring and converting former industrial and warehouse buildings for studios, normally on a short-term basis. This had been pioneered by SPACE at St Katharine Dock, next to Tower Bridge, in 1967. Buildings of this nature had the advantage of being suited to art work of large scale, increasingly a feature of artistic output.

The first Acme project of this nature was 52 Acre Lane, Brixton, a collection of sheds that had been used for meat processing. It was used by prominent sculptors until being handed back for redevelopment in 1996.

Acme subsequently took on factories at Orsman Road N1 (1983), Carpenters Road E15 (1985-2001), Childers Street, SE8 (1990) and Copperfield Road, E3 (1992). These were all rectangular buildings with high ceilings and windows that could be subdivided to create large, private open plan spaces for artists. They were all fully occupied shortly after completion.

<sup>17</sup> DP, separately from Acme, was a founder of Ocean Studios in the Royal William Yard in Plymouth. They took a lease on one of the few buildings that was not converted for residential use. It was not suited to residential. They were able to lever funding from a variety of sources e.g. ERDF and Historic England. They would not have been able to do it without grant funding.

The supply of redundant factories in London also, however, started to dwindle and competition from alternative use, especially residential, increased. It also became more expensive to convert historic buildings because of requirements relating to health and safety, energy efficiency and conservation.

Acme shifted, in the new Millennium, to providing space in new buildings that were provided as part of mixed-use developments. This started with a partnership with Barratt Homes in Peckham, SE15. The local authority had insisted that the scheme should involve employment space because of the site's previous employment use. The agreement with Barratt was that they would build to Acme's specification and Acme would pay a sum based on about half the average development cost.

This enabled Acme to pay finance costs on loans taken out to fit the studios, charge affordable rents and manage the building while making a small surplus. The building, called Galleria, opened in 2006 and has 50 self-contained studios from 24 m<sup>2</sup> to 46 m<sup>2</sup> over 5 floors.

Acme have since done projects on this "planning gain" model at Leven Road E14 (21 studios with Swan Housing Group, 2009); Harrow Road NW10 (12 studios with Catalyst Housing Group, 2010); Matchmakers Wharf E9 (49 studios with Telford Homes Plc, 2012); the Glassyard, SW9 (24 studios in partnership with Spiritbound, 2012); and Wharton House E15 (24 studios in partnership with Genesis Housing Group, 2014).

Their most significant recent project has been creation of High House Studios in Purfleet, part of a vision to create a world-class centre for the cultural and creative industries on an abandoned 14-acre farm by the Thames Estuary, close to the Dartford Bridge. It is anchored by a purpose-built production centre for the Royal Opera House which opened in 2010. Teams of painters, carpenters and metalworkers create sets and scenery there for productions at Covent Garden. Acme were able to design, with HAT architects, a purpose-built three-storey artists' studio building with 39 self-contained studios and four work/ live units. The building contains studios from 15 m<sup>2</sup> to 150 m<sup>2</sup> with project spaces for large-scale making. It was built at a cost of only £836/m<sup>2</sup>.

It is fully occupied with rent being about £9 psf. It was funded by Thurrock Thames Gateway Development Corporation (TTGDC), in partnership with Arts Council England (ACE) and the East of England Development Agency.

**Figure 76: High House Studios**



### 3.2 THAMES SIDE STUDIOS

In Woolwich (SE18 5NR). 470 studios, with more planned. It is the largest single-site studio complex in the UK. The site has communal areas for peer networking, a fully equipped Print Studio, 240 m<sup>2</sup> (2,600 sq. ft gallery), education space, and café. The smallest studio on offer is 8 m<sup>2</sup> (c.88ft<sup>2</sup>) and the largest 150m<sup>2</sup> (c.1,600ft<sup>2</sup>), with many being c.9 m<sup>2</sup> (100ft<sup>2</sup>). Rent range from £9-£14.50 per square foot per year. The average monthly rent is £200pcm for a 200ft<sup>2</sup> studio space. Rent includes building maintenance, buildings insurance and service charge.

### 3.3 R.A.W. STUDIOS

R.A.W. Studios is in the Royal Albert Docks in North Woolwich (E16 2QJ). There are 40 new build artists' studios available, ranging in size from about 170 sq ft to 300 sq ft. The rent is about £15-16 psf. They are in a housing and commercial development. The studios have been created in a partnership between Bow Arts and Notting Hill Housing. The rent includes service charges and electricity.

## 4 DEVELOPMENT APPRAISALS

### 4.1 BTH – LOW DENSITY TOWN HOUSES

CAPITAL VALUE							
<b>Private</b>							
Flats	6	units @	140,000	£ per unit	840,000		
Houses	6	units @	300,000	£ per unit	1,800,000	2,640,000	
<b>Affordable Rent</b>							
Flats	2	units @	95,000	£ per unit	190,000		
Houses	0	units @	0	£ per unit	0	190,000	
<b>Intermediate</b>							
Flats	0	units @	0	£ per unit	0		
Houses	1	units @	237,500	£ per unit	237,500	237,500	
<b>Commercial</b>							
Workspace	0	sq. ft. @	6.75	£ psf	0		
				Capitalised @	8.50%	0	
				Less Costs @	#DIV/0!	0	0
Community	0	sq. ft. @	0.00	£ psf	0		
				Capitalised @	6.00%	0	
				Less Costs @	#DIV/0!	0	0
<b>TOTAL CAPITAL VALUE</b>						<b>3,067,500</b>	
DEVELOPMENT COSTS							
<b>Site Acquisition Costs</b>							
Site Value						0	
Stamp Duty		@	0.00%			0	
Agent and Legal Fees		@	1.50%			0	
<b>TOTAL ACQUISITION FEES</b>						<b>0</b>	
<b>Construction Costs</b>							
Enabling Works						0	
Residential Costs - Houses						1,352,260	
Residential Costs - Flats						1,036,800	
Workspace Costs						0	
Externals and Abnormals						140,000	
<b>TOTAL CONSTRUCTION COSTS</b>						<b>2,529,060</b>	
<b>Professional Fees &amp; Payments</b>							
Contingency Allowance		@	10.00%			252,906	
Professional Fees		@	20.00%			556,393	
Residential CIL	1,140	sqm @	65.68	£ psm		74,875	
<b>TOTAL PROFESSIONAL FEES &amp; PAYMENTS</b>						<b>884,174</b>	
<b>Agency Fees &amp; Contributions</b>							
Private Agency Fees		@	1.00%			26,400	
Private Legal Fees		@	0.50%			13,200	
Commercial Letting Fees		@	15.00%			0	
Commercial Sale Fees		@	1.50%			0	
Marketing						50,000	
<b>TOTAL AGENCY FEES AND CONTRIBUTIONS</b>						<b>89,600</b>	
<b>Finance Costs</b>							
Finance - Interest		@	6.00%			139,938	
<b>TOTAL FINANCE COSTS</b>						<b>139,938</b>	
<b>TOTAL DEVELOPMENT COSTS</b>						<b>3,642,772</b>	
PROFIT							
Profit at 18.05% (on GDV)	553,650					<b>PROFIT -575,272</b>	
Profit of Proposed Scheme	-£575,272					Profit on Costs (%) -15.79%	
Profit Surplus/Deficit	-£1,128,922					Profit on GDV (%) -18.75%	
Historic England						30/09/2019	

## 4.2 BTH – APARTMENTS

CAPITAL VALUE							
<b>Private</b>							
Flats	19	units @	140,000	£ per unit	2,660,000		
Houses	0	units @	0	£ per unit	0	2,660,000	
<b>Affordable Rent</b>							
Flats	3	units @	82,500	£ per unit	247,500		
Houses	0	units @	0	£ per unit	0	247,500	
<b>Intermediate</b>							
Flats	2	units @	102,500	£ per unit	205,000		
Houses	0	units @	0	£ per unit	0	205,000	
<b>Commercial</b>							
Workspace	0	sq. ft. @	6.75	£ psf	0		
				Capitalised @	8.50%	0	
				Less Costs @	#DIV/0!	0	0
Community	0	sq. ft. @	0.00	£ psf	0		
				Capitalised @	6.00%	0	
				Less Costs @	#DIV/0!	0	0
<b>TOTAL CAPITAL VALUE</b>						<b>3,112,500</b>	
DEVELOPMENT COSTS							
<b>Site Acquisition Costs</b>							
Site Value						0	
Stamp Duty		@	0.00%			0	
Agent and Legal Fees		@	1.50%			0	
<b>TOTAL ACQUISITION FEES</b>						<b>0</b>	
<b>Construction Costs</b>							
Enabling Works						0	
Residential Costs						3,110,400	
Community Costs						0	
Workspace Costs						0	
Externals and Abnormals						0	
<b>TOTAL CONSTRUCTION COSTS</b>						<b>3,110,400</b>	
<b>Professional Fees &amp; Payments</b>							
Contingency Allowance		@	10.00%			311,040	
Professional Fees		@	20.00%			684,288	
Residential CIL	1,140	sqm @	65.68	£ psm		74,875	
<b>TOTAL PROFESSIONAL FEES &amp; PAYMENTS</b>						<b>1,070,203</b>	
<b>Agency Fees &amp; Contributions</b>							
Private Agency Fees		@	1.00%			26,600	
Private Legal Fees		@	0.50%			13,300	
Commercial Letting Fees		@	15.00%			0	
Commercial Sale Fees		@	1.50%			0	
Marketing						50,000	
<b>TOTAL AGENCY FEES AND CONTRIBUTIONS</b>						<b>89,900</b>	
<b>Finance Costs</b>							
Finance - Interest		@	6.00%			332,833	
<b>TOTAL FINANCE COSTS</b>						<b>332,833</b>	
<b>TOTAL DEVELOPMENT COSTS</b>						<b>4,603,336</b>	
PROFIT							
Profit at 17.96% (on GDV)	559,150					<b>PROFIT</b> -1,490,836	
Profit of Proposed Scheme	-£1,490,836					Profit on Costs (%) -32.39%	
Profit Surplus/Deficit	-£2,049,986					Profit on GDV (%) -47.90%	
Historic England						30/09/2019	

## 4.3 BTH – HIGH DENSITY TOWN HOUSES

CAPITAL VALUE						
<b>Private</b>						
Flats	2	units @	172,500	£ per unit	345,000	
Houses	7	units @	277,500	£ per unit	1,942,500	2,287,500
<b>Affordable Rent</b>						
Flats	0	units @	0	£ per unit	0	
Houses	2	units @	102,500	£ per unit	205,000	205,000
<b>Intermediate</b>						
Flats	0	units @	0	£ per unit	0	
Houses	1	units @	165,000	£ per unit	165,000	165,000
<b>TOTAL CAPITAL VALUE</b>						<b>2,657,500</b>
DEVELOPMENT COSTS						
<b>Site Acquisition Costs</b>						
Site Value						0
Stamp Duty		@	0.00%			0
Agent and Legal Fees		@	1.50%			0
<b>TOTAL ACQUISITION FEES</b>						<b>0</b>
<b>Construction Costs</b>						
Residential Costs - Housing						2,139,840
Residential Costs - Flats						259,200
Externals and Abnormals						280,000
<b>TOTAL CONSTRUCTION COSTS</b>						<b>2,679,040</b>
<b>Professional Fees &amp; Payments</b>						
Contingency Allowance		@	10.00%			267,904
Professional Fees		@	20.00%			589,389
Residential CIL	1,230	sqm @	65.68	£ psm		80,786
<b>TOTAL PROFESSIONAL FEES &amp; PAYMENTS</b>						<b>938,079</b>
<b>Agency Fees &amp; Contributions</b>						
Private Agency Fees		@	1.00%			22,875
Private Legal Fees		@	0.50%			11,438
Marketing						50,000
<b>TOTAL AGENCY FEES AND CONTRIBUTIONS</b>						<b>84,313</b>
<b>Finance Costs</b>						
Finance - Interest		@	6.00%			261,036
<b>TOTAL FINANCE COSTS</b>						<b>261,036</b>
<b>TOTAL DEVELOPMENT COSTS</b>						<b>3,962,467</b>
PROFIT						
Profit at 18.05% (on GDV)	479,700					<b>PROFIT -1,304,967</b>
Profit of Proposed Scheme	-£1,304,967					Profit on Costs (%) -32.93%
Profit Surplus/Deficit	-£1,784,667					Profit on GDV (%) -49.11%
Historic England						02/10/2019

## 4.4 MARINERS ST CAR PARK – LOW DENSITY TOWN HOUSES

CAPITAL VALUE						
<b>Private</b>						
Flats	0	units @	0	£ per unit	0	
Houses	7	units @	300,000	£ per unit	2,100,000	2,100,000
<b>Affordable Rent</b>						
Flats	0	units @	0	£ per unit	0	
Houses	0	units @	0	£ per unit	0	0
<b>Intermediate</b>						
Flats	0	units @	0	£ per unit	0	
Houses	0	units @	0	£ per unit	0	0
<b>Commercial</b>						
Workspace	0	sq. ft. @	6.75	£ psf	0	
			Capitalised @	8.50%	0	
			Less Costs @	#DIV/0!	0	0
Community	0	sq. ft. @	0.00	£ psf	0	
			Capitalised @	6.00%	0	
			Less Costs @	#DIV/0!	0	0
<b>TOTAL CAPITAL VALUE</b>						<b>2,100,000</b>
DEVELOPMENT COSTS						
<b>Site Acquisition Costs</b>						
Site Value						0
Stamp Duty		@	0.00%			0
Agent and Legal Fees		@	1.50%			0
<b>TOTAL ACQUISITION FEES</b>						<b>0</b>
<b>Construction Costs</b>						
Enabling Works						0
Residential Costs						1,352,260
Community Costs						0
Workspace Costs						0
Externals and Abnormals						140,000
<b>TOTAL CONSTRUCTION COSTS</b>						<b>1,492,260</b>
<b>Professional Fees &amp; Payments</b>						
Contingency Allowance		@	10.00%			149,226
Professional Fees		@	20.00%			328,297
Residential CIL	910	sqm @	65.68	£ psm		59,769
<b>TOTAL PROFESSIONAL FEES &amp; PAYMENTS</b>						<b>537,292</b>
<b>Agency Fees &amp; Contributions</b>						
Private Agency Fees		@	1.00%			21,000
Private Legal Fees		@	0.50%			10,500
Commercial Letting Fees		@	15.00%			0
Commercial Sale Fees		@	1.50%			0
Marketing						50,000
<b>TOTAL AGENCY FEES AND CONTRIBUTIONS</b>						<b>81,500</b>
<b>Finance Costs</b>						
Finance - Interest		@	6.00%			147,677
<b>TOTAL FINANCE COSTS</b>						<b>147,677</b>
<b>TOTAL DEVELOPMENT COSTS</b>						<b>2,258,729</b>
PROFIT						
Profit at 20.00% (on GDV)	420,000					<b>PROFIT</b> -158,729
Profit of Proposed Scheme	-£158,729					Profit on Costs (%) -7.03%
Profit Surplus/Deficit	-£578,729					Profit on GDV (%) -7.56%
Historic England						30/09/2019



## 4.5 MARINERS ST CAR PARK – HIGH DENSITY TOWN HOUSES

CAPITAL VALUE						
<b>Private</b>						
Flats	2	units @	172,500	£ per unit	345,000	
Houses	6	units @	277,500	£ per unit	1,665,000	2,010,000
<b>Affordable Rent</b>						
Flats	0	units @	0	£ per unit	0	
Houses	1	units @	102,500	£ per unit	102,500	102,500
<b>Intermediate</b>						
Flats	0	units @	0	£ per unit	0	
Houses	1	units @	162,500	£ per unit	162,500	162,500
<b>TOTAL CAPITAL VALUE</b>						<b>2,275,000</b>
DEVELOPMENT COSTS						
<b>Site Acquisition Costs</b>						
Site Value						0
Stamp Duty		@	0.00%			0
Agent and Legal Fees		@	1.50%			0
<b>TOTAL ACQUISITION FEES</b>						<b>0</b>
<b>Construction Costs</b>						
Residential Costs - Housing						1,426,560
Residential Costs - Flats						259,200
Externals and Abnormals						200,000
<b>TOTAL CONSTRUCTION COSTS</b>						<b>1,885,760</b>
<b>Professional Fees &amp; Payments</b>						
Contingency Allowance		@	10.00%			188,576
Professional Fees		@	20.00%			414,867
Residential CIL	870	sqm @	65.68	£ psm		57,142
<b>TOTAL PROFESSIONAL FEES &amp; PAYMENTS</b>						<b>660,585</b>
<b>Agency Fees &amp; Contributions</b>						
Private Agency Fees		@	1.00%			20,100
Private Legal Fees		@	0.50%			10,050
Marketing						50,000
<b>TOTAL AGENCY FEES AND CONTRIBUTIONS</b>						<b>80,150</b>
<b>Finance Costs</b>						
Finance - Interest		@	6.00%			159,426
<b>TOTAL FINANCE COSTS</b>						<b>159,426</b>
<b>TOTAL DEVELOPMENT COSTS</b>						<b>2,785,921</b>
PROFIT						
Profit at 18.37% (on GDV)	417,900					<b>PROFIT -510,921</b>
Profit of Proposed Scheme	<b>-£510,921</b>					Profit on Costs (%) -18.34%
Profit Surplus/Deficit	<b>-£928,821</b>					Profit on GDV (%) -22.46%
Historic England						02/10/2019

## 5 IKS COST ESTIMATES

- 5.1 TOWN HALL: BASIC REFURBISHMENT & CONVERSION TO EVENTS CENTRE
- 5.2 ESDC SITES



## 6 HISTORIC CONTEXT AND SIGNIFICANCE

## **CONTACT DETAILS**

Tel: +44 20 7935 4499

Dir: +44 20 7344 6582

[david.geddes@colliers.com](mailto:david.geddes@colliers.com)

Colliers International  
Destination Consulting  
50 George Street  
London W1U 7GA

[www.colliers.com/uk](http://www.colliers.com/uk)

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## **Indicative Cost Appraisal**

### **Feasibility Study - Lowestoft Town Hall**

**For Historic England and Stakeholders**

**At Lowestoft Town Hall & Adjacent Sites**

Cost Plan v7

**Date:**

01 October 2019

**IKS Consulting Limited**  
**5 St Johns Lane**  
**London**  
**EC1M 4BH**

**Indicative Cost Appraisal  
Feasibility Study - Lowestoft Town Hall  
Lowestoft Town Hall & Adjacent Sites**

1-Oct-19  
Cost Plan v7

**Budget Cost Estimate**

Ref	Option	GIFA (m2)	New Works	Cost/m2
1	TOWN HALL - PREFERRED SCHEME	1500	£ 3,483,000.00	£ 2,322.00
2	TOWN HALL - BASIC REFURBISHMENT SCHEME	1500	£ 2,683,600.00	£ 1,789.07

**BASIS OF ESTIMATE**

1. The Estimate is based upon the following
  - a. Colliers Draft Report - August 19
  - b. Thomas Ford & Partners Options Sketch Proposals dated August 19
  - c. Purcell Architects Condition Report dated May 19
  - d. We have made assumptions on the scope of works and specifications. It is assumed that all new drainage connections can be made to connect to existing sewers without the need for attenuation or pumped drainage installations.
2. We have made budget allowances for professional fees and surveys
3. The term "Current Day" Estimated Budget Cost refers to the anticipated level of competitive Tenders obtained in the Third Quarter 2019.
4. We would respectfully point out that this estimate has been produced in a limited time period and is based on limited design information and has, by necessity, required a number of assumptions to be made. The notes herein provide the basis of these assumptions.
5. It is of vital importance that, as more detailed design information becomes available, a process of constant cost checking/control is maintained.

**EXCLUSIONS**

1. Increases in thermal performance to meet Part L - Existing buildings
2. Ecological surveys or additional works related to ecological matters
3. Structural repairs to the building other than those specifically referenced in Purcell's condition report.
4. Upgrading power supplies. It is assumed that sufficient power is available on or adjacent to the site.
5. Works associated with Party Walls or Rights of Lights Issues

6. Asbestos removal or other hazardous materials
7. Local Authority Infrastructure charges associated with new water supplies
8. Inflation
9. Site purchase costs and any legal costs
10. VAT
11. Project finance costs

**Indicative Cost Appraisal**  
**Feasibility Study - Lowestoft Town Hall**  
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Ref	Description	Quantity	Unit	Rate	Total
1	<b>TOWN HALL - PREFERRED SCHEME</b>				
	ENABLING AND PREPARATION WORKS				
	Fabric restoration Works as detailed condition survey (refer to separate detailed cost breakdown attached)	1	Item	275,000.00	275,000.00
					-
					-
	<b>A1&amp;A2 Town Hall - High Street &amp; Compass Street</b>				
	Community use - refurbishment (refer to separate detailed cost breakdown attached)	1250	m2	1,450.40	1,813,000.00
	Community use - rebuilding of 2 Compass St (refer to separate detailed cost breakdown attached)	250	m2	1,837.20	459,300.00
					-
					-
	<b>Other External Works</b>				
	Creation of courtyard area between Townhall and New Townhall extension	1	Item	31,250.00	31,250.00
					-
	Creation of new 'street' between B New Townhall Extension and C Rear of Town Hall	1	Item	60,000.00	60,000.00
	Sub-total: Works Cost				<b>2,638,550.00</b>
	Design Risk & Contingencies	10%			263,855.00
	Sub-total: Total Contract Works				<b>2,902,405.00</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			580,500.00
	<b>TOTAL CARRIED TO SUMMARY</b>				<b>3,482,905.00</b>



**Indicative Cost Appraisal**  
**Feasibility Study - Lowestoft Town Hall**  
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Ref	Description	Quantity	Unit	Rate	Total
<b>2</b>	<b>TOWN HALL - BASIC REFURBISHMENT SCHEME</b>				
	ENABLING AND PREPARATION WORKS				
	Fabric restoration Works as detailed condition survey (refer to separate detailed cost breakdown attached)	1	Item	275,000.00	275,000.00
					-
					-
	<b>A1&amp;A2 Town Hall - High Street &amp; Compass Street</b>				
	Community use - basic refurbishment	1500	m2	1,132.00	1,698,000.00
					-
					-
	<b>Other External Works</b>				
	Creation of new 'street' between B New Townhall Extension and C Rear of Town Hall	1	Item	60,000.00	60,000.00
	Sub-total: Works Cost				<b>2,033,000.00</b>
	Design Risk & Contingencies	10%			203,300.00
	Sub-total: Total Contract Works				<b>2,236,300.00</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			447,300.00
	<b>TOTAL CARRIED TO SUMMARY</b>				<b>2,683,600.00</b>

## APPENDIX

1. CONSERVATION & REPAIR WORKS
2. DETAILED COST BREAKDOWN FOR PREFERRED SCHEME

**Indicative Cost Appraisal**  
**Feasibility Study - Lowestoft Town Hall**  
**Lowestoft Town Hall & Adjacent Sites**



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Ref	Description	Quantity	Unit	Rate	Total
	<b>CONSERVATION AND REPAIR WORKS</b>				-
	(Note: Costs below for repairs generally relate to the existing fabric of the building and exclude works to existing finishes and decoration unless relating to minor areas of making good; it is assumed that works to existing finishes and all redecoration works are included in the options for new works)				-
	<b>Enabling &amp; Preparation Works</b>				
	<b>Access</b>				
	Allow for temporary access to high level external walls and roofs	1	Item	50,000.00	50,000.00
	<b>Other Matters</b>				
	Allow for testing and any essential repairs to electrical installations	1	Item	10,000.00	10,000.00
	Allow for testing and any essential repairs to lightning conductor installations	1	Item	5,000.00	5,000.00
	External lighting and signage	1	Item	7,500.00	7,500.00
	General clearance of debris, existing scaffolding and temporary works	1	Item	2,000.00	2,000.00
	<b>External Fabric</b>				-
	<b>Roof Coverings</b>				-
	Repairs to existing slating	1	Item	3,000.00	3,000.00
	Replace rotten sections of fascias and soffits; redecorate	43	m	75.00	3,225.00
	Renew copings	9	Nr	400.00	3,600.00

Flashing repairs	4	m	125.00	500.00
				-
Rainwater goods and disposal systems			-	-
				-
Replace section of plastic guttering with CI	38	m	80.00	3,040.00
Generally redecorate all existing gutters and downpipes	1	Item	6,000.00	6,000.00
			-	-
Replace section of failed roof coverings	28	m2	200.00	5,600.00
			-	-
<b>Walling and pointing</b>				-
			-	-
Clearance of all vegetation	1	Item	3,000.00	3,000.00
			-	-
Repairs to stoneworks	1	Item	9,000.00	9,000.00
				-
Repointing existing brickwork	29	m2	50.00	1,450.00
			-	-
Minor repairs to window pointing	1	Item	1,000.00	1,000.00
				-
Cut out and replace spalling bricks	96	Nr	30.00	2,880.00
				-
Repair render cracks	50	m2	30.00	1,500.00
			-	-
<b>Windows &amp; Doors</b>				-
			-	-
Cut out and replace rotten timber frames	20	m	75.00	1,500.00
Redecoration of all external windows and doors	1	Item	10,000.00	10,000.00
				-
Replace damaged lintol	1	Nr	300.00	300.00
Replace broken glass	8	Nr	40.00	320.00
				-
<b>Other Works</b>				-
			-	-
Flashing repair around incoming gas main	1	Item	400.00	400.00
			-	-
Remove concrete floor and replace with permeable surface	15	m2	125.00	1,875.00
			-	-
New gully in concrete floor	1	Nr	500.00	500.00
			-	-
Take down and re-build section of walling	9	m2	375.00	3,375.00
			-	-
Rectify cause of damp, remove defective plaster, dry out, consolidate, plaster & redecorate	120	m2	125.00	15,000.00
			-	-
Allow for structural repairs; Helifix or similar	34	m2	175.00	5,950.00

			-	-
Allowance for repairs to clocktower	1	Item	10,000.00	10,000.00
			-	-
<b>Facilities for People with Disabilities</b>				-
				-
Allowance for an Access Audit and potential improvements	1	Item	20,000.00	20,000.00
				-
General allowance for repairs to areas where access has been difficult etc	1	Item	20,000.00	20,000.00
				-
Sub-total: Works Cost				<b>207,515.00</b>
<b>Summary</b>				
Works Cost				207,500.00
Prelims	15%			31,100.00
Main Contractors OH&P	15%			35,800.00
Sub-total: Total Contract Works				<b>274,400.00</b>
<b>TOTAL CARRIED TO OPTIONS STUDY</b>				<b>275,000.00</b>

**Indicative Cost Appraisal**  
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**Lowestoft Town Hall & Adjacent Sites**



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Ref	Description	Quantity	Unit	Rate	Total
	<b>TOWN HALL REFURBISHMENT PROPOSALS</b>				
	<b>Enabling works / General Builderswork</b>				
	Removal of existing main stair; infill existing floor slab	1	Item	12,700.00	12,700.00
	Removal of walls; making good				-
	existing external walls	50	m	150.00	7,500.00
	existing internal structural walls	68	m	105.00	7,140.00
	allow for temporary works / protection during the works	1	Item	10,000.00	10,000.00
	existing internal non loadbearing partitions	75	m	30.00	2,250.00
	Lifting existing floor to Main Hall	103	m2	15.00	1,545.00
	Removal of existing internal doors	62	Nr	50.00	3,100.00
	Form new openings in internal walls	1	Nr	1,500.00	1,500.00
	Form new openings in external walls	3	Nr	3,500.00	10,500.00
	Infill existing openings	3	Nr	750.00	2,250.00
	Excavate and install new ground floor slab to ground floor infilling existing yard	30	m2	300.00	9,000.00
	Cutting or forming holes, chases or the like for services	1	Item	10,000.00	10,000.00
	General stripping out of finishes and redundant services	1500	m2	20.00	30,000.00
	Stripping out of all existing services plant in basement; making good; preparing basement as new plant room including forming concrete plinths, painting walls and ceilings and the like	1	Prov	7,500.00	7,500.00
	<b>Upper Floors, Stairs &amp; Lifts</b>				-
	Construct new main access stair	1	Item	20,000.00	20,000.00

Allow for repairs and alterations to other stairs	5	Nr	5,000.00	25,000.00
New access stair and wheelchair lift providing access to café	1	Item	20,000.00	20,000.00
New passenger lift in main entrance hall	1	Item	60,000.00	60,000.00
Refurbishment of existing dumb waiter	1	Item	7,500.00	7,500.00
Builderswork to create new stair to courtyard	1	Nr	7,500.00	7,500.00
Lining existing underside of ground floor ceiling with acoustic/fireline boarding; plastered for decoration	675	m2	80.00	54,000.00
Construct new upper floor slab forming new upper Hall space in existing courtyard	30	m2	250.00	7,500.00
<b>Roof</b>				
Alterations and extensions to roofs to accommodate infill of internal courtyard (assumed with glazed rooflight)	30	m2	500.00	15,000.00
<b>External Walls</b>				
NO WORKS				0.00
<b>External Doors and Windows</b>				
Refurbishment of double entrance doors and screens	2	Nr	2,000.00	4,000.00
New double doors creating new main hall lobby	1	Nr	3,000.00	3,000.00
Refurbishment of single entrance doors	1	Nr	1,000.00	1,000.00
New glazing / doors to café	18	m2	600.00	10,800.00
Extra over for double doors	1	Item	1,500.00	1,500.00
<b>Internal Doors and Partitions</b>				
Form new internal walls and partitions	171	m2	125.00	21,375.00
Supply and install new single fire doors; set in new or existing frames, including new ironmongery	30	Nr	850.00	25,500.00
Supply and install new double fire doors; set in new or existing frames, including new ironmongery	9	Nr	1,500.00	13,500.00
New internal doors - non fire rated wc doors	12	Nr	900.00	10,800.00
Folding partitions in studios and events spaces	3	Nr	7,500.00	22,500.00

<b>Floor finishes</b>				
Hardwood timber thresholds to all doors	39	Nr	50.00	1,950.00
Carpet laying; Quality patterned broadloom; include supply & laying of underlay and trim	806	m2	65.00	52,390.00
Hardwood flooring to studios /gallery	294	m2	90.00	26,460.00
Ceramic tiling to floors of WCs	47	m2	85.00	3,995.00
New sprung floor to main events room	103	m2	140.00	14,420.00
<b>Wall finishes</b>				
Ceramic wall tiling to WCs	144	m2	85.00	12,240.00
<b>Ceiling finishes</b>				
New suspended ceiling throughout, except main events hall	1147	m2	50.00	57,350.00
Repairs to existing ceiling to main events hall	103	m2	30.00	3,090.00
<b>Decorations</b>				
Redecoration of walls, ceilings and all timber works	1250	m2	40.00	50,000.00
<b>Fixtures and Fittings</b>				
Sanitaryware - supply new wc's and whb's	12	Nr	1,200.00	14,400.00
Extra over for DOCM pack	2	Nr	1,200.00	2,400.00
Vanity uni to WHBs	12	Nr	350.00	4,200.00
Sundry fixtures and finishes to toilets	12	Nr	100.00	1,200.00
FFE - studio spaces	4	Nr	3,000.00	12,000.00
Kitchen - small commercial	1	Item	30,000.00	30,000.00
FFE - Café				-
Commercial dishwasher; multideck; salad preparation; panini grill, microwave and soup kettle; Merrychef oven	1	Item	12,900.00	12,900.00
Light equipment furniture including crockery; light equipment; chairs; tables; EPOS; signage; café counter	1	Item	22,450.00	22,450.00
<b>Services Installations</b>				



Installation of new sanitaryware and sink, complete with hot and cold feeds and waste pipework (assumed connecting to existing supplies and waste)	12	Nr	1,200.00	14,400.00
Mechanical installations	1250	m2	275.00	343,750.00
Power, data & lighting	1250	m2	175.00	218,750.00
<b>External Works</b>				
Site clearance	1	Item	5,000.00	5,000.00
New hedging and associated planting works	1	Item	20,000.00	20,000.00
New boundary walling	136.8	m2	150.00	20,520.00
Making good and new pavings	480	m2	180.00	86,400.00
New external table and chair sets (assumed qty)	9	Sets	900.00	8,100.00
Below ground drainage	1	Prov	15,000.00	15,000.00
Sub-total: Works Cost				1,498,825.00
<b>Summary</b>				
Works Cost				1,498,800.00
Prelims	12%			179,900.00
Main Contractors OH&P	8%			134,300.00
<b>TOTAL CARRIED TO SUMMARY</b>				<b>1,813,000.00</b>
Cost per m2				1,450.40

Indicative Cost Appraisal  
 Feasibility Study - Lowestoft Town Hall  
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Ref	Description	Quantity	Unit	Rate	Total
	<b>REBUILDING / REFURBISHMENT OF 2 COMPASS ST PROPOSALS</b>				
	<b>Enabling works / General Builderswork</b>				
	Removal of upper floor and rear structure of Compass Street 'pub' extension	1	Item	30,000.00	30,000.00
	Excavate and install new ground floor slab to ground floor of new Studios; including bases for new frame for upper floor	125	m2	300.00	37,500.00
	<b>Frame</b>				
	Structural works	125	m2	150.00	18,750.00
	<b>Upper Floors, Stairs &amp; Lifts</b>				
	Construct new upper floor slab on steel frame for new dance studio	125	m2	250.00	31,250.00
	<b>Roof</b>				
	Alterations and extensions to roofs to accommodate larger footprint of new Studios	125	m2	200.00	25,000.00
	<b>External Walls</b>				
	Construction of new external walling forming Studios	120	m2	300.00	36,000.00
	<b>External Doors and Windows</b>				
	Refurbishment of single entrance doors	1	Nr	1,000.00	1,000.00
	New glazing / doors to dance studios	36	m2	600.00	21,600.00
	Extra over for double doors	1	Item	1,500.00	1,500.00
	<b>Internal Doors and Partitions</b>				
	Form new internal walls and partitions	87	m2	125.00	10,875.00

Supply and install new single fire doors; set in new or existing frames, including new ironmongery	3	Nr	850.00	2,550.00
<b>Floor finishes</b>				
Hardwood timber thresholds to all doors	3	Nr	50.00	150.00
Hardwood flooring to studios /gallery	250	m2	90.00	22,500.00
<b>Ceiling finishes</b>				
New suspended ceiling throughout, except main events hall	250	m2	50.00	12,500.00
<b>Decorations</b>				
Redecoration of walls, ceilings and all timber works	250	m2	40.00	10,000.00
<b>Fixtures and Fittings</b>				
FFE - studio spaces	2	Nr	3,000.00	6,000.00
<b>Services Installations</b>				
Mechanical installations	250	m2	275.00	68,750.00
Power, data & lighting	250	m2	175.00	43,750.00
Sub-total: Works Cost				379,675.00
<b>Summary</b>				
Works Cost				379,700.00
Prelims	12%			45,600.00
Main Contractors OH&P	8%			34,000.00
<b>TOTAL CARRIED TO SUMMARY</b>				<b>459,300.00</b>
Cost per m2				1,837.20



## **Indicative Cost Appraisal**

### **Feasibility Study - Lowestoft Town Hall**

**For Historic England and Stakeholders**

**At Lowestoft Town Hall & Adjacent Sites**

Cost Plan v8

**Date:**

02 October 2019

**IKS Consulting Limited  
5 St Johns Lane  
London  
EC1M 4BH**

**Indicative Cost Appraisal  
Feasibility Study - Lowestoft Town Hall  
Lowestoft Town Hall & Adjacent Sites**

2-Oct-19  
Cost Plan v8

**Budget Cost Estimate**

Ref	Option	GIFA (m2)	New Works	Cost/m2
1	Mid Block Parking Option 3: 40 Spaces	596	£ 338,000.00	£ 567.11
2	Residential High Density	1800	£ 4,105,740.00	£ 2,280.97
3	Residential Low Density	910	£ 1,969,786.00	£ 2,164.60
4	Workshops	1270	£ 3,695,879.00	£ 2,910.14
5	Parking Related Workshops	900	£ 431,755.00	£ 479.73
6	Mariner's Street Car Park	950	£ 483,392.50	£ 508.83
7	Residential Low Density	1510	£ 3,338,366.00	£ 2,210.84
8	Residential Low Density - Option D Compass St	1590	£ 3,536,344.00	£ 2,224.12
9	Residential Low Density - Option D Mariner St	1110	£ 2,489,236.00	£ 2,242.55

**BASIS OF ESTIMATE**

1. The Estimate is based upon the following
  - a. Colliers email dated 27 September including (6) Optional sketch schemes produced by TFP
  - b. We have made assumptions on the scope of works and specifications. It is assumed that all new drainage connections can be made to connect to existing sewers without the need for attenuation or pumped drainage installations.
2. We have made budget allowances for professional fees and surveys

3. The term “Current Day” Estimated Budget Cost refers to the anticipated level of competitive Tenders obtained in the Third Quarter 2019.
4. We would respectfully point out that this estimate has been produced in a limited time period and is based on limited design information and has, by necessity, required a number of assumptions to be made. The notes herein provide the basis of these assumptions.
5. It is of vital importance that, as more detailed design information becomes available, a process of constant cost checking/control is maintained.

#### EXCLUSIONS

1. Ecological surveys or additional works related to ecological matters
2. Upgrading power supplies. It is assumed that sufficient power is available on or adjacent to the site.
3. Works associated with Party Walls or Rights of Lights Issues
4. Asbestos removal or other hazardous materials
5. Local Authority Infrastructure charges associated with new water supplies
6. Inflation
7. Site purchase costs and any legal costs
8. VAT
9. Project finance costs

**Indicative Cost Appraisal**  
**Feasibility Study - Lowestoft Town Hall**  
**Lowestoft Town Hall & Adjacent Sites**



2-Oct-19  
 Cost Plan v8

Ref	Description	Quantity	Unit	Rate	Total
<b>1</b>	<b>Mid Block Parking Option 3: 40 Spaces</b>				
	Break out existing road surfacing	596	m2	10.00	5,960.00
	Excavate to reduce levels; disposal of arisings; depth not exceeding 300	178.8	m3	75.00	13,410.00
	Allowance for checking existing services; making good	1	Item	2,000.00	2,000.00
	Sub-base; assumed type 1 250 thick	596	m2	40.00	23,840.00
	New hardstandings with concrete kerbs and edgings	596	m2	125.00	74,500.00
	New associated land drainage works	596	m2	25.00	14,900.00
	Line painting etc	1	Item	5,000.00	5,000.00
	Signage	1	Item	10,000.00	10,000.00
	Landscaping	1	Item	24,000.00	24,000.00
	Temporary works, traffic management etc	1	Item	20,000.00	20,000.00
	<b>Sub-total</b>				<b>193,610.00</b>
	Prelims	15%			29,000.00
	Main Contractors OH&P	15%			33,400.00
	<b>Sub-total: Works Cost</b>				<b>256,010.00</b>
	Design Risk & Contingencies	10%			25,601.00
	<b>Sub-total: Total Contract Works</b>				<b>281,611.00</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			56,300.00
	<b>TOTAL CARRIED TO SUMMARY</b>				<b>337,911.00</b>

**Indicative Cost Appraisal**  
**Feasibility Study - Lowestoft Town Hall**  
**Lowestoft Town Hall & Adjacent Sites**



2-Oct-19  
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Ref	Description	Quantity	Unit	Rate	Total
2	<b>Residential High Density</b>				-
	Residential - Flats (24 units) *assumed +25% NIA to GIA	1800	m2	1,728.00	3,110,400.00
					-
					-
	Sub-total: Works Cost				<b>3,110,400.00</b>
	Design Risk & Contingencies	10%			311,040.00
	Sub-total: Total Contract Works				<b>3,421,440.00</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			684,300.00
	<b>TOTAL CARRIED TO SUMMARY</b>				<b>4,105,740.00</b>



**Indicative Cost Appraisal**  
**Feasibility Study - Lowestoft Town Hall**  
**Lowestoft Town Hall & Adjacent Sites**



2-Oct-19  
 Cost Plan v8

Ref	Description	Quantity	Unit	Rate	Total
<b>3</b>	<b>Residential Low Density</b>				
	Residential - Terraced townhouses (7 units)	910	m2	1,486.00	1,352,260.00
					-
	Allow for external works including utility connections	7	Nr	20,000.00	140,000.00
					-
	Sub-total: Works Cost				<b>1,492,260.00</b>
	Design Risk & Contingencies	10%			149,226.00
	Sub-total: Total Contract Works				<b>1,641,486.00</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			328,300.00
	<b>TOTAL CARRIED TO SUMMARY</b>				
					<b>1,969,786.00</b>

**Indicative Cost Appraisal**  
**Feasibility Study - Lowestoft Town Hall**  
**Lowestoft Town Hall & Adjacent Sites**



2-Oct-19  
 Cost Plan v8

Ref	Description	Quantity	Unit	Rate	Total
<b>4</b>	<b>Workshops</b>				
	Workspace - New Build	1270	m2	1,667.00	2,117,090.00
	<b>Sub-total</b>				<b>2,117,090.00</b>
	Prelims	15%			317,600.00
	Main Contractors OH&P	15%			365,200.00
	Sub-total: Works Cost				<b>2,799,890.00</b>
	Design Risk & Contingencies	10%			279,989.00
	Sub-total: Total Contract Works				<b>3,079,879.00</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			616,000.00
	<b>TOTAL CARRIED TO SUMMARY</b>				<b>3,695,879.00</b>

**Indicative Cost Appraisal**  
**Feasibility Study - Lowestoft Town Hall**  
**Lowestoft Town Hall & Adjacent Sites**



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 Cost Plan v8

Ref	Description	Quantity	Unit	Rate	Total
<b>5</b>	<b>Parking Related Workshops</b>				
	Break out existing road surfacing	900	m2	10.00	9,000.00
					-
	Excavate to reduce levels; disposal of arisings; depth not exceeding 300	270	m3	75.00	20,250.00
					-
	Allowance for checking existing services; making good	1	Item	2,000.00	2,000.00
					-
	Sub-base; assumed type 1 250 thick	900	m2	40.00	36,000.00
					-
	New hardstandings with concrete kerbs and edgings	900	m2	125.00	112,500.00
					-
	New associated land drainage works	900	m2	25.00	22,500.00
					-
	Line painting etc	1	Item	5,000.00	5,000.00
	Signage	1	Item	10,000.00	10,000.00
	Landscaping	1	Item	10,000.00	10,000.00
	Temporary works, traffic management etc	1	Item	20,000.00	20,000.00
					-
	<b>Sub-total</b>				<b>247,250.00</b>
					-
	Prelims	15%			37,100.00
	Main Contractors OH&P	15%			42,700.00
	Sub-total: Works Cost				<b>327,050.00</b>
	Design Risk & Contingencies	10%			32,705.00
	Sub-total: Total Contract Works				<b>359,755.00</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			72,000.00
	<b>TOTAL CARRIED TO SUMMARY</b>				<b>431,755.00</b>

**Indicative Cost Appraisal**  
**Feasibility Study - Lowestoft Town Hall**  
**Lowestoft Town Hall & Adjacent Sites**



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 Cost Plan v8

Ref	Description	Quantity	Unit	Rate	Total
<b>6</b>	<b>Mariner's Street Car Park</b>				-
	Break out existing road surfacing	950	m2	10.00	9,500.00
					-
	Excavate to reduce levels; disposal of arisings; depth not exceeding 300	285	m3	75.00	21,375.00
					-
	Allowance for checking existing services; making good	1	Item	2,000.00	2,000.00
					-
	Sub-base; assumed type 1 250 thick	950	m2	40.00	38,000.00
					-
	New hardstandings with concrete kerbs and edgings	950	m2	125.00	118,750.00
					-
	New associated land drainage works	950	m2	25.00	23,750.00
					-
	Line painting etc	1	Item	7,500.00	7,500.00
					-
	Signage	1	Item	10,000.00	10,000.00
					-
	Landscaping	1	Item	26,000.00	26,000.00
					-
	Temporary works, traffic management etc	1	Item	20,000.00	20,000.00
					-
	<b>Sub-total</b>				<b>276,875.00</b>
					-
	Prelims	15%			41,500.00
	Main Contractors OH&P	15%			47,800.00
	Sub-total: Works Cost				<b>366,175.00</b>
	Design Risk & Contingencies	10%			36,617.50
	Sub-total: Total Contract Works				<b>402,792.50</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			80,600.00
	<b>TOTAL CARRIED TO SUMMARY</b>				<b>483,392.50</b>

**Indicative Cost Appraisal  
Feasibility Study - Lowestoft Town Hall  
Lowestoft Town Hall & Adjacent Sites**



2-Oct-19  
Cost Plan v8

Ref	Description	Quantity	Unit	Rate	Total
<b>7</b>	<b>Residential Low Density</b>				
	Residential - Terraced townhouses (7 units)	910	m2	1,486.00	1,352,260.00
	Allow for external works including utility connections	7	Nr	20,000.00	140,000.00
	Residential - Flats (8 units) *assumed +25% NIA to GIA	600	m2	1,728.00	1,036,800.00
	Sub-total: Works Cost				<b>2,529,060.00</b>
	Design Risk & Contingencies	10%			252,906.00
	Sub-total: Total Contract Works				<b>2,781,966.00</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			556,400.00
	<b>TOTAL CARRIED TO SUMMARY</b>				<b>3,338,366.00</b>

Indicative Cost Appraisal  
 Feasibility Study - Lowestoft Town Hall  
 Lowestoft Town Hall & Adjacent Sites



2-Oct-19  
 Cost Plan v8

Ref	Description	Quantity	Unit	Rate	Total
8	<b>Residential Low Density - Option D Compass St</b>				
	Residential - Terraced townhouses (12 units)	1440	m2	1,486.00	2,139,840.00
	Residential - Flats (2 units) *assumed +25% NIA to GIA	150	m2	1,728.00	259,200.00
	Allow for external works including utility connections	14	Nr	20,000.00	280,000.00
	Sub-total: Works Cost				<b>2,679,040.00</b>
	Design Risk & Contingencies	10%			267,904.00
	Sub-total: Total Contract Works				<b>2,946,944.00</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			589,400.00
<b>TOTAL CARRIED TO SUMMARY</b>					<b>3,536,344.00</b>

Indicative Cost Appraisal  
 Feasibility Study - Lowestoft Town Hall  
 Lowestoft Town Hall & Adjacent Sites



2-Oct-19  
 Cost Plan v8

Ref	Description	Quantity	Unit	Rate	Total
9	<b>Residential Low Density - Option D Mariner St</b>				
	Residential - Terraced townhouses (8 units)	960	m2	1,486.00	1,426,560.00
	Residential - Flats (2 units) *assumed +25% NIA to GIA	150	m2	1,728.00	259,200.00
	Allow for external works including utility connections	10	Nr	20,000.00	200,000.00
	Sub-total: Works Cost				<b>1,885,760.00</b>
	Design Risk & Contingencies	10%			188,576.00
	Sub-total: Total Contract Works				<b>2,074,336.00</b>
	Professional Fees and Expenses, surveys, statutory approvals and the like	20%			414,900.00
<b>TOTAL CARRIED TO SUMMARY</b>					<b>2,489,236.00</b>

# FEASIBILITY STUDY

## LOWESTOFT TOWN HALL, ADJOINING THE LAND TO THE REAR AND CAR PARK

### STATEMENT OF HERITAGE SIGNIFICANCE



Prepared by Michael Copeman MSc BA IHBC

October 2019



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# 1 INTRODUCTION

## 1.1 Commission and purpose of report

- 1.1.1 This report has been prepared by me, Michael Copeman MSc., BA, IHBC (historic buildings consultant). It is part of the *Feasibility Study for Lowestoft Town Hall and the adjoining the Land to the Rear and Car Park* commissioned by Historic England from Colliers International in July 2019. It sets out the history and urban context of the building, its heritage significance, and identifies key principles to guide its conservation and re-use.

## 1.2 Background

- 1.2.1 The Town Hall is the most prominent architectural landmark in the historic old town of Lowestoft. The building dates largely from c1900, although it incorporates earlier 19<sup>th</sup> century fabric and stands on the site of civic buildings dating back to the medieval period.
- 1.2.2 The Town Hall has been vacant since the local government reorganisation of 2015 when the Waveney District Council was replaced by East Suffolk Council. The building now belongs to Lowestoft Town Council. It was listed grade II in 1993 and is within the North Lowestoft Conservation Area. The vacant site to its north and the Mariner Street Car Park, which are included in the study area, are owned by East Suffolk District Council.
- 1.2.3 The proposals for the Town Hall are part of the North Lowestoft Heritage Action Zone, a nation-wide initiative led by Historic England that aims to encourage and support the use of heritage assets to regenerate targeted areas. The Lowestoft HAZ is a five-year programme begun in 2018, focussed on North Lowestoft Conservation Area and the surrounding area, including the High Street, scores, historic smokehouses and net stores, and Victorian parks. The HAZ is a partnership between Historic England, East Suffolk District Council, Lowestoft Town Council and the East Suffolk Building Preservation Trust.
- 1.2.4 A site visit was made on 23<sup>rd</sup> July 2019. Research was undertaken in the Suffolk Record Office, (SRO), British Architectural Library, British Library, and in online and published sources. The report also draws on the *Heritage and Context Appraisal of the land to the rear of the Lowestoft Town Hall* prepared by Dr. Paul Bradley and James Darwin in June 2016 for Waveney District Council.
- 1.2.5 The author is grateful for the assistance of Ms. Katie Angus in the Suffolk Record Office, Lowestoft, (SRO), and of Ms Alice Taylor for the use of historic photographs from her collection. Figures 1, 2 and 3 are reproduced with the kind permission of Suffolk Record Office.

## 2 HISTORY AND DEVELOPMENT

### 2.1 Urban context

- 2.1.1 Lowestoft has early origins and was well-established by the Norman Conquest. The medieval settlement lay c1km to the south and west of the present High Street, which was established on its present line by the 14<sup>th</sup> century. The High Street runs for almost a mile, from north to south, along the top of the low cliffs that fall away to the foreshore area known as the Denes. The urban grain is still clearly defined by medieval burgage plots, with a series of narrow lanes known as ‘scores’ leading from the High Street down to the Denes. The medieval High Street comprised residential and commercial property, with buildings associated with the increasingly important fishing industry, such as warehouses and smokehouses, to its east on the low-lying Denes. Small-scale residential streets were developed to the west of the High Street on Mariner’s Street, Crown Street and Duke’s Head Street, and in back lanes between them. The Parish Church remained (and remains) close to the older settlement, east of the High Street, but a chapel-of-ease had been built on the site of the present town hall by c1300.
- 2.1.2 In the post-medieval period Lowestoft became increasingly prosperous, primarily as a herring fishing port, but also as a market and centre for the export of agricultural produce from its hinterland. In the mid-late-18<sup>th</sup>-century the town also began to develop as a sea-bathing resort. A working-class neighbourhood developed on the Denes, accommodating fishermen and their families, while high-status new houses, such as Crown House (no.147) were built on the High Street. In 1844, the railway entrepreneur and developer Samuel Morton Peto acquired the harbour and the land to its south. He expanded the harbour and developed a new resort town to the south of Lake Lothing, and promoted a new railway which opened in 1845. The population grew from c5,000 in 1840 to some 10,00 in by the mid-1850s.
- 2.1.3 In the later 19<sup>th</sup> century the new resort gained its own commercial centre in the southern part of the town, but there was also considerable suburban development to north of the High Street, first around Bellevue Park (opened 1874) and then more extensively to the north and west. The High Street retained its civic and commercial importance, reflected in the construction of a new Town Hall in 1857, and the widening of the street in final decades of the century. By 1911 the town’s population was c38,000, with tourism a major part of its economy. The fishing industry began to decline after the First World War, but the conflict stimulated maritime industries around the harbour. Tourism continued to flourish between the wars. The strategic importance of the harbour resulted in heavy bomb damage in the First and especially the Second World Wars. This combined with the great East Coast flood of 1953 led to the demise of the ‘beach village’ on the Denes and its replacement with the industrial and commercial buildings that occupy the area today. Lowestoft experienced the decline common to British sea-side resorts in the late 20<sup>th</sup> century, and extensive slum clearance and urban redevelopment in the 1960s and 70s resulted in the loss of much of the historic townscape west of the

High Street. However, at the same time the importance of the historic character of the old town has been recognised and the area around the High Street was designated as North Lowestoft Conservation Area in 1973.

- 2.1.4 The resort economy remains important today, and various new industries have been developed, most notably around renewable offshore power, and a major redevelopment of the harbour is planned. However, the town also contains significant areas of social and economic deprivation.

## 2.2 The Town Hall

- 2.2.1 The present Town Hall dates almost entirely from 1899-1914. It was built for Lowestoft Borough Council, which came into being relatively late, following the incorporation of the town in 1885. Local administration had previously been in the hands of a Board of Improvement Commissioners established in 1855.



Figure 1: 'Old Town Hall' anon drawing ?c1850s, SRO Lowestoft

- 2.2.2 The Town Hall occupies the site of the medieval chapel noted above, of which little is known. By the later 16<sup>th</sup> century it appears that the site had been developed to provide a civic meeting hall, school and a market hall, as well as the chapel, which were rebuilt in 1698.<sup>1</sup> The hall is shown in an anonymous drawing of ?c1850.<sup>2</sup> It is stylistically consistent with a late-17<sup>th</sup> century date; four bays wide with a steeply

<sup>1</sup> Butcher 2008 *passim*.

<sup>2</sup> SRO Ref. 1300/72/6/29/1

pitched roof, heavy quoins, a partly open arcaded ground floor, presumed to be the market. The first floor has mullion and transom windows, and the attic is surmounted by a central cupola. A slightly earlier drawing shows a pitched-roofed range running west from the Town Hall with high-level mullioned windows, assumed to be the chapel.<sup>3</sup>



Figure 2: 'New Town Hall Built 1859' anon. drawing, SRO Lowestoft

2.2.3 The old Town Hall survived until the mid-19<sup>th</sup>-century when it was demolished and replaced in 1857 with a new building designed by John Louth Clemence, a student of C. R. Cockerell. A drawing that appears to be by the same hand as that of the old building shows the new Town Hall as an Italianate design three bays wide, dominated by two large round-arched first floor windows with elaborate engaged columns and mouldings. The entrance is to the southern bay, with a bell tower rising above it. The ground floor and quoins are heavily rusticated. The attic floor has two oculi. The tower and front elevation correspond with those in an undated late-19<sup>th</sup> century photograph (Fig. 4).

2.2.4 The new building was described in some detail in *The Builder* of 1860.<sup>4</sup> The hall, which was 68' long, extended to the (then) street frontage. It had a gallery at its east

<sup>3</sup> Butcher 2008 p.27, pl.6

<sup>4</sup> *The Builder* March 17, 1860, p.173

end ‘carried on iron columns and girders’ lit by the oculi. The campanile contained the staircase. The hall walls were ‘panelled out by means of pilasters...’ the ceiling was ‘segmented and the room ‘surmounted by a cornice’. Three ‘painted’ windows had been ‘presented by Sir S. Morton Peto, bart., MP’. The west window, dated 1855, by Ballantine of Edinburgh, illustrates the ‘Field of the Cloth of Gold’ in commemoration of the Anglo-French alliance during the Crimean War. (Peto’s baronetcy had been awarded partly to recognise his work in building a railway from Balaclava to Sebastopol.) The other windows show the arms of Peto and the Town badge. It has been suggested that the glass may originally have been intended for Peto’s own house, Somerleyton Hall.<sup>5</sup> The ground floor contained a waiting room, surveyors office, lower hall (25 ft square) mechanics library, retiring room and store.

2.2.5 Several sources, including the statutory list description state that the building was altered c1870, but there is some question about this.<sup>6</sup> Kelly’s Directory for 1890<sup>7</sup> describes the Town Hall as follows: ‘The Town Hall was erected in 1857 in the Italian style to the Designs of Mr J L Clemence but in 1876 [*sic*] it was considerably altered’. However, Kelly’s (in several editions) is only published 19<sup>th</sup> century reference to this phase of works found during the preparation of this report. However, alterations to the Town Hall may have been confused, at least, with the construction of a new public hall and library in London Road North of c1870, for which an architectural competition was held in 1896, leading to a heated correspondence in *The Builder*.<sup>8</sup> This competition was won by WH Spaul of Oswestry, but the commission was eventually awarded to the local man W. Oldham Chambers; possibly as a result of an allegation that Spaul benefitted from nepotism. This appears to be ‘public hall’- rather than the Town Hall- described as ‘seating 800’.<sup>9</sup> Moreover, although the list description says that 1857 porch was removed from the Town Hall in 1869-73, no porch is shown in the 1859 drawing (Fig. 2) or the late 19<sup>th</sup> century photograph (Fig. 4) with which the façade of the Town Hall appears to correspond.

2.2.6 If the Town Hall was altered in 1869-73, the extent of the works is at present unknown. Further detailed research in the archives of the former Lowestoft Borough Council would be required to clarify this. (Such research is outside the scope of the present report.)

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<sup>5</sup> Bradley, Darwin, 2016 p.12

<sup>6</sup> The reference to this phase of works has been omitted from the most recent edition (2015) of *The Buildings of England: East Suffolk*

<sup>7</sup> Kelly’s Directory of Cambs, Norfolk & Suffolk, 1892. [Part 3: Suffolk] p.226, at <http://specialcollections.le.ac.uk/>

<sup>8</sup> *The Builder*, August 7, August 14 & September 4, 1869.

<sup>9</sup> *The Architect*, April 26, 1873, p.227

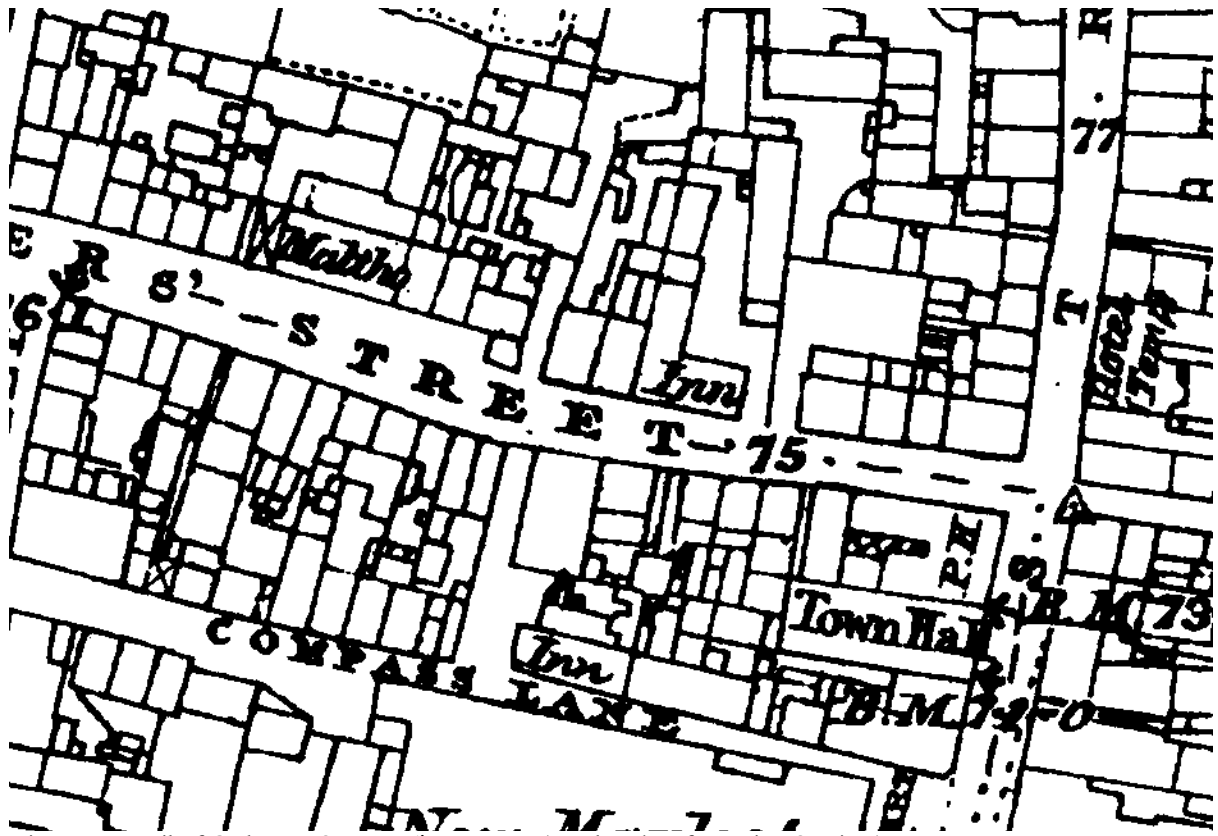


Figure 3: Detail of Ordnance Survey 25' map 1889 (Landmark Information Services)

2.2.7 The first large scale Ordnance Survey map of 1889 (Fig. 3) shows the Town Hall occupying a site similar in width to a burgage plot, and little wider than the Council Chamber itself, midway between Mariner Street and Compass Street (then Lane). This is consistent with the 1859 drawing. The Town Hall was at the centre of a crowded block, with public houses to either side of the High Street frontage and a jumble of structures to its rear. The alternative name 'Corn Cross' was still used for the Town Hall at this period, but there is no evidence that there was a market in the 1857 or later buildings. Its function may have been superseded by the New Market, established on the south side of Compass Street in 1704 (with the Assembly Room above it from 1760).



Figure 4: Late-19<sup>th</sup>-century photograph of High Street and Town Hall (coll. Alice Taylor)

2.2.8 In the 1890s the High Street was widened, and the Town Hall was rebuilt and greatly extended between 1899-1900, on a much larger site, including the High Street frontage south to Compass Street and the adjoining frontage on Compass Street, extending as far as the extant doorway. The architect was the Borough Engineer, George Henry Hamby. His building is of two storeys, in a municipal Italianate style, of red brick with gault brick dressings and slate roofs. It had seven bays to the High Street and- at the outset- 13 to Compass Street. The present entrance was originally at the centre of the High Street elevation. A bell-tower with wide bracketed eaves rises above it. The ground floor windows have flat gauged brick heads; those to the first floor have round arches with linked imposts. There is a brick parapet, which has a shallow pediment to Compass Street.

2.2.9 The new building incorporated the existing Council Chamber, which was truncated by the removal of its eastern bay, reducing its length to c45' (c13.5m). Since it appears to have been designed to fit the reduced hall, the dado panelling is presumably of 1900. The former 'segmental ceiling' is now a plain, shallow barrel vault, so presumably also, of c1900. Blocked window openings relating the lost part of the hall may still be seen from the exterior.





Figure 5: Early 20<sup>th</sup> century postcard of High Street and Town Hall (coll. Alice Taylor)

2.2.10 The extant red-brick envelope of the north, west and south elevations of the Council Chamber is presumed to be of 1857, and so by implication, are the structural walls of the ground floor. It is clear, on plan, that the hall follows the historic alignment of the building, whereas the 1899-1914 elevations relate to the widened (and extant) line of the High Street. It is possible that the ground floor below the hall incorporates pre-1857 fabric. The rear (west) wall of the hall is irregular with a slight angle at roughly its mid-point, suggesting that follows the line of an earlier structure; possibly the boundary line of the 1698 building. A massive section of masonry at ground level below the approximate mid-point of the north wall of the hall is similarly unexplained: it is not reflected in the hall wall above it. However, there is no visible early fabric at ground level. No original plans have been found of the 1899 building.



Figure 6: Council Chamber, showing west window

2.2.11 The interior of the building as a whole, apart from the entrance and stair halls, which have decorative encaustic floor tiles, is very plain. The main (south-east) staircase is awkwardly built against the front windows; it has turned balusters and ball finials to the newels, characteristic of c1900. The secondary staircase to the Compass Street range is a slightly plainer, smaller example of the same type. The other joinery is also of standard design for this period: a few primary six-panel doors survive but most have been replaced with modern replica fire-doors. Most of the primary skirting boards survive, again of typical late-Victorian design. There are no surviving chimney-pieces although some chimneys are visible in the early photographs. The massive cast iron radiators may date to the 1899 rebuilding but they appear to be 'off-the-shelf' as they fit awkwardly into the Council Chamber, and the panelling has been cut back to accommodate them. The principal offices have windows glass engraved with the name of the relevant department or officer.

2.2.12 Three further bays in the same style as the c1900 building were added at the west end of the Compass Street elevation in 1904<sup>10</sup>, although its rear elevation is gabled, in gault brick. The extension adjoins the former New Market Inn, a very plain red-brick early-mid-19<sup>th</sup> century building. The new wing contained offices and a flat-roofed WC extension to the rear of the existing staircase. The architect was Hamby.

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<sup>10</sup> SRO ref. 98/1

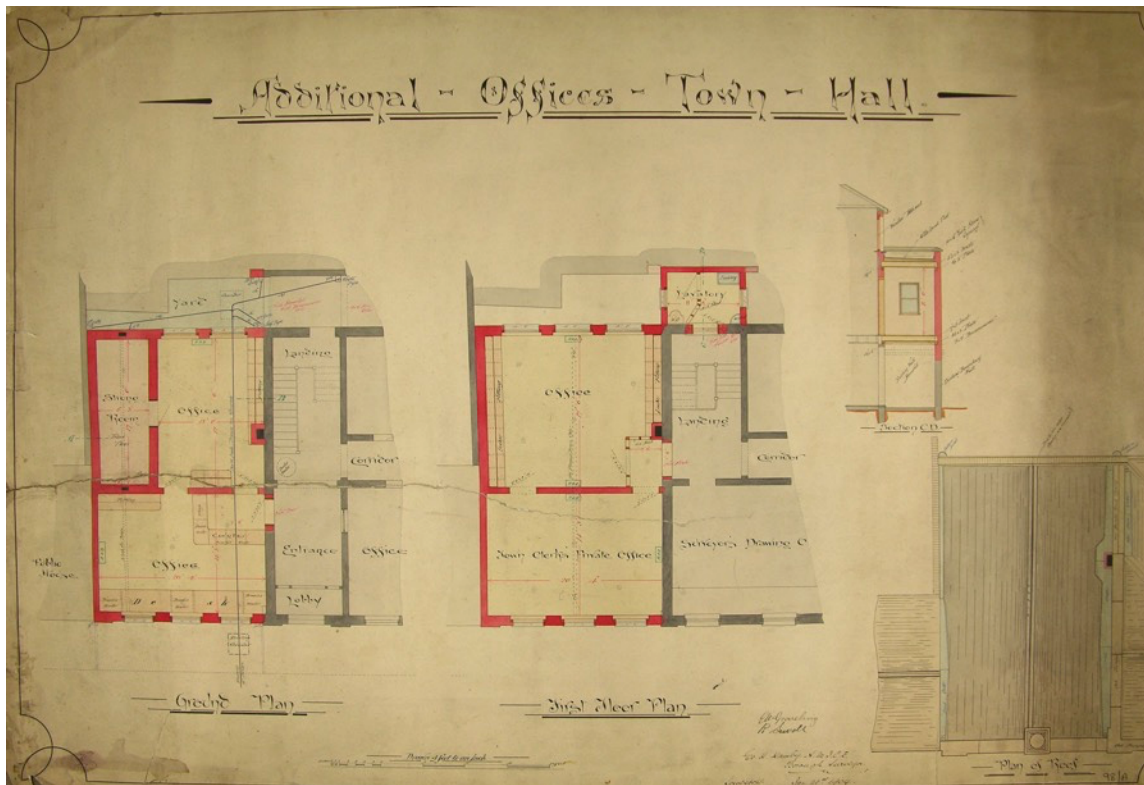


Figure 7: Town Hall extension to Compass Street, 1904 JH Hamby (SRO/ESDC)

- 2.2.13 Early-twentieth century images of the Town Hall (e.g. Fig. 5) taken between c1900 and 1914 show arched ‘gables’ with ball finials to the parapet at each end of the High Street elevation and to the east end of the Compass Street frontage. Each has circular stone central roundel; that to Compass Street was dated 1900. These three gables have been removed but a similar detail survives at the east end of the Compass Street range, with a datestone of 1904.
- 2.2.14 A further addition was made to the north-east of the building at the junction with Mariners Street in 1914, for which there is a drawing in the Suffolk Record office, signed by Hamby, (Fig. 8<sup>11</sup>) and dated 1914. (The list description gives a date of c1912.) This replaced another pub. The extension provided a Committee Room, Rates and Sanitary Inspectors’ offices and residential accommodation, presumably for a caretaker, including a ground-floor sitting room and two bedrooms on the first floor. The western dormer is not shown in the 1914 drawing but may nonetheless be primary.
- 2.2.15 To the west of this range was an open yard, which was partly infilled with a very plain three-bay extension c1935. The original form of its ground floor is not known; former openings have been infilled with 20<sup>th</sup>-century brickwork. The scar of a gabled roof visible on the north side of the Council Chamber range suggests that the small open yard that remained after the extension of c1935 was built, was itself infilled at some stage and the infill subsequently demolished. No records have been found of this work. The first floor of the whole of this Mariner’s Street elevation

<sup>11</sup> SRO ref. 98/3

has been altered and re-roofed, including the removal of the chimney shown in the 1914 drawing.

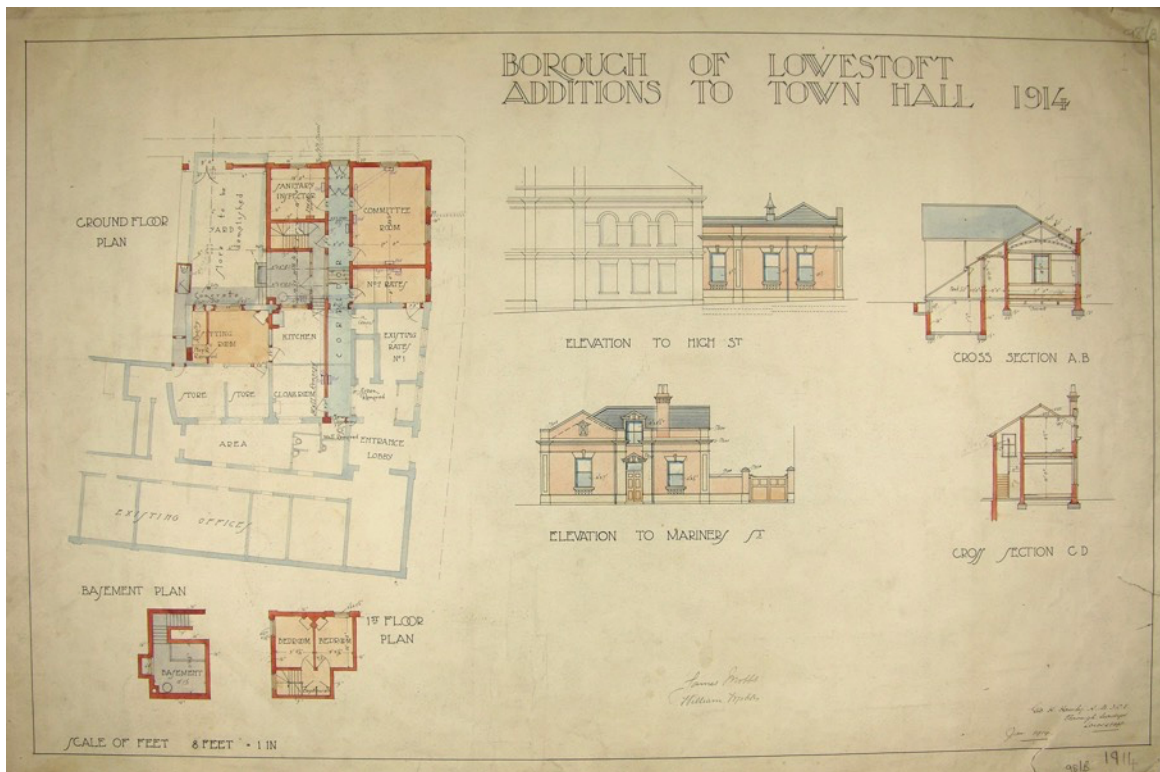


Figure 8: Town Hall extension to High Street 1914, JH Hamby architect (SRO/ESDC)

2.2.16 Various minor works to the Town Hall took place during the later 20<sup>th</sup> century. The slate roofs were repaired in 1956-7<sup>12</sup> and much more recently the north pitch of the Council Chamber was re-covered in orange pantiles. The brickwork below this new roof-pitch suggests that it has been subject to extensive repair.

2.2.17 The planning history of the building is limited. It was first listed in 1993, so internal alterations, demolitions and repairs such as the replacement roofs would not necessarily have required permission before then. A number applications for planning and listed building consent have been approved since, mainly for minor works.

2.2.18 Extensions were made in 1962, 1968, 1969, 1973 and 1974, and internal alterations in 1999. It has not been possible to examine the documents associated with applications pre-dating 2000 during the preparation of this report. None of the surviving post-1945 extensions or internal features is of special architectural or historic interest, but the 1960s extensions may have included the pre-fabricated offices that stood to the north and west of the listed building, demolished c2016.

2.2.19 The 1973 and 1974 extensions are assumed to be those to the rear of 2 Compass Street, which was incorporated in the town hall complex probably c1970s. <sup>13</sup> Small, utilitarian, flat-roofed extensions of *circa* this date survive at ground, first and second

<sup>12</sup> SRO Lowestoft ref. 33/5/E/4/3

<sup>13</sup> Bradley, Darwin, 2016, p.16.

floor levels. The historic plan of the pub is legible but all of its interior features are modern. Neither the exterior nor the interior are of special architectural or historic interest. It is specifically excluded from the Town Hall listing.<sup>14</sup>

2.2.20 Listed building consent was granted in 2011 for the removal of a chimney from the 1904 Town Hall building. Other chimneys, visible in early photographs, were evidently been removed prior to that date, as none are now visible.

## 2.3 Setting

2.3.1 The immediate setting of the Town Hall comprises the historic High Street, Compass Street, Mariner's Street and the now cleared site extending west to Jubilee Street. The Town Hall is visible in quite long views north and south along the High Street, from Jubilee Street and the housing estates to its west, and the tower is glimpsed from further afield, most significantly from Whapload Road and the Dene, above the roofs of the historic buildings that line the High Street.



Figure 9: Town Hall from the High Street looking north

2.3.2 The High Street is an exceptional group of historic buildings, as such it is very sensitive to change. Most significantly almost the whole of the contiguous group (nos. 28-37) facing the Town Hall on the east side of the road is listed, as is the run of buildings to their north (nos. 41-50). No 36 High Street- which has medieval

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<sup>14</sup> N.b. the statutory list entry is the definitive statement of the extent of the listing; the associated map and conservation area appraisal that show the pub as part of the listing appear to be erroneous.

origins- is listed grade II\*, the others at grade II. On the west side of the High Street no. 160 to the north of the Town Hall and nos. 150 (the Crown Hotel)-147 are also listed grade II. These buildings are a variety of 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> century houses and shops, of similar scale (2-3 storeys). Together with mainly late-Victorian unlisted buildings (such as the characterful former Anchor PH on the corner of Mariner's Street), they give the High Street a remarkably consistent historic character; and as a whole, considerable heritage significance.

- 2.3.3 There are few modern infill buildings in the High Street. The most significant break in the historic streetscape near the Town Hall is the small open space New Market Plain. This was historically an open area in front of the early 19<sup>th</sup> century New Market, but has been redesigned and landscaped in recent years in association with the 2012 residential development on the south side of Compass Street. It has the effect of opening up the view of the Town Hall from the south-east.
- 2.3.4 The Town Hall forms part of group of historic buildings in the High Street as an intentional contrast, its scale identifying it as a civic building. Its materials - red and gault brick- are local and sympathetic. Its site is significant for its continuity of civic use over many centuries. As such it is both part of and apart from its setting, but above all, firmly rooted in the history and architectural character of the High Street.



Figure 10: Town Hall from Compass Street, 2 Compass Street to centre, Coopers warehouse to left

- 2.3.5 Compass and Mariners Streets and the land between them were occupied by small-scale commercial buildings and houses until the mid-20<sup>th</sup> century. A cross-street ran

from north to south behind the Town Hall. The south side of Compass Street has a terrace of small two-storey houses built in 2012, which make a neutral contribution to their historic context. The conservation area boundary runs through the middle of the terrace. The only other building in Compass street is a fragment of the ground floor façade of a 19<sup>th</sup> century commercial premises, Cooper's, which was preserved when the remainder of the site was cleared c2016-18. It has modest historic interest and may be eligible for local listing.

2.3.6 Mariners Street was also largely cleared under mid-late-20<sup>th</sup>-century slum-clearance and road widening schemes. A small terrace of houses of c1960s stands midway along the street, outside the conservation area, again, making at best, a neutral contribution to their historic context.

2.3.7 The dense small-scale urban grain that used to characterise this area is clear from the 1926-7 Ordnance Survey. It has now lost most of its buildings, historic character and sense of urban structure. In its present condition the cleared and derelict land is detrimental to the setting of the listed Town Hall and the conservation area.



Figure 11: Ordnance Survey 25" map 1927 (Landmark Information Services)

### 3 SIGNIFICANCE

#### 3.1 Heritage values and grading significance

3.1.1 In line with Historic England's *Conservation Principles*, heritage values are articulated in the following categories:

- *Evidential value*: the potential of a place to yield evidence about past human activity.
- *Historical value*: the ways in which past people, events and aspects of life can be connected through a place to the present - it tends to be illustrative or associative.
- *Aesthetic value*: the ways in which people draw sensory and intellectual stimulation from a place.
- *Communal value*: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.

3.1.2 The following categories have been used to evaluate heritage significance, based on the well-established English Heritage/Historic England *Conservation Principles* and ICOMOS best practice:

- *Considerable significance*  
Elements that contribute to the building's status as a nationally important place. These are the qualities that justify statutory protection through listing at national level.
- *Moderate significance*  
Elements that make a positive contribution to the way the building is understood and perceived, primarily in a local context.
- *Limited significance*  
Fragmentary elements of primary fabric, which provide some indication of the original form of the building.
- *Neutral significance*  
Elements which neither add to, nor detract from, the significance of the building.

3.1.3 The *evidential and historic values* of the Town Hall are closely related. It provided the administrative offices of a prosperous and fast-growing late-19<sup>th</sup> century town, but one which had only recently been incorporated as such and had several very distinct elements: the fishing industry, the commercial harbour, the holiday resort, the historic old town and the new residential areas. The Town Hall was relatively modest in size, compared with others of similar date serving comparable populations, but the bell tower gives it great prominence in the townscape. The design of the building is unusual in that it does not contain a purpose-built Council Chamber; the public hall that served this purpose was relatively small. On the other hand, the engraved glass to the office windows proclaim loudly the Corporation's administrative roles.

3.1.4 The decision to rebuild the Town Hall on its historic site suggests a desire to identify the new corporation with the town's history, as opposed, for example to building a hall in the new resort town to the south. The bell tower has historic significance in itself, since until well into the 20<sup>th</sup> century a curfew bell was rung every night at 8



o'clock; reputedly, on the order of Oliver Cromwell when he came to the town in 1644. The stained glass is a reminder of the wealth and influence of Sir Morton Peto in Lowestoft.

- 3.1.5 The *aesthetic value* of the building derives from its exterior elevations of 1899-1914 to High Street, Compass Street and Mariner's Street and from the bell tower; from interior of the Council Chamber, and to a much lesser extent the entrance and stair halls; and from the contribution the Town Hall makes to its urban context and the surrounding conservation area.
- 3.1.6 The principal elevations are constructed to a very high standard with fine brickwork of the local type, and sparingly used carved stone dressings, most notably to the main entrance. The Italianate style of the building is old-fashioned for its date, and reminiscent of mid-19<sup>th</sup> century railway architecture, which may again reflect the influence of Peto, or the desire for continuity with the old Town Hall buildings. The building is not architecturally progressive or original, but its scale and its style contrast with the modest, surrounding, vernacular, provincial Georgian and Victorian commercial buildings to give it considerable presence and status in the townscape, and creating an architectural expression of its civic function. The Council Chamber, despite its alteration, is highly evocative of the mid-19<sup>th</sup> century. The stained glass- especially the west window- is of very high quality. These features underline the civic importance of the room, linking the grandeur of its architectural style with the town of Lowestoft. These elements of the building are of *considerable significance*.
- 3.1.7 Apart from the Council Chamber, the principal rooms and spaces leading up to it from the main entrance have some good features. These include the entrance hall (especially its floor tiles), main staircase, first floor ante-room, joinery in the principal spaces, and charming minor features such as the engraved glass to the office windows. These are worthy of preservation where possible, but capable of adaptation without serious harm to their heritage values. The staircase is awkwardly sited and relocating it could be considered. Overall, these elements are unexceptional for their date and as such are of only *moderate significance*. The other interiors are of *limited significance*.



Figure 12: Main staircase and tiled floor

- 3.1.8 The *communal value* of the building is considerable. Both the exterior and the Council Chamber are overtly public architectural statements. They celebrate Lowestoft at the height of its late 19<sup>th</sup> century prosperity, and continue to represent the town's distinct identity. The Town Hall's historic site connects the building with a long and proud civic tradition.
- 3.1.9 The Town Hall's contribution to its setting is of *considerable significance*. It is part of an important and extensive group of historic buildings in the High Street, and it is a key landmark in the conservation area and beyond. It should remain unaltered in long views. The Council Chamber windows should remain unimpeded, because of the stained glass and because daylight is central to its architectural quality. The pantiled north roof-pitch is intrusive and should be replaced with slates when the opportunity arises.



Figure 13: Town Hall from High Street looking south

- 3.1.10 The mid-19<sup>th</sup>-century former New Market Inn (2 Compass Street) incorporated in the Town Hall c1970s, is not listed. Its scale and street elevation are broadly sympathetic to their context, but it a very standard example of its date and type and has been greatly altered. It is of *limited significance*. A case could be made for its redevelopment if it were necessary to secure the viable reuse of the Town Hall. The surviving fragment of the Cooper's warehouse on the south-west corner of the site is of very limited value, but it is locally listed and should be retained if possible. It is of *limited significance*.
- 3.1.11 The open areas to the west and north-west of the Town Hall are derelict and intrude on its heritage significance. Their redevelopment with appropriate new buildings is a major opportunity to enhance the setting of the Town Hall and conservation area.

## 4 CONCLUSION

### 4.1 Principles for development

4.1.1 The following key principles for the conservation and re-use of the Town Hall have been adopted to guide the proposed options for redevelopment. They should:

- Preserve the significant aspects of the visual presence, architectural form and details of the 1899-1912 Town Hall by retaining the main street elevations and tower; thereby ensuring that the re-use of the building will cause no detriment to the surrounding listed buildings and historic townscape.
- Preserve the Council Chamber, ideally as a public space, as this is central to the building's importance to the community as well as its heritage significance. A public 'processional' route to the Council Chamber from the main High Street entrance should be maintained to the same end.
- Re-establish a sense of enclosure and traditional urban grain along Compass and Mariner's Streets, and to reinforce these east-west routes to help tie the residential areas west of Jubilee Way back into the old town. The streets should be enclosed by new buildings of appropriate scale and design, so that the Town Hall retains its visibility, silhouette and physical pre-eminence in close and long views.

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